

The Economics of Land Use



Final Report

Contra Costa Resource Conservation District and Contra Costa Mosquito & Vector Control District

Municipal Service Review and Sphere of Influence Update

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Contra Costa Local Agency Formation Commission

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Table of Contents

1.	INTRODUCTION	5
	Legal Context and LAFCO Policies	5
	MSR Methodology	6
	Municipal Service Review Determinations	7
	Sphere of Influence Recommendations.....	8
	Best Practices.....	9
	Organization of the MSR	10
	Acknowledgments	11
2.	RESOURCE CONSERVATION DISTRICT (CCRCD).....	13
	Impact of COVID-19	13
	Agency Boundaries.....	13
	Growth and Population Projections	14
	Adequacy of Resource Conservation District Facilities and Services.....	15
	CCRCD Staffing	26
	Financial Ability to Provide Services	26
	Management and Accountability	30
	Resource Conservation District MSR Determinations.....	31
	Sphere of Influence Update	33
3.	MOSQUITO AND VECTOR CONTROL DISTRICT (CCMVCD)	35
	Impact of COVID-19.....	35
	Agency Boundaries.....	35
	Growth and Population Projections	36
	Adequacy of CCMVCD Facilities	38
	Overview of CCMVCD Services	38
	Service Requests and Adequacy of CCMVCD Services	45
	Shared Facilities and Cooperation	51
	CCMVCD Staffing	54
	Financial Ability to Provide Services	54
	Management and Accountability	58
	Mosquito & Vector Control District MSR Determinations	61
	Sphere of Influence Update	62

List of Tables

Table 1	Contra Costa LAFCO Commissioners.....	6
Table 2	Contra Costa County Growth and Population Projections	14
Table 3	CCRCD Watershed Programming	18
Table 4	CCRCD Watershed Programming Continued	19
Table 5	CCRCD Working Lands Programming.....	20
Table 6	CCRCD Working Lands Programming Continued	21
Table 7	Summary of CCRCD Staffing	26
Table 8	CCRCD Annual Operating Budget.....	27
Table 9	CCRCD Governance and Contact Information.....	30
Table 10	Diseases of Concern in Contra Costa County	39
Table 11	West Nile Virus Cases in Contra Costa and Nearby Counties, 2021.....	40
Table 12	Encephalitis Cases in California (1966 – 2021).....	41
Table 13	CCMVCD Service Requests by City, 2021	46
Table 14	Other Service Providers.....	53
Table 15	CCMVCD Revenues and Expenditures over Time (Nominal Dollars)	56
Table 16	CCRCD Governance and Contact Information.....	59

List of Maps

Map 1	Map of Disadvantaged Communities and Disadvantaged Unincorporated Communities in Contra Costa County	12
Map 2	Map of CCRCD and Coterminous SOI.....	14
Map 3	Map of CCMVCD and Coterminous SOI	36
Map 4	Vector Control Technician Zones.....	55

List of Figures

Figure 1	Contra Costa County Farmland Composition, 2007–2017	22
Figure 2	Contra Costa County Prime Farmland, 2000-2018	23
Figure 3	Contra Costa County Williamson Act Land, 2005 - 2022	24
Figure 4	CCRCD Revenue and Expenditures FY 2015 – FY 2022	28
Figure 5	CCRCD Grant/Contract Revenue and Total Revenue FY 2015 – FY 2022	29
Figure 6	Integrated Vector Management	39
Figure 7	CCMVCD Service Requests by City, 2021	47
Figure 8	Monthly Requests for Mosquito Abatement Service	48
Figure 9	Service Request by Request Type, 2017-2021 Five Year Totals	49
Figure 10	Annual Service Requests by Request Type, 2017 - 2021	50
Figure 11	CCMVCD Revenues and Expenditures FY 2011 – FY 2021	57

Appendices

Appendix A: LAFCO and MSR History

Appendix B: Acronyms and Glossary of Terms

1. INTRODUCTION

State law requires that Local Agency Formation Commissions (LAFCOs) conduct a regional analysis of municipal services (Municipal Service Reviews, or MSRs) every 5 years or “as necessary” to support reviews of city, district, and jurisdictional spheres of influence (SOIs).¹ The Commission may assess options for improving effective infrastructure and service delivery within and contiguous to the agencies’ SOIs including, but not limited to, the consolidation or dissolution of agencies.

MSRs provide a tool for LAFCOs to evaluate the adequacy of public services and providers, and to improve the organization and provision of services. MSRs support LAFCOs’ mission to plan and shape “the logical and orderly development and coordination of local governmental agencies.”² Contra Costa LAFCO retained Economic & Planning Systems, Inc. (EPS) to conduct the second round Resource Conservation District MSR and Mosquito & Vector Control District MSR. Both districts provide services throughout the County—with boundaries and SOIs coterminous with the Contra Costa County line—and are the primary provider of their respective services within the County under LAFCO’s jurisdiction.

Legal Context and LAFCO Policies

Contra Costa LAFCO is required to prepare this MSR and SOI update pursuant to the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code §56000, et seq.), which took effect on January 1, 2001. Pursuant to this legislation, Contra Costa LAFCO is required to conduct a comprehensive review of municipal service delivery and update the SOIs of all agencies under LAFCO’s jurisdiction. The MSR reviews services provided by public agencies—cities and special districts—whose boundaries and governance are subject to LAFCO.

LAFCO Overview

LAFCO regulates - through approval, denial, conditions and modifications - boundary changes proposed by public agencies or individuals. It also regulates the extension of public services by cities and special districts outside their boundaries. LAFCO is empowered to initiate updates to the SOIs and proposals involving the dissolution or consolidation of special districts, mergers, establishment of subsidiary districts, formation of a new district or districts, and any reorganization including such actions. Other LAFCO actions, such as annexations and detachments, must originate by petitions or resolutions from affected registered voters, landowners, or local agencies (i.e., counties, cities, or districts).

¹ Government Code Section 56425 directs LAFCOs to review and update agencies’ SOIs, as necessary, every 5 years, and Section 56430 requires MSRs to be conducted before or in conjunction with the sphere updates.

² Government Code Section 56425.

Contra Costa LAFCO was formed by the State legislature as a countywide agency to discourage urban sprawl and encourage the orderly formation and development of local government agencies. Contra Costa LAFCO consists of seven regular members: two members from the Contra Costa County Board of Supervisors, two City Council members appointed by the city selection committee, two independent special district members appointed by the independent special district selection committee, and one public member who is appointed by the other members of the Commission. There is also one alternate member in each category. All Commissioners are appointed to 4-year terms. Current Commission members are shown in **Table 1**.

Table 1 Contra Costa LAFCO Commissioners

Member Name	Title	Jurisdictional Representation	Term Expiration
Rob Schroder	Chair	City Member	2023
Federal Glover	Vice Chair	County Member	2026
Patricia Bristow	Commissioner	Special District Member	2026
Candace Andersen	Commissioner	County Member	2026
Donald Blubaugh	Commissioner	Public Member	2024
Tom Butt	Commissioner	City Member	2024
Michael McGill	Commissioner	Special District Member	2024
Edi Birsan	Alternate	City Member	2023
Diane Burgis	Alternate	County Member	2024
Stanley Caldwell	Alternate	Special District Member	2026
Charles R. Lewis, IV	Alternate	Public Member	2024

Source: Contra Costa LAFCO, as of June 2022.

MSR Methodology

Each district was contacted, interviewed, and follow-up information and data were requested. EPS evaluated the data and assembled the information into a Public Review Draft MSR with MSR determinations for each district. In addition to a service review of each district, this report also evaluates each district's SOI. **Map 1** at the end of this chapter indicates the location of Disadvantaged Communities (DACs) and Disadvantaged Unincorporated Communities (DUCs), **Map 2** in **Chapter 2** shows the Contra Costa Resource Conservation District (CCRCD) boundaries and each watershed in the District, and **Map 3** in **Chapter 3** depicts the Contra Costa Mosquito & Vector Control District (CCMVCD) boundaries.

A prior version of this document, the Public Review Draft, was publicly posted in August 2022 and was considered by the LAFCO Board in September. This Final Draft MSR reflects comments received in response to the Public Review Draft and August public hearing. A final MSR will be prepared following final LAFCO public hearings and direction.

Note on Population and Growth Projections

The current population of Contra Costa County is based on 2022 data, which are updated annually by the California Department of Finance. The Department of Finance also prepares Countywide growth projections and estimates for 2040 are provided. Overall, population growth of 0.71 percent per year between 2022 and 2040 is anticipated. As with all growth projections, it should be noted that these estimates are based on the best-known information at the time.

Municipal Service Review Determinations

The MSR analysis provides the basis for making determinations about the adequacy of facilities and services, governance structures and efficiencies, and opportunities for greater coordination and cooperation between providers. The MSR determinations are prerequisites to SOI determinations and may lead to subsequent LAFCO and agency actions. Below is a general summary of the required MSR determinations. Specific determinations for each district are provided in the district-specific chapter.

1. Growth and Population Projections

This determination evaluates future growth and demand and whether agencies can adequately serve increased populations.

2. The Location and Characteristics of any Disadvantaged Communities (DUCs or DACs) in or Contiguous to the Sphere of Influence

Identifying disadvantaged communities allows public agencies, cities, and counties to address municipal service and infrastructure deficiencies that are known to exist in some disadvantaged communities. DUCs are inhabited communities containing 12 or more registered voters that constitutes all or a portion of a "disadvantaged community." A disadvantaged community is defined as a community in which the median household income is 80% or less than the statewide median household income.³ This determination assesses the prospect of including neighboring DUC(s) when an agency's SOI is updated or expanded. In 2011, SB 244 began requiring cities and counties to address the infrastructure needs of unincorporated disadvantaged communities in city and county general plans, MSRs, and annexation decisions.

There are several disadvantaged communities in Contra Costa County, as shown on **Map 1**. There are two cities or Census Designated Places (CDP) that meet the disadvantaged definition as a whole: San Pablo and Bethel Island. The remaining DUCs reflect census tracts and block groups that do not align with city or CDP boundaries. Each of the identified disadvantaged communities are served by the Resource Conservation and Mosquito and Vector Control districts.

³ Government Code Section 56033.5 defines a "disadvantaged unincorporated community" as inhabited territory, as defined by Section 56046, or as determined by commission policy, which constitutes all or a portion of a "disadvantaged community" as defined by Section 79505.5 of the Water Code.

3. Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

This determination refers to the adequacy of existing and planned public facilities in relation to how public services are, and will be, provided to residents. Infrastructure can be evaluated in terms of capacity, condition, availability, quality, and plans for future improvement and/or expansion.

4. Financial Ability of Agencies to Provide Services

This determination evaluates whether the agency has the financial ability to provide adequate services now and in the future. Property taxes and benefit assessment revenues are the primary revenue sources for CCMVCD, and property taxes and grants, are the primary revenue sources for CCRCD. Both districts appear financially stable with the financial resources to provide services.

5. Status of, and Opportunities for, Shared Facilities

This determination reviews current sharing arrangements with other agencies, if any, and whether opportunities exist to improve the efficiency and effectiveness of services through sharing, collaboration, or functional consolidation.

6. Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

This determination reviews whether an agency follows "best practices" to a) facilitate cost effective and efficient delivery of services; and b) enable review and input by residents, LAFCO and other agencies and stakeholders, including adequate and transparent reporting documents, and website access. This determination can also consider governance options (e.g., consolidation) to improve efficiencies and accountability.

7. Any Other Matter Related to Efficient Service Delivery, as Required by Commission Policy

This determination is an opportunity to highlight other concerns that may be relevant. In this MSR, issues related to the implications of COVID-19 are noted.

Sphere of Influence Recommendations

An SOI is a LAFCO-approved area that designates an agency's probable future boundary and service area. The SOI essentially defines where and what types of government reorganizations, such as annexation, detachment, dissolution, or consolidation, may be initiated. The governing bodies of local agencies, landowners, and voters may initiate reorganizations so long as they are consistent with the SOIs. An SOI change neither initiates nor approves a boundary change or government reorganization. If and when a boundary change or government reorganization is initiated, there are procedural steps required by law, including a protest hearing and/or election, by which voters may choose to approve or disapprove the boundary change or reorganization.

Consistent with Government Code Section 56425, in determining the SOI of each local agency, the commission shall consider and prepare a written statement of its determinations with respect to each of the following:

1. The present and planned land uses in the area, including agricultural and open-space lands.
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 the commission determines that they are relevant to the agency.
5. The nature, location, and extent of any functions or classes of services provided by existing districts. (For Special Districts only.)

This report identifies options and preliminary recommendations for LAFCO to consider as it reviews and updates the SOIs of the two districts. While governance structure options for both entities include consolidation with a similar provider in Alameda County, both agencies question the benefit of such a consolidation and are not amenable to a governance change at this time.

In 1995, CCMVCD completed a study of the possibility of consolidating with Alameda County Mosquito Abatement District, which found that there would be minimal financial gains combined with several reorganization challenges. CCRCD has not completed a review of consolidation but reported that due to a difference in programming focus between CCRCD and Alameda County Resource Conservation District, that consolidation may not be efficient, feasible or beneficial to Contra Costa County taxpayers. Consequently, it is recommended that the Commission retain both districts' existing coterminous SOIs at this time.

Best Practices

Achieving transparency and public accountability standards dictates that districts provide easily accessible and clear documentation of their activities, including planning and financial information. The Government Finance Officers Association (GFOA) publishes a list of best practices and lists key documents that public agencies should be publishing regularly (see <https://www.gfoa.org/best-practices>).

Transparency

- **Web sites** - State law requires all agencies have a Web site (unless the agency makes findings of financial inability).⁴ Web sites are increasingly the first place to go to find information about an agency or a district. Web sites should provide information about the

⁴ On September 14, 2018, the Governor signed [SB 929](#) which added Government Code Section 6270.6 and 53087.8 which required that every independent special district in California maintain a website by January 1, 2020. Exceptions can be made by districts facing hardship, as adopted by majority vote of those districts' governing boards. The intent of the bill is to provide the public easily accessible and accurate information about the district.

governance structure including the names and terms of Board members or commissioners, services provided, staff, and contact information. Web sites should provide meeting schedules, agendas, and minutes.⁵ Copies of current and past budgets, financial statements and supplemental reports, and audits should be available as well.

Accounting and Financial Reporting

- **Annual Budget** – Budgets should provide a comprehensive and detailed view of the budget, including comparisons to recent years. Budget documents should include a “Fiscal Health Report” with an explanation of trends and conclusions regarding fiscal health.
- **Financial Policies** – Budgets should summarize policies for the establishment, maintenance and use of various General Fund and Capital Improvement Program (CIP) reserves.
- **Annual Audited Financial Statements** – Financial statements should be prepared in a timely manner and provide a clear and comprehensive picture of agency financials consistent with Generally Accepted Accounting Principles (GAAP).
- **Capital Improvement Program** – A CIP with identified improvements, costs, and timeframe should be prepared, with some discussion of funding sources and funding priorities. The CIP can be a stand-alone report, or it can be included in the budget documents.
- **Cost of Service/Rate Studies** – Fees and charges for service should be reviewed regularly and adjusted as needed.

Organization of the MSR

This Introduction lays out the basic MSR framework, methodology, required MSR findings, and report structure. To promote improved agency efficiency, service efficacy, and operational transparency, this chapter contains a discussion of “best practices,” which, for the most part, are adhered to by both CCRCD and CCMVCD. **Chapter 2** focuses on the Resource Conservation District, and **Chapter 3** focuses on the Mosquito and Vector Control District.

Appendix A provides a history of LAFCO and MSRs. **Appendix B** provides a list of the key acronyms and a glossary of terms used in this report.

⁵ [AB 2257](#), approved on September 9, 2016, requires district and governmental websites to include Board meeting agendas for all meetings occurring on or after January 1, 2019.

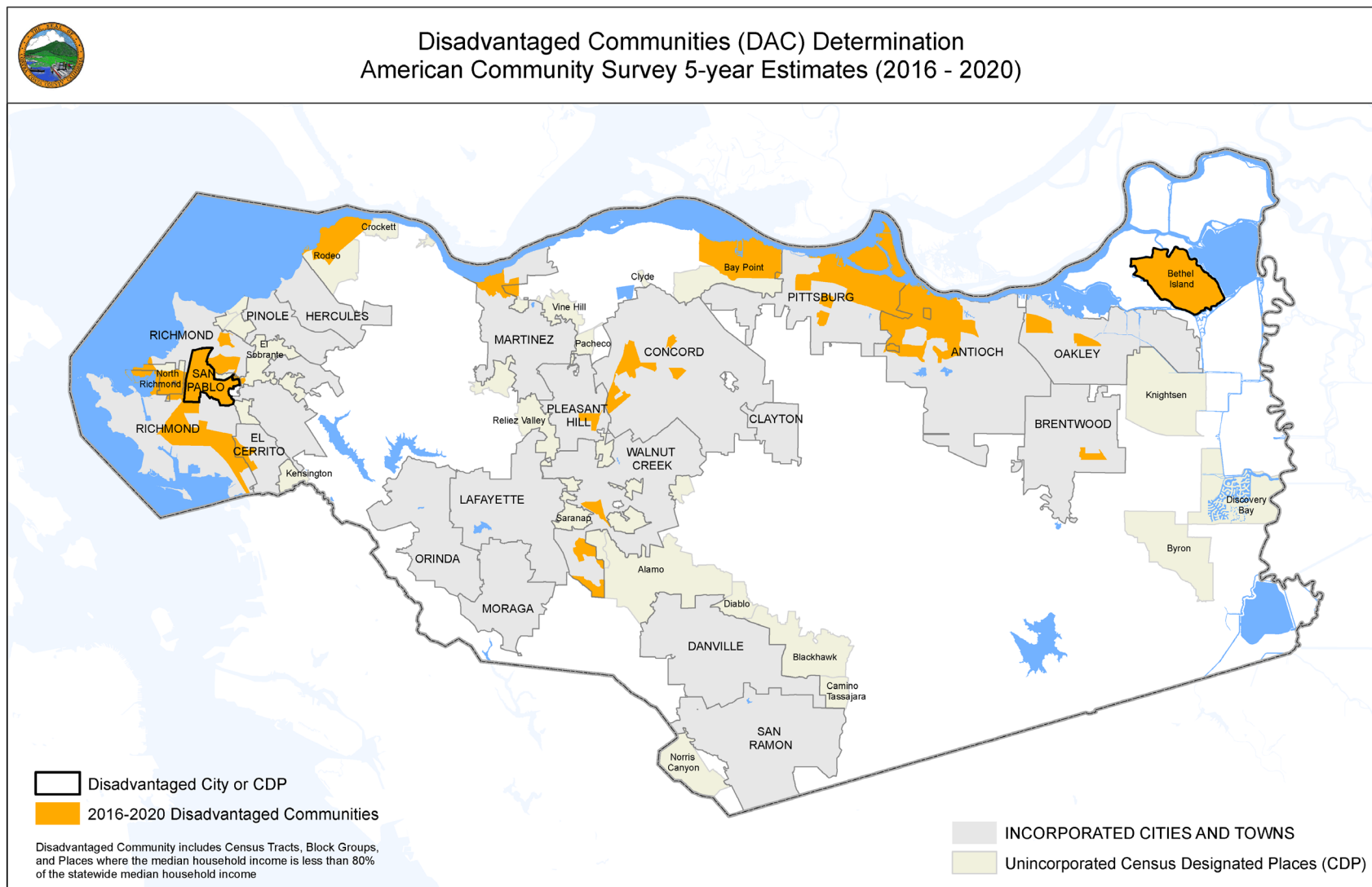
Acknowledgments

The authors extend their appreciation to Executive Director Chris Lim and staff at the Resource Conservation District and General Manager Paula Macedo and staff at the Mosquito Vector Control District who provided program and financial information and documents referenced and used in this report.

Contra Costa LAFCO Executive Officer, Lou Ann Texeira, provided project direction and review. Chris Howard and Kristine Solseng of the Contra Costa County Department of Conservation & Development prepared the maps included in this report.

This report was prepared by Ashleigh Kanat and Luke Foelsch with EPS.

Map 1 Map of Disadvantaged Communities and Disadvantaged Unincorporated Communities in Contra Costa County



2. RESOURCE CONSERVATION DISTRICT (CCRCD)

This chapter provides a detailed look at resource conservation services provided by the Contra Costa Resource Conservation District (CCRCD or District), including how these services are provided and changes to the services provided since the 1st Round MSR prepared in 2010. In addition, this chapter evaluates the District's facility needs, service adequacy, and financial position. Growth and population projections and future service needs are identified as well.

As one of California's 95 Resource Conservation Districts, CCRCD's mission is to facilitate conservation and stewardship of the natural resources in Contra Costa County. CCRCD was formed in 1941 as an independent special district, and the District's service area is coterminous with the boundaries of the County. The principal act that governs the District is Division 9 of the California Public Resources Code.⁶ The principal act empowers resource conservation districts to control runoff, prevent and control soil erosion, protect water quality, develop, and distribute water, improve land capabilities, and facilitate coordinated resource management efforts for watershed restoration and enhancement.⁷

The District was originally named the Contra Costa Soil Conservation District, but in 1971, a state law changed the name of all Soil Conservation Districts to Resource Conservation Districts. The District provides assistance to local agricultural producers, prepares scientific studies, coordinates community watershed planning, educational programs, watershed restoration and stewardship programs, and voluntary and cooperative natural resource conservation programs.

Impact of COVID-19

As a result of the COVID-19 pandemic and related public health directives, CCRCD cancelled in-person educational programming and volunteer-intensive events and programs beginning in March 2020. As of early 2022, many programs have returned. The Board meetings have been and continue to be conducted virtually via Zoom, but as conditions continue to improve, the District is working to identify options for returning to in-person Board meetings and getting back into classrooms. The District's financials were not adversely affected by COVID-19.

Agency Boundaries

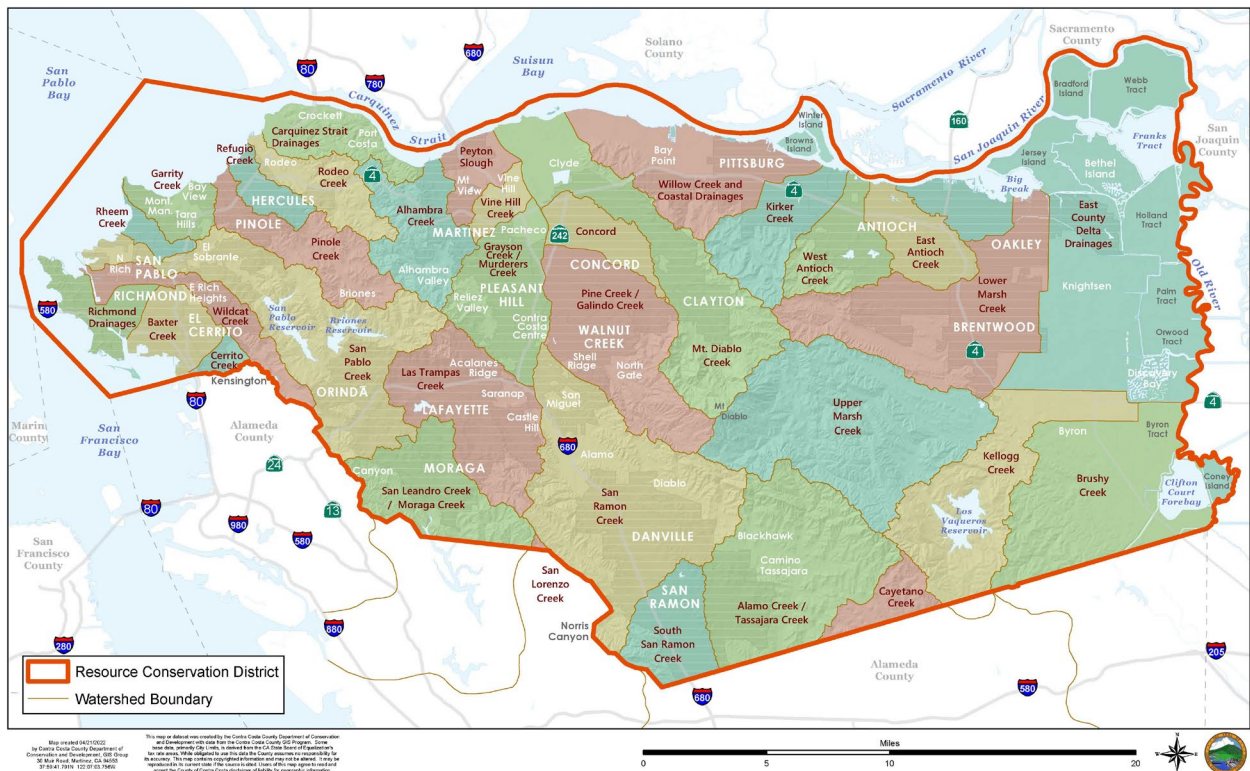
The District's boundary is coterminous with the Contra Costa County line and includes all areas within the County. **Map 2** depicts the CCRCD boundary, which encompass a land area of approximately 717⁸ square miles. Contra Costa is the principal county and Contra Costa LAFCO has jurisdiction. Based on LAFCO staff reports from 2010, LAFCO staff assume that the existing SOI is coterminous with CCRCD bounds based on previous SOI amendments. In 2010, LAFCO affirmed the existing coterminous SOI.

⁶ Public Resources Code §9151-9491.

⁷ Public Resources Code §9001.

⁸ "2021 Census Gazetteer Files". United States Census Bureau. Retrieved May 11, 2022.

Map 2 Map of CCRCD and Coterminous SOI



Growth and Population Projections

The District considers its service population, or customer base, to be the property owners and residents living within the boundaries of the County. There are 1,156,555 people in the County, according to 2022 California Department of Finance (DOF) population estimates, as shown in **Table 2**. DOF projections for 2040 reflect average annual growth of 0.71 percent, which will add approximately 156,000 residents for a total population of 1,312,536 by 2040 and a total increase of about 13 percent.

Table 2 Contra Costa County Growth and Population Projections

Item	2022	2040	Absolute Change	Annual Rate of Growth
Resident Population	1,156,555	1,312,536	155,981	0.71%

Sources: California Department of Finance (Report E-1 and Report P-2A); Economic & Planning Systems, Inc.

Service Duplication and Boundary Overlap

There are no identified areas of boundary overlap or service duplication.

Disadvantaged Communities

There are several disadvantaged communities in Contra Costa County, as shown on **Map 1** in **Chapter 1**. There are two cities or Census Designated Places (CDP) that meet the disadvantaged definition as a whole: San Pablo and Bethel Island. The remaining disadvantaged communities reflect census tracts and block groups that do not align with city or CDP boundaries. In order to ensure these communities have equitable access to resource conservation services, the District has been working on a water needs assessment in the DAC portions of Bay Point, Pittsburg, and Antioch. Additionally, in response to concerns expressed by residents in Pittsburg and Bay Point about the taste and quality of their tap water, the District implemented a resource guide and a tap water testing protocol. The District is also holding community workshops to prioritize implementation projects that address priority issues, such as trash reduction and upgrades to aging infrastructure.

The District also partners with schools in the County's designated disadvantaged communities to provide educational programming through a curriculum called "Gills to Green," which uses aquaponics as a lens through which to view food and the environment. The District partnered with two classrooms from Rodeo Hills Elementary and four from Carquinez Middle School. The program consisted of 6 sessions, five in-class and one field trip.

Adequacy of Resource Conservation District Facilities and Services

Facilities

The District leases shared workspace at Industrious Concord and space at its partner National Resources Conservation Service (NRCS) office to maintain records and files. The shared workspace provides adequate space for the needs and purposes of CCRCD, and the District did not indicate an intention to move in the near future.

The District owns a weather station in Brentwood. The station provides weather data for farmers to inform irrigation practices such as quantity and timing and when to spray for pests. The weather station was originally funded by the California Department of Water Resources in 1984, and CCRCD purchased the equipment. The weather station is located on private property free-of-charge. CCRCD performs regular maintenance on the station. The District reports that it is in good condition, and there are no needs or deficiencies identified for the weather station.

CCRCD purchased a work truck in February of 2021 and currently rents out a temporary storage container for materials and tools.

Shared Facilities

No opportunities for facility sharing were identified.

Services

After formation, the District originally focused on soil and water conservation projects targeted at farmlands and farming practices, including renting farming and grading equipment to farmers, draining wetlands to be converted to pasture, leveling land to improve irrigation efficiency, range seeding, grazing management, and orchard cover crops and crop grazing management.

However, as the County has urbanized, the focus of the District's services expanded to natural resources management of entire watersheds, which includes both urban and agricultural conservation programs. Presently, the District provides watershed education and stewardship services, coordination of watershed restoration projects, watershed assessment studies, support for agriculture, educational workshops on resource management, and programs for children and teens.

Land Uses

The land uses within the County affect the services provided by CCRCD, particularly the prevalence of farmland and watersheds. CCRCD's bounds encompass a wide variety of land uses as its bounds include the entirety of Contra Costa County, which has a land area of approximately 720 square miles. Agricultural land made up 55 percent of the District's land area in 2018. Urban and built-up lands and other land uses comprised 33 percent and 11 percent of land area respectively.⁹ Incorporated areas comprise 37 percent of the County's total land area. Urban and high-density areas are concentrated in the 19 incorporated cities along the western coast of the County around Interstate 80, through the center of the County along Highway 24 and Interstate 680, and along the northern county line the length of Highway 4. The eastern portion of the County is largely rural and mountainous with extensive farmland and the Mount Diablo State Park.

Watersheds

A watershed is all the land in a region from which rain collects and drains into a common creek, river, lake, or bay. Watersheds are bounded by the ridges of hills and mountains that direct the drainage. As shown in **Map 2**, Contra Costa County has 33 watersheds and subwatersheds, several of which extend across the County's boundaries. The sizes of the watersheds vary from small community sized watersheds, such as Alhambra and Pinole Creek watersheds, to large watersheds that span multiple cities, such as the Walnut Creek Watershed (Concord, Pine Creek, Greyson Creek, and Las Trampas Creek subwatersheds). **Map 2** indicates the location and size of the various watersheds in the County.

The needs of each watershed depend largely on the type of land use within the watershed territory. Predominantly rural watersheds may suffer from agricultural runoff with high concentrations of pesticides. Urban watersheds may be compromised by urban runoff, litter, and declining native vegetation. Other watershed needs include planning for public access, flood management, ensuring creek bank stability, preventing erosion and sedimentation, and protecting or reviving the fish and wildlife habitat supported by the watershed.

⁹ California Department of Conservation Farmland Mapping and Monitoring Program—Contra Costa County 1984-2018 Land Use Summary.

Since the 2010 MSR, CCRCD assisted the Alhambra Watershed Council in creating the Lower Alhambra Creek Watershed Management Plan, which inventories the needs or concerns of the particular watershed and outlines steps to address those needs. CCRCD expanded its watershed programs since the previous MSR, initiating six additional watershed programs. These programs include launching the Countywide Monarch Conservation Program, forming the Carquinez Recover the Waterfront Committee to create a community park and greenspace along the Carquinez Strait, and developing the Marsh Creek Watershed Council, among other project assistance and coordination efforts. Watershed Programming projects the District has sponsored, provided directly, or partnered with another organization to provide are shown in **Table 3** and **Table 4**.

Working Lands

Working lands refer to land that is utilized for the production of goods. This includes farmland, ranches, orchards, and vineyards. CCRCD aids local working lands groups through a number of program and planning efforts, as summarized in **Table 5** and **Table 6**.

Table 3 CCRCD Watershed Programming

Watershed Programs	Description	Year Initiated	Status
Alhambra Creek Watershed	The CCRCD assists the Alhambra Watershed Council with meeting facilitation, project planning, fundraising/grants, and project implementation. The Council was instrumental in the City of Martinez's multi-year effort to create the Lower Alhambra Creek Watershed Management Plan (2022), which provides guidance on sediment removal and vegetation management. The CCRCD provides support for the Friends of Alhambra Creek and other Alhambra-based community groups by assisting with outreach, education, grant proposals, and restoration projects.	1996	Ongoing
Countywide Monarch Conservation Program	1) The CCRCD launched this new program to help conserve and raise awareness of monarch butterflies and other pollinators with a \$15,000 California Association of Resource Conservation Districts/National Fish and Wildlife Foundation grant and 30 Xerces Society Monarch Habitat Kits to provide technical assistance to farmers and ranchers for monarch habitat projects. The CCRCD worked with four working lands partners to establish 3,000 linear feet of pollinator hedgerow in 2021. 2) The CCRCD facilitates the regional conservation effort, the East Bay Monarch Work Group, which meets monthly to pool resources, standardize messaging in the region, and implement conservation and outreach projects. 3) The CCRCD was awarded a \$10,000 California Association of Resource Conservation Districts/Monarch Joint Venture grant to participate in a monarch butterfly educational pilot program, which will engage 2nd graders in Contra Costa County schools and local natural history museums.	2021	Ongoing
Carquinez Integrated Community Waterfront Landscape Plan	1) The CCRCD formed a community committee, Carquinez Recover the Waterfront Committee, to create a community park and green space in Crockett along the Carquinez Strait. The design elements will enhance native habitat and reconnect a vital, natural corridor. 2) Four public participation meetings and workshops were hosted in Crockett to create a Vision Plan to help determine the final design elements for the space. The CCRCD is seeking funding for planning and implementation of this project. 3) Received donation funding for native tree planting along the Crockett Waterfront.	2018	Ongoing
Countywide Watershed Program	The CCRCD performs watershed coordination throughout Contra Costa County and contracts with County agencies to perform annual trash assessments, cleanups, restoration and enhancement projects, and other watershed-related tasks. This work includes creating and staffing Watershed Councils and community groups.	1996	Ongoing
Marsh Creek Watershed	The CCRCD provides support and coordination to develop a Marsh Creek Watershed Council with stakeholders throughout the watershed. The CCRCD provides staff support for Friends of Marsh Creek Watershed, assisting with meetings, annual cleanups, volunteer coordination, outreach, and education.	2018	Ongoing

Sources: Contra Costa County Resource Conservation District; Economic & Planning Systems, Inc.

Table 4 CCRCD Watershed Programming Continued

Watershed Programs	Description	Year Initiated	Status
Peyton Slough Watershed	The CCRCD assists the Peyton Slough Watershed Advisory Committee and local stakeholders to coordinate projects, cleanups, and planning, including assisting the Water Quality Control Board and Contra Costa Fish and Wildlife on the Tide Gate Management Plan for the marsh systems in the watershed.	2015	Ongoing
Pinole Creek Watershed	The CCRCD provides staff support for the Friends of Pinole Creek Watershed (FOPCW), including six director meetings per year and public presentations. The CCRCD assists FOPCW with cleanups and gardening workdays, publicizes FOPCW activities, identifies fundraising opportunities, and prepares grant proposals. In 2020, the CCRCD partnered with the FOPCW educational nonprofit, Earth Team, and the City of Pinole to establish a trash monitoring program to determine the impact of trash on Pinole Creek's health, with the targeted goal of reducing those impacts. The project is part of the American Geophysical Union's Thriving Earth Exchange program.	2003	Ongoing
Rodeo Creek Watershed	1) The CCRCD provides staff support for the Rodeo Creek watershed by assisting with meeting facilitation, creek and communitywide cleanups, project planning, fundraising/grants, and project implementation. 2) In 2008, the CCRCD created the Rodeo Creek Watershed Vision Plan with the community to guide work in the watershed. This plan provides guidance on management of the creek trail and potential watershed projects. 3) The CCRCD provides support for the Partners for the Rodeo Creek Watershed and assists with outreach, education, grant proposals, and restoration projects. 4) The CCRCD received funding for the Rodeo Urban Garden. This project is in collaboration with the Rodeo Citizens Association (NPO). The project will include a pollinator garden, fruit trees, and a water management plan for the site in Rodeo.	2008	Ongoing
Walnut Creek Watershed	The CCRCD assists the Walnut Creek Watershed Council with meeting facilitation, project planning, outreach events, fundraising/grants, and stewardship. The CCRCD provides support to the watershed groups representing the subwatersheds of Walnut Creek by assisting with outreach, education, grant proposals, and restoration projects. The CCRCD provides support for the Arundo Removal and Replacement Team (ARRT), which formed in 2018. ARRT's goal is to eradicate the invasive species Arundo Donax throughout the watershed and restore native plants to riparian corridors.	2014	Ongoing
Contra Costa Watershed Forum	The CCRCD assists with meeting facilitation, outreach events, and stewardship. The forum engages stakeholders countywide and provides a network to educate, inspire, and connect individuals and organizations interested in healthy watersheds. Staff coordinates 6 forum meetings annually, 6 executive committee meetings, coordinates field trips, and maintains the website. The CCRCD provides staff support for the quadrennial Contra Costa Watershed Symposium, a daylong conference that celebrates the work being done to restore and protect watersheds throughout the county.	2014	Ongoing

Sources: Contra Costa County Resource Conservation District; Economic & Planning Systems, Inc.

Table 5 CCRCD Working Lands Programming

Working Land	Description	Year Initiated	Status
Carbon Farm Planning	In 2018, the CCRCD worked with a local orchard to develop a carbon farm plan, a conservation plan for farms and ranches that identifies solutions to on-farm resource problems that result in a net carbon sequestration. Since that initial carbon farm plan, the CCRCD has sought to secure funding to enable this planning and implementation and develop farms in Contra Costa County that draw down atmospheric carbon dioxide.	2018	Ongoing
CIMIS	The CCRCD manages a CIMIS Weather Station in Brentwood, California, that has provided local, reliable weather data to Brentwood area farmers since 1984. This weather station feeds data into a statewide project managed by the California Department of Water Resources and provides farmers with up-to-the-minute data that inform several management decisions, including spraying for pest emergence, when to harvest a crop of cherries, when to apply herbicides for weed control, etc.	1984	Ongoing
Conservation Technical Assistance	The CCRCD has provided conservation technical assistance since its inception in 1941, working with farmers and ranchers across Contra Costa County to improve and enhance natural resources on working lands. The CCRCD provides this service for free to any Contra Costa County farmer and works to increase conservation technical assistance through grant or contract funding through various state and federal grants.	1941	Ongoing
EcoStewards Conservation Program	In 2020, the CCRCD created the EcoStewards Conservation Program, a new program of the CCRCD to meet the long-term needs of Contra Costa County restoration and conservation projects. EcoStewards Conservation Technicians provide a critical element of restoration projects, namely the long-term maintenance of them (weeding, watering, monitoring, etc.) that are often not considered. The program continues to grow and develop since its initial conception but works on a variety of projects on different scales, ranging from large tidal wetlands restorations at Dutch Slough to the Brentwood CIMIS Station and adopted green spaces at the Richmond Greenway.	2020	Ongoing
Environmental Education Program	The CCRCD has implemented community education and youth engagement and has partnered with a nonprofit, CREEC, since 2019. In 2021, enrollment in the USDA Farm to School curriculum program, Gills to Greens, marked this partnership's move toward a more formalized educational program. This program emphasizes urban food systems and aquaponics and will prioritize 6 elementary and middle school classrooms that have 70% and higher free and reduced lunch programs for a 6-session curriculum involving a field trip to an urban farm and native plant nursery. Curriculum follows national science standards for each grade level.	2021	Ongoing

Sources: Contra Costa County Resource Conservation District; Economic & Planning Systems, Inc.

Table 6 CCRCD Working Lands Programming Continued

Working Land	Description	Year Initiated	Status
Grant Application Assistance	Since 2017, the CCRCD has provided grant application assistance to the CDFA Healthy Soils Incentives Program, a state incentive program for farmers and ranchers to receive cost-share funding to implement beneficial soil improvement practices on their properties. CCRCD staff have provided this service free of charge to farmers and ranchers with funding from the CDFA. Since the first solicitation in 2017, the CCRCD has helped 25 applicants apply and seek funding through the most recent 2021 solicitation.	2017	Ongoing
Illegal Dumping Cleanup and Prevention	Through CalRecycle's Farm and Ranch Solid Waste Cleanup and Abatement Grant Program, the CCRCD is able to work with farmers and ranchers that have experienced illegal dumping on their properties with the goal of removing this illegal dumping and preventing future illegal dumping on their sites. The CCRCD has worked with 10 landowners since 2017 and completed 6 projects with some still ongoing.	2017	Ongoing
Urban Agriculture Technical Assistance	In 2020, the CCRCD placed an emphasis on reaching, connecting, and serving communities engaging in urban agriculture. This involves site visits, needs and assets assessment, and assistance in regard to partnerships aimed at conservation project implementation in urban and suburban farms, gardens, and grazed areas. The conservation agriculture practices on these highly visible parcels act as demonstrations of concepts and reaches a diverse range of community members. Part of the CCRCD technical assistance for urban producers is identifying programs, grants, and community networks that can help build urban producer capacity to meet their goals in synchronicity with enhancing conservation practices such as pollinator hedgerows, soil carbon sequestration, and ecological restoration. Within a year of outreach, urban agriculture site connections have increased from 3 to 17 different groups, resulted in 4 submitted Healthy Soil Program applications, and planting and establishing 6 native plant hedgerows through nonprofit support.	2020	Ongoing
Voluntary Local Program	Permit assistance program to allow the continuation of critical rangeland improvement projects in ways that provide value to the landowner and the threatened and endangered wildlife without compromising either. Under this program, landowners enroll on a voluntary basis and agree to follow a suite of best management practices related to rangeland improvement practices and receive incidental take coverage in the event that a listed species is encountered or harmed. Since its conception in 2015, the CCRCD has enrolled 24 landowners in this program and completed numerous rangeland improvement projects that would otherwise have been halted, given the location within critical habitat of these listed species.	2015	Ongoing
Wildfire Planning and Prevention	In 2020, the CCRCD, in partnership with the Alameda County Resource Conservation District, began a regional planning effort to develop a Regional Priority Plan. With State Coastal Conservancy funding, the CCRCD began a planning effort to identify regionally important wildfire prevention and reduction priorities and projects that would protect or enhance natural resources. Previous planning efforts have been focused on safety or the built environment and protecting human structures. The Regional Priority Planning effort still considers these critical safety elements but is more focused on protecting natural resources shared between Contra Costa and Alameda Counties.	2020	Ongoing

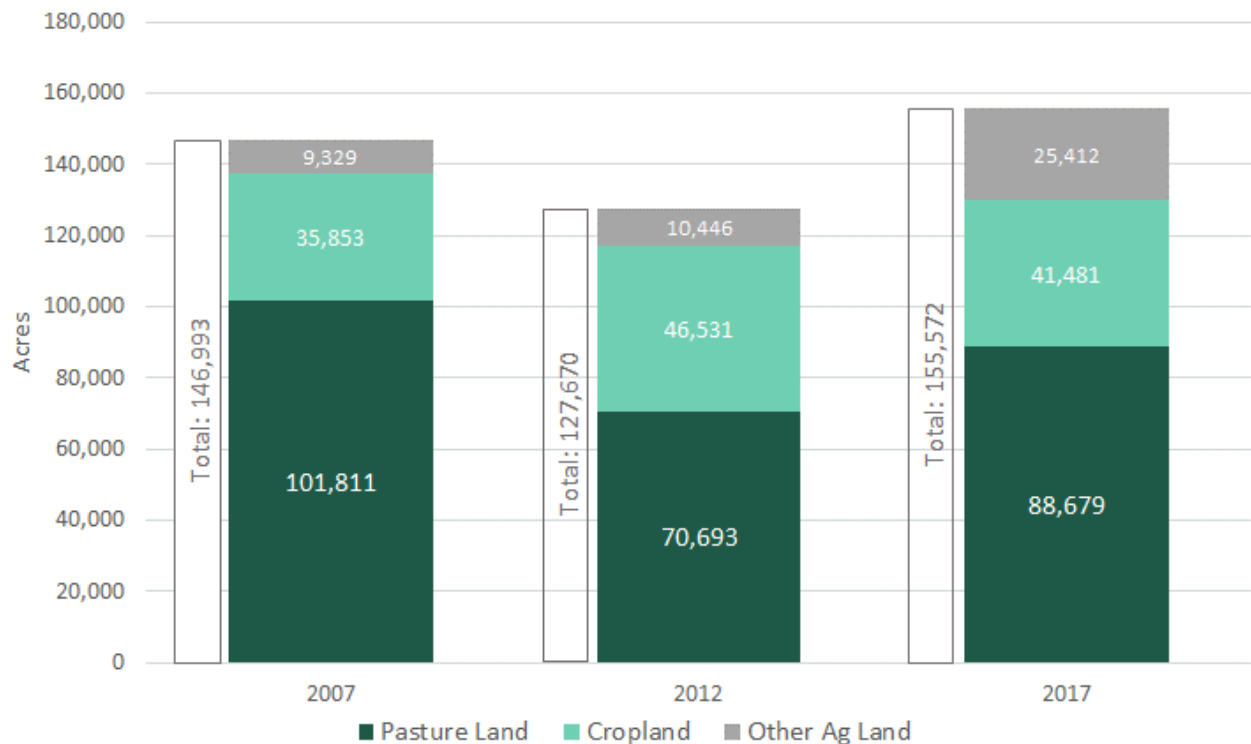
Sources: Contra Costa County Resource Conservation District; Economic & Planning Systems, Inc.

Farmland

Farming activities are an indicator of the demand for resource conservation services. As the amount of farming activity increases so does the demand for resource conservation services, to ensure that sustainable farming practices are being used. Approximately 55 percent of Contra Costa County land area is farmland.¹⁰

According to the U.S. Department of Agriculture, since 2007 farming and farm acreage has experienced some volatility. From 2007 to 2012, the total acreage of Contra Costa land in farms decreased by 13 percent, then increased by 22 percent between 2012 and 2017 as shown in **Figure 1**. Over the same time period in California as a whole, total land in farms decreased by less than 1 percent from 2007 to 2012 and decreased by 4 percent from 2012 to 2017.¹¹ The increase in overall farmland in Contra Costa County since 2012 is due to an increase in pasture land and other agricultural land, such as woodland.

Figure 1 Contra Costa County Farmland Composition, 2007–2017



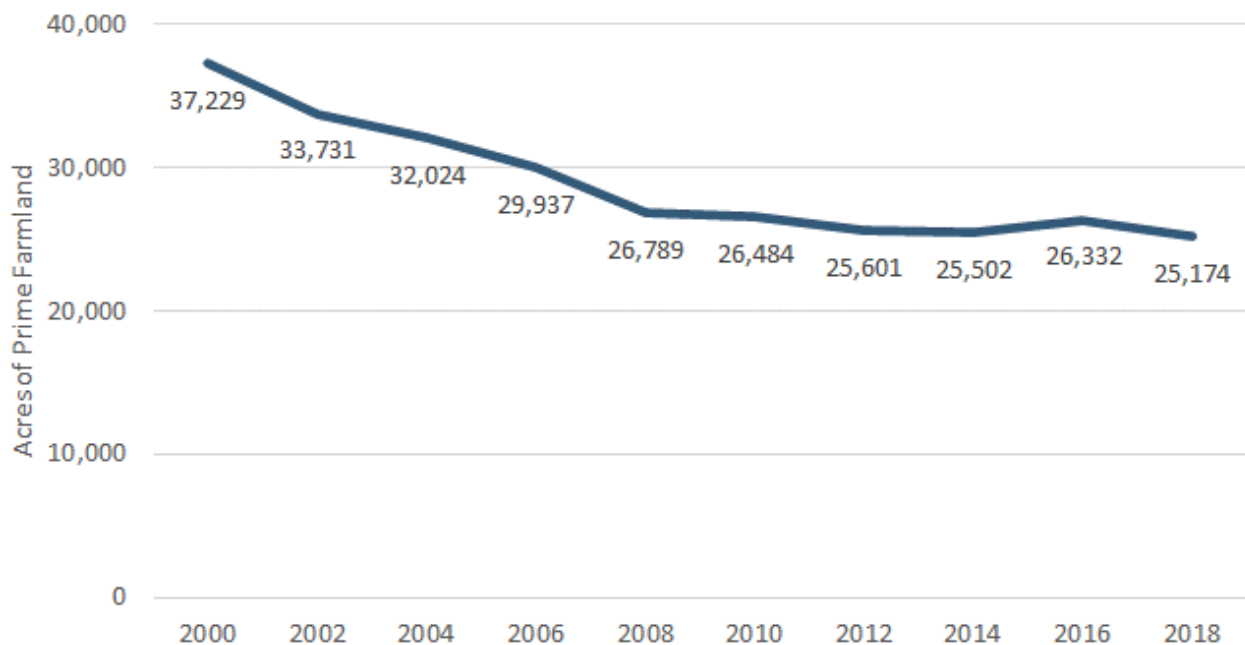
Source: 2012 and 2017 Census of Agriculture, United States Department of Agriculture, National Agricultural Statistics Service.

¹⁰ California Department of Conservation Mapping and Monitoring Program 1984 - 2018

¹¹ U.S. Department of Agriculture, National Agricultural Statistics Service, Census of Agriculture 2017

A key measure of farming sustainability in a region is the degree to which prime farmland is being converted to other uses. According to the definition used by the California Department of Conservation, prime farmland is land that is most suitable for general intensive agricultural uses because of its ability to sustain long-term production of agricultural crops. An important aim of a resource conservation district is to promote and provide technical assistance for producers in using regenerative farming practices. The total acreage of prime farmland in Contra Costa County has decreased by 32 percent from 2000 to 2018, as shown in **Figure 2**. Note that the data here and the data shown in **Figure 1** are from different sources (one federal and one state), so direct comparisons between the two may not be valid.

Figure 2 Contra Costa County Prime Farmland, 2000-2018



Source: California Department of Conservation, Farmland Mapping and Monitoring Program, 2018.

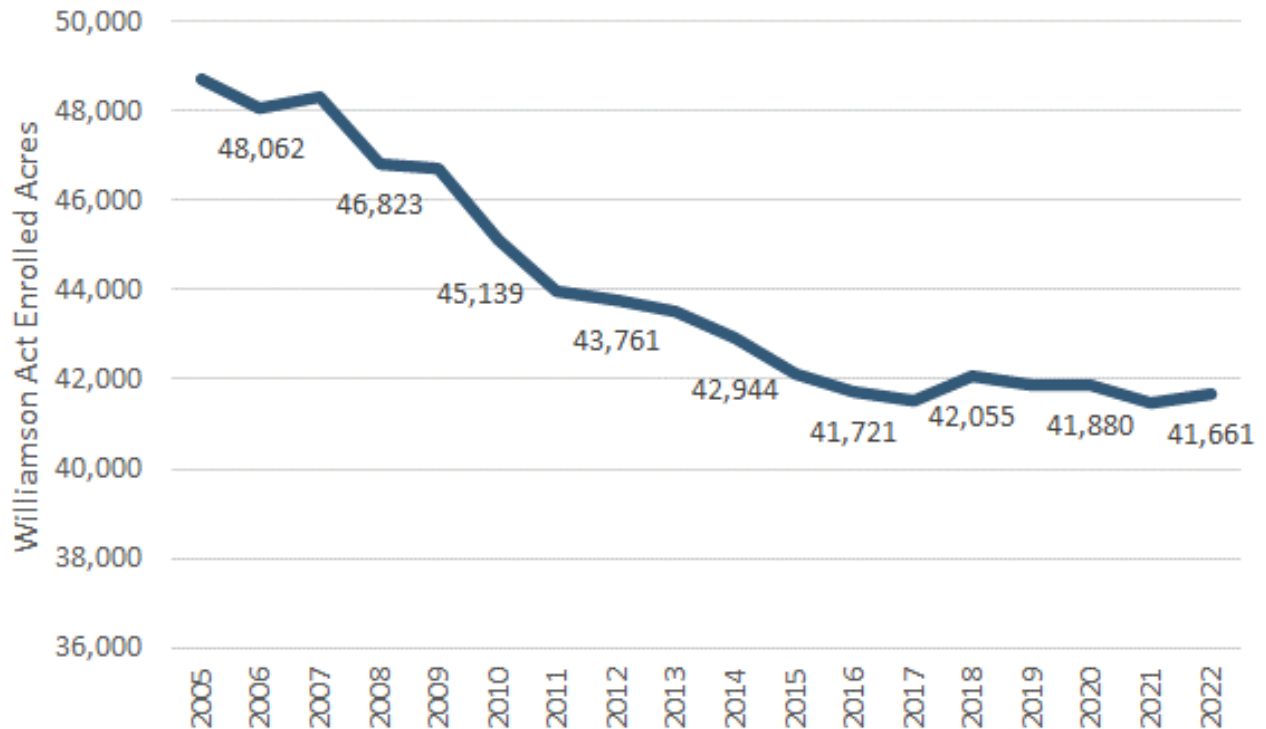
The 12,000-acre decline in the County's prime farmland between 2000 and 2018 was primarily due to conversion of the land to other farmland categories such as Farmland of Local Importance.¹² The conversion of prime farmland to other uses is a significant demand driver for resource conservation services.

In addition, the California Land Conservation Act (Williamson Act) protects agricultural land by lowering property tax liability for landowners who contract with counties and cities to restrict their land to agricultural and open space uses. The California Department of Conservation reports that as of 2021 more than 16 million acres (or 51 percent) of the State's approximately

¹² Farmland of Local Importance, as defined by the California Department of Conservation, is "land of importance to the local agricultural economy as determined by each county's board of supervisors and a local advisory committee."

31.4 million acres of farm and ranch land were protected by the Williamson Act.¹³ In Contra Costa County, the total area with Williamson Act contracts has been declining over the last two decades, as shown in **Figure 3**. As of 2018, Williamson Act Land comprised 42,055 acres or about 16 percent of the County's total agricultural area.

Figure 3 Contra Costa County Williamson Act Land, 2005 - 2022



Source: Williamson Act Participation/Open Space Subvention Act Surveys 2005-2022 (Data interpolated for missing 2021 survey)

Shared Facilities and Cooperation

The District does not share its facilities with other agencies; however, it does cooperate with other agencies to provide efficient services. Other Non-LAFCO resource conservation service providers in Contra Costa County include the following:

- The Contra Costa County Agricultural Commissioner seeks to protect the environment, the public and agricultural crops from the potential harmful effects of pesticides, invasive species, and significant pests.
- Contra Costa County Department of Conservation and Development provides services and assistance related to climate protection, land use planning, solid waste and recycling programs, transportation planning, and water and habitat conservation policy.

¹³ California Department of Conservation; *The Williamson Act Status Report 2020-21*.

- Contra Costa County Flood Control and Water Conservation District is a dependent special district of Contra Costa County. Its mission is to provide flood protection facilities while protecting environmental resources. The District designs, builds and maintains flood protection facilities, and works to protect, restore, and enhance the creeks within the County. The District provides flood risk reduction and planning, reviews land development plans and studies, provides hydrology information and services, and oversees the Contra Costa Clean Water Program staff. For more information on flood control services, refer to the Municipal Service Review on Reclamation Services. CCRCD reported that it provides services for the Flood Control District on special projects when funding is available.
- The Contra Costa Watershed Forum (CCWF) is an open committee comprised of about 50 organizations, including state and local agencies, local non-profit environmental and education organizations, community volunteer groups, and private citizens. CCWF coordinates a variety of programs including bimonthly Forum meetings and quadrennial Contra Costa County Watershed Symposiums.
- The California Department of Fish and Wildlife manages California's fish, wildlife, and plant resources, and the habitats upon which they depend.
- The California Department of Conservation provides services and information that promote environmental health and sound management of the State's natural resources.
- The California Environmental Protection Agency is charged with oversight of the State's environmental protection laws.
- The State Water Resources Control Board works to protect, enhance and restore water resources, through watershed management programs.
- The U.S. Department of Agriculture's Natural Resources Conservation Service (NRCS) directs and implements conservation initiatives and programs as guided by local RCD priorities and NRCS state and national policy. NRCS provides technical and financial assistance to private landowners for a broad range of conservation activities for soil, water, and other natural resources.

Many of the conservation agencies work closely together to promote communication, coordination, and greater leveraging of resources. CCRCD operates under Memorandums of Understanding (MOUs) with the U.S. Department of Agriculture and the State of California. The latter agreement recognizes a commitment from the State in aiding administration, coordination, financing, and delivery of the conservation programs through local conservation districts.

Through another cooperative work agreement, CCRCD, NRCS, the California Association of RCDs, and the California Department of Conservation agree to share information and resources, when available, to capitalize on synergies in program effectiveness and reduce duplication of efforts and contradictory mandates.

CCRCD Staffing

The District employs 12 staff, including five full-time positions, seven part-time positions, and an intern, as shown in **Table 7**. The staff report to the Executive Director who reports to the Board. CCRCD also hires contractors, as necessary, and the contractors are overseen by the Executive Director. The District relies heavily on volunteers in many capacities to accomplish its mission. The District works with communities to develop watershed plans, which requires volunteers for strategic planning and workshops, volunteers for data collection around the watershed, and volunteers to implement the watershed plans through community organized activities, such as watershed clean ups and native plant restoration events and efforts.

Table 7 Summary of CCRCD Staffing

Type of Staff	Number
Full-Time (40 hrs. per week)	5
Part-Time (32+ hrs. per week)	5
Part-Time	<u>2</u>
Full Time Equivalents (FTE) [1]	10
Paid Intern	1
Staff (FTE) per 1,000 Residents	0.009

[1] To calculate FTEs, full-time staff (40 hrs/wk) are weighted 100%; part-time staff (32 hrs/wk) are weighted 80%; part-time staff are weighted 50%.

Source: Contra Costa County Resource Conservation District.

Financial Ability to Provide Services

CCRCD received approximately \$1.7 million in revenues in FY 21/22. CCRCD currently relies primarily on grants and contracts to fund services, which is a significant change from the prior 2010 MSR, which found the District's primary funding source was property tax revenues. The Grants/Contracts line item is not broken down into its two component parts in CCRCD's budgeting practices, but the District was able to provide this breakdown for FY20/21. In FY20/21, revenue from grants comprised 35 percent of total Grants/Contracts revenue, with 65 percent coming from contract revenues. Composition of this revenue item may vary from year to year.

Table 8 displays the District's budgets for FY 16/17 and FY 21/22. The most recent operating budget (FY21/22) indicates that 78 percent of the District's revenue (\$1.3 million) is from grants and contracts. While this percentage is down from 80 percent in FY16/17 (5 years before), the dollar amount in revenue from grants/contracts has increased by over \$350,000 in this time period. This is a substantial shift in funding source from the previous 2010 MSR, which stated that property taxes comprised over 70 percent of total District revenues in FY 08/09.

CCRCD listed just under \$1.7 million in total expenditures in their most recent operating budget, 55 percent of which was for personnel, 28 percent for construction/labor contracts, and 8 percent for materials and supplies (see **Table 8**). The remaining 9 percent is comprised of miscellaneous items such as professional services, equipment, travel, and operating expenses (which includes office rent, utilities, and other overhead items).

Table 8 CCRCD Annual Operating Budget

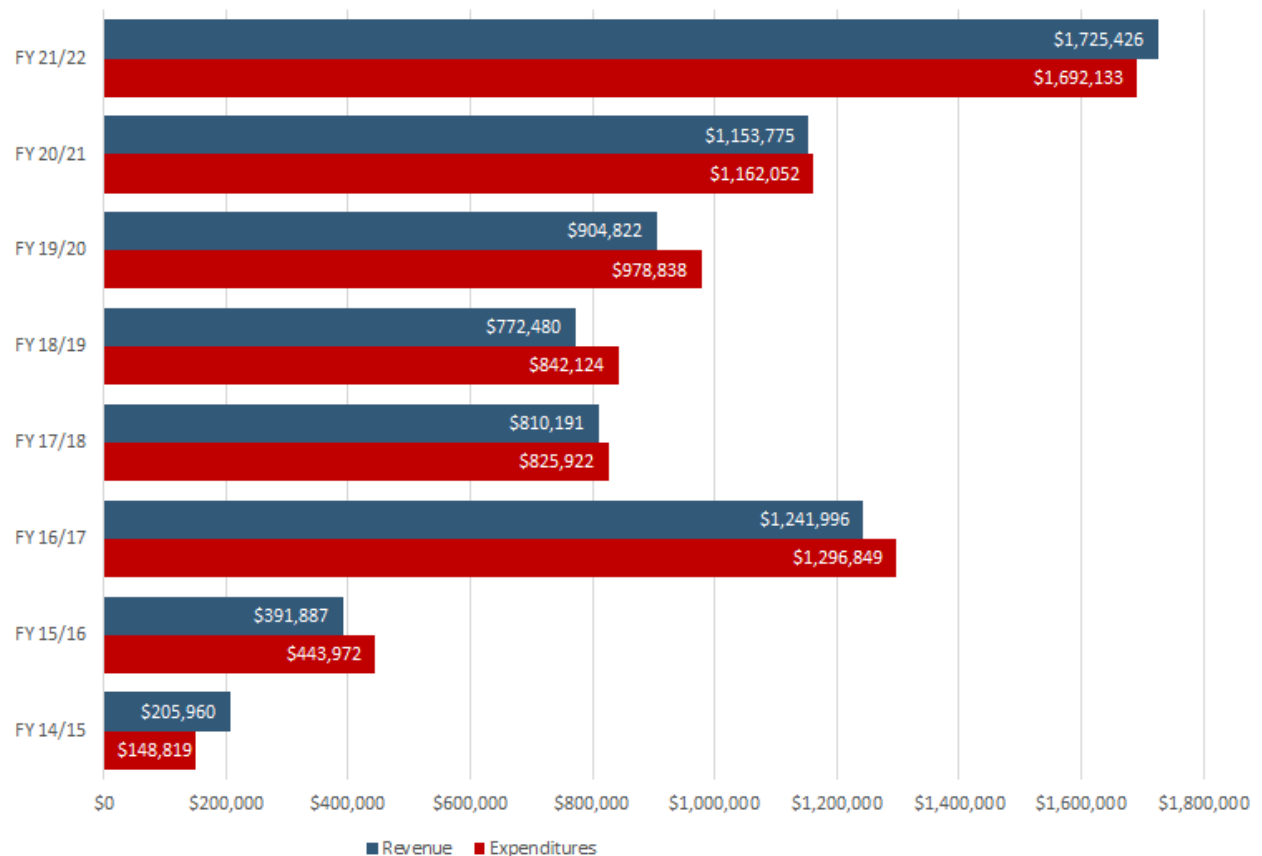
Type	FY 16/17		FY 21/22	
Annual Operating Budget				
Revenue				
Ad Valorem Property Tax	\$220,000	18%	\$320,000	19%
Grants/Contracts	\$991,246	80%	\$1,341,776	78%
Mitigation/Settlement Agreements	\$28,000	2%	\$0	0%
Corporations/Foundations	\$0	0%	\$2,500	0%
Memberships	\$0	0%	\$3,800	0%
Fundraising	\$2,000	0%	\$50,900	3%
Fee-for-service	\$0	0%	\$6,450	0%
Interest Income	\$750	0%	\$0	0%
Total Revenue	\$1,241,996	100%	\$1,725,426	100%
Expenditures				
Personnel	\$344,836	27%	\$934,245	55%
Professional Services	\$246,789	19%	\$11,000	1%
Construction/Labor Contracts	\$649,849	50%	\$478,500	28%
Equipment	\$3,000	0%	\$28,000	2%
Materials and Supplies	\$10,355	1%	\$133,201	8%
Travel	\$12,470	1%	\$29,786	2%
Operating Expenses	\$19,550	2%	\$65,506	4%
Partnerships and Outreach	\$10,000	1%	\$8,400	0%
Cash Match	\$0	0%	\$3,495	0%
Total Expenditures	\$1,296,849	100%	\$1,692,133	100%
Excess (Deficiency) of Revenues Over Expenditures				
	(\$54,853)		\$33,293	
Expenditures per Acre	\$2.51		\$3.28	
Expenditures per Capita	\$1.14		\$1.46	

Sources: Contra Costa County Resource Conservation District; Economic & Planning Systems, Inc.

As reported in the 2010 MSR, CCRCD had no “fee for service” programs implemented at the time, but in 2009 the Directors agreed to pursue these programs. The District indicates that the only activities they currently perform that they consider fees for service (i.e., receiving payment from an individual for services performed), is their EcoStewards program and permitting help they offer individuals.

Figure 4 displays CCRCD's revenues and expenditures from FY 2015 through FY 2022. Over the past 8 years, the District has generally experienced steady and consistent growth in both revenues and expenditures, with the exception of FY16/17, when total revenues more than tripled from the previous year. This extraordinary, one-time increase was attributable to funds received in order to complete the Pinole Creek Fish Passage Project. As shown, the following fiscal year saw revenues and expenditures return to the typical growth pattern, marking FY16/17 as an anomalous budgetary year. The District indicates they strive to match their growth to the level of funding secured, and **Figure 4** demonstrates that District expenditures have increased each year in conjunction with increases in available funding.

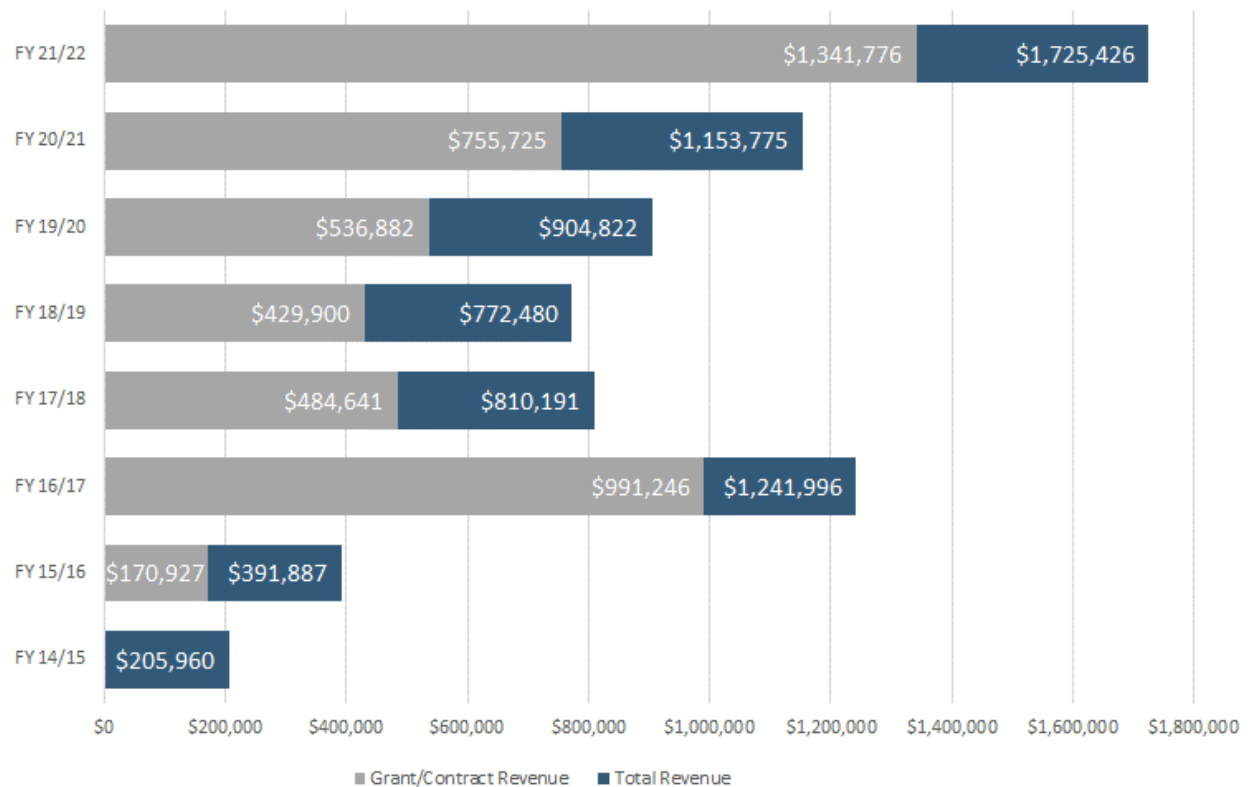
Figure 4 CCRCD Revenue and Expenditures FY 2015 – FY 2022



Source: CCRCD Annual Budgets FY14/15 through FY21/22

Since the 2010 MSR, the District's revenues increased from just under \$300,000 to more than \$1.7 million, an almost five-fold increase. This increase is almost entirely attributable to increased revenues from grants/contracts, while property tax revenues, the District's second largest revenue source, has remained relatively stable in the interim. **Figure 5** displays total annual District revenue since FY14/15 and the portion of the total from grants/contracts. As shown, the total revenue the District reports is primarily a factor of the amount of grant and contract revenue secured for that fiscal year. The portion of revenue from other sources has remained relatively steady, increasing from \$200,000 in FY14/15 to about \$380,000 in FY21/22. In contrast, revenue from grants/contracts has increased from \$0 in FY14/15 to more than \$1.3 million in FY21/22.

Figure 5 CCRCD Grant/Contract Revenue and Total Revenue FY 2015 – FY 2022



Source: CCRCD Annual Budgets FY14/15 through FY21/22

Management and Accountability

CCRCD is governed by a voluntary, five-member Board of Directors appointed by the County Board of Supervisors, as shown in **Table 9**. The District is regulated under Division 9 of the California Public Resources Code. The District demonstrated full accountability in its disclosure of information and cooperation with LAFCO by responding to LAFCO's written questionnaires and cooperating with LAFCO interviews and document requests.

Table 9 CCRCD Governance and Contact Information

Item	Information
Governing Board Members	Position / Title
Igor Skaredoff	Board President
Bethallyn Black	Director
Lorena Castillo	Director
Renee Fernandez-Lipp	Director
Walter Pease	Director
Bob Peoples	Associate Board Member
Bob Simmons	Associate Board Member
Ryan Sherring	Associate Board Member
John Cain	Associate Board Member
Angela Vincent	Associate Board Member
Manner of Selection	Appointments by Board of Supervisors
Length of Term	Four Years
Meetings	Board meetings are every 3rd Tuesday of the month at 8:30 a.m.
Agenda Distribution	Posted online and at district facilities
Minutes Distribution	Posted online and by request from district office
Contact Name and Email	Christopher Lim, Executive Director
Mailing Address	5552 Clayton Road Concord, CA 94521
Website	http://www.ccrd.org

Source: Contra Costa County Resource Conservation District.

Governance Alternatives

This section discusses possible governance alternatives to the current government structure with respect to resource conservation services in Contra Costa County, such as the potential for consolidation with similar service providers.

In theory, consolidation with a neighboring RCD may allow for better leveraging of limited funding and greater regional collaboration and planning with regard to watersheds that cross the county line. Of the eight watersheds that cross the Contra Costa County line, all cross into Alameda County; consequently, Alameda County Resource Conservation District (ACRCD) may be the most likely candidate for such a consolidation.

CCRCD reported that its Board has not seriously considered consolidation with neighboring RCDs. The District indicated that due to the difference in programming focus in the neighboring districts and the demand for different services, that consolidation may not be efficient, feasible, or beneficial to Contra Costa County taxpayers.

Note that LAFCO is required to identify governance options; however, LAFCO is not required to initiate changes and, in many cases, is not empowered to initiate these options. LAFCO is required by the State to act on SOI updates. The Commission may choose to recommend governmental reorganizations to particular agencies in the county, using the SOI as the basis for those recommendations (Government Code §56425 (g)).

Resource Conservation District MSR Determinations

1. Growth and Population Projections

- a) The residential population served by the District is approximately 1,156,555 as of 2022 based on California Department of Finance estimates.
- b) The District's residential population is projected to increase at an average of 0.71 percent annually, with expected growth of approximately 13 percent, or 156,000 people, between 2022 and 2040, for a total population in 2040 of approximately 1,312,536 people.

2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

- a) There are several disadvantaged communities in Contra Costa County, all of which appear to have reasonable access to resource conservation services, including education programming.
- b) The District has made a concerted effort since the 2010 MSR to expand and improve its program offerings to these communities through the undertaking of a water needs assessment, resulting in the implementation of a resource guide and a tap water testing protocol. The District is also holding community workshops to prioritize implementation of projects that address priority issues.

3. Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

- a) Existing CCRCD-owned and leased facilities are sufficient for the District to provide adequate service levels. The District leases shared workspace at Industrious Concord and shares space at its partner NRCS office, where records and files are maintained, as well as a weather station in Brentwood. The shared workspace provides adequate space for the needs and purposes of CCRCD, and the District has no intention to move in the near future.
- b) CCRCD services have expanded and are more comprehensive since the 2010 MSR, in terms of scope and number of programs as well as professional management practices.
- c) Farming activities are an indicator of the demand for resource conservation services. As the amount of farming activity increases so does the demand for resource conservation services, to ensure that regenerative farming practices are being used. Approximately 55 percent of Contra Costa County land area is farmland.

- d) An important aim of a resource conservation district is to provide producers additional resources to ensure economic viability of their land. The total acreage of prime farmland in Contra Costa County has decreased by 32 percent from 2000 to 2018.
- e) In addition, the California Land Conservation Act (Williamson Act) protects agricultural land by lowering property tax liability for landowners who contract with counties and cities to restrict their land to agricultural and open space uses. Within Contra Costa County, the total area with Williamson Act contracts has been declining over the last two decades. As of 2018, Williamson Act Land comprised 42,055 acres or about 16 percent of the County's total agricultural area.
- f) CCRCD substantially expanded its watershed and working lands programs since the prior MSR, with six new watershed programs and eight new working lands programs since 2010.
- g) New watershed programs include launching the Countywide Monarch Conservation Program, forming the Carquinez Recover the Waterfront Committee to create a community park and greenspace along the Carquinez Strait, and developing the Marsh Creek Watershed Council, among other project assistance and coordination efforts.
- h) New working lands programs include a carbon farm planning project focused on carbon sequestration, creation of the EcoStewards Conservation Program, and urban agriculture technical assistance.

4. Financial Ability of Agencies to Provide Services

- a) The District's current level of financing appear sufficient for adequate service provision.
- b) Since the prior MSR, the District has expanded its staffing levels strategically based on funding availability and has added additional programs.
- c) CCRCD is successful at applying for and securing grant revenue, and the District relies heavily on revenue from grants and contracts. During the past 6 fiscal years, grants and contracts represent an average of 66 percent of the District's total revenues. Because grants are often competitive, this funding source is prone to fluctuation. The District should monitor expenditures so that it is not overcommitted to providing services it cannot sustain should grant revenue discontinue.

5. Status of, and Opportunities for, Shared Facilities

- a) No opportunities for facility sharing were identified.
- b) While CCRCD does not share any facilities, the District benefits from cooperative relationships with other agencies to provide efficient services.

6. Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- a) CCRCD is a well-managed agency that conducts annual employee and agency performance evaluations, maintains up-to-date financial information and budgets, and conducts strategic planning for future service needs.
- b) The District is accountable to its service population and provides transparent governance and operations information. The District's website provides access to the agendas and minutes for the Board meetings, as well as annual budgets and audits.
- c) The District responded to LAFCO's requests for information in a timely manner.

7. Any Other Matter Related to Efficient Service Delivery, As Required by Commission Policy

- a) COVID-19 affected the District's ability to offer educational programs and activities, but the District is working to reestablish all programs.

Sphere of Influence Update

SOI Options

- 1) Retain existing coterminous SOI
- 2) Expand the SOI to signal future consolidation with ACRC

Current Recommendation

Retain existing coterminous SOI. The SOI recommendation for CCRCD in 2010 was to retain the existing coterminous SOI, which was consistent with the District's request. The current recommendation remains the same – to retain the existing coterminous SOI.

SOI Determinations

1. Present and planned land uses in the area, including agricultural and open-space lands.

The District boundaries encompass a wide variety of land uses as its bounds include the entirety of Contra Costa County. Agricultural land made up 55 percent of the District's land area in 2018. Urban and built-up lands and other land uses comprised 33 percent and 11 percent of land area respectively. Incorporated areas comprise 37 percent of the County's total land area. The SOI recommendation to retain the existing coterminous SOI is not anticipated to directly impact agricultural and open space lands; however, as the District provides services to conserve natural resources including agricultural areas, by retaining the existing SOI, the District will continue to promote the conservation of agricultural and open space lands throughout the County.

2. Present and probable need for public facilities and services in the area.

There is a present and probable need for resource conservation services which are pertinent to rural as well as urban areas. As the County urbanizes, it is anticipated that the type of services CCRCD provides will gradually shift to focus more on urban needs. In addition, the recent trend to be more environmentally conscious combined with increased public awareness of ecological needs in the area will most likely result in increased demand for CCRCD services in the future.

3. Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

CCRCD provides adequate resource conservation services and continues to improve and expand its programming, and the present facilities have adequate capacity for the District to provide services well into the future. Retaining the current SOI will not impact the present

capacity of public facilities and adequacy of public services that CCRCD provides or is authorized to provide.

4. Existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

CCRCD serves the entirety of Contra Costa County, which includes several disadvantaged areas. Retaining the current SOI will not affect the existence of any social or economic communities of interest.

5. Nature, location, and extent of any functions or classes of services provided by existing districts. (For Special Districts only.)

Retaining the coterminous SOI will have no direct impact on other agencies or districts.

3. MOSQUITO AND VECTOR CONTROL DISTRICT (CCMVCD)

This chapter provides a detailed look at mosquito and vector control programs and services provided by the Contra Costa Mosquito & Vector Control District (CCMVCD or District). The chapter discusses how these services are provided and describes changes to the services provided since the 1st Round MSR was prepared in 2010. In addition, this chapter evaluates the District's facility needs, service adequacy, and financial position. Growth and population projections as well as future service needs are also identified.

The District was formed in 1926 as an independent special district, originally named Contra Costa Mosquito Abatement District Number 1. The District was originally formed to provide mosquito abatement services in response to mosquito overpopulation and encephalitis and malaria outbreaks. Since formation, the District added other vector control programs to its services, including yellowjackets, honey bees, ticks, rats, mice, and skunks. In addition, CCMVCD provides identification of ticks, and education about honey bees, along with various educational and outreach programs.

The principal act that governs the District is the Mosquito Abatement and Vector Control District Law, originally called Mosquito Abatement Act of California of 1915, that was revised in 2003 (through SB 1588). The principal act empowers such districts to conduct surveillance programs and other studies of vectors and vector-borne diseases, take appropriate actions to prevent the occurrence of vectors and vector-borne diseases, and take necessary actions to abate or control vectors and vector-borne diseases. ¹⁴

Impact of COVID-19

As a result of the COVID-19 pandemic and related public health directives, the District indicated a decline in the number of service requests in 2020 and 2021. With the introduction of shelter-in-place restrictions and pandemic precautions, the District believes residents were less likely to call in service requests and allow District staff entry into their homes for service provision when necessary. In-person educational opportunities also had to be curtailed during the pandemic. The District's financial health was largely unaffected by the pandemic.

Agency Boundaries

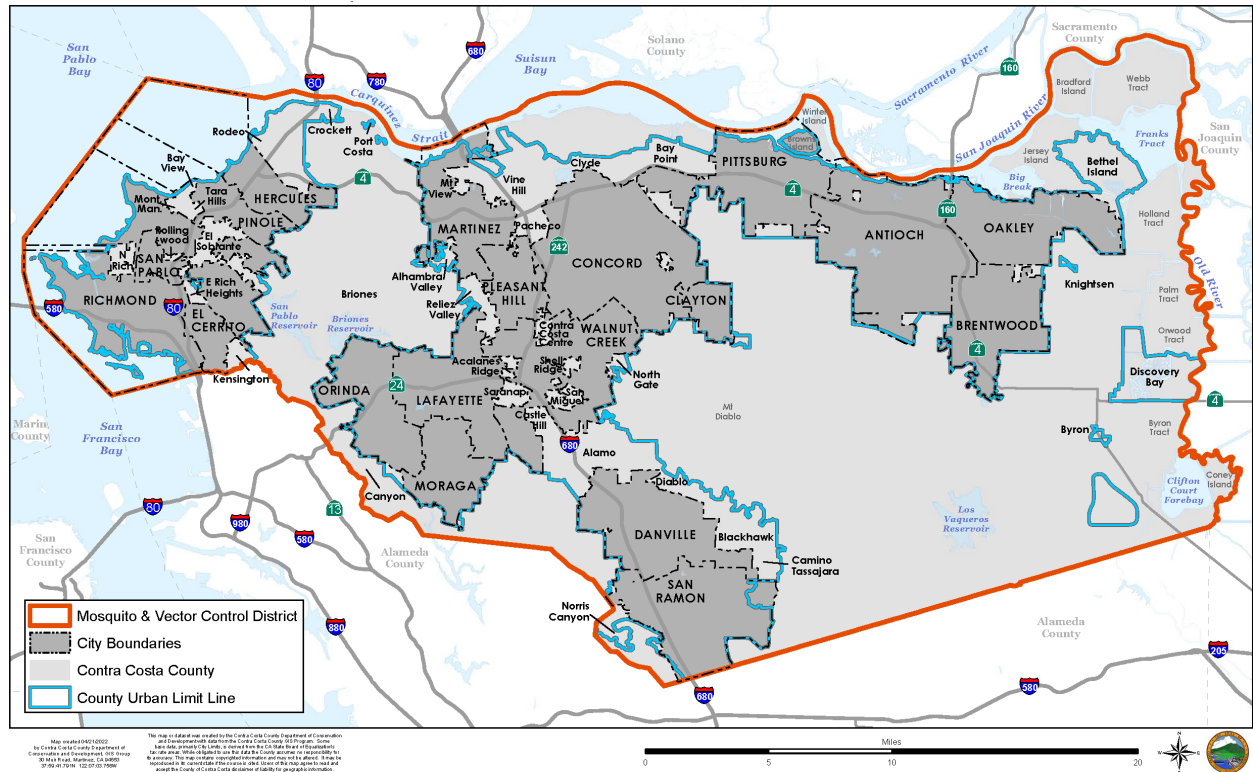
CCMVCD's boundary is coterminous with the Contra Costa County boundary and includes all areas within the County. CCMVCD monitors vector and mosquito activity, provides abatement services throughout the County, and responds to all service requests regardless of location. The District reports that it also provides services to the inhabited islands within the County lines, as well as Ryer and Roe islands, which are within neighboring Solano County.

Map 3 depicts the CCMVCD boundary, which encompasses a land area of approximately 720 square miles. Contra Costa is the principal county and Contra Costa LAFCO has jurisdiction.

¹⁴ California Code, Health and Safety Code - HSC § 2001(c)

Based on LAFCO staff reports from 2010, LAFCO staff assume that the existing SOI is coterminous with CCMVCD bounds based on previous SOI amendments. In 2010, LAFCO affirmed the existing coterminous SOI.

Map 3 Map of CCMVCD and Coterminous SOI



Growth and Population Projections

The District considers its service population, or customer base, to be the property owners and residents living within the boundaries of the County. There are 1,156,555 people in the County, according to 2022 California Department of Finance (DOF) population estimates, as shown in **Table 2**. DOF projections for 2040 reflect average annual growth of 0.71 percent, which will add approximately 156,000 residents for a total population of 1,312,536 by 2040 and a total increase of about 13 percent.

The District's General Manager noted that population growth does not increase the demand for District services, but instead, alters the demand for the types of services provided. For example, urbanized areas have greater demand for source control services targeted at manmade structures, such as swimming pools, while control services in rural areas are targeted at natural and agricultural vector sources, such as offering technical expertise to landowners regarding improved drainage or surveying marshland.

Service Duplication and Boundary Overlap

As noted above, CCMVCD provides services outside of its bounds to the Ryer and Roe islands in Solano County under a contract with the U.S. Army at the Concord Naval Weapons Station. While these islands are in Solano County, they are close to Contra Costa County, and it is in CCMVCD's interest to ensure that vector-related concerns are addressed before they can spread to Contra Costa County. CCMVCD provides services to these islands under a paid contract that has been in place since at least 2002. No other areas of boundary overlap or service duplication were identified.

Disadvantaged Communities

There are several disadvantaged communities in the County, as shown on **Map 1** in **Chapter 1**. There are two cities or Census Designated Places (CDP) that meet the disadvantaged definition as a whole: San Pablo and Bethel Island. The remaining DUCs reflect census tracts and block groups that do not align with city or CDP boundaries. The District works to ensure equitable service provision by conducting extensive outreach and programming. During the past 5 years, CCMVCD's Public Affairs Department provided 103 forms of outreach to disadvantaged communities. These forms of outreach included brochures, social media posts, presentations, and in-person opportunities for residents to ask questions and receive immediate answers. To make the District's message accessible, outreach to disadvantaged communities occurs at a wide range of events, including safety and wellness fairs put on by community employers, farmers markets, National Night Out events, music festivals, and public service events.

Additionally, the District provides targeted outreach for school-aged children by designing presentations that fit within the classroom's science curriculum. These presentations focus on mosquito biology, mosquito disease-risk, and simple ways to reduce the risk of mosquitoes such as dumping out any amount of standing water and wearing mosquito repellent at times when mosquitoes are present, particularly during dawn and dusk. Presentations for senior groups include the same information about mosquito biology, risk, and prevention, as well as information on reducing the risk of the other vectors of disease or harm for which the District provides service, including rats and mice, skunks, under-ground yellowjackets, and ticks. In addition to schools, the District also partners with local organizations such as gardening clubs, Kiwanis, and Rotary as well as city councils within disadvantaged communities. The presentations to local officials include information on the risk posed by vectors of disease or harm and how to reduce that risk, as well as information from the District's operations department on the specific services the District has provided to each community and what detailed vector-related issues of concern District employees have found.

Through the District's public education and outreach, and as part of the District's larger IVM program, the Public Affairs department works to spread its important health information to all areas of the county equitably; however, in disadvantaged communities, CCMVCD makes the extra effort to reach community members where they are, whether that is at school, on social media, at work, or a community event.

Adequacy of CCMVCD Facilities

CCMVCD owns a main office in Concord and a facility in Brentwood. The main office is comprised of six structures—an administrative building, a wet lab and a greenhouse for rearing mosquitofish, a maintenance shop, an equipment storage building and two covered carports. The District describes the facilities as being in suboptimal condition and as such the District is exploring options for upgrades. Planned upgrades are anticipated to include an interactive education center open to the public. The facility in Brentwood is leased to a private party; it is, otherwise, not used by the District.

The District has a fleet of 40 trucks, four Argos (all-terrain amphibious vehicles), three side-by-side off-road utility vehicles, three boats, and one all-terrain vehicle. All vehicles are stored on site. Vehicles are maintained by District staff in-house, or by Contra Costa County through an agreement for vehicle maintenance when the required maintenance cannot be performed by the CCMVCD in-house. The District reported that all of the vehicles are in good condition. The District utilizes an Unmanned Aircraft System (UAS), or a drone, for efficient inspection of large agricultural and wetland areas that would be inefficient to inspect on foot. Aerial imagery and inspection provided from the UAS has improved the District's ability to identify and resolve vector sources.

Shared Facilities

As CCMVCD serves the entire county and does not overlap with any similar service providers, no opportunities for facility sharing were identified.

Overview of CCMVCD Services

CCMVCD is a public health agency dedicated to protecting the community from mosquitoes and other vectors of disease. A major factor influencing demand for services is the presence of vector-borne disease agents in the County and neighboring areas. CCMVCD monitors for vectors and vector-borne diseases known to exist in the County. The diseases of most concern to the District in the County are shown in **Table 10**. The demand for surveillance and control efforts increases as a result of vector-borne virus detection in the State of California, neighboring counties, and the District itself.

Integrated Vector Management

CCMVCD uses an environmentally sensitive approach to mosquito and vector control called Integrated Vector Management (IVM),¹⁵ which is a comprehensive program that incorporates vector surveillance, physical control, biological control, chemical control, and public education. CCMVCD uses the IVM approach to provide vector surveillance, prevention, and/or control services for mosquitoes, rats, mice, skunks, and ground-nesting yellowjackets. IVM is an evidence-based, data-driven decision-making tool used to suppress vector-borne diseases.

¹⁵ Integrated vector management was previously referred to as Integrated Pest Management (IPM).

Figure 6 graphically summarizes IVM and the different tools and efforts used to suppress these vector-borne disease.

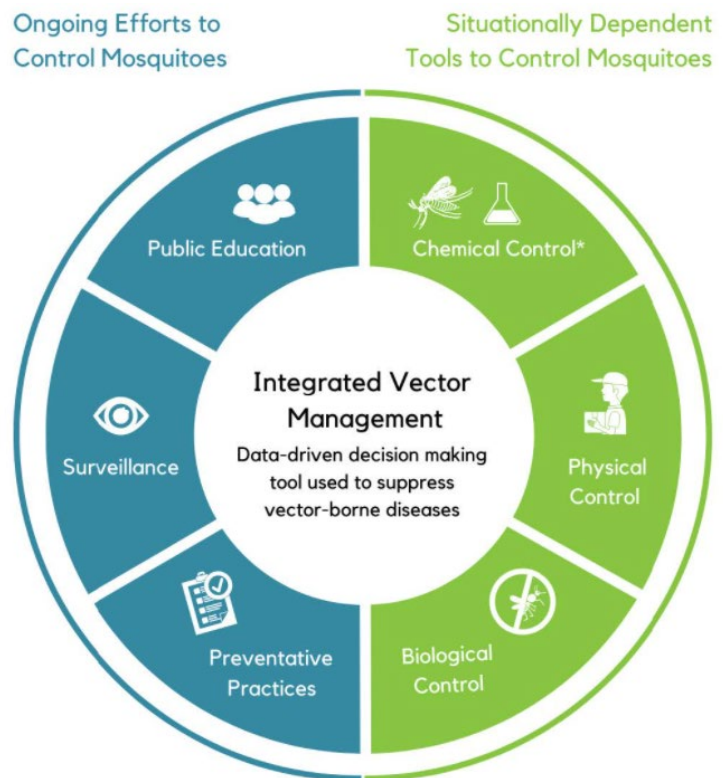
Table 10 Diseases of Concern in Contra Costa County

Vector	Disease
Mosquitoes	West Nile Virus Western Equine Encephalomyelitis St. Louis Encephalitis Dog Heartworm Malaria
Skunks	Rabies
Fleas	Plague Murine Typhus
Rats / Rodents	Leptospirosis Hantavirus Pulmonary Syndrome
Ticks	Lyme Disease Babesiosis Anaplasmosis

Source: CCMVCD Five Year Plan 2020

Figure 6 Integrated Vector Management

IVM prioritizes surveillance of mosquito populations, removal of breeding sites, public outreach, and education campaigns. IVM incorporates various control tools to target mosquitoes at different life stages, including chemical, physical, and biological control tools. When implementing a control program, the District continually evaluates the strengths, weaknesses, risks, and resource costs of each type of intervention to determine what combination in a given area is most appropriate for the current risk posed to public health from mosquitoes and the pathogens they transmit.



Source: CCMVCD

Mosquito-Borne Diseases

There are 23 different species of mosquitoes in Contra Costa County; each with its own habitat, flight range, and ability to transmit the causative agents of different diseases. Known mosquito-borne diseases in Contra Costa County include Western equine encephalomyelitis, St. Louis encephalomyelitis, canine heartworm, malaria, and West Nile virus.

West Nile is the most prevalent mosquito-borne virus in the county, with detections in dead birds, mosquitoes, and humans occurring annually. The virus was first detected in the United States in 1999 and has spread to most of the country. The primary vectors of West Nile to humans in California are the western encephalitis mosquito (*Culex tarsalis*) and the northern house mosquito (*Culex pipiens*), but the virus is occasionally detected in other species. Both mosquitoes are commonly found near human habitation and in residential areas. The virus may go unnoticed in the majority of people who are infected. Those who do experience symptoms may experience fever, headache, nausea, and swollen lymph glands. Symptoms can be severe, resulting in potentially permanent neurological damage, and even death. West Nile virus can also cause severe illness and death in horses, although an effective veterinary vaccine has significantly reduced cases.

Contra Costa County reported its first human case of West Nile virus in 2005. Since then, the incidence of symptomatic West Nile virus disease in humans in the County has become relatively static with typically one to five locally acquired cases reported per year. From 2003 through 2021, the County has reported a total of 75 cases of West Nile virus in humans. **Table 11** provides a breakdown of West Nile cases in the State, Contra Costa, and neighboring counties in 2021. Although the problem is not as severe in Contra Costa County as it is in warmer areas of California, ongoing efforts to limit the risk of the virus to the human population are necessary.

Table 11 West Nile Virus Cases in Contra Costa and Nearby Counties, 2021

Area	Humans	Horses	Dead Birds	Mosquito Pools ¹	Sentinel Chickens	Total
State Total	116	13	210	2,263	90	2,692
Contra Costa	2	-	4	8	-	14
San Francisco	1	-	-	-	-	1
Alameda	-	-	2	-	-	2
San Joaquin	6	7	17	389	-	419
Sacramento	4	3	100	120	1	228
Solano	2	-	2	22	-	26

[1] A mosquito pool is a collection of up to 50 mosquitoes that are tested together for West Nile virus.

Source: CCMVCD; CA Department of Public Health - Vector-Borne Disease Section

Viral encephalitis is a disease-causing inflammation of the brain. Two types of mosquito-borne viral encephalitis (aside from West Nile virus) are native to California: Western Equine encephalomyelitis and St. Louis encephalitis. Both viruses are primarily transmitted by the Western encephalitis mosquito, which breeds in rain pools, marshes, swimming pools, ponds, and other freshwater sources. **Table 12** provides a summary of reported cases of mosquito-borne encephalitis in California. From 1966 to 2021, there were 147 reported or probable cases of St. Louis encephalitis reported in California, with the peak year being 1989 with 28 reported cases. Four human cases were reported in California in 2021, one of which was in Alameda County. The latest reported cases of Western Equine encephalomyelitis in California were in 1986, when there were two cases reported. Generally, the number of native viral encephalitis cases reported each year has declined nationwide since the establishment of West Nile virus, although St. Louis encephalitis activity has been increasing in recent years. Cases of St. Louis encephalitis across the nation have fluctuated during the past decade, with a high of 23 total cases reported in 2015 and a low of 1 case reported in 2013.¹⁶

Table 12 Encephalitis Cases in California (1966 – 2021)

Viral Encephalitis	Total Cases 1966 - 2021	Most Recent		Peak	
		Year	# of Cases	Year	# of Cases
Western Equine Encephalitis (WEE)	53	1986	2	1968	10
St. Louis Encephalitis (SLE)	147	2021	4	1989	28

Source: Centers for Disease Control and Prevention, Division of Vector-Borne Infectious Diseases, CA Department of Public Health

Canine heartworm is a roundworm that affects the heart and is transmitted among canines (domestic dogs, coyotes, and foxes) by Western treehole mosquitoes (*Aedes sierrensis*). Larvae of this mosquito species are commonly found in water-filled holes in trees, water-filled tires, and other artificial containers. Heartworm is not a human health problem, and a preventive treatment is available for domestic dogs.

Although malaria is no longer considered a problem in California, imported cases occur annually, and some native species of *Anopheles* mosquitoes are potential vectors. CCMVCD is notified by the County Health Department of any human cases of malaria, and District staff is responsible for inspecting potential sources of malaria vectors in proximity to reported cases to assess and reduce the risk of secondary transmission.

¹⁶ ArboNET, Arboviral Disease Branch, Centers for Disease Control and Prevention (https://www.cdc.gov/sle/pdf/SLEbyYear_2020-P.pdf).

Mosquito Control Services

CCMVCD provides mosquito services to the residents of Contra Costa County and commercial properties to reduce the risk of mosquito-borne illness. CCMVCD's residential service include inspection and control of mosquitoes. CCMVCD also surveys more than 10,000 acres of marshland along the waterfront, 60,000 acres of irrigated farmland in the eastern portion of the County, and numerous ponds, creeks, and other water sources.

CCMVCD's services are primarily paid for by property taxes and benefit assessments and require no additional payment from County residents upon receipt of service. For commercial properties such as wastewater facilities including Ironhouse Sanitary District, Mt. View Sanitary District, Veolia Water North America for the City of Richmond, and Delta Diablo Sanitation District, mosquito control services are provided by CCMVCD through pre-arranged contracts.

As part of CCMVCD's IVM program, biological control is most effective when used on immature mosquitoes as they develop from egg to adult in the water. The most common biological mosquito control agent used is the mosquitofish (*Gambusia affinis*). Mosquitofish are an effective biological control tool, as each surface feeding fish has the ability to eat hundreds of mosquito larvae, thus preventing them from developing into adult mosquitoes capable of biting and potentially spreading mosquito-borne illness. CCMVCD employees place mosquitofish in selected water sources, in accordance with California Department of Fish and Wildlife regulations, to reduce mosquito populations. Mosquitofish provide an effective, non-chemical way of mitigating mosquito issues in certain types of water sources including decorative ponds, neglected swimming pools, unused hot tubs, and horse troughs.

Physical control involves managing vector habitat, especially through vegetation management, water control and maintenance or improvement of channels, tide gates, levees, and other water control facilities. The District typically does not directly provide habitat modification, but instead provides technical assistance (property inspection and advice) free-of-charge to landowners, and works with agencies who lead drainage system construction and maintenance to ensure that mosquito control concerns are incorporated into drainage construction plans.

When other control methods are not sufficient, and if scientific data support the need for chemical control efforts, District employees will apply public health pesticides in accordance with label instructions and all Federal and State regulations. Applying bacterial products and selective insecticides to reduce populations of mosquitoes protects public health by reducing the risk of mosquito-borne disease. These products may be applied by hand using backpack sprayers to target specific mosquito production locations that can be reached on foot. Adult mosquito control products may also be applied by truck or aircraft when larger or less accessible areas need to be treated. Commonly treated larval mosquito sources include catch basins, utility vaults, stagnant creeks, flooded agricultural fields, irrigation ditches, and marshes, as well as unmaintained swimming pools and other 'backyard' sites. CCMVCD notifies the public of planned adult mosquito control in residential areas by email. Residents can sign up for the notification emails through a link on the District Web site www.ContraCostaMosquito.com, where the notices are also posted for the public.

Other Vector-Borne Diseases

Common vector-borne diseases, other than those carried by mosquitoes, include Lyme disease, rabies, hantavirus pulmonary syndrome, and plague.

Lyme disease bacteria, *Borrelia burgdorferi*, are found in mice, squirrels, and other small animals. The bacterium is transmitted among animals and humans by various species of ticks. The primary vector of Lyme disease in the Pacific coastal region of the United States is the Western Black-Legged Tick (*Ixodes pacificus*). Most cases of Lyme disease occur in late spring and summer when the ticks are most active and human exposure is greatest due to outdoor activity.

In 2021, CCMVCD reported that 15 ticks were submitted for identification, of which only three were Western Black-Legged Ticks. From 2011 to 2020, the County reported 48 human cases of Lyme disease. Statewide, 860 cases of Lyme disease were reported between 2011 and 2020.

Hantavirus pulmonary syndrome was first reported in 1993 in the southwestern United States. The cause of this illness is a virus found in rodent droppings and transmitted by exposure to dust and aerosols from rodent droppings and urine. In California, the disease has been linked to the Sin Nombre virus found in the deer mouse (*Peromyscus maniculatus*) and other related species.

Approximately 10 to 12 percent of these mice statewide test positive for the virus (including in Contra Costa County), although human cases occur mostly at higher elevations in mountain cabins and other locations where rodent activity is undisturbed for part of the year. Exposure tends to occur when people re-enter these sites to clean and disturb the dust. From 1980 to 2020, 89 cases were diagnosed in California residents. In 2020, two human cases of hantavirus were reported in California, and 29 rodents from eleven counties tested positive for the Sin Nombre virus.¹⁷

Plague is an illness caused by the *Yersinia pestis* bacterium found in fleas on wild rodents including rats, chipmunks, ground squirrels, prairie dogs, and other burrowing rodents. The bacterium is transmitted to humans through direct contact with infected animals or other humans. In the United States, plague is only found in the western states, including California. The last urban outbreak of plague in the United States was in Los Angeles in 1924-1925. Since then, occasional cases of plague have been reported in scattered rural areas. There have been no human cases of plague in Contra Costa County since 1970. In 2020, there was one human case of plague reported in the State; however, small numbers of rodents, carnivores and fleas have tested positive for plague in Kern, Mono, Placer, Butte, Lassen, El Dorado, and Nevada counties.

Vector Control Services

In addition to mosquitoes, and as described above, other animals including rats, mice, skunks, and ticks can also be vectors of diseases. While ground-nesting yellowjackets and honey bees are not disease vectors, they can cause injury and physical harm to people, and thus, are also considered vectors. CCMVCD provides residential services for County residents to reduce the risk

¹⁷ CDPH Vector-Borne Disease Section Annual Report, 2020.

of vector-borne disease and harm through residential inspections, advice, assistance, and education. The District's vector services are specific to each vector and dependent upon the type of threat the vector poses. There is no additional charge for County residents to use the District's rat, mouse, and skunk services.

- Rats and mice can transmit several diseases that pose a danger to humans. The District provides an inspection service and offers advice on how to exclude and eliminate rats and mice. The District also conducts surveillance and, when necessary, baiting on public lands including sewers, creeks, marinas, and parks.
- Skunks are potential vectors of rabies. The District provides property inspections and advice to prevent or reduce the risk of skunks living on residential properties. In cases where a skunk is currently denning on the property, and specific criteria are met by the property owner, the District may loan a live catch trap to the resident to use, with specific instructions of when to set the trap and to report trapped animals immediately.
- Of the four species of ticks that commonly bite people in Contra Costa County, only the Western Black-Legged tick (*Ixodes pacificus*) is known to transmit Lyme disease. The District provides tick identification services to the public and medical personnel and educates the public on tick bite prevention and tick removal.
- Ground-nesting yellowjackets typically build nests in areas such as abandoned rodent burrows, hollow areas near the root systems of shrubs, under railroad ties or under wood piles. While ground-nesting yellowjackets are not carriers of diseases, they can pose a risk to those who are allergic to their venom, and their stings and bites are extremely painful. The District provides inspection and treatment of ground-nesting yellowjackets only. Aerial-nesting yellowjackets, which build the typical paper 'hornet's nests' in trees, are generally less aggressive and feed primarily on other insects, so are regarded as beneficial. The District also provides contract yellowjacket control services to East Bay Regional Park District in parks within CCMVCD boundaries.
- In addition, the District provides a very limited service for honey bees. Honey bees are beneficial insects that are essential for pollination of many crops and plants. Seasonally, usually in spring or summer, honey bees form swarms and residents may become fearful when they see a bee swarm on a residential property or in a public area. The District provides inspection and education about honey bees. If a swarm of honey bees needs to be removed, the Mt. Diablo Beekeepers Association may be contacted for assistance. Africanized bees are no longer readily distinguishable either visually or behaviorally. If a particular hive or swarm appears to be unusually aggressive, the District may coordinate with the California Department of Food and Agriculture for genetic testing and identification.

Surveillance Services

In addition to its vector control services, the District also conducts surveillance for invasive mosquitos, which can transmit diseases such as Dengue, Chikungunya, and Zika. The District observes the presence of these mosquitos in neighboring counties and considers their potential threat when developing future budget scenarios.

Service Requests and Adequacy of CCMVCD Services

Requests for service is one indicator of the demand for CCMVCD services and are a function of various factors, including vector prevalence, presence of vector-borne illnesses, and public awareness, as discussed above.

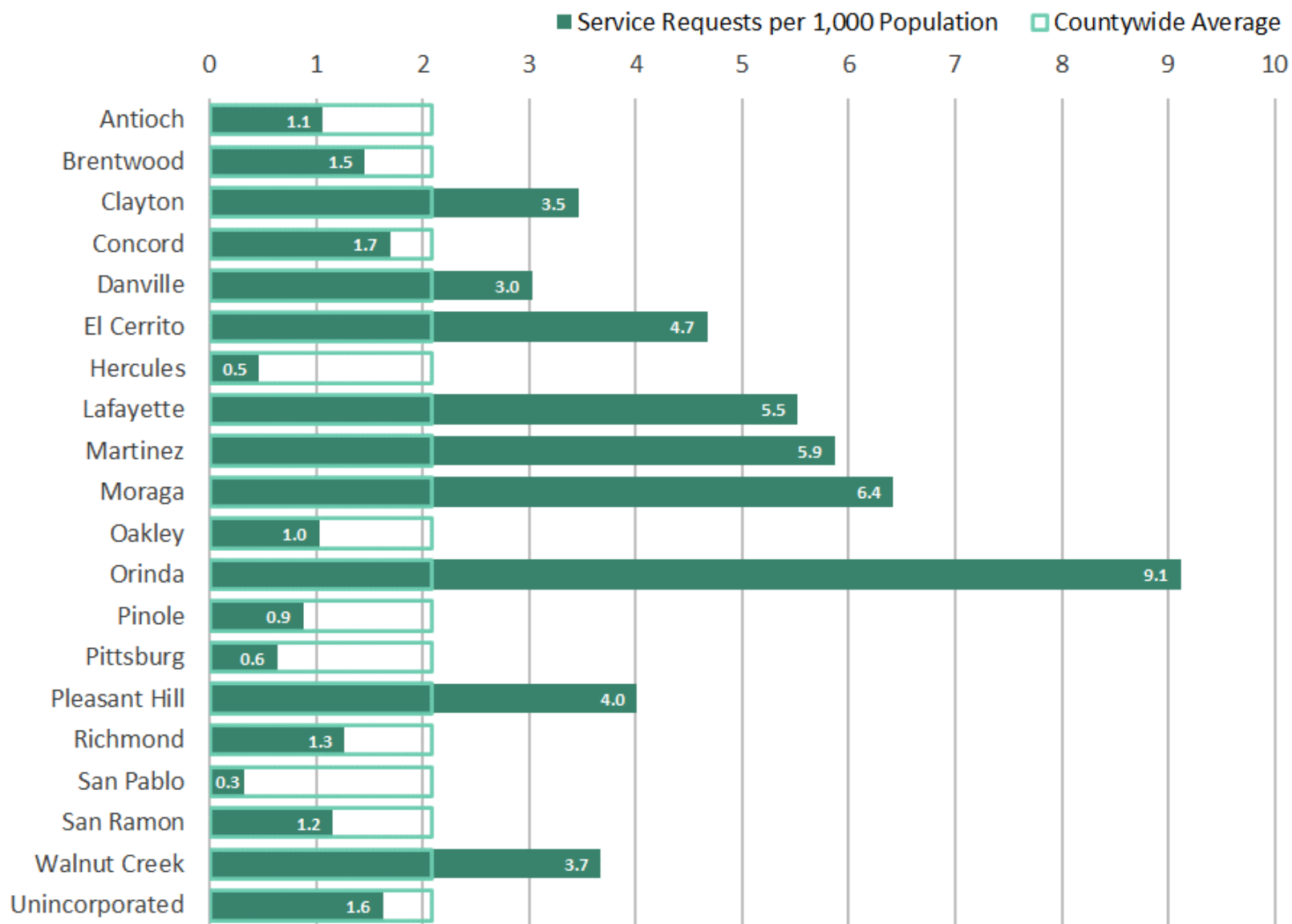
Requests for service vary over years, seasons, and location. A breakdown of service requests for all vectors by area in 2021 is provided in **Table 13**, with this same information presented graphically in **Figure 7**. In 2021, the countywide average number of service requests per 1,000 residents was 2.1. Of the 19 cities in Contra Costa County, 9 reported above average per capita requests for services in 2021, with Orinda reporting the most at 9.1, followed by Moraga at 6.4, Martinez at 5.9, and Lafayette at 5.5. These cities are located inland, with the exception of a small portion of Martinez which abuts the Carquinez Strait. The cities with the lowest service requests per capita in 2021 are located along or near a coast, such as San Pablo, Hercules, and Pittsburg.

Table 13 CCMVCD Service Requests by City, 2021

Area	Service Requests	Per 1,000 Residents	Area	Service Requests	Per 1,000 Residents
<u>Cities</u>					
Antioch	120	1.1	Oakley	44	1.0
Brentwood	96	1.5	Orinda	174	9.1
Clayton	39	3.5	Pinole	17	0.9
Concord	219	1.7	Pittsburg	47	0.6
Danville	133	3.0	Pleasant Hill	137	4.0
El Cerrito	116	4.7	Richmond	139	1.3
Hercules	12	0.5	San Pablo	10	0.3
Lafayette	140	5.5	San Ramon	97	1.2
Martinez	216	5.9	Walnut Creek	262	3.7
Moraga	108	6.4	Unincorporated	<u>284</u>	1.6
Countywide Service Requests				2,410	2.1

Source: CCMVCD Data; CA Department of Finance Table E-5 2021 Population Estimates

Figure 7 CCMVCD Service Requests by City, 2021

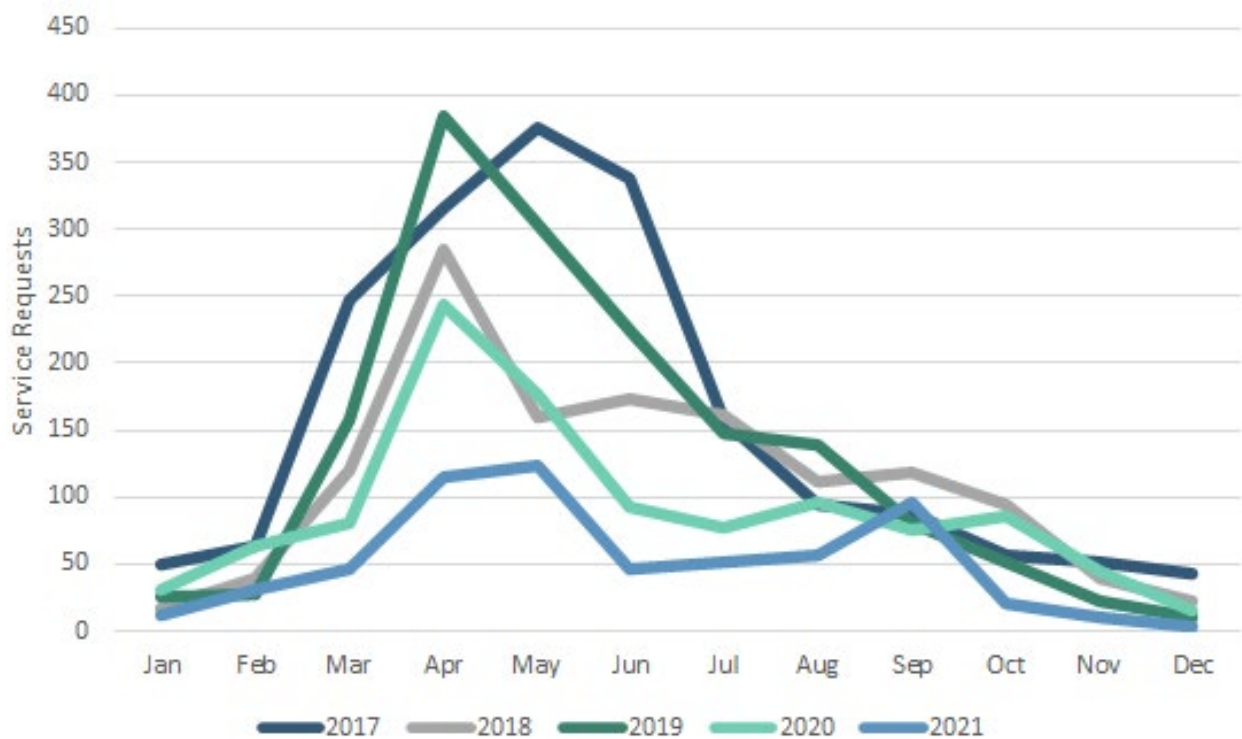


Source: CCMVCD Data; CA Department of Finance Table E-5 2021 Population Estimates; Economic & Planning Systems

Mosquito Management

Since 2017, annual requests to CCMVCD for mosquito services in the county have ranged from a high of about 1,900 in 2017, to a low of about 600 in 2021. As explained later in this section, the District indicated that the COVID-19 pandemic has suppressed calls for service since early 2020. Mosquito-related service requests typically peak in the spring and summer months when temperatures begin to rise, as shown in **Figure 8**. Over the past 5 years, mosquito-related service requests peaked in April and May with an average of more than 200 requests over the course of each month, and December being the month with the fewest service requests with an average of about 20.

Figure 8 Monthly Requests for Mosquito Abatement Service

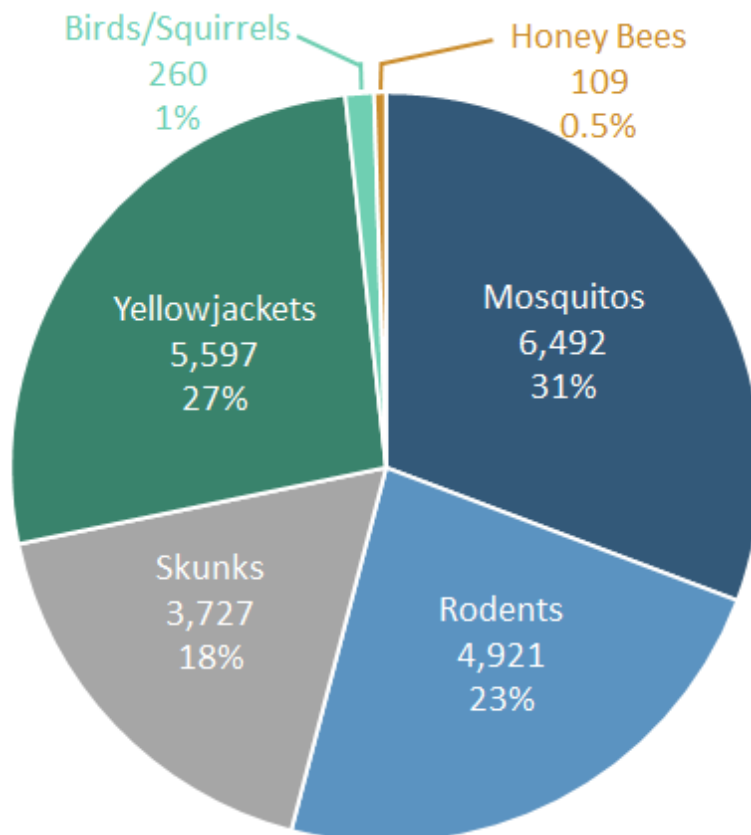


Source: CCMVCD Data

Vector Control

In addition to mosquitos, CCMVCD tracks requests for rodent, skunks, yellowjackets, honey bees, and birds/squirrels. **Figure 9** displays the sum total of service requests by request type from 2017 through 2021. While birds and squirrels are not technically vectors, they are included to provide context as to the amount of time and resources the District spends responding to the variety of service requests received. This request type refers to calls to pick up bird or squirrel carcasses to be tested for viruses. As shown, mosquito services represented more than 30 percent of all service requests during that 5-year period, with yellowjacket requests comprising 27 percent, followed by rodents at 23 percent.

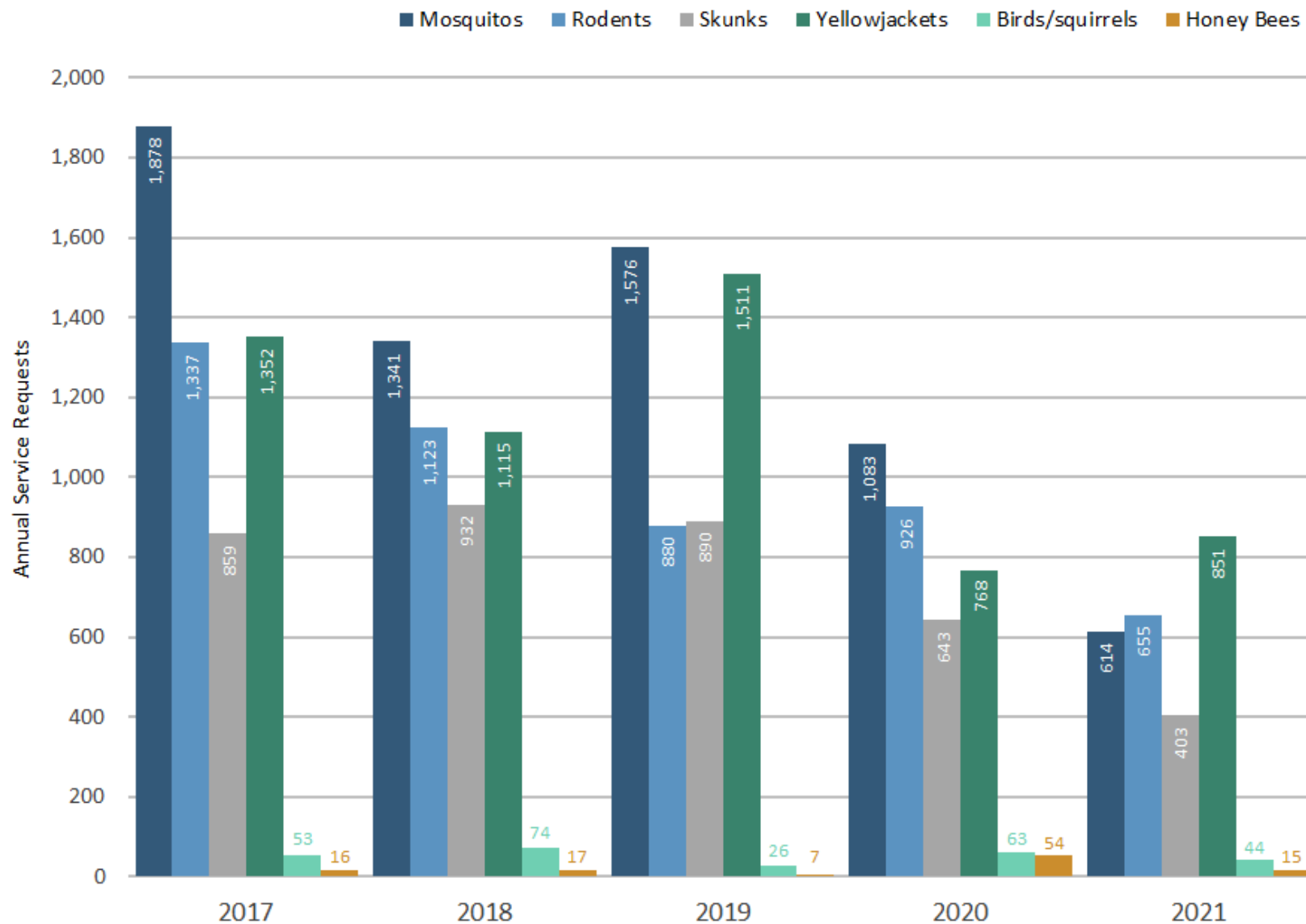
Figure 9 Service Request by Request Type, 2017-2021 Five Year Totals



Source: CCMVCD Data

Figure 10 demonstrates annual service requests by request type from 2017 through 2021. As shown, service requests have been on the decline over the past 5 years, with the exception of a spike in mosquito and yellowjacket service requests in 2019. Since 2017, requests for mosquito services are consistently the most frequent, while honey bee services are consistently the least requested. The District indicated that the COVID-19 pandemic influenced the service request data for 2021 and portions of 2020. With the introduction of shelter-in-place restrictions and pandemic precautions, the District believes residents were less likely to call in service requests and allow District staff entry into their homes for service provision when necessary.

Figure 10 Annual Service Requests by Request Type, 2017 - 2021



Source: CCMVCD Data; Economic & Planning Systems

Response Times and Customer Satisfaction

Service response times are affected by seasonality, workloads, and coordinating appointment availability with residents. The District responds to all service requests within five to ten business days, and often, much more quickly. Services are, on average, completed within five business days of receiving the request.

CCMVCD distributes customer service surveys on a weekly basis to learn how residents feel about the service(s) they receive. In previous versions of these surveys, a question about response time was included in the survey; however, in 2013 the surveys were redesigned and no longer provide response time information. The surveys continue to provide real time feedback from county residents, and the most recent surveys from 2021 indicate that for all types of service requests, residents gave the District's customer service high marks. When asked if the District service resolved a resident's vector issue, 73 percent of surveyed residents provided a rating of, "strongly agree" (the highest) and 24 percent gave a rating of, "agree" (the second highest). Approximately 3 percent gave the District a rating of, "strongly disagree" or "disagree" (the lowest ratings). When asked how satisfied residents are about the District's mosquito-related services, 82 percent of surveyed residents responded with a rating of "strongly agree" (the highest) and 18 percent responded to the survey with a rating of, "agree" (the second highest).

Community Outreach

In addition to the vector-control services described above, the District provides extensive outreach to county residents in an effort to better educate them about the risk of vectors and vector-borne disease, and the related services the District provides to protect public health. These outreach activities include, but are not limited to, presentations for community groups, students, and members of professional associations; participation in local fairs, events, and conferences; interviews with news organizations including television, radio, and newspapers; workshops; and tours. In 2019, the District began creating features to enhance the tour experience for residents who visit the District's offices. A shed was transformed into a Vector House to show examples of vector-related issues in a home, and former office space and a library were transformed into an Education Center. Both locations are on District property and provide hands-on educational opportunities for tour groups and school field trips. CCMVCD's Public Affairs Department also creates and distributes materials to increase outreach to county residents, including brochures and other literature, advertising in publications and displays throughout Contra Costa County, social media posts, library displays, and website updates. Residents can also subscribe to receive news releases, adult mosquito control notifications, electronic newsletters, and Board of Trustee meeting agendas.

Shared Facilities and Cooperation

The District does not share its facilities with other agencies; however, it does cooperate with other agencies to provide efficient services. For example, when CCMVCD collects mosquito samples, the samples are sent to the Davis Arbovirus Research Team (DART) laboratory at the University of California, Davis where they are tested for disease. In addition, CCMVCD maintains flocks of chickens, and samples are collected and submitted to the California Department of

Public Health (CDPH), where they are tested for mosquito-borne diseases. CCMVCD also collects dead birds that are reported by the public and sends samples to the DART lab for testing for West Nile virus, Western Equine Encephalomyelitis, and Saint Louis Encephalitis. The dead bird surveillance program represents a very successful collaboration between CCMVCD, CDPH and UC Davis.

Regional Collaboration

The District participates in regional collaboration in a variety of ways. It is a member of the Mosquito and Vector Control Association of California, which provides the District with legislative representation, access to a statewide vector-borne disease surveillance program, and low-cost continuing education courses for staff. The District noted that several mosquito control agencies in the Coastal region have entered into a mutual aid agreement, which the District is currently evaluating.

Other Non-LAFCO mosquito and vector control service providers in Contra Costa County are summarized in **Table 14**. As noted above, no areas of service duplication were identified as the District and County coordinate to clearly define the role and services of each agency and ensure no overlap in the services provided.

Table 14 Other Service Providers

Agency	Vector and Vector-borne Disease Services	Relationship with CCMVCD
California Department of Public Health, Vector-Borne Disease Section	<ul style="list-style-type: none"> - Develops and implements statewide responses to vector-borne diseases - Collaborates with local mosquito control agencies as needed and performs work related to vectors not under each agency's jurisdiction - Conducts emergency vector control during outbreaks, in collaboration with local agencies 	Provides oversight and resources for vector control agencies and certification of vector control technicians
California Department of Fish and Wildlife	<ul style="list-style-type: none"> - Issues permits such as Lake and Streambed Alteration agreements 	Collaborates with CCMVCD on marsh restoration and enhancements projects and provides registration to CCMVCD's Aquaculture facility
Contra Costa County Department of Agriculture Weights & Measures	<ul style="list-style-type: none"> - Conducts regulatory and service activities pertaining to the agricultural industry in the county - Promotes and protects the county's agricultural industry, environment, and citizens - Regulates pesticide use in the county and compiles pesticide use data - Registers county bee colonies, hosts a notification system for pesticide applicators, assists in loss mitigation 	Regulates, monitors, and inspects CCMVCD's pesticide-related facilities and collects pesticide use report data from CCMVCD
Contra Costa County Animal Services	<ul style="list-style-type: none"> - Responds to animal bites and injured or sick wildlife - Conducts deceased animal pick ups 	Communicates and routes services to proper agency
Contra Costa County Department of Conservation and Development	<ul style="list-style-type: none"> - Planning and permitting agency for unincorporated Contra Costa County 	Participates with CCMVCD in planning large-scale source reduction projects
Contra Costa County Health Services, Public Health	<ul style="list-style-type: none"> - Maintains records of human cases of vector-borne diseases - Provides vector-borne disease information to the public 	Notifies CCMVCD of human cases of vector-borne diseases
Contra Costa County Health Services, Environmental Health	<ul style="list-style-type: none"> - Conducts rodent inspection and abatement at solid waste facilities - Inspects food facilities - Administers Environmental Health Specialist Training Program 	Collaborates with CCMVCD on rat and mice inspections in commercial/public dining establishments
Contra Costa County Health Services, Hazardous Materials	<ul style="list-style-type: none"> - Responds to emergencies and monitors hazardous materials 	Inspects CCMVCD's hazmat program and facilities
Contra Costa County Flood Control & Water Conservation District	<ul style="list-style-type: none"> - Maintains county-owned drainage facilities free of obstructions to limit standing water 	Receives feedback and guidance from CCMVCD regarding projects such as tidal water and marsh restorations
U.S. Department of Fish and Wildlife	<ul style="list-style-type: none"> - Reviews all source reduction projects in all areas 	Receives consultation from CCMVCD and utilizes CCMVCD to facilitate communications with cities
U.S. Environmental Protection Agency	<ul style="list-style-type: none"> - Regulates the pesticides used to control mosquitoes and other pests 	Federal pesticide regulation
California Department of Pesticide Regulation	<ul style="list-style-type: none"> - Evaluates, registers, and enforces pesticide use in California 	State-level pesticide regulation
U.S. Centers for Disease Control and Prevention	<ul style="list-style-type: none"> - Maintains vector-borne disease records - Provides information to the public regarding vector-borne diseases 	Collaborates with CCMVCD on research projects and data collection

Source: Contra Costa County Mosquito & Vector Control District

CCMVCD Staffing

The District employs 35 permanent full-time staff and up to 17 seasonal staff. All vector control technicians and inspectors are certified by the California Department of Public Health (CDPH) and are required to pass all four certification categories: Pesticide Application and Safety, Mosquito Biology and Control, Terrestrial Invertebrate Vector Control, and Vertebrate Vector Control. The District is divided into 15 zones and each zone is assigned to a vector control technician. The boundaries of each zone are shown in **Map 4**.

The department managers report to the General Manager, who currently reports to the Board at regular Board meetings every month. The General Manager indicates that once meetings are back in-person and no longer virtual, they will not be required to re-authorize virtual meetings at 30-day intervals, and the meetings will be held every other month. The General Manager will report to the Board in-person at those meetings and by email the intervening months. The District conducts employee evaluations annually and monitors the workload through an operations software where all activities are recorded by field employees in real time and reviewed by supervisors. Productivity and performance are evaluated annually, and an Annual Report is produced which highlights the work performed each year.

Financial Ability to Provide Services

Overall, the District's financial health is very positive. Reserve fund balance has grown steadily over the last decade, from just under \$8 million in 2011 to more than \$12 million in 2021. The District reported positive net income every year since 2015. In its most recent budget (fiscal year 2020/2021), the District reports revenues of about \$8.8 million with expenditures of \$7.8 million. Property tax revenue is the primary funding source representing almost 75 percent of total FY20/21 revenue, with benefit assessment revenues comprising almost the entirety of the remaining revenues. CCMVCD levies a benefit assessment on all non-public parcels countywide, with amounts varying based on land use, degree of service, and location in the County. The assessment was approved in 1996 and increases annually based on the Consumer Price Index (CPI).

Table 15 displays the revenue and expenditure detail for CCMVCD in FY10/11, FY15/16, and FY20/21. As shown, property taxes and benefit assessment revenues have historically been the District's primary revenue sources, together accounting for over 95 percent of total revenues in each of the 3 years. These revenues are both predictable and stable, affording the District a level of certainty in its budgeting process.

The map displays the San Francisco Bay Area divided into 15 numbered zones for the 2020 Census. The zones are outlined in black and labeled with numbers 1 through 15. The map includes major highways, cities, and geographical features like San Pablo Bay and San Francisco Bay.

- Zone 1:** Located in the northern part of the bay, including areas like Hercules, Pinole, and El Sobrante.
- Zone 2:** Located in the western part of the bay, including areas like Richmond, El Cerrito, and Albany.
- Zone 3:** Located in the central part of the bay, including areas like Orinda, Lafayette, and Eastport.
- Zone 4:** Located in the central part of the bay, including areas like Alhambra Valley, Briones Regional Park, and Pleasant Hill.
- Zone 5:** Located in the northern part of the bay, including areas like Martinez, Avon, and Maltby.
- Zone 6:** Located in the northern part of the bay, including areas like Port Chicago, Bay Point, and Pittsburg.
- Zone 7:** Located in the central part of the bay, including areas like Clayton, West Hartley, and Marsh Creek Springs.
- Zone 8:** Located in the central part of the bay, including areas like Alamo, Alamo Oaks, and Danville.
- Zone 9:** Located in the central part of the bay, including areas like Alamo, Alamo Oaks, and Danville.
- Zone 10:** Located in the southern part of the bay, including areas like Brookshire, San Ramon, and Dublin.
- Zone 11:** Located in the eastern part of the bay, including areas like Tassajara, Blackhawk, and Morgan Territory Regional Preserve.
- Zone 12:** Located in the eastern part of the bay, including areas like Antioch, Bridgehead, and Oakley.
- Zone 13:** Located in the eastern part of the bay, including areas like Sand Hill, Knightsen, and Brentwood.
- Zone 14:** Located in the eastern part of the bay, including areas like Brentwood, Discovery Bay, and Byron.
- Zone 15:** Located in the eastern part of the bay, including areas like Antioch, Bridgehead, and Oakley.

Table 15 CCMVCD Revenues and Expenditures over Time (Nominal Dollars)

Type	FY 10/11		FY 15/16		FY 20/21	
Annual Operating Budget						
Revenue						
Property Taxes	\$3,620,656	62%	\$4,771,963	67%	\$6,580,371	74%
Benefit Assessment	\$1,984,921	34%	\$2,010,813	28%	\$2,062,943	23%
Contract Billing	\$69,491	1%	\$34,932	0%	\$28,479	0%
Medical Insurance Reimbursement	\$8,353	0%	\$85,990	1%	-	-
Interest Income	\$45,385	1%	\$13,764	0%	\$44,244	1%
Other	<u>\$140,662</u>	<u>2%</u>	<u>\$193,577</u>	<u>3%</u>	<u>\$129,733</u>	<u>1%</u>
Total Revenue	\$5,869,468	100%	\$7,111,039	100%	\$8,845,770	100%
Expenditures						
Salaries & Benefits	\$4,684,675	79%	\$5,389,292	81%	\$5,942,961	76%
Operation & Control	\$315,501	5%	\$278,304	4%	\$199,335	3%
General Overhead ¹	\$807,323	14%	\$766,495	11%	\$850,024	11%
Professional Special Services	\$82,599	1%	\$89,088	1%	\$318,103	4%
Professional Development	\$19,973	0%	\$21,842	0%	\$49,138	1%
I.T.	-	-	-	-	\$260,425	3%
Capital Outlay	<u>\$20,568</u>	<u>0%</u>	<u>\$143,448</u>	<u>2%</u>	<u>\$157,371</u>	<u>2%</u>
Total Expenditures	\$5,930,639	100%	\$6,688,469	100%	\$7,777,357	100%
Excess (Deficiency) of Revenues Over Expenditures						
	(\$61,171)		\$422,570		\$1,068,413	
Total Assets	\$10,543,882		\$9,599,598		\$14,833,143	

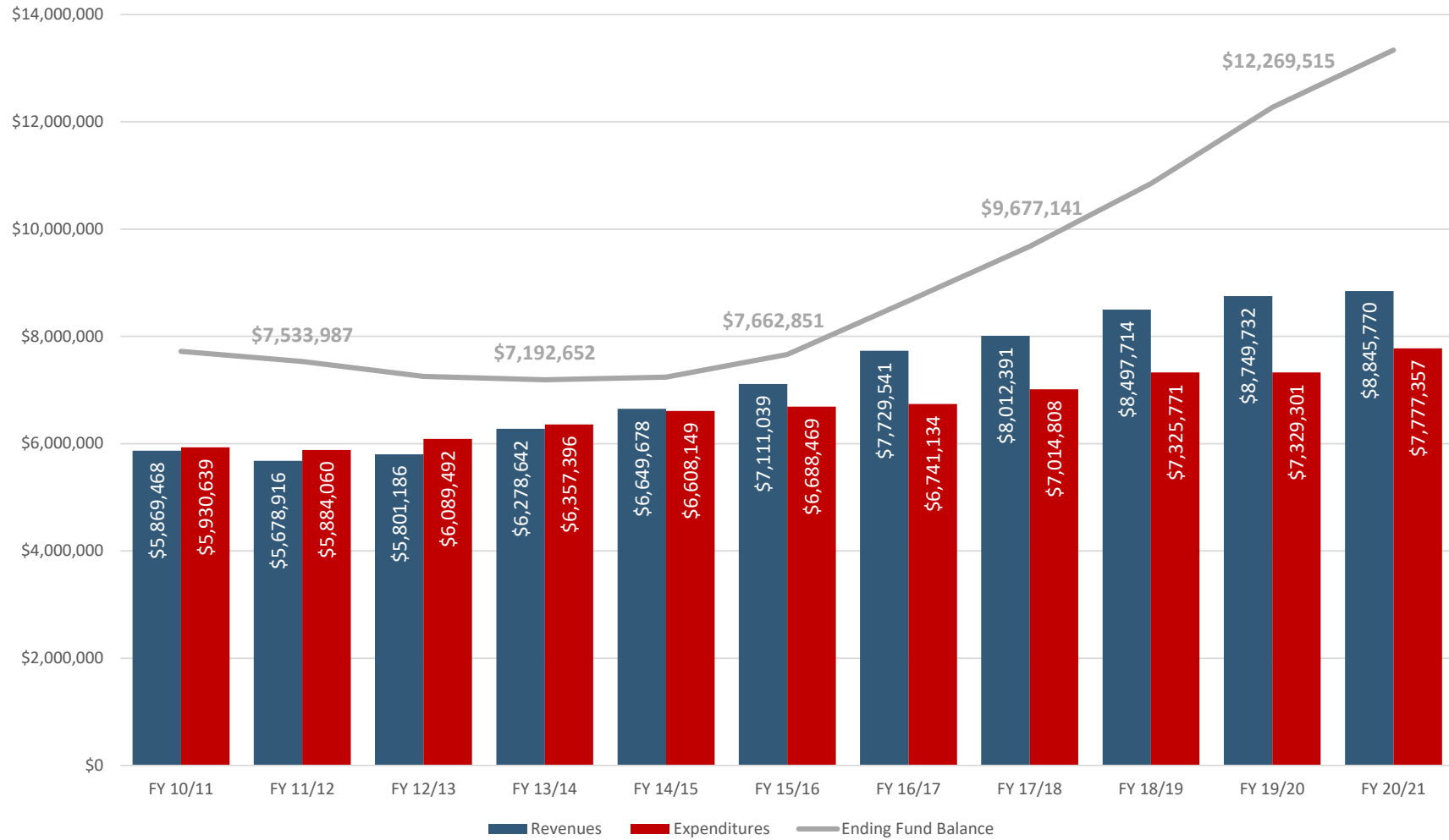
*Line items from each relevant budget have been consolidated into the items presented above to facilitate comparison.

[1] General Overhead consists of expenditures on maintenance, utilities, taxes, insurance, and administration.

Sources: CCMVCD; Economic & Planning Systems, Inc.

The District's FY20/21 expenditures total \$7.8 million and are comprised primarily of salaries and benefits (\$5.9 million, or 76 percent) and general overhead (\$850,000, or 11 percent). As shown in **Table 15**, the majority of District expenditures in FY10/11 and FY15/16 were also devoted to these two items. **Figure 11** shows annual District revenues, expenditures, and ending fund balance over the past 10 years. As shown, the District reported a positive net income each year since FY14/15, with their fund balance growing from \$7.5 million in 2011 to more than \$12 million in 2021.

Figure 11 CCMVCD Revenues and Expenditures FY 2011 – FY 2021



Source: CCMVCD Basic Financial Statements FY2011 through FY2021

The District indicates the steady increase in reserve funds shown in **Figure 11** is attributed to prudent fiscal management and the fact that with the majority of the District's funding coming from property taxes and increases in home values seen over the past decade directly translate to increases in revenues the District receives. Furthermore, the fund balance is consistent with the District's "**Financial Reserves Policy**" and allows the District to address new, unpredictable vector/diseases that may affect Contra Costa County.

The District adopts an annual budget, which is presented and approved by the Board, usually at the July meeting. The District's financial statements are audited annually by an independent audit firm and are posted on the District's website. The most recent audited financial statements provided to LAFCO by the District were for FY20/21.

Management and Accountability

The CCMVCD is governed by a 22-member Board of Directors appointed by the County Board of Supervisors and City Councils of each incorporated city within the District's boundary, as shown in **Table 16**. There are currently 18 members of the Board, with vacancies in the Antioch, Richmond, El Cerrito, and San Pablo positions. According to the Health and Safety Code, Board members serve without compensation and may receive a payment-in-lieu of actual expenses of up to \$100 per month for expenses incurred while performing official business. In addition to posting meeting agendas on the Web site, outside the main office, and on the employee board, the District also maintains a notification system that allows members of the public to sign up to receive the agendas (and newsletters, treatment notifications, etc., if requested).

In addition to an Annual Report that is prepared each year, an Operations Report is also produced and presented to the Board each year. Every 5 years a committee comprised of Board members and staff collaborate on the Strategic Plan or Five-Year Plan, which is then approved by the Board. The Five-Year Plan includes an analysis of all programs, projections and needs for personnel, facilities, equipment and finances, and goals for the next 5 years. The most recent Five-Year Plan approved by the Board was for years 2016-2020. The District is finalizing the 2021-2025 Plan.

Table 16 CCRCD Governance and Contact Information

Item	Information																																																																												
Board Members	<table><tr><th>Position / Title</th><th>Appointed By</th><th>Began Serving</th><th>Current Term Expires</th></tr><tr><td>Michael Krieg</td><td>Oakley</td><td>2012</td><td>2026</td></tr><tr><td>Perry Carlston</td><td>Concord</td><td>2013</td><td>2023</td></tr><tr><td>Daniel Pellegrini</td><td>Martinez</td><td>1997</td><td>2023</td></tr><tr><td>Jon Elam</td><td>Brentwood</td><td>2021</td><td>2023</td></tr><tr><td>Peggie Howell</td><td>Clayton</td><td>2007</td><td>2022</td></tr><tr><td>Chris Cowen</td><td>Contra Costa County</td><td>2008</td><td>2025</td></tr><tr><td>James Pinckney</td><td>Contra Costa County</td><td>1988</td><td>2023</td></tr><tr><td>Darryl Young</td><td>Contra Costa County</td><td>2013</td><td>2025</td></tr><tr><td>Randall Diamond</td><td>Danville</td><td>2010</td><td>2024</td></tr><tr><td>Damian Wong</td><td>Hercules</td><td>2022</td><td>2024</td></tr><tr><td>James Fitzsimmons</td><td>Lafayette</td><td>2004</td><td>2025</td></tr><tr><td>James Frankenfield</td><td>Moraga</td><td>2021</td><td>2024</td></tr><tr><td>Kevin Marker</td><td>Orinda</td><td>2019</td><td>2025</td></tr><tr><td>Warren Calyton</td><td>Pinole</td><td>2012</td><td>2026</td></tr><tr><td>Richard Ainsley</td><td>Pittsburg</td><td>2007</td><td>2026</td></tr><tr><td>Jennifer Hogan</td><td>Pleasant Hill</td><td>2020</td><td>2026</td></tr><tr><td>Peter Pay</td><td>San Ramon</td><td>2017</td><td>2025</td></tr><tr><td>James Murray</td><td>Walnut Creek</td><td>2016</td><td>2024</td></tr></table>	Position / Title	Appointed By	Began Serving	Current Term Expires	Michael Krieg	Oakley	2012	2026	Perry Carlston	Concord	2013	2023	Daniel Pellegrini	Martinez	1997	2023	Jon Elam	Brentwood	2021	2023	Peggie Howell	Clayton	2007	2022	Chris Cowen	Contra Costa County	2008	2025	James Pinckney	Contra Costa County	1988	2023	Darryl Young	Contra Costa County	2013	2025	Randall Diamond	Danville	2010	2024	Damian Wong	Hercules	2022	2024	James Fitzsimmons	Lafayette	2004	2025	James Frankenfield	Moraga	2021	2024	Kevin Marker	Orinda	2019	2025	Warren Calyton	Pinole	2012	2026	Richard Ainsley	Pittsburg	2007	2026	Jennifer Hogan	Pleasant Hill	2020	2026	Peter Pay	San Ramon	2017	2025	James Murray	Walnut Creek	2016	2024
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James Murray	Walnut Creek	2016	2024																																																																										
Manner of Selection	Appointments by Board of Supervisors and City Councils of each incorporated City in the District																																																																												
Length of Term	2-year initial term and 2 to 4 years thereafter																																																																												
Meetings	Board meetings are the second Monday of every other month at 7:00 p.m. Provided virtually throughout COVID pandemic, in-person meetings at 155 Mason Circle, Concord CA																																																																												
Agenda Distribution	Posted online, at district facilities, and emailed to subscribers																																																																												
Minutes Distribution	Posted online																																																																												
Contact Name and Email	General Manager ccmvcd@contracostamosquito.com																																																																												
Mailing Address	155 Mason Circle Concord, CA 94520																																																																												
Website	https://www.contracostamosquito.com																																																																												

Source: Contra Costa County Mosquito & Vector Control District.

In terms of accountability demonstrated toward residents, if a resident feels that a District-provided service did not meet their expectations, the resident may file a complaint via telephone, email, or through an online form on the District's website. In FY20/21, the District received six complaints. When the District receives a complaint from a resident, the issue goes directly to the General Manager, the District's Public Affairs Department, and the appropriate supervisor for further review. The best course of action to address the complaint is discussed and an appropriate response, if needed, is sent to the resident. CCMVCD also conducts a countywide survey to determine residents' opinions on a number of District-related issues. In 2021, the District conducted its most recent survey which included questions regarding the county residents' opinion of the job the District is doing to protect public health in Contra Costa County. Over 80 percent of those surveyed responded that they approve of the job the District is doing and almost 90 percent of those surveyed responded that they feel the District's services are valuable to Contra Costa County residents.¹⁸

Over the course of this MSR update, the District demonstrated full accountability in its disclosure of information and cooperation with LAFCO. The agency responded to LAFCO's written questionnaires and cooperated with LAFCO interview and document requests.

Governance Alternatives

This section discusses possible governance alternatives to the current government structure with respect to mosquito and vector control services in Contra Costa County. As CCMVCD is the primary provider of mosquito and vector control services countywide, governance structure options are limited. One alternative identified may be consolidation with the Alameda Mosquito Abatement District (ACMAD). ACMAD is a countywide district which provides only mosquito abatement services.

A study was conducted in 1995 to analyze the efficiencies of CCMVCD consolidating with ACMAD. The study found that a consolidation could result in a limited savings but that there also may be negative impacts such as increased operational complexities, particularly in light of the difference in services provided by each agency, and a potentially oversized Board. In response to the report, the ACMAD Board voted against consolidation, while the CCMVCD Board did not take action but indicated a willingness to review the matter again at a later date if needed. The two agencies have not had any further discussions on the potential to consolidate. No other annexation, detachment, reorganization, or consolidation opportunities were identified.

Note that LAFCO is required to identify governance options; however, LAFCO is not required to initiate changes and, in many cases, is not empowered to initiate these options. LAFCO is required by the State to act on SOI updates. The Commission may choose to recommend governmental reorganizations of particular agencies in the county, using the SOIs as the basis for those recommendations (Government Code §56425 (g)).

¹⁸ CCMVCD, 2021 Contra Costa Mosquito and Vector Control District Resident Opinion Survey Report on Results, p. 21 and p. 24

Mosquito & Vector Control District MSR Determinations

1. Growth and Population Projections

- a) The residential population served by the District is approximately 1,156,555 as of 2022 based on California Department of Finance estimates.
- b) The District's residential population is projected to increase at an average of 0.71 percent annually, with expected growth of approximately 13 percent, or 156,000 people, between 2022 and 2040, for a total population in 2040 of approximately 1,312,536 people.

2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence

- a) There are several disadvantaged communities in Contra Costa County, all of which appear to have reasonable access to mosquito and vector-control services.
- b) In disadvantaged communities, CCMVCD makes an extra effort to reach community members where they are, whether at school, on social media, at work, or at community events.
- c) During the past 5 years, CCMVCD's Public Affairs Department provided 103 forms of outreach to disadvantaged communities. These forms of outreach included brochures, social media posts, presentations, and in-person opportunities for residents to ask questions and receive immediate answers.

3. Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

- a) Existing CCMVCD-owned facilities allow the District to provide adequate service levels, but staff indicates the office space is suboptimal. The District is exploring plans to renovate the office to better serve County residents and property owners.
- b) The services provided by CCMVCD are more comprehensive since the prior MSR was prepared and continue to evolve to address emerging vectors of concern in an evidence-based and environmentally sensitive manner.

4. Financial Ability of Agencies to Provide Services

- a) The District reports that the current budget is sufficient for adequate service provision.
- b) In FY20/21, approximately 75 percent of the District's revenues came from property taxes, with 23 percent from benefit assessments. These two revenue items comprise nearly 100 percent of annual District revenues in all years examined in this report, and have historically proven to be consistent and reliable revenue streams for the District to fund its operations.
- c) The District reported a positive net income for the past seven fiscal years which serves as an indication of the District's financial ability to provide services.

5. Status of, and Opportunities for, Shared Facilities

- a) While the District does not share any facilities, the District benefits from cooperative relationships with other agencies, such as the California Department of Public Health and UC Davis, as well as many other regional agencies, to provide efficient services.

6. Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- a) CCMVCD is accountable to its service population and provides transparent governance and operations information. The District's website provides access to the agendas and minutes for the Board meetings, as well as annual budgets and audits.
- b) The District responded to LAFCO's requests for information in a timely manner.

7. Any Other Matter Related to Efficient Service Delivery, As Required by Commission Policy

- a) COVID-19 affected demand for the District's services and affected the District's ability to offer educational programs and activities, but the District is working to reestablish all programs.

Sphere of Influence Update

SOI Options

- 1) Retain existing coterminous SOI
- 2) Expand the SOI to signal future consolidation with ACMAD

Current Recommendation

Retain existing coterminous SOI. The SOI recommendation for CCMVCD in 2010 was to retain the existing coterminous SOI, which was consistent with the District's request. The current recommendation remains the same – to retain the existing coterminous SOI.

SOI Determinations

1. Present and planned land uses in the area, including agricultural and open-space lands.

The District boundaries encompass a wide variety of land uses as its bounds include the entirety of Contra Costa County.

2. Present and probable need for public facilities and services in the area.

There is a present and probable need for mosquito and vector control services in the area due to public health concerns of existing and future vector-borne diseases. No changes in public facilities or services provided by CCMVCD will result from retaining the existing coterminous SOI.

3. Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.

CCMVCD provides adequate mosquito and vector control services and continues to improve and expand its programming. The District's facilities are adequate but in need of renovations so that the District may continue to provide services well into the future. Retaining the current SOI will not impact the present capacity of public facilities and adequacy of public services that CCMVCD provides or is authorized to provide.

4. Existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.

CCMVCD serves the entirety of Contra Costa County, which includes various disadvantaged areas. Retaining the current SOI will not affect the existence of any social or economic communities of interest.

5. Nature, location, and extent of any functions or classes of services provided by existing districts. (For Special Districts only.)

Retaining the coterminous SOI will have no direct impact on other agencies or districts.



APPENDICES:

Appendix A: LAFCO and MSR History

Appendix B: Acronyms and Glossary of Terms



APPENDIX A: LAFCO and MSR History

APPENDIX A: LAFCO AND MSR HISTORY

LAFCO History

After World War II, California experienced dramatic growth in population and economic development. With this boom came a demand for housing, jobs, and public services. To accommodate this demand, many new local government agencies were formed, often with little forethought as to the ultimate governance structures in a given region, and existing agencies often competed for expansion areas. The lack of coordination and inadequate planning led to a multitude of overlapping, inefficient jurisdictional and service boundaries, and the premature conversion of California's agricultural and open-space lands.

Recognizing this problem, in 1959, Governor Edmund G. Brown, Sr. appointed the Commission on Metropolitan Area Problems. The Commission's charge was to study and make recommendations on the "misuse of land resources" and the growing complexity of local governmental jurisdictions. The Commission's recommendations on local governmental reorganization were introduced in the Legislature in 1963, resulting in the creation of a Local Agency Formation Commission, or LAFCO.

LAFCO is responsible for coordinating logical and timely changes in local governmental boundaries, including annexations and detachments of territory, incorporations of cities, formations of special districts, and consolidations, mergers and dissolutions of districts, as well as reviewing ways to reorganize, simplify, and streamline governmental structure. The Commission's efforts are focused on ensuring that services are provided efficiently and economically while agricultural and open-space lands are protected. To better inform itself and the community as it seeks to exercise its charge, LAFCO conducts service reviews to evaluate the provision of municipal services in the County.

Municipal Service Review Origins

The MSR requirement was enacted by the Legislature months after the release of two studies recommending that LAFCOs conduct reviews of local agencies. The "Little Hoover Commission" focused on the need for oversight and consolidation of special districts, whereas the "Commission on Local Governance for the 21st Century" focused on the need for regional planning to ensure adequate and efficient local governmental services as the California population continues to grow.

Little Hoover Commission

In May 2000, the Little Hoover Commission released a report entitled *Special Districts: Relics of the Past or Resources for the Future?* This report focused on governance and financial challenges among independent special districts, and the barriers to LAFCO's pursuit of district consolidation and dissolution. The report raised the concern that "the underlying patchwork of special district governments has become unnecessarily redundant, inefficient and unaccountable."¹⁹

¹⁹ Little Hoover Commission, 2000, p.12.

In particular, the report raised concern about a lack of visibility and accountability among some independent special districts. The report indicated that many special districts hold excessive reserve funds and some receive questionable property tax revenue. The report expressed concern about the lack of financial oversight of the districts. It asserted that financial reporting by special districts is inadequate, that districts are not required to submit financial information to local elected officials and concluded that district financial information is “largely meaningless as a tool to evaluate the effectiveness and efficiency of services provided by districts, or to make comparisons with neighboring districts or services provided through a city or county.”²⁰

The report questioned the accountability and relevance of certain special districts with uncontested elections and without adequate notice of public meetings. In addition to concerns about the accountability and visibility of special districts, the report raised concerns about special districts with outdated boundaries and outdated missions. The report questioned the public benefit provided by health care districts that have sold, leased, or closed their hospitals, and asserted that LAFCOs consistently fail to examine whether they should be eliminated. The report pointed to service improvements and cost reductions associated with special district consolidations and asserted that LAFCOs have generally failed to pursue special district reorganizations.

The report called on the Legislature to increase the oversight of special districts by mandating that LAFCOs identify service duplications and study reorganization alternatives when service duplications are identified, when a district appears insolvent, when district reserves are excessive, when rate inequities surface, when a district’s mission changes, when a new city incorporates, and when service levels are unsatisfactory. To accomplish this, the report recommended that the State strengthen the independence and funding of LAFCOs, require districts to report to their respective LAFCO, and require LAFCOs to study service duplications.

Commission on Local Governance for the 21st Century

The Legislature formed the Commission on Local Governance for the 21st Century (21st Century Commission) in 1997 to review statutes on the policies, criteria, procedures and precedents for city, county and special district boundary changes. After conducting extensive research and holding 25 days of public hearings throughout the State at which it heard from over 160 organizations and individuals, the 21st Century Commission released its final report, *Growth Within Bounds: Planning California Governance for the 21st Century*, in January 2000.²¹ The report examines the way that government is organized and operates and establishes a vision of how the State will grow by “making better use of the often invisible LAFCOs in each county.”

The report points to the expectation that California’s population will double over the first four decades of the 21st Century and raises concern that our government institutions were designed when our population was much smaller and our society was less complex. The report warns that without a strategy, open spaces will be swallowed up, expensive freeway extensions will be needed, job centers will become farther removed from housing, and this will lead to longer commutes, increased pollution and more stressful lives. *Growth Within Bounds* acknowledges

²⁰ Little Hoover Commission, 2000, p.24.

²¹ The Commission on Local Governance for the 21st Century ceased to exist on July 1, 2000, pursuant to a statutory sunset provision.

that local governments face unprecedented challenges in their ability to finance service delivery since voters cut property tax revenues in 1978 and the Legislature shifted property tax revenues from local government to schools in 1993. The report asserts that these financial strains have created governmental entrepreneurship in which agencies compete for sales tax revenue and market share.

The 21st Century Commission recommended that effective, efficient, and easily understandable government be encouraged. In accomplishing this, the 21st Century Commission recommended consolidation of small, inefficient, or overlapping providers, transparency of municipal service delivery to the people, and accountability of municipal service providers. The sheer number of special districts, the report asserts, "has provoked controversy, including several legislative attempts to initiate district consolidations,"²² but cautions LAFCOs that decisions to consolidate districts should focus on the adequacy of services, not on the number of districts.

Growth Within Bounds stated that LAFCOs cannot achieve their fundamental purposes without a comprehensive knowledge of the services available within its county, the current efficiency of providing service within various areas of the county, future needs for each service, and expansion capacity of each service provider. Comprehensive knowledge of water and sanitary providers, the report argued, would promote consolidations of water and sanitary districts, reduce water costs, and promote a more comprehensive approach to the use of water resources. Further, the report asserted that many LAFCOs lack such knowledge and should be required to conduct such a review to ensure that municipal services are logically extended to meet California's future growth and development.

MSRs would require LAFCO to look broadly at all agencies within a geographic region that provide a particular municipal service and to examine consolidation or reorganization of service providers. The 21st Century Commission recommended that the review include water, wastewater, and other municipal services that LAFCO judges to be important to future growth. The Commission recommended that the service review be followed by consolidation studies and be performed in conjunction with updates of SOIs. The recommendation was that service reviews be designed to make nine determinations, each of which was incorporated verbatim in the subsequently adopted legislation. The legislature since consolidated the determinations into six required findings.

Municipal Service Review Legislation

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 ("CKH Act") requires LAFCO review and update SOIs every 5 years, as necessary, and to review municipal services before updating SOIs. The requirement for service reviews arises from the identified need for a more coordinated and efficient public service structure to support California's anticipated growth. The service review provides LAFCO with a tool to study existing and future public service conditions comprehensively and to evaluate organizational options for accommodating growth, preventing urban sprawl, and ensuring that critical services are provided efficiently.

²² Commission on Local Governance for the 21st Century, 2000, p. 70.

Effective January 1, 2008, Government Code §56430 requires LAFCO to conduct a review of municipal services provided in the county by region, sub-region, or other designated geographic area, as appropriate, for the service or services to be reviewed, and prepare a written statement of determination with respect to each of the following topics:

- 1) Growth and population projections for the affected area.
- 2) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.
- 3) Financial ability of agencies to provide services.
- 4) Status of, and opportunities for shared facilities.
- 5) Accountability for community service needs, including governmental structure and operational efficiencies.
- 6) Any other matter related to effective or efficient service delivery, as required by commission policy.

Spheres of Influence

An SOI is a LAFCO-approved plan that designates an agency's probable future boundary and service area. Spheres are planning tools used to provide guidance for individual boundary change proposals and are intended to encourage efficient provision of organized community services, discourage urban sprawl and premature conversion of agricultural and open space lands, and prevent overlapping jurisdictions and duplication of services. Every determination made by a commission must be consistent with the SOIs of local agencies affected by that determination;²³ for example, territory may not be annexed to a city or district unless it is within that agency's sphere. SOIs should discourage duplication of services by local governmental agencies, guide the Commission's consideration of individual proposals for changes of organization, identify the need for specific reorganization studies, and provide the basis for recommendations to particular agencies for government reorganizations.

Contra Costa LAFCO policies are that LAFCO discourages inclusion of land in an agency's SOI if a need for services provided by that agency within a 5- to 10-year period cannot be demonstrated. SOIs generally will not be amended concurrently with an action on the related change of organization or reorganization. A change of organization or reorganization will not be approved solely because an area falls within the SOI of any agency. In other words, the SOI essentially defines where and what types of government reorganizations (e.g., annexation, detachment, dissolution, and consolidation) may be initiated. If and when a government reorganization is initiated, there are a number of procedural steps that must be conducted for a reorganization to be approved. Such steps include more in-depth analysis, LAFCO consideration at a noticed public hearing, and processes by which affected agencies and/or residents may voice their approval or disapproval.

²³ Government Code §56375.5.

The CKH Act requires LAFCO to develop and determine the SOI of each local governmental agency within the county, and to review and update the SOI every 5 years, as necessary. LAFCOs are empowered to adopt, update, and amend the SOI. They may do so with or without an application, and any interested person may submit an application proposing an SOI amendment.

LAFCO may recommend government reorganizations of particular agencies in the county, using the SOIs as the basis for those recommendations. Based on review of the guidelines and practices of Contra Costa LAFCO as well as other LAFCOs in the State, various conceptual approaches have been identified from which to choose in designating an SOI:

- 1) Coterminous Sphere: The sphere for a city or special district that is the same as its existing service boundary.
- 2) Annexable Sphere: A sphere larger than the agency's boundary identifies areas the agency is expected to annex. The annexable area is outside its boundary and inside the sphere.
- 3) Detachable Sphere: A sphere that is smaller than the agency's boundaries and identifies areas the agency is expected to detach. The detachable area is the area within the agency bounds but not within its sphere.
- 4) Zero Sphere: A zero sphere indicates the affected agency's public service functions should be reassigned to another agency and the agency should be dissolved or combined with one or more other agencies.
- 5) Consolidated Sphere: A consolidated sphere includes two or more local agencies and indicates the agencies should be consolidated into one agency.
- 6) Limited Service Sphere: A limited service sphere is the territory included within the SOI of a multi-service provider agency that is also within the boundary of a limited purpose district which provides the same service (e.g., fire protection), but not all needed services.
- 7) Sphere Planning Area: LAFCO may choose to designate a sphere planning area to signal that it anticipates expanding an agency's SOI in the future to include territory not yet within its official SOI.
- 8) Provisional Sphere: LAFCO may designate a provisional sphere that automatically sunsets if certain conditions occur.

LAFCO is required to establish SOIs for all local agencies and enact policies to promote the logical and orderly development of areas within the SOIs. Furthermore, LAFCO must update those SOIs every 5 years, as necessary. In updating the SOI, LAFCO is required to conduct a municipal service review (MSR) and adopt related determinations. In addition, in adopting or amending an SOI, LAFCO must make the following determinations:

- Present and planned land uses in the area, including agricultural and open-space lands.
- Present and probable need for public facilities and services in the area.
- Present capacity of public facilities and adequacy of public service that the agency provides or is authorized to provide.

- Existence of any social or economic communities of interest in the area if the Commission determines these are relevant to the agency.
- LAFCO law requires additional determinations be made when updating SOIs for special districts.

MSR and SOI Update Process

The MSR process does not require LAFCO to initiate changes of organization based on service review findings, only that LAFCO identify potential government structure options. However, LAFCO, other local agencies, and the public may subsequently use the determinations to analyze prospective changes of organization or reorganization or to establish or amend SOIs. LAFCO may act with respect to a recommended change of organization or reorganization on its own initiative, at the request of any agency, or in response to a landowner or voter petition.

MSRs are exempt from California Environmental Quality Act (CEQA) pursuant to §15262 (feasibility or planning studies) or §15306 (information collection) of the CEQA Guidelines. LAFCO's actions to adopt MSR determinations are not considered "projects" subject to CEQA.

This report identifies preliminary SOI policy alternatives and recommends SOI options for CCRCD and CCMVCD. Development of actual SOI updates will involve additional steps, including recommendations by LAFCO staff, opportunity for public input at a LAFCO public hearing, and consideration and changes made by Commissioners.

LAFCO must notify affected agencies at least 21 days before holding a public hearing to consider the SOI update. The LAFCO Executive Officer must issue a report including recommendations on the SOI updates under consideration at least five days before the public hearing.



APPENDIX B:

Acronyms and Glossary of Terms

APPENDIX B: ACRONYMS AND GLOSSARY OF TERMS

Acronyms

ABAG	Association of Bay Area Governments
ACMAD	Alameda Mosquito Abatement District
ACRCD	Alameda County Resource Conservation District
CCMVCD	Contra Costa Mosquito Vector Control District
CCRCD	Contra Costa Resource Conservation District
CCWF	Contra Costa Watershed Forum
CEQA	California Environmental Quality Act
CKH Act	Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000
CIP	Capital Improvement Plan or Capital Improvement Program
CDP	Census Designated Place
CDPH	California Department of Public Health
CPI	Consumer Price Index
DAC	Disadvantaged Community
DART	Davis Arbovirus Research Team
DOF	Department of Finance
DUC	Disadvantaged Unincorporated Community
EPS	Economic & Planning Systems, Inc.
FTE	Full-time equivalent
FY	Fiscal Year
GAAP	Generally Accepted Accounting Principles
GFOA	Government Finance Officers Association
IVM	Integrated Vector Management
JPA	Joint Powers Authority
LAFCO	Local Agency Formation Commission
MOU	Memorandum Of Understanding
MSR	Municipal Service Review

NRCS	National Resources Conservation Service
SOI	Sphere of Influence
UAS	Unmanned Aircraft System

Glossary of Frequently Used Terms

Annexation: The inclusion, attachment, or addition of territory to a city or district.

Assessment: This MSR/SOI Update uses the term “assessment” broadly, to encompass benefit assessments, special taxes, special assessments, and/or parcel taxes. In some cases, the formation documents are vague, referring to a “benefit assessment or service charge” while the annual property tax bills refer to “special taxes and assessments.” A Benefit Assessment requires a professional engineer’s report that describes the benefit, proposed costs, and presents a benefit formula that is used to determine each property’s share of the cost. A majority vote is required to approve a rate increase. A Special Tax, on the other hand, is imposed for a specific purpose and must be approved by a 2/3 majority of the qualified voters in the service area. A Special Tax is not necessarily limited to the relative benefit it provides to the property owners or taxpayers.

Capital Improvement Plan: A multi-year financial plan containing appropriations for major construction projects and other fixed assets.

Deficit: An excess of expenditures over revenues.

Direct Debt: The total amount of general obligation debt of a municipality or local government.

Disadvantaged Community or Disadvantaged Unincorporated Community (DAC or DUC): A disadvantaged community includes Census Tracts, Block Groups, and Places where the median household income is less than 80% of the statewide median household income. According to U.S. Census data (American Community Survey, 2016-2020), the statewide median household income in 2020 was **\$78,672**; 80% of that amount is \$62,938.

Expenditure: The use of fund resources.

Fiscal Year: The 12-month period of time to which a budget applies, typically July 1st through June 30th.

Fund: A group of related accounts used to manage resources assigned for specific activities or objectives.

General Fund: The main operating fund of a jurisdiction, including cities, counties, and special districts.

General Plan: A local government’s long-term blueprint for the community’s vision of future growth.

Intergovernmental Tax Revenue: Transfers of funds from one level of government to another. This may be to fund general government operations or for specific purposes.

Joint Powers Authority (JPA): A joint powers agency or joint powers authority is a new, separate government organization created by the member agencies, but is legally independent from them. A JPA is generally formed by any two or more governmental entities (federal, state, or local) to provide a common service. Many are financing tools that let government agencies pool their scarce resources. Some run programs jointly. Councils of government are JPAs. JPAs are not subject to LAFCO.

Municipal Service Review: A study and evaluation of municipal service(s) by specific area, subregion, or region culminating in written determinations regarding specific evaluation criteria. An MSR study is prepared before a LAFCO updates an SOI for cities and special districts.

Sphere of Influence: The SOI is a plan that designates an agency's probable future boundary and service area. SOIs are intended to encourage efficient provision of organized community services and prevent duplication of service delivery. Annexation of a territory to a city or district cannot occur unless the territory is within that agency's SOI.