



LAFCO

Alameda Local Agency Formation Commission

NOTICE OF SPECIAL MEETING AND AGENDA

ALAMEDA LOCAL AGENCY FORMATION COMMISSION

FRIDAY, OCTOBER 11, 2024

12:00 P.M.

Karla Brown, Chair — Ralph Johnson, Vice Chair — Nate Miley — David Haubert — John Marchand— Mariellen Faria — Sblend Sblendorio
Lena Tam, Alternate —Michael McCorrison, Alternate — Georgan Vonheeder-Leopold, Alternate — Bob Woerner, Alternate

In Person:

Council Chamber
Dublin City Hall
100 Civic Plaza
Dublin, CA 94568

Or from the following remote locations:

- 7200 Bancroft Avenue, Suite 270, Oakland, CA 94605
- 1 East Chang An Avenue, Beijing, China

Via Video-Teleconference Participation:

<https://us02web.zoom.us/j/82983511571?pwd=bi8xWkVsU2QxYjB3bzE2S2lubnN2Zz09>

Meeting ID: 829 8351 1571

Password (if prompted): lafco or 140331

(669)-900-9128

Remote participation by e-mail is also welcomed by sending comments to LAFCO staff at rachel.jones@acgov.org. All e-mails received before 4:00 P.M. one business day before the meeting will be forwarded to the Commission and posted online. These comments will also be referenced at the meeting.

If you need assistance before the meeting, please contact Executive Officer, Rachel Jones at: rachel.jones@acgov.org

1. **12:00 P.M. – Call to Order and Pledge of Allegiance**
2. **Roll Call**

3. **Welcome New Commissioner:** – The Commission will acknowledge the appointment of our new Commissioner Michael McCorriston by the Alameda County Mayors’ Conference on September 11, 2024.
4. **Public Comment:** Anyone from the audience may address the Commission on any matter not listed on the agenda and within the jurisdiction of Alameda LAFCO. The Commission cannot act upon matters not appearing on the agenda. *Speakers are limited to three (3) minutes.*
5. **Consent Items:**
 - a. Approval of Meeting Minutes: July 11, 2024 Regular Meeting
 - b. Approval of Meeting Dates for Calendar Year 2025
 - c. Amendment to Agreement with Roseanne Chamberlain for Consultant Services
 - d. Conflict of Interest Code

6. **Final Report on Countywide Municipal Service Review on Community Services – (Public Hearing)**
The Alameda Local Agency Formation Commission (LAFCO) will receive a final report on its Countywide Municipal Service Review (MSR) focusing on community services such as street maintenance, lighting, library, parks and recreation, mosquito and vector abatement, lead abatement, and broadband services. The report returns from its draft presentation in May 2024 and subsequent public review period with appropriate revisions in its task to independently evaluate public services of the affected agencies in the region with specific attention to inform future boundary changes and sphere of influence updates of the affected agencies. This includes recommendations regarding determinations and associated sphere of influence updates in the final report.

LAFCO Staff Recommendation: Staff recommends the Commission formally accept the final report with distribution to all the affected agencies, as well as adopt a resolution codifying the associated determinations and recommendations.

7. **Report on Independence and Exploring LAFCO-County Relationship Models – (Business)**
The Alameda Local Agency Formation Commission (LAFCO) will consider approving a report evaluating the potential benefits and challenges of increased organizational independence from Alameda County and consider following the Ad Hoc Memorandum of Understanding (MOU) Committee’s recommendation of directly managing its own staff while maintaining key service contracts with Alameda County.

LAFCO Staff Recommendation: Approve the Ad Hoc MOU Committee’s recommendation for LAFCO to transition to a staffing model where it directly employs its own staff; and authorize the consultant to continue with the second phase of the report.

8. **Audit Report for Fiscal Year 2022-2023 – (Business)**
The Alameda Local Agency Formation Commission (LAFCO) will receive an audit report on financial statements issued for fiscal year 2022-2023. The audit has been prepared by O’Connor & Company and concludes tested transactions were accompanied by sufficient documentation with no material identified. The audited fund balance as of June 30, 2023 finished at \$597,244 and reflects a year end change of (\$493,155) from the prior fiscal year.

LAFCO Staff Recommendation: Accept and file and provide direction to staff on related matters going forward.

9. Contract Agreement for ACERA Actuarial Valuation Report – (Business)

The Alameda Local Agency Formation Commission (LAFCO) will consider approval of payment between the Alameda County Employee’s Retirement Association (ACERA) and Alameda LAFCO for an actuarial report based on LAFCO participating as its own employer.

LAFCO Staff Recommendation: Approve the proposed payment agreement with ACERA for \$8,500 and authorize the Executive Officer to execute a deposit arrangement with ACERA with the advice of legal counsel.

10. Matters Initiated by Members of the Commission

11. Executive Officer Report

12. Informational Items

- a. Current and Pending Proposals
- b. Progress Report on 2023-2024 Work Plan
- c. CALAFCO Annual Conference, October 16th – October 18th in Yosemite, California

13. Adjournment of Regular Meeting

Next Meetings of the Commission

Policy and Budget Committee Meeting

Thursday, December 5, 2024 at 2:00 p.m., Dublin City Hall, Library Community Room

Regular Meeting

Thursday, November 14, 2024 at 2:00 p.m., Dublin City Hall, Council Chamber

DISCLOSURE OF BUSINESS OR CAMPAIGN CONTRIBUTIONS TO COMMISSIONERSRE

Government Code Section 84308 requires that a Commissioner (regular or alternate) disqualify herself or himself and not participate in a proceeding involving an "entitlement for use" application if, within the last twelve months, the Commissioner has received **\$250 or more in business or campaign contributions from an applicant, an agent of an applicant, or any financially interested person who actively supports or opposes a decision on the matter.** A LAFCo decision approving a proposal (e.g., for an annexation) will often be an "entitlement for use" within the meaning of Section 84308. Sphere of Influence determinations are exempt under Government Code Section 84308.

If you are an applicant or an agent of an applicant on such a matter to be heard by the Commission and if you have made business or campaign contributions totaling \$250 or more to any Commissioner in the past twelve months, Section 84308(d) requires that you disclose that fact for the official record of the proceeding. The disclosure of any such contribution (including the amount of the contribution and the name of the recipient Commissioner) must be made either: 1) In writing and delivered to the Secretary of the Commission prior to the hearing on the matter, or 2) By oral declaration made at the time the hearing on the matter is opened. Contribution disclosure forms are available at the meeting for anyone who prefers to disclose contributions in writing.

Pursuant to GC Section 84308, if you wish to participate in the above proceedings, you or your agent are prohibited from making a campaign contribution of \$250 or more to any Commissioner. This prohibition begins on the date you begin to actively support or oppose an application before LAFCO and continues until 3 months after a final decision is rendered by LAFCO. If you or your agent have made a contribution of \$250 or more to any Commissioner during the 12 months preceding the decision, in the proceeding that Commissioner must disqualify himself or herself from the decision. However, disqualification is not required if the Commissioner returns that campaign contribution within 30 days of learning both about the contribution and the fact that you are a participant in the proceedings. Separately, any person with a disability under the Americans with Disabilities Act (ADA) may receive a copy of the agenda or a copy of all the documents constituting the agenda packet for a meeting upon request. Any person with a disability covered under the ADA may also request a disability-related modification or accommodation, including auxiliary aids or services, in order to participate in a public meeting. Please contact the LAFCO office at least three (3) working days prior to the meeting for any requested arrangements or accommodations.

Alameda LAFCO Administrative Office
224 West Winton Avenue, Suite 110
Hayward, CA 94544
T: 510.670.6267
W: alamedalafco.org



LAFCO

Alameda Local Agency Formation Commission

AGENDA REPORT

October 11, 2024

Item No. 5a

TO: Alameda Commissioners

FROM: April L. Raffel, Commission Clerk

SUBJECT: July 11th Regular Meeting Minutes

The Alameda Local Agency Formation Commission (LAFCO) will consider draft minutes prepared for the meeting held on July 11, 2024. The minutes are in action-form and being presented for formal Commission approval.

Background

The Ralph M. Brown Act was enacted by the State Legislature in 1953 and – among other items – requires public agencies to maintain written minutes for qualifying meetings.

Discussion

This item is for Alameda LAFCO to consider approving action minutes for the July 11, 2024, regular meeting. The attendance record for the meeting follows.

- All regular Commissioners were present
- All alternate Commissioners were present except Lena Tam (County of Alameda)

Alternatives for Action

The following alternatives are available to the Commission:

Alternative One (Recommended):

Approve the draft minutes prepared for Alameda LAFCO’s July 11, 2024, regular meeting. (Attachment 1) with any desired corrections or clarifications.

Alternative Two:

Continue consideration of the report to a future meeting and provide direction to staff as needed.

Recommendation

It is recommended the Commission proceed with Alternative Action One.

Procedures

This item has been placed on Alameda LAFCO's agenda as part of the consent calendar. A successful motion to approve the consent calendar will include taking affirmative action on the staff recommendation as provided unless otherwise specified by the Commission.

Respectfully,



April L. Raffel
Commission Clerk

Attachments:

1. Draft Meeting Minutes for July 11, 2024, Regular Meeting

SUMMARY ACTION MINUTES
ALAMEDA LOCAL AGENCY FORMATION COMMISSION
July 11, 2024, Regular MEETING
City of Dublin Council Chambers, 100 Civic Drive, Dublin, CA

1. CALL TO ORDER AND PLEDGE OF ALLEGIANCE

2. ROLL CALL

The regular meeting was called to order at 2:00 p.m. by Chair Brown.
The Commission Clerk performed the roll call with the following attendance recorded.

Regulars Present: Karla Brown, City of Pleasanton (Chair)
Mariellen Faria, Eden Township Healthcare District
David Haubert, County of Alameda*
Ralph Johnson, Castro Valley Sanitary District (Vice Chair)
John Marchand, City of Livermore
Nathan Miley, County of Alameda (arrived at 2:09 p.m.)
Sblend Sblendorio, Public Member

Alternates Present: Georgean Vonheeder-Leopold, Dublin San Ramon Services District
Bob Woerner, Public Member

Members Absent: Lena Tam, Alternate, County of Alameda

*Attended by videoconference.

The Commission Clerk confirmed a quorum was present with five voting members. Also present at the meeting were Executive Officer Rachel Jones, Commission Counsel Andrew Massey, and Commission Clerk April Raffel.

3. PUBLIC COMMENT:

Chair Brown invited anyone from the public to address the Commission on any matter not listed on the agenda and within the jurisdiction of the Commission. The Commission Clerk confirmed there were no public comments to address the Commission.

Chair Brown closed the public comment.

4. CONSENT ITEMS

Item 4a

Approval Meeting Minutes for the May 9, 2024, Regular Meeting

The item presented to approve draft action minutes prepared for the Commission's regular meeting on May 9, 2024. Recommendation to approve.

Chair Brown moved on to consent Item 4a to approve the May 9, 2024, regular meeting minutes.

Commissioner Marchand motioned with a second from Commissioner Sblendorio to approve the consent calendar.

AYES: Brown, Johnson, Marchand, and Sblendorio
NOES: None
ABSENT: Haubert, Miley
ABSTAIN: Faria

The motion was approved 4-0.

5. REORGANIZATION OF SMP 39 AND 40 TO THE CITY OF LIVERMORE – (Public Hearing)

Executive Officer Jones provided the staff report to consider a change of organization proposal filed by the City of Livermore requesting annexation and a sphere of influence (“sphere”) amendment of approximately 105.4 acres of unincorporated territory to the City to establish municipal services for the development of an industrial park. The proposal also seeks to concurrently detach the affected territory from the Alameda County Fire Department, Lead Abatement County Service Area (CSA), and Public Works CSA. A part of the affected territory lies outside the established sphere of influence of the City and a concurrent amendment is necessary to facilitate an annexation. Recommendation to approve concurrent sphere amendment and proposed annexation be approved with one additional term.

Chair Brown invited Commissioner questions. Commissioner discussion followed.

Chair Brown invited public comments. The Commission Clerk confirmed there were public comments to address the Commission from the following persons:

- Jason Lindsey, Ironworkers Local 378
- Brandon Phillips, NorCal Carpenters Union, Local 713
- Timothy Cooper, Lam Research
- Kelly Lynch, Overton Moore Properties
- Ashley Vera, City of Livermore
- Paul Spence, Assistant City Manager, City of Livermore
- Kelly Abreu, Fremont Resident

Chair Brown proceeded to close the public hearing.

Chair Brown invited further questions or comments from the Commission.

Commissioner Sblendorio provided a history of findings, facts in support of findings, and a statement of overriding consideration regarding the Environmental Impact Report (EIR) for the SMP 39/SMP40 project.

Commissioner Marchand motioned with a second from Commissioner Sblendorio to adopt the draft resolution identified as Attachment 1 and 2, approving the reorganization proposal and sphere amendment of the affected territory to the City of Livermore with an additional term and condition that LAFCO adopts the City of Livermore’s statement of overriding considerations for the conversion of prime agricultural land, due to the EIR having identified significant and

unavoidable environmental impacts.

Chair Brown mentioned that the goal of moving things forward for transportation is also balanced with urban separators, which is clearly stated in the city's general plan and important for the community.

AYES: Brown, Faria, Haubert, Johnson, Marchand, Miley, and Sblendorio
NOES: None
ABSENT: None
ABSTAIN: None

The motion was unanimously approved 7-0.

6. AUTHORIZATION TO EXECUTE ALTERNATE LEGAL COUNSEL CONTRACT – (BUSINESS)

The item presented is to consider approving a draft contractual agreement hiring Best Best & Krieger as Alameda LAFCO's alternate legal counsel during the negotiation process for a new Memorandum of Understanding (MOU) with the County of Alameda.

Executive Officer Jones asked the Commission to authorize the Executive Officer to execute an agreement with Best Best and Krieger for a one-year period in an amount not exceeding \$60,000, as needed, for alternate legal services during the negotiation process. Recommendation to approve the contract agreement with the distinction that no conflict of interest exists with current legal counsel for the MOU negotiations and the approval of a contract with Best Best and Krieger.

Commissioner Johnson mentioned the subcommittee reviewed the proposal from Best Best and Krieger and stated they have a lot of experience in working with LAFCOs to be independent, and they are best suited to work well with current Commission Counsel and guiding us into the right thing to do.

Chair Brown invited Commissioner questions. There were none.

Chair Brown invited public comments. The Commission Clerk confirmed there was one public comment to address the Commission from the following person:

- Kelly Abreu, Fremont Resident

Chair Brown proceeded to close the public hearing.

Alternate Commissioner Woerner stated Andrew Massey, Commission Counsel, has done a great job, and going forward in negotiating with the County he was in full support of Andrew Massey supplementing outside Counsel by being involved during the MOU negotiation process.

Commissioner Johnson motioned with a second from Commissioner Marchand to approve the

contract agreement with the distinction that no conflict of interest exists with current legal counsel for the MOU negotiations and the approval of a contract with Best Best and Krieger.

AYES: Brown, Faria, Haubert, Johnson, Marchand, Miley, and Sblendorio
NOES: None
ABSENT: None
ABSTAIN: None

The motion was unanimously approved 7-0.

7. CALAFCO ANNUAL CONFERENCE AND ACHIEVEMENT AWARD NOMINATIONS (BUSINESS)

Executive Officer Jones reported that the California Association of Local Agency Formation Commissions (CALAFCO) will host the Annual Conference, scheduled for October 16th-18th, at the Tenaya Lodge outside Yosemite. Recommendation to appoint a voting delegate and alternate voting delegate for the 2024 CALAFCO Annual Conference and advise staff on any nominations for the CALAFCO Board of Directors or Achievement Awards.

Chair Brown asked if anyone was interested in attending the CALAFCO Annual Conference. Commissioners Johnson, Sblendorio, and Vonheeder-Leopold will be attending.

Commissioner Sblendorio motioned with a second from Commissioner Marchand to appoint Commissioner Johnson as the voting delegate and Alternate Commissioner Vonheeder-Leopold as the alternate voting delegate.

AYES: Brown, Faria, Haubert, Johnson, Marchand, Miley, and Sblendorio
NOES: None
ABSENT: None
ABSTAIN: None

The motion was unanimously approved 7 – 0.

8. MATTERS INITIATED BY MEMBERS OF THE COMMISSION

- None

9. EXECUTIVE OFFICER REPORT

- County of Alameda Memorandum of Understanding for Contract Services update
- University of California Berkeley on LAFCO Water System Consolidation Report update

10. INFORMATIONAL ITEMS

- a. Current and Pending Proposals
- b. Progress Report on 2023-2024 Work Plan
- c. CALAFCO Annual Conference from October 16th – October 18 near Yosemite, California

11. ADJOURNMENT OF REGULAR MEETING

Chair Brown adjourned the meeting at 3:07 p.m.

Next Meetings of the Commission

Policy and Budget Committee Meeting

Thursday, August 1, 2024, at 2:00 p.m., Dublin City Hall, Bray Community Room

Regular Meeting

Thursday, September 12, 2024, at 2:00 p.m., Dublin City Hall, Council Chambers

I hereby attest the minutes above accurately reflect the Commission's deliberations at its July 11, 2024 meeting.

ATTEST,



April L. Raffel
Commission Clerk

DRAFT

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LAFCO

Alameda Local Agency Formation Commission

AGENDA REPORT
October 11, 2024
Item No. 5b

TO: Alameda Commissioners
FROM: Rachel Jones, Executive Officer
SUBJECT: **Approval of Meeting Dates for Calendar Year 2025**

The Commission will consider setting regular dates for the upcoming calendar year as required under policy. Regular meeting dates are proposed for each odd numbered month with the resulting dates falling on January 9th, March 13th, May 8th, July 10th, September 11th, and November 13th.

Information

It is the policy of Alameda LAFCO (“Commission”) to set its meeting schedule for the proceeding calendar year every September. All regular meetings are typically held on the second Thursday of each odd numbered month. The proposed meeting schedule is as follows:

January 9, 2025	Thursday 2:00 P.M. Dublin City Council Chambers	Regular Meeting
March 13, 2025	Thursday 2:00 P.M. Dublin City Council Chambers	Regular Meeting
May 8, 2025	Thursday 2:00 P.M. Dublin City Council Chambers	Regular Meeting
July 10, 2025	Thursday 2:00 P.M. Dublin City Council Chambers	Regular Meeting
September 11, 2025	Thursday 2:00 P.M. Dublin City Council Chambers	Regular Meeting
November 13, 2025	Thursday 2:00 P.M. Dublin City Council Chambers	Regular Meeting

Discussion

This item is for the Commission to formally set meeting dates for the upcoming calendar year as required under policy. This includes considering anticipated workload and Commission preferences in holding meetings.

Alternatives for Action

The following alternatives are available to the Commission:

Alternative One (Recommended):

Approve regular meeting dates on the following odd-numbered Thursdays: January 9th, March 13th, May 8th, July 10th, September 11th, and November 13th.

Alternative Two:

Continue consideration of the report to a future meeting and provide direction to staff for additional information as needed.

Recommendation

It is recommended the Commission proceed with Alternative Action One.

Procedures

This item has been placed on Alameda LAFCO's agenda as part of the consent calendar. A successful motion to approve the consent calendar will include taking affirmative action on the staff recommendation as provided unless otherwise specified by the Commission.

Respectfully,

A handwritten signature in blue ink, appearing to read "Rachel Jones", with a long horizontal flourish extending to the right.

Rachel Jones
Executive Officer

Attachments: none



TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer

SUBJECT: Amendment to Agreement | Roseanne Chamberlain for Consultant Services

The Alameda Local Agency Formation Commission (LAFCO) will consider amending its existing agreement with consultant Roseanne Chamberlain for the completion of an independence study.

Background

At its March 14th regular meeting, the Commission established an Ad Hoc Committee to review and negotiate its Memorandum of Understanding (MOU) Agreement with the County of Alameda for support services. The Committee’s primary objective is to review the current agreement, identify areas for improvement, and negotiate terms that align with the interests and objectives of both parties.

Upon the consideration of the Ad Hoc MOU Committee (Commissioners Johnson, Sblendorio, and Woerner), it was recommended that LAFCO seek a consultant to conduct a comprehensive assessment of LAFCO’s operational needs. In order to facilitate a thorough evaluation and to ensure that the findings of this assessment are fully incorporated into the next MOU, an extension of the current MOU was necessary.

Alameda LAFCO and the County of Alameda approved a six-month extension of the MOU starting on June 30, 2024. This extension includes the possibility of up to six additional one-month extensions, if necessary, not to exceed a total extension period of one year.

The Committee interviewed the following consultants to lead the independence study – Berkson Associates, Matrix Consulting, RGS, and Roseanne Chamberlain. The Committee selected Ms. Chamberlain to conduct the comprehensive report given her extensive LAFCO knowledge working as an Executive Officer for over thirty years, undergoing a recent process as the Executive Officer at Amador LAFCO, and her cost for services

Under the Commission’s Policies and Procedures, the Executive Officer authorized its the small contracting authority to approve the contract with Roseanne Chamberlain of \$5,000 for the first phase of the study.

PHASE 1:

The report will describe administrative functions of the **eight comparison LAFCOs** which are defined:

- Marin LAFCO, Orange LAFCO, Butte LAFCO, Fresno LAFCO, El Dorado LAFCO, San Diego LAFCO; Contra Costa LAFCO; Solano LAFCO

PHASE 2:

Included in the report, **identifying options** and alternatives for the following administrative services:

- Legal Counsel, Office Space, Capital Assets, Human Resources/Payroll, Banking/Accounting, Audit, Benefits/Retirement, IT, Website, Insurance/Risk Management.

1: BECOMING AN EMPLOYER – This includes outlining the employer requirements and resource options if LAFCO chooses to hire its own employees. It also includes identification of possible consequences and implications for the organization.

2: OTHER POSSIBLE PARTNERSHIPS – This includes identifying alternative models for the operation and administration of LAFCO, and surfacing key issues relevant to their feasibility for LAFCO.

Discussion

Ms. Chamberlain has completed the first phase of the study to support and guide the Commission's decision-making in the MOU negotiating process. Staff requests the Commission amends Ms. Chamberlain's contract from \$5,000 to \$12,500 to complete the final phase of the study.

Staff requests the Commission approve and authorize the Executive Officer to sign an amendment to the agreement with Ms. Roseanne Chamberlain to:

1. Increase the contract amount by \$7,500 for a total contract not-to-exceed amount of \$12,500 to include Roseanne Chamberlain's costs associated with the completion of the second phase of the LAFCO independence study.

The draft amendment is included as Attachment 1 along with a copy of the existing contract set to expire on July 26, 2025.

Alternatives for Action

The following alternatives are available to the Commission:

Alternative One (Recommended):

Authorize the Executive Officer to sign an amendment to the agreement with Roseanne Chamberlain to increase the contract amount by \$7,500, for a total not-to-exceed amount of \$12,500.

Alternative Two:

Continue consideration of the report to a future meeting and provide direction for more information as needed.

Alternative Three:

Deny the amendment to the agreement.

Recommendation

It is recommended the Commission proceed with Alternative Action One.

Procedures

This item has been placed on Alameda LAFCO's agenda as part of the consent calendar. A successful motion to approve the consent calendar will include taking affirmative action on the staff recommendation as provided unless otherwise specified by the Commission.

Respectfully,



Rachel Jones
Executive Officer

Attachments:

1. Amendment to Agreement – Roseanne Chamberlain
2. Contract Agreement – Roseanne Chamberlain

PO/Contract #

AGREEMENT AMENDMENT

Reference is made to that contract entered into on the 26th day of July 2024, by and between the Alameda Local Agency Formation Commission, a public agency of the State of California, hereinafter "Alameda LAFCo," and Ms. Roseanne Chamberlain, a consultant duly qualified in the State of California, whose principal place of business is 4900 Monterey Way, Sacramento, CA 95822, hereinafter the "Contractor," and together, the "Parties" ("the Agreement").

WHEREAS, the Agreement included a two-phase scope of work, pursuant to which Contractor would perform Phase 1, and not proceed to Phase 2 absent direction and approval of Alameda LAFCo through an amendment of the Agreement that funded the Phase 2 work; and

WHEREAS, Alameda LAFCo desires to have the Contractor perform Phase 2 of the scope of work, which will necessitate increasing the not-to-exceed amount of the Agreement to fund the additional phase of the work; and

NOW, THEREFORE, for good and valuable consideration, the Parties agree as follows:

Said Agreement is hereby amended as follows:

1. Contractor shall proceed with Phase 2 of the Scope of Work as described in Exhibit A to the Agreement.
2. Increase the contract amount by \$7,500 for a total contract not-to-exceed amount of \$12,500.

This amendment is effective October 11, 2024. Except as specifically amended, the remaining provisions of the Agreement remain in full force and effect.

IN WITNESS THEREOF, the parties hereto have executed this amendment.

Alameda LAFCO

Contractor

Roseanne Chamberlain

By: _____
Rachel Jones, LAFCO Executive Officer

By: _____
Roseanne Chamberlain

Date: _____

Date: _____

APPROVED AS TO FORM

Address:

Andrew Massey, LAFCO Legal Counsel

4900 Monterey Way
Sacramento, CA 95822

Taxpayer ID#: 566-78-7931

P.O./Contract # _____

**ALAMEDA LAFCO, ALAMEDA COUNTY, STATE OF CALIFORNIA
STANDARD AGREEMENT**

THIS AGREEMENT, made and entered into this 26th day of July, 2024 by and between the ALAMEDA LOCAL AGENCY FORMATION COMMISSION, a public agency of the State of California, hereafter called the "Alameda LAFCO", and Roseanne Chamberlain., a consultant duly qualified in the State of California, whose principal place of business 4900 Monterey Way, Sacramento, CA 95822 is hereafter called the "Contractor."

WITNESSETH

WHEREAS, the Alameda LAFCO desires to obtain professional consulting services related to the completion of an independence study described in Exhibit A attached hereto ("Services"); and

WHEREAS, Contractor is professionally qualified to provide such services; and

WHEREAS, the Alameda LAFCO desires to retain and employ the services of Contractor in connection with such work, and Contractor is agreeable with such employment.

NOW, THEREFORE, it is agreed that the Alameda LAFCO does hereby retain and employ Contractor to provide the Services in connection with such work, and Contractor accepts such employment, on the terms and conditions hereinafter specified in this Agreement and additional provisions attached hereto, and the following described exhibits, all of which are incorporated into this Agreement by this reference:

Exhibit A	Scope of Services
Exhibit B	Payment Terms
Exhibit C	Insurance Requirements

CONTRACT PERIOD will be from July 26, 2024 through July 26, 2025. This Agreement may be extended by mutual agreement of both parties hereto, in writing not less than thirty (30) days prior to the expiration of this Agreement.


COMPENSATION: The Alameda LAFCO agrees to pay Contractor, pursuant to the terms set forth in Exhibit B, for services performed hereunder in a total amount not to exceed \$5,000 for the term of the current agreement, including all expenses, contingencies, and other miscellaneous expenses.

ADDITIONAL PROVISIONS, pages 3 through 11, attached hereto constitute a part of this agreement.

IN WITNESS WHEREOF, the parties hereto have executed this agreement as of the day and year first above written.

ALAMEDA LAFCO

CONTRACTOR

By: 
Rachel Jones
LAFCO EXECUTIVE OFFICER


CONTRACTOR

By: _____

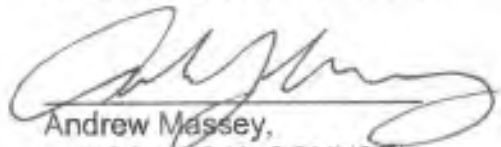
Title PRINCIPAL

Roseanne Chamberlain
4900 Monterey Way
Sacramento, CA 95822

Address

Tax Payer I.D. # 566-78-7931

APPROVED AS TO FORM:


Andrew Massey,
LAFCO LEGAL COUNSEL

I hereby certify under penalty of perjury that the Executive Officer of the Alameda LAFCO was duly authorized to execute this document on behalf of the Alameda LAFCo by its Small Contracting Authority Policy on July 26, 2024.

Date: _____

ATTEST:

Alameda LAFCO
County of Alameda
State of California

By: _____

ADDITIONAL PROVISIONS

1. **EMPLOYER/EMPLOYEE RELATIONSHIP:** No relationship of employer and employee is created by this Agreement, it being understood that Contractor shall act hereunder as an independent Contractor; that Contractor shall not have any claim under this Agreement or otherwise against the Alameda LAFCO for seniority, vacation time, vacation pay, sick leave, personal time off, overtime, health insurance, medical care, hospital care, retirement benefits, Social Security, disability, Workers' Compensation, or unemployment insurance benefits, civil service protection, or employee benefits of any kind; that Contractor shall be solely liable for and obligated to pay directly all applicable taxes, including, but not limited to, Federal and State income taxes, and in connection therewith Contractor shall indemnify and hold the Alameda LAFCO harmless from any and all liability which the Alameda LAFCO may incur because of Contractor's failure to pay such taxes; that Contractor does, by this Agreement, agree to perform his/her said work and functions at all times in strict accordance with currently approved methods and practices in his/her field and that the sole interest of the Alameda LAFCO is to ensure that said service shall be performed and rendered in a competent, efficient, timely and satisfactory manner and in accordance with the standards required by the agency concerned. Notwithstanding the foregoing, if the Alameda LAFCO determines that pursuant to state and federal law Contractor is an employee for purposes of income tax withholding, the Alameda LAFCO shall, upon two weeks notice to Contractor withhold from the payments to Contractor hereunder federal and state income taxes and pay said sums over to the Federal and State governments.
2. **HOLD HARMLESS/INDEMNIFICATION:** To the fullest extent permitted by law, Contractor shall hold harmless, defend and indemnify Alameda LAFCO, its Commissioners, employees and agents from and against any and all claims, losses, damages, liabilities and expenses, including but not limited to attorneys' fees, arising out of or resulting from the performance of services under this Agreement, provided that any such claim, loss, damage, liability or expense is attributable to bodily injury, sickness, disease, death or to injury to or destruction of property, including the loss therefrom, or to any violation of federal, state or municipal law or regulation, which arises out of or is any way connected with the performance of this agreement (collectively "Liabilities") except where such Liabilities are caused solely by the negligence or willful misconduct of any indemnitee. Alameda LAFCO may participate in the defense of any such claim without relieving Contractor of any obligation hereunder. The obligations of this indemnity shall be for the full amount of all damage to Alameda LAFCO, including defense costs, and shall not be limited by any insurance limits.
3. **INSURANCE AND BOND:** Contractor shall at all times during the term of the Agreement with Alameda LAFCO maintain in force those insurance policies as designated in the attached Exhibit C, "Insurance Requirements," and will comply with all those requirements as stated herein.
4. **WORKERS' COMPENSATION:** Contractor shall provide Workers' Compensation insurance at Contractor's own cost and expense and further, neither the Contractor nor its carrier shall be entitled to recover from the Alameda LAFCO any costs, settlements, or expenses of Workers' Compensation claims arising out of this agreement.
5. **CONFORMITY WITH LAW AND SAFETY:**
 - A. Contractor shall observe and comply with all applicable laws, ordinances, codes and regulations of governmental agencies, including federal, state, municipal, and local governing bodies, having jurisdiction over the scope of services or any part hereof, including all provisions of the Occupational Safety and Health Act of 1979 and all amendments thereto, and

all applicable federal, state, municipal, and local safety regulations. All services performed by Contractor must be in accordance with these laws, ordinances, codes and regulations. Contractor shall indemnify and hold Alameda LAFCO harmless from any and all liability, fines, penalties and consequences from any noncompliance or violations of such laws, ordinances, codes and regulations. If a provision of this Agreement is found to be invalid, the parties legally, commercially, and practicably can continue this Agreement without that provision, and the remainder of this Agreement shall continue in force and effect unless an essential purpose of this Agreement would be defeated by the loss of such provision. In the event any of the terms, conditions, or provisions of this Agreement are held to be illegal or otherwise unenforceable, such term, condition or provision shall be deemed severable from the remainder of this Agreement and shall not cause any other part or provision of this Agreement to be illegal or unenforceable.

- B. Accidents: If death, serious personal injury or substantial property damage occurs in connection with the performance of this agreement, Contractor shall immediately notify Alameda LAFCO by telephone. Contractor shall promptly submit to Alameda LAFCO a written report, in such form as may be required by Alameda LAFCO of all accidents which occur in connection with this Agreement. This report must include the following information: (1) name and address of the injured or deceased person(s); (2) name and address of Contractor's subcontractor, if any; (3) name and address of Contractor's liability insurance carrier; and (4) a detailed description of accident and whether any of LAFCO's equipment, tools, material, or staff were involved. Contractor further agrees that it shall take all reasonable steps to preserve all physical evidence and information which may be relevant to accidents or circumstances surrounding a potential claim, while maintaining public safety. Contractor shall provide Alameda LAFCO the opportunity to review and inspect such evidence, including the scene of the accident.
6. PAYMENT: Payment to Contractor will be made only upon presentation of proper invoice by Contractor subject to the approval of Alameda LAFCO, and in accordance with this Agreement and its Exhibit B.
7. ROYALTIES AND INVENTIONS: The Alameda LAFCO shall have a royalty-free, exclusive and irrevocable license to reproduce, publish and use the results produced in the course of or under this Agreement; and Contractor shall not publish any such material relating to Alameda LAFCO without prior consent of Alameda LAFCO.
8. CONFIDENTIALITY OF INFORMATION: Confidential information is defined as all information disclosed to Contractor which relates to Alameda LAFCO's past, present, and future activities, as well as activities under this Agreement. Contractor will hold all such information with the same degree of care which Contractor utilizes to protect its own data of a similar nature. Upon cancellation or expiration of this Agreement, Contractor will return to Alameda LAFCO all written or descriptive matter which contains any such confidential information.
9. CONFLICT OF INTEREST: No officer, member, or employee of Alameda LAFCO and no member of its governing body shall have any pecuniary interest, direct or indirect, in this Agreement or the proceeds thereof. No Contractor, nor any member of Contractor's family shall serve on the Alameda LAFCO, or hold any such position which either by rule, practice or action nominates, recommends, or supervises Contractor's operations, or authorizes funding to Contractor. Contractor shall immediately bring to Alameda LAFCO's attention any situation in which its client has, or is reasonably likely to have an application or other matter pending before Alameda LAFCO. The

provisions of this Agreement are not exclusive, and thus Alameda LAFCo may at its discretion appoint a different firm to serve as its consultant in the event of a conflict. Contractor agrees not to assign any of the key personnel identified in Exhibit A to any matter that is, or is likely to be pending before Alameda LAFCO regardless of whether Alameda LAFCO in its discretion decides to hire another firm to avoid a conflict.

10. **USE OF ALAMEDA LAFCO PROPERTY:** Contractor shall not use Alameda LAFCO premises or property (including equipment, instruments and supplies) or personnel for any purpose other than in the performance of his/her obligations under this Agreement.
11. **EQUAL EMPLOYMENT OPPORTUNITY PRACTICES/PROVISIONS:** Contractor assures that it will comply with Title VII of the Civil Rights Act of 1964 and that no person shall, on the grounds of race, creed, color, disability, sex, sexual orientation, national origin, age, religion, Vietnam era Veteran's status, political affiliation, or any other non-merit factor, be excluded from participation in, be denied the benefits of, or be otherwise subjected to discrimination under this Agreement.
 - A. Contractor shall, in all solicitations or advertisements for applicants for employment placed as a result of this Agreement, state that it is an "Equal Opportunity Employer" or that all qualified applicants will receive consideration for employment without regard to their race, creed, color, disability, sex, sexual orientation, national origin, age, religion, Vietnam era Veteran's status, political affiliation, or any other non-merit factor.
 - B. Contractor shall, if requested to so do by Alameda LAFCO, certify that it has not, in the performance of this Agreement, discriminated against applicants or employees because of their race, creed, color, disability, sex, sexual orientation, national origin, age, religion, Vietnam era Veteran's status, political affiliation, or any other non-merit factor.
 - C. If requested to do so by Alameda LAFCO, Contractor shall provide Alameda LAFCO with access to copies of all of its records pertaining or relating to its employment practices, except to the extent such records or portions of such records are confidential or privileged under State or Federal law.
 - D. Contractor shall recruit vigorously and encourage minority- and women-owned businesses to bid its subcontracts.
 - E. Nothing contained in this contract shall be construed in any manner so as to require or permit any act which is prohibited by law.
 - F. The Contractor shall include the provisions set forth in paragraphs A through E (above) in each of its subcontracts.
12. **ASSIGNMENT OF CONTRACT:** Nothing contained in this Agreement shall be construed to permit assignment or transfer by Contractor of any rights under this Agreement and such assignment or transfer is expressly prohibited and void unless otherwise approved in writing by Alameda LAFCO.
13. **DRUG-FREE WORKPLACE:** Contractor and Contractor's employees shall comply with Alameda LAFCO's policy of maintaining a drug-free workplace. Neither Contractor nor Contractor's employees shall unlawfully manufacture, distribute, dispense, possess or use controlled substances, as defined in 21 U.S. Code section 812, including marijuana, heroin, cocaine, and amphetamines, at any LAFCO facility or work site. If Contractor or any employee of Contractor is convicted or pleads

nolo contendere to a criminal drug statute violation occurring at an Alameda LAFCO facility or work site, the Contractor within five days thereafter shall notify the Executive Officer of Alameda LAFCO. Violation of this provision shall constitute a material breach of this Agreement.

14. **FEDERAL AND STATE AUDITS:** Until the expiration of five (5) years after the furnishing of any services pursuant to this Agreement, Contractor shall make available, upon written request, to the Federal/State government or any of their duly authorized representatives, this Agreement, and such books, documents, and records of Contractor that are necessary to certify the nature and extent of the reasonable cost of services to Alameda LAFCO. If Contractor enters into any Agreement with any related organization to provide services pursuant to this Agreement with value or cost of \$10,000 or more over a twelve-month period, such Agreement shall contain a clause to the effect that until the expiration of five years after the furnishing of services pursuant to such subcontract, the related organization shall make available, upon written request, to the Federal/State government or any of their duly authorized representatives, the subcontract, and books, documents and records of such organization that are necessary to verify the nature and extent of such costs. This paragraph shall be of no force and effect when and if it is not required by law. Alameda LAFCO shall have access to Contractor's financial records for purposes of auditing payments made to Contractor hereunder. Such records shall be complete and available for audit ninety (90) days after final payment is made to Contractor hereunder and shall be retained and available for audit purposes for five (5) years after said final payment hereunder.
15. **TIME IS OF THE ESSENCE** in each and all of the provisions of this agreement.
16. **AMENDMENT:** No change, alteration, variation, modification of the terms, termination or discharge of this Agreement shall be valid unless made in writing and signed by the parties hereto.
17. **ASSURANCE OF PERFORMANCE:** If at any time Alameda LAFCO believes Contractor may not be adequately performing its obligations under this Agreement, that Contractor may fail to complete the Services as required by this Agreement, or has provided written notice of observed deficiencies in Contractor's performance, Alameda LAFCO may request from Contractor prompt written assurances of performance and a written plan to correct the observed deficiencies in Contractor's performance. Contractor shall provide such written assurances and written plan within ten (10) calendar days of receipt of Alameda LAFCO's written request and shall thereafter diligently commence and fully perform such written plan. Contractor acknowledges and agrees that any failure to provide written assurances and a written plan to correct observed deficiencies, in the required time, to diligently commence and fully perform such written plan, is a material breach under this Agreement.
18. **KEY PERSONNEL:** Contractor shall identify himself as key personnel assigned to perform services in Exhibit A and obtain Alameda LAFCO approval of any substitution by the Contractor of key personnel.
19. **SUBCONTRACTORS:** Contractor shall identify and obtain Alameda LAFCO approval of all subcontractors. Nothing provided herein shall create any obligation on the part of Alameda LAFCO to pay or to see to the payment by Contractor of any monies to any subcontractor, supplier or vendor, nor create any relationship in contract or otherwise, express or implied between any such subcontractor, supplier or vendor and Alameda LAFCO. Approval by Alameda LAFCO of any subcontractor shall not constitute a waiver of any right of Alameda LAFCO to reject defective work, material or equipment, not in compliance with the requirements of this Agreement.

20. CHOICE OF LAW: This Agreement, and any dispute arising from the relationship between the parties to this Agreement, shall be governed by the laws of the State of California, excluding any laws that direct the application of another jurisdiction's laws, and its courts shall have jurisdiction (but not exclusive jurisdiction) to hear and determine all questions relating to this Agreement.
21. WAIVER: Any failure of a party to assert any right under this Agreement shall not constitute a waiver or a termination of that right, under this Agreement or any provisions of this Agreement.
22. ENTIRE AGREEMENT: This Agreement, including all attachments, exhibits, and any other documents specifically incorporated into this Agreement, shall constitute the entire Agreement between Alameda LAFCO and Contractor relating to the subject matter of this Agreement. As used herein, Agreement refers to any documents incorporated herein by reference and any exhibits or attachments. This Agreement supersedes and merges all previous understandings, and all other agreements, written or oral, between the parties and sets forth the entire understanding of the parties regarding the subject matter thereof. The Agreement may not be modified except by a written document signed by both parties.
23. TERMINATION: Alameda LAFCO may terminate this Agreement with or without cause by providing thirty (30) days notice, in writing, to the Contractor. Upon the expiration of said notice, this Agreement shall become of no further force or effect whatsoever and each of the parties hereto shall be relieved and discharged here from. Alameda LAFCO may terminate at any time without notice upon material breach of the terms of this Agreement and/or in the event that Alameda LAFCO determines that the Contractor's performance is substandard or unsatisfactory.
24. SURVIVAL: The obligations of this Agreement, which by their nature would continue beyond the termination or expiration of the Agreement, including without limitation, the obligations regarding Hold Harmless/Indemnification (paragraph 2), Confidentiality of Information (paragraph 9), and Conflict of Interest (paragraph 10), shall survive termination or expiration.
25. NOTICES: All notices, requests, demands, or other communications under this Agreement shall be in writing. Notices shall be given for all purposes as follows:
 - Personal delivery: When personally delivered to the recipient, notices are effective on delivery.
 - First Class Mail: When mailed first class to the last address of the recipient known to the party giving notice, notice is effective three mail delivery days after deposit in a United States Postal Service office or mailbox.
 - Certified Mail: When mailed certified mail, return receipt requested, notice is effective on receipt, if delivery is confirmed by a return receipt.
 - Overnight Delivery: When delivered by overnight delivery (Federal Express/United Parcel Service/DHL WorldWide Express/etc.) with charges prepaid or charged to the sender's account, notice is effective on delivery, if delivery is confirmed by the delivery service.
 - Telex or facsimile transmission: When sent by telex or fax to the last telex or fax number of the recipient known to the party giving notice, notice is effective on receipt, provided that (a) a duplicate copy of the notice is promptly given by first-class or certified mail or by overnight delivery, or (b) the receiving party delivers a written confirmation of receipt. Any notice given

by telex or fax shall be deemed received on the next business day if is received after 5:00 p.m. (recipients time) or on a non-business day.

Addresses for purpose of giving notice are as follows:

To LAFCO: Alameda LAFCO
 224 West Winton, Suite 110
 Hayward, CA 94544

To Contractor: Roseanne Chamberlain
 4900 Monterey Way
 Sacramento, CA 95822

Any correctly addressed notice that is refused, unclaimed, or undeliverable because of an act or omission of the party to be notified shall be deemed effective as of the first date that said notice was refused, unclaimed, or deemed undeliverable by the postal authorities, messenger, or overnight delivery service.

Any party may change its address or telex or facsimile number by giving the other party notice of the change in any manner permitted by this Agreement.

[END OF ADDITIONAL PROVISIONS]

EXHIBIT A - SCOPE OF SERVICES *modified 8/5/24*

RG

Please note that this study is intended to facilitate informed decision making at a governance level, and will not provide sufficient specific details to represent an actionable plan for staff implementation. In this high-level assessment study, we will identify relevant requirements as well as possible options and note potential implications and consequences where appropriate. The following report will include possible approaches to be reviewed:

PHASE 1:

The report will describe administrative functions of the eight comparison LAFCOs which are defined:

Marin LAFCO, Orange LAFCO, Butte LAFCO, Fresno LAFCO, El Dorado LAFCO, San Diego LAFCO; Contra Costa LAFCO; Solano LAFCO

COMMISSION WILL DETERMINE TO MOVE TO PHASE 2 AFTER PHASE 1 IS COMPLETED.

PHASE 2:

Included in the report, identifying options and alternatives for the following administrative services:

Legal Counsel, Office Space, Capital Assets, Human Resources/Payroll, Banking/ Accounting, Audit, Benefits/Retirement, IT, Website, Insurance/Risk Management

1: BECOMING AN EMPLOYER – This includes outlining the employer requirements and resource options if LAFCO chooses to hire its own employees. It also includes identification of possible consequences and implications for the organization.

2: OTHER POSSIBLE PARTNERSHIPS – This includes identifying alternative models for the operation and administration of LAFCO, and surfacing key issues relevant to their feasibility for LAFCO.

The information contained in these deliverables will enable LAFCO to prepare recommendations for the commission, and to ensure that the report to them will have the necessary information related to its decisions in this matter. The parties will meet to create a schedule.

EXHIBIT B – CONTRACT PAYMENT TERMS

1. The Alameda LAFCO will pay Contractor for services provided herein, upon submittal of an invoice and summary report of services performed pursuant to this agreement. All services will be performed at the direction of, and with the prior authorization of, the LAFCo Executive Officer. Invoices will be approved by the Alameda LAFCO Executive Officer. Payments under the terms of this Agreement shall not exceed \$5,000. This amount includes all administrative expenses and costs, travel expenses and contingencies. For the purposes assigned in the proposal, the billing rates are as listed in the firm's proposal and shown below:

Roseanne Chamberlain - \$160

2. Payments under the terms of this Agreement shall not exceed \$5,000.
3. The term of this Agreement is July 26, 2024 to July 26, 2025.

EXHIBIT C - MINIMUM INSURANCE REQUIREMENTS

Without limiting any other obligation or liability under this Agreement, the Contractor, at its sole cost and expense, shall secure and keep in force during the entire term of the Agreement or longer, as may be specified below, the following minimum insurance coverage, limits and endorsements:

	TYPE OF INSURANCE COVERAGES	MINIMUM LIMITS
A	Commercial General Liability Premises Liability; Products and Completed Operations; Contractual Liability; Personal Injury and Advertising Liability	\$1,000,000 per occurrence (CSL) Bodily Injury and Property Damage
B	Commercial or Business Automobile Liability All owned vehicles, hired or leased vehicles, non-owned, borrowed and permissive uses. Personal Automobile Liability is acceptable for individual contractors with no transportation or hauling related	\$1,000,000 per occurrence (CSL) Any Auto Bodily Injury and Property Damage
C	Workers' Compensation (WC) and Employers Liability (EL) Required for all contractors with employees	WC: Statutory Limits EL: \$1,000,000 per accident for bodily injury or disease
D	<p>Endorsements and Conditions:</p> <ol style="list-style-type: none"> 1. ADDITIONAL INSURED: All insurance required above with the exception of Commercial or Business Automobile Liability, Workers' Compensation and Employers Liability, shall be endorsed to name as additional insured: the Alameda Local Agency Formation Commission (LAFCO), the individual members thereof, and all Alameda LAFCO officers, agents, employees, volunteers, and representatives. The Additional Insured endorsement shall be at least as broad as ISO Form Number CG 20 38 04 13. 2. DURATION OF COVERAGE: All required insurance shall be maintained during the entire term of the Agreement. In addition, Insurance policies and coverage(s) written on a claims-made basis shall be maintained during the entire term of the Agreement and until 3 years following the later of termination of the Agreement and acceptance of all work provided under the Agreement, with the retroactive date of said insurance (as may be applicable) concurrent with the commencement of activities pursuant to this Agreement. 3. REDUCTION OR LIMIT OF OBLIGATION: All insurance policies, including excess and umbrella insurance policies, shall include an endorsement and be primary and non-contributory and will not seek contribution from any other insurance (or self- insurance) available to Alameda LAFCO. The primary and non-contributory endorsement shall be at least as broad as ISO Form 20 01 04 13. Pursuant to the provisions of this Agreement insurance effected or procured by the Contractor shall not reduce or limit Contractor's contractual obligation to indemnify and defend the Indemnified Parties. 4. INSURER FINANCIAL RATING: Insurance shall be maintained through an insurer with a A.M. Best Rating of no less than A:VII or equivalent, shall be admitted to the State of California unless otherwise waived by Risk Management, and with deductible amounts acceptable to Alameda LAFCO. Acceptance of Contractor's insurance by Alameda LAFCo shall not relieve or decrease the liability of Contractor hereunder. Any deductible or self-insured retention amount or other similar obligation under the policies shall be the sole responsibility of the Contractor. 5. SUBCONTRACTORS: Contractor shall include all subcontractors as an insured (covered party) under its policies or shall verify that the subcontractor, under its own policies and endorsements, has complied with the insurance requirements in this Agreement, including this Exhibit. The additional Insured endorsement shall be at least as broad as ISO Form Number CG 20 38 04 13. 6. JOINT VENTURES: If Contractor is an association, partnership or other joint business venture, required insurance shall be provided by one of the following methods: <ul style="list-style-type: none"> – Separate insurance policies issued for each individual entity, with each entity included as a "Named Insured" (covered party), or at minimum named as an "Additional Insured" on the other's policies. Coverage shall be at least as broad as in the ISO Forms named above. – Joint insurance program with the association, partnership or other joint business venture included as a "Named Insured". 7. CANCELLATION OF INSURANCE: All insurance shall be required to provide thirty (30) days advance written notice to Alameda LAFCo of cancellation. 8. CERTIFICATE OF INSURANCE: Before commencing operations under this Agreement, Contractor shall provide Certificate(s) of Insurance and applicable insurance endorsements, in form and satisfactory to Alameda LAFCO, evidencing that all required insurance coverage is in effect. Alameda LAFCO reserves the rights to require the Contractor to provide complete, certified copies of all required insurance policies. The required certificate(s) and endorsements must be sent as set forth in the Notices provision. 	

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LAFCO

Alameda Local Agency Formation Commission

AGENDA REPORT

October 11, 2024

Item No. 5d

TO: Alameda Commissioners
FROM: Rachel Jones, Executive Officer
SUBJECT: **Conflict of Interest Code**

The Alameda Local Agency Formation Commission (LAFCO) will review its conflict-of-interest code and consider requiring no amendment.

Information

Alameda LAFCO, as a local government agency, is required by the Political Reform Act (Government Code Section 8100, *et. seq.*) to adopt and promulgate a conflict-of-interest code. The Commission adopted its first Conflict-of-Interest Code in 1990.

The last amendment to the code was adopted by the Commission at a public hearing in September of 2020 and subsequently forwarded to the Board of Supervisors, as the Code Reviewing Body, for final approval. The approved Conflict of Interest Code is attached.

Discussion

The Political Reform Act requires every public agency to review its conflict-of-interest code biennially in even numbered years and determine whether amendments are necessary. Notice of the determination must be returned to the Board of Supervisors by October 1st. Staff has reviewed the existing code and finds no reason to amend it. Staff seeks retroactive approval.

Alternatives for Action

The following alternatives are available to the Commission:

Alternative One (Recommended):

Determine that no amendment is required to the Commission’s conflict of interest code; and Direct the Executive Officer to notify the Board of Supervisors of its determination.

Alternative Two:

Continue consideration of the report to a future meeting and provide direction to staff for additional information as needed.

Recommendation

It is recommended the Commission proceed with Alternative Action One.

Procedures

This item has been placed on Alameda LAFCO's agenda as part of the consent calendar. A successful motion to approve the consent calendar will include taking affirmative action on the staff recommendation as provided unless otherwise specified by the Commission.

Respectfully,



Rachel Jones
Executive Officer

Attachments:

1. Alameda LAFCO Conflict of Interest Code

CONFLICT OF INTEREST CODE

ALAMEDA LOCAL AGENCY FORMATION COMMISSION

1. Standard Code of FPPC

The Political Reform Act (Government Code section 81000, *et seq.*) requires state and local government agencies to adopt and promulgate conflict of interest codes. The Alameda Local Agency Formation Commission ("Commission") is therefore required to adopt such a code.

The Fair Political Practices Commission ("FPPC") has adopted a regulation (2 California Code of Regulations section 18730) that contains the terms of a standard conflict of interest code, which may be incorporated by reference in an agency's code, and which may be amended by the FPPC to conform to amendments in the Political Reform Act following public notice and hearing.

2. Adoption of Standard Code of FPPC

Therefore, the terms of 2 California Code of Regulations section 18730 and any amendments or revisions adopted by the FPPC are hereby incorporated by reference. This regulation and the attached Appendix designating officials and positions and establishing disclosure categories shall constitute the Conflict of Interest Code of the Commission. This code shall take effect when approved by the Alameda County Board of Supervisors, and replace any prior adopted code.

3. Filing of Statements of Economic Interests

Designated employees and public officials who manage public investments shall file statements of economic interests with the Commission Clerk. The Commission shall make all statements available for public inspection and reproduction, pursuant to Government Code Section 81008.

APPROVED AND ADOPTED by the Alameda Local Agency Formation Commission on the 10th day of September, 2020.

/Scott Haggerty/

Scott Haggerty, Chair
Alameda Local Agency Formation Commission

I hereby certify that the foregoing is a correct copy of a conflict of interest code adopted by the Alameda Local Agency Formation Commission.



Attest: _____
Rachel Jones
LAFCO Executive Officer

APPENDIX TO

**CONFLICT OF INTEREST CODE
OF THE
ALAMEDA LOCAL AGENCY FORMATION COMMISSION**

Preamble

Any person designated in Section I of this Appendix who is unsure of any right or obligation arising under this Code may request a formal opinion or letter of advice from the FPPC or an opinion from the Commission's Legal Counsel. (Gov. Code § 83114; 2 CCR § 18730(b)(11).) A person who acts in good faith in reliance on an opinion issued to him or her by the FPPC shall not be subject to criminal or civil penalties for so acting, provided that all material facts are stated in the opinion request. (Gov. Code § 83114(a).)

Opinions rendered by Legal Counsel do not provide any statutory defense to an alleged violation of conflict of interest statutes or regulations. The prosecuting agency may, but is not required to, consider a requesting party's reliance on Legal Counsel's opinion as evidence of good faith. In addition, the Commission may consider whether such reliance should constitute a mitigating factor to any disciplinary action that the Commission may bring against the requesting party under Government Code section 91003.5.

I. Designated Employees

<u>Designated Position</u>	<u>Disclosure Category</u>
Each Commissioner	1
Each Alternate Commissioner	1
Executive Officer	1
Clérk	2
Analyst	1
Legal Counsel	1
Consultants/Planner	1*
New Position	1*

* With respect to consultants and new positions, the Executive Officer may determine that the broadest disclosure is not necessary and set interim disclosure that is more tailored to positions with a limited range of duties. This determination shall include a description of the position's duties and, based upon that description, a statement of the extent of disclosure requirements. Such determination shall include a description of the consultant's or new position's duties and, based upon that description, a statement of the extent of disclosure requirements. The Executive Officer's determination is a public record and shall be retained for public inspection by the Commission in the same manner as this Conflict of Interest Code. Nothing herein excuses any such consultant from any other provision of this Conflict of Interest Code.

II. Disclosure Categories

1. All investments and business positions in business entities, sources of income and interests in real property.
2. All investments, business positions and income, including gifts, loans and travel payments, from sources that provide leased facilities, goods, equipment, vehicles, machinery or services, including training or consulting services, of the type utilized by the Commission.

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LAFCO

Alameda Local Agency Formation Commission

AGENDA REPORT

October 11, 2024

Item No. 6

TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer

**SUBJECT: Final Report and Sphere of Influence Updates |
Countywide Municipal Service Review on Community Services**

Alameda LAFCO will receive a final report on its Countywide Municipal Service Review (MSR) focusing on community services such as street maintenance, lighting, library, parks and recreation, mosquito and vector abatement, lead abatement, and broadband services. The report returns from its draft presentation in May 2024 and subsequent public review period with appropriate revisions in its task to independently evaluate public services of the affected agencies in the region with specific attention to inform future boundary changes and sphere of influence updates of the affected agencies. This includes recommendations regarding determinations and associated sphere of influence updates in the final report.

The review identifies critical issues in service delivery, fiscal sustainability, and opportunities for improved coordination among service providers for fourteen cities, four special districts, and seven County Service Areas (CSAs), in Alameda County. One of the most significant findings is the ongoing financial and jurisdictional challenges posed by the 1992 tax-sharing agreement between the Livermore Area Park and Recreation District (LARPD) and the East Bay Regional Park District (EBRPD), which warrants further scrutiny and potentially renegotiation. The report provides detailed analyses of the capacity and financial health of these cities and districts, with specific attention to overlapping jurisdictions, service provision challenges, and potential opportunities for enhanced service coordination.

Staff recommends the Commission formally accept the final report with distribution to all the affected agencies, as well as adopt a resolution codifying the associated determinations and recommendations. A presentation of the final report will be provided by Carol Ieromnimon from the consulting firm, RSG.

Background

Municipal Service Reviews

State law directs LAFCOs to regularly prepare municipal service reviews in conjunction with updating each local agency's sphere of influence. The legislative intent of the municipal service review and its five-year cycle requirement is to proactively inform the Commission regarding the availability and sufficiency of governmental services relative to current and future community needs. The municipal service review is an important tool for LAFCO in fulfilling its legislative mandate to coordinate efficient and logical development of local government agencies and services. Municipal service reviews statutorily inform required sphere of influence updates and may also lead the Commission to take other actions under its authority, such as forming, consolidating, merging, or dissolving cities and special districts.

Work Plan

Alameda LAFCO's work plan for fiscal year 2023-2024 was adopted at a noticed public hearing on May 11, 2023 and outlined specific project goals for the fiscal year. This included completing a countywide municipal service review on community services that was initiated in 2023.

Affected Agencies

The most recent MSR covering cities and special districts in Alameda County that provided community services was completed in 2013. Municipal services offered by the cities, including community services, were also reviewed in 2018.

Four special districts, seven county service areas (CSAs) and fourteen cities were reviewed as part of this MSR:

- City of Alameda
- City of Albany
- City of Berkeley
- City of Dublin
- City of Emeryville
- City of Fremont
- City of Hayward
- City of Livermore
- City of Newark
- City of Oakland
- City of Piedmont
- City of Pleasanton
- City of San Leandro
- City of Union City

-
- | | |
|--|---|
| ▪ Castlewood CSA | ▪ Lead Abatement CSA |
| ▪ Castle Homes CSA | ▪ Alameda County Mosquito Abatement District |
| ▪ Five Canyons CSA | ▪ East Bay Regional Parks District |
| ▪ MORVA CSA | ▪ Hayward Area Recreation and Park District |
| ▪ Street Lighting CSA | ▪ Livermore Area Recreation and Park District |
| ▪ Vector Control Services District CSA | |

Draft Report and Subsequent Public Review

A public review of the draft report, which included determinations, was presented to the Commission for discussion and feedback and made available to the public at Alameda LAFCO’s regular meeting on May 9, 2024. The presentation included an overview by RSG, Senior Analyst, Monroe Roush on the service review process and key conclusions of the study. The Commission provided thorough feedback and edits to incorporate in the final report. The draft report was distributed to all the affected agencies and a 90-day public review and comment period followed, ending on August 13, 2024. The notice was published in the local newspaper and posted on the LAFCO website. RSG incorporated all the technical edits received into the final report. All key conclusions and determinations remain intact from the draft report.

The report highlights a few service challenges for the Commission’s consideration:

1. **Broadband Service Availability:** An analysis of 2020 data from the California Public Utilities Commission (CPUC) reveals that Union City, Fremont, and San Leandro, face significant challenges with broadband access, with many areas being underserved. Similarly, the eastern unincorporated regions of the County largely lack adequate broadband service coverage.
2. **Overlap of Service Boundaries:** The Livermore Area Recreation and Park District (LARPD) requests that Alameda LAFCO assess the implications of overlapping service boundaries with the East Bay Regional Park District (EBRPD) in parts of Pleasanton and the northeast corner of Alameda County. A review incorporated into the final report can determine if this overlap affects community service needs and operational efficiencies.
3. **Street Maintenance Services:** Concerns have been raised by residents within the Castlewood County Service Area (CSA) regarding the sufficiency of street maintenance services. It is advisable for the Commission to either conduct a detailed study into these concerns or request a comprehensive report from the County’s Public Works Department to ensure service adequacy.

4. **Property Tax Exchange Agreement:** LARPD has expressed concerns about its existing property tax exchange agreement with EBRPD, suggesting that it may lead to Livermore taxpayers disproportionately funding services that are predominantly provided by EBRPD. Although LAFCO does not directly engage in tax-sharing negotiations, as outlined under Revenue and Taxation Code Section 99, it can facilitate discussions between the two agencies to address and potentially recalibrate the fiscal arrangement.

Property Tax Exchange Authority:

- Under California Revenue and Taxation Code Section 99(b)(6), Alameda County is authorized to make property tax exchange determinations on behalf of special districts.
- The County's 1980 master agreement states no transfer of property taxes would occur for EBRPD annexations, meaning EBRPD would manage regional parks without additional tax allocation.

Voluntary Tax Sharing Agreement (1992):

- LARPD and EBRPD voluntarily entered into the 1992 property tax-sharing agreement despite having no obligation to do so.
- The agreement aimed to fulfill their mutual goals of providing quality park and recreation services in Murray Township.

Role of the Liaison Committee:

- The 1992 Agreement established a Liaison Committee as a collaborative forum for the two agencies.
- This committee ensures ongoing communication, addressing concerns specific to the cooperative functions of both districts. It includes at least one annual meeting dedicated to financial reviews.
- Additionally, the Liaison Committee is tasked with regularly updating their boards and conducting public meetings to increase transparency and public awareness about joint activities.

Financial Terms and Challenges:

- The agreement stipulates that EBRPD would receive a portion of the tax revenue generated in the Murray Township area. The 1992 Agreement didn't account for future changes, such as LARPD's property tax decrease due to the ERAF shift.

- LARPD's current share of the property tax has significantly reduced, impacting their ability to support large-scale maintenance projects.

LARPD's Position and Attempts at Renegotiation:

- LARPD has made several attempts to engage EBRPD in revisiting the terms of the 1992 Agreement, citing its material impact on LARPD's financial capacity.
- Despite these efforts, LARPD has not succeeded in renegotiating terms, particularly concerning the equitable distribution of property tax revenue.

The 1992 tax-sharing agreement between LARPD and EBRPD has become a central issue in this MSR. Initially designed to provide funding for park services in the Murray Township area, the agreement has led to financial strain on LARPD without offering sufficient flexibility to renegotiate terms. The key conditions of the agreement are as follows:

1. **LARPD Responsibilities:** LARPD agreed to maintain all existing and future local park and recreation facilities in the Murray Township area.
2. **EBRPD Responsibilities:** EBRPD was responsible for the acquisition, development, and maintenance of future regional parks and open spaces within the same area.
3. **Financial Agreement:** Beginning in 1993, EBRPD began receiving a share of property tax revenue from the Murray Township area. This arrangement has remained unchanged, despite significant shifts in LARPD's property tax allocation due to the Educational Revenue Augmentation Fund (ERAF) and other legislative changes.

The MSR highlights several concerns:

- **Inflexibility of the Agreement:** The agreement lacks any termination or renegotiation clauses, leaving LARPD bound to a financial structure that does not account for modern challenges or the district's changing financial needs.
- **Impact of ERAF:** LARPD's property tax revenues were significantly reduced by ERAF, while EBRPD, as a multi-county district, was exempt from these cuts. This has placed LARPD in a financially disadvantaged position, limiting its ability to fund new projects or adequately maintain existing facilities.

Discussion

This item is for Alameda LAFCO to complete its scheduled municipal service review on its countywide community services. This includes accepting a final report prepared by RSG and highlighted by an Executive Summary outlining determinations and recommendations. This also includes adopting a resolution accepting the final report of the municipal service review and all determinations required for Commission consideration under statute.

Determinative Statements and Recommendations

The resolution of approval codifies the majority of written determinations in the final report and tied to addressing all of the factors required for consideration by the Commission as part of its municipal service review mandate. These determinations include making independent statements on growth and population projections, infrastructure needs and deficiencies, fiscal standing, and opportunities and merits therein for governance alternatives. The report also identifies recommendations that call for specific action either from the Commission or one or more of the affected agencies based as part of information and analysis concluded in the report.

Some key MSR Determinations are as follows:

1. Growth and population projections

- Cities and districts across Alameda County are experiencing moderate growth, which will require ongoing investment in infrastructure and public services. Cities like Dublin, Alameda, and Livermore are adjusting their service plans to accommodate new residents, including expanding recreational facilities, parks, and public works projects.

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

- The Ashland area remains a designated Disadvantaged Unincorporated Community (DUC) within Alameda County. Services to Ashland are generally adequate, but further monitoring is recommended to ensure equitable service delivery.

3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies

- **Cities:** Cities like Albany, Berkeley, San Leandro, and Oakland continue to struggle with deferred maintenance on aging infrastructure, notably in street maintenance and park facilities. While most cities have strategic plans in place, securing long-term funding remains a challenge.
- **Special Districts and CSAs:** While most special districts deliver adequate services, districts such as Castlewood CSA have raised concerns about their capacity to meet future maintenance needs, specifically in street maintenance.

4. Financial ability of agencies to provide services

- Most special districts maintain adequate reserves to support current services. However, LARPD has highlighted significant financial constraints stemming from the 1992 property tax-sharing agreement with EBRPD, which has impacted its ability to fund critical projects and maintain service levels.

5. Status of and opportunities for shared facilities

- Few opportunities for shared facilities were identified. The City of Oakland provides library services to Emeryville and Piedmont without issues. The 2006 MSR recommendation to explore consolidation between the Vector Control CSA and Alameda County Mosquito Abatement District was deemed unlikely to improve operational efficiency.

6. Accountability for community service needs, including governmental structure and operational efficiencies

- **The Livermore Area Recreation and Park District** expressed concern that its overlapping boundaries with the **East Bay Regional Park District** may lead to decreased accountability for Livermore residents and may decrease service efficiency. At this time, it is recommended that the Commission further explore the overlapping boundaries between the two districts in order to evaluate how accountability is impacted and potential solutions.
- The Cities implement policies and procedures that ensure transparency and accountability to the public, including public notice of City Council meetings and actions and regular elections. All cities have websites and social media which provide information about their meetings, including ways to access the meetings virtually.
- Special Districts implement policies and procedures that ensure transparency and accountability to the public, including public notice of meetings and actions and regular elections. All agencies have websites and social media which provide information about their meetings, including ways to access the meetings virtually.

MSR Recommendations:

1. Castlewood CSA

- LAFCO should conduct further studies on the ability of the County Public Works Department to provide adequate services to Castlewood residents.

2. LARPD and EBRPD Property Tax Sharing Agreement

- LAFCO should facilitate discussions between LARPD and EBRPD to renegotiate a more equitable property tax sharing agreement, ensuring that it reflects current service demands and the financial constraints faced by both agencies. If negotiations are unsuccessful, LAFCO may need to explore alternative governance structures, including detachment or realignment of service areas.

3. Overlapping Boundaries

- LAFCO should further explore overlapping boundaries between LARPD and EBRPD to access accountability and consider potential solutions. A possible study would examine different service models and clarify service delivery expectations with current financial realities.
 - In fact, in October 2009, LARPD sought LAFCO's input on potential reorganization options for the District. LAFCO responded with an outline of the various ways that it is empowered to make changes in organization, including: (a) dissolution, (b) consolidation, (c) divestiture of power, or (d) transition to subsidiary district.

4. Street Maintenance

- Continue to monitor the cities of Albany, Berkeley, San Leandro, and Oakland regarding their deferred maintenance on aging infrastructure, notably in street maintenance and park facilities.

5. Broadband Service

- Continue to monitor the cities of Union City, Fremont, and San Leandro and the eastern unincorporated regions of the County that face significant challenges with broadband access, with many areas being underserved.

Sphere of Influence Review

As part of the sphere review and update, LAFCO must prepare an analysis and written statement of determinations for each agency regarding each of the following:

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

- Present and probable need for public facilities and services in the area; and
- Present capacity of public facilities and adequacy of public service that the agency provides or is authorized to provide; and
- Existence of any social or economic communities of interest in the area if the Commission determines these are relevant to the agency; and
- Present and probable need for water, wastewater, structural fire protection facilities and services of any Disadvantaged Unincorporated Communities (DUCs) within the existing sphere of influence.
- In the case of special districts, the nature, location, and extent of any functions or classes provided by existing districts.

It is recommended the Commission leave all agencies spheres as is.

Environmental Analysis

The municipal service review and related sphere of influence updates are statutorily exempt under the California Environmental Quality Control Act (CEQA) Guidelines Section 15306 Class 6 and categorically exempt under CEQA Guidelines Section 15061(b)(3), respectively.

Analysis

The final report prepared by the RSG serves three related purposes consistent with earlier Commission direction. First, it has been oriented in scope and content to serve as an independent and ongoing monitoring program on community services in Alameda County. This includes the expectation the Commission will regularly review and update the document's analysis – and make changes in assumptions and benchmarks as needed – going forward as part of future municipal service reviews. Secondly, it provides the Commission with the necessary information needed to proceed with a resolution making written determinations on the range of factors required of the membership as part of its municipal service review mandate. This includes the Commission making its own statements on population and growth, infrastructure needs and deficiencies, fiscal solvency, and governance alternatives. Third, it has been prepared to help inform subsequent decision-making by the Commission with respect to performing sphere updates, considering boundary changes, and setting future work plans. The latter feature is highlighted by telegraphing potential plan reviews, and regional committees, so the Commission may choose to schedule as special projects in subsequent fiscal years as part of separately approved work plans.

Upon adoption of the final report by the Commission, staff will finalize, and post the MSR on the LAFCO website and notify affected agencies, organizations, and interested parties that the adopted final report is now available.

In addition, if directed by the Commission, staff will do the following:

- Compile all the recommendations included in the final report and request a written response from each of the relevant agencies on their plans for implementing these recommendations, including if they do not plan to implement a recommendation.
- Update the Commission on each agency's response, monitor their implementation efforts, and seek further direction from the Commission, as necessary.

Alternatives for Action

The following alternatives are available to the Commission:

Alternative One (Recommended):

1. Accept the Countywide Municipal Service Review on *Community*; and
2. Adopt resolutions of the municipal service review and sphere of influence determinations for the affected agencies as shown in Attachment 1; and
3. Direct staff to compile all the recommendations included in the final report and request a written response from each of the relevant agencies on their plans for implementing these recommendations, including if they do not plan to implement a recommendation. Direct staff to report back to LAFCO on each agency's written response.

Alternative Two:

Continue consideration of the report to a future meeting and provide direction to staff for additional information as needed.

Recommendation

It is recommended the Commission proceed with Alternative Action One.

Procedures

This item has been placed on Alameda LAFCO's agenda for discussion as part of a public hearing. The following procedures are recommended in the consideration of this item:

1. Receive staff presentation.
2. Questions or clarifications from the Commission.
3. Open the public hearing and invite comments.
4. Discuss item and consider the staff recommendations.

Respectfully,



Rachel Jones
Executive Officer

Attachments:

1. MSR and SOI Determinations Resolution
2. Cities Community Services Municipal Service Review, Final Report
3. Special Districts Community Services Municipal Service Review, Final Report

ALAMEDA LOCAL AGENCY FORMATION COMMISSION

RESOLUTION NO. 2024-XX

**ADOPTING DETERMINATIONS AND RECOMMENDATIONS OF THE
COUNTYWIDE MUNICIPAL SERVICE REVIEW ON COMMUNITY SERVICES**

WHEREAS, the Alameda Local Agency Formation Commission, hereinafter referred to as the “Commission,” is responsible for regulating boundary changes affecting cities and special districts under the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000; and

WHEREAS, Government Code Section 56430 requires LAFCO to conduct municipal service reviews in order to prepare and update spheres of influence pursuant to Government Code Section 56425; and

WHEREAS, the Commission previously authorized the Countywide Municipal Service Review on Community Services report to be prepared including all incorporated cities in the County of Alameda (“Cities”); several special districts consisting of the Alameda County Mosquito Abatement District, East Bay Regional Park District, Hayward Area Recreation and Park District, and Livermore Area Recreation and Park District (“Special Districts”), and several county services areas consisting of Castlewood CSA, Castle Homes CSA, Five Canyons CSA, Morva CSA, Street Lighting CSA, Vector Control Services District CSA, and Lead Abatement CSA (“CSAs”); and

WHEREAS, the Commission set October 11, 2024 as a public hearing date to consider the Countywide Municipal Service Review on community services; and

WHEREAS, the Commission considered the comments received in writing and presented at the October 11, 2024 public hearing; and

WHEREAS, Countywide Municipal Service Review on Community services is Categorically Exempt from the California Environmental Quality Act (CEQA) pursuant to Section 15306 Class 6 of the CEQA Guidelines which exempts projects consisting of basic data collection, research, experimental management, and resource evaluation activities that do not result in serious or major disturbance to environmental resource studies, and that are completed strictly for information gathering purposes or as part of a study leading to an action that a public agency has not yet approved, adopted, or funded. Furthermore, approval of the spheres of influence updates contained in the Countywide Municipal Service Review on Community Services is not subject to CEQA because it does not propose any changes to the spheres of influence, and, as set forth in CEQA exemption Section 15061(b)(3), it can be seen with certainty that there is no possibility that the sphere of influence update will have a significant effect on the environment.

NOW, THEREFORE, THE COMMISSION DOES HEREBY RESOLVE, DETERMINE AND ORDER as follows:

1. The Commission finds the Countywide Community services and determinations are exempt from further CEQA review pursuant to Section 15306 Class 6 and 15061(b)(3) of the CEQA Guidelines because there are no proposed changes to the spheres of influence.

2. The service review adopts the following **MSR Determinations**:

a. Growth and Population Projections

- i. All Cities, Special Districts, and County Service Areas indicate that population growth is expected across the county within the next five years. Cities and Special Districts are preparing for this through housing elements, general plans, and master plan updates to meet future population demands.

b. Disadvantaged Unincorporated Communities (DUCs)

- i. The only designated DUC in Alameda County is Ashland, located within the Sphere of Influence (SOI) of San Leandro. Cities are not actively considering the annexation of this area, and the services to Ashland by countywide agencies are currently deemed adequate.

c. Capacity of Facilities and Adequacy of Services

- i. **Cities:** Generally, cities are providing adequate services, though Albany, Berkeley, Oakland, and San Leandro have street systems overall rated “at risk” by the Metropolitan Transportation Commission. These four cities are funding improvements and annual maintenance to their infrastructure through their Capital Improvement Plans (CIPs), but have significant deferred costs which will be a challenge to address.
- ii. **CSAs and Special Districts:** Generally provide adequate street maintenance and lighting, parks and recreation, library, and vector and mosquito control services to their residents and customers. Most agencies serving the region have the resources to maintain current levels of service and to meet expected demand in the future. Residents within Castlewood CSA expressed concerns about the ability of the Castlewood CSA to provide adequate services.
- iii. An analysis of 2020 data from the California Public Utilities Commission (CPUC) reveals that Union City, Fremont, and San Leandro, face significant challenges with broadband access, with many areas being underserved. Similarly, the eastern unincorporated regions of the County largely lack adequate broadband service coverage.

d. Financial Ability to Provide Services

- i. The financial capacity of the **Cities** is adequate for current service levels. The cost of street infrastructure upgrades is a concern for the cities of Albany, Berkeley, Oakland, and San Leandro, which are planning for the improvements in their budget documents. The cities have all adopted reserve policies which they are able to meet on an ongoing basis.

The financial capacity of special districts and CSAs is adequate for current service levels. The **Livermore Area Recreation and Park District** (“LARPD”) expressed interest in revisiting its revenue sharing agreement with the **East Bay Regional Park District** (“EBRPD”) in order to more efficiently fund deferred maintenance projects and increases in facility capacity.

e. Opportunities for Shared Facilities

- i.** The **City of Oakland** provides library services to the **City of Emeryville** and the **City of Piedmont**. In interviews with the two cities, representatives of both Emeryville and Piedmont did not express dissatisfaction with library services provided by Oakland, and expect that Oakland will continue to provide library services in the future.
- ii.** Overall, the cities did not express a broader desire for further shared community service facilities, nor did the MSR identify potential opportunities for additional shared facilities during this review.
- iii.** The 2006 MSR recommended that the **Vector Control District Services CSA** and the **Alameda County Mosquito Abatement District** explore options for consolidation and shared services and facilities. Staff at the Mosquito Abatement District indicated that the services provided by the two agencies are distinct and require different types of expertise and facilities, and that consolidation of the two agencies would likely not lead to increased operational efficiency.
- iv.** **Livermore Area Recreation and Park District** and **East Bay Regional Park District** work collaboratively to manage the Brushy Peak Preserve. LARPD also operates and maintains Camp Shelly, near Lake Tahoe. It leases the property from the US Forest Service.
- v.** **The Hayward Area Recreation and Park District** operates parks and facilities owned by other entities, including but not limited to the City of Hayward, the Hayward Unified School District, and Alameda County. The District did not express challenges with these shared facilities.
- vi.** The special districts did not express a desire for further shared facilities, nor did the MSR identify potential opportunities for additional shared facilities during this review.

f. Accountability for Community Service Needs

- i.** The cities implement policies and procedures that ensure transparency and accountability to the public, including public notice of City Council meetings and actions and regular elections. All cities have websites and social media which provide information about their meetings, including ways to access the meetings virtually.
- ii.** The cities of **Alameda** and **Oakland** have implemented “Sunshine Ordinances” which aim to make public records and meetings more accessible to the public. Both cities have independent commissions which advise elected officials on how to implement their respective Sunshine Ordinances and hear complaints about violations of the ordinances.
- iii.** Alameda community service agencies implement policies and procedures that ensure transparency and accountability to the public, including public notice of

meetings and actions and regular elections. All agencies have websites and social media which provide information about their meetings, including ways to access the meetings virtually.

- iv. The five public works CSAs (Castle Homes, Castlewood, Five Canyons, Morva, and Street Lighting) all operate under the County Public Works Agency.
- v. **The Livermore Area Recreation and Park District** expressed concern that its overlapping boundaries with the **East Bay Regional Park District** may lead to decreased accountability for Livermore residents and may decrease service efficiency. At this time, it is recommended that the Commission further explore the overlapping boundaries between the two districts in order to evaluate how accountability is impacted and potential solutions.

g. Any Other Matter Related to Effective Service Delivery, as Required by Commission Policy.

i. The MSR did not evaluate matters aside from those listed above.

- 3. Reaffirms the existing Spheres of Influence for the Cities, Special Districts, and CSAs as depicted in Exhibit A (attached) and makes the following determinations for the Cities, Special Districts, and CSAs pursuant to Government Code Section 56425:

a. Present and Planned Land Uses

The Cities anticipate population growth and are planning for increased housing stock through their respective planning documents, including General Plans and Housing Elements.

- i. Pursuant to Government Code Section 65302(c), general plans must include a housing element explaining how the jurisdiction will meet its part of the regional housing need. The Cities are also required by State law to submit annual progress reports on their respective general plan and housing element by April 1 for the prior year. As of the date of this report, all of the Cities have received HCD certification of their 6th Round Housing Element and have submitted annual progress reports for 2022.
- ii. The MSR identified 95 parcels throughout the County designated as prime farmland under the Williamson Act. Livermore is the only city with prime farmland parcels within its SOI.
- iii. The Special Districts and CSAs anticipate population growth within the County and are planning for growth via their respective planning documents. The Special Districts and CSAs do not have land use planning authority, which is instead reserved for the Cities and the County.
- iv. The Special Districts and CSAs in this MSR generally serve specific land uses. Four of the CSAs (**Castlewood, Castle Homes, Five Canyons, and Morva**)

almost exclusively serve residential customers in small, unincorporated residential areas. The park districts focus on managing open space, parks, trails, and recreational facilities. The **Lead Abatement CSA** serves residential land uses, focusing primarily on structures built prior to 1978 in the cities of Alameda, Berkeley, Emeryville, and Oakland.

- v. The MSR identified 95 parcels throughout the County designated as prime farmland under the Williamson Act. All 95 parcels are within the SOI of the Livermore Area Recreation and Park District.

b. Present and Probable Need for Facilities and Services

- i. The Cities are generally providing adequate community services to residents within their respective SOIs, and have the resources to meet expected demand in the future.
- ii. **Albany, Berkeley, Oakland, and San Leandro** have street systems which do not meet standards set by the Metropolitan Transportation Commission, the transportation planning agency for the Bay Area. These cities are generally funding annual street maintenance and some upgrades through their CIP process.
- iii. Special Districts and CSAs are providing adequate services to their residents and customers. These agencies serving the region have the resources to maintain current levels of service and to meet expected demand in the future.

c. Present Capacity and Adequacy of Public Facilities and Services

- i. The present capacity of the public facilities operated by the Cities is adequate to provide community services to their residents and customers. However, the **cities of Albany, Berkeley, Oakland, and San Leandro** all have significant deferred street maintenance costs which will require future improvements to meet any growth in population and development occurring within the next five years.
- ii. The present capacity of the public facilities operated by the Special Districts and CSAs in the County is generally adequate to provide community services to their residents and customers.
- iii. Residents of the **Castlewood CSA** have expressed concern about the adequacy of the services provided by the CSA and potential assessment increases. The MSR recommends that the Commission further study the ability of the public works CSAs to provide services.

d. Social or Economic Communities of Interest

Alameda County includes one DUC, the 1,137-acre Ashland community, within the southeast portion of San Leandro's SOI. Ashland receives community services from the following agencies:

- Mosquito Abatement: Alameda County Mosquito Abatement District
- Vector Control: Vector Control Services District County Service Area
- Lead Abatement: Alameda County
- Library: Alameda County Library
- Street Maintenance and Lighting: Alameda County
- Parks and Recreation: Hayward Area Recreation and Park District

Aside from Ashland, other unincorporated areas are located in the SOIs of Berkeley, Dublin, Fremont, Hayward, Livermore, Pleasanton, and San Leandro. Among these areas are the unincorporated communities of Castro Valley, Cherryland, Fairview, Sunol, and San Lorenzo. In general, these unincorporated areas receive community services from countywide districts and CSAs and the County itself. The Hayward Area Recreation and Park District is the designated parks and recreation services provider for Castro Valley, Cherryland, Fairview, and San Lorenzo.

- e. **Present and Probable Need for Public Facilities and Services by any DUCs within the Existing SOIs**
 - i. The Ashland community within the San Leandro SOI is the only DUC in the County. Service providers did not indicate any challenges with providing community services to Ashland. San Leandro is not actively considering exploring annexation of Ashland into its SOI.
- f. **Retain the existing Spheres of Influence for all Cities, Special Districts, and CSAs included in the MSR.**

4. The service review adopts the following **MSR Recommendations**:

- a. Residents of the **Castlewood CSA** expressed concerns about the ability of the Castlewood CSA to provide adequate services. It is recommended that the Commission further study the ability of the County Public Works Agency to provide services to their residents.
- b. It is recommended the Commission facilitate the discussions with **LARPD and EBRPD** regarding the possibility of negotiating a new property tax sharing agreement.
- c. **The Livermore Area Recreation and Park District** expressed concern that its overlapping boundaries with the **East Bay Regional Park District** may lead to decreased accountability for Livermore residents and may decrease service efficiency. At this time, it is recommended that the Commission further explore the overlapping boundaries between the two districts in order to evaluate how accountability is impacted and potential solutions. LAFCO may also consider further studying the intricacies of the 1992 Agreement and the overlapping boundaries and services between the two districts by way of a special study. This study could explore how the districts are sharing responsibilities for parks and recreation services in the Livermore area, and whether they are sharing resources in a manner that is aligned with the shared

services and/or meets the terms and conditions of the 1992 Agreement. If an agreement cannot be reached, the agencies may explore potential detachment to correct the existing overlapping areas. The Commission may also further explore the overlapping boundaries between the two districts in order to evaluate whether the services provided by each agency are redundant

- d. Continue to monitor the cities of Union City, Fremont, and San Leandro and the eastern unincorporated regions of the County that face significant challenges with broadband access, with many areas being underserved.
- e. Continue to monitor the cities of Albany, Berkeley, San Leandro, and Oakland regarding their deferred maintenance on aging infrastructure, notably in street maintenance and park facilities
- f. The **Estuary Bridges CSA** was originally formed to finance the operation and maintenance of three draw bridges which cross the Oakland Estuary between the City of Oakland and the City of Alameda. The CSA is currently inactive, with a zero SOI and no assessments or funding sources. In 2006, Alameda LAFCO adopted a policy to encourage dissolution of the CSA. It is recommended that LAFCO initiate **dissolution** of the CSA.
- g. There are two inactive library CSAs in Alameda County: the **Castro Valley Library CSA** and the **Dublin Library CSA**. LAFCO adopted a zero SOI for both CSAs in 2006, which recommended that the County dissolve both CSAs if neither was used by 2009. It is recommended that LAFCO initiate **dissolution** of the CSAs.

PASSED AND ADOPTED by the Alameda Local Agency Formation Commission on October 11, 2024 by the following vote:

AYES:

NOES:

ABSTAIN:

ABSENT:

APPROVED:

ATTEST:

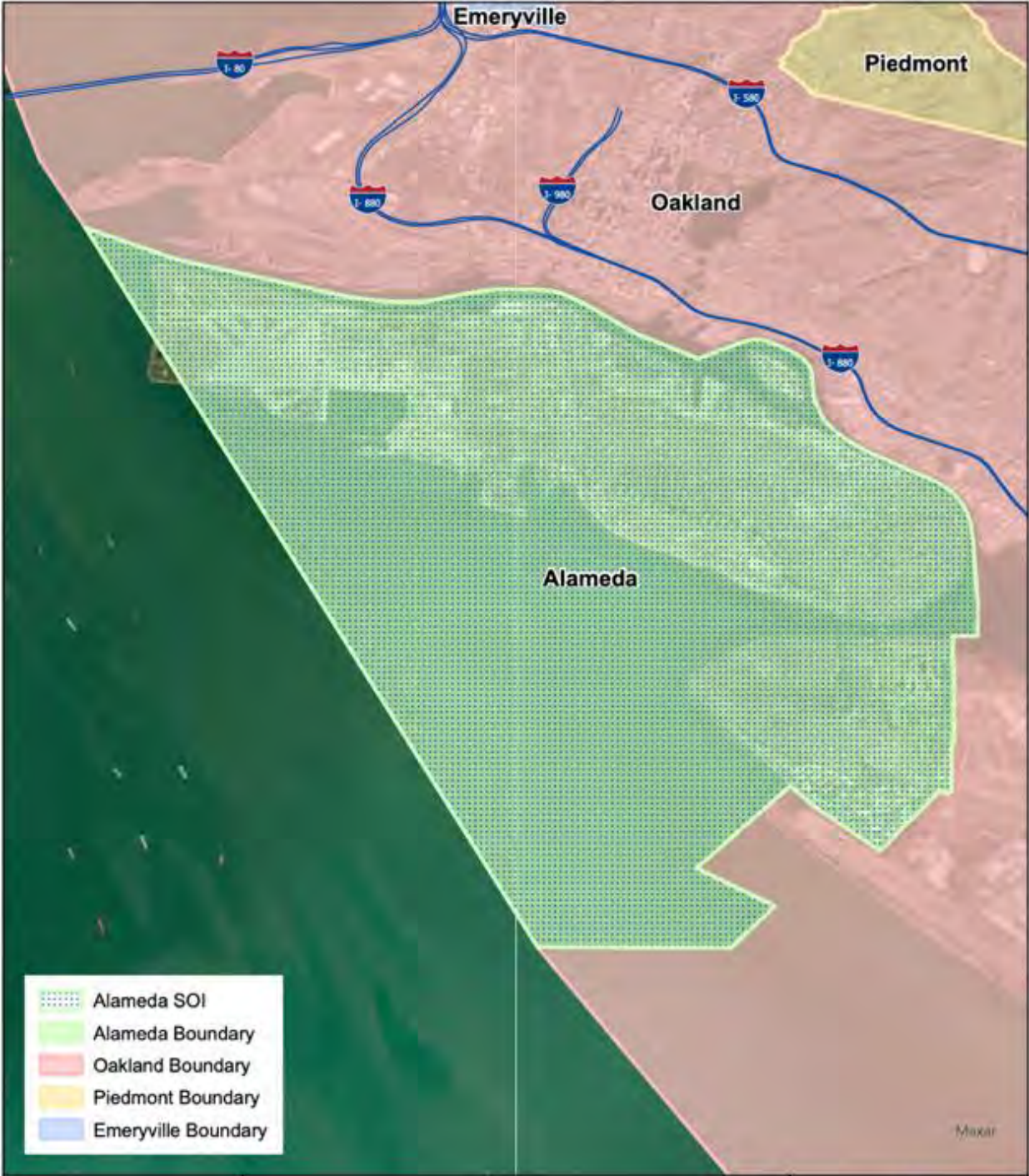
Karla Brown
Chair

Rachel Jones
Executive Officer

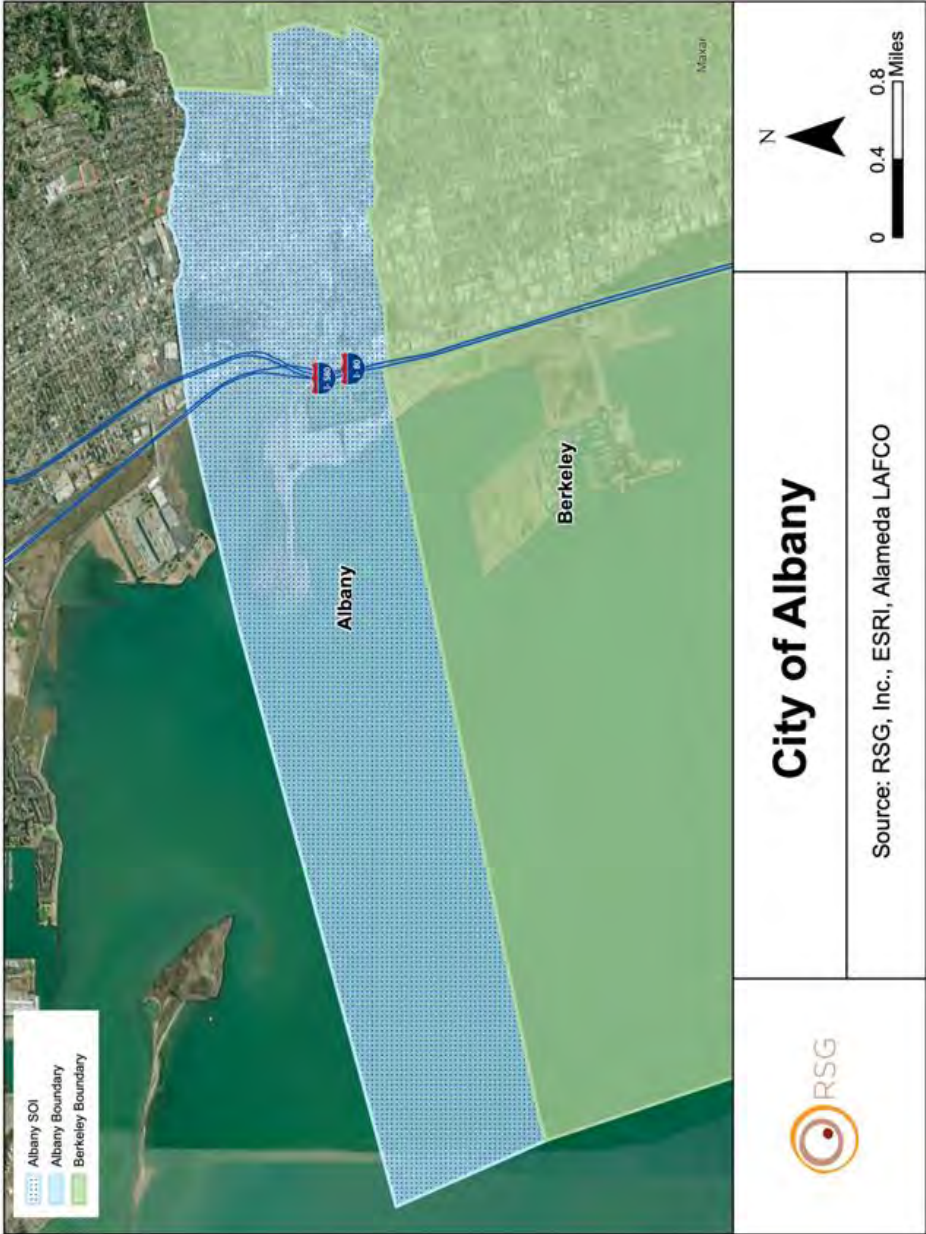
APPROVED TO FORM:

Andrew Massey
Legal Counsel

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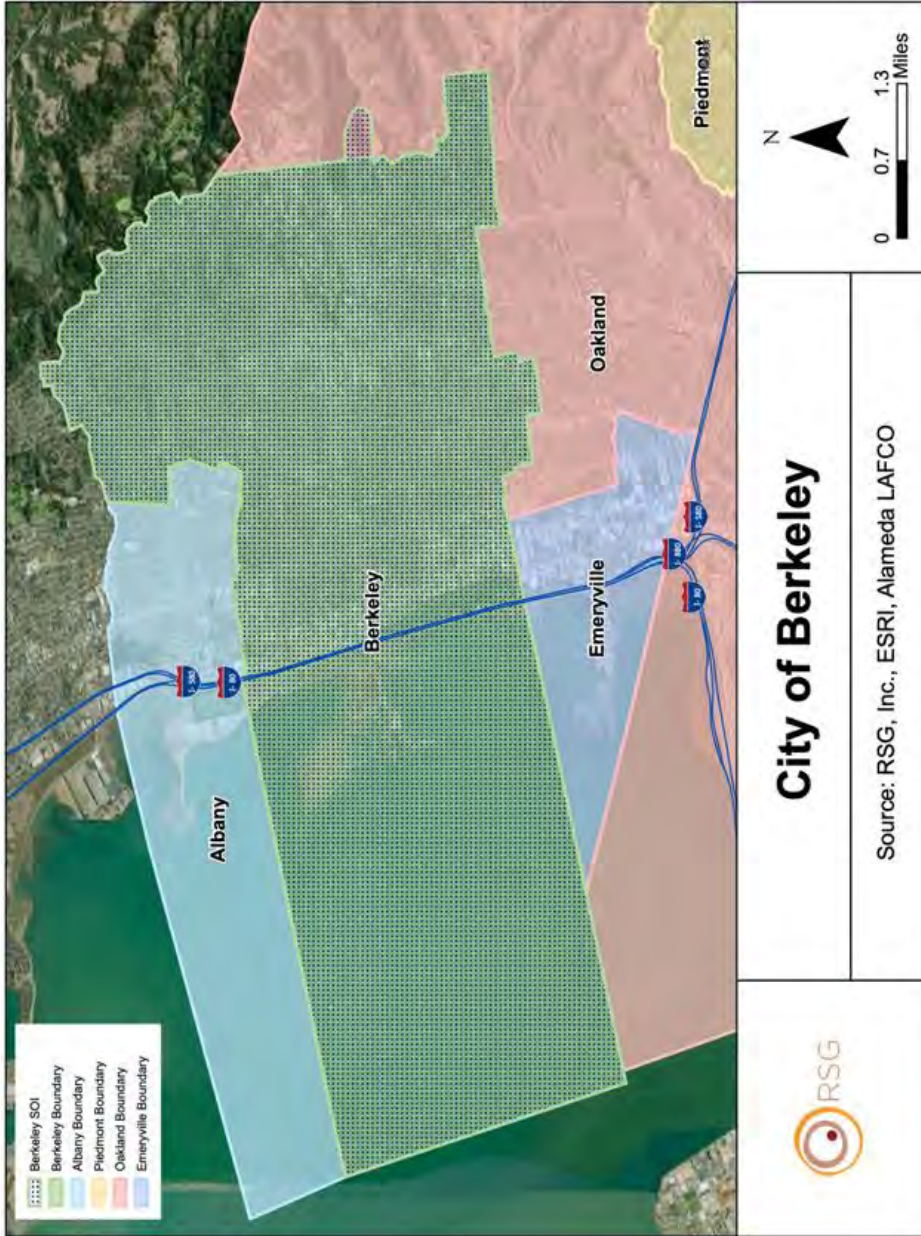
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City of Albany

Source: RSG, Inc., ESRI, Alameda LAFCO

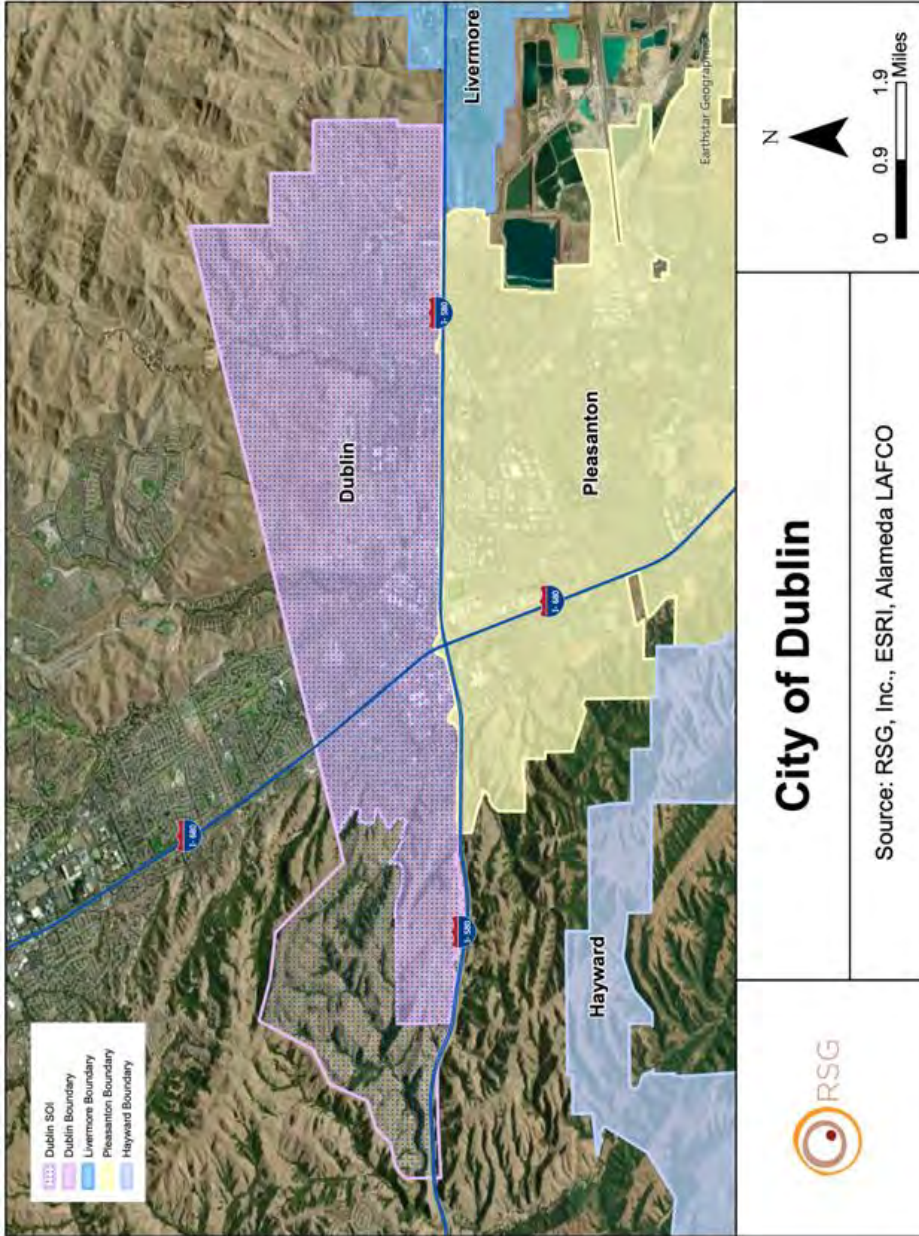


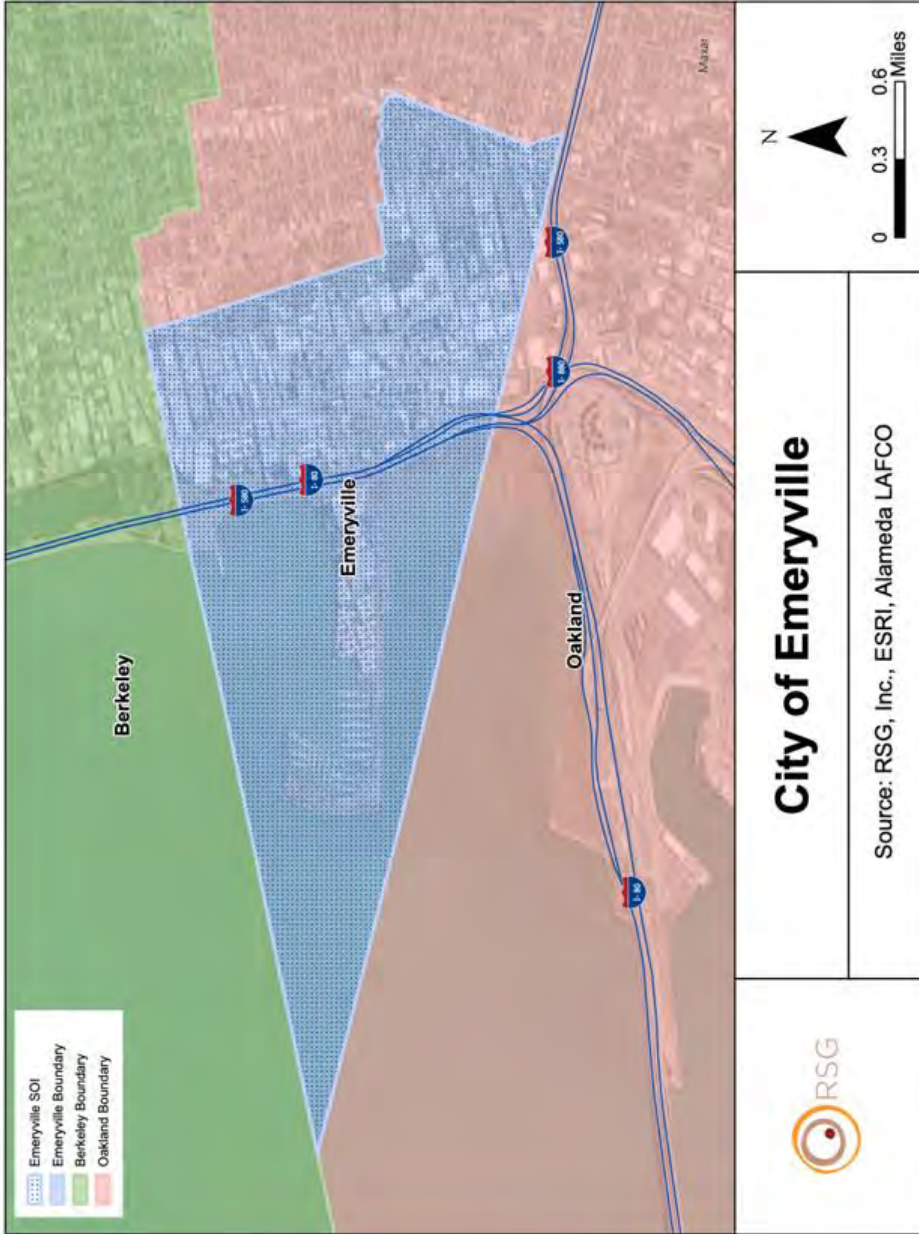


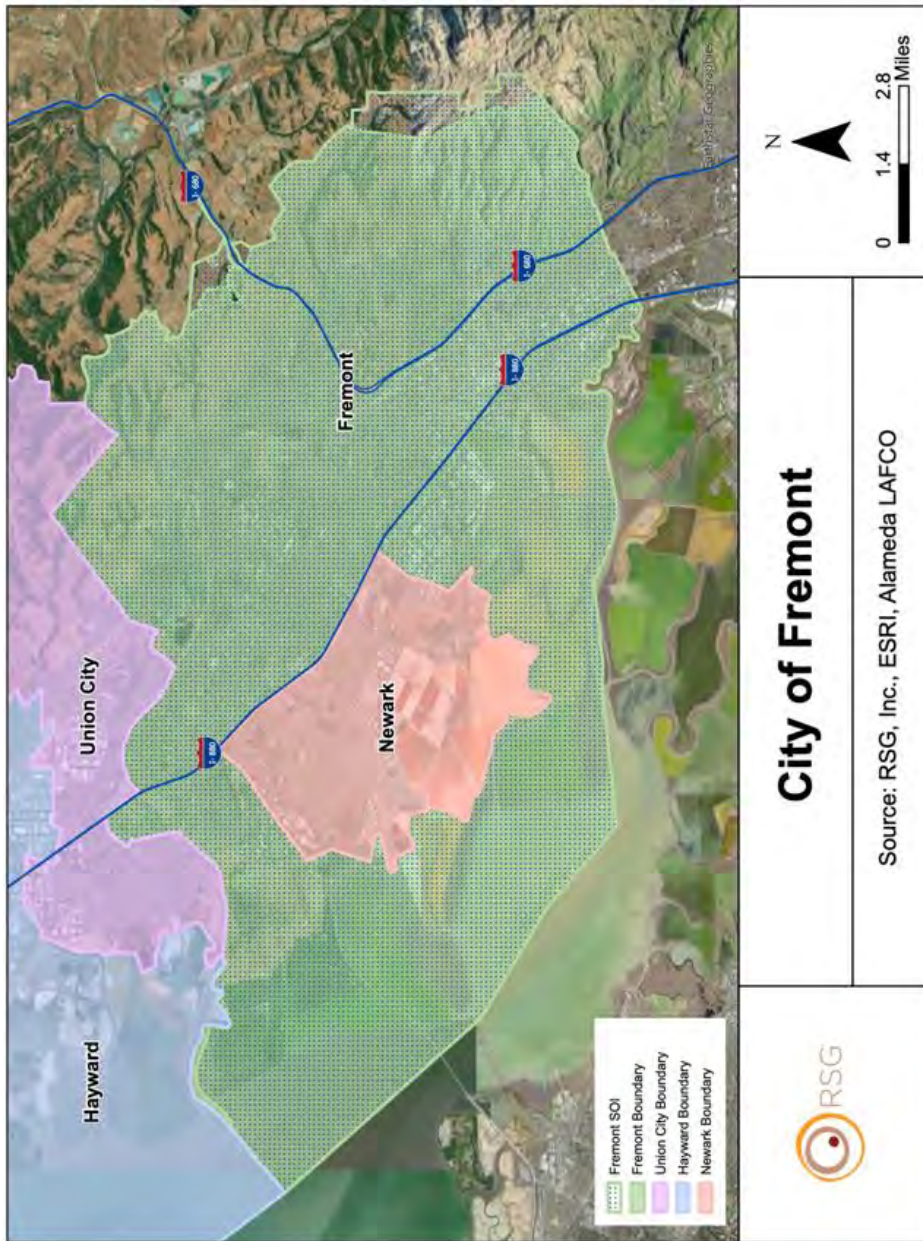
City of Berkeley

Source: RSG, Inc., ESRI, Alameda LAFCO





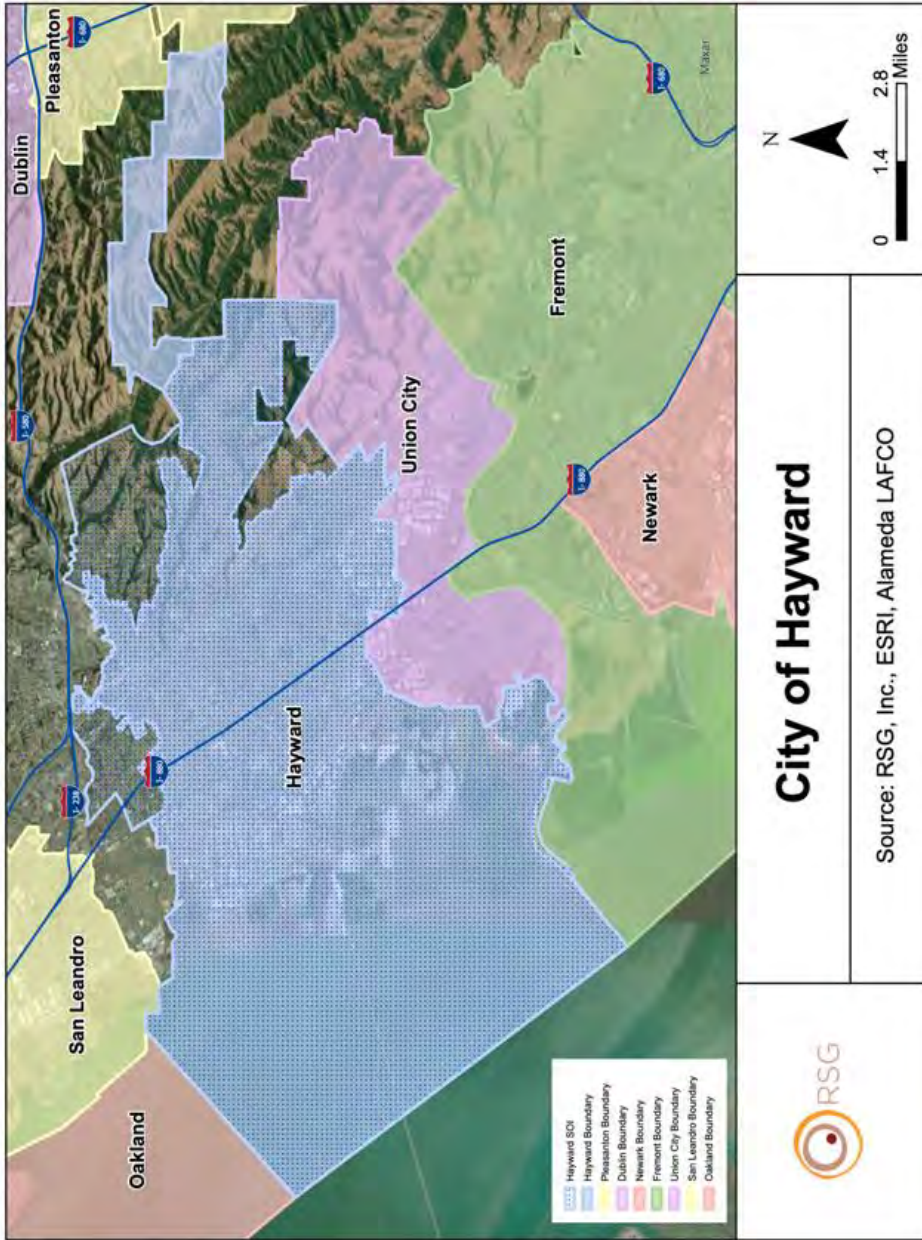


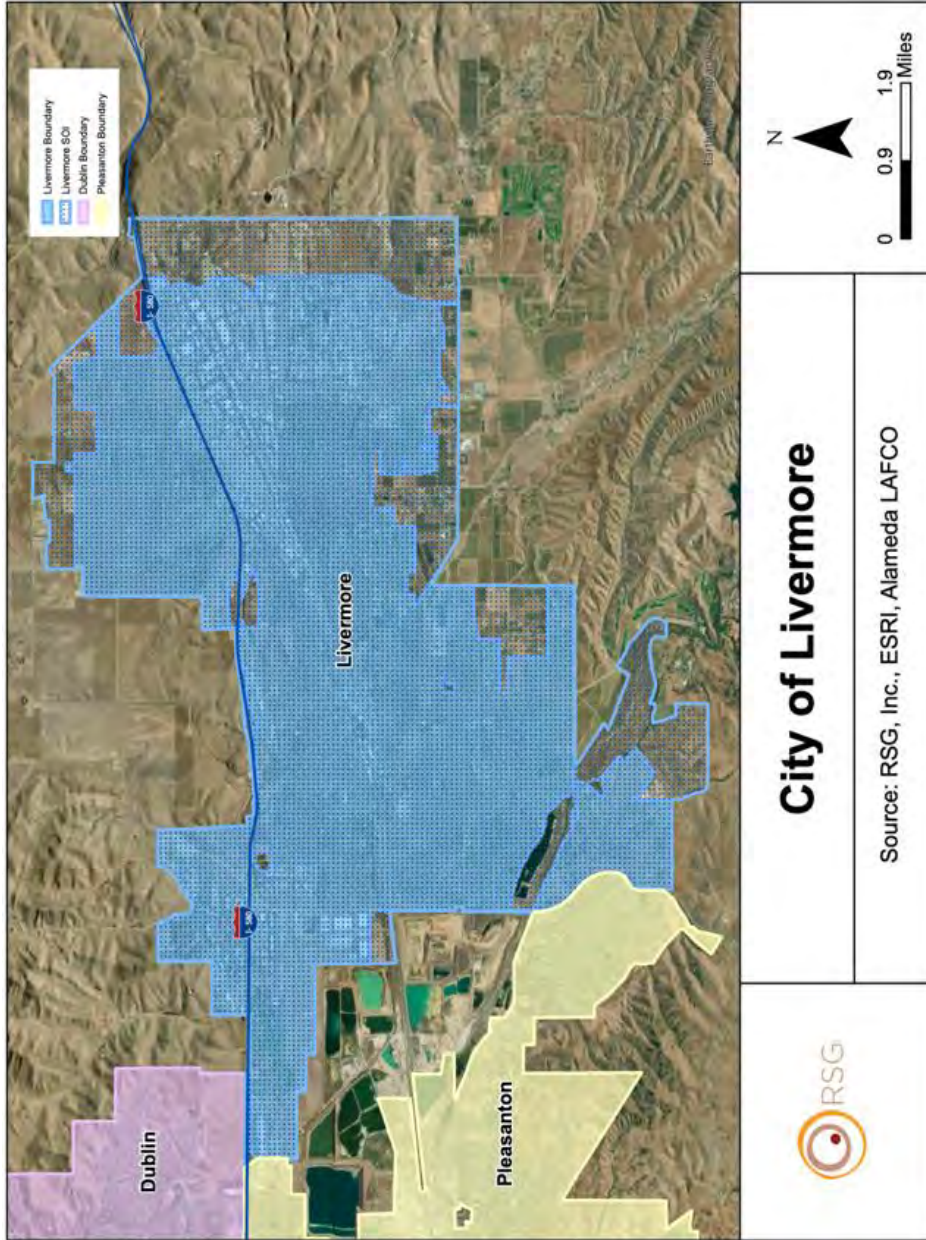


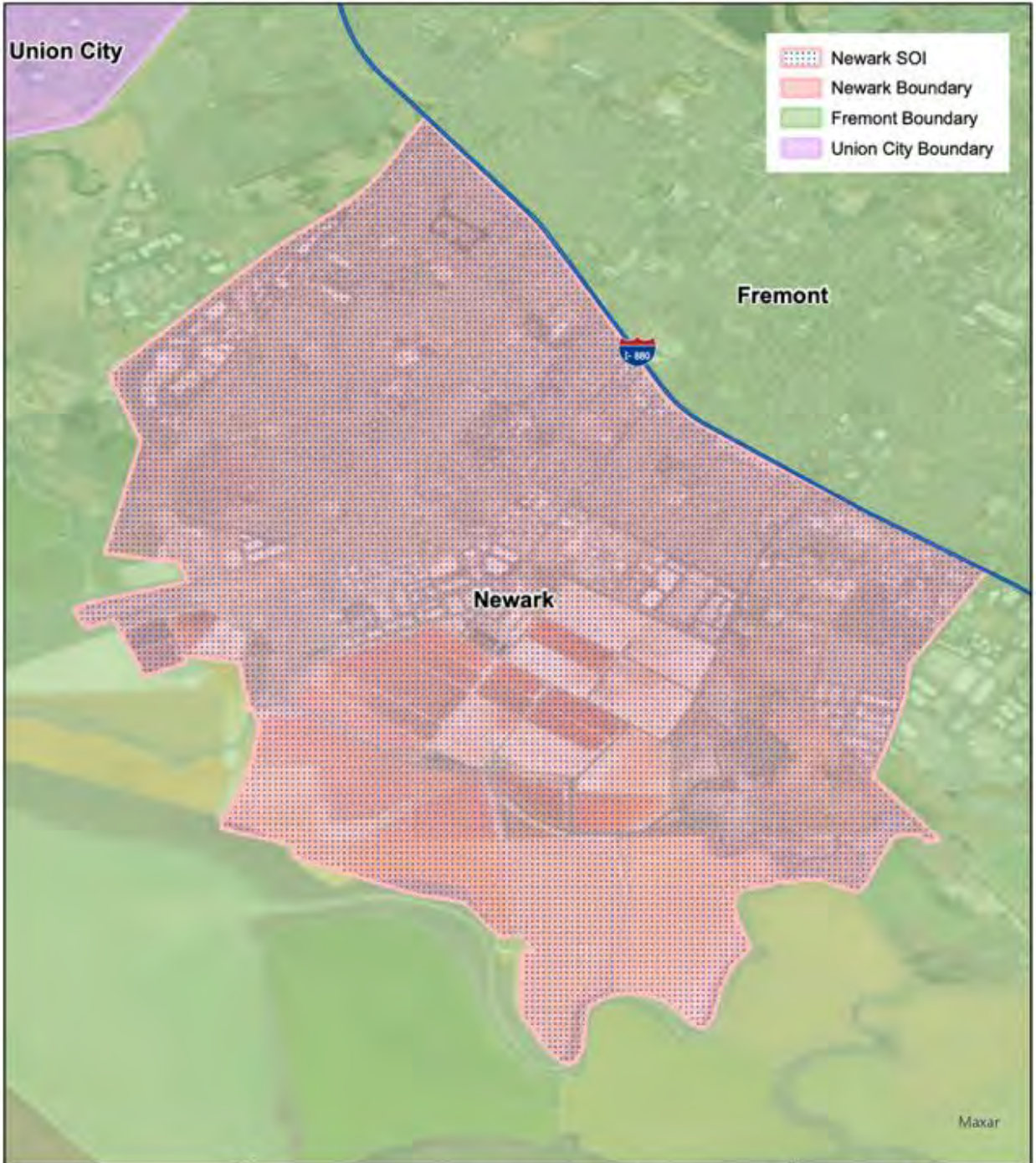
City of Fremont



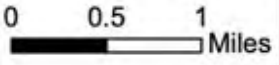
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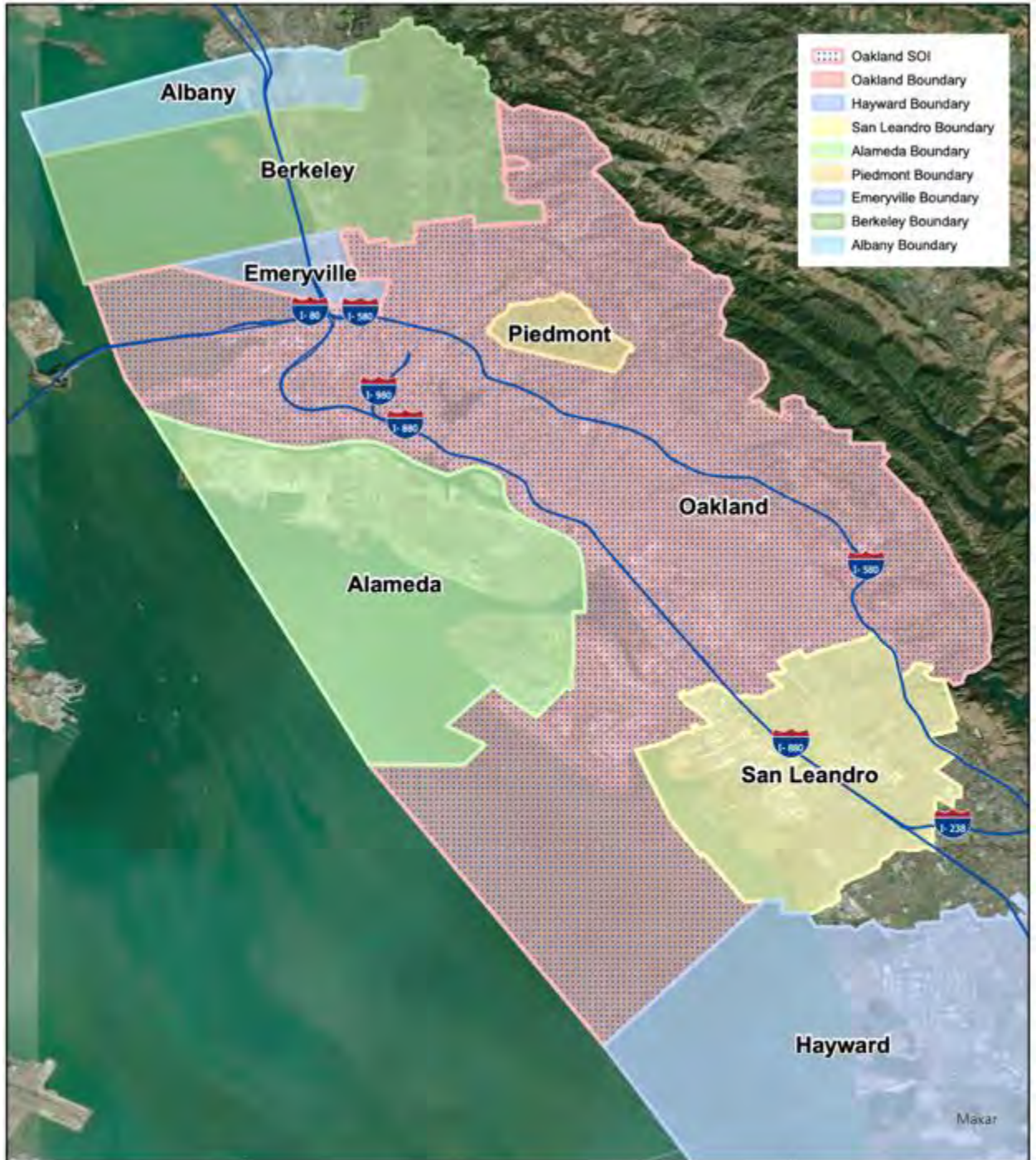




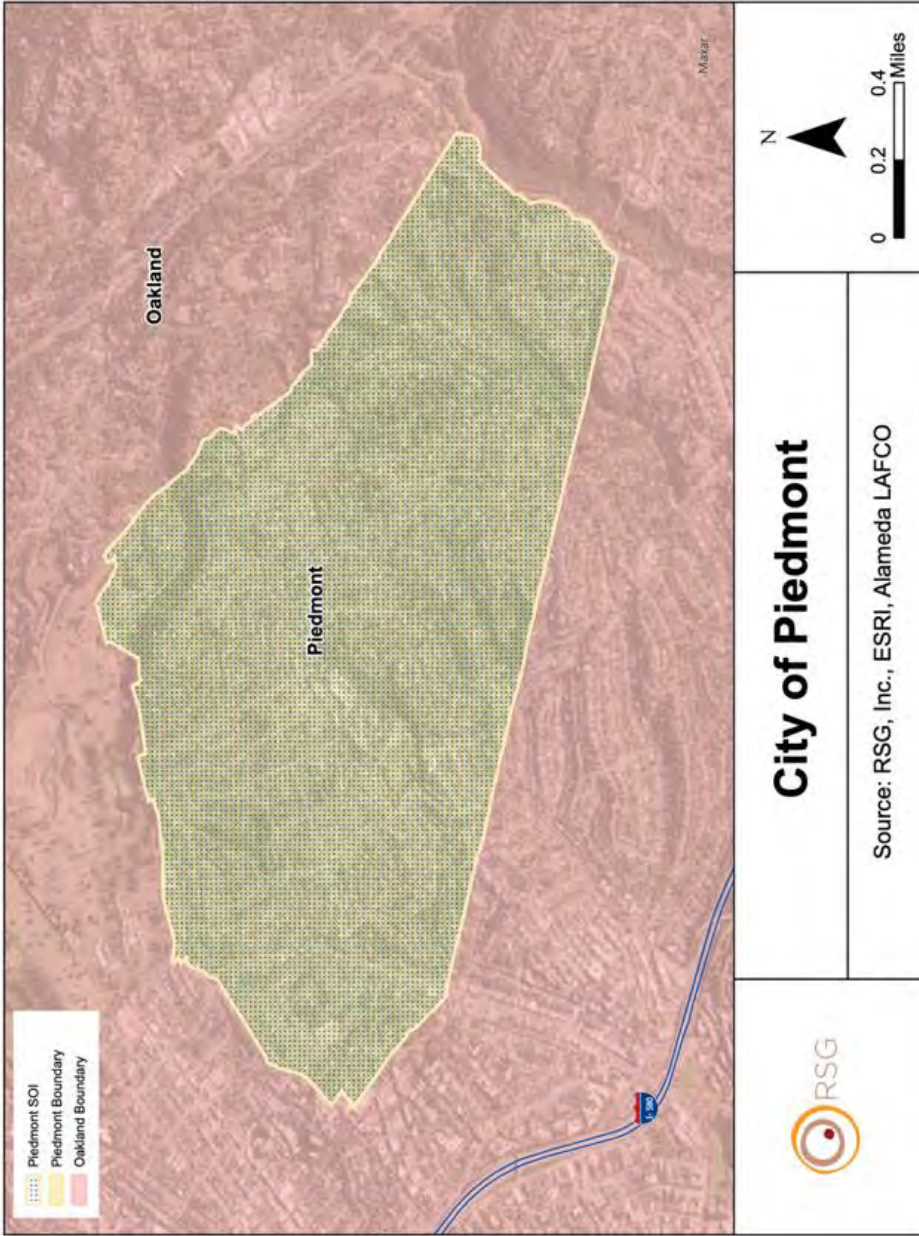


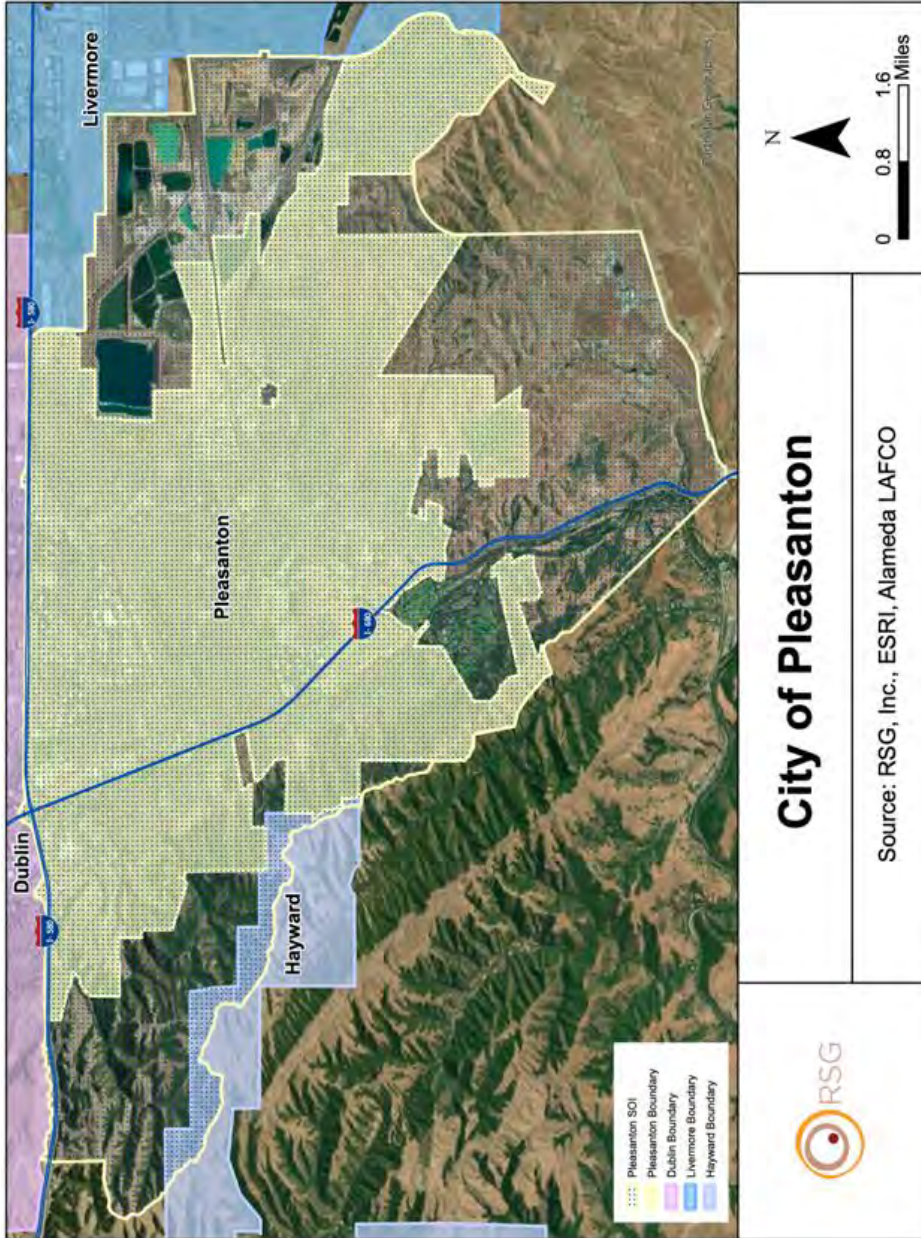


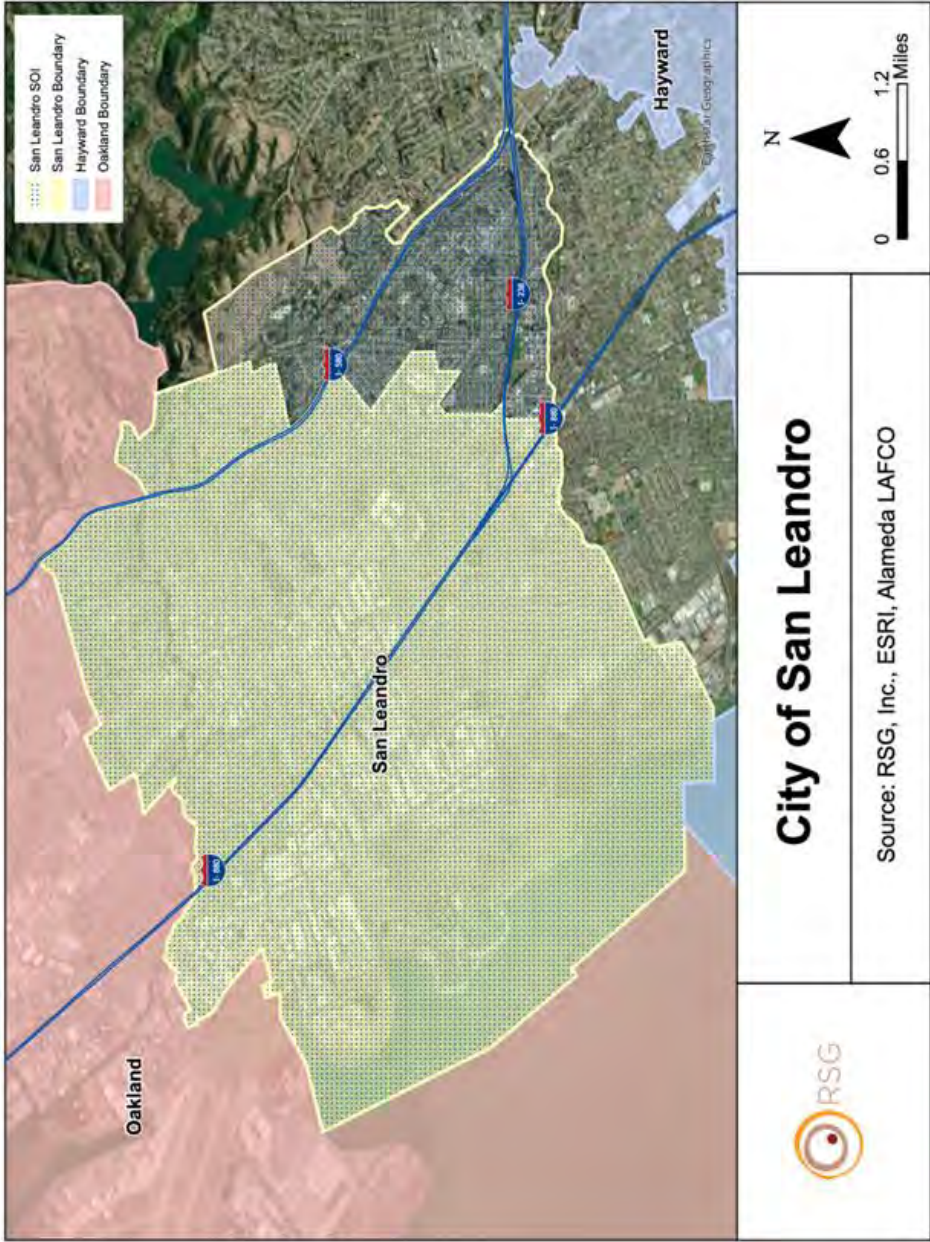
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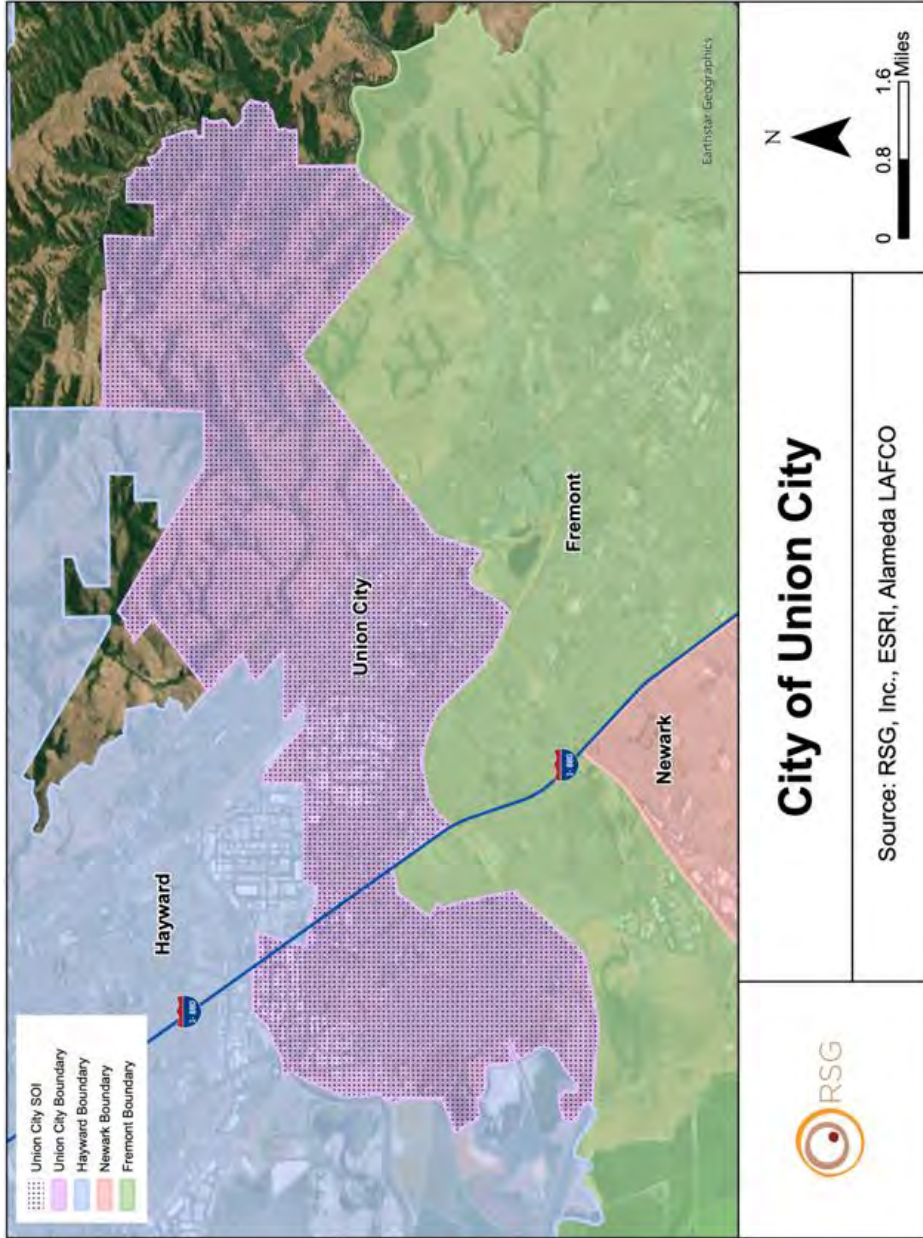


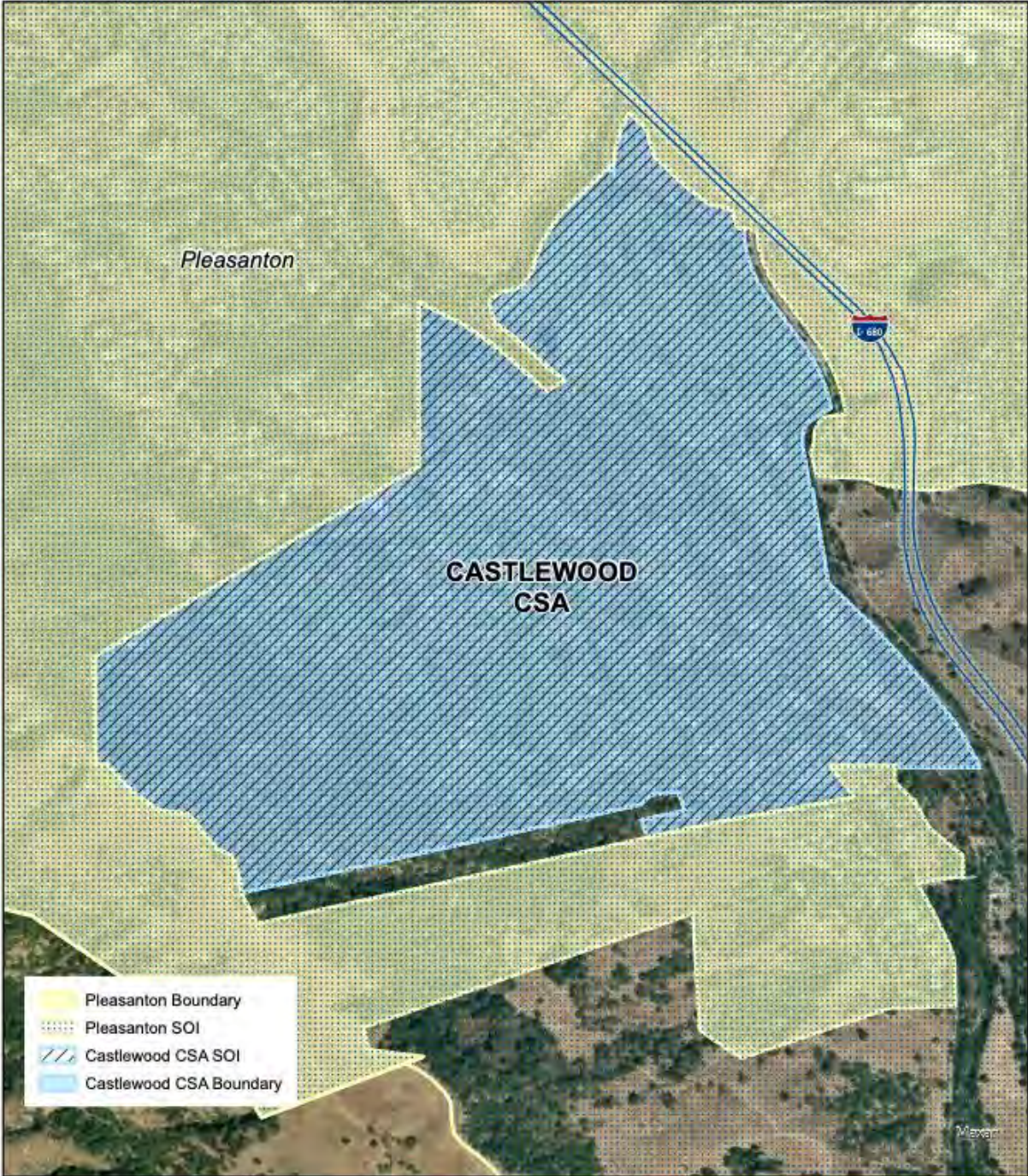
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	<p>Source: RSG, Inc., ESRI, Alameda LAFCO</p>	



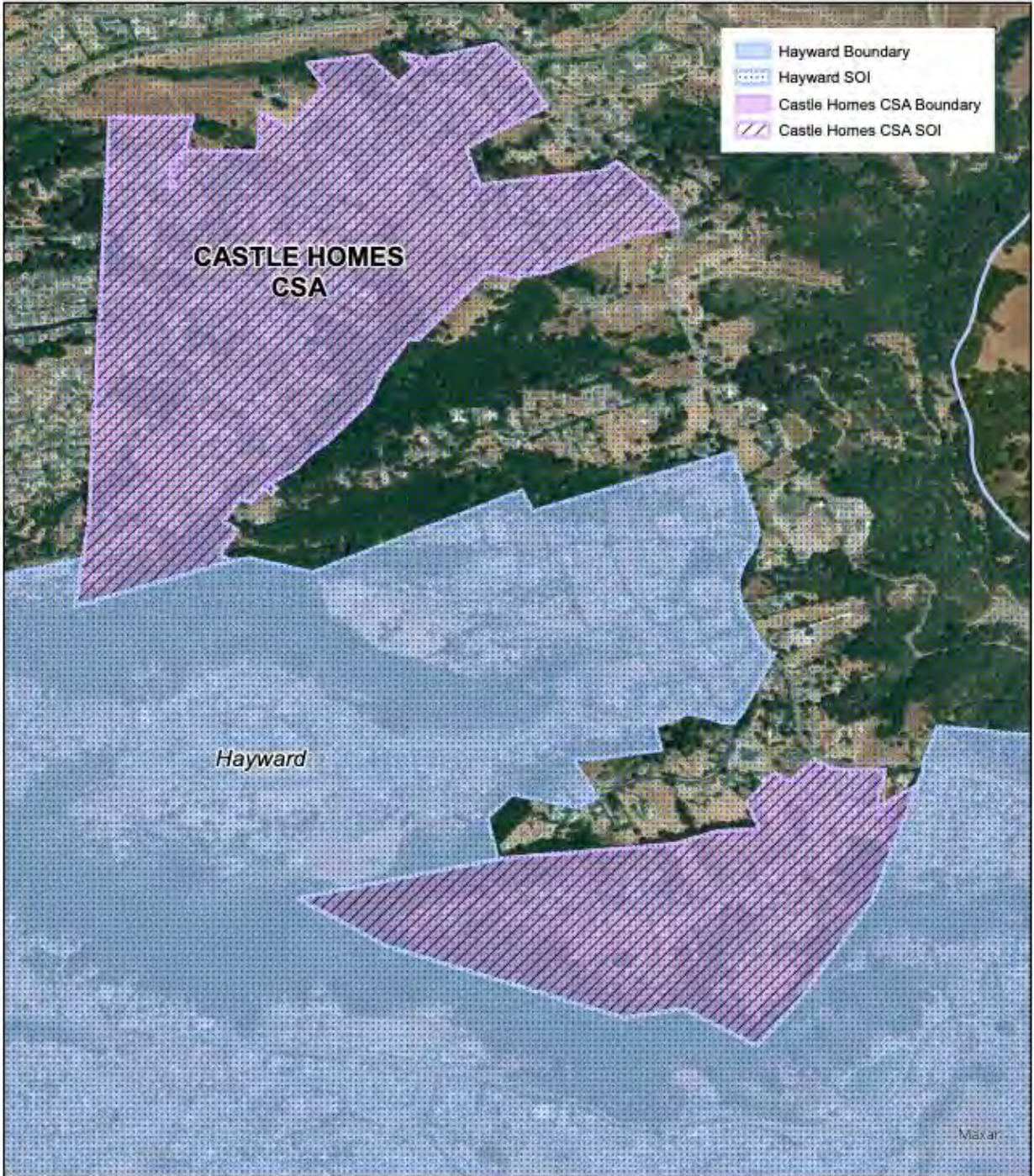



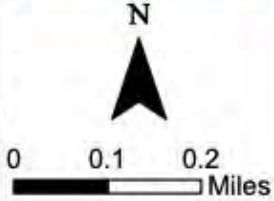






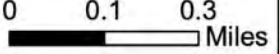


	Castlewood County Service Area	
	Source: RSG, Inc., ESRI, Alameda LAFCO	



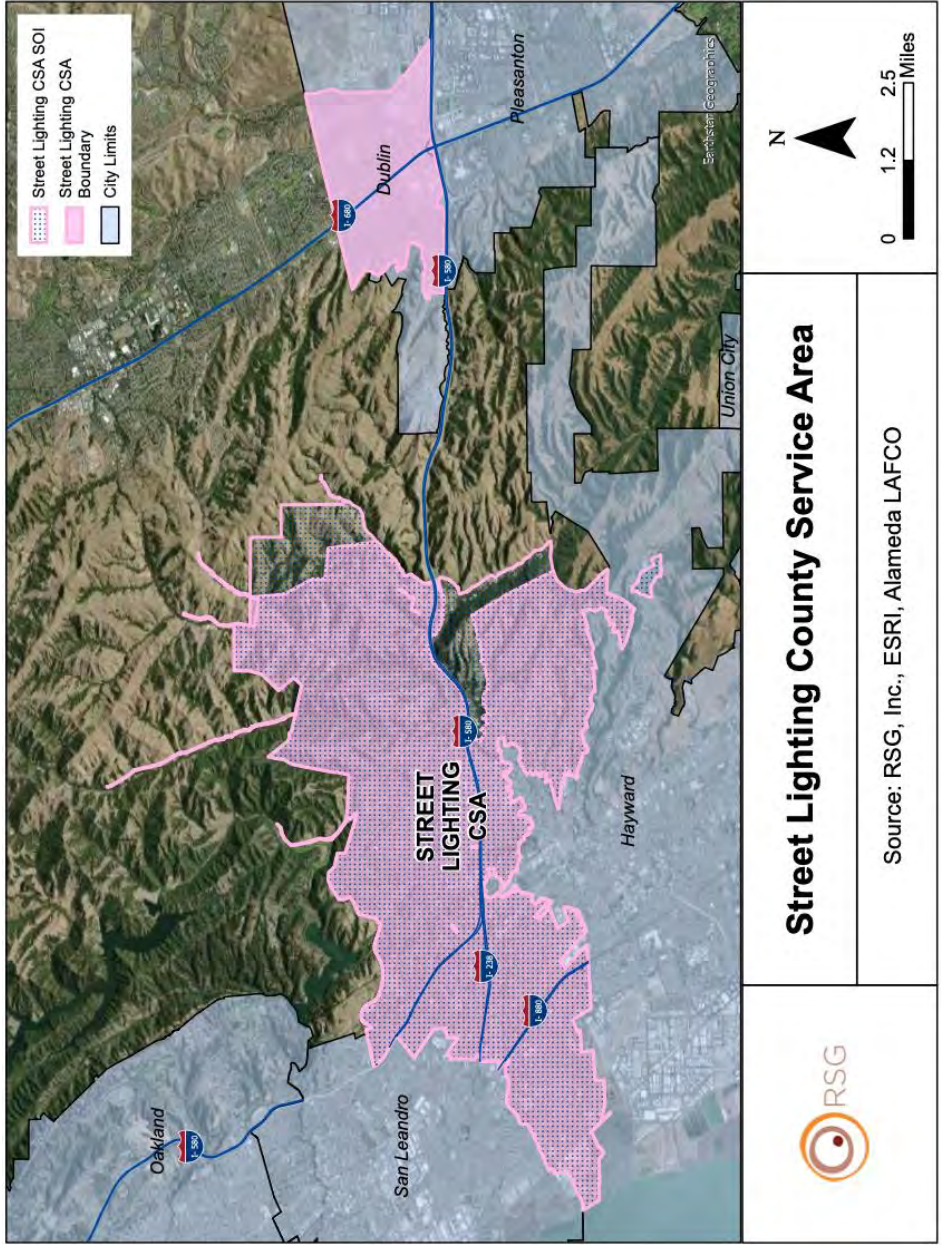
	Castle Homes County Service Area	
	Source: RSG, Inc., ESRI, Alameda LAFCO	

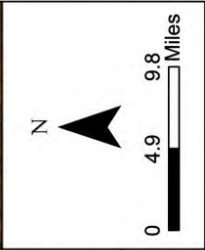


	Five Canyons County Service Area	 
	Source: RSG, Inc., ESRI, Alameda LAFCO	



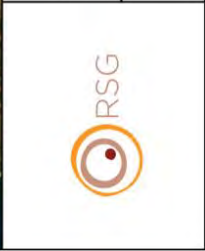
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	<p>Source: RSG, Inc., ESRI, Alameda LAFCO</p>	

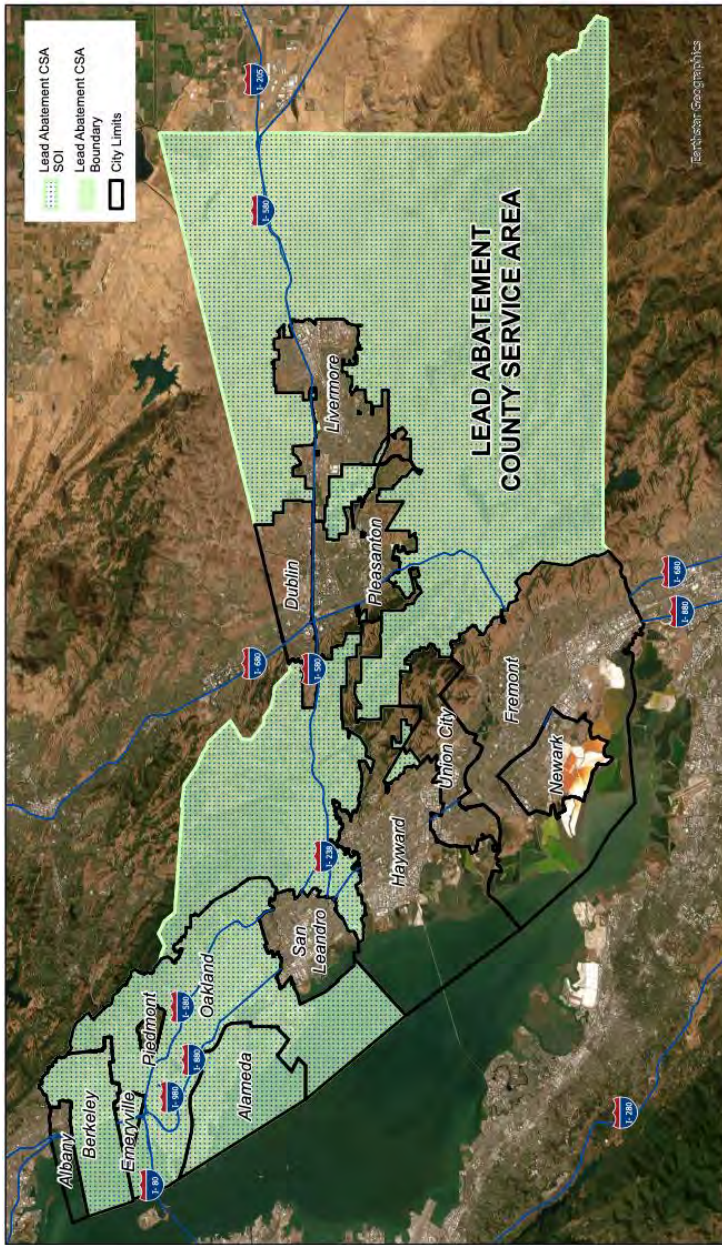




Vector Control Services District County Service Area

Source: RSG, Inc., ESRI, Alameda LAFCO

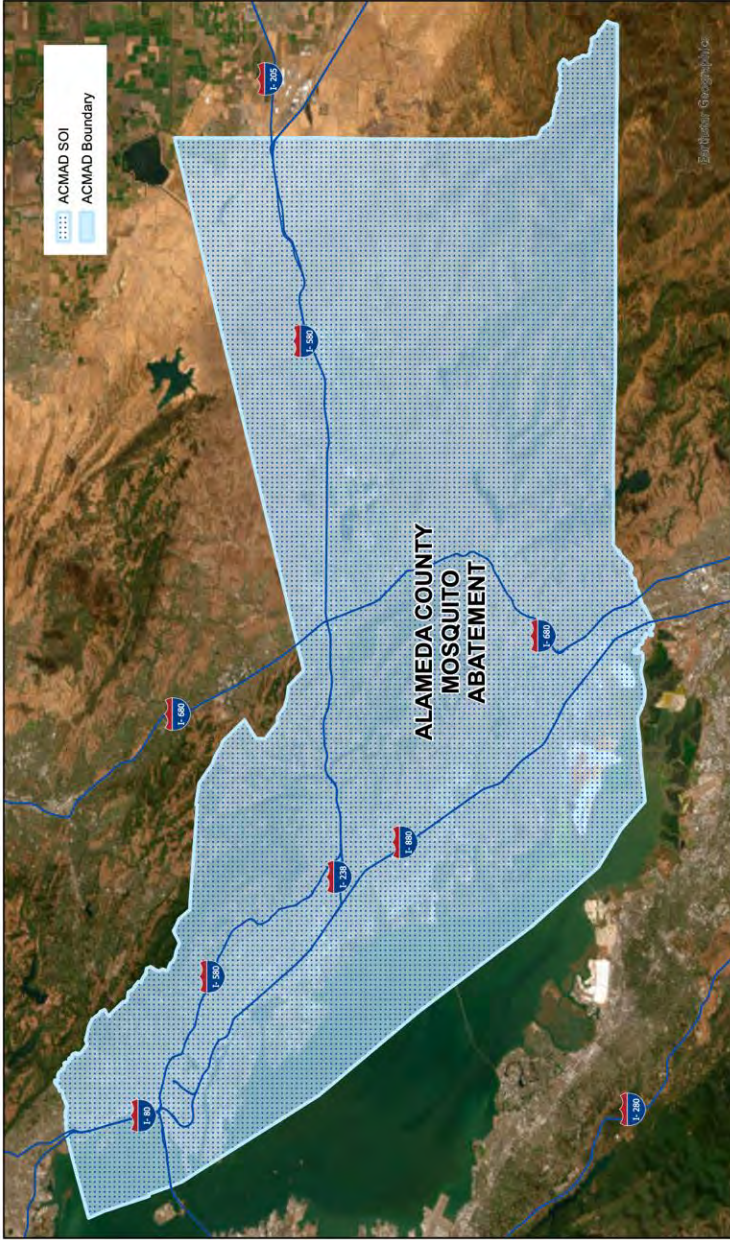




Lead Abatement County Service Area

Source: RSG, Inc., ESRI, Alameda LAFCO

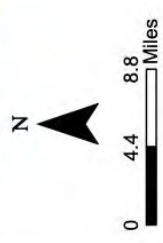
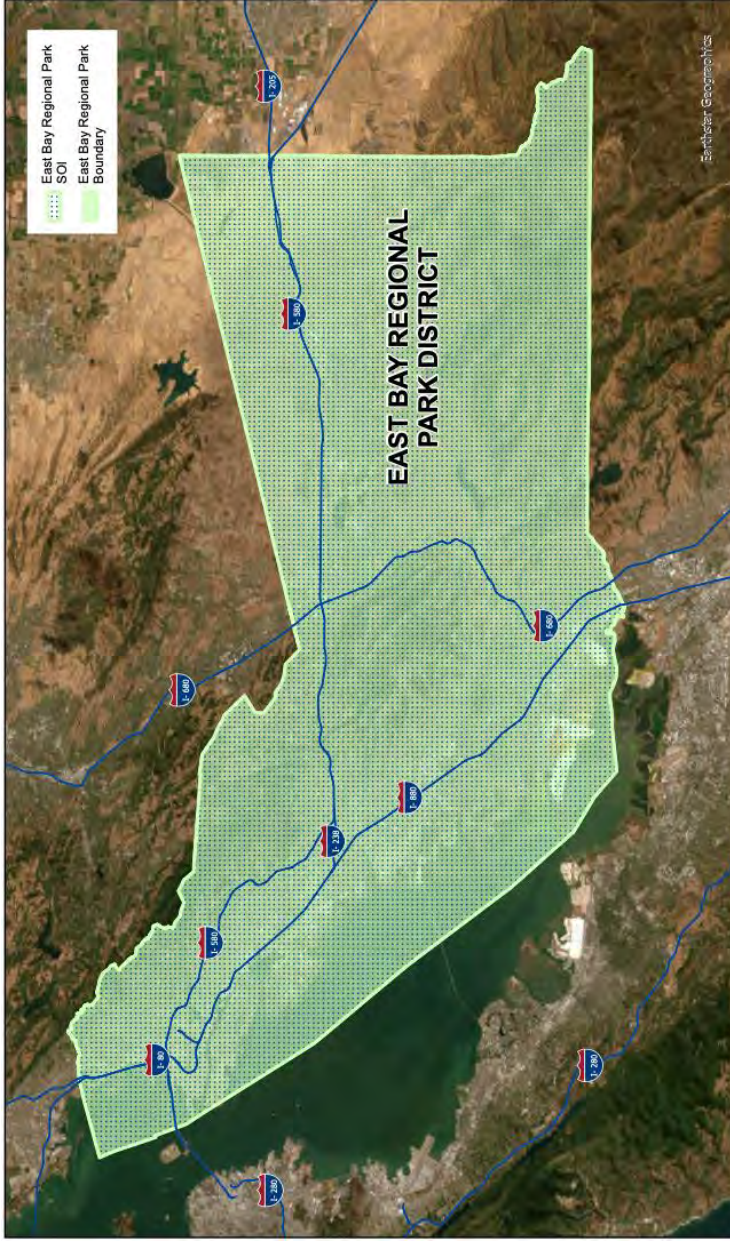




Alameda County Mosquito Abatement District

Source: RSG, Inc., ESRI, Alameda LAFCO

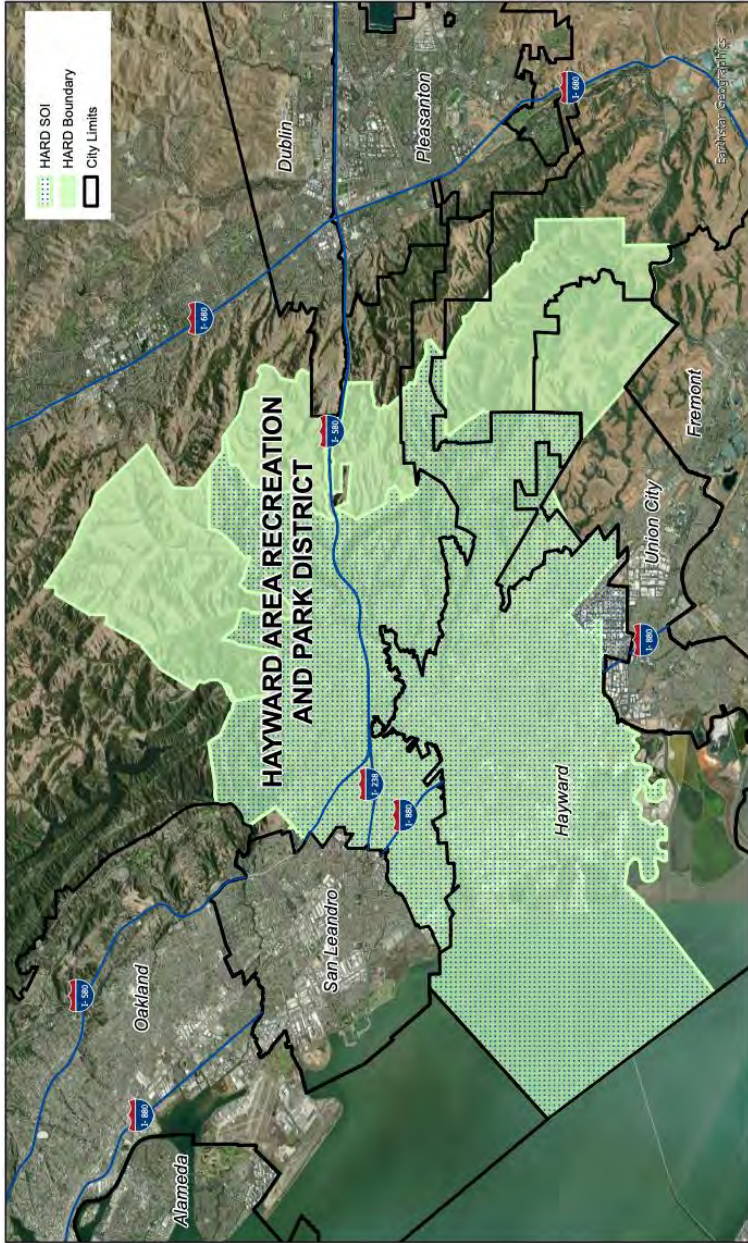




East Bay Regional Park District

Source: RSG, Inc., ESRI, Alameda LAFCO

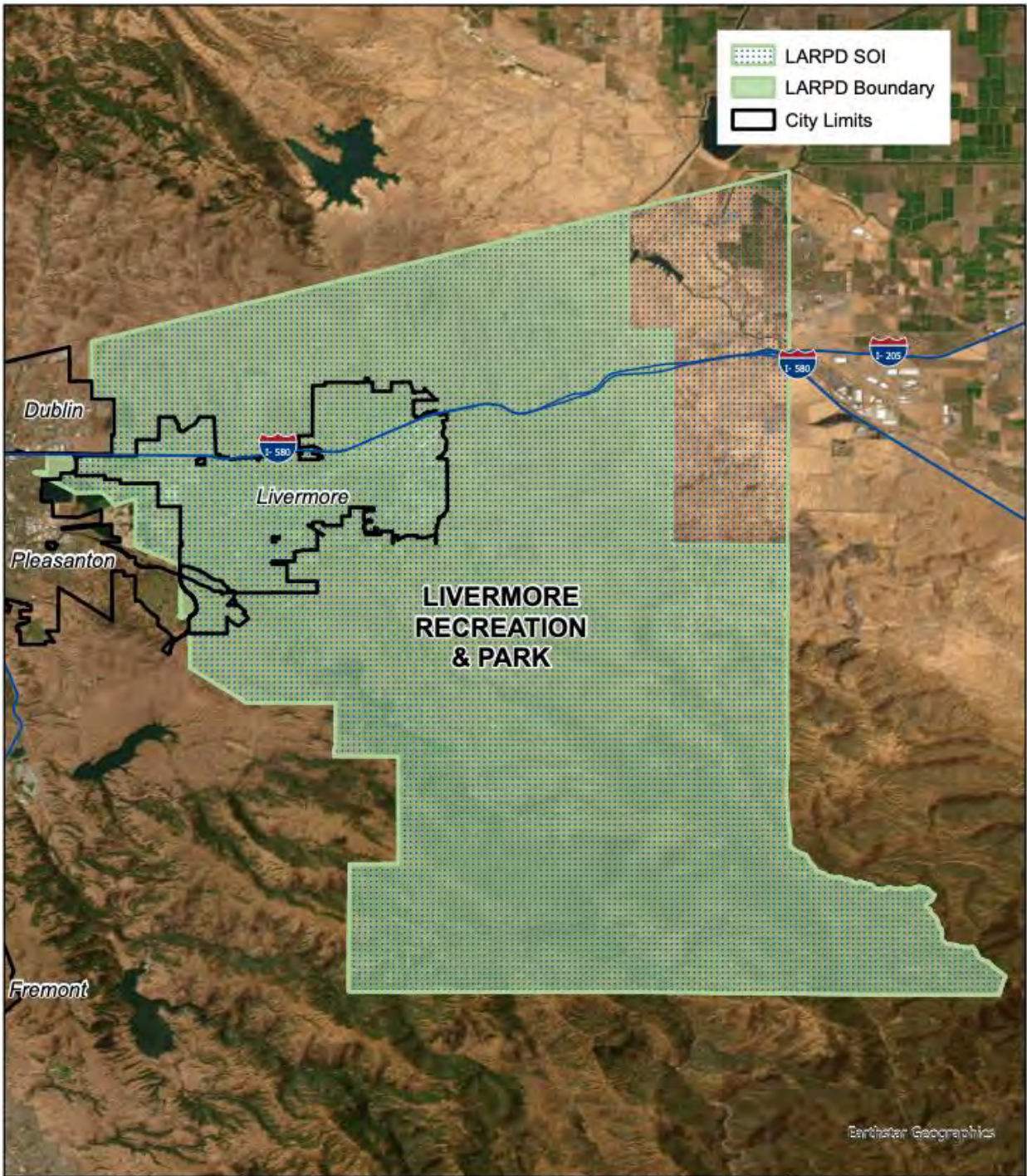




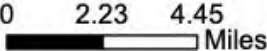


Hayward Area Recreation and Park District

Source: RSG, Inc., ESRI, Alameda LAFCO





	Livermore Area Recreation and Park District	 
	Source: RSG, Inc., ESRI, Alameda LAFCO	

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ALAMEDA
LOCAL AGENCY FORMATION COMMISSION

224 W Winton Ave Suite 110
Hayward, CA 94544

Municipal Service Review and Sphere of Influence Reviews

Alameda County Cities

Final Commission Report

August 26, 2024



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LIST OF ABBREVIATIONS USED

AAMLO	African American Museum and Library at Oakland
ACFD	Alameda County Fire Department
ACFR	Annual Comprehensive Financial Report
ACL	Alameda County Library
ACMAD	Alameda County Mosquito Abatement District
ARPA	American Rescue Plan Act
BART	Bay Area Rapid Transit
CAGR	Compound Annual Growth Rate
CIP	Capital Improvement Program
CKH	Cortese-Knox-Hertzberg Reorganization Act of 2000
CPUC	California Public Utilities Commission
CSA	County Service Area
DOF	California Department of Finance
DUC	Disadvantaged Unincorporated Community
EBRPD	East Bay Regional Parks District
FY	Fiscal Year
GIS	Geographic Information Systems
HARD	Hayward Area Recreation and Park District
HCD	California Department of Housing and Community Development
LAFCO	Local Agency Formation Commission
LARPD	Livermore Area Recreation and Parks District
MSR	Municipal Service Review
MTC	Metropolitan Transportation Commission
PCI	Pavement Condition Index
RHNA	Regional Housing Needs Allocation
SOI	Sphere of Influence

EXECUTIVE SUMMARY

INTRODUCTION

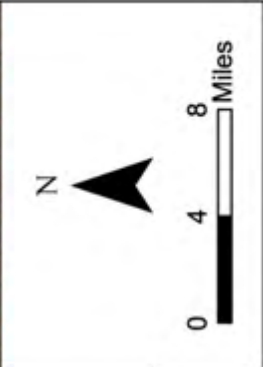
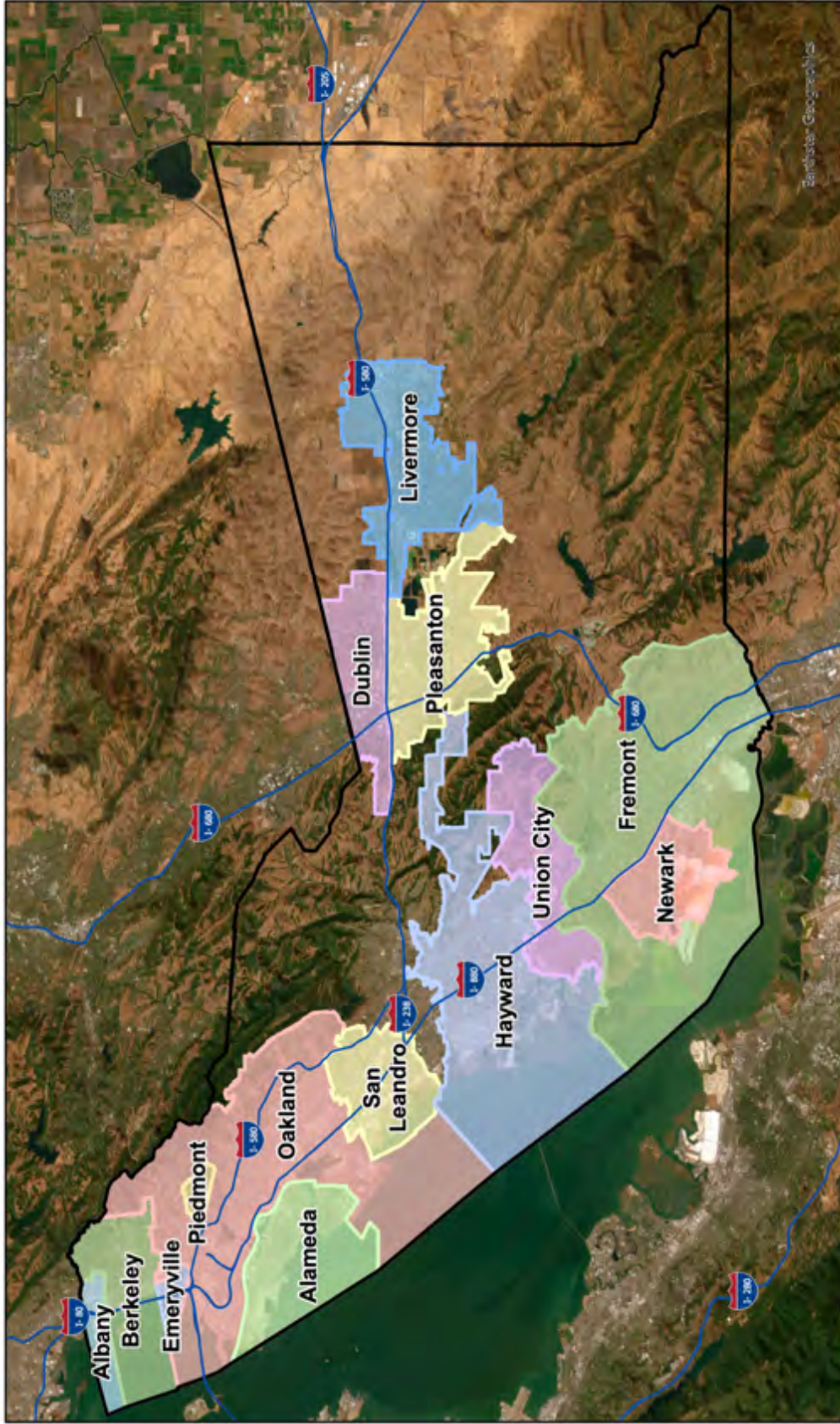
The Local Agency Formation Commission of Alameda County (“Alameda LAFCO”) initiated this Community Services Municipal Service Review (“MSR”) and Sphere of Influence (“SOI”) update in 2023 for 14 cities, four special districts, and seven County Service Areas (“CSAs”) within the County. This report focuses on the 14 incorporated cities within the County. Alameda LAFCO retained consultant RSG, Inc. (“RSG”) to prepare the MSR, which included conducting surveys and interviews with each of the agencies in the region, and collecting demographic, fiscal, and other data to support the MSR findings and determinations under State law.

This MSR will encompass a comprehensive assessment of community services in Alameda County, including street maintenance and lighting, library, parks and recreation, mosquito and vector abatement, and lead abatement services. The MSR will also review the state of broadband services within the agencies.

ALAMEDA CITIES REVIEWED

The Alameda LAFCO consists of 14 incorporated cities, all of which were included as a part of this MSR and SOI update. The 14 cities include:

- | | | |
|--------------------|--------------------|---------------------|
| City of Alameda | City of Hayward | City of San Leandro |
| City of Albany | City of Livermore | City of Union City |
| City of Berkeley | City of Newark | |
| City of Dublin | City of Oakland | |
| City of Emeryville | City of Piedmont | |
| City of Fremont | City of Pleasanton | |



Alameda County Cities

Source: RSG, Inc., ESRI, Alameda LAFCO



As further detailed in the body of this report, RSG makes the following MSR determinations for the 14 cities based on our data collection, surveys, and interviews:

Population, Growth, and Housing

Generally, the population for cities in the County is expected to increase over the next five years, as is the housing supply. The cities are planning for increased population through their respective housing elements and general plans. Many cities have specific parks and recreation master plans which have been updated in the past five years to reflect the increased population.

Disadvantaged Unincorporated Communities

The unincorporated community of Ashland, within the SOI of the City of San Leandro, is the only Alameda LAFCO-designated disadvantaged unincorporated community (“DUC”) in the County. Ashland receives services from the countywide community service providers, and receives other municipal services from the County. More information about Ashland can be found on page 77 of this report. San Leandro is not actively considering annexation of the area.

Capacity of Facilities and Adequacy of Services

The cities are generally providing adequate street maintenance and lighting, parks and recreation, library, and vector and mosquito control services to their residents and customers.

Several cities, including Albany, Berkeley, Oakland, and San Leandro, have street systems overall rated as “at risk” by the Metropolitan Transportation Commission. These cities are funding improvements and annual maintenance to their infrastructure through their CIP process, but have significant deferred costs which will be a challenge to address.

The cities have the resources to maintain current levels of service and to meet expected demand in the future.

Financial Ability to Provide Services

The financial capacity of the cities is adequate for current service levels. The cost of street infrastructure upgrades is a concern for some cities, which are planning for the improvements in their budget documents. The cities have all adopted reserve policies which they are able to meet on an ongoing basis.

Opportunities for Shared Facilities

The City of Oakland provides library services to the City of Emeryville and the City of Piedmont. In interviews with the two cities, representatives of both Emeryville and Piedmont did not express dissatisfaction with library services provided by Oakland, and expect that Oakland will continue to provide library services in the future. More information about shared services can be found on page 119 of this report.

Overall, the cities did not express a broader desire for further shared community service facilities, nor did RSG identify potential opportunities for additional shared facilities during this review.

Accountability for Community Service Needs

The cities implement policies and procedures that ensure transparency and accountability to the public, including public notice of City Council meetings and actions and regular elections. All cities have websites and social media which provide information about their meetings, including ways to access the meetings virtually. Most of the cities have a number of citizen-led boards and commissions which advise City Council on key issues facing the community.

The cities of Alameda and Oakland have implemented “Sunshine Ordinances” which aim to make public records and meetings more accessible to the public. Both cities have independent commissions which advise elected officials on how to implement their respective Sunshine Ordinances and hear complaints about violations of the ordinances.

A number of cities take additional discretionary steps to survey residents and businesses periodically to gauge sentiment or interest in various topics. These efforts increase accountability for community service needs.

Any Other Matter Related to Effective of Efficient Service Delivery, as Required by Commission Policy

LAFCO does not have any policies affecting the preparation of MSRs, so RSG did not evaluate matters aside from those listed above.

SOI DETERMINATIONS SUMMARY AND RECOMMENDATIONS

When asked, no city told RSG they plan to annex unincorporated areas within their SOIs, although several did indicate a desire for a change to their SOI. As further detailed in the body of this report, RSG makes the following SOI determinations for the cities based on our data collection, surveys, and interviews:

Present and Planned Land Uses

The cities anticipate population growth and are planning for increased housing stock through their respective planning documents, including General Plans and Housing Elements. Most of the cities have implemented general plans within the past 15 to 20 years, and those with general plans that are older are generally working to update their respective general plans.

Pursuant to Government Code Section 65302(c), general plans must include a housing element explaining how the jurisdiction will meet its part of the regional housing need. The cities are also required by State law to submit annual progress reports on their respective general plan and housing element by April 1 for the prior year. As of the date of this report, all of the cities have received HCD certification of their 6th Round Housing Element and have submitted annual progress reports for 2022.

RSG identified 95 parcels throughout the County designated as prime farmland under the Williamson Act. Livermore is the only city with prime farmland parcels within its SOI.

Present and Probable Need for Facilities and Services

Alameda County cities are generally providing adequate community services to residents within their respective SOIs, and have the resources to meet expected demand in the future.

Some cities, including Albany, Berkeley, Oakland, and San Leandro have street systems which do not meet standards set by the Metropolitan Transportation Commission, the transportation planning agency for the Bay Area. These cities are generally funding annual street maintenance and some upgrades through their CIP process.

Present Capacity and Adequacy of Public Facilities and Services

The present capacity of the public facilities operated by the cities of Alameda County is adequate to provide community services to their residents and customers. However, the cities of Albany, Berkeley, Oakland, and San Leandro all have significant deferred street maintenance costs which will require future improvements to meet any growth in population and development occurring within the next five years.

Social or Economic Communities of Interest

Alameda County includes one DUC, the 1,137-acre Ashland community, within the southeast portion of San Leandro's SOI. Based on our research, Ashland receives community services from the following agencies:

- Mosquito Abatement: Alameda County Mosquito Abatement District
- Vector Control: Vector Control Services District County Service Area
- Lead Abatement: Alameda County
- Library: Alameda County Library

- Street Maintenance and Lighting: Alameda County
- Parks and Recreation: Hayward Area Recreation and Park District

Aside from Ashland, other unincorporated areas are located in the SOIs of Berkeley, Dublin, Fremont, Hayward, Livermore, Pleasanton, and San Leandro. Among these areas are the unincorporated communities of Castro Valley, Cherryland, Fairview, Sunol, and San Lorenzo. In general, these unincorporated areas receive community services from countywide districts and CSAs and the County itself. The Hayward Area Recreation and Park District is the designated parks and recreation services provider for the unincorporated communities listed above.

Present and Probable Need for Public Facilities and Services by any DUCs within the Existing SOIs

As mentioned earlier, the Ashland community within the San Leandro SOI is the only DUC in the County. The service providers did not indicate any challenges with providing community services to Ashland. San Leandro is not actively considering exploring annexation of Ashland into its SOI.

SOI UPDATES

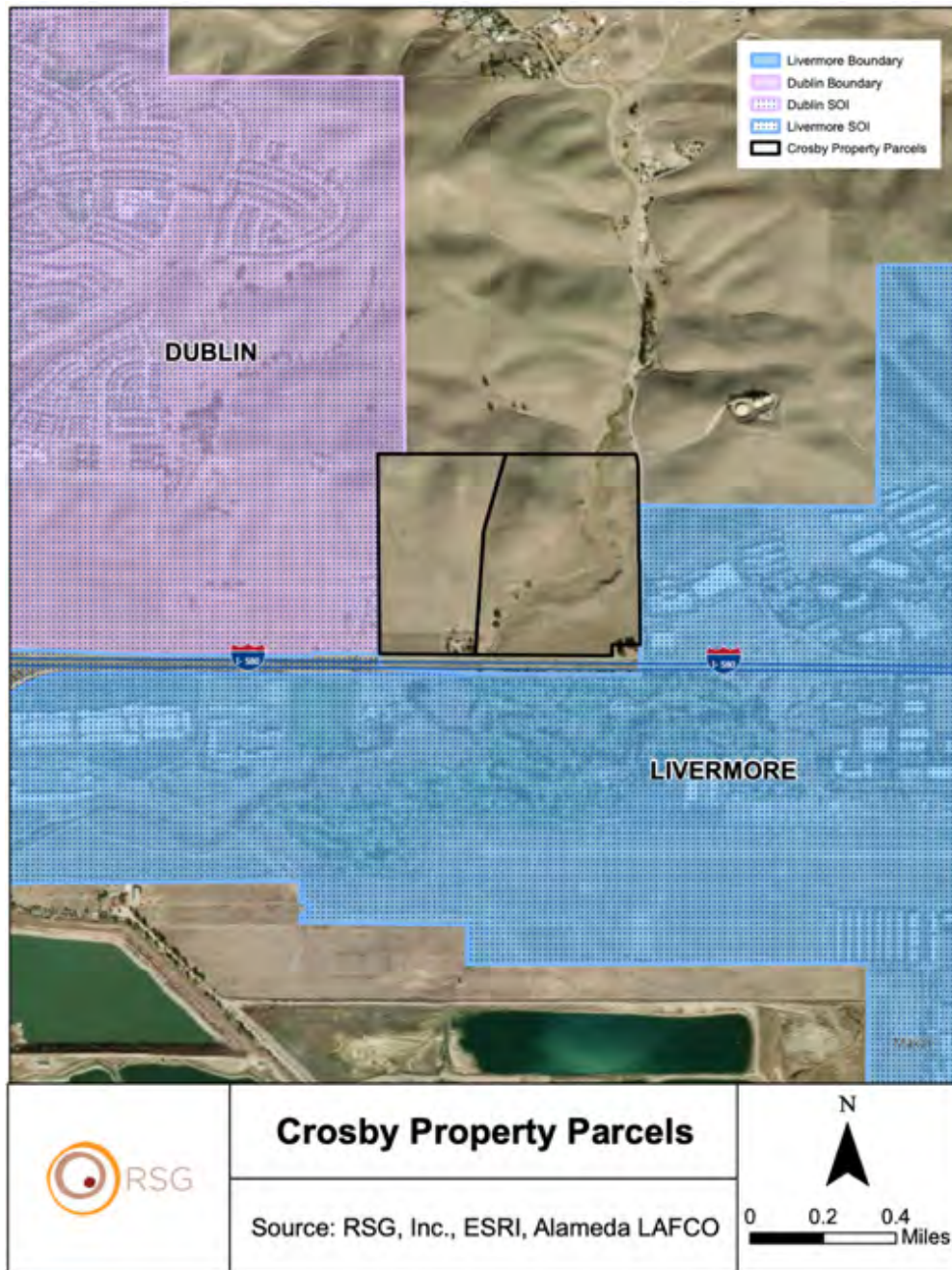
In the course of our review, staff at the City of Dublin, City of Livermore, and City of Pleasanton made RSG aware of several potential SOI updates.

Crosby Property: Dublin / Livermore

The City of Dublin and the City of Livermore are currently working collaboratively to plan for SOI updates regarding a two-parcel¹, 187-acre area which currently sits between the two cities' SOIs, at the base of Doolan Canyon. Figure 1 shows the location of the Crosby Property parcels.

¹ Alameda County Assessor Parcel Numbers 905-1-3-2 and 905-1-1-2

Figure 1: Crosby Property Parcels



Both cities indicated to RSG that they were interested in expanding their respective SOIs to include the Crosby Property for both economic development and natural conservation goals. After RSG finished the interview process, the cities jointly sent LAFCO a letter dated December 26, 2023 expressing a desire to work together to propose an SOI update that will link the two communities, maintain open space,

and ensure orderly and visually attractive development. On November 5, voters will decide whether to allow Dublin City Council the authority to approve limited development of the Crosby property along a future extension of Dublin Boulevard with a ballot measure titled “Dublin Traffic Relief, Clean Air/Open Space Preservation Measure.” While these cities discuss their goals for this area, RSG is recommending that LAFCO not make any changes to the SOI of either city at this time.

Las Colinas: Livermore

The City of Livermore is exploring amending its SOI to include four parcels² totaling approximately 105 acres located north of I-580 and east of North Livermore Avenue for which a Conditional Use Permit for cemetery, mortuary, and funeral home operations has recently been approved by the Alameda County Board of Supervisors. The City ultimately aims to annex these properties into its boundaries to secure localized control over land use, consistent with Alameda County's General Plan, Alameda County voter-approved Measure D, the City of Livermore General Plan, and the City of Livermore North Livermore Urban Growth Boundary Initiative. RSG recommends that LAFCO encourage the City of Livermore and the County to negotiate a change in SOI, and that LAFCO not make a change to the City's SOI at this time.

Greenville Road: Livermore

Staff at the City of Livermore expressed that the City would be pursuing a third amendment to its SOI which would include approximately 290 acres to the east of Greenville Road while concurrently removing approximately 27 acres. The current SOI follows parcel lines in a north-to-south orientation, while the proposed SOI amendment follows the natural topographical boundary of the South Bay Aqueduct. As part of the Livermore General Plan Update, the City began to study potential

² Alameda County Assessor Parcel Numbers 99-15-16-3, 902-8-5-5, 902-8-5-8, and 902-8-5-9

future nonresidential uses in this area in 2023. The City envisions the area being used for office, life science, and related land uses.

If Livermore pursues development of this area, it will require a ballot measure to expand the Urban Growth Boundary of the City. RSG recommends that LAFCO approve this change to Livermore's SOI upon receipt of an application in order to align the City's SOI with planned land uses.

BACKGROUND

LEGAL REQUIREMENTS AND PURPOSE

In 1963 the California Legislature created for each County a Local Agency Formation Commission (“LAFCO”) to oversee the logical formation and determination of local agency boundaries that encourage orderly growth and development essential to the social, fiscal, and economic well-being of the State. LAFCOs’ authority to carry out this legislative charge is codified in the Cortese-Knox-Hertzberg Reorganization Act of 2000 (“CKH”). For nearly 60 years, CKH has been amended to give more direction to LAFCOs and, in some cases, expand the authorities of the Commissions. One of the most important revisions to CKH by the Legislature occurred in 2000, which added a requirement that LAFCOs review and update the “spheres of influence” for all cities and special districts every five years and, in conjunction with this responsibility, prepare comprehensive studies that are known as “municipal service reviews.”

AUTHORITY AND POWERS OF LAFCO

Codified within CKH are the procedures and processes for LAFCOs to carry out their purposes as established by the Legislature. LAFCOs’ purposes are guided and achieved through their regulatory and planning powers and acknowledge that the local conditions of the 58 California counties shall be considered in part to the Commissions’ authorities.

**CKH ACT (G.C. SECTION 56301) –
PURPOSES OF LAFCOs**

“Among the purposes of a commission are discouraging urban sprawl, preserving open-space and prime agricultural lands, encouraging the efficient provision of government services, and encouraging the orderly formation and development of local agencies based upon local conditions and circumstances.”

LAFCO RESPONSIBILITIES

LAFCOs’ regulatory authorities include the reviewing, approving, amending or denying of proposals to change the jurisdictional boundaries of cities and special districts. Specifically, these types of boundary changes commonly referred to as “changes of organization,” include:

- City Incorporation
- City Disincorporation
- District Formation
- District Dissolution
- City and District Annexations and Detachments
- City and District Consolidations
- Merger of a City and District
- Establishment of a Subsidiary District
- Activation of new or different functions or classes of services, or divestiture of power to provide services for special districts.

PLANNING AUTHORITIES

LAFCOs' planning authorities are carried out through the establishment and updating of agencies' SOIs, which is a tool used to define a city or special district's future jurisdictional boundary and service areas. Through the reform of CKH in 2000, LAFCO's planning responsibility includes the preparation of comprehensive studies (MSRs) that analyze service or services within the county, region, subregion, or other designated geographic area. The determinations that LAFCOs must review, analyze, and adopt for SOIs and MSRs are discussed below.

SPHERE OF INFLUENCE UPDATES

In 1972, LAFCOs throughout the State were tasked with determining and overseeing the SOIs for local government agencies. An SOI is a planning boundary that may be outside of an agency's jurisdictional boundary (such as the city limits or a special district's service area) that designates the agency's probable future boundary and service area. The purpose of an SOI is to ensure the provision of efficient services while discouraging urban sprawl and the premature conversion of agricultural and open space lands, and by preventing overlapping jurisdictions and duplication of services. On a regional level, LAFCOs coordinate the orderly development of a community through reconciling differences between different agency plans. This is intended to ensure the most efficient

urban service arrangements are created for the benefit of area residents and property owners. Factors considered in an SOI update include current and future land use, capacity needs, and any relevant areas of interest such as geographical terrain, location, and any other aspects that would influence the level of service.

Per Government Code Section 56425, a LAFCO shall consider and prepare a written statement of its SOI determinations on the following five (5) factors:

- 1. The present and planned land use 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. If a city or special district provides public facilities or services related to sewer, municipal and industrial water, or structural fire protection the present and probable need for those facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.*

From time-to-time, an SOI may be modified as determined by LAFCO using the procedures for making sphere amendments as outlined by CKH. Pursuant to Government Code Section 56430, a LAFCO must first conduct an MSR prior to updating or amending an SOI.

MUNICIPAL SERVICE REVIEWS

Section 56425(g) of CKH requires that LAFCOs evaluate an SOI every five years, or when necessary. The vehicle for doing this is known as a Municipal Service Review.

Pursuant to Government Code Section 56430, MSRs make determinations on seven (7) required topics as follows:

- 1. Growth and population projections for the affected area.*
- 2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence(s).*
- 3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.*
- 4. Financial ability of agencies to provide services.*
- 5. Status of, and opportunities for, shared facilities.*
- 6. Accountability for community service needs, including government structure and operational efficiencies.*
- 7. Any other matter related to effective or efficient service delivery, as required by Commission Policy.*

The focus of an MSR is to ensure public services are being carried out efficiently and the residents of any given area or community are receiving the highest level of service possible, while also discouraging urban sprawl and the premature conversion of agricultural lands. If an MSR determines that certain services are not being carried out to an adequate standard, LAFCO can recommend changes be made through making sphere changes and dissolution or consolidation of service providers to provide the best service possible to the population.

PRIOR MUNICIPAL SERVICE REVIEWS

Several cycles of MSRs have been completed by Alameda LAFCO prior to this one. The first was produced in 2008 and the second in 2013. In 2017, LAFCO released an SOI update for all cities in the County and in 2021, LAFCO released a Countywide MSR on Water, Wastewater, Stormwater, and Flood Control Services. Most recently, LAFCO released the public review draft of Countywide Fire and Emergency Medical Municipal Service Review in March 2024. Each MSR cycle has provided Alameda LAFCO with new and important information regarding the delivery of services to Alameda County residents.

EXISTING SPHERES OF INFLUENCE

This MSR evaluates service provision by and within the cities of Alameda County, both within their incorporated boundaries and their unincorporated spheres of influence. A number of cities have unincorporated islands which are completely surrounded by incorporated city limits, or have unincorporated area adjacent to their boundaries but within their spheres. RSG has identified these areas below.

Disadvantaged Unincorporated Communities (DUCs)

Consistent with Government Code Section 56430, this MSR reviews DUCs within the County, including their location, characteristics, and adequacy of services and public facilities. Further, to address issues of inequity and infrastructure deficits, Government Code Section 56375 places restrictions on annexations to cities if the proposed annexation is adjacent to a DUC.

DUCs are defined as inhabited territory located within an unincorporated area of a county in which the annual median household income is less than 80 percent of the statewide median household income. State law considers an area with 12 or more registered voters to be an inhabited area.

Alameda LAFCO has identified one DUC within the eastern SOI of the City of San Leandro, the Ashland community. The City did not respond to RSG's survey and did not indicate whether it is exploring annexation. The following agencies provide community services to Ashland:

- Street Maintenance & Lighting: Alameda County
- Parks and Recreation: Hayward Area Recreation and Park District
- Mosquito Abatement: Alameda County Mosquito Abatement District ("ACMAD")
- Vector Control: Vector Control Services District County Service Area ("Vector Control CSA")
- Lead Abatement: Alameda County
- Broadband: Private providers
- Library: Alameda County Library

More information about Ashland can be found on page 77.

Unincorporated Islands

There are a number of unincorporated islands (territory completely or substantially surrounded by cities) that should eventually be transitioned to an adjacent city over time and when feasible. CKH, in various sections of the statute, requires LAFCO to address these areas during MSR/SOI updates and annexation proceedings.

Annexations of unincorporated islands 150 acres or less in size that meet the criteria listed in Government Code Section 56375 are to be approved by the Commission, per Alameda LAFCO policy. Alameda LAFCO waives protest proceedings for these annexations.

The cities of Livermore and Pleasanton both have unincorporated islands within their SOIs, neither of which have been identified as DUCs.

Livermore SOI:

Livermore has twelve unincorporated areas within its SOI, including three islands. Two of the islands are smaller than 150 acres. The City is not currently exploring annexation of any of these areas.

- Street Maintenance & Lighting: Alameda County
- Parks and Recreation: Livermore Area Recreation and Park District & East Bay Regional Park District
- Mosquito Abatement: Alameda County Mosquito Abatement District (“ACMAD”)
- Vector Control: Vector Control Services District County Service Area (“Vector Control CSA”)
- Lead Abatement: Alameda County
- Broadband: Private providers
- Library: Alameda County Library

Pleasanton SOI

Pleasanton has four large unincorporated areas within its SOI surrounding the City’s corporate boundaries, and one island in the center of the City. The island is smaller than 150 acres. The City is not currently exploring annexation of any of these areas.

- Street Maintenance & Lighting: Alameda County
- Parks and Recreation: Alameda County
- Mosquito Abatement: Alameda County Mosquito Abatement District (“ACMAD”)
- Vector Control: Vector Control Services District County Service Area (“Vector Control CSA”)
- Lead Abatement: Alameda County
- Broadband: Private providers

- Library: Alameda County Library

Other Unincorporated Areas of Note

There are a number of other unincorporated areas adjacent to the cities' incorporated boundaries within their respective spheres of influence. These areas and their respective service providers are identified below:

Berkeley SOI

Berkeley's SOI includes one small area on the eastern edge of the City which is a part of Oakland's boundary but not Oakland's SOI. Alameda LAFCO updated the SOI determinations for each of the incorporated cities in 2017, and encouraged Berkeley and Oakland to consider a reorganization of this territory at that time. RSG is not aware of any progress that has been made on this issue. The area is serviced by the following providers:

- Street Maintenance & Lighting: City of Oakland
- Parks and Recreation: City of Oakland & East Bay Regional Park District
- Mosquito Abatement: Alameda County Mosquito Abatement District ("ACMAD")
- Vector Control: Vector Control Services District County Service Area ("Vector Control CSA")
- Lead Abatement: Lead Abatement County Service Area
- Broadband: Private providers
- Library: City of Oakland

Dublin SOI

Dublin has a large unincorporated area to the west of the City. The City did not indicate any plans to annex this area.

- Street Maintenance & Lighting: Alameda County
- Parks and Recreation: East Bay Regional Park District
- Mosquito Abatement: Alameda County Mosquito Abatement District ("ACMAD")

- Vector Control: Vector Control Services District County Service Area (“Vector Control CSA”)
- Lead Abatement: Alameda County
- Broadband: Private providers
- Library: Alameda County Library

Fremont SOI

Fremont has two unincorporated areas on the western edge of the City. Fremont did not respond to RSG’s survey and did not indicate whether it is exploring annexation of these areas.

- Street Maintenance & Lighting: Alameda County
- Parks and Recreation: City of Fremont & East Bay Regional Park District
- Mosquito Abatement: Alameda County Mosquito Abatement District (“ACMAD”)
- Vector Control: Vector Control Services District County Service Area (“Vector Control CSA”)
- Lead Abatement: Alameda County
- Broadband: Private providers
- Library: Alameda County Library

Hayward SOI

Hayward has two unincorporated areas to the north of the City, another unincorporated area on the southeast portion of the City, and a final small unincorporated area near the coast. The City is not currently exploring annexation of any of these areas.

- Street Maintenance & Lighting: Alameda County
- Parks and Recreation: Hayward Area Recreation and Park District & East Bay Regional Park District
- Mosquito Abatement: Alameda County Mosquito Abatement District (“ACMAD”)

- Vector Control: Vector Control Services District County Service Area (“Vector Control CSA”)
- Lead Abatement: Alameda County
- Broadband: Private providers
- Library: Alameda County Library

ALAMEDA COUNTY LOCAL AGENCY FORMATION COMMISSION

Alameda LAFCO is responsible for overseeing the boundaries, establishing and updating SOIs, and preparing MSRs for the County’s 14 cities and 29 independent and dependent special districts. Alameda LAFCO’s authority is

MISSION:

Alameda LAFCO serves Alameda County cities, special districts, and the county to ensure effective and efficient delivery of municipal services.

guided through adopted policies and procedures that assist in the implementation of the provisions of CKH and consideration of the local conditions and circumstances of the County.

COMMISSION COMPOSITION

Alameda LAFCO is comprised of 11 Commissioners, with 7 voting Commissioners and 4 Alternates. The Commissioners represent different parts of the County, including: three County Supervisors, three Cities, three independent Special Districts, and two representatives of the general public. All members serve four-year terms and there are no term limits. In accordance with the statute, while serving on the Commission, all Commission members shall exercise their independent judgement on behalf of the interests of residents, property owners, and the public as a whole.

Table 1 identifies the Commissioners and Alternates along with their respective appointing authority and term, as well as the two members of LAFCO staff.

Table 1: Alameda LAFCO Commission Roster

Commissioners	Appointing Authority	Current Term
Regular Members		
Karla Brown , Chair City Member	City Selection Committee	2024-2028
Mariellen Faria , Special District Member	Independent Special District Selection Committee	2023-2027
David Haubert , County Member	Board of Supervisors	2023-2027
Ralph Johnson , Special District Member	Independent Special District Selection Committee	2024-2028
John Marchand , City Member	City Selection Committee	2021–2025
Nate Miley , County Member	Board of Supervisors	2024-2028
Sblend Sblendorio , Public Member	Alameda LAFCO Commission	2022-2026
Alternate Members		
Vacant , City Member, Alternate	City Selection Committee	Vacant
Lena Tam , County Member, Alternate	Board of Supervisors	2023-2026
Georgean Vonheeder-Leopold , Special District Member, Alternate	Independent Special District Selection Committee	2021-2025
Bob Woerner , Public Member Alternate	Alameda LAFCO Commission	2023-2027
LAFCO Staff		
Rachel Jones, Executive Officer April Raffel, Clerk		

MEETING AND CONTACT INFORMATION

The Commission’s regular meetings are held on the second Thursday of the month at 2:00 p.m. Currently, the meetings are conducted at City of Dublin Council Chambers 100 Civic Plaza, Dublin, 94568.

The Alameda LAFCO administrative offices are centrally located at 224 West Winton Ave., Suite 110, Hayward, CA 94644. Commission staff may be reached by telephone at (510) 670-6267. The agency’s agendas, reports and other resources are available online at www.alamedalafco.org.



METHODOLOGY AND DATA SOURCES

RSG worked in coordination with Alameda LAFCO staff throughout the duration of this MSR. To fully understand key factors and current issues involving the cities, RSG conducted an initial working session with Alameda LAFCO staff to determine the project scope and process and formalize overall MSR objectives, schedules, agency services to review, fiscal criteria, and roles and responsibilities of Alameda LAFCO, and RSG.

Data presented in this MSR was compiled between July 2023 and February 2024.

Population and housing data presented in this MSR reflect statistics released by the California Department of Finance (“DOF”) Demographic Research Unit for incorporated cities, and the Federal Decennial Census data, as reported by ESRI Business Analyst, for unincorporated areas.

DOF POPULATION AND HOUSING ESTIMATES

This MSR uses the DOF’s population and housing estimates for cities and the county, and reflects data compiled through January 1, 2023. The DOF’s Demographic Research Unit publishes population estimates annually and are the official population and housing unit tallies used in most State programs and for jurisdictional appropriation limits.

OTHER DATA SOURCES USED

The DOF does not provide data for unincorporated areas within SOIs. In order to produce the demographic reports for these areas, RSG extracts Census data from ESRI Business Analyst using GIS shapefiles provided by the County.

AGENCY PROFILES

For each of the 14 incorporated cities, this section presents a summary of the governing structure, basic size and population information, types, and providers of community services. This section also presents detailed demographic summaries and maps of the current boundaries and SOIs for each city.

Below is a list of the 14 incorporated cities profiled in this MSR:

- Alameda
- Albany
- Berkeley
- Dublin
- Emeryville
- Fremont
- Hayward
- Livermore
- Newark
- Oakland
- Piedmont
- Pleasanton
- San Leandro
- Union City

City of Alameda

Incorporated 1854

Agency Information

Address	2263 Santa Clara Avenue, Alameda
Primary Contact	Jennifer Ott, City Manager
Contact Information	510-747-7400
Website	www.alamedaca.gov
Governance	5 Council Members, Elected At-Large
Total City Staff	566 Full-Time

Service Area Information

Incorporated Area (Sq. Mi.)	22.92
Population Served	77,287

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of Alameda - Public Works
Parks and Recreation	City of Alameda - Recreation and Parks
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	Comcast, AT&T, Sonic
Library	Alameda Free Library

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of Alameda - Police Department
Fire Protection/Emergency Medical	City of Alameda - Fire Department
Building/Planning	City of Alameda - Planning, Building, and Transportation
Code Enforcement	City of Alameda - Planning, Building, and Transportation
Animal Control	City of Alameda - Police Department - Animal Services and the Friends of the Alameda Animal Shelter
Landscape Maintenance	City of Alameda - Recreation and Parks
Lighting	City of Alameda - Public Works
Electricity/Gas	City of Alameda - Alameda Municipal Power
Solid Waste	Alameda County Industries
Stormwater Drainage	City of Alameda - Public Works
Water	East Bay Municipal Utility District
Wastewater	City of Alameda - Public Works

Demographic Summary

Alameda			
Population & Density	Agency		County
2020 Population	78,280		1,682,353
2023 Population	77,287		1,636,194
2028 Population ¹	80,960		1,697,701
2023-2028 Projected Growth Rate (%)	4.8%	>	3.8%
Daytime Population	68,850		1,660,752
Households	31,355		595,862
Household Size	2.46	<	2.75
Area (Square Miles)	22.92		821.46
Density (Persons per Square Mile)	3,372	>	1,992
Housing			
Housing Units	33,959		630,758
Owner Occupied (%)	46%	<	51%
Renter Occupied (%)	48%	>	44%
Vacant (%)	7%	>	6%
Median Home Value	\$ 1,205,206	>	\$ 1,064,817
Employment & Poverty			
Businesses	3,127		
Employees	44,206		
2023 Median Household Income	\$ 117,551	>	\$ 116,079
Poverty Rate	7%	<	9%

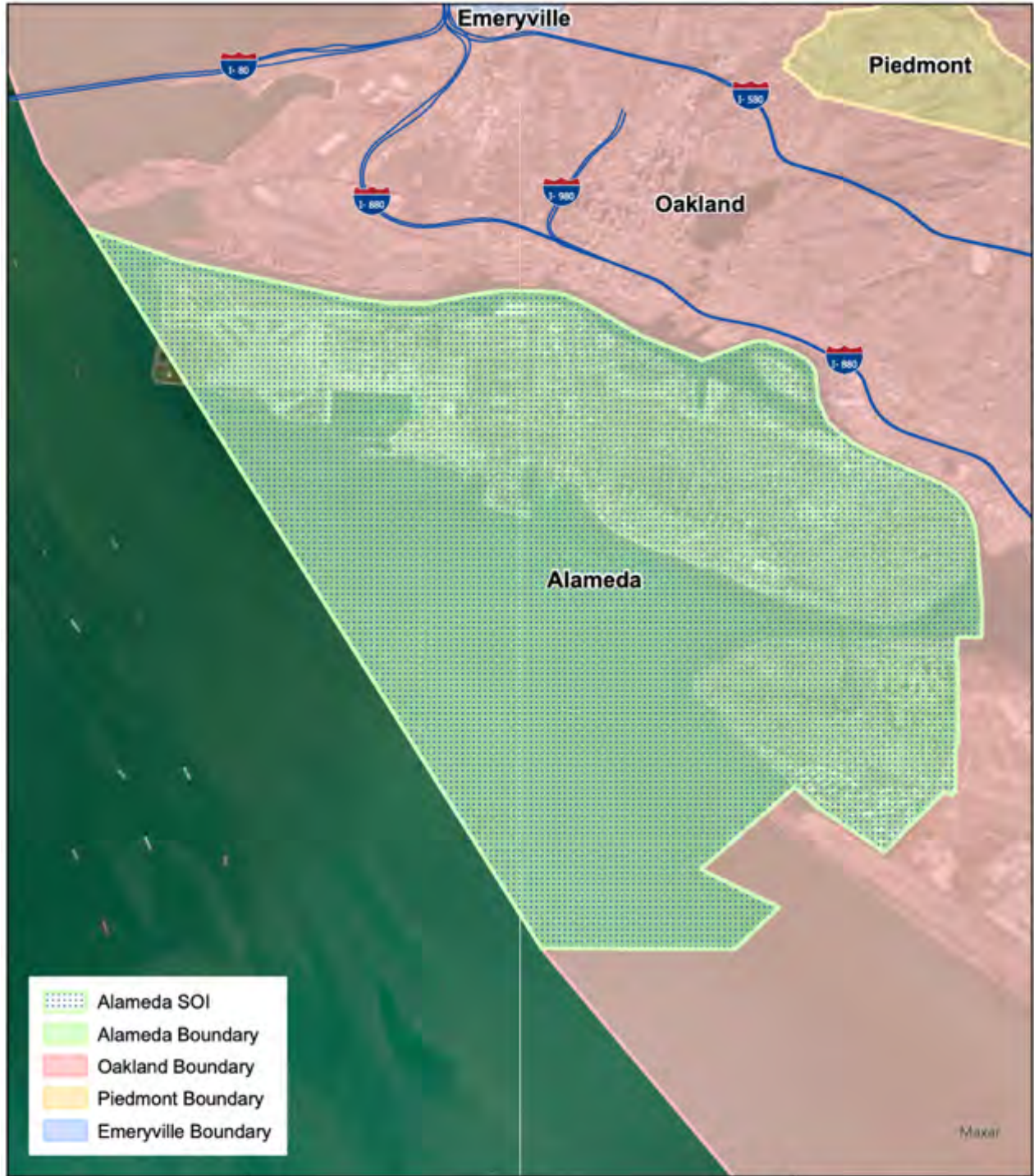
¹2028 Population estimate is a projection only.






Source: US Census Bureau, DOF Population and Housing Estimates (Cities), ESRI Business Analyst

Land Use Summary

Alameda			
Present Land Use	Agency		County
Residential Units			
Single Family	23,158	68.2%	68.6%
Multifamily	10,681	31.5%	30.2%
Mobile Home	120	0.4%	1.2%
Total Units	33,959	100%	100%
New Units Since 2010	1,608		
Commercial			
	Gross SF		
Retail	3,691,770	24.3%	20.1%
Industrial	7,010,130	46.1%	59.9%
Office	4,497,027	29.6%	20.1%
Total	15,198,927	100%	100%
New Commercial Since 2010	1,658,077		

Sources: California Department of Finance, Costar (24Q1)



-  Alameda SOI
-  Alameda Boundary
-  Oakland Boundary
-  Piedmont Boundary
-  Emeryville Boundary



City of Alameda

Source: RSG, Inc., ESRI, Alameda LAFCO



City of Albany

Incorporated 1908

Agency Information

Address	1000 San Pablo Ave. Albany, CA 94706
Primary Contact	Nicole Almaguer, City Manager
Contact Information	510-981-2489
Website	www.albanyca.org
Governance	5 Council Members, Elected By-District
Total City Staff	107 Full-Time

Service Area Information

Incorporated Area (Sq. Mi.)	1.79
Population Served	21,401

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of Albany - Maintenance Services
Parks and Recreation	City of Albany - Recreation & Community Services
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	AT&T, Sonic, Comcast
Library	Alameda County Library

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of Albany - Police Department
Fire Protection/Emergency Medical	City of Albany - Fire Department
Building/Planning	City of Albany - Community Development Department
Code Enforcement	City of Albany - Community Development
Animal Control	City of Berkeley Animal Control Services
Landscape Maintenance	City of Albany - Public Works
Lighting	Alameda County Public Works Agency
Electricity/Gas	PG&E
Solid Waste	Waste Management of Northern California
Stormwater Drainage	City of Albany - Public Works
Water	East Bay Municipal Utility District
Wastewater	City of Albany - Public Works

Demographic Summary

Albany			
Population & Density	Agency		County
2020 Population	20,271		1,682,353
2023 Population	21,401		1,636,194
2028 Population ¹	19,664		1,697,701
2023-2028 Projected Growth Rate (%)	-8.1%		3.8%
Daytime Population	16,822		1,660,752
Households	7,362		595,862
Household Size	2.91		2.75
Area (Square Miles)	1.79		821.46
Density (Persons per Square Mile)	11,956		1,992
Housing			
Housing Units	7,967		630,758
Owner Occupied (%)	46%		51%
Renter Occupied (%)	48%		44%
Vacant (%)	6%		6%
Median Home Value	\$ 1,228,318	\$	1,064,817
Employment & Poverty			
Businesses	821		
Employees	11,026		
2023 Median Household Income	\$ 116,606	\$	116,079
Poverty Rate	8%		9%

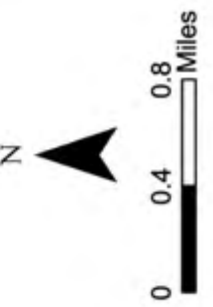
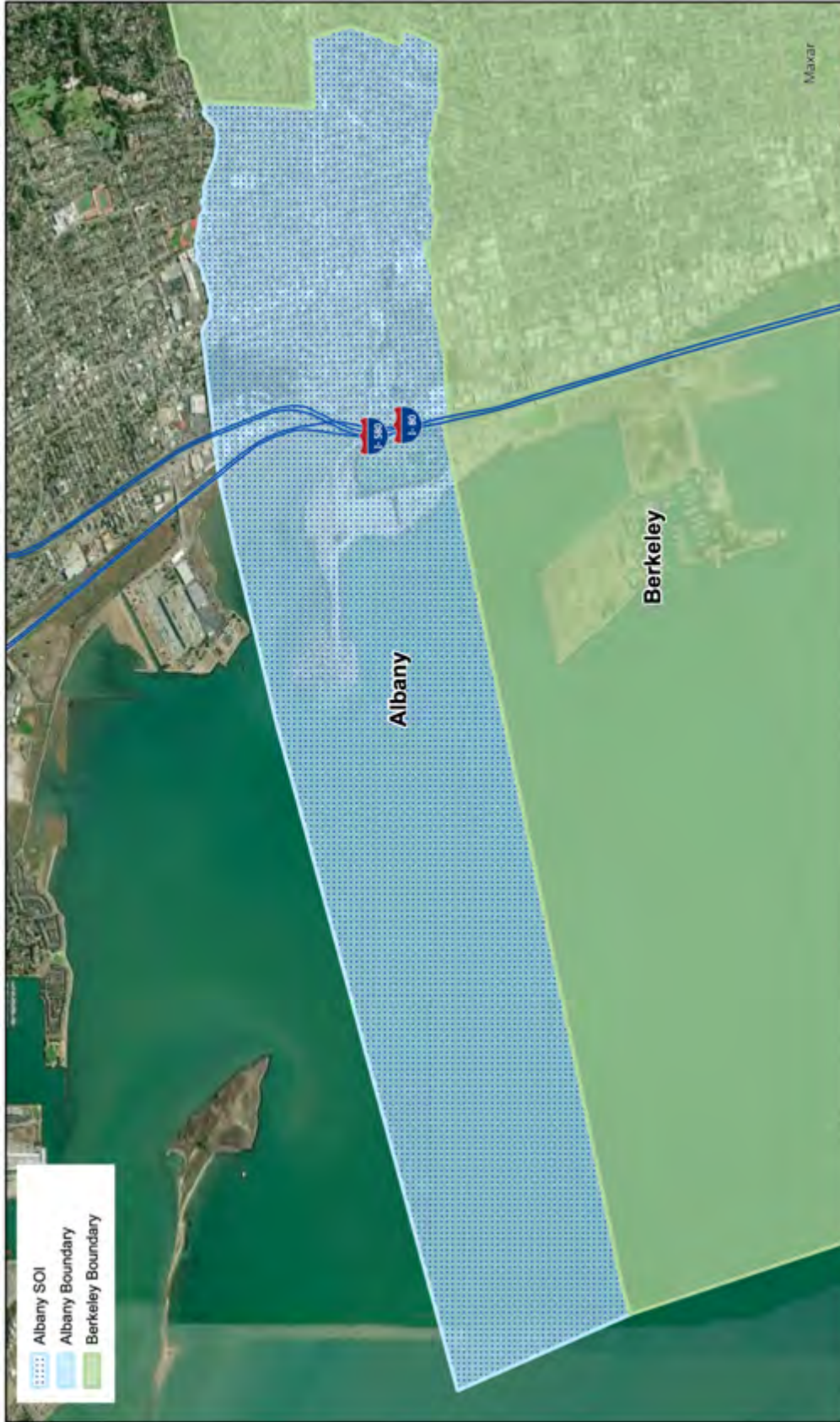
¹2028 Population estimate is a projection only.

Source: US Census Bureau, DOF Population and Housing Estimates (Cities), ESRI Business Analyst

Land Use Summary

Albany			
Present Land Use	Agency		County
Residential Units	Units	%	%
Single Family	6,921	86.9%	68.6%
Multifamily	1,019	12.8%	30.2%
Mobile Home	27	0.3%	1.2%
Total Units	7,967	100%	100%
New Units Since 2010	1,255		
Commercial	Gross SF	% City	% County
Retail	1,035,933	69.9%	20.1%
Industrial	233,810	15.8%	59.9%
Office	211,902	14.3%	20.1%
Total	1,481,645	100%	100%
New Commercial Since 2010	48,211		

Sources: California Department of Finance, Costar (24Q1)



City of Albany

Source: RSG, Inc., ESRI, Alameda LAFCO



City of Berkeley

Incorporated 1878

Agency Information

Address	2180 Milvia St, Berkeley, CA 94704
Primary Contact	LaTanya Bellow, Interim City Manager Paul Buddenhagen, City Manager
Contact Information	510-981-2489
Website	www.berkeleyca.gov/
Governance	9 Council Members, Elected By-District
Total City Staff	1,660 Full-Time

Service Area Information

Incorporated Area (Sq. Mi.)	18.07
Population Served	123,562
Population of Unincorporated SOI	122

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of Berkeley - Parks, Recreation & Waterfront Department
Parks and Recreation	City of Berkeley - Parks, Recreation & Waterfront Department
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	AT&T, LV.net
Library	Berkeley Public Library

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of Berkeley - Police Department
Fire Protection/Emergency Medical	City of Berkeley - Fire Department
Building/Planning	City of Berkeley - Planning and Development
Code Enforcement	City of Berkeley - Code Enforcement
Animal Control	City of Berkeley - Community and Recreation
Landscape Maintenance	City of Berkeley - Parks, Recreation & Waterfront Department
Lighting	City of Berkeley - Public Works
Electricity/Gas	PG&E
Solid Waste	City of Berkeley - Parks, Recreation & Waterfront Department
Stormwater Drainage	City of Berkeley - Parks, Recreation & Waterfront Department
Water	East Bay Municipal Utility District
Wastewater	City of Berkeley - Streets, Side Walks, Sewers, and Utilities Department

Demographic Summary

Berkeley

Population & Density	Agency	County
2020 Population	124,321	1,682,353
2023 Population	123,562	1,636,194
2028 Population ¹	124,883	1,697,701
2023-2028 Projected Growth Rate (%)	1.1%	3.8%
Daytime Population	168,301	1,660,752
Households	47,526	595,862
Household Size	2.60	2.75
Area (Square Miles)	18.07	821.46
Density (Persons per Square Mile)	6,838	1,992
Housing		
Housing Units	53,734	630,758
Owner Occupied (%)	38%	51%
Renter Occupied (%)	53%	44%
Vacant (%)	10%	6%
Median Home Value	\$ 1,439,378	\$ 1,064,817
Employment & Poverty		
Businesses	6,956	
Employees	65,474	
2023 Median Household Income	\$ 101,357	\$ 116,079
Poverty Rate	15%	9%

¹2028 Population estimate is a projection only.

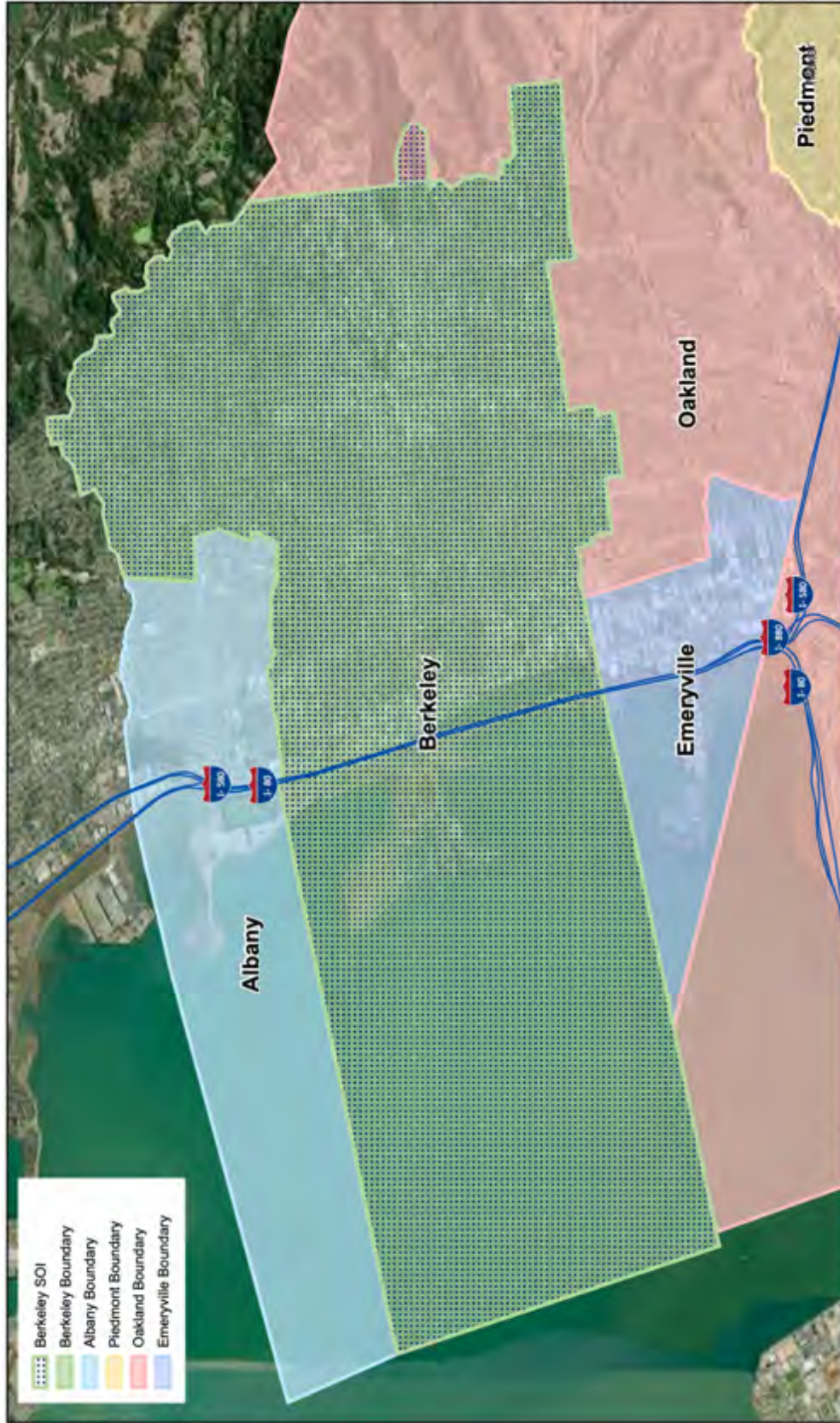
Source: US Census Bureau, DOF Population and Housing Estimates (Cities), ESRI Business Analyst

Land Use Summary

Berkeley

Present Land Use	Agency		County
Residential Units	Units	%	%
Single Family	32,664	60.8%	68.6%
Multifamily	20,858	38.8%	30.2%
Mobile Home	212	0.4%	1.2%
Total Units	53,734	100%	100%
New Units Since 2010			
	4,280		
Commercial	Gross SF	% City	% County
Retail	6,454,035	31.6%	20.1%
Industrial	8,027,458	39.3%	59.9%
Office	5,939,059	29.1%	20.1%
Total	20,420,552	100%	100%
New Commercial Since 2010			
	1,092,539		

Sources: California Department of Finance, Costar (24Q1)



City of Berkeley

Source: RSG, Inc., ESRI, Alameda LAFCO



City of Dublin

Incorporated 1982

Agency Information

Address	100 Civic Plaza, Dublin CA 94568
Primary Contact	Linda Smith, City Manager
Contact Information	925-833-6650
Website	https://dublin.ca.gov
Governance	5 Council Members, Elected By-District
Total City Staff	96 Full-Time

Service Area Information

Incorporated Area (Sq. Mi.)	15.23
Population Served	71,750
Population of Unincorporated SOI	22

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of Dublin - Public Works and Engineering
Parks and Recreation	City of Dublin - Parks and Community Services Department
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	AT&T, Comcast (Xfinity), Direct TV, Dish Network, Nextiva, T-Mobile, Viasat
Library	Alameda County Library

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of Dublin – Alameda County Sheriff's Office (Contract)
Fire Protection/Emergency Medical	City of Dublin – Alameda County Fire Department (Contract)
Building/Planning	City of Dublin - Community Development
Code Enforcement	City of Dublin - Community Development
Animal Control	Alameda County Sheriff's Office - Animal Control
Landscape Maintenance	City of Dublin - Public Works
Lighting	City of Dublin - Public Works
Electricity/Gas	Ava Community Energy and PG&E
Solid Waste	Amador Valley Industries
Stormwater Drainage	City of Dublin - Public Works
Water	Dublin San Ramon Services District
Wastewater	Dublin San Ramon Services District

Demographic Summary

Dublin

Population & Density	Agency	County
2020 Population	72,589	1,682,353
2023 Population	71,750	1,636,194
2028 Population ¹	75,554	1,697,701
2023-2028 Projected Growth Rate (%)	5.3%	3.8%
Daytime Population	63,521	1,660,752
Households	24,127	595,862
Household Size	2.97	2.75
Area (Square Miles)	15.23	821.46
Density (Persons per Square Mile)	4,711	1,992
Housing		
Housing Units	25,304	630,758
Owner Occupied (%)	63%	51%
Renter Occupied (%)	33%	44%
Vacant (%)	5%	6%
Median Home Value	\$ 1,149,597	\$ 1,064,817
Employment & Poverty		
Businesses	2,484	
Employees	37,202	
2023 Median Household Income	\$ 177,999	\$ 116,079
Poverty Rate	4%	9%

¹ 2028 Population estimate is a projection only.

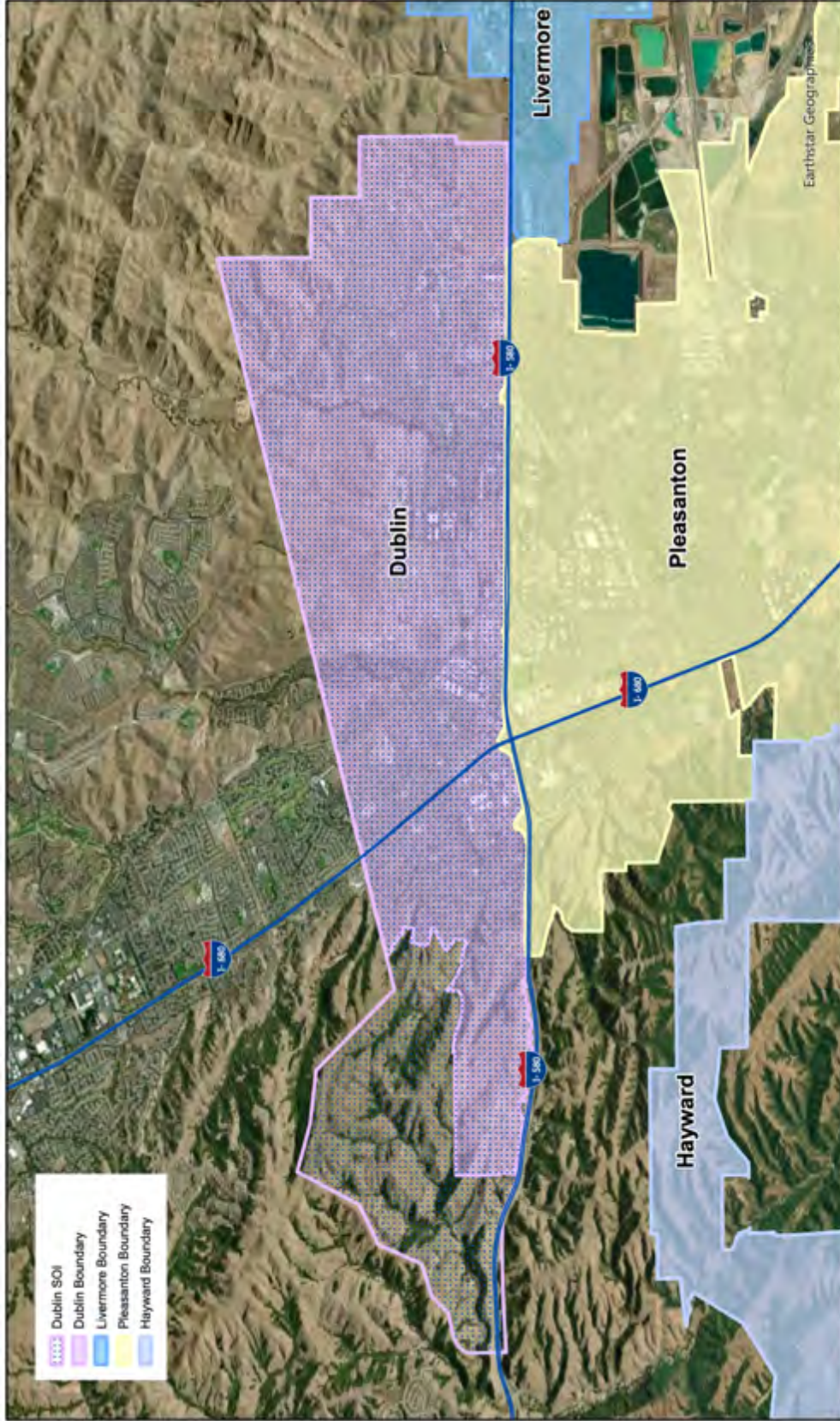
Source: US Census Bureau, DOF Population and Housing Estimates (Cities), ESRI Business Analyst

Land Use Summary

Dublin

Present Land Use	Agency	County
Residential Units	Units	%
Single Family	18,899	74.7%
Multifamily	6,352	25.1%
Mobile Home	53	0.2%
Total Units	25,304	100%
New Units Since 2010	9,522	
Commercial	Gross SF	% City
Retail	4,231,174	43.7%
Industrial	2,648,790	27.4%
Office	2,800,606	28.9%
Total	9,680,570	100%
New Commercial Since 2010	1,024,126	

Sources: California Department of Finance, Costar (24Q1)



	<h1>City of Dublin</h1>	<p>N</p> 
<p>Source: RSG, Inc., ESRI, Alameda LAFCO</p>		 <p>0 0.9 1.9 Miles</p>

City of Emeryville

Incorporated 1896

Agency Information

Address	1333 Park Ave, Emeryville, CA 94608
Primary Contact	Paul Buddenhagen, City Manager
Contact Information	510-596-4300
Website	www.ci.emeryville.ca.us
Governance	5 Council Members, Elected At Large
Total City Staff	169 Full-Time Equivalents

Service Area Information

Incorporated Area (Sq. Mi.)	2.25
Population Served	12,610

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of Emeryville - Public Works
Parks and Recreation	City of Emeryville - Community Services
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	AT&T, Xfinity,
Library	Oakland Public Library

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of Emeryville - Police Department
Fire Protection/Emergency Medical	City of Emeryville - Alameda County Fire Department
Building/Planning	City of Emeryville - Community Development
Code Enforcement	City of Emeryville - Community Development
Animal Control	City of Emeryville - City of Berkeley
Landscape Maintenance	City of Emeryville - Public Works
Lighting	City of Emeryville - Public Works
Electricity/Gas	PG&E
Solid Waste	Waste Management of Alameda County
Stormwater Drainage	City of Emeryville - Public Works
Water	East Bay Municipal Utility District
Wastewater	East Bay Municipal Utility District

Demographic Summary

Emeryville			
Population & Density	Agency	County	
2020 Population	12,905	1,682,353	
2023 Population	12,610	1,636,194	
2028 Population ¹	14,609	1,697,701	
2023-2028 Projected Growth Rate (%)	15.9%	3.8%	
Daytime Population	24,547	1,660,752	
Households	7,097	595,862	
Household Size	1.78	2.75	
Area (Square Miles)	2.25	821.46	
Density (Persons per Square Mile)	5,604	1,992	
Housing			
Housing Units	7,853	630,758	
Owner Occupied (%)	32%	51%	
Renter Occupied (%)	60%	44%	
Vacant (%)	8%	6%	
Median Home Value	\$ 725,683	\$ 1,064,817	
Employment & Poverty			
Businesses	1,463		
Employees	9,185		
2023 Median Household Income	\$ 118,586	\$ 116,079	
Poverty Rate	11%	9%	

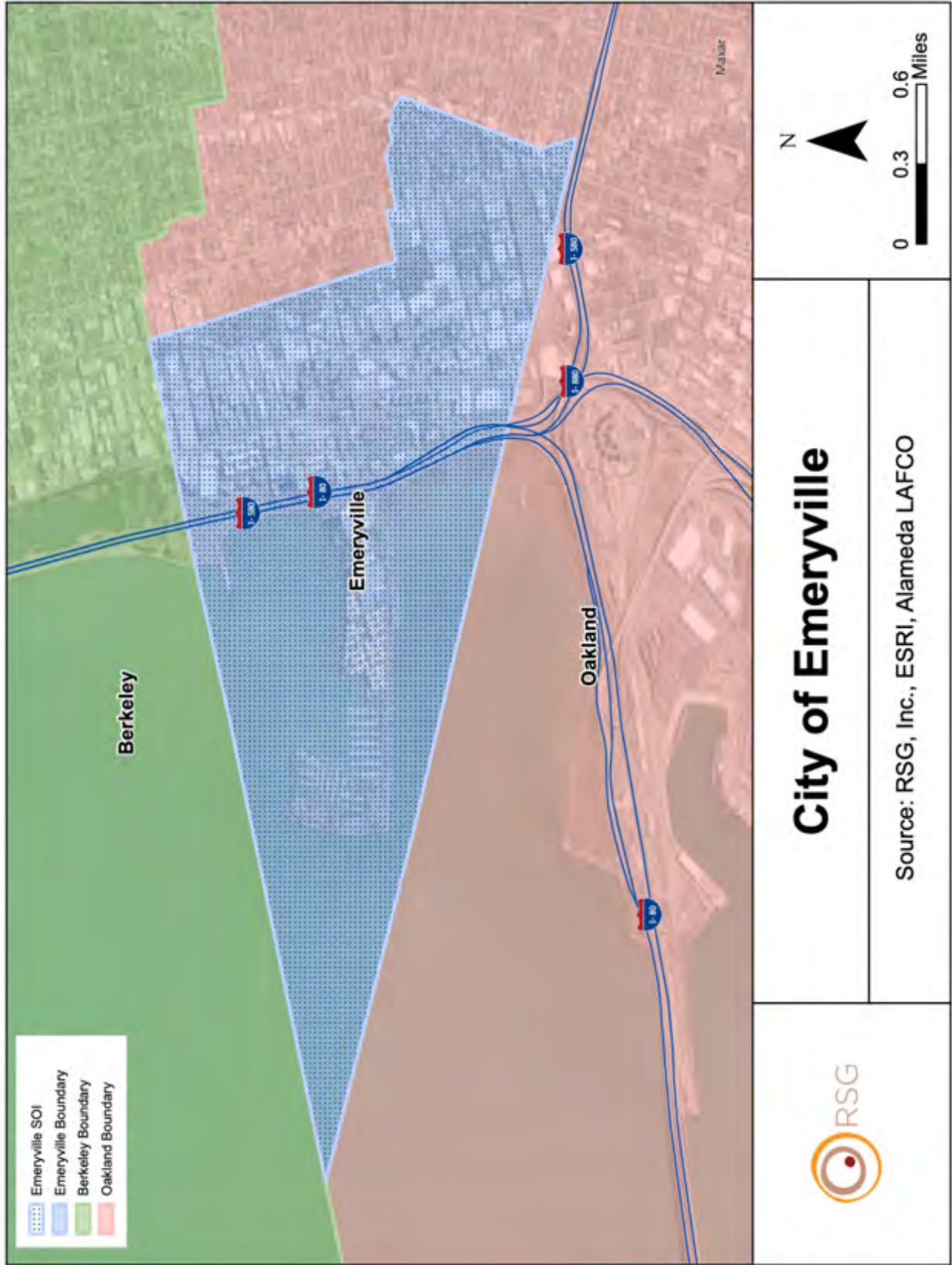
¹2028 Population estimate is a projection only.

Source: US Census Bureau, DOF Population and Housing Estimates (Cities),
ESRI Business Analyst

Land Use Summary

Emeryville			
Present Land Use	Agency		County
Residential Units	Units	%	%
Single Family	3,427	43.6%	68.6%
Multifamily	4,392	55.9%	30.2%
Mobile Home	34	0.4%	1.2%
Total Units	7,853	100%	100%
New Units Since 2010	1,207		
Commercial	Gross SF	% City	% County
Retail	2,489,996	19.7%	20.1%
Industrial	5,676,627	44.9%	59.9%
Office	4,464,594	35.3%	20.1%
Total	12,631,217	100%	100%
New Commercial Since 2010	991,752		

Sources: California Department of Finance, Costar (24Q1)



City of Fremont

Incorporated 1956

Agency Information

Address	3300 Capitol Ave. Fremont, CA 94538
Primary Contact	Karena Shackelford, City Manager
Contact Information	510-284-4000
Website	www.fremont.gov
Governance	7 Council Members, Elected By-District
Total City Staff	970 Full-Time

Service Area Information

Incorporated Area (Sq. Mi.)	89.06
Population Served	229,467
Population of Unincorporated SOI	9

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of Fremont - Maintenance Services Division
Parks and Recreation	City of Fremont - Park and Recreation
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	AT&T, Xfinity, Verizon, EarthLink, Viasat, Hughesnet, Starlink, T-Mobile
Library	Alameda County Library

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of Fremont - Police Department
Fire Protection/Emergency Medical	City of Fremont - Fire Department
Building/Planning	City of Fremont - Community Development
Code Enforcement	City of Fremont - Code Enforcement
Animal Control	City of Fremont - Police Department
Landscape Maintenance	City of Fremont - Maintenance Services Division
Lighting	City of Fremont - Maintenance Services Division
Electricity/Gas	PG&E
Solid Waste	Republic Services of Fremont
Stormwater Drainage	City of Fremont - Environmental Services Department
Water	Alameda County Water District
Wastewater	Union Sanitary District

Demographic Summary

Fremont		
Population & Density	Agency	County
2020 Population	230,504	1,682,353
2023 Population	229,467	1,636,194
2028 Population ¹	234,565	1,697,701
2023-2028 Projected Growth Rate (%)	2.2%	3.8%
Daytime Population	243,082	1,660,752
Households	75,942	595,862
Household Size	3.02	2.75
Area (Square Miles)	89.06	821.46
Density (Persons per Square Mile)	2,577	1,992
Housing		
Housing Units	81,065	630,758
Owner Occupied (%)	59%	51%
Renter Occupied (%)	37%	44%
Vacant (%)	5%	6%
Median Home Value	\$ 1,284,336	\$ 1,064,817
Employment & Poverty		
Businesses	9,072	
Employees	125,005	
2023 Median Household Income	\$ 162,298	\$ 116,079
Poverty Rate	5%	9%

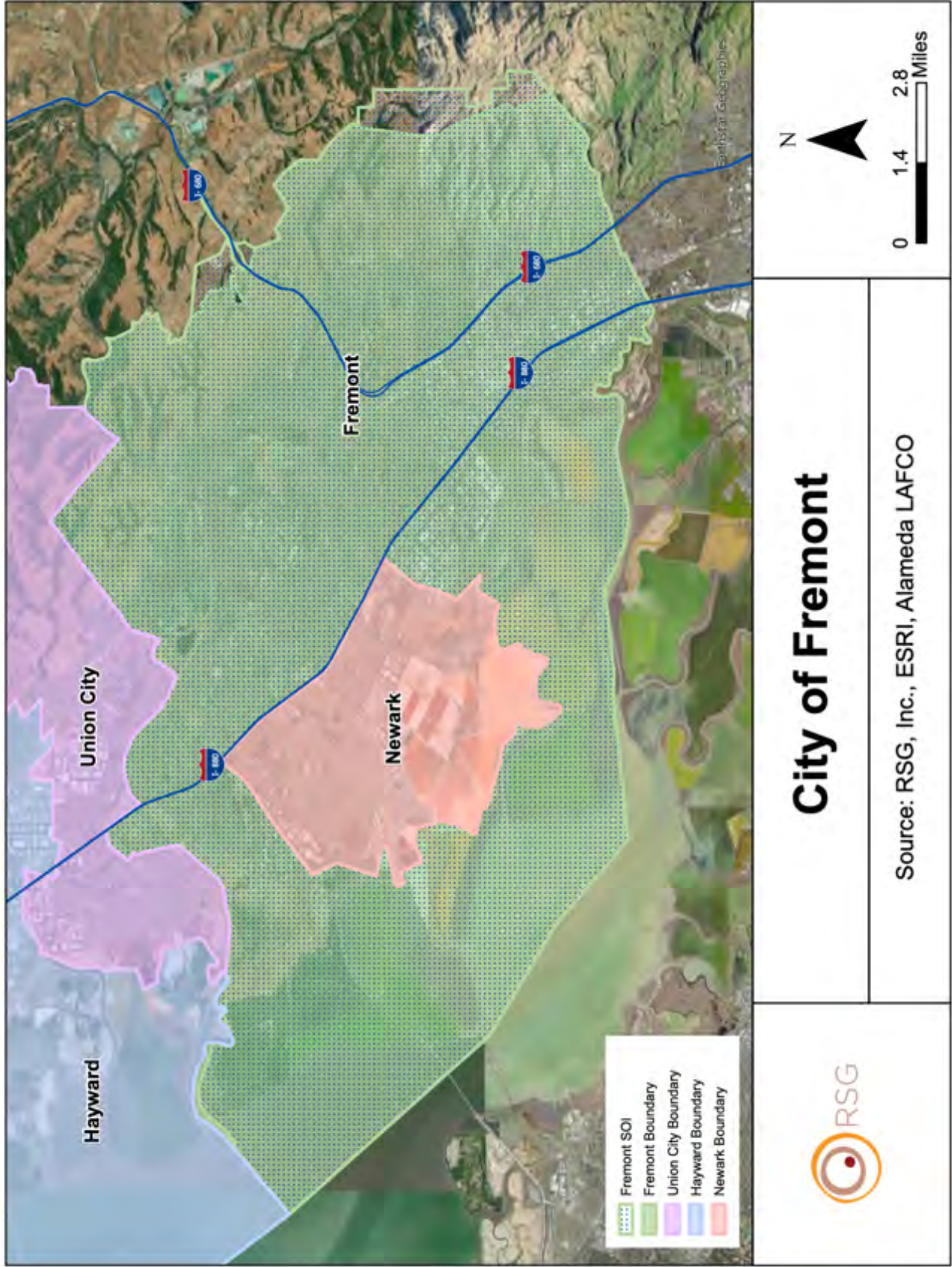
¹2028 Population estimate is a projection only.

Source: US Census Bureau, DOF Population and Housing Estimates (Cities),
ESRI Business Analyst

Land Use Summary

Fremont			
Present Land Use	Agency		County
Residential Units	Units	%	%
Single Family	60,235	74.3%	68.6%
Multifamily	20,162	24.9%	30.2%
Mobile Home	668	0.8%	1.2%
Total Units	81,065	100%	100%
New Units Since 2010	7,076		
Commercial	Gross SF	% City	% County
Retail	8,713,420	14.4%	20.1%
Industrial	45,981,631	76.2%	59.9%
Office	5,640,773	9.3%	20.1%
Total	60,335,824	100%	100%
New Commercial Since 2010	5,670,083		

Sources: California Department of Finance, Costar (24Q1)



City of Hayward

Incorporated 1876

Agency Information

Address	777 B Street Hayward, CA 94541
Primary Contact	Kelly McAdoo, City Manager
Contact Information	510-583-4000
Website	www.hayward-ca.gov
Governance	7 Council Members, Elected By-District
Total City Staff	910 Full-Time

Service Area Information

Incorporated Area (Sq. Mi.)	64.35
Population Served	159,800
Population of Unincorporated SOI	36,953

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of Hayward - Maintenance Services Department
Parks and Recreation	City of Hayward - Parks and Recreation
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	Comcast and AT&T
Library	City of Hayward - Library

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of Hayward - Police Department
Fire Protection/Emergency Medical	City of Hayward - Fire Department
Building/Planning	City of Hayward - Development Services
Code Enforcement	City of Hayward - Development Services
Animal Control	City of Hayward - Police Department
Landscape Maintenance	City of Hayward - Maintenance Services Department
Lighting	City of Hayward - Maintenance Services Department
Electricity/Gas	PG&E
Solid Waste	Waste Management of Alameda County and Tri-CED Recycling
Stormwater Drainage	City of Hayward - Public Works & Utilities
Water	City of Hayward and East Bay Municipal Utility District
Wastewater	City of Hayward and Oro Loma Sanitary

Demographic Summary

Hayward

Population & Density	Agency	County
2020 Population	162,954	1,682,353
2023 Population	159,800	1,636,194
2028 Population ¹	163,295	1,697,701
2023-2028 Projected Growth Rate (%)	2.2%	3.8%
Daytime Population	152,089	1,660,752
Households	50,371	595,862
Household Size	3.17	2.75
Area (Square Miles)	64.35	821.46
Density (Persons per Square Mile)	2,483	1,992
Housing		
Housing Units	53,564	630,758
Owner Occupied (%)	51%	51%
Renter Occupied (%)	44%	44%
Vacant (%)	5%	6%
Median Home Value	\$ 773,317	\$ 1,064,817
Employment & Poverty		
Businesses	6,515	
Employees	84,141	
2023 Median Household Income	\$ 101,636	\$ 116,079
Poverty Rate	8%	9%

¹ 2028 Population estimate is a projection only.

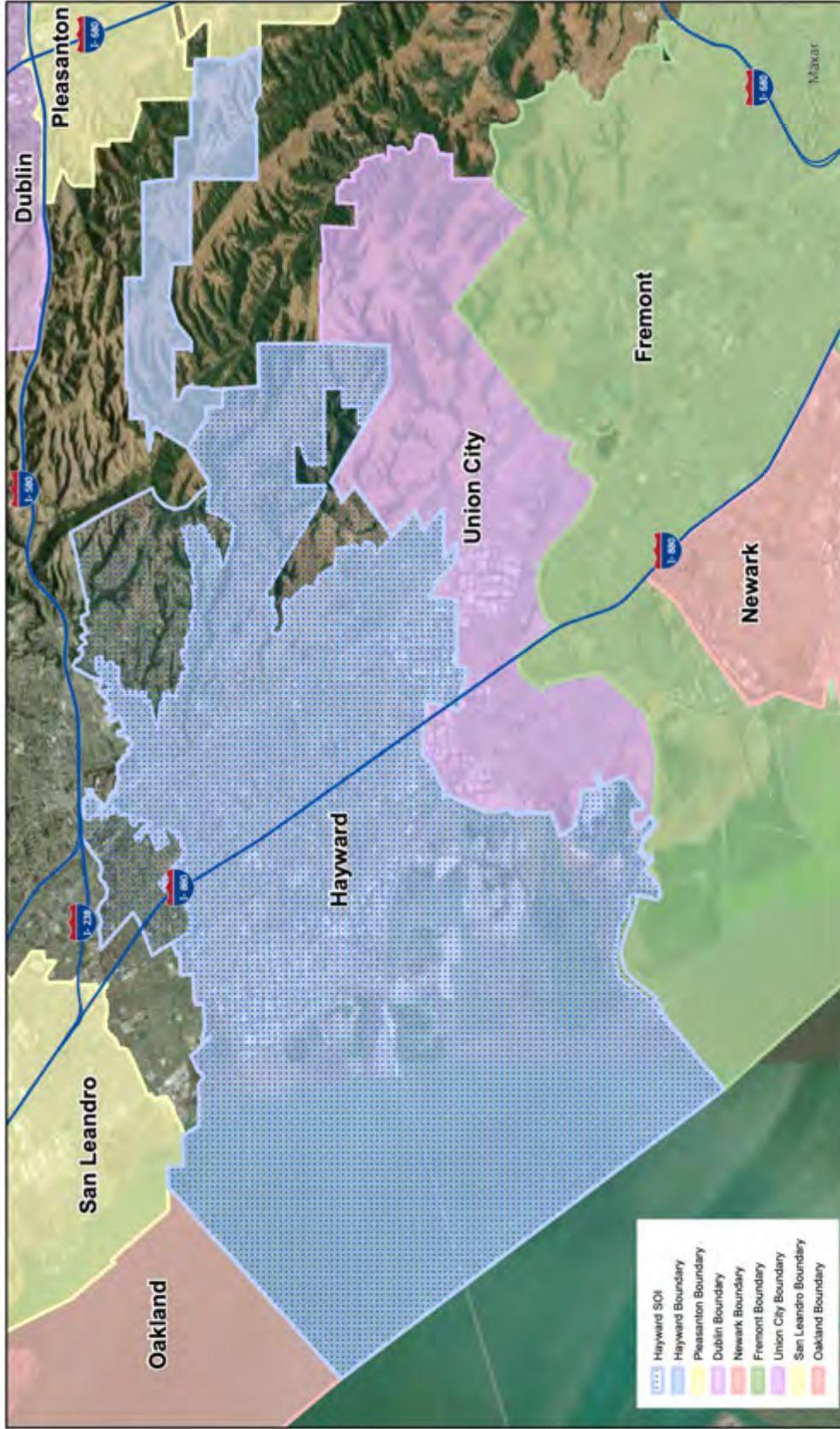
Source: US Census Bureau, DOF Population and Housing Estimates (Cities),
ESRI Business Analyst

Land Use Summary

Hayward

Present Land Use	Agency		County
Residential Units	Units	%	%
Single Family	30,408	56.8%	68.6%
Multifamily	20,866	39.0%	30.2%
Mobile Home	2,290	4.3%	1.2%
Total Units	53,564	100%	100%
New Units Since 2010			
	5,268		
Commercial	Gross SF	% City	% County
Retail	7,842,451	14.5%	20.1%
Industrial	43,188,935	79.8%	59.9%
Office	3,123,489	5.8%	20.1%
Total	54,154,875	100%	100%
New Commercial Since 2010			
	2,943,958		

Sources: California Department of Finance, Costar (24Q1)



-  Hayward SOI
-  Hayward Boundary
-  Pleasanton Boundary
-  Dublin Boundary
-  Newark Boundary
-  Fremont Boundary
-  Union City Boundary
-  San Leandro Boundary
-  Oakland Boundary



City of Hayward

Source: RSG, Inc., ESRI, Alameda LAFCO



City of Livermore

Incorporated 1869

Agency Information

Address	1052 S. Livermore Ave Livermore, CA 94550 1052
Primary Contact	Marianna Marysheva, City Manager
Contact Information	925-960-4000
Website	www.livermoreca.gov
Governance	4 Council Members, Elected By-District with Mayor Elected At-Large
Total City Staff	414 Full-Time

Service Area Information

Incorporated Area (Sq. Mi.)	26.44
Population Served	84,793
Population of Unincorporated SOI	597

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of Livermore - Public Works Department
Parks and Recreation	Livermore Area Recreation and Park District
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	Comcast/Xfinity, AT&T/Direct TV, Dish Network, Zayo, and Astound
Library	City of Livermore Public Library

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of Livermore - Police Department
Fire Protection/Emergency Medical	Livermore-Pleasanton Fire Department
Building/Planning	City of Livermore - Community Development Department
Code Enforcement	City of Livermore - Community Development Department
Animal Control	City of Livermore - Police Department
Landscape Maintenance	City of Livermore - Public Works Department
Lighting	City of Livermore - Public Works Department
Electricity/Gas	PG&E
Solid Waste	Livermore Sanitation, Inc. (Waste Connections)
Stormwater Drainage	City of Livermore - Public Works
Water	Livermore Municipal Water and California Water Service (Cal Water)
Wastewater	City of Livermore - Public Works

Demographic Summary

Livermore			
Population & Density	Agency	County	
2020 Population	87,955	1,682,353	
2023 Population	84,793	1,636,194	
2028 Population ¹	87,730	1,697,701	
2023-2028 Projected Growth Rate (%)	3.5%	3.8%	
Daytime Population	101,604	1,660,752	
Households	31,441	595,862	
Household Size	2.70	2.75	
Area (Square Miles)	26.44	821.46	
Density (Persons per Square Mile)	3,207	1,992	
Housing			
Housing Units	33,157	630,758	
Owner Occupied (%)	70%	51%	
Renter Occupied (%)	26%	44%	
Vacant (%)	4%	6%	
Median Home Value	\$ 969,636	\$ 1,064,817	
Employment & Poverty			
Businesses	4,006		
Employees	48,348		
2023 Median Household Income	\$ 150,153	\$ 116,079	
Poverty Rate	4%	9%	

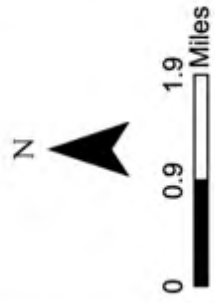
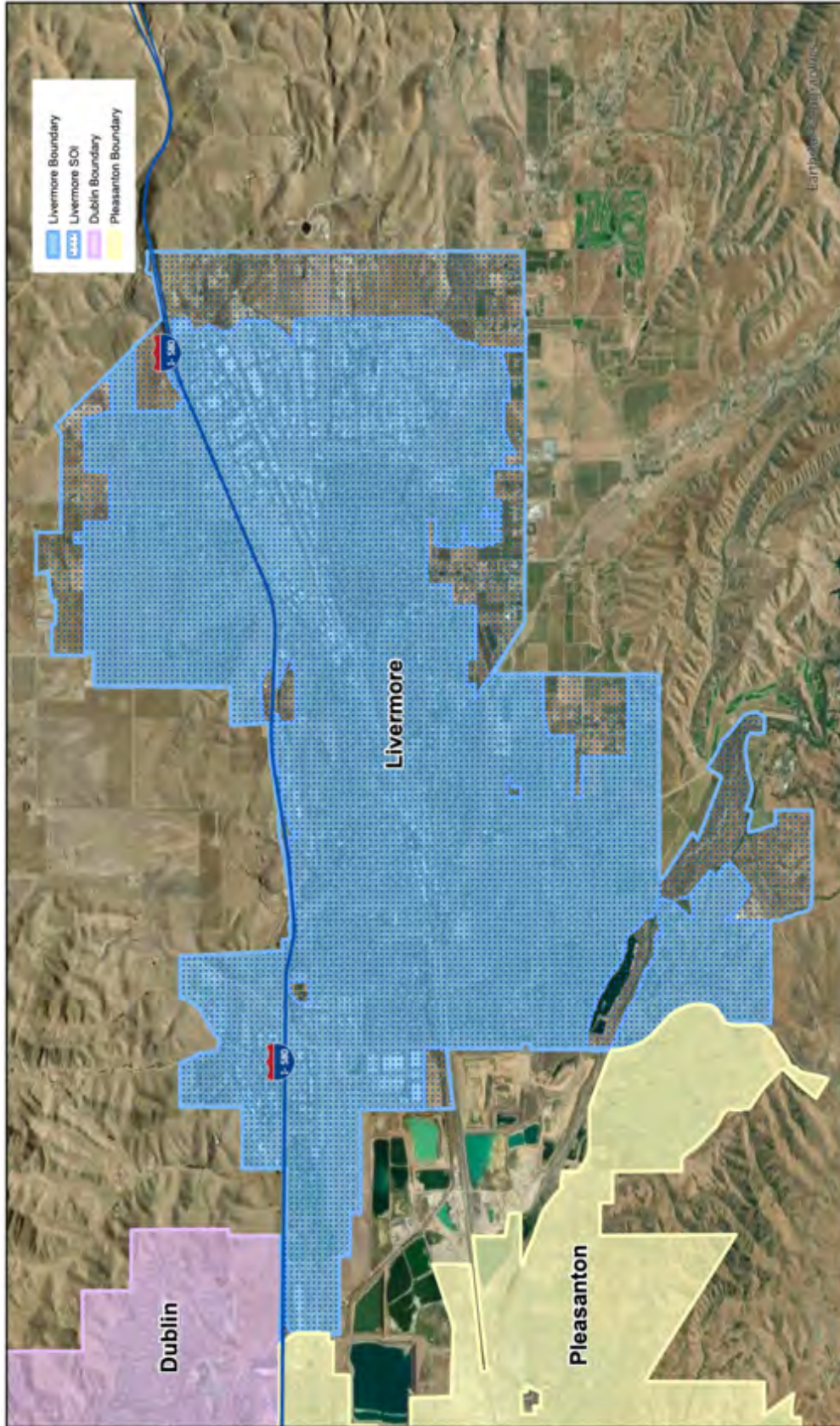
¹ 2028 Population estimate is a projection only.

Source: US Census Bureau, DOF Population and Housing Estimates (Cities), ESRI Business Analyst

Land Use Summary

Livermore			
Present Land Use	Agency		County
Residential Units	Units	%	%
Single Family	27,683	83.5%	68.6%
Multifamily	4,960	15.0%	30.2%
Mobile Home	514	1.6%	1.2%
Total Units	33,157	100%	100%
New Units Since 2010	2,815		
Commercial	Gross SF	% City	% County
Retail	5,233,696	18.3%	20.1%
Industrial	21,321,981	74.5%	59.9%
Office	2,052,455	7.2%	20.1%
Total	28,608,132	100%	100%
New Commercial Since 2010	4,243,187		

Sources: California Department of Finance, Costar (24Q1)



City of Livermore

Source: RSG, Inc., ESRI, Alameda LAFCO



City of Newark

Incorporated, 1955

Agency Information

Address	37101 Newark Blvd, Newark, CA 94560
Primary Contact	David J. Benoun, City Manager
Contact Information	510-578-4000
Website	www.newark.org.
Governance	5 Council Members, Elected At-Large
Total City Staff	176 Full-Time

Service Area Information

Incorporated Area (Sq. Mi.)	14.06
Population Served	47,459

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of Newark - Public Works Department
Parks and Recreation	City of Newark - Parks Department, Recreation and Community Services Department, Public Works Department
Mosquito Abatement	Alameda County - Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	Comcast Xfinity (cable), AT&T (DSL/IP Broadband)
Library	Alameda County Library

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of Newark - Police Department
Fire Protection/Emergency Medical	Alameda County - Fire Department
Building/Planning	City of Newark - Community Development Department, Public Works Department
Code Enforcement	City of Newark - Community Development Department
Animal Control	City of Newark - Police Department
Landscape Maintenance	City of Newark - Public Works Department
Lighting	City of Newark - Public Works Department
Electricity/Gas	PG&E; East Bay Community Energy
Solid Waste	Waste Management, StopWaste, and Republic Services
Stormwater Drainage	City of Newark - Public Works Department
Water	Alameda County Water District
Wastewater	Union Sanitary District

Demographic Summary

Newark			
Population & Density	Agency	County	
2020 Population	47,529	1,682,353	
2023 Population	47,459	1,636,194	
2028 Population ¹	48,483	1,697,701	
2023-2028 Projected Growth Rate (%)	2.2%	3.8%	
Daytime Population	46,780	1,660,752	
Households	15,509	595,862	
Household Size	3.06	2.75	
Area (Square Miles)	14.06	821.46	
Density (Persons per Square Mile)	3,375	1,992	
Housing			
Housing Units	16,153	630,758	
Owner Occupied (%)	70%	51%	
Renter Occupied (%)	27%	44%	
Vacant (%)	3%	6%	
Median Home Value	\$ 1,017,800	\$ 1,064,817	
Employment & Poverty			
Businesses	2,084		
Employees	26,755		
2023 Median Household Income	\$ 150,574	\$ 116,079	
Poverty Rate	5%	9%	

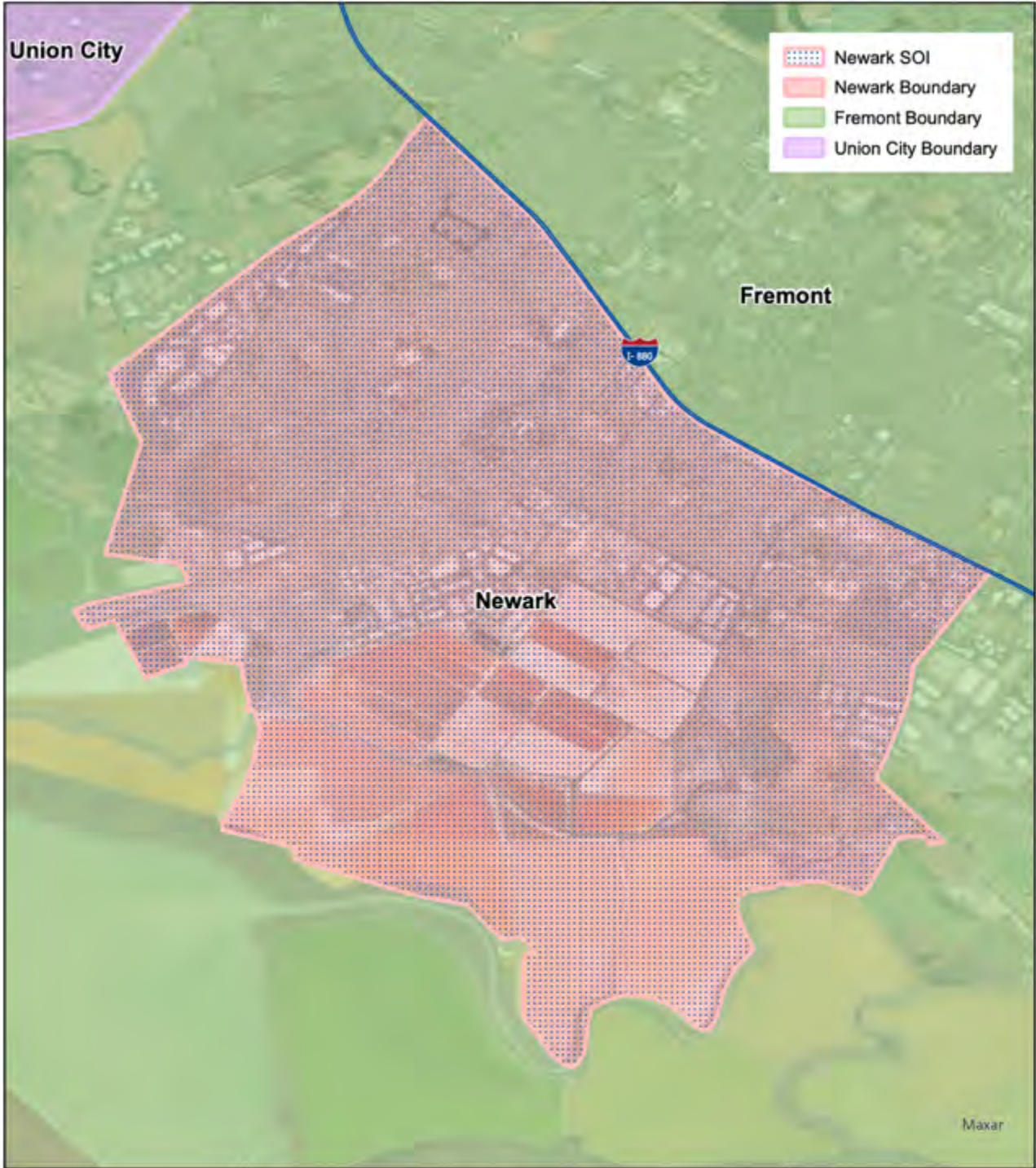
¹ 2028 Population estimate is a projection only.



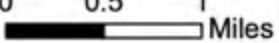
Source: US Census Bureau, DOF Population and Housing Estimates (Cities),
ESRI Business Analyst

Land Use Summary

Newark			
Present Land Use	Agency		County
Residential Units	Units	%	%
Single Family	14,282	88.4%	68.6%
Multifamily	1,871	11.6%	30.2%
Mobile Home	0	0.0%	1.2%
Total Units	16,153	100%	100%
New Units Since 2010			
	2,739		
Commercial	Gross SF	% City	% County
Retail	3,474,273	20.8%	20.1%
Industrial	12,648,930	75.8%	59.9%
Office	557,016	3.3%	20.1%
Total	16,680,219	100%	100%
New Commercial Since 2010			
	1,742,584		

Sources: California Department of Finance, Costar (24Q1)



	<h2>City of Newark</h2>	<p style="text-align: center;">N</p>  <p style="text-align: center;">0 0.5 1 Miles</p> 
	<p>Source: RSG, Inc., ESRI, Alameda LAFCO</p>	

City of Oakland

Incorporated 1852

Agency Information

Address	1 Frank H. Ogawa Plaza Oakland, CA 94612
Primary Contact	Jestin D. Johnson, City Administrator
Contact Information	510-615-5566
Website	www.oaklandca.gov
Governance	8 Council Members, Elected By-District
Total City Staff	3469 Full-Time

Service Area Information

Incorporated Area (Sq. Mi.)	78.01
Population Served	419,556

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of Oakland Transportation Department
Parks and Recreation	City of Oakland - Parks, Recreation & Youth Development
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	Sonic, Comcast, AT&T, Viasat, Earthlink
Library	Oakland Public Library

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of Oakland Police Department
Fire Protection/Emergency Medical	City of Oakland Fire Department
Building/Planning	City of Oakland - Planning & Building Department
Code Enforcement	City of Oakland - Planning & Building Department
Animal Control	City of Oakland Police Department
Landscape Maintenance	City of Oakland Public Works Department
Lighting	City of Oakland Transportation Department
Electricity/Gas	PG&E
Solid Waste	Waste Management of Alameda County, Inc. and California Waste Solutions
Stormwater Drainage	City of Oakland Public Works Department
Water	Oakland Airport
Wastewater	East Bay Municipality Utility District

Demographic Summary

Oakland			
Population & Density	Agency	County	
2020 Population	440,646	1,682,353	
2023 Population	419,556	1,636,194	
2028 Population ¹	449,563	1,697,701	
2023-2028 Projected Growth Rate (%)	7.2%	3.8%	
Daytime Population	416,348	1,660,752	
Households	170,217	595,862	
Household Size	2.46	2.75	
Area (Square Miles)	78.01	821.46	
Density (Persons per Square Mile)	5,378	1,992	
Housing			
Housing Units	187,734	630,758	
Owner Occupied (%)	37%	51%	
Renter Occupied (%)	56%	44%	
Vacant (%)	7%	6%	
Median Home Value	\$ 985,421	\$ 1,064,817	
Employment & Poverty			
Businesses	19,503		
Employees	234,905		
2023 Median Household Income	\$ 89,421	\$ 116,079	
Poverty Rate	13%	9%	

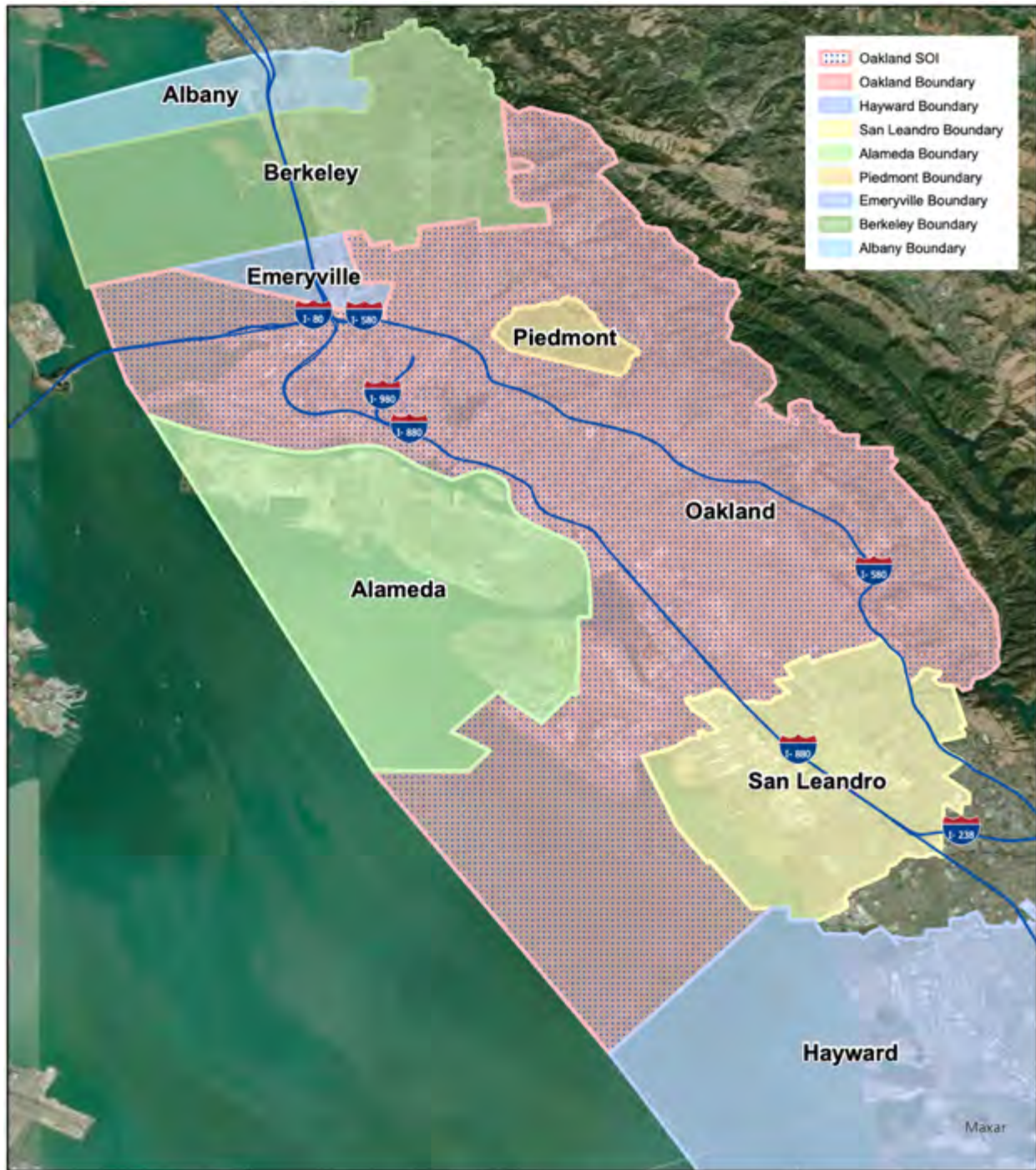
¹2028 Population estimate is a projection only.


Source: US Census Bureau, DOF Population and Housing Estimates (Cities), ESRI Business Analyst

Land Use Summary

Oakland			
Present Land Use	Agency		County
Residential Units	Units	%	%
Single Family	115,714	61.6%	68.6%
Multifamily	71,483	38.1%	30.2%
Mobile Home	537	0.3%	1.2%
Total Units	187,734	100%	100%
New Units Since 2010	18,024		
Commercial	Gross SF	% City	% County
Retail	18,348,829	20.9%	20.1%
Industrial	37,473,215	42.7%	59.9%
Office	31,888,732	36.4%	20.1%
Total	87,710,776	100%	100%
New Commercial Since 2010	4,688,861		

Sources: California Department of Finance, Costar (24Q1)



	<h2>City of Oakland</h2>	<p align="center">N</p>  <p align="center">0 1.4 2.9 Miles</p>
	<p>Source: RSG, Inc., ESRI, Alameda LAFCO</p>	

City of Piedmont

Incorporated 1907

Agency Information

Address	120 Vista Avenue, Piedmont, CA 94611
Primary Contact	Rosanna Bayon Moore, City Administrator
Contact Information	510-420-3040
Website	www.piedmont.ca.gov
Governance	5 Council Members, Elected By-District
Total City Staff	96 Full-Time

Service Area Information

Incorporated Area (Sq. Mi.)	1.7
Population Served	10,793

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of Piedmont – Public Works Department
Parks and Recreation	City of Piedmont – Recreation Department
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	AT&T, Comcast, Sonic
Library	Alameda County Library

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of Piedmont – Police Department
Fire Protection/Emergency Medical	City of Piedmont – Fire Department
Building/Planning	City of Piedmont – Planning and Building Department
Code Enforcement	City of Piedmont – Planning and Building Department
Animal Control	City of Piedmont Police Department
Landscape Maintenance	City of Piedmont – Public Works Department
Lighting	City of Piedmont – Public Works Department
Electricity/Gas	East Bay Community Energy; PG&E
Solid Waste	Piedmont Evergreen Recycling, Organic Waste & Garbage Collection Service
Stormwater Drainage	City of Piedmont – Public Works Department
Water	East Bay Municipal Utility District
Wastewater	City of Piedmont – Public Works Department

Demographic Summary

Piedmont			
Population & Density	Agency	County	
2020 Population	11,270	1,682,353	
2023 Population	10,793	1,636,194	
2028 Population ¹	11,284	1,697,701	
2023-2028 Projected Growth Rate (%)	4.5%	3.8%	
Daytime Population	8,548	1,660,752	
Households	3,836	595,862	
Household Size	2.81	2.75	
Area (Square Miles)	1.70	821.46	
Density (Persons per Square Mile)	6,349	1,992	
Housing			
Housing Units	3,979	630,758	
Owner Occupied (%)	85%	51%	
Renter Occupied (%)	12%	44%	
Vacant (%)	3%	6%	
Median Home Value	\$ 2,000,001	\$ 1,064,817	
Employment & Poverty			
Businesses	239		
Employees	5,867		
2023 Median Household Income	\$ 200,001	\$ 116,079	
Poverty Rate	3%	9%	

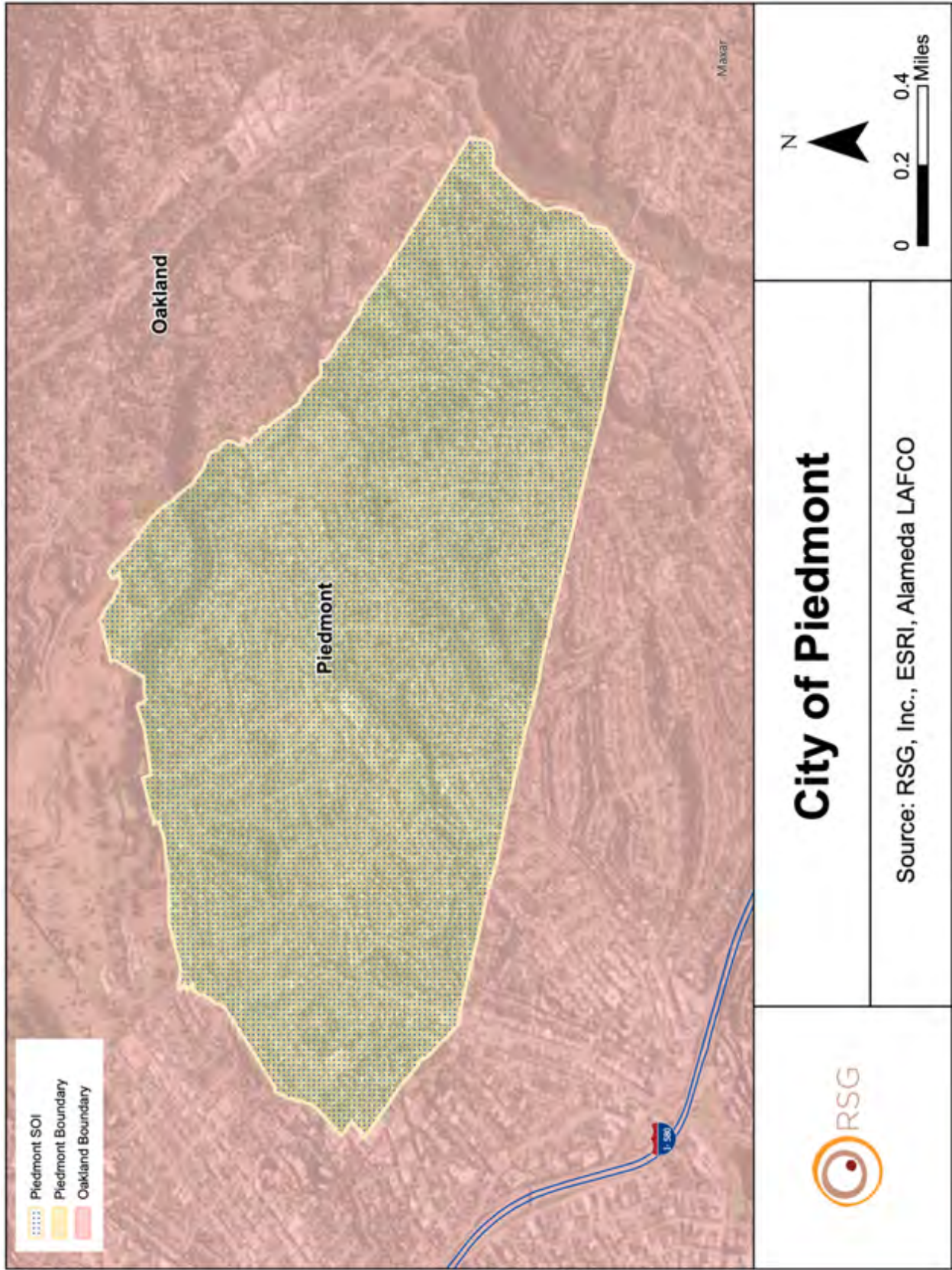
¹2028 Population estimate is a projection only.

Source: US Census Bureau, DOF Population and Housing Estimates (Cities),
ESRI Business Analyst

Land Use Summary

Piedmont			
Present Land Use	Agency		County
Residential Units	Units	%	%
Single Family	3,785	95.1%	68.6%
Multifamily	194	4.9%	30.2%
Mobile Home	0	0.0%	1.2%
Total Units	3,979	100%	100%
New Units Since 2010	55		
Commercial	Gross SF	% City	% County
Retail	35,300	59.2%	20.1%
Industrial	0	0.0%	59.9%
Office	24,354	40.8%	20.1%
Total	59,654	100%	100%
New Commercial Since 2010	0		

Sources: California Department of Finance, Costar (24Q1)



City of Pleasanton

Incorporated, 1894

Agency Information

Address	P.O. Box 520, Pleasanton, CA 94566
Primary Contact	Gerry Beaudin, City Manager
Contact Information	925-931-5500
Website	www.cityofpleasantonca.gov
Governance	4 Council Members, Elected By-District with Mayor Elected At Large
Total City Staff	433 Full-Time

Service Area Information

Incorporated Area (Sq. Mi.)	24.28
Population Served	76,459
Population of Unincorporated SOI	1,295

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of Pleasanton – Public Works Department
Parks	City of Pleasanton – Public Works Department
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	Comcast, AT&T U-verse
Library and Recreation	City of Pleasanton - Library and Recreation Department

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of Pleasanton Police Department
Fire Protection/Emergency Medical	Livermore-Pleasanton Fire Department
Building/Planning	City of Pleasanton - Community Development Department
Code Enforcement	City of Pleasanton - Community Development Department
Animal Control	Pleasanton Police Department
Lighting	City of Pleasanton – Public Works Department
Electricity/Gas	Pacific Gas & Electric (PG&E) and Ava Community Energy
Solid Waste	Pleasanton Garbage Services
Stormwater Drainage	City of Pleasanton – Public Works Department
Water	City of Pleasanton - Public Works Department
Wastewater	City of Pleasanton - Public Works Department and Dublin San Ramon Services District

Demographic Summary

Pleasanton			
Population & Density	Agency	County	
2020 Population	79,871	1,682,353	
2023 Population	76,459	1,636,194	
2028 Population ¹	80,747	1,697,701	
2023-2028 Projected Growth Rate (%)	5.6%	3.8%	
Daytime Population	96,482	1,660,752	
Households	28,554	595,862	
Household Size	2.68	2.75	
Area (Square Miles)	24.28	821.46	
Density (Persons per Square Mile)	3,149	1,992	
Housing			
Housing Units	29,776	630,758	
Owner Occupied (%)	64%	51%	
Renter Occupied (%)	32%	44%	
Vacant (%)	4%	6%	
Median Home Value	\$ 1,320,861	\$ 1,064,817	
Employment & Poverty			
Businesses	5,081		
Employees	42,804		
2023 Median Household Income	\$ 180,429	\$ 116,079	
Poverty Rate	5%	9%	

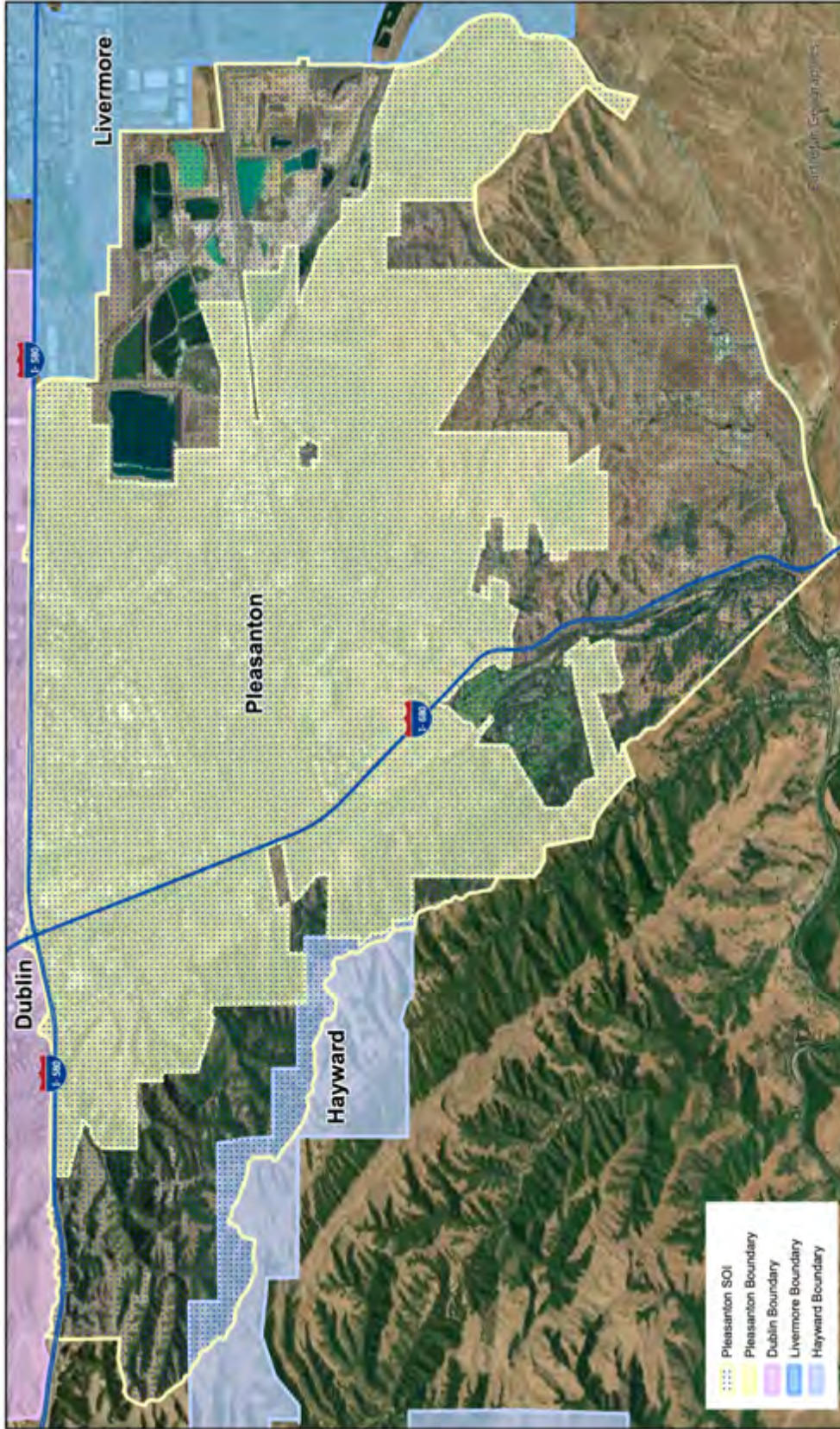
¹2028 Population estimate is a projection only.

Source: US Census Bureau, DOF Population and Housing Estimates (Cities),
ESRI Business Analyst

Land Use Summary

Pleasanton			
Present Land Use	Agency		County
Residential Units	Units	%	%
Single Family	22,775	76.5%	68.6%
Multifamily	6,625	22.2%	30.2%
Mobile Home	376	1.3%	1.2%
Total Units	29,776	100%	100%
New Units Since 2010	3,723		
Commercial	Gross SF	% City	% County
Retail	4,821,827	22.1%	20.1%
Industrial	5,396,559	24.7%	59.9%
Office	11,646,833	53.3%	20.1%
Total	21,865,219	100%	100%
New Commercial Since 2010	1,173,060		

Sources: California Department of Finance, Costar (24Q1)



City of Pleasanton

Source: RSG, Inc., ESRI, Alameda LAFCO

City of San Leandro

Incorporated, 1872

Agency Information

Address	835 Eat 14 th Street, San Leandro, CA 94577
Primary Contact	Fran Robustelli, City Manager
Contact Information	510-577-3200
Website	www.sanleandro.org
Governance	7 Council Members, Elected By-District
Total City Staff	434 Full-Time

Service Area Information

Incorporated Area (Sq. Mi.)	15.47
Population Served	87,497
Population of Unincorporated SOI	26,587

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of San Leandro - Public Works Department
Parks and Recreation	City of San Leandro - Recreation and Human Services Department
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	AT&T, Xfinity, Verizon, Viasat, EarthLink, Starlink, T-Mobile
Library	San Leandro Public Library

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of San Leandro - Police Department
Fire Protection/Emergency Medical	Alameda County Fire Department
Building/Planning	City of San Leandro - Community Development Department
Code Enforcement	City of San Leandro - Community Development Department
Animal Control	City of San Leandro - Police Department
Landscape Maintenance	City of San Leandro - Public Works Department
Lighting	City of San Leandro - Public Works Department
Electricity/Gas	East Bay Community Energy (Renewable Electricity) PG&E
Solid Waste	City of San Leandro - Public Works, Alameda County Industries, Waste Management of Alameda County, Oro Loma Sanitary District
Stormwater Drainage	City of San Leandro - Public Works Department
Water	East Bay Municipal Utility District
Wastewater	City of San Leandro - Public Works Water Pollution Control Division



Demographic Summary

San Leandro			
Population & Density	Agency	County	
2020 Population	91,008	1,682,353	
2023 Population	87,497	1,636,194	
2028 Population ¹	88,572	1,697,701	
2023-2028 Projected Growth Rate (%)	1.2%	3.8%	
Daytime Population	85,966	1,660,752	
Households	31,415	595,862	
Household Size	2.79	2.75	
Area (Square Miles)	15.47	821.46	
Density (Persons per Square Mile)	5,656	1,992	
Housing			
Housing Units	33,223	630,758	
Owner Occupied (%)	55%	51%	
Renter Occupied (%)	42%	44%	
Vacant (%)	4%	6%	
Median Home Value	\$ 744,710	\$ 1,064,817	
Employment & Poverty			
Businesses	4,055		
Employees	47,355		
2023 Median Household Income	\$ 93,021	\$ 116,079	
Poverty Rate	11%	9%	

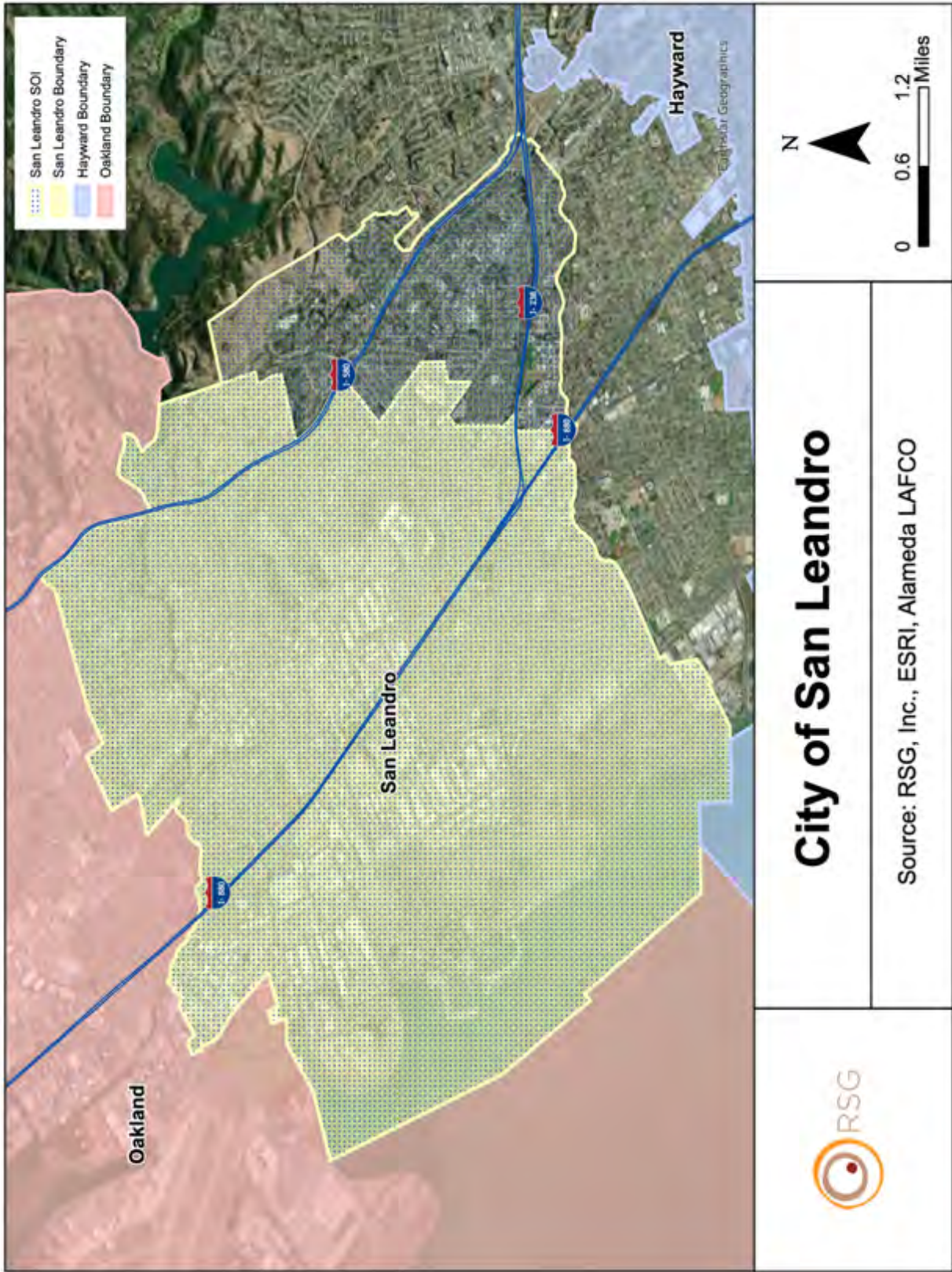
¹2028 Population estimate is a projection only.

Source: US Census Bureau, DOF Population and Housing Estimates (Cities),
ESRI Business Analyst

Land Use Summary

San Leandro			
Present Land Use	Agency		County
Residential Units	Units	%	%
Single Family	20,415	61.4%	68.6%
Multifamily	11,953	36.0%	30.2%
Mobile Home	855	2.6%	1.2%
Total Units	33,223	100%	100%
New Units Since 2010			
	804		
Commercial	Gross SF	% City	% County
Retail	6,232,711	19.6%	20.1%
Industrial	23,200,829	73.0%	59.9%
Office	2,347,136	7.4%	20.1%
Total	31,780,676	100%	100%
New Commercial Since 2010			
	1,859,976		

Sources: California Department of Finance, Costar (24Q1)



City of Union City

Incorporated, 1894

Agency Information

Address	34009 Alvarado-Niles Road Union City, CA 94587
Primary Contact	Joan Malloy, City Manager
Contact Information	510-471-3232
Website	www.unioncity.org
Governance	4 Council Members, Elected By-District with Mayor Elected At Large
Total City Staff	314 Full-Time

Service Area Information

Incorporated Area (Sq. Mi.)	19.34
Population Served	66,754

Community Service Providers

Service or Department	Provider
Street Maintenance and Lighting	City of Union City - Public Works Department
Parks and Recreation	City of Union City - Community & Recreation Services Department and Public Works Department
Mosquito Abatement	Alameda County Mosquito Abatement District
Vector Control	Vector Control Services District County Service Area
Broadband	Lumen, Comcast, AT&T, Verizon, and Tekify Fiber
Library	Alameda County Library

Other Municipal Service Providers

Service or Department	Provider
Law Enforcement	City of Union City Police Department
Fire Protection/Emergency Medical	Alameda County Fire Department
Building/Planning	City of Union City - Economic and Community Development Department
Code Enforcement	City of Union City - Economic and Community Development Department
Animal Control	City of Union City Police Department
Lighting	City of Union City Public Works Department
Electricity/Gas	PG&E
Solid Waste	Union City Recycles, Republic Services, Tri-CED Community Recycling
Stormwater Drainage	Union City Public Works Department and Alameda County Flood Control District
Water	Alameda County Water District
Wastewater	Union Sanitary District

Demographic Summary

Union City			
Population & Density	Agency		County
2020 Population	70,143		1,682,353
2023 Population	66,754		1,636,194
2028 Population ¹	68,462		1,697,701
2023-2028 Projected Growth Rate (%)	2.6%		3.8%
Daytime Population	58,258		1,660,752
Households	21,213		595,862
Household Size	3.15		2.75
Area (Square Miles)	19.34		821.46
Density (Persons per Square Mile)	3,452		1,992
Housing			
Housing Units	21,960		630,758
Owner Occupied (%)	64%		51%
Renter Occupied (%)	34%		44%
Vacant (%)	3%		6%
Median Home Value	\$ 980,928		\$ 1,064,817
Employment & Poverty			
Businesses	2,023		
Employees	36,362		
2023 Median Household Income	\$ 135,542		\$ 116,079
Poverty Rate	5%		9%

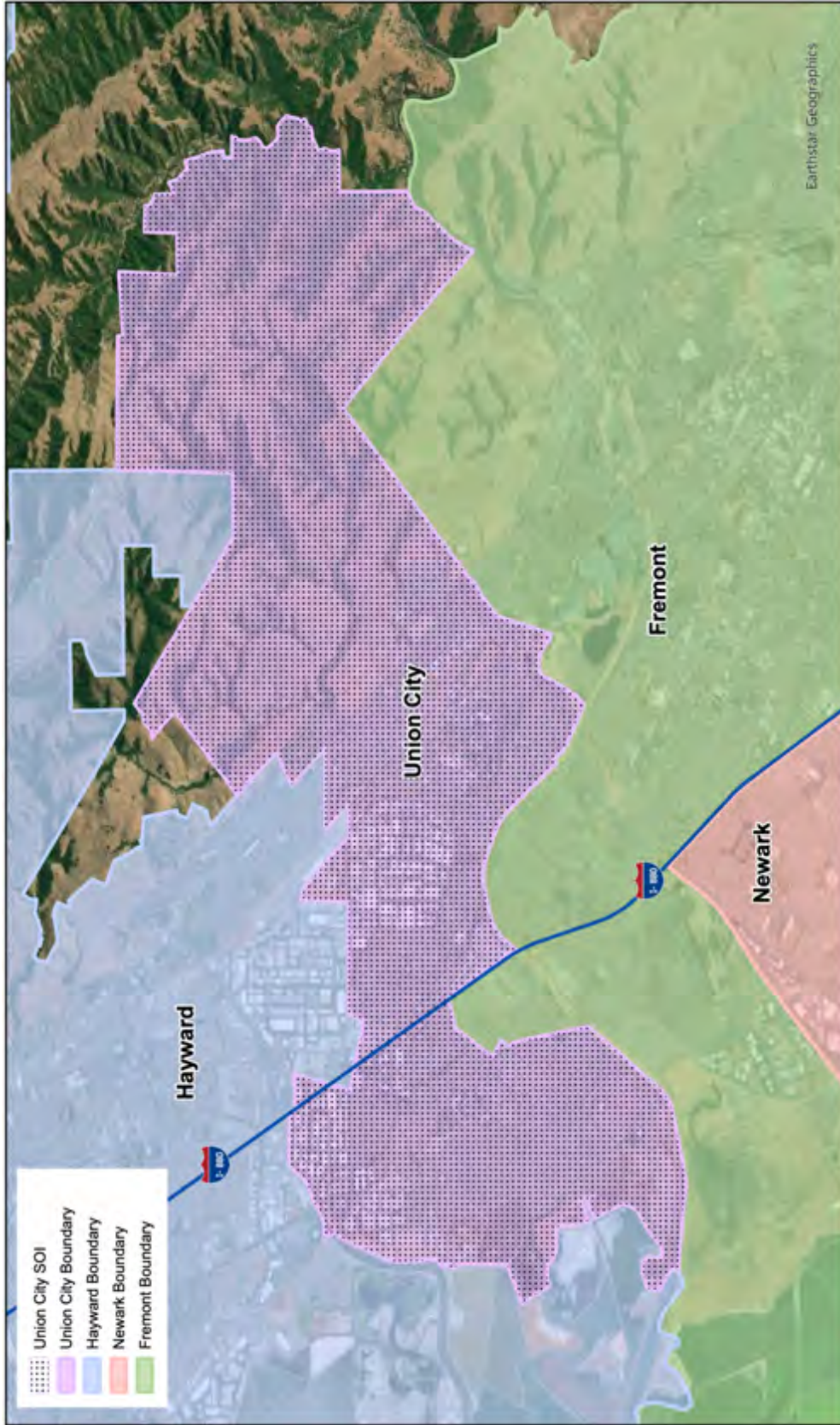
¹2028 Population estimate is a projection only.

Source: US Census Bureau, DOF Population and Housing Estimates (Cities),
ESRI Business Analyst

Land Use Summary

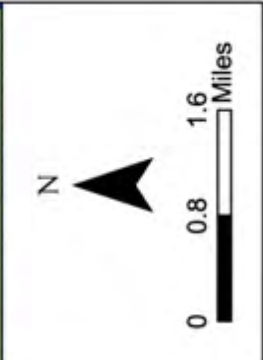
Union City			
Present Land Use	Agency		County
Residential Units	Units	%	%
Single Family	16,733	76.2%	68.6%
Multifamily	4,258	19.4%	30.2%
Mobile Home	969	4.4%	1.2%
Total Units	21,960	100%	100%
New Units Since 2010	702		
Commercial	Gross SF	% City	% County
Retail	1,943,207	11.6%	20.1%
Industrial	14,229,606	85.0%	59.9%
Office	567,837	3.4%	20.1%
Total	16,740,650	100%	100%
New Commercial Since 2010	729,197		

Sources: California Department of Finance, Costar (24Q1)



City of Union City

Source: RSG, Inc., ESRI, Alameda LAFCO



GROWTH AND POPULATION PROJECTIONS

Pursuant to Government Code Section 56430, MSRs make determinations on seven (7) required topics, including:

- 1. Growth and population projections for the affected area.*

The 14 cities have a combined 2023 population of approximately 1.49 million people, which is approximately 91 percent of the total population within the County. The DOF estimates the remaining 147,000 people reside outside the cities, of which 65,500 are within a city's unincorporated SOI, and approximately 81,400 people outside of the SOIs.

RSG used data from both the DOF and ESRI Business Analyst to make determinations about growth and population. The DOF does not provide individual city population projections, so RSG has relied on ESRI Business Analyst for those projections, which largely are aligned with the trends of the DOF. RSG has also relied on ESRI for population projections for the unincorporated areas within each city's SOI.

The DOF projects that the County population will grow over the next five years and through 2040 at a faster rate than growth throughout the state. Collectively, ESRI projects the incorporated cities will see growth through 2028. In 2020, the cities had an incorporated population of 1.53 million people, while the County had 1.68 million residents in total. By 2023, both experienced a slight population decline of approximately 2.7 percent, with incorporated cities at 1.49 million residents and the County at 1.64 million residents, respectively. ESRI projects that by 2028 the incorporated population of the cities will grow to 1.55 million residents and the County population will grow to 1.7 million residents, surpassing the 2020 populations.

According to LAFCO's SOI maps, eight of the cities have unincorporated areas which collectively total approximately 38 square miles. These unincorporated areas of the County include the only DUC within the County (Ashland, located within San Leandro's SOI) as well as several islands and other small unincorporated areas. There are several notable unincorporated communities, not designated as DUCs, which are also within or partially within the cities' unincorporated SOIs:

- Sunol (partially within the SOI of Fremont and Pleasanton)
- Castro Valley (partially within the SOI of San Leandro and Hayward)
- Cherryland (within the SOI of Hayward)
- San Lorenzo (partially within the SOI of Hayward)
- Fairview (partially within the SOI of Hayward)

According to ESRI, the unincorporated SOIs experienced minimal growth between 2020 and 2023, and are expected to have very little growth through 2028. The cities with the most populated unincorporated SOIs (San Leandro and Hayward) are projected to experience a reduction in population in their unincorporated SOIs over the next five years.

Table 2 shows past and projected population trends for each of the cities and their corresponding unincorporated SOIs.

Table 2: Individual City Population Changes

Alameda Cities Population Changes	<i>Past Growth</i>		<i>Projected Growth</i>	
	2020-2023		2023-2028	
	%	#	%	#
Alameda				
<i>Incorporated City Limits</i>	-1.27%	-993	4.75%	3,673
Albany				
<i>Incorporated City Limits</i>	5.57%	1,130	-8.12%	-1,737
Berkeley				
<i>Incorporated City Limits</i>	-0.61%	-759	1.07%	1,321
<i>Unincorporated SOI</i>	0.00%	0	1.64%	2
Dublin				
<i>Incorporated City Limits</i>	-1.16%	-839	5.30%	3,804
<i>Unincorporated SOI</i>	10.00%	2	0.00%	0
Emeryville				
<i>Incorporated City Limits</i>	-2.29%	-295	15.85%	1,999
Fremont				
<i>Incorporated City Limits</i>	-0.45%	-1,037	2.22%	5,098
<i>Unincorporated SOI</i>	0.00%	0	0.00%	0
Hayward				
<i>Incorporated City Limits</i>	-1.94%	-3,154	2.19%	3,495
<i>Unincorporated SOI</i>	-1.42%	-531	-1.61%	-596
Livermore				
<i>Incorporated City Limits</i>	-3.60%	-3,162	3.46%	2,937
<i>Unincorporated SOI</i>	2.75%	16	4.36%	26
Newark				
<i>Incorporated City Limits</i>	-0.15%	-70	2.16%	1,024
Oakland				
<i>Incorporated City Limits</i>	-4.79%	-21,090	7.15%	30,007
Piedmont				
<i>Incorporated City Limits</i>	-4.23%	-477	4.55%	491
Pleasanton				
<i>Incorporated City Limits</i>	-4.27%	-3,412	5.61%	4,288
<i>Unincorporated SOI</i>	1.97%	25	1.78%	23
San Leandro				
<i>Incorporated City Limits</i>	-3.86%	-3,511	1.23%	1,075
<i>Unincorporated SOI</i>	-1.45%	-392	-1.68%	-446
Union City				
<i>Incorporated City Limits</i>	-4.83%	-3,389	2.56%	1,708

Source: US Census Bureau, DOF Population and Housing Estimates, ESRI Business Analyst



Between 2010 and 2023, overall Alameda County housing stock increased by approximately .64 percent annually. There was a higher rate of housing growth in the incorporated cities versus the County as a whole. According to the DOF, the cities had approximately 530,350 housing units in 2010 and by 2020, they increased their housing stock to approximately 560,324 housing units. As of 2023, the cities recorded a total of 589,430 housing units, reflecting an 11.1 percent increase from 2010.

The COVID-19 pandemic created unique migration patterns in the US, with many urban areas losing population rapidly in the years after 2020. These urban areas have been slowly regaining population, and projections show they will continue to grow in the future. However, the data for the housing projections from ESRI does not align with the cities' self-reported development pipelines. RSG has used the jurisdictional goals established by HCD as part of the Regional Housing Needs Allocation ("RHNA") for estimates of future housing growth in both cities and in the unincorporated County.

Table 3 shows historic and projected housing growth for each of the cities. The County Housing Element identifies potential sites for housing in unincorporated parts of the County. Hayward and San Leandro are the only cities with housing sites identified in their unincorporated SOIs by the County Housing Element.

Table 3: Individual City Housing Growth

Alameda County Cities	<i>Past Growth</i>		<i>Projected Growth</i>	
	2010-2023		2023-2031	
	%	#	%	#
Housing Unit Changes				
Alameda	4.97%	1,608	15.76%	5,353
Albany	18.70%	1,255	13.98%	1,114
Berkeley	8.65%	4,280	16.63%	8,934
Dublin	60.33%	9,522	14.70%	3,719
Emeryville	18.16%	1,207	23.11%	1,815
Fremont	9.56%	7,076	15.91%	12,897
Hayward	10.91%	5,268	8.63%	4,624
Livermore	9.28%	2,815	13.78%	4,570
Newark	20.42%	2,739	11.60%	1,874
Oakland	10.62%	18,024	13.98%	26,251
Piedmont	1.40%	55	14.75%	587
Pleasanton	14.29%	3,723	20.03%	5,965
San Leandro	2.48%	804	11.60%	3,855
Union City	3.30%	702	12.42%	2,728
Unincorporated Alameda County	2.66%	1,359	8.99%	4,711
Hayward SOI	1.82%	216	6.65%	802
San Leandro SOI	1.97%	174	18.18%	1,640

Source: US Census Bureau, DOF Population and Housing Estimates, ESRI Business Analyst, Local Housing Elements



PRESENT AND PLANNED LAND USES

Per Government Code Section 56425, a LAFCO shall consider and prepare a written statement of its SOI determinations on five (5) factors, including:

- 1. The present and planned land use in the area, including agricultural and open space lands.*

The cities anticipate population growth and are planning for increased housing stock through their respective planning documents, including General Plans and Housing Elements. Section 65300 of the Government Code requires that jurisdictions adopt general plans for the physical development of the community. The Governor's Office of Planning and Research indicates that general plans must be updated periodically, although there is no prescribed definition of frequency. General plans typically have a defined planning period of 15-20 years, at the end of which a new general plan update would be prepared unless otherwise necessary.

Most of the cities have implemented general plans within the past 15 to 20 years, and those with older general plans are generally working to update them. The City of Pleasanton's General Plan goes through 2025. The City of Oakland is currently in the process of updating its General Plan, which will be approved in 2025. Phase II of the update is slated to begin in early 2024, which will include the Land Use and Transportation Element Update, Open Space, Conservation and Recreation Element Update, Noise Element Update, and a new Infrastructure and Facilities Element. The City of Livermore is also currently working on its comprehensive General Plan update.

Pursuant to Government Code Section 65302(c), general plans must include a housing element explaining how the jurisdiction will meet its part of the regional housing need. The County is part of the Association of Bay Area Governments planning agency, which established jurisdictional housing goals for the 6th Round planning cycle (2023 through 2031); these goals are known as the Regional Housing Needs Allocation ("RHNA"). Each city is to prepare and seek HCD approval of their local housing element. As of February 29, 2024, all Alameda County cities have received HCD certification of their 6th Round Housing Element.

Sections 65400 and 65700 of the Government Code require all jurisdictions to submit annual progress reports on their respective general plan and housing element by April 1 for the prior year. As of February 29, 2024, all the cities have submitted their annual progress reports for 2022.

RSG identified 95 parcels throughout the County designated as prime farmland under the Williamson Act. The majority of these parcels are within the SOI of the City of Livermore, and none of the other cities have prime farmland parcels either within their corporate boundaries or their respective unincorporated SOIs.

Following are individual city notes on development and land use:

ALAMEDA

The City of Alameda intends to incorporate around 2,000 additional housing units into its housing inventory over the next five years, and has a RHNA of 5,353 units for 2023-2031. The City is particularly focusing on the redevelopment of the Alameda Point area along the northern waterfront, which was previously home to the Naval Air Station Alameda. The City's 6th Cycle Housing Element identifies the area as an important opportunity for the City to develop commercial, residential, open space, recreational, and retail uses. The City has adopted the Main Street Neighborhood Plan for the area in order to provide regulations, standards, and guidelines to implement the General Plan policy objectives.

Alameda amended its General Plan 2040 on June 7, 2022. The General Plan includes a Parks and Open Space Element, which identifies existing and planned parklands and open space. The Plan includes goals to expand and improve the open space system in the City, including ensuring access to the waterfront, connecting the trail system throughout the City, and protecting wildlife habitat areas.

ALBANY

The City of Albany has a RHNA requirement of 1,114 units for the 2023-2031 cycle, a significant increase from the prior 2015-2023 allocation of 335 units. In order to accommodate this new housing, Albany is rezoning parts of the City in a phased approach.

In July 2022, the City adopted the San Pablo Avenue Specific Plan which updated development standards and raised height limits for 81 acres on both sides of San Pablo Avenue.

Albany's 2035 General Plan includes information about parks and open space in the City. It identifies 91 acres of passive open space in the City, which are areas that typically focus on wildlife preservation and have more limited access to parks users.

BERKELEY

The City of Berkeley adopted its 2023-2031 Housing Element on January 18, 2023. The City has a RHNA requirement of 8,934 for the same period. Berkeley has identified sites within the City that could be used for housing, and anticipates that existing sites will be able to fully accommodate the RHNA requirement without the need for rezoning.

DUBLIN

HCD allocated the City of Dublin 3,719 units for the 2023-2031 RHNA cycle. Dublin expects housing development will occur in the eastern part of the City (northeast of Fallon Road), along with some infill development. The City is planning for this growth in its General Plan.

The City is additionally in the process of constructing a new road between Dublin and Livermore through unincorporated area outside its SOI, and has already allocated \$80 million of funding to the \$160 million project. The City is working collaboratively with the City of Livermore to plan for updated land uses in the Doolan Canyon unincorporated area between the two cities.

EMERYVILLE

The City of Emeryville has a requirement of 1,815 units in the 2023-2031 RHNA cycle. Per the City's Housing Element, Emeryville has adequate sites to accommodate this housing, most of which will be in infill and reuse of underutilized sites. The City currently has 623 housing units entitled across six projects.

FREMONT

The City of Fremont has a RHNA requirement of 12,897 for the 2023-2031 period and has planned for the new housing in its updated Housing Element. Fremont did not respond to RSG's requests for information and did not provide additional information on any challenges associated with providing services to an increased population in the future.

HAYWARD

The City of Hayward was allocated 3,920 housing units by HCD in the 2015-2023 RHNA cycle, and was allocated 4,624 units in the current cycle. There is adequate capacity in the City for the development of these units. Per the City's Housing Element, the City expects most of this development will occur in the Downtown Specific Plan Area, the Mission Boulevard Specific Plan Area, and the Former Route 238 Corridor. Hayward has identified 2,073 units that are in the development pipeline.

The City is collaborating with the Hayward Area Recreation and Park District to implement its Parks and Recreation Master Plan, which includes policies about parks and open space land uses.

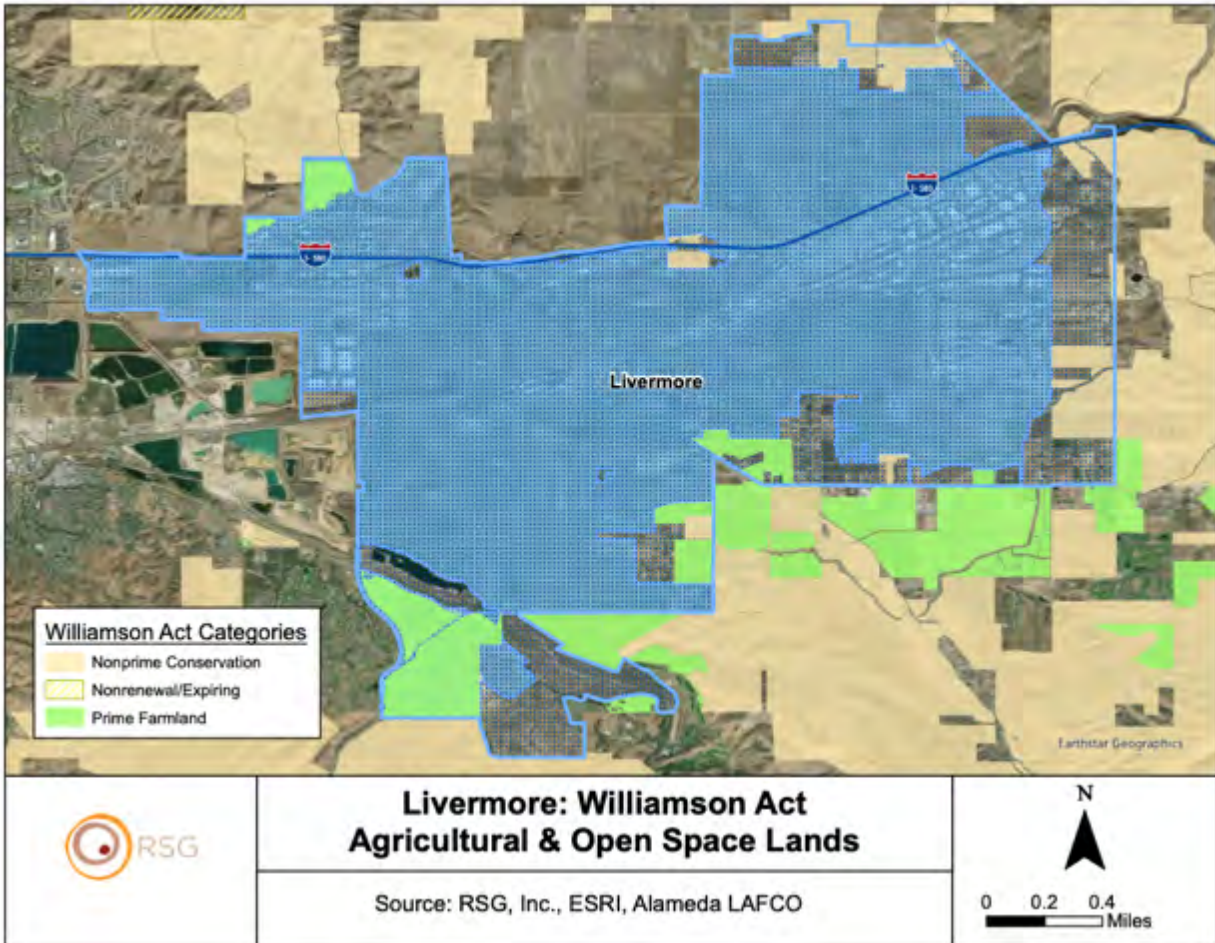
LIVERMORE

The City of Livermore currently has 3,000 housing units in the residential development pipeline, and its Housing Element includes plans to accommodate the RHNA requirement of 4,570 new units. The City is also implementing the Isabel Neighborhood Specific Plan, which integrates transit-oriented development and job opportunities, and it continues to explore growth strategies within its urban and corporate boundaries through a General Plan update.

As noted earlier, both Livermore and Dublin are working together on building a road and updating the land use in the unincorporated Doolan Canyon area between the two cities' SOIs.

Livermore is the only city in the County with parcels designated as prime farmland under the Williamson Act within its SOI. The majority of these parcels are under conservation easements or in active agricultural use. Figure 2 shows the location of these parcels.

Figure 2: Williamson Act Land in Livermore's SOI



NEWARK

The City of Newark is planning for population growth and residential development in the next five years through the implementation of its 2023-2031 Housing Element, which includes plans for the City's RHNA of 1,874. Newark successfully added 1,023 housing units to its housing stock between 2020 and 2022, and expects that these units would bring in approximately 3,000 new residents.

The City adopted its General Plan in 2013. At that time, approximately 50 percent of the City's land area was undeveloped or non-urbanized land, which includes area for salt harvesting and production along the edge of the San Francisco Bay in the southern and western parts of the City.

OAKLAND

The City of Oakland adopted its 2023-2031 Housing Element in January 2023. The City has a RHNA requirement of 26,251 for the period. According to the Housing Element, the City currently has sufficient capacity to accommodate this development. Oakland did not respond to RSG's requests for information and did not provide additional information on any challenges associated with providing services to an increased population in the future.

PIEDMONT

The City of Piedmont is in the process of developing the Moraga Canyon Specific Plan, which, if adopted, would add 132 dwelling units to the City's housing stock. The City has a RHNA of 587 units for 2023-2031. Staff expect the Specific Plan to be adopted by the end of 2026, and that it will include infrastructure planning to accommodate the growth in population and related service needs.

Piedmont's General Plan, adopted in 2009, includes open space policies. As of 2009, seven percent of Piedmont's area was considered open space.

PLEASANTON

The City of Pleasanton has a RHNA of 5,965 housing units and has sufficient capacity to accommodate this development in its certified Housing Element. The City has 818 units that are currently in the development pipeline per the City's Housing Element (adopted in August 2023) and has completed the rezoning required by its Housing Element.

Pleasanton's 2009 General Plan identifies open space within the City, including over 1,700 acres of sand and gravel deposits. These areas are covered by the Specific Plan for

Livermore-Amador Valley Quarry Area Reclamation, which contains quarry operation phasing plans and reclamation options.

SAN LEANDRO

The City of San Leandro adopted its 2023-2031 Housing Element in December 2022. The City has a RHNA requirement of 3,855 for the 2023-2031 period and identified 3,535 units in the development pipeline. San Leandro is actively working to ensure the provision of public services to an increased population in the future. The City's General Plan update noted that the City has sufficient public utility and public safety capacity to absorb most of the projected growth, and the City works with developers to offset community impacts.

UNION CITY

The City of Union City has a RHNA of 2,728 for the 2023-2031 period. The City had approved 1,491 units as of May 2023, and has also created new zoning districts in the City to help facilitate the development of housing.

Union City adopted its updated General Plan in 2019, which includes policies to protect and maintain open space. The City adopted the Hillside Area Plan in 1989 to provide parameters for development in the Hillside Area, which is made up of approximately 6,100 acres to the north and east of the City. The Plan established a density limit and a priority of preserving the area's natural appearance and protecting ecological systems.

Staff at Union City indicated to RSG that the City is exploring the establishment of a community facilities district for new residential development to assist in funding the ongoing cost of maintenance for public facilities, and to supplement public safety services.

LOCATION AND CHARACTERISTICS OF ANY DUCS

Pursuant to Government Code Section 56430, MSRs make determinations on seven (7) required topics, including:

- 2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence(s).*

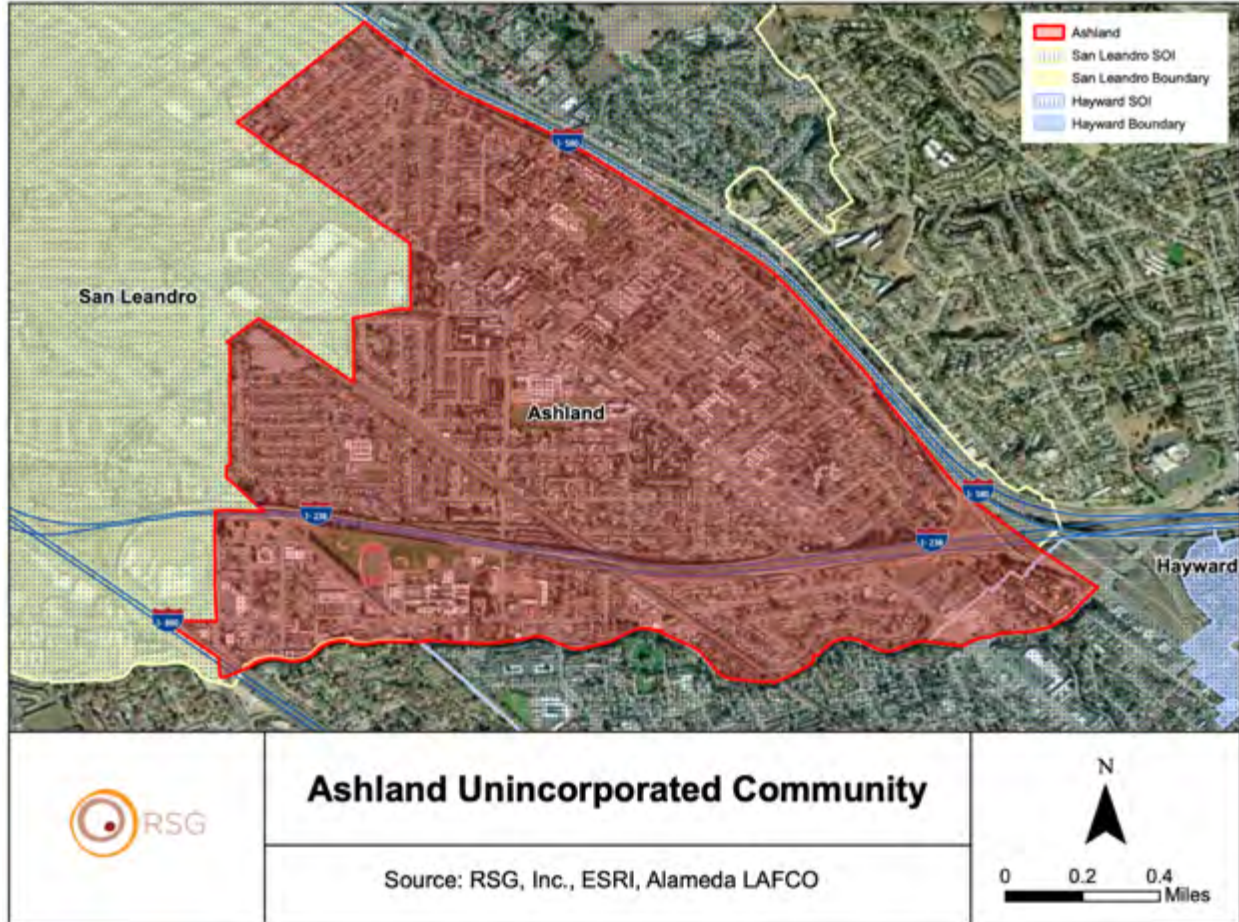
Per Government Code Section 56425, a LAFCO shall consider and prepare a written statement of its SOI determinations on five (5) factors, including:

- 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.*

Alameda LAFCO has identified one DUC within the fourteen incorporated cities within the SOI of the City of San Leandro. While there are a number of cities which have boundaries that are not coterminous with their SOI, these cities do not have any DUCs that are within or adjacent to their boundaries.

The unincorporated community of Ashland, within the SOI of the City of San Leandro, meets the criteria to be considered a DUC. A DUC is defined by Government Code Section 56033.5 as an area of inhabited territory (with 12 or more registered voters) located within an unincorporated area of a county with an annual median household income that is less than 80 percent of the statewide annual median household, or \$147,900 for 2023. Figure 3 shows the location of the Ashland community.

Figure 3: Ashland Unincorporated Community



Ashland receives community services from a variety of different providers, as summarized below:

- Street Maintenance & Lighting: Alameda County
- Parks and Recreation: Hayward Area Recreation and Park District
- Mosquito Abatement: Alameda County Mosquito Abatement District
- Vector Control: Vector Control Services District County Service Area
- Lead Abatement: Alameda County
- Broadband: Private providers
- Library: Alameda County Library

The Hayward Area Recreation and Park District operates a number of parks and facilities in the Ashland area, including Ashland Park, the Ashland Community Center, Jack Holland Sr. Park, Edendale Park, Hesperian Park, and Fairmont Linear Park. Neighboring Ashland is the Lake Chabot Regional Park, which is operated by EBRPD.

The closest library branches to the Ashland area is the San Lorenzo Branch of the Alameda County Library. Residents of Ashland are able to join both library systems by providing a valid ID with a California address. The South Branch Library, which was operated by the San Leandro Public Library, was also a library which served this area. The South Branch Library closed in 2020 due to the COVID-19 pandemic and has not yet re-opened due to staffing constraints. The City of San Leandro continues to evaluate the status of this library and has yet to determine its future plans.

According to data from the California Public Utilities Commission, Ashland is considered adequately served by broadband providers. More information about broadband services can be found on page 94.

CAPACITY OF FACILITIES AND ADEQUACY OF SERVICES

Pursuant to Government Code Section 56430, MSRs make determinations on seven (7) required topics, including:

- 3. Present and planned capacity of public facilities and adequacy of public services, adequacy of public services, infrastructure needs, or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.*

Per Government Code Section 56425, a LAFCO shall consider and prepare a written statement of its SOI determinations on the five (5) factors, including:

- 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; and*
- 5. the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.*

Overall, cities in Alameda County are providing adequate community services to their residents and customers. In general, cities report they have the resources to maintain current levels of service and there are very few service areas with any ongoing issues or disputes between agencies.

Fremont and Oakland did not engage with RSG throughout the MSR process. RSG has made determinations about the provisions of community services in those cities based on publicly available documents, but was unable to speak with staff in those cities in order to gain a deeper understanding of service opportunities and challenges.

This section of the report discusses the community services provided by the cities in Alameda County and their capacity to deliver those services with the existing staff and public facilities.

STREET MAINTENANCE AND LIGHTING

Streets and road maintenance of public infrastructure are provided to the cities by their own Public Works departments. Cities typically determine infrastructure needs through adopted planning documents and maintenance schedules. The County provides street maintenance and lighting services to unincorporated areas of Alameda County, including the unincorporated city SOIs.

Table 4 shows the Pavement Conditions Index (“PCI”) for each of the cities established by the Metropolitan Transportation Commission (“MTC”) as of 2022. The MTC is the transportation planning, financing, and coordinating agency for the nine counties in the Bay Area. The PCI measures the pavement health of a road on a scale of 0 to 100, with 100 being a newly paved road. A PCI score of between 80 and 89 is very good, a score between 70 and 79 is good, a score between 60 and 69 is fair, a score of between 50 and 59 is at risk, and 49 or lower is poor. The PCI allows governments to assess the health of pavement in their jurisdictions, and to plan maintenance and infrastructure improvements as necessary.

Two cities (Dublin and Emeryville) have very good scores, five cities have good scores, three have fair scores, and four are considered at risk. Alameda County as a whole has a PCI of 67 (fair).

Table 4: Pavement Condition for Cities in Alameda County³

City	Total Lane Miles	Pavement Condition Index
Alameda	308.5	67 (Fair)
Albany	62.9	57 (At Risk)
Berkeley	449.6	56 (At Risk)
Dublin	349.2	80 (Very Good)
Emeryville	47.4	81 (Very Good) ⁴
Fremont	1,094.2	72 (Good)
Hayward	681.4	69 (Fair)
Livermore	733.7	78 (Good)
Newark	256.0	72 (Good)
Oakland	2,051.8	54 (At Risk)
Piedmont	78.4	63 (Fair)
Pleasanton	515.0	78 (Good)
San Leandro	393.8	55 (At Risk)
Union City	329.9	73 (Good)

Several cities noted in interviews that new housing development will create more wear on the streets and roads in their jurisdictions. The cities are planning for anticipated infrastructure improvements in their General Plans and Capital Improvement Programs.

³ Source: Metropolitan Transportation Commission, excludes any areas outside respective city limits.

⁴ Source: City of Emeryville Pavement Management Budget Options Report, February 2023

Measure BB is a voter-approved countywide one-cent transportation sales tax which can be used to expand mass transit, improve highway infrastructure, improve local streets and roads, improve bicycle and pedestrian safety, and expand special transportation for seniors and those with disabilities. The Measure was approved by the voters in 2014 and will sunset in 2050. Measure F was also approved by the voters in 2014 and is a \$10 charge per year for each vehicle registered in Alameda County. The revenues can be used for local road improvement and repair, transit for congestion relief, local transportation technology, and pedestrian and bicyclist access and safety programs. Measure F is imposed annually unless it is repealed by the voters.

ALAMEDA

The City of Alameda documents certain funded infrastructure projects in its CIP, the most recent of which covers a three fiscal year period from 2023 through 2025. The CIP shows that the majority of the projects have been focused in two areas: sanitary sewer (24 percent) and parks (22 percent). The City uses a variety of sources to fund these activities, including Measure BB and Measure F funds, sewer services funds, and other sources.

The City includes funding in its CIP to treat four or more miles of pavement each year in order to maintain its current PCI rating of “fair”; the City projects that it can maintain this PCI by spending \$4 million annually on pavement.

The City is currently working to secure funding and finalize design plans for a major corridor safety project along Central Avenue. This project will make the streets safer and improve pedestrian and bicycle infrastructure. The City also recently funded another corridor safety project along Clement Avenue. The total cost of improvements on Clement Avenue total approximately \$6.8 million and the improvements on Central Avenue will total approximately \$15.3 million.

ALBANY

The City of Albany infrastructure projects over \$25,000 with a useful life of more than five years in its five-year CIP. The current CIP (FY 19-20 through FY 23-24) allocates

approximately \$42.6 million to capital projects throughout the City. The majority of the funding over the five-year period is for streets/bikeways/pedestrian projects (\$16.5 million) and sewer/storm drain projects (\$23.3 million). Measure F, a local parcel tax, is used for street and storm drain improvements, and supports annual street rehabilitation projects.

The CIP includes \$2.4 million per year in both FY 22-23 and FY 23-24 for annual street rehabilitation. The majority of the funding for the street rehabilitation projects comes from Measure BB and Measure F. In FY 20-21, the City allocated \$200,000 for a street lighting evaluation, which aimed to evaluate the lighting conditions and identify areas for lighting improvements. This project was entirely funded by Measure B.

BERKELEY

The City of Berkeley documents anticipated infrastructure projects in its current comprehensive five-year CIP (FY 22-23 to FY 26-27). The CIP includes approximately \$359 million allocated across 115 diverse projects aimed at enhancing the City's facilities and services. Streets projects make up 26 percent of current CIP funding.

The Metropolitan Transportation Commission estimated that the City of Berkeley's deferred street maintenance costs were greater than \$250 million as of 2019. In FY 22-23, Berkeley requested \$13 million of CIP funding for street rehabilitation and \$8 million for PCI improvement projects.

DUBLIN

The City of Dublin has one of the highest PCIs in the County as of the writing of this report. The Five-Year Capital Improvement Program for 2022-27 included a five-year budget of \$92.5 million in four project categories: General Improvements, Public Art, Parks, and Streets. The FY 22-23 CIP budget included \$12 million for streets, and the FY 23-24 CIP budget included \$21 million for streets. The majority of the budget (\$16 million) in FY 23-24 is for an extension of Dublin Boulevard, with another \$2.3 million designated for annual street resurfacing and \$1.5 million allocated for Tassajara Road improvements. Dublin plans to expend at least \$2.3 million annually on street resurfacing in order to maintain its

PCI, and funds the majority of its street resurfacing costs through Measure BB and gas tax funds.

The extension of Dublin Boulevard, a joint effort with the City of Livermore, will create a more efficient transportation corridor between the two cities. Part of the project will be outside both cities' SOIs in the Doolan Canyon area. Per the CIP, the total cost for the project is estimated at \$180.5 million, with Dublin responsible for \$120.7 million. In FY 22-23, the City is funding the \$16.3 million of costs through the Tri-Valley Transportation Development Fee.

EMERYVILLE

The City of Emeryville's FY 22-23 to FY 27-28 CIP outlines capital investment totaling \$68 million across 46 projects. The projects are categorized into community facilities, essential infrastructure, housing, information technology, sustainable transportation, and urban greening. The sustainable transportation category, allocated \$44.4 million over five years (65 percent of the total CIP budget), includes the City's Annual Street Rehabilitation Program and traffic signal and street light projects. Emeryville uses the annual maintenance work as an opportunity to make small improvements to street infrastructure, including the installation of bike facilities and improving pedestrian crossings.

The City has also included funding in its CIP for a survey of its existing streetlight conditions and for an updated plan to implement any necessary street and traffic light upgrades. Emeryville is currently reconstructing its street light system along Powell Street to the Marina, due to outdated current lighting infrastructure.

FREMONT

The City of Fremont's five-year CIP (FY 23-24 through FY 27-28) includes \$112 million of funding for transportation projects. These projects include pavement and sidewalk maintenance, traffic operations and signal system improvements, bicycle and pedestrian facilities, and major streets projects. All projects are executed in alignment with the City's traffic safety policies, such as Vision Zero, complete streets initiatives (aimed at providing

equitable mobility for all travel modes, ages, and abilities), and efforts to enhance traffic flow.

Gas tax, Measure BB, and countywide vehicle registration fees funds make up approximately 34 percent of Fremont's CIP funding between FY 23-24 and FY 27-28.

Most funding within the Transportation CIP is dedicated to ongoing annual initiatives, including the repaving of City streets, repair of deteriorating sidewalks, curbs, and gutters, and the construction of curb ramps compliant with the Americans with Disabilities Act. Approximately \$74 million is allocated for these maintenance activities. The City also included approximately \$20 million in funding for Traffic Operations and Signal Projects to maintain the 195 signals in the City limits and manage traffic.

HAYWARD

The City of Hayward's 2023-2032 CIP includes \$9.8 million in FY 22-23 and \$1.5 million in FY 23-24 for pavement rehabilitation, which includes repair work for the streets in the most significantly deteriorated conditions and preventative maintenance for streets in decent condition. The City includes at least \$10 million per year for pavement rehabilitation in FY 23-24 through FY 26-27.

The City also includes annual funding for traffic signals and streetlights in its CIP. In FY 22-23, the CIP allocates \$1.7 million for traffic signals and streetlights, and increases by \$40,000 per year through FY 26-27.

Hayward has taken on several complete streets projects, which generally improve pedestrian and bicycle facilities, resurfacing roadways, and installing landscaping. In FY 21-22, the City expended \$18.9 million on these projects, and in FY 22-23 allocated \$5.6 million for complete streets projects. There is no funding allocated beyond FY 22-23.

LIVERMORE

The City of Livermore's five-year CIP identifies 146 projects with a need for funding over the next five years. Approximately \$43.4 million (10 percent) of the CIP budget is for street

maintenance expenditures, including projects which help extend the useful life of the street network in the City.

The CIP also included \$3.5 million in its FY 22-23 CIP for transportation infrastructure beyond street maintenance, which increases to \$13.7 million in FY 23-24 and reaches \$36.9 million in FY 27-28. Most of this funding is for improvements at Vasco Road and the I-580 Interchange, which will include the replacement of a bridge above the freeway. The City is still in the planning stages of the improvement. The CIP notes that most of the City's transportation infrastructure projects are funded by local and regional traffic impact fees, project specific Measure B funds, and grants.

As mentioned earlier, Livermore and Dublin are working on a joint project to connect North Canyons Parkway and Dublin Boulevard in the unincorporated area between the two cities to improve transportation options. Livermore includes \$28.4 million from FY 22-23 through FY 27-28 for this project in its CIP. Most of the funding for the portion within Livermore's boundary is from traffic impact fees; funding for the extension within unincorporated Alameda County will likely consist of regional, state, and federal funding.

NEWARK

Newark's 2022-2024 CIP includes funded projects as well as future unfunded projects which require planning. The City included \$2.3 million in FY 22-23 and \$2.5 million in FY 23-24 for the Street Asphalt Concrete Overlay Program, which provides ongoing pavement maintenance for City streets. The City also is currently funding the Thornton Avenue Complete Streets project, which would improve pedestrian facilities along Thornton Avenue. The City's CIP estimates construction for the project will cost \$14 million.

OAKLAND

Oakland's streets are considered at-risk per the MTC. Oakland did not respond to the survey provided by RSG, and did not provide comment on the state of the City's streets. The Oakland Department of Transportation manages the City's streets and traffic signals.

According to the City's CIP posted on its website, the City plans expenditures of \$23.9 million in FY 23-24 and \$50 million in FY 24-25 for citywide street resurfacing. Oakland has several complete streets projects which are currently underway, with a total of \$11.3 million allocated for those projects in FY 23-24. The City also included \$1.25 million for traffic signal management in its FY 2023-2025 CIP.

PIEDMONT

Piedmont included \$1.5 million for streets projects in its adopted FY 22-23 budget. Most of the funding is for street resurfacing. The City adopted a Complete Streets policy in 2012 which mandates that the City, "to the maximum extent feasible and practicable," plan, operate and maintain its transportation system in a way that makes them safe and convenient for all users. The City's CIP budget for FY 22-23 through FY 25-26 does not identify street improvement or street lighting projects.

PLEASANTON

Pleasanton included a total of \$46.6 million for transportation and streets projects in its four-year CIP for FY 23-24 to FY 26-27. The most significant transportation and streets projects are street resurfacing projects (\$16.3 million), followed by slurry sealing (\$3.3 million), and intersection enhancements (\$400,000). The City also included \$1.5 million over the next four years for the installation of new traffic signals.

Over the next four years the City will spend approximately \$9 million on multimodal reconstruction of West Las Positas Boulevard. This project will result in the reconstruction and replacement of portions of the roadway and sidewalk, along with pedestrian, bicycle, and transit improvements.

Gas Tax, Measure BB, and Highway Funds are the single largest funding source for Pleasanton's CIP, contributing \$28.8 million over the four-year period. City Development Fees, totaling \$12 million, are the next largest contribution source.

SAN LEANDRO

Per the City of San Leandro's FY 24-33 CIP posted on the City's website, the City currently has approximately \$180 million in deferred street maintenance. The City allocated \$1.2 million in FY 24-25 to rehabilitate streets in poor condition and with failing pavement. It also allocated \$3.6 million in FY 24-25 for street sealing of the streets in good or fair condition, which will help maintain those streets. The street sealing projects are funded by Measure BB.

San Leandro collects Street Improvement Funds from new development in order to mitigate the impact of increased vehicles on public streets. These funds are used for safety and capacity improvements, and are not available for maintenance projects. On February 7, 2024, the City Council Facilities Committee heard a presentation about the state of the City's streets. The presentation outlined the importance of preventative maintenance to protect the streets, and also showed several different funding scenarios to address the deferred maintenance.

UNION CITY

Union City includes a five-year CIP as part of its budget process that details funded capital projects. The City included \$1.3 million for streets in its CIP in FY 22-23, rising to \$3.1 million in FY 25-26. The City also included an average of \$490,000 annually between FY 21-22 and FY 25-26 for traffic signals. Streets and traffic signal expenditures combined make up 20 percent of the current CIP.

Approximately \$2.2 million over the next five years will be spent on annual overlay and slurry sealing projects, which are used to preserve the City's relatively high PCI. Most of the funding for annual overlay and slurry sealing projects comes from Measure BB. The City is additionally in the process of upgrading its traffic signals to comply with state standards and will be investing \$2.1 million in its signal system over the next five years.

PARKS, RECREATION AND OPEN SPACE

For most cities, local parks and recreation services are provided by city departments, except in Livermore and Hayward. These services are provided to Livermore residents by the Livermore Area Recreation and Park District, an independent special district, and to Hayward residents by the Hayward Area Recreation and Park District, also an independent special district.

Regional parks services are provided throughout both Alameda County and Contra Cost County by the East Bay Regional Park District. More information about East Bay Regional Park District can be found in the Special Districts MSR, which was also prepared by RSG.

The cities generally reported that they have the capacity to continue to provide these services at current levels. Table 5 shows the parks inventory in the Alameda cities.

Table 5: Parks Inventory in Alameda Cities

City	Total Parks Acreage	Number of Parks
Alameda	118	24
Albany	80	14
Berkeley	250	54
Dublin	237	24
Emeryville	31	14
Fremont	1,224	64
Hayward	3,000	30
Livermore	331	37
Newark	156	15
Oakland	2,500	149
Piedmont	59	8
Pleasanton	385	46
San Leandro	104	23
Union City	138	35

ALAMEDA

In the past five years, the City of Alameda has opened 38 acres of new parks and open space and constructed a new recreation center. The City is focusing on improving its existing parks inventory over the next two years, including repairing pathways, concrete, and fences, replacing a playground at Lincoln Park, resurfacing tennis courts and adding

pickleball courts, and construction of a new dog park. The City additionally has designed and funded a City Aquatic Center and has plans to start construction in the coming year.

ALBANY

In February 2022, Albany's City Council approved an updated Parks, Recreation and Open Space Master Plan. The plan identifies eleven park and open space goals for the next ten years, including the maintenance and revitalization of existing parks in the City's inventory. The City's five-year CIP for 2019-2024 included a total of \$2.5 million for parks capital projects, of which \$1.1 million was to be spent in 2022 on pedestrian and cyclist transportation improvements along Codornices Creek. The City has a special parcel tax, Measure M, which supports maintenance and improvements for Albany's parks, recreation, and open spaces.

The City also formed a Landscape and Lighting Assessment District to fund the improvement and maintenance of open space, recreational fields, and creek restoration.

BERKELEY

Berkeley's five-year CIP for 2023-2027 includes \$44.1 million for parks, recreation, and waterfront capital projects. Most of this funding is for renovation and maintenance of existing parks, but the City is also developing a new park at the Santa Fe right of way, funded by a \$5 million Proposition 68 grant.

DUBLIN

The City of Dublin updated its Parks and Recreation Master Plan in 2022, which evaluated existing services and facilities, and also assessed changing needs for the community in order to provide recommendations to improve services. The Plan identified 10 additional future parks (with a total of 117 acres) for the City. The City's 2022-27 adopted CIP budget included \$7.2 million for CIP projects in 2022-23, and \$3.8 million in 2023-24. In both years, the majority of these expenditures are for the Iron Horse Nature Park and Open Space and the Jordan Ranch Neighborhood Square, both of which were identified as future

parks for the City in the Master Plan. These projects are largely funded by public facility fees.

EMERYVILLE

Emeryville has committed \$6.6 million to urban greening projects through its CIP over the next five years. The majority of these expenditures are in FY 23-24 (\$2.2 million) and in FY 24-25 (\$3.9 million), and include the creation of a new park on La Coste Street.

In October of 2023 The City of Emeryville opened Huchiun Park adjacent to City Hall. The two-acre park is one of Emeryville's most prominent and expansive green spaces, and is surrounded by more than 500 newly built housing units.

FREMONT

The City of Fremont's FY 23-24 through FY 27-28 CIP includes project allocations of approximately \$20.9 million for parks investments. This includes funding for improvements in the City's major parks, new pickleball courts and a new dog park, and a new community center.

In 2022, the City published a Draft Parks and Recreation Master Plan with the aim of creating a framework for providing a wide range of recreational facilities which reflect changing community needs. The Plan identifies five "Big Moves," or most significant goals, which include ensuring a ten minute walk to parks for all, building recreation centers, updating outdated and failing park amenities, diversifying funding sources, and planning for staffing to meet future levels of service.

HAYWARD

The Hayward Area Recreation and Parks District ("HARD") provides park and recreation services to the City of Hayward. The City did not express any challenges with the services provided by HARD. HARD and the City are currently developing a new park, La Vista Park, which will be a 50-acre hillside park in South Hayward. The park will include sports facilities, walking trails, a science garden, and open areas. Per the City's 2023-2032 CIP,

65 percent of the construction documents have been completed. The FY 22-23 CIP included \$21 million for this project. The City is also building a new Youth and Family Center in partnership with HARD, which will provide health, wellness, and recreation programming to the community.

LIVERMORE

The Livermore Area Recreation and Park District (“LARPD”) provides park and recreation services to the City of Livermore. The City did not express any challenges with the services provided by LARPD. The City collects parks facilities fees and reimburses a portion of the fees to LARPD for eligible capital projects included in the District’s CIP.

NEWARK

Newark established its Citywide Parks Master Plan in June 2017 and is currently in the processing of updating it. The Plan established three top priority developments for the City, including a new dog park, new turf fields and pedestrian pathways at the Sportsfield Park, and a new skate park.

OAKLAND

Oakland allocated \$16.6 million in its two year budget for operations and maintenance of four priority parks projects: the planning and construction of a new trail in Estuary Park, revisions and renovations at San Antonio Park, renovation of the Sobrante Mini Park, and renovation of the Tyrone Carney Park, which is currently closed.

PIEDMONT

Piedmont identified a need for significant park upgrades in its CIP. Specifically, the City included \$765,000 for improvements at various park facilities in FY 24-25, and \$17.2 million for FY 25-26 and beyond.

PLEASANTON

The City of Pleasanton included \$3.5 million of funding for parks projects in its updated four-year CIP through FY 26-27. This includes \$600,000 for landscape irrigation improvements, \$500,000 for trail and pathway repaving, \$500,000 for a cricket field, and \$730,000 for playground renovations and court resurfacing at parks throughout the City.

SAN LEANDRO

The City of San Leandro is in the process of developing a Recreation and Parks Master Plan, which will be led by the Recreation and Parks Department. The City anticipates the final plan will be available in December 2024.

UNION CITY

Union City allocated \$3.1 million for its FY 21-22 through FY 25-26 CIP. This includes funding for repairs and renovations at existing parks, along with an update of the Parks and Community Facilities Master Plan and resurfacing of the tennis courts at Veterans Park.

MOSQUITO ABATEMENT SERVICES

The Alameda County Mosquito Abatement District (“ACMAD”) provides mosquito abatement services Countywide. ACMAD is an independent special district funded by a share of property taxes, a special tax, and a benefit assessment. The District provides both abatement services and education services in order to reduce and eliminate mosquito populations. More information about ACMAD can be found in the Special Districts MSR, also prepared by RSG.

None of the cities expressed challenges with the services provided by ACMAD and expect that ACMAD will continue to provide services in the future.

VECTOR CONTROL SERVICES

The Vector Control Services District County Service Area, a division of the County Board of Supervisors, provides vector control services for vectors other than mosquitos, including rodents, ticks, bedbugs, and cockroaches, to all incorporated cities and unincorporated areas within the County. The Special Districts MSR, prepared concurrently by RSG, provides more detail about the Vector Control CSA.

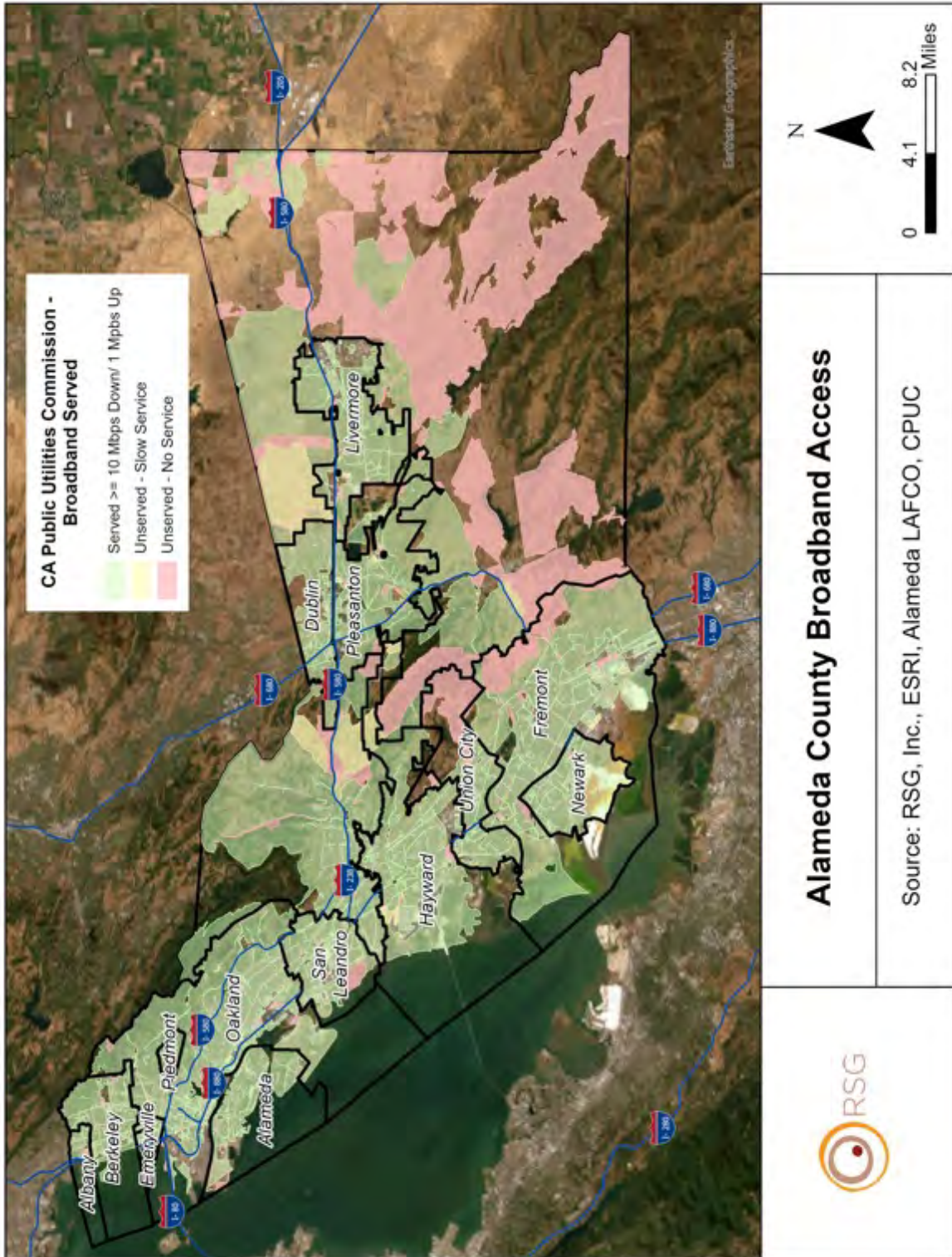
None of the cities expressed challenges with the services provided by the Vector Control District and expect that the District will continue to provide services in the future.

BROADBAND SERVICES

Residential broadband or internet access is considered a more vital service than in decades prior. Alameda LAFCO is highlighting broadband services as a community service due to the critical need for the service as a path toward economic development and interconnectedness in a post-pandemic economy.

Figure 4 shows broadband coverage in Alameda County using 2020 data from the California Public Utilities Commission (“CPUC”), the most recent available for GIS purposes. Per the CPUC, areas that are considered “served” receive at least 10 megabits per second download speeds and 1 megabit per second upload speeds. Most of the land area within the incorporated cities receives broadband services that meets this threshold. Despite receiving broadband service, yellow areas of the County are not considered served by the CPUC. These areas are uncommon and receive varying speeds of internet, all below the 10 megabit per second threshold. Red areas are populated, rural and/or semi-urban areas that do not have broadband service connections and thus are considered unserved. The cities with the largest unserved zones are Union City, Fremont, and San Leandro. The eastern unincorporated part of the County is mostly considered unserved as well. Areas not shaded are unpopulated open space or urban commercial and industrial centers. The only DUC in the County, Ashland, is considered served by the CPUC.

Figure 4: Broadband Coverage in Alameda County



There are 15 schools which are located in areas considered unserved by the CPUC, 14 of which are public schools.

Broadband services in the County are provided by a variety of private companies. Table 6 shows the different providers in each of the cities.

Table 6: Broadband Providers in Alameda Cities

City	Broadband Providers
Alameda	Comcast, AT&T, Sonic
Albany	AT&T, Sonic, Comcast
Berkeley	AT&T, Comcast
Dublin	AT&T, Comcast (Xfinity), T-Mobile
Emeryville	AT&T, Xfinity, Paxio
Fremont	AT&T, Xfinity, Verizon, EarthLink, Viasat, Hughesnet, Starlink, T-Mobile
Hayward	Comcast, AT&T
Livermore	Comcast/Xfinity, AT&T/Direct TV, Dish Network, Zayo, Astound
Newark	Comcast Xfinity (cable), AT&T (DSL/IP Broadband)
Oakland	Sonic, Comcast, AT&T, Viasat, Earthlink
Piedmont	AT&T, Comcast, Sonic
Pleasanton	Comcast, AT&T U-verse
San Leandro	AT&T, Xfinity, Verizon, Viasat, EarthLink, Starlink, T-Mobile
Union City	Lumen, Comcast, AT&T, Verizon, Tekify Fiber

The cities did not express concerns or challenges with their current broadband providers, although a number of cities, identified below, are undertaking initiatives to provide faster and more reliable Wi-Fi at their public facilities.

The cities of Fremont and Oakland did not respond to RSG’s survey and have not confirmed the service providers listed above.

ALAMEDA

The City of Alameda is currently in the feasibility and design phase of implementing a comprehensive communications network that includes fiber, satellite, private 5G, and microwave platforms to ensure uninterrupted connectivity.

BERKELEY

The City of Berkeley is currently in the process of installing enterprise quality Wi-Fi in all city facilities, and should be finished with the project by June 2024. The City's Information Technology department is also evaluating opportunities to share fiber assets with other public agencies, such as BART.

In 2018, the City undertook a review of other cities' broadband master plans and research on challenges to broadband by Berkeley residents in order to determine how the City can best help its residents access Wi-Fi. That research suggested that making broadband more accessible would require both new programming, to help residents understand their broadband options, and new infrastructure, to improve the quality of the broadband itself. The City has not taken further action to provide broadband to the public.

DUBLIN

The City of Dublin, with multiple broadband providers, is planning to expand coverage in upcoming development areas and is in the process of developing a municipal fiber master plan. The City's adopted 2022-27 CIP budget included \$140,000 to develop a five-year fiber optic master plan and feasibility study, which will be used to assess the existing City network and determine the need for build out. Dublin additionally established free public Wi-Fi in the downtown area, which is provided by the City's internet bandwidth. The Wi-Fi equipment is managed and maintained by Smartwave Technologies.

FREMONT

The City of Fremont has an Information Technology Services Department, which has established free public Wi-Fi at two "Lift Zones" at two community centers in the City. Internet services at these zones are provided by Comcast.

HAYWARD

The City of Hayward has completed the first phase of its fiber network and is actively seeking funding for subsequent phases outlined in its Fiber Master Plan, including the construction of a fiber network. The Master Plan identifies a phased approach for the City

to increase broadband services. The City will focus first on providing fiber-based connectivity to businesses, and then eventually expand to residential neighborhoods.

The City received initial funding from the US Department of Commerce to install a preliminary fiber optic and conduit network. Hayward will be leveraging public-private partnerships in the future to provide broadband services as efficiently as possible to its businesses and residents.

NEWARK

The City of Newark is in the process of developing a Broadband Master Plan. Newark is using ARPA funding to develop the Master Plan, and will be leveraging grants to improve broadband infrastructure in the areas with the greatest need.

OAKLAND

The City of Oakland launched the Oakland Undivided campaign in May 2020 in partnership with the Oakland Unified School District, Oakland Public Education Fund, TechExchange, and the Oakland Promise in order to bring broadband to the City's unconnected households and to sustain home digital access for Oakland's public school students. The initiative provides technical support, online learning about technology, and affordable internet.

Oakland Undivided includes the Affordable Connectivity Program, which provides a monthly discount of \$30 on internet services to qualifying households. This program is expected to end at the end of April 2024 due to funding constraints.

The City has also implemented OAK Wi-Fi, which has live hotspots in 13 zones throughout the City. This internet is free and available for anyone in the public to use.

PLEASANTON

The City of Pleasanton provides free Wi-Fi in all public areas of City-owned buildings and throughout the Downtown Specific Plan. The free Wi-Fi offers unthrottled bandwidth with symmetrical upload and download capabilities.

SAN LEANDRO

In 2012, the City of San Leandro partnered with a local private software company to build a fiber optic loop in order to provide better broadband services to the City's businesses. The partnership, called Lit San Leandro, offers business internet solutions and fiber leases. The infrastructure is owned by a private entity but is maintained by Lit San Leandro.

LIBRARY SERVICES

The Alameda County Library ("ACL") provides library services to the Cities of Albany, Dublin, Fremont, Newark, and Union City. Those cities did not express any challenges with the services provided by ACL and expect that ACL will continue to provide library services.

The cities of Alameda, Berkeley, Hayward, Livermore, Oakland, Pleasanton, and San Leandro all provide their own library services through an in-house library department. The City of Piedmont and City of Emeryville receive library services from the Oakland Public Library system.

Table 7 shows library service providers and the number of library branches in each city. The cities reported that they have the capacity to continue to provide these services at current levels.

Table 7: Library Providers in Alameda Cities

City	Library Service Provider	Number of Library Branches
Alameda	City of Alameda	3
Albany	City of Albany (via contract with Alameda County Library)	1
Berkeley	City of Berkeley	6
Dublin	City of Dublin (via contract with Alameda County Library)	1
Emeryville	City of Oakland	1
Fremont	City of Fremont (via contract with Alameda County Library)	1
Hayward	City of Hayward	2
Livermore	City of Livermore	3

Newark	City of Newark (via contract with Alameda County Library)	1
Oakland	City of Oakland	18
Piedmont	City of Oakland	0
Pleasanton	City of Pleasanton	1
San Leandro	City of San Leandro	4
Union City	City of Union City (via contract with Alameda County Library)	1

ALAMEDA COUNTY LIBRARY

The cities of Albany, Dublin, Fremont, Newark, and Union City each own their library facilities and contract with the Alameda County Library (“ACL”) to deliver library services. The cities have ongoing negotiations with the County to adjust the number of hours of library services provided by the County at their respective facilities. The City of Albany has two voter-approved parcel taxes which fund library services for residents. The County provides library services along with janitorial maintenance and administrative services at the three libraries in the City of Fremont. Newark and Union City provide janitorial services at their respective library facilities, which the County reimburses.

ALAMEDA

The City of Alameda has three library branches within the City and is working to establish a fourth branch at Alameda Point. The City established this goal in the library’s 2020-2025 strategic plan. There are two divisions in the Library Department: Library Administration and Adult Literacy. The Alameda Free Library offers services and programs to people of all ages, including a literacy program for adults.

BERKELEY

The City of Berkeley’s library was accepted into the first year of the California Libraries Cultivating Race, Equity, and Inclusion Initiative. As a part of its social equity efforts, the Library has allocated \$142,000 of funds from the Library Tax Fund to provide health, housing, and community services to patrons with mental health or housing security needs. The City of Berkeley has included \$2 million of funding for deferred and ongoing maintenance in its FY 23-24 budget from the Library Tax Fund. The City noted in its budget

that deferred projects, including stucco replacement, air conditioning units, and roof replacement pose a challenge to the library.

HAYWARD

Voters in the City of Hayward approved Measure C in 2014, a 0.5 percent local sales tax partially used for the financing and construction of a new main library and community learning center. The new library opened in September 2023 and is a net-zero facility with a number of sustainable features, including a cistern for capturing rainwater.

LIVERMORE

The City of Livermore updated its Library Services Strategic Plan in 2019. The 2020-2025 Plan identified three strategic objectives: promoting literacy, affirming equity and inclusion, and increasing awareness of and accessibility to library services. The City has three branches and any individual (resident or non-resident) is able to obtain a library card.

OAKLAND

The City of Oakland provides in-house library services and additionally provides library services to the cities of Piedmont and Emeryville. The Oakland Public Library manages one main library branch, sixteen neighborhood branches, and the African-American Museum and Library at Oakland (“AAMLO”). The Library also operates the Oakland History Center and a Tool Lending Library. AAMLO includes archival collections and a reference library.

PLEASANTON

The City of Pleasanton has one library, and received a grant for a library and recreation mobile outreach vehicle that it will use to expand services throughout the community. The City allows all students at the Pleasanton Unified School District to use their student ID cards as public library cards.

SAN LEANDRO

The City of San Leandro has one main library and three branch libraries which are managed by the Library Services Department. The City has entered agreements with the Columbia Telecommunications Corporation which will provide the Library with California State Broadband funding in order to provide fiber internet connection to one of the branch libraries. The Department is also securing funding for facilities upgrades to its library system, including HVAC and lighting upgrades.

FINANCIAL ABILITY TO PROVIDE SERVICES

Pursuant to Government Code Section 56430, MSRs make determinations on seven (7) required topics, including:

4. Financial ability of agencies to provide services.

As part of the Alameda MSR process, RSG gathered data from publicly available sources including city budgets and audits. RSG included information between FY 18-19 and FY 22-23, the most recent audit year available for most of the cities as of the date of this report. Some cities did not have a FY 22-23 audit available as of the writing of this report; for these cities, RSG has included the most up-to-date financial information available.

This MSR reviews community services, so RSG has attempted to identify expenditures and revenues specifically related to the community services which are being provided by each city. Any revenues or expenditures not related to the services reviewed in this report, including but not limited to those related to law enforcement, fire, and general government services, have been included under the “Other” line item in the agency tables. RSG has not included summaries of funds which are not used for community service uses, such as funds used for housing services.

Many cities experienced a decline in revenues in FY 19-20 and FY 20-21 due to the COVID-19 pandemic, which often forced the closure of facilities and a decrease in certain services provided by cities. In general, revenues have since increased over the past two years, as both facilities and services have generally returned to pre-pandemic levels.

RSG made determinations about revenue and expenditure growth for the cities based on compound annual growth rates (“CAGR”). Some cities have made accounting changes over the years, so RSG has only calculated the CAGR for total General Fund revenues and expenditures for each city.

- Less than 0 percent: Negative growth
- 0 – 2 percent: Low growth
- 2.1 – 4 percent: Below average growth
- 4.1 – 6 percent: Average growth

- 6.1 – 10 percent: Moderate growth
- 10.1 – 18 percent: High growth
- Above 18 percent: Very high growth

The financial capacity of each city is adequate for providing services at the current levels. The cities have all established reserve policies and have reserves which meet their policy requirements. Although some cities have significant deferred maintenance costs, these cities are planning appropriately through budget documents in order to continue to provide services.

ALAMEDA

The City of Alameda experienced average General Fund revenue growth and low General Fund expenditure growth from FY 18-19 through FY 21-22. The City's net General Fund revenues remained positive through all four years in RSG's analysis. The City had not yet released its FY 22-23 ACFR as of the writing of this report.

<i>Alameda</i>					
Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	
General Fund	\$ 99,639,351	\$ 106,471,286	\$ 115,071,287	\$ 124,319,018	
Capital Improvement Projects¹	\$ 8,079,191	\$ 17,445,027	\$ 14,639,641	\$ -	
Other Governmental Funds	\$ 38,014,971	\$ 62,623,292	\$ 50,471,160	\$ 44,889,986	
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	
General Fund					
Community Services					
Recreation and Parks	\$ -	\$ -	\$ -	\$ 10,382,106	
Library	-	-	-	-	
TOTAL COMMUNITY SERVICES	-	-	-	10,382,106	
Public Works ²	2,179,896	2,437,812	2,330,924	3,308,954	
Other Uses	88,674,173	81,867,318	83,646,636	85,368,918	
TOTAL GENERAL FUND	\$ 90,854,069	\$ 84,305,130	\$ 85,977,560	\$ 99,059,978	
Capital Improvement Projects	\$ 20,625,740	\$ 41,467,306	\$ 20,469,058	\$ -	
Other Governmental Funds					
Community Services					
Recreation and Parks	\$ -	\$ -	\$ -	\$ 766,276	
Library	-	-	-	4,857,264	
TOTAL COMMUNITY SERVICES	-	-	-	5,623,540	
Public Works	\$ 3,204,646	\$ 3,344,909	\$ 4,629,585	\$ 5,684,282	
Other Uses	34,670,179	42,869,642	34,932,289	32,549,410	
TOTAL OTHER FUNDS	\$ 37,874,825	\$ 46,214,551	\$ 39,561,874	\$ 49,480,772	

¹CIP may include infrastructure not related to community services.

²Public Works budgets may include expenditures not related to community services.

Source: Annual Comprehensive Financial Reports, City of Alameda

ALBANY

The City of Albany experienced below average revenue growth and moderate expenditures growth in the General Fund from FY 18-19 through FY 21-22. Between FY 19-20 and FY 21-22, the City's General Fund expenditures exceeded revenues, but the pace of revenue growth slowed between FY 21-22 and FY 22-23.

<i>Albany</i>						
Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23	
General Fund	\$ 20,481,005	\$ 19,827,362	\$ 21,639,085	\$ 23,891,883	\$ 25,890,552	
Street & Storm Fund	\$ 1,134,980	\$ 1,159,381	\$ 1,199,884	\$ 1,214,596	\$ 1,248,522	
Other Governmental Funds	\$ 10,927,145	\$ 10,275,577	\$ 12,159,285	\$ 12,924,323	\$ 16,032,023	
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23	
General Fund						
Recreation and Community Services	\$ 2,227,819	\$ 1,988,968	\$ 1,318,099	\$ 2,079,875	\$ 2,728,384	
Other Uses	17,823,458	17,897,240	22,536,997	24,236,513	25,067,732	
TOTAL GENERAL FUND	\$ 20,051,277	\$ 19,886,208	\$ 23,855,096	\$ 26,316,388	\$ 27,796,116	
Street & Storm Fund						
Recreation and Community Services	\$ -	\$ -	\$ -	\$ -	\$ -	
Other Uses	789,765	289,373	702,988	365,779	2,982,578	
TOTAL STREET & STORM FUND	\$ 789,765	\$ 289,373	\$ 702,988	\$ 365,779	\$ 2,982,578	
Nonmajor Governmental Funds						
Recreation and Community Services	\$ 944,632	\$ 759,348	\$ 456,724	\$ 1,117,945	\$ 2,266,287	
Other Uses	7,315,663	7,679,673	7,687,467	6,472,283	8,938,959	
TOTAL NONMAJOR GOV'T FUNDS	\$ 8,260,295	\$ 8,439,021	\$ 8,144,191	\$ 7,590,228	\$ 11,205,246	

Source: Annual Comprehensive Financial Reports, City of Albany

BERKELEY

The City of Berkeley had below average revenue growth and moderate expenditure growth in the General Fund between FY 18-19 through FY 22-23. The City has a fund specifically dedicated to the operations and maintenance of its library system. Revenue growth outpaced expenditure growth for this fund over the five years from FY 18-19 through FY 22-23, and revenues exceeded expenditures for every year in the analysis. Like many other cities, the City's charges for service revenues declined in FY 20-21 but rebounded in FY 21-22.

<i>Berkeley</i>					
Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund	\$ 201,089,822	\$ 210,940,719	\$ 213,739,932	\$ 232,594,533	\$ 241,247,508
Grants	\$ 24,485,578	\$ 26,834,350	\$ 38,488,025	\$ 80,274,805	\$ 74,391,507
Library	\$ 20,063,287	\$ 20,616,745	\$ 21,025,076	\$ 22,915,954	\$ 24,328,539
Other Governmental Funds	\$ 88,800,853	\$ 74,314,924	\$ 73,589,111	\$ 109,976,976	\$ 110,952,151
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund					
Community Services					
Highway and Streets	\$ 2,904,262	\$ 2,289,459	\$ 3,163,011	\$ 3,833,392	\$ 3,055,307
Culture-Recreation	5,943,167	7,013,665	7,361,990	8,707,861	9,290,768
TOTAL COMMUNITY SERVICES	8,847,429	9,303,124	10,525,001	12,541,253	12,346,075
Other Uses	141,873,821	179,302,220	178,788,175	188,285,598	198,957,809
TOTAL GENERAL FUND	\$ 150,721,250	\$ 188,605,344	\$ 189,313,176	\$ 200,826,851	\$ 211,303,884
Grants					
Community Services					
Highway and Streets	\$ 323,385	\$ 323,385	\$ 800,632	\$ 546,047	\$ 2,222,509
Culture-Recreation	331,426	331,426	467,798	342,338	455,376
TOTAL COMMUNITY SERVICES	654,811	654,811	1,268,430	888,385	2,677,885
Other Uses	33,618,111	33,618,111	31,580,892	41,315,663	42,743,285
TOTAL GRANTS	\$ 34,272,922	\$ 34,272,922	\$ 32,849,322	\$ 42,204,048	\$ 45,421,170
Library	\$ 19,009,097	\$ 19,009,097	\$ 20,144,965	\$ 18,526,627	\$ 20,193,808
Other Governmental Funds					
Community Services					
Highway and Streets	\$ 11,474,717	\$ 11,474,717	\$ 6,507,792	\$ 7,561,325	\$ 8,121,811
Culture-Recreation	20,786,996	20,786,996	19,788,855	23,612,798	16,645,713
TOTAL COMMUNITY SERVICES	32,261,713	32,261,713	26,296,647	31,174,123	24,767,524
Other Uses	58,572,358	58,572,358	82,889,335	72,181,519	67,970,054
TOTAL OTHER GOV'T FUNDS	\$ 90,834,071	\$ 90,834,071	\$ 109,185,982	\$ 103,355,642	\$ 92,737,578

Source: Annual Comprehensive Financial Reports, City of Berkeley

DUBLIN

The City of Dublin experienced below average revenue growth and average expenditure growth in its General Fund between FY 18-19 and FY 22-23. Revenues dropped in FY 20-21 and FY 21-22, largely due to a significant decrease in revenue for charges for service, but rebounded in FY 22-23. The City also significantly increased its revenue from developer fees in FY 20-21. Park and Community Services spending decreased over the five years of this analysis, while Public Works spending increased.

<i>Dublin</i>					
Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund	\$ 107,273,141	\$ 102,872,533	\$ 99,392,683	\$ 99,125,378	\$ 121,813,345
Capital Projects Funds¹	\$ 21,126,416	\$ 8,966,291	\$ 4,320,989	\$ 15,769,485	\$ 5,002,093
Other Governmental Funds	\$ 12,759,729	\$ 13,821,194	\$ 19,590,235	\$ 19,320,213	\$ 24,913,615
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund					
Community Services					
Public Works	\$ 12,704,232	\$ 11,915,994	\$ 12,014,081	\$ 13,413,099	\$ 18,129,060
Park and Community services	9,486,704	7,135,822	6,034,953	8,689,027	8,262,422
<i>TOTAL COMMUNITY SERVICES</i>	<i>22,190,936</i>	<i>19,051,816</i>	<i>18,049,034</i>	<i>22,102,126</i>	<i>26,391,482</i>
Other Uses	50,709,053	55,200,069	56,072,743	58,828,931	65,592,321
TOTAL GENERAL FUND	\$ 72,899,989	\$ 74,251,885	\$ 74,121,777	\$ 80,931,057	\$ 91,983,803
Capital Projects Funds					
Community Services					
Parks	\$ 1,081,809	\$ 6,180,120	\$ 4,170,540	\$ 13,400,686	\$ 4,539,778
Streets	14,666,554	5,488,030	3,116,314	4,030,047	13,053,219
<i>TOTAL COMMUNITY SERVICES</i>	<i>15,748,363</i>	<i>11,668,150</i>	<i>7,286,854</i>	<i>17,430,733</i>	<i>17,592,997</i>
Other Uses	13,021,906	14,217,262	8,521,288	13,048,654	12,045,114
TOTAL CAPITAL PROJECTS FUNDS	\$ 28,770,269	\$ 25,885,412	\$ 15,808,142	\$ 30,479,387	\$ 29,638,111
Other Governmental Funds					
Community Services					
Public works and transportation ²	\$ 1,987,540	\$ 1,879,056	\$ 2,082,078	\$ 2,283,403	\$ 2,470,450
Park and community services	182,858	44,312	50,301	67,830	39,001
<i>TOTAL COMMUNITY SERVICES</i>	<i>2,170,398</i>	<i>1,923,368</i>	<i>2,132,379</i>	<i>2,351,233</i>	<i>2,509,451</i>
Other Uses	5,314,253	6,034,217	8,678,886	12,171,281	11,396,093
TOTAL OTHER GOV'T FUNDS	\$ 7,484,651	\$ 7,957,585	\$ 10,811,265	\$ 14,522,514	\$ 13,905,544

¹ Capital Projects Funds may include revenues not related to community services.

² Public works budgets may include projects not related to community services.

Source: Annual Comprehensive Financial Report, City of Dublin

EMERYVILLE

The City of Emeryville experienced below average revenue and expenditure growth between FY 18-19 and FY 22-23 in its General Fund, although expenditure growth did outpace revenue growth. While General Fund revenues decreased between FY 19-20 and FY 20-21, revenues have significantly increased between FY 20-21 and FY 22-23. Between FY 20-21 and FY 22-23, the growth of revenues has outpaced expenditures. The largest source of General Fund revenue growth was for licenses and permits, which grew from \$4.9 million in FY 18-19 to \$10.9 million in FY 22-23.

<i>Emeryville</i>					
Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund	\$ 48,992,281	\$ 45,146,558	\$ 40,564,460	\$ 48,576,621	\$ 57,522,025
Other Grants	\$ -	\$ 383,186	\$ 2,146,284	\$ 1,691,328	\$ 1,082,491
General Capital Improvements¹	\$ 7,038,453	\$ 8,258,631	\$ 11,779,789	\$ 2,123,158	\$ 3,248,303
Nonmajor Governmental Funds	\$ 10,426,781	\$ 12,693,469	\$ 10,743,542	\$ 12,820,394	\$ 15,108,186
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund					
Community Services					
Community Services	\$ 961,378	\$ 570,509	\$ 525,229	\$ 734,620	\$ 777,774
Public Works ²	3,360,044	3,551,480	3,816,143	3,763,659	4,448,227
TOTAL COMMUNITY SERVICES	4,321,422	4,121,989	4,341,372	4,498,279	5,226,001
Other Uses	34,295,035	35,522,632	34,826,372	37,598,488	41,028,665
TOTAL GENERAL FUND	\$ 38,616,457	\$ 39,644,621	\$ 39,167,744	\$ 42,096,767	\$ 46,254,666
Grants					
Community Services					
Community Services	\$ -	\$ -	\$ -	\$ -	\$ 246,619
Public works	-	50,000	50,000	50,000	21,234
TOTAL COMMUNITY SERVICES	-	50,000	50,000	50,000	267,853
Other Uses	-	1,258,603	2,236,340	1,477,270	5,803,427
TOTAL GRANTS	\$ -	\$ 1,308,603	\$ 2,286,340	\$ 1,527,270	\$ 6,071,280
General Capital Improvements					
Community Services					
Public Works	\$ 11,058	\$ 530,982	\$ 466,269	\$ 477,485	\$ 495,997
TOTAL COMMUNITY SERVICES	11,058	530,982	466,269	477,485	495,997
Other Uses	892,352	7,306,087	6,417,468	2,242,566	3,149,247
TOTAL GENERAL CAPITAL IMPROVEMENTS	\$ 903,410	\$ 7,837,069	\$ 6,883,737	\$ 2,720,051	\$ 3,645,244
Nonmajor Governmental Funds					
Community Services					
Community services	\$ 2,261,778	\$ 2,331,071	\$ 2,273,418	\$ 2,142,038	\$ 2,246,278
Public works	2,131,576	592,957	471,998	596,984	733,699
TOTAL COMMUNITY SERVICES	4,393,354	2,924,028	2,745,416	2,739,022	2,979,977
Other Uses	8,089,571	8,826,859	8,533,250	4,484,272	6,725,679
TOTAL OTHER GOV'T FUNDS	\$ 12,482,925	\$ 11,750,887	\$ 11,278,666	\$ 7,223,294	\$ 9,705,656

¹ May include capital improvements not related to community services.

² May include projects not related to community services.

Source: Annual Comprehensive Financial Reports, City of Emeryville

FREMONT

The City of Fremont experienced average General Fund revenue growth and moderate expenditure growth between FY 18-19 and FY 22-23. The City has a dedicated Recreation Services fund; this fund experienced revenue growth over the timeframe of RSG's analysis along with declining expenditures.

<i>Fremont</i>						
Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23	
General Fund	\$ 208,075,729	\$ 200,959,295	\$ 230,698,745	\$ 270,377,156	\$ 261,356,720	
Recreation Services	\$ 8,632,133	\$ 6,348,844	\$ 4,673,289	\$ 7,020,550	\$ 9,007,416	
Capital Improvement¹	\$ 2,361,213	\$ 1,239,022	\$ (622,643)	\$ 39,876	\$ 241,293	
Streets, Bike & Pedestrian	\$ 17,667,579	\$ 23,670,148	\$ 21,298,240	\$ 16,258,256	\$ 14,955,253	
Non-Major Governmental Funds	\$ 31,896,591	\$ 40,457,450	\$ 46,769,711	\$ 48,305,042	\$ 40,342,646	
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23	
General Fund						
Capital Assets Maintenance ²	\$ 23,725,195	\$ 25,934,406	\$ 25,528,082	\$ 28,824,390	\$ 32,074,121	
Other Uses	161,083,433	176,417,194	179,606,663	191,766,524	230,344,088	
TOTAL GENERAL FUND	\$ 184,808,628	\$ 202,351,600	\$ 205,134,745	\$ 220,590,914	\$ 262,418,209	
Recreation Services	\$ 9,947,436	\$ 9,271,061	\$ 6,748,305	\$ 9,165,130	\$ 8,984,343	
Capital Improvement						
Capital Assets Maintenance	\$ 12,081,704	\$ 6,387,006	\$ 8,617,682	\$ 4,620,375	\$ 6,838,330	
Other Uses	2,549,697	10,206,582	6,543,999	3,181,659	1,193,012	
TOTAL CAPITAL IMPROVEMENT	\$ 14,631,401	\$ 16,593,588	\$ 15,161,681	\$ 7,802,034	\$ 8,031,342	
Streets, Bike & Pedestrian	\$ 18,939,352	\$ 31,999,909	\$ 18,325,021	\$ 10,793,739	\$ 9,512,934	
Non-Major Governmental Funds						
Capital Assets Maintenance	\$ 10,389,348	\$ 12,494,006	\$ 13,749,863	\$ 15,511,488	\$ 15,515,697	
Other Uses	17,804,787	23,000,363	23,788,221	32,543,357	27,680,781	
TOTAL NON-MAJOR FUNDS	\$ 28,194,135	\$ 35,494,369	\$ 37,538,084	\$ 48,054,845	\$ 43,196,478	

¹ May include capital improvements not related to community services.

² May include projects not related to community services.

Source: Annual Comprehensive Financial Reports, City of Fremont

HAYWARD

The City of Hayward experienced below average General Fund revenue and expenditure growth, although revenue growth outpaced expenditure growth. In all of the years of RSG's analysis, General Fund revenues exceeded expenditures. As of the date of this report, the City had not yet released its FY 22-23 ACFR.

<i>Hayward</i>				
Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22
General Fund	\$ 182,269,528	\$ 183,535,033	\$ 199,884,873	\$ 205,880,353
Grants	\$ 568,201	\$ 785,893	\$ 995,410	\$ 1,288,154
General Capital Projects¹	\$ 5,053,484	\$ 7,986,625	\$ 12,556,475	\$ 10,920,508
Other Governmental Funds	\$ 26,878,707	\$ 24,514,544	\$ 43,668,174	\$ 31,117,111
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22
General Fund				
Community Services				
Public Works & Transportation ²	\$ 3,596,709	\$ 5,144,882	\$ 4,085,154	\$ 4,117,683
Library and Community Services	6,522,261	7,186,368	7,587,444	8,460,055
TOTAL COMMUNITY SERVICES	10,118,970	12,331,250	11,672,598	12,577,738
Other Uses	155,984,648	154,176,226	160,716,410	169,304,049
TOTAL GENERAL FUND	\$ 166,103,618	\$ 166,507,476	\$ 172,389,008	\$ 181,881,787
Grants				
Community Services				
Public Works & Transportation	\$ 379,160	\$ 12,111	\$ -	\$ -
Library and Community Services	-	162,173	179,684	369,953
TOTAL COMMUNITY SERVICES	379,160	174,284	179,684	369,953
Other Uses	-	311,881	757,536	265,618
TOTAL GRANTS	\$ 379,160	\$ 486,165	\$ 937,220	\$ 635,571
General Capital Projects				
Public Works & Transportation	\$ 5,547	\$ 40,743	\$ 44,072	\$ 40,743
Other Uses	18,292,125	12,231,411	26,559,107	38,990,457
TOTAL CAPITAL PROJECTS	\$ 18,297,672	\$ 12,272,154	\$ 26,603,179	\$ 39,031,200
Other Governmental Funds				
Community Services				
Public Works & Transportation	\$ 4,869,013	\$ 1,595,328	\$ 4,069,040	\$ 5,592,896
Library and Community Services	1,085,197	1,358,671	1,356,861	1,767,260
TOTAL COMMUNITY SERVICES	5,954,210	2,953,999	5,425,901	7,360,156
Other Uses	18,174,087	18,552,959	25,998,228	28,058,392
TOTAL OTHER GOV'T FUNDS	\$ 24,128,297	\$ 21,506,958	\$ 31,424,129	\$ 35,418,548

¹ May include capital projects not related to community services.

² May include projects not related to community services.

Source: Annual Comprehensive Financial Report, City of Hayward

LIVERMORE

The City of Livermore experienced below average General Fund revenue growth and low expenditure growth between FY 18-19 and FY 22-23. During this time period, General Fund community service expenditures grew at a similar pace to revenues, and outpaced the growth of other, non-community service expenditures. The City's Other Governmental Funds experienced negative growth in both revenues and expenditures.

Livermore

Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund	\$ 117,420,762	\$ 118,435,835	\$ 124,558,590	\$ 127,001,798	\$ 142,363,579
Other Governmental Funds¹	\$ 27,145,245	\$ 29,331,117	\$ 24,010,297	\$ 19,056,526	\$ 21,471,447
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund					
Community Services					
Public Works ²	\$ 7,048,763	\$ 7,298,306	\$ 7,886,134	\$ 11,066,658	\$ 8,734,430
Library	5,587,920	5,834,282	5,517,721	6,286,856	6,301,649
TOTAL COMMUNITY SERVICES	12,636,683	13,132,588	13,403,855	17,353,514	15,036,079
Other Uses	97,599,673	95,991,415	100,323,200	112,460,324	103,593,172
TOTAL GENERAL FUND	\$ 110,236,356	\$ 109,124,003	\$ 113,727,055	\$ 129,813,838	\$ 118,629,251
Other Governmental Funds					
Community Services					
Public Works	\$ 3,809,511	\$ 3,998,680	\$ 5,207,860	\$ 4,875,348	\$ 3,348,359
Library	77,864	62,516	108,459	100,784	171,001
TOTAL COMMUNITY SERVICES	3,887,375	4,061,196	5,316,319	4,976,132	3,519,360
Other Uses	37,529,522	27,913,822	14,369,270	22,773,831	17,368,967
TOTAL OTHER GOV'T FUNDS	\$ 41,416,897	\$ 31,975,018	\$ 19,685,589	\$ 27,749,963	\$ 20,888,327

¹ May include funds not related to community services.

² May include projects not related to community services.

Source: Annual Comprehensive Financial Reports, City of Livermore

NEWARK

The City of Newark's General Fund expenditure growth outpaced revenue growth between FY 18-19 and FY 22-23. General Fund revenues declined slightly between FY 19-20 and FY 20-21, but grew again in FY 21-22. Service charges as a revenue source declined over the five years. General Fund community service expenditures experienced the same trend as General Fund revenues during that time, with recreation expenditures the most impacted in FY 20-21.

<i>Newark</i>					
Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund	\$ 67,243,195	\$ 65,426,814	\$ 64,638,925	\$ 71,684,204	\$ 79,620,841
Park Impact Fees	\$ 308,596	\$ -	\$ 2,885,477	\$ 1,812,427	\$ 361,088
Capital Projects Fund¹	\$ 3,719,151	\$ 2,774,023	\$ -	\$ 41,401	\$ -
Other Funds	\$ 4,895,004	\$ 6,856,163	\$ 5,194,848	\$ 5,811,917	\$ 6,136,862
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund					
Community Services					
Recreation	\$ 5,348,141	\$ 5,093,905	\$ 4,520,499	\$ 5,218,855	\$ 5,119,440
Public Works ²	8,044,475	8,519,745	8,479,337	8,774,572	10,655,287
TOTAL COMMUNITY SERVICES	13,392,616	13,613,650	12,999,836	13,993,427	15,774,727
Other Uses	38,807,809	40,588,345	52,885,547	49,789,632	50,230,641
TOTAL GENERAL FUND	\$ 52,200,425	\$ 54,201,995	\$ 65,885,383	\$ 63,783,059	\$ 66,005,368
Capital Projects Fund					
Public Works	\$ 4,551,128	\$ -	\$ 340,721	\$ 234,546	\$ 86,568
Other Uses	736,767	32,778,777	42,296,896	3,336,349	146,546
TOTAL CAPITAL FUND	\$ 5,287,895	\$ 32,778,777	\$ 42,637,617	\$ 3,570,895	\$ 233,114
Other Governmental Funds					
Community Services					
Recreation	\$ 206,196	\$ 170,008	\$ 123,992	\$ 202,241	\$ 186,593
Public Works	91,100	615,250	311,311	1,138,345	866,651
TOTAL COMMUNITY SERVICES	297,296	785,258	435,303	1,340,586	1,053,244
Other Uses	3,387,703	5,707,873	1,709,542	4,051,108	1,997,908
TOTAL OTHER GOV'T FUNDS	\$ 3,684,999	\$ 6,493,131	\$ 2,144,845	\$ 5,391,694	\$ 3,051,152

¹ May include projects not related to community services.

² May include uses not related to community services.

Source: Annual Comprehensive Financial Reports, City of Newark

OAKLAND

The City of Oakland experienced similar growth in its General Fund revenues and expenditures between FY 18-19 and FY 22-23. In all years of RSG's analysis, General Fund revenues exceeded General Fund expenditures. Community service spending over the same time period increased more rapidly, mostly due to a significant increase in expenditures for community and human services.

Oakland¹

Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund	\$ 840,434	\$ 832,649	\$ 887,221	\$ 926,596	\$ 967,768
Federal/State Grant Fund	\$ 91,055	\$ 118,365	\$ 194,063	\$ 226,069	\$ 203,512
Municipal Capital Improvement Fund²	\$ 12,520	\$ 14,685	\$ 20,943	\$ 15,985	\$ 24,188
Other Special Revenue Fund	\$ 148,197	\$ 145,513	\$ 163,539	\$ 175,726	\$ 229,087
Other Governmental Funds	\$ 106,587	\$ 115,688	\$ 118,589	\$ 116,826	\$ 127,756
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund					
Community Services					
Community and Human Services	\$ 44,656	\$ 54,344	\$ 46,613	\$ 64,812	\$ 78,895
Public Works and Transportation ³	42,662	42,600	36,172	48,229	55,317
TOTAL COMMUNITY SERVICES	87,318	96,944	82,785	113,041	134,212
Other Uses	610,818	666,611	651,205	577,613	674,756
TOTAL GENERAL FUND	\$ 698,136	\$ 763,555	\$ 733,990	\$ 690,654	\$ 808,968
Federal/State Grant Fund					
Community Services					
Community and Human Services	\$ 46,699	\$ 52,650	\$ 59,094	\$ 64,647	\$ 64,102
Public Works and Transportation	4,184	5,997	9,330	5,623	5,651
TOTAL COMMUNITY SERVICES	50,883	58,647	68,424	70,270	69,753
Other Uses	45,612	46,207	137,685	192,245	141,260
TOTAL FEDERAL/STATE GRANT	\$ 96,495	\$ 104,854	\$ 206,109	\$ 262,515	\$ 211,013
Municipal Capital Improvement Fund					
Public Works and Transportation	\$ 7,703	\$ 10,703	\$ 12,760	\$ 12,951	\$ 13,715
Other Uses	53,311	55,133	105,752	82,284	46,282
TOTAL MUNICIPAL CAPITAL IMPR.	\$ 61,014	\$ 65,836	\$ 118,512	\$ 95,235	\$ 59,997
Other Special Revenue Fund					
Community Services					
Community and Human Services	\$ 51,131	\$ 59,796	\$ 62,233	\$ 60,514	\$ 63,888
Public Works and Transportation	7,501	10,509	18,499	26,812	31,202
TOTAL COMMUNITY SERVICES	58,632	70,305	80,732	87,326	95,090
Other Uses	79,350	84,825	88,352	98,355	126,522
TOTAL OTHER SPECIAL REVENUES	\$ 137,982	\$ 155,130	\$ 169,084	\$ 185,681	\$ 221,612
Other Governmental Funds					
Community Services					
Community and Human Services	\$ 6,447	\$ 3,790	\$ 6,259	\$ 6,266	\$ 7,087
Public Works and Transportation	47,024	49,861	47,166	46,775	48,848
TOTAL COMMUNITY SERVICES	53,471	53,651	53,425	53,041	55,935
Other Uses	135,868	131,054	127,698	124,847	144,538
TOTAL OTHER GOV'T FUNDS	\$ 189,339	\$ 184,705	\$ 181,123	\$ 177,888	\$ 200,473

¹ All amounts shown in thousands.

² May include capital projects not related to community services.

³ May include uses not related to community services.

Source: Annual Comprehensive Financial Reports, City of Oakland



PIEDMONT

General Fund expenditure growth outpaced General Fund revenue growth for the City of Piedmont between FY 18-19 and FY 21-22. Community service spending outpaced total General Fund expenditure growth, largely due to an increase in Public Works expenditures. As of the writing of this report, the City has not yet released its FY 22-23 ACFR.

<i>Piedmont</i>				
Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22
General Fund	\$ 29,762,060	\$ 28,733,313	\$ 33,932,347	\$ 34,964,871
Facilities Maintenance	\$ 220,975	\$ 176,711	\$ 24,324	\$ (108,711)
Other Governmental Funds	\$ 2,729,302	\$ 2,522,405	\$ 2,694,915	\$ 3,392,759
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22
General Fund				
Community Services				
Public Works ¹	\$ 3,790,687	\$ 4,033,333	\$ 4,470,211	\$ 5,784,643
Recreation	2,912,559	2,666,206	2,404,970	3,296,287
TOTAL COMMUNITY SVS.	6,703,246	6,699,539	6,875,181	9,080,930
Other Uses	17,854,157	18,465,479	19,864,422	21,696,675
TOTAL GENERAL FUND	\$ 24,557,403	\$ 25,165,018	\$ 26,739,603	\$ 30,777,605
Facilities Maintenance				
Community Services				
Public Works	\$ 5,743	\$ 18,416	\$ 19,841	\$ 7,728
Recreation	496,295	260,416	107,222	263,756
TOTAL COMMUNITY SVS.	502,038	278,832	127,063	271,484
Other Uses	1,084,153	837,648	1,131,220	1,477,783
TOTAL FACILITIES MAINT.	\$ 1,586,191	\$ 1,116,480	\$ 1,258,283	\$ 1,749,267
Other Governmental Funds				
Community Services				
Public Works	\$ 461,516	\$ 29,761	\$ 32,148	\$ 60,591
Street Improvement	188,074	-	48,250	204,879
Recreation	700,688	730,609	706,355	753,765
TOTAL COMMUNITY SVS.	1,350,278	760,370	786,753	1,019,235
Other Uses	2,280,649	4,727,978	941,347	1,948,103
TOTAL OTHER GOV'T. FUNDS	\$ 3,630,927	\$ 5,488,348	\$ 1,728,100	\$ 2,967,338

¹ May include uses not related to community services.

Source: Annual Comprehensive Financial Reports, City of Piedmont

PLEASANTON

The City of Pleasanton has experienced similar growth rates for its General Fund revenues and expenditures. In all years of RSG's analysis, General Fund revenues exceeded General Fund expenditures.

Pleasanton

Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund ¹	\$ 126,900,375	\$ 124,920,607	\$ 126,584,069	\$ 139,016,693	\$ 149,725,799
Capital Improvement Programs Fund ²	\$ 811,417	\$ 1,424,054	\$ 4,051,189	\$ (908,557)	\$ (259,424)
Other Governmental Funds ³	\$ 13,437,223	\$ 14,890,590	\$ 10,887,161	\$ 8,099,590	\$ 11,430,518
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund	\$ 113,377,001	\$ 113,806,103	\$ 115,390,177	\$ 120,540,275	\$ 133,540,493
Capital Improvement Programs Fund	\$ 896,898	\$ 1,512,806	\$ 6,171,177	\$ 4,332,526	\$ 5,646,332
Other Governmental Funds	\$ 8,412,250	\$ 12,914,511	\$ 18,941,450	\$ 15,147,821	\$ 10,750,450

¹ May include funds not related to community services.

² May include projects not related to community services.

³ May include funds not related to community services.

Source: Annual Comprehensive Financial Reports, City of Pleasanton

SAN LEANDRO

The City of San Leandro experienced higher General Fund revenue growth than General Fund expenditure growth between FY 18-19 and FY 21-22. Community service spending grew at a slightly faster rate than total General Fund expenditures. In FY 20-21, the City established a fund specifically for Measure BB, the Countywide measure used for street and road improvements. As of the writing of this report, the City had not yet published its FY 22-23 ACFR.

<i>San Leandro</i>				
Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22
General Fund	\$ 118,854,224	\$ 117,410,317	\$ 125,709,950	\$ 135,928,389
Capital Improvements¹	\$ 60,236	\$ 63,492	\$ 14,647	\$ 8,822
Measure BB	\$ -	\$ -	\$ 2,331,526	\$ 5,933,117
Non-Major Governmental Funds	\$ 16,268,165	\$ 26,937,576	\$ 15,499,216	\$ 14,573,419
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22
General Fund				
Community Services				
Engineering and Transportation ²	\$ 9,571,683	\$ 10,094,413	\$ 10,216,409	\$ 11,735,643
Recreation and Culture	10,720,040	10,385,984	9,751,091	11,314,002
TOTAL COMMUNITY SERVICES	20,291,723	20,480,397	19,967,500	23,049,645
Other Uses	82,545,701	86,181,332	89,166,846	88,586,408
TOTAL GENERAL FUND	\$ 102,837,424	\$ 106,661,729	\$ 109,134,346	\$ 111,636,053
Capital Improvements				
Engineering and Transportation	\$ 1,570,643	\$ 1,291,555	\$ 1,304,167	\$ 2,317,396
Other Uses	2,519,105	6,858,965	8,517,038	3,128,076
TOTAL CAPITAL IMPROVEMENTS	\$ 4,089,748	\$ 8,150,520	\$ 9,821,205	\$ 5,445,472
Measure BB	\$ -	\$ -	\$ 5,874,380	\$ 6,055,475
Non-Major Governmental Funds				
Community Services				
Engineering and Transportation	\$ 12,990,673	\$ 17,395,665	\$ 6,511,620	\$ 9,249,084
Recreation and Culture	381,842	613,397	318,288	405,787
TOTAL COMMUNITY SERVICES	13,372,515	18,009,062	6,829,908	9,654,871
Other Uses	4,454,074	5,563,158	6,620,221	5,841,138
TOTAL NON-MAJOR GOV'T FUNDS	\$ 17,826,589	\$ 23,572,220	\$ 13,450,129	\$ 15,496,009

¹ May include projects not related to community services.

² May include uses not related to community services.

Source: Annual Comprehensive Financial Reports, City of San Leandro

UNION CITY

As of the writing of this report, the City of Union City has not published its FY 21-22 or its FY 22-23 ACFR due to a cyberattack. City staff expect to be up to date with financial reporting in 2024. Between FY 18-19 and FY 20-21, the City experienced declining general Fund revenues and expenditures; in all three years, General Fund expenditures exceeded General Fund revenues. The decline in General Fund revenues was largely a result of a decline in charges for service in FY 20-21.

<i>Union City</i>			
Revenues	FY 18-19	FY 2019-20	FY 2020-21
General Fund	\$ 62,622,448	\$ 63,037,899	\$ 62,339,062
Capital Improvement Fund¹	\$ 1,948,614	\$ 1,701,483	\$ 1,106,614
Public Improvement Capital Project²	\$ 1,329,781	\$ 608,093	\$ 152,470
Other Governmental Funds	\$ 24,300,582	\$ 22,906,948	\$ 24,260,985
Expenditures	FY 18-19	FY 2019-20	FY 2020-21
General Fund			
Community Services			
Community and Recreation Services	\$ 6,353,280	\$ 5,701,289	\$ 4,055,400
Public Works ³	5,476,487	5,182,837	5,155,871
TOTAL COMMUNITY SERVICES	11,829,767	10,884,126	9,211,271
Other Uses	50,344,578	50,780,294	48,976,874
TOTAL GENERAL FUND	\$ 74,004,112	\$ 72,548,546	\$ 67,399,416
Capital Improvement Fund			
Public Works	\$ 497,540	\$ 3,169,847	\$ 639,994
Other Uses	33,015	241,418	233,019
TOTAL CAPITAL IMPROVEMENT FUND	\$ 530,555	\$ 3,411,265	\$ 873,013
Public Improvement Capital Project Fund			
Public Works	\$ 2,092,106	\$ 4,791,808	\$ -
Other Uses	979,188	48,604	8,073,933
TOTAL PUBLIC IMPROVEMENT FUND	\$ 3,071,294	\$ 4,840,412	\$ 8,073,933
Non-Major Governmental Funds			
Community Services			
Community and Recreation Services	\$ 765,220	\$ 704,271	\$ 828,371
Public Works	9,824,977	7,430,483	7,375,068
TOTAL COMMUNITY SERVICES	10,590,197	8,134,754	8,203,439
Other Uses	11,459,294	11,120,134	10,816,552
TOTAL NON-MAJOR GOV'T FUNDS	\$ 22,049,491	\$ 19,254,888	\$ 19,019,991

¹ May include capital projects not related to community services.

² May include capital projects not related to community services.

³ May include uses not related to community services.

Source: Annual Comprehensive Financial Reports, City of Union City

OPPORTUNITIES FOR SHARED FACILITIES

Pursuant to Government Code Section 56430, MSRs make determinations on seven (7) required topics, including:

5. Status of, and opportunities for, shared facilities;

The City of Oakland provides library services to Emeryville and Piedmont. Neither city expressed challenges with the services currently provided by Oakland, and both expect that Oakland will continue to provide library services in the future.

As part of the data collection process for this MSR, RSG asked the cities to identify any services currently being provided under out-of-area service agreements. None of the cities identified out-of-area service agreements for the community services reviewed as a part of this report. The City of Livermore and the City of Pleasanton both noted that they have a number of out-of-area service agreements for water and wastewater services.

RSG did not identify additional shared community service facilities in the Alameda County cities.

None of the cities expressed a desire for further shared community service facilities, nor did RSG identify potential opportunities for additional shared community service facilities during this review.

ACCOUNTABILITY, GOVERNMENT STRUCTURE AND OPERATIONAL EFFICIENCIES

Pursuant to Government Code Section 56430, MSRs make determinations on seven (7) required topics, including:

- 6. Accountability for community service needs, including government structure and operational efficiencies.*
- 7. Any other matter related to effective or efficient service delivery, as required by Commission Policy.*

Cities in Alameda County have established a robust framework of policies and procedures aimed at fostering transparency and accountability to the local community. This framework encompasses a range of practices, including the organization of elections and the dissemination of public notices regarding city meetings and actions. To enhance accessibility, many cities utilize technology, such as Zoom, to broadcast public hearings and meetings. This approach accommodates a wider audience and overcomes potential barriers to in-person attendance.

All cities maintain user-friendly websites that contain information about departments, their activities, and upcoming events. These websites are valuable resources for residents seeking information about local government services. Collectively, the cities prioritize operational efficiency and structural strength, demonstrating their commitment to accessible, accountable, and responsive local governance.

The cities of Alameda, Berkeley, and Oakland have implemented “Sunshine Ordinances” which aim to make public records and meetings more accessible to the public. These ordinances clarify and specify which documents need to be made available to the public, when they need to be posted, and provide mechanisms for residents to file complaints about transparency. Berkeley and Oakland have independent commissions which advise elected officials on how to implement their respective Sunshine Ordinances and hear complaints about violations of the ordinances.

Alameda County comprises both charter cities and general law cities. Charter cities have their own charters that grant them greater autonomy and the ability to create local laws and regulations that may differ from state laws. General law cities, on the other hand,

operate under the general laws of the state, which limit their authority to enact local regulations beyond what the state allows.

- Charter Cities: Alameda, Albany, Berkeley, Hayward, Oakland, Piedmont, San Leandro
- General Law Cities: Dublin, Emeryville, Fremont, Livermore, Newark, Pleasanton, Union City

All of the cities, with the exception of Oakland, employ a Council-Manager form of government. In this setup, elected city councils are responsible for shaping policies, while a City manager supervises day-to-day operations to ensure effective governance. Meanwhile, Oakland functions under a Mayor-Council system. In this model, the Mayor holds executive authority, overseeing the city's administration, appointing officials, and making substantial decisions without requiring approval from the City Council.

The cities of Alameda, Albany, Emeryville, Hayward, Newark, and Piedmont employ at-large elections, where Council members are elected citywide. In contrast, Berkeley, Dublin, Fremont, Livermore, Oakland, San Leandro, and Union City opt for district elections. Under this model, the cities are divided into distinct geographical districts, and Council members are elected by residents of those specific districts. Livermore, Pleasanton, and Union City have four Council members who are elected by-district, while the Mayor of the cities is elected at-large. Berkeley has eight Council members elected by-district, while the Mayor is elected at-large. Berkeley also employs a ranked choice voting system.

- Five-Member Councils: Alameda, Albany, Dublin, Emeryville, Livermore, Newark, Piedmont, Union City, Pleasanton
- Seven-Member Councils: Fremont, Hayward, San Leandro
- Eight-Member Council: Oakland
- Nine-Member Council: Berkeley

Some of the cities have taken steps to engage their communities beyond what is required by law. For example, the City of Livermore prioritized community input when it updated the Library Strategic Services Plan for 2020-2025. Livermore residents completed over 1,500

surveys about library services which staff used to draft library objectives. The City of Hayward solicited input for its Housing Element by contacting over 175 stakeholders and organizations in the City and attending community meetings.

No additional matters related to effective and efficient service delivery have been identified for review in this MSR by Alameda LAFCO.

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ALAMEDA
LOCAL AGENCY FORMATION COMMISSION

Local Agency Formation Commission of Alameda County

224 W Winton Ave Suite 110
Hayward, CA 94544

Municipal Service Review and Sphere of Influence Reviews

Alameda County Special Districts and County Service Areas

Final Commission Report October 11, 2024



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LIST OF ABBREVIATIONS USED

ACFR	Annual Comprehensive Financial Report
ACMAD	Alameda County Mosquito Abatement District
CAGR	Compound Annual Growth Rate
CIP	Capital Improvement Program
CKH	Cortese-Knox-Hertzberg Act
CSA	County Service Area
DOF	California Department of Finance
DUC	Disadvantaged Unincorporated Community
EBRPD	East Bay Regional Park District
FTE	Full-Time Equivalent
FY	Fiscal Year
GIS	Geographic Information Systems
HARD	Hayward Area Recreation and Park District
JPA	Joint Powers Authority
LAFCO	Local Agency Formation Commission
LARPD	Livermore Area Recreation and Park District
MSR	Municipal Service Review
RHNA	Regional Housing Needs Allocation
SOI	Sphere of Influence

EXECUTIVE SUMMARY

INTRODUCTION

The Local Agency Formation Commission of Alameda County (“Alameda LAFCO”) initiated this Community Services Municipal Service Review (“MSR”) and Sphere of Influence (“SOI”) update in 2023 for 14 cities, four special districts, and seven County Service Areas (“CSAs”) within Alameda County. This report focuses on the four special districts and seven CSAs within the County which provide community services. Alameda LAFCO retained consultant RSG, Inc. (“RSG”) to prepare the MSR, which included conducting surveys and interviews with each of the agencies, and collecting demographic, fiscal, and other data to support the MSR findings and determinations under State law.

This MSR will encompass a comprehensive assessment of community services in Alameda County, including street maintenance and lighting, library, parks and recreation, mosquito and vector abatement, and lead abatement services.

ALAMEDA DISTRICTS REVIEWED

Alameda LAFCO included seven county service areas (“CSAs”) and four special districts as a part of this MSR and SOI update. Several of the agencies have service areas which span the entire county, while others serve much smaller populations. The 11 agencies are listed in Table 1.

Table 1: Special Districts and County Service Areas

County Service Areas	Special Districts
Castlewood CSA	Alameda County Mosquito Abatement District
Castle Homes CSA	East Bay Regional Park District
Five Canyons CSA	Hayward Area Recreation and Park District
Morva CSA	Livermore Area Recreation and Park District
Street Lighting CSA	
Vector Control Services District CSA	
Lead Abatement CSA	

As further detailed in the body of this report, RSG makes the following MSR determinations for the community services agencies based on our data collection, surveys, and interviews:

Population, Growth, and Housing

Generally, the population for agencies in the County is expected to increase over the next five years, as is the housing supply. The agencies are planning for increased population through their respective planning documents, many of which have been updated in the past five years to reflect the increased population.

Disadvantaged Unincorporated Communities

The unincorporated community of Ashland, within the SOI of the City of San Leandro, is the only Alameda LAFCO-designated disadvantaged unincorporated community (“DUC”) in the County. Ashland receives services from the countywide community service providers and receives other municipal services from the County. More information about Ashland can be found on page 64 of this report.

Capacity of Facilities and Adequacy of Services

The CSAs and special districts within the County are generally providing adequate street maintenance and lighting, parks and recreation, library, and vector and mosquito control services to their residents and customers. Most agencies serving the region have the resources to maintain current levels of service and to meet expected demand in the future.

Residents who receive street maintenance services from the Castlewood CSA have expressed concerns about the ability of the Castlewood CSA to provide adequate services. The CSA did not engage with RSG throughout the MSR process. RSG recommends that the Commission further study the ability of the public works CSAs to provide services to their residents.

Financial Ability to Provide Services

The financial capacity of the agencies is adequate for current service levels. The Livermore Area Recreation and Park District (“LARPD”) expressed interest in revisiting its revenue sharing agreement with the East Bay Regional Park District (“EBRPD”) in order to more efficiently fund deferred maintenance projects and increases in facility capacity. RSG recommends the Commission facilitate the discussions with LARPD and EBRPD regarding the possibility of negotiating a new property tax sharing agreement.

Opportunities for Shared Facilities

The 2006 MSR recommended that the Vector Control District Services CSA and the Alameda County Mosquito Abatement District explore options for consolidation and shared services and facilities. Staff at the Mosquito Abatement District indicated that the services provided by the two agencies are distinct and require different types of expertise and facilities, and that consolidation of the two agencies would likely not lead to increased operational efficiency.

Livermore Area Recreation and Park District and East Bay Regional Park District work collaboratively to manage the Brushy Peak Preserve. LARPD also operates and maintains Camp Shelly, near Lake Tahoe. It leases the property from the US Forest Service.

The Hayward Area Recreation and Park District operates parks and facilities owned by other entities, including but not limited to the City of Hayward, the Hayward Unified School District, and Alameda County. The District did not express challenges with these shared facilities.

The agencies did not express a desire for further shared facilities, nor did RSG identify potential opportunities for additional shared facilities during this review.

Accountability for Community Service Needs

Alameda community service agencies implement policies and procedures that ensure transparency and accountability to the public, including public notice of meetings and actions and regular elections. All agencies have websites and social media which provide information about their meetings, including ways to access the meetings virtually.

The five public works CSAs (Castle Homes, Castlewood, Five Canyons, Morva, and Street Lighting) all operate under the County Public Works Agency.

The Livermore Area Recreation and Park District expressed concern that its overlapping boundaries with the East Bay Regional Park District may lead to decreased accountability for Livermore residents and may decrease service efficiency. At this time, RSG recommends that the Commission further explore the overlapping boundaries between the two districts in order to evaluate how accountability is impacted and potential solutions.

A number of the agencies take additional discretionary steps to survey residents and businesses periodically to gauge sentiment or interest in various topics. These efforts increase accountability for community service needs.

Any Other Matter Related to Effective or Efficient Service Delivery, as Required by Commission Policy

LAFCO does not have any policies affecting the preparation of MSRs, so RSG did not evaluate matters aside from those listed above.

SOI DETERMINATIONS SUMMARY AND RECOMMENDATIONS

When asked, no agency told RSG they plan to annex unincorporated areas within their SOIs, nor did they indicate a desire to a change to their respective SOIs. As further detailed in the body of this report, RSG makes the following SOI determinations for the cities based on our data collection, surveys, and interviews:

Present and Planned Land Uses

The agencies anticipate population growth within the County and are planning for growth via their respective planning documents. The agencies do not have land use planning authority, which is instead reserved for the cities and the County.

The community services districts and CSAs in this MSR generally serve specific land uses. Four of the CSAs (Castlewood, Castle Homes, Five Canyons, and Morva) almost exclusively serve residential customers in small, unincorporated residential areas. The park districts focus on managing open space, parks, trails, and recreational facilities. Some of the districts are working to acquire additional land for park uses, or to preserve existing open spaces. The Lead Abatement CSA serves residential land uses, focusing primarily on structures built prior to 1978 in the cities of Alameda, Berkeley, Emeryville, and Oakland.

RSG identified 95 parcels throughout the County designated as prime farmland under the Williamson Act. All 95 parcels are within the SOI of the Livermore Area Recreation and Park District.

Present and Probable Need for Facilities and Services

Alameda County community services special districts and CSAs are providing adequate services to their residents and customers. Agencies serving the region have the resources to maintain current levels of service and to meet expected demand in the future.

Present Capacity and Adequacy of Public Facilities and Services

The present capacity of the public facilities operated by the special districts and CSAs in the County is generally adequate to provide community services to their residents and customers.

Residents of the Castlewood CSA have expressed concern about the adequacy of the services provided by the CSA and potential assessment increases. RSG

recommends that the Commission further study the ability of the public works CSAs to provide services.

Social or Economic Communities of Interest

Alameda County includes one DUC, the 1,137-acre Ashland community, within the southeast portion of San Leandro's SOI. Based on our research, Ashland receives community services from the following agencies:

- Mosquito Abatement: Alameda County Mosquito Abatement District
- Vector Control: Vector Control Services District County Service Area
- Lead Abatement: Alameda County
- Library: Alameda County Library
- Street Maintenance and Lighting: Alameda County
- Parks and Recreation: Hayward Area Recreation and Park District

Aside from Ashland, other unincorporated areas are located in the SOIs of Berkeley, Dublin, Fremont, Hayward, Livermore, Pleasanton, and San Leandro. Among these areas are the unincorporated communities of Castro Valley, Cherryland, Fairview, Sunol, and San Lorenzo. In general, these unincorporated areas receive community services from countywide districts and CSAs and the County itself. The Hayward Area Recreation and Park District is the designated parks and recreation services provider for Castro Valley, Cherryland, Fairview, and San Lorenzo.

Present and Probable Need for Public Facilities and Services by any DUCs within the Existing SOIs

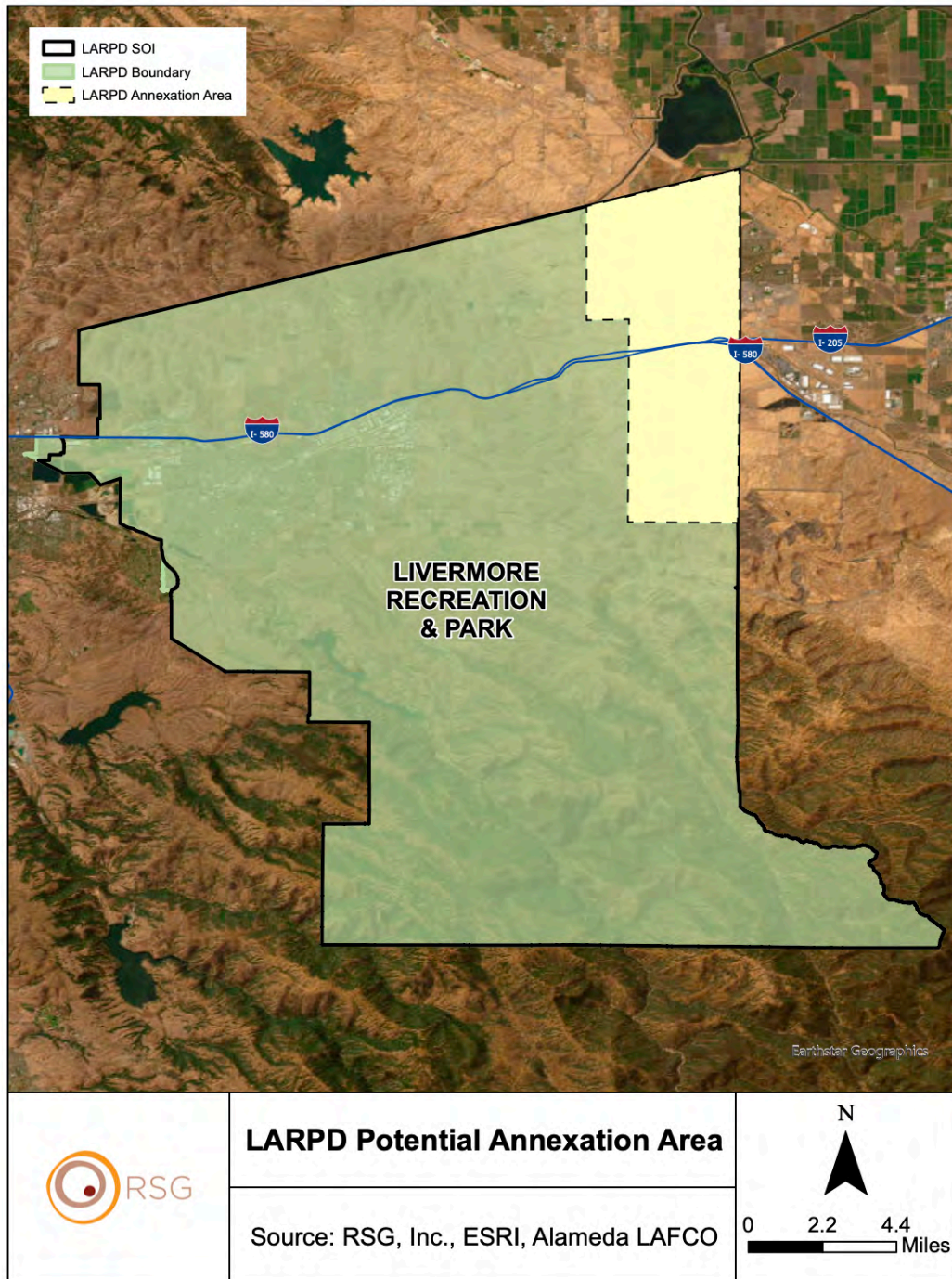
As mentioned earlier, the Ashland community within the San Leandro SOI is the only DUC in the County. The service providers did not indicate any challenges with providing community services to Ashland.

SOI UPDATES

In the course of our review, staff at LARPD made RSG aware of one potential SOI update. The District is considering annexing the northeast corner of its SOI in order to better serve

residents who currently utilize LARPD's services. LARPD has not yet submitted an application to LAFCO for this change. Figure 1 shows the location of the annexation area. RSG recommends that LAFCO approve this change upon receipt of an annexation application.

Figure 1: Potential LARPD Annexation Area



BACKGROUND

LEGAL REQUIREMENTS AND PURPOSE

In 1963 the California Legislature created for each County a Local Agency Formation Commission (“LAFCO”) to oversee the logical formation and determination of local agency boundaries that encourage orderly growth and development essential to the social, fiscal, and economic well-being of the State. LAFCOs’ authority to carry out this legislative charge is codified in the Cortese-Knox-Hertzberg Reorganization Act of 2000 (“CKH”). For nearly 60 years, CKH has been amended to give more direction to LAFCOs and, in some cases, expand the authorities of the Commissions. One of the most important revisions to CKH by the Legislature occurred in 2000, which added a requirement that LAFCOs review and update the “spheres of influence” for all cities and special districts every five years and, in conjunction with this responsibility, prepare comprehensive studies that are known as “municipal service reviews.”

AUTHORITY AND POWERS OF LAFCO

Codified within CKH are the procedures and processes for LAFCOs to carry out their purposes as established by the Legislature. LAFCOs’ purposes are guided and achieved through their regulatory and planning powers and acknowledge that the local conditions of the 58 California counties shall be considered in part to the Commissions’ authorities.

**CKH ACT (G.C. SECTION 56301) –
PURPOSES OF LAFCOs**

“Among the purposes of a commission are discouraging urban sprawl, preserving open-space and prime agricultural lands, encouraging the efficient provision of government services, and encouraging the orderly formation and development of local agencies based upon local conditions and circumstances.”

LAFCO RESPONSIBILITIES

LAFCOs’ regulatory authorities include the reviewing, approving, amending or denying of proposals to change the jurisdictional boundaries of cities and special districts. Specifically, these types of boundary changes commonly referred to as “changes of organization,” include:

- City Incorporation
- City Disincorporation
- District Formation
- District Dissolution
- City and District Annexations and Detachments
- City and District Consolidations
- Merger of a City and District
- Establishment of a Subsidiary District
- Activation of new or different functions or classes of services, or divestiture of power to provide services for special districts.

PLANNING AUTHORITIES

LAFCOs' planning authorities are carried out through the establishment and updating of agencies' SOIs, which is a tool used to define a city or special district's future jurisdictional boundary and service areas. Through the reform of CKH in 2000, LAFCO's planning responsibility includes the preparation of comprehensive studies (MSRs) that analyze service or services within the county, region, subregion, or other designated geographic area. The determinations that LAFCOs must review, analyze, and adopt for SOIs and MSRs are discussed below.

SPHERE OF INFLUENCE UPDATES

In 1972, LAFCOs throughout the State were tasked with determining and overseeing the SOIs for local government agencies. An SOI is a planning boundary that may be outside of an agency's jurisdictional boundary (such as the city limits or a special district's service area) that designates the agency's probable future boundary and service area. The purpose of an SOI is to ensure the provision of efficient services while discouraging urban sprawl and the premature conversion of agricultural and open space lands, and by preventing overlapping jurisdictions and duplication of services. On a regional level, LAFCOs coordinate the orderly development of a community through reconciling differences between different agency plans. This is intended to ensure the most efficient

urban service arrangements are created for the benefit of area residents and property owners. Factors considered in an SOI update include current and future land use, capacity needs, and any relevant areas of interest such as geographical terrain, location, and any other aspects that would influence the level of service.

Per Government Code Section 56425, a LAFCO shall consider and prepare a written statement of its SOI determinations on the following five (5) factors:

- 1. The present and planned land use 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. If a city or special district provides public facilities or services related to sewer, municipal and industrial water, or structural fire protection the present and probable need for those facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.*

From time-to-time, an SOI may be modified as determined by LAFCO using the procedures for making sphere amendments as outlined by CKH. Pursuant to Government Code Section 56430, a LAFCO must first conduct an MSR prior to updating or amending an SOI.

MUNICIPAL SERVICE REVIEWS

Section 56425(g) of CKH requires that LAFCOs evaluate an SOI every five years, or when necessary. The vehicle for doing this is known as a Municipal Service Review.

Pursuant to Government Code Section 56430, MSRs make determinations on seven (7) required topics as follows:

- 1. Growth and population projections for the affected area.*
- 2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence(s).*
- 3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.*
- 4. Financial ability of agencies to provide services.*
- 5. Status of, and opportunities for, shared facilities.*
- 6. Accountability for community service needs, including government structure and operational efficiencies.*
- 7. Any other matter related to effective or efficient service delivery, as required by Commission Policy.*

The focus of an MSR is to ensure that public services are being carried out efficiently and the residents of any given area or community are receiving the highest level of service possible, while also discouraging urban sprawl and the premature conversion of agricultural lands. If an MSR determines that certain services are not being carried out to an adequate standard, LAFCO can recommend changes be made through sphere changes and dissolution or consolidation of service providers to provide the best service possible to the population.

PRIOR MUNICIPAL SERVICE REVIEWS

Several cycles of MSRs have been completed by Alameda LAFCO prior to this one. The first was produced in 2008 and the second in 2013. In 2017, LAFCO released an SOI update for all cities in the County and in 2021, LAFCO released a Countywide MSR on Water, Wastewater, Stormwater, and Flood Control Services. Each MSR cycle has provided Alameda LAFCO with new and important information regarding the delivery of services to Alameda County residents.

EXISTING SPHERES OF INFLUENCE

This MSR evaluates service provision by and within the community service agencies of Alameda County, both within their incorporated boundaries and their unincorporated spheres of influence. A number of agencies have unincorporated area adjacent to their boundaries but within their spheres. RSG has identified these areas below.

Disadvantaged Unincorporated Communities (DUCs)

Consistent with Government Code Section 56430, this MSR reviews DUCs within the County, including their location, characteristics, and adequacy of services and public facilities. Further, to address issues of inequity and infrastructure deficits, Government Code Section 56375 places restrictions on annexations to cities if the proposed annexation is adjacent to a DUC.

DUCs are defined as inhabited territory located within an unincorporated area of a county in which the annual median household income is less than 80 percent of the

statewide median household income. State law considers an area with 12 or more registered voters to be an inhabited area.

Alameda LAFCO has identified one DUC within the eastern SOI of the City of San Leandro, the Ashland community. The following agencies provide community services to Ashland:

- Street Maintenance & Lighting: Alameda County
- Parks and Recreation: Hayward Area Recreation and Park District
- Mosquito Abatement: Alameda County Mosquito Abatement District (“ACMAD”)
- Vector Control: Vector Control Services District County Service Area (“Vector Control CSA”)
- Lead Abatement: Alameda County
- Broadband: Private providers
- Library: Alameda County Library

More information about Ashland can be found on page 64.

Unincorporated Areas of Note

A number of the agencies have SOIs which extend beyond their corporate boundaries. These areas and their respective service providers are identified below:

Livermore Area Recreation and Park District

The Livermore Area Recreation and Park District’s (“LARPD”) SOI extends beyond its corporate boundary to the northeastern corner of the County. LARPD did not express an interest in annexing this area into its boundary at this time. This area is unincorporated County territory, and is serviced by the following providers:

- Street Maintenance & Lighting: Alameda County
- Parks and Recreation: Livermore Area Recreation and Park District
- Mosquito Abatement: Alameda County Mosquito Abatement District (“ACMAD”)

- Vector Control: Vector Control Services District County Service Area (“Vector Control CSA”)
- Lead Abatement: Alameda County
- Broadband: Private providers
- Library: Alameda County Library

Street Lighting CSA

The Street Lighting CSA’s SOI extends beyond its corporate boundary to the northeast and separately to the southeast. The Street Lighting CSA, a part of the Alameda County Public Works Agency, did not respond to RSG’s requests for information or comment as a part of this MSR and SOI update. This area is unincorporated County territory, and is serviced by the following providers:

- Street Maintenance & Lighting: Alameda County
- Parks and Recreation: Hayward Area Recreation and Park District
- Mosquito Abatement: Alameda County Mosquito Abatement District (“ACMAD”)
- Vector Control: Vector Control Services District County Service Area (“Vector Control CSA”)
- Lead Abatement: Alameda County
- Broadband: Private providers
- Library: Alameda County Library

ALAMEDA COUNTY LOCAL AGENCY FORMATION COMMISSION

Alameda LAFCO is responsible for overseeing the boundaries, establishing and updating SOIs, and preparing MSRs for the County’s 14 cities and 29 independent and dependent special districts. Alameda LAFCO’s authority is

MISSION:

Alameda LAFCO serves Alameda County cities, special districts, and the county to ensure effective and efficient delivery of municipal services.

guided through adopted policies and procedures that assist in the implementation of the

provisions of CKH and consideration of the local conditions and circumstances of the County.

COMMISSION COMPOSITION

Alameda LAFCO is comprised of 11 Commissioners, with 7 voting Commissioners and 4 Alternates. The Commissioners represent different parts of the County, including: three County Supervisors, three Cities, three independent Special Districts, and two representatives of the general public. All members serve four-year terms and there are no term limits. In accordance with the statute, while serving on the Commission, all Commission members shall exercise their independent judgement on behalf of the interests of residents, property owners, and the public as a whole.

Table 2 identifies the Commissioners and Alternates along with their respective appointing authority and term, as well as the two members of LAFCO staff.

Table 2: Alameda LAFCO Commission Roster

Commissioners	Appointing Authority	Current Term
Regular Members		
Karla Brown , Chair City Member	City Selection Committee	2024-2028
Mariellen Faria , Special District Member	Independent Special District Selection Committee	2023-2027
David Haubert , County Member	Board of Supervisors	2023-2027
Ralph Johnson , Special District Member	Independent Special District Selection Committee	2024-2028
John Marchand , City Member	City Selection Committee	2021–2025
Nate Miley , County Member	Board of Supervisors	2024-2028
Sblend Sblendorio , Public Member	Alameda LAFCO Commission	2022-2026
Alternate Members		
Vacant , City Member, Alternate	City Selection Committee	Vacant
Lena Tam , County Member, Alternate	Board of Supervisors	2023-2026
Georgean Vonheeder-Leopold , Special District Member, Alternate	Independent Special District Selection Committee	2021-2025
Bob Woerner , Public Member Alternate	Alameda LAFCO Commission	2023-2027

LAFCO Staff

Rachel Jones, Executive Officer
April Raffel, Clerk

MEETING AND CONTACT INFORMATION

The Commission’s regular meetings are held on the second Thursday of the month at 2:00 p.m. Currently, the meetings are conducted at City of Dublin Council Chambers 100 Civic Plaza, Dublin, 94568.

The Alameda LAFCO administrative offices are centrally located at 224 West Winton Ave., Suite 110, Hayward, CA 94644. Commission staff may be reached by telephone at (510) 670-6267. The agency’s agendas, reports and other resources are available online at www.alamedalafco.org.

METHODOLOGY AND DATA SOURCES

RSG worked in coordination with Alameda LAFCO staff throughout the duration of this MSR. To fully understand key factors and current issues involving the agencies, RSG conducted an initial working session with Alameda LAFCO staff to determine the project scope and process and formalize overall MSR objectives, schedules, agency services to review, fiscal criteria, and roles and responsibilities of Alameda LAFCO, and RSG.

Data presented in this MSR was compiled between July 2023 and February 2024.

Population and housing data presented in this MSR reflect statistics released by the California Department of Finance (“DOF”) Demographic Research Unit for incorporated cities, and the Federal Decennial Census data, as reported by ESRI Business Analyst, for unincorporated areas.

DOF POPULATION AND HOUSING ESTIMATES

This MSR uses the DOF’s population and housing estimates for cities and the county, and reflects data compiled through January 1, 2023. The DOF’s Demographic Research Unit publishes population estimates annually and are the official population and housing unit tallies used in most State programs and for jurisdictional appropriation limits.



OTHER DATA SOURCES USED

The DOF does not provide data for unincorporated areas within city SOIs nor for other agencies, including special districts and CSAs. In order to produce the demographic reports for these areas, RSG extracts Census data from ESRI Business Analyst using GIS shapefiles provided by the County.

AGENCY PROFILES

For each of the agencies, this section provides a summary of the governing structure, population and service area, and types of services provided. A demographic summary and a map of each agency are shown following the profile table.

Below is a list of the agencies profiled in this MSR:

County Service Areas:

- Castlewood CSA
- Castle Homes CSA
- Five Canyons CSA
- Morva CSA
- Street Lighting CSA
- Vector Control Services District CSA
- Lead Abatement CSA

Special Districts:

- Alameda County Mosquito Abatement District
- East Bay Regional Park District
- Hayward Area Recreation and Park District
- Livermore Area Recreation and Park District

Castlewood CSA

Established 1968

Agency Information

Address	399 Elmhurst Street, Hayward, CA 94544
Primary Contact	Lorena Arroyo Garcia, CSA Administrator
Contact Information	(510) 670-5480
Website	https://www.acpwa.org/programs-services/County-Service-Areas/CastlewoodAR.page

Service Area Information

Incorporated Area (Sq. Mi.)	0.35
Population Served	638
Communities Served	Unincorporated County southwest of Pleasanton

Services Provided

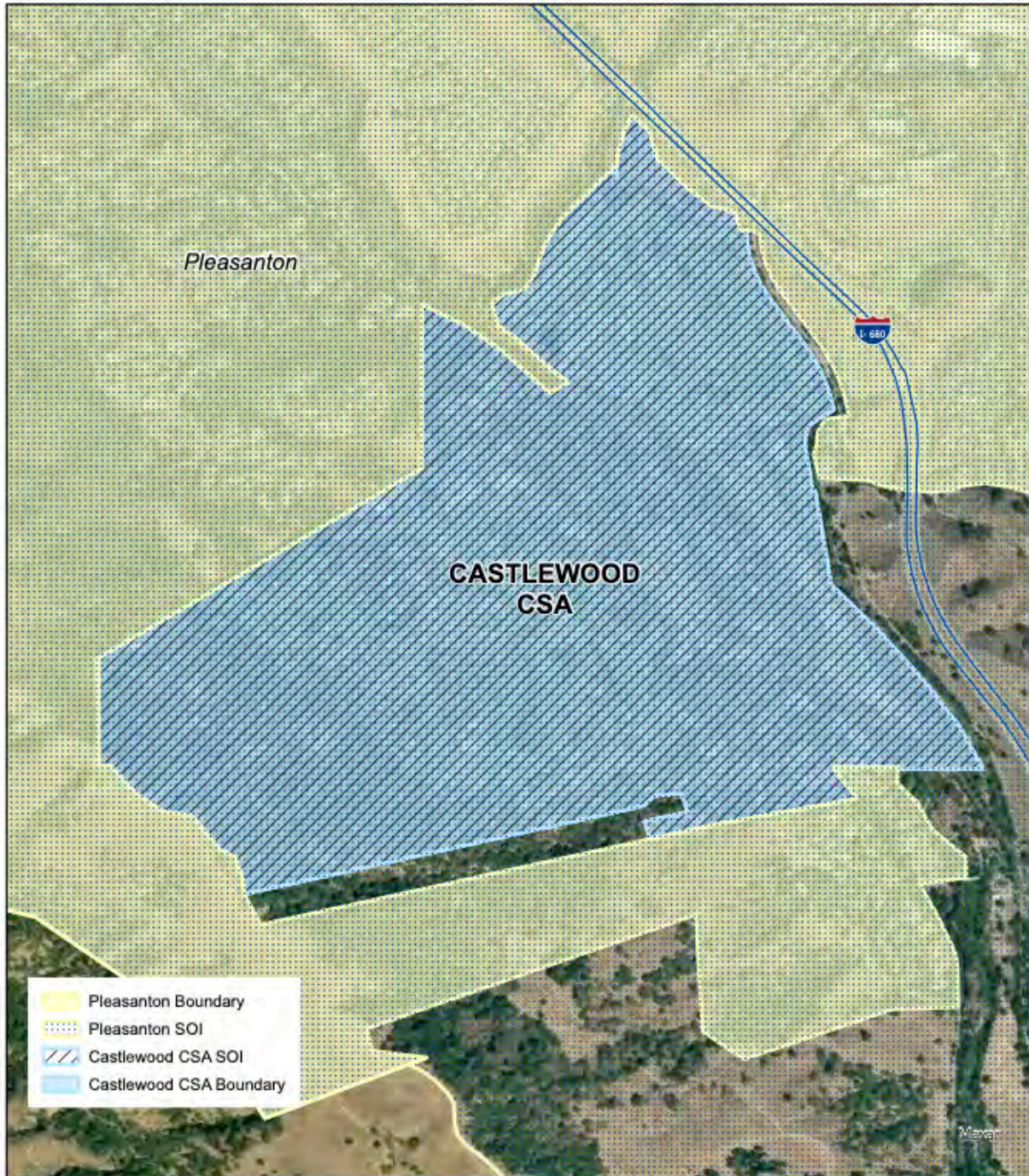
- Maintenance of private roads
- Drainage services for private roads
- Sewer and water services

Castlewood County Service Area

Population & Density	Agency	County
2020 Population	638	1,682,353
2023 Population	638	1,636,194
2028 Population ¹	636	1,697,701
2023-2028 Projected Growth Rate (%)	-0.3%	3.8%
Daytime Population	590	1,660,752
Households	240	595,862
Household Size	2.66	2.75
Area (Square Miles)	0.88	821.46
Density (Persons per Square Mile)	725	1,992
Housing		
Housing Units	242	630,758
Owner Occupied (%)	86%	51%
Renter Occupied (%)	13%	44%
Vacant (%)	1%	6%
Median Home Value	\$ 2,000,001	\$ 1,064,817
Employment & Poverty		
Businesses	14	
Employees	130	
2023 Median Household Income	\$ 200,001	\$ 116,079
Poverty Rate	1%	9%

¹2028 Population estimate is a projection only.

Source: US Census Bureau, DOF Population and Housing Estimates (Cities), ESRI Business Analyst



Castlewood County Service Area

Source: RSG, Inc., ESRI, Alameda LAFCO

N



0 0.1 0.3 Miles



Castle Homes CSA

Established 1968

Agency Information

Address	399 Elmhurst Street, Hayward, CA 94544
Primary Contact	Lorena Arroyo Garcia, CSA Administrator
Contact Information	(510) 670-5480
Website	https://www.acpwa.org/programs-services/County-Service-Areas/CastleHomes.page

Service Area Information

Incorporated Area (Sq. Mi.)	0.88
Population Served	173
Communities Served	Unincorporated roads in Fairview Area, northeast of City of Hayward

Services Provided

Road maintenance for three private roads:

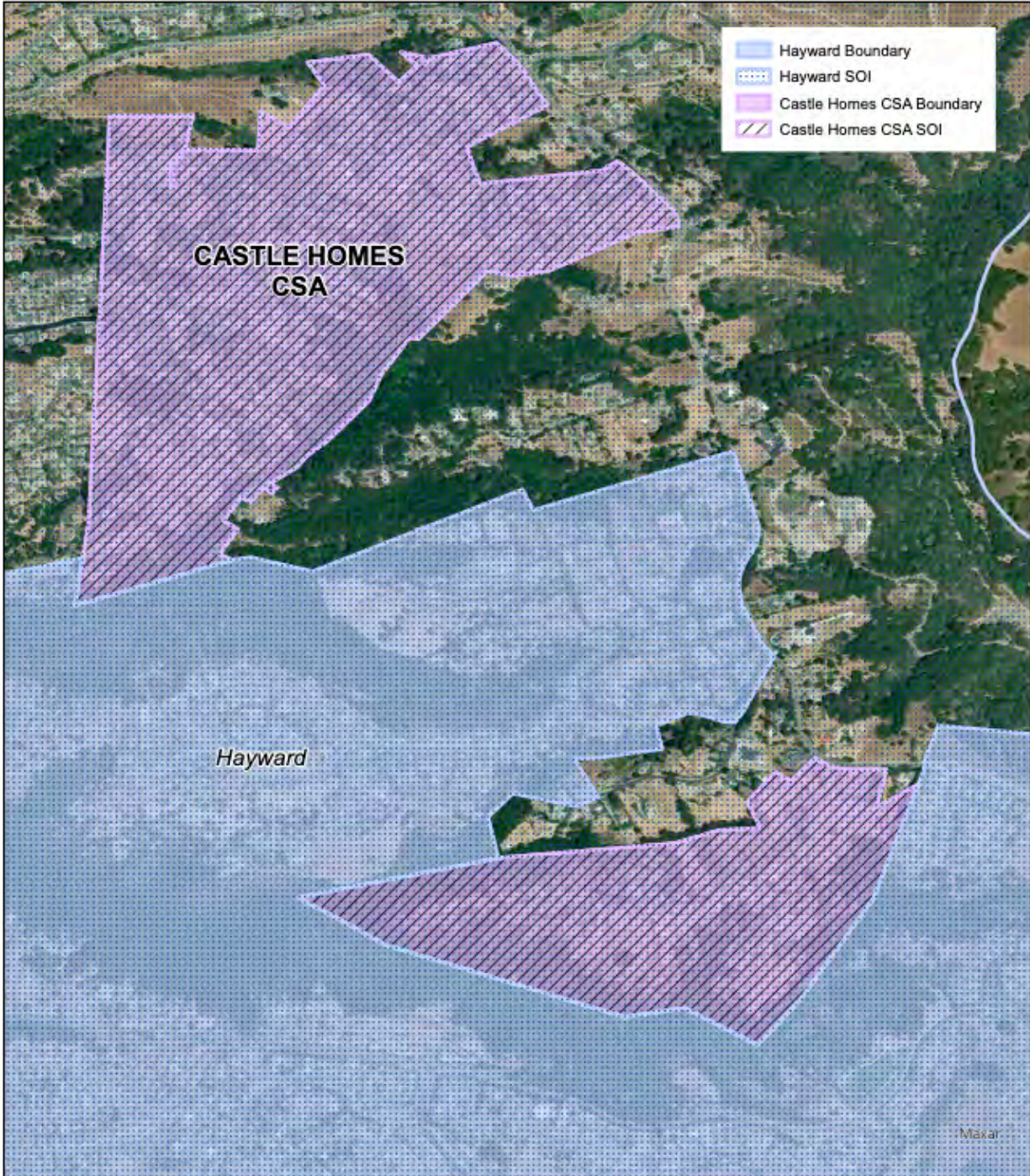
- Clover Road
- Star Ridge Road (formerly East Avenue)
- China Court


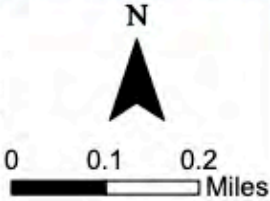
Castle Homes County Services Area

Population & Density	Agency	County
2020 Population	176	1,682,353
2023 Population	173	1,636,194
2028 Population ¹	170	1,697,701
2023-2028 Projected Growth Rate (%)	-1.7%	3.8%
Daytime Population	111	1,660,752
Households	36	595,862
Household Size	4.81	2.75
Area (Square Miles)	0.35	821.46
Density (Persons per Square Mile)	494	1,992
Housing		
Housing Units	43	630,758
Owner Occupied (%)	74%	51%
Renter Occupied (%)	9%	44%
Vacant (%)	16%	6%
Median Home Value	\$ 1,142,857	\$ 1,064,817
Employment & Poverty		
Businesses	1	
Employees	2	
2023 Median Household Income	\$ 150,000	\$ 116,079
Poverty Rate	0%	9%

¹2028 Population estimate is a projection only.

Source: US Census Bureau, DOF Population and Housing Estimates (Cities), ESRI Business Analyst



	Castle Homes County Service Area	
	Source: RSG, Inc., ESRI, Alameda LAFCO	

Five Canyons CSA

Established 1994

Agency Information

Address	399 Elmhurst Street, Hayward, CA 94544
Primary Contact	Lorena Arroyo Garcia, CSA Administrator
Contact Information	(510) 544-3073
Website	https://www.acpwa.org/programs-services/County-Service-Areas/FiveCanyons.page

Service Area Information

Incorporated Area (Sq. Mi.)	1.13
Population Served	3,415
Communities Served	Unincorporated County northeast of the City of Hayward, including parts of Castro Valley

Services Provided

- Maintenance of roadways, access roads, and bridges
- Storm drainage management
- Landscaped areas, open space, erosion control, mass soil movement, and fire buffer zones maintenance
- Retaining walls and entry monuments upkeep
- Graffiti prevention and removal
- Administrative and engineering services coordination



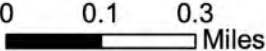
Five Canyons County Service Area

Population & Density	Agency	County
2020 Population	3,490	1,682,353
2023 Population	3,415	1,636,194
2028 Population ¹	3,342	1,697,701
2023-2028 Projected Growth Rate (%)	-2.1%	3.8%
Daytime Population	2,219	1,660,752
Households	1,102	595,862
Household Size	3.10	2.75
Area (Square Miles)	1.13	821.46
Density (Persons per Square Mile)	3,022	1,992
Housing		
Housing Units	1,121	630,758
Owner Occupied (%)	93%	51%
Renter Occupied (%)	5%	44%
Vacant (%)	2%	6%
Median Home Value	\$ 1,357,472	\$ 1,064,817
Employment & Poverty		
Businesses	48	
Employees	272	
2023 Median Household Income	\$ 200,001	\$ 116,079
Poverty Rate	5%	9%

¹2028 Population estimate is a projection only.

Source: US Census Bureau, DOF Population and Housing Estimates (Cities), ESRI Business Analyst



	Five Canyons County Service Area	 
	Source: RSG, Inc., ESRI, Alameda LAFCO	

Morva CSA

Established 1983

Agency Information

Address	399 Elmhurst Street, Hayward, CA 94544
Primary Contact	Lorena Arroyo Garcia, CSA Administrator
Contact Information	(510) 670-5480
Website	https://www.acpwa.org/programs-services/County-Service-Areas/Morva.page

Service Area Information

Incorporated Area (Sq. Mi.)	0.02
Population Served	327
Communities Served	Unincorporated County north of the City of Hayward within the Cherryland area

Services Provided

- Provides a financing mechanism for road maintenance services for Morva Court and Morva Drive

Morva County Service Area

Population & Density	Agency	County
2020 Population	337	1,682,353
2023 Population	327	1,636,194
2028 Population ¹	319	1,697,701
2023-2028 Projected Growth Rate (%)	-2.4%	3.8%
Daytime Population	209	1,660,752
Households	114	595,862
Household Size	2.87	2.75
Area (Square Miles)	0.02	821.46
Density (Persons per Square Mile)	16,350	1,992
Housing		
Housing Units	115	630,758
Owner Occupied (%)	28%	51%
Renter Occupied (%)	71%	44%
Vacant (%)	1%	6%
Median Home Value	\$ 901,786	\$ 1,064,817
Employment & Poverty		
Businesses	-	
Employees	-	
2023 Median Household Income	\$ 75,330	\$ 116,079
Poverty Rate	15%	9%

¹2028 Population estimate is a projection only.

Source: US Census Bureau, DOF Population and Housing Estimates (Cities), ESRI Business Analyst



	Morva County Service Area	 0 0.01 0.02  Miles
	Source: RSG, Inc., ESRI, Alameda LAFCO	

Street Lighting CSA

Established 1970

Agency Information

Address	399 Elmhurst Street, Hayward, CA 94544
Primary Contact	Lorena Arroyo Garcia, CSA Administrator
Contact Information	510-670-6615
Website	https://www.acpwa.org/programs-services/County-Service-Areas/Streetlight.page

Service Area Information

Incorporated Area (Sq. Mi.)	23.66
Population Served	143,119
Communities Served	Unincorporated areas including Castro Valley, Eden Consolidated Area, and Fairview

Services Provided

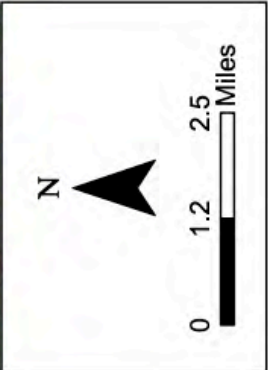
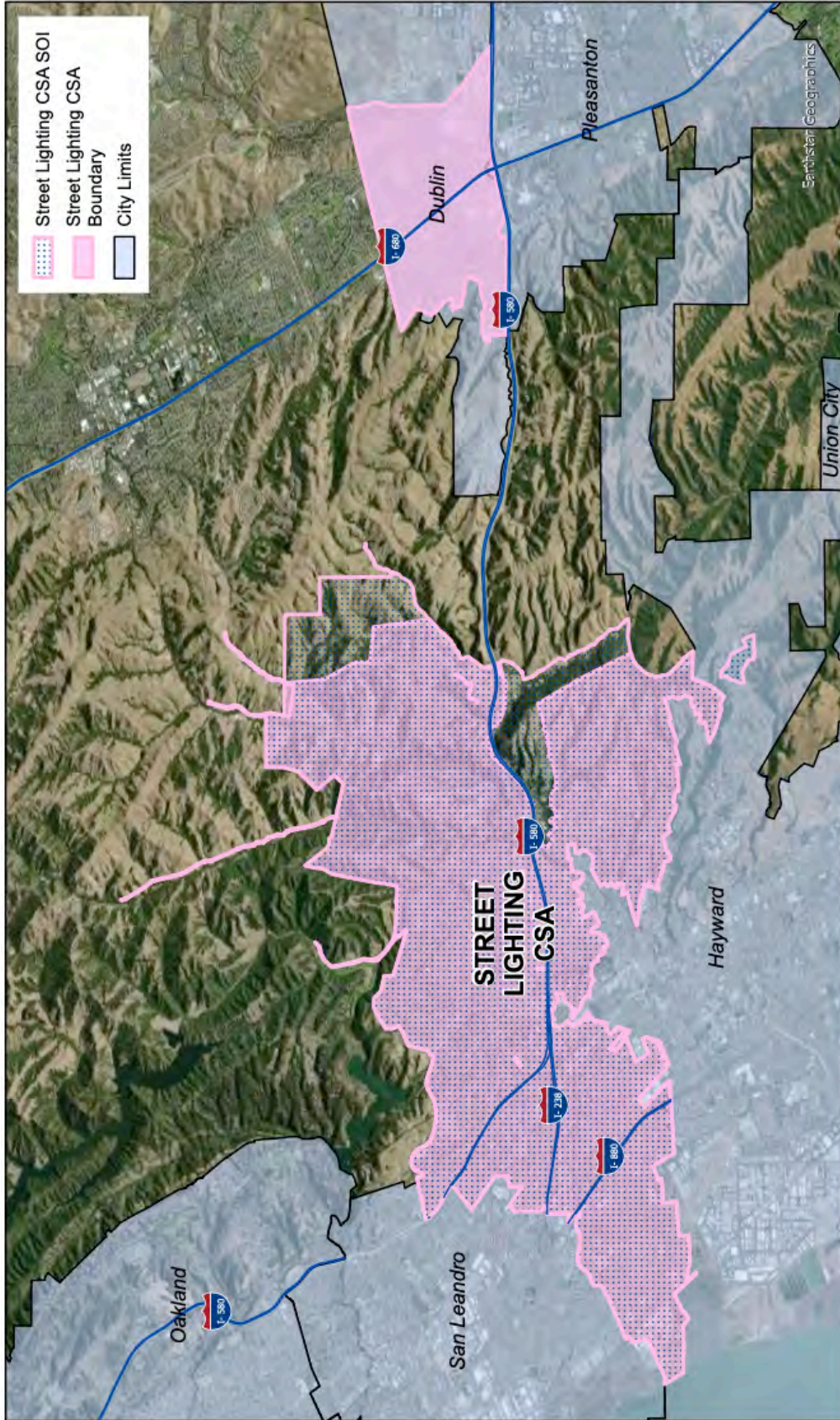
- Routine street light maintenance and upgrades
- Development and implementation of street lighting guidelines

Street Lighting County Service Area

Population & Density	Agency	County
2020 Population	144,967	1,682,353
2023 Population	143,119	1,636,194
2028 Population ¹	141,344	1,697,701
2023-2028 Projected Growth Rate (%)	-1.2%	3.8%
Daytime Population	100,711	1,660,752
Households	47,149	595,862
Household Size	3.04	2.75
Area (Square Miles)	23.66	821.46
Density (Persons per Square Mile)	6,049	1,992
Housing		
Housing Units	48,812	630,758
Owner Occupied (%)	58%	51%
Renter Occupied (%)	39%	44%
Vacant (%)	3%	6%
Median Home Value	\$ 878,109	\$ 1,064,817
Employment & Poverty		
Businesses	4,858	
Employees	37,293	
2023 Median Household Income	\$ 102,766	\$ 116,079
Poverty Rate	9%	9%

¹2028 Population estimate is a projection only.

Source: US Census Bureau, DOF Population and Housing Estimates (Cities), ESRI Business Analyst



Street Lighting County Service Area

Source: RSG, Inc., ESRI, Alameda LAFCO



Vector Control Services District CSA

Incorporated 1984

Agency Information

Address	1131 Harbor Bay Parkway, Ste. 166, Alameda, CA 94502
Primary Contact	Adena Why, Acting Chief
Contact Information	510-777-2176
Website	www.acvcasd.org
Governance	Alameda County Board of Supervisors

Service Area Information

Incorporated Area (Sq. Mi.)	821.46
Population Served	1,636,194
Communities Served	Entirety of Alameda County

Services Provided

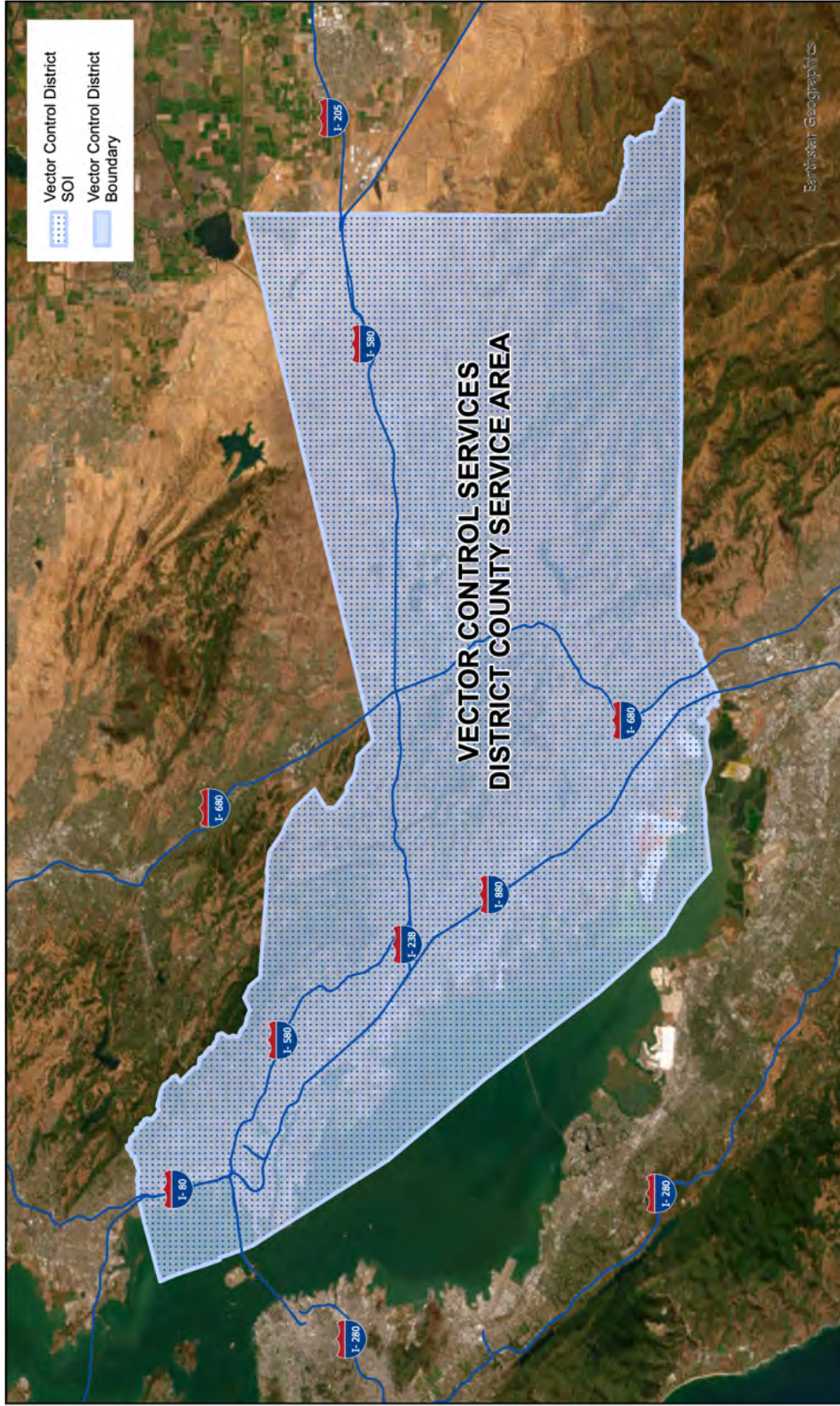
- Investigation and education related to vectors and vector-borne diseases
- Administration of quarantine measures for animal bites
- Investigations of wildlife and wildlife issues on residential and commercial properties
- Rodent suppression, population surveys, and sewer inspection

Vector Control Services District County Service Area

Population & Density	Agency	County
2020 Population	1,682,353	1,682,353
2023 Population	1,636,194	1,636,194
2028 Population ¹	1,697,701	1,697,701
2023-2028 Projected Growth Rate (%)	3.8%	3.8%
Daytime Population	1,660,752	1,660,752
Households	595,862	595,862
Household Size	2.75	2.75
Area (Square Miles)	821.46	821.46
Density (Persons per Square Mile)	1,992	1,992
Housing		
Housing Units	630,758	630,758
Owner Occupied (%)	51%	51%
Renter Occupied (%)	44%	44%
Vacant (%)	6%	6%
Median Home Value	\$ 1,064,817	\$ 1,064,817
Employment & Poverty		
Businesses	71,066	
Employees	757,815	
2023 Median Household Income	\$ 116,079	\$ 116,079
Poverty Rate	9%	9%

¹2028 Population estimate is a projection only.

Source: US Census Bureau, DOF Population and Housing Estimates (Cities), ESRI Business Analyst



Vector Control Services District County Service Area

Source: RSG, Inc., ESRI, Alameda LAFCO



Lead Abatement CSA

Incorporated 1991

Agency Information

Address	2000 Embarcadero Cove, Suite 300 Oakland CA 94606
Primary Contact	Lidice De La Fuente
Contact Information	510.567.8280
Website	www.achhd.org
Governance	5-member Joint Powers Authority

Service Area Information

Incorporated Area (Sq. Mi.)	546.63
Population Served	809,509
Communities Served	Cities of Alameda, Berkeley, Emeryville, and Oakland; Unincorporated Parts of County

Services Provided

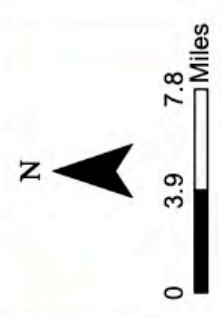
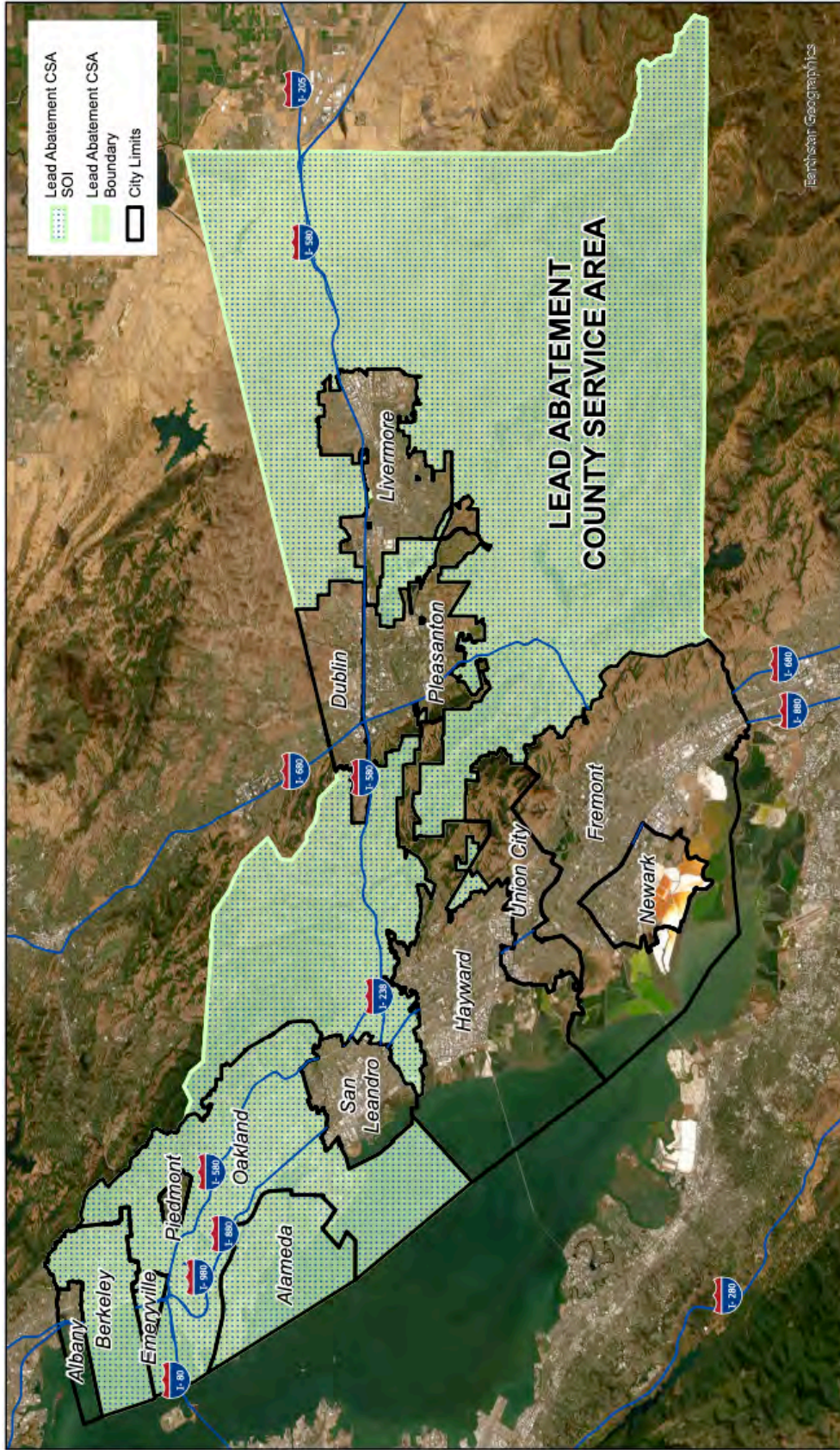
- Comprehensive lead poisoning prevention program, including:
 - Hazard consultation
 - Property owner education and outreach
 - Referrals of children from dwellings with lead hazards

Lead Abatement County Service Area

Population & Density	Agency	County
2020 Population	808,818	1,682,353
2023 Population	809,509	1,636,194
2028 Population ¹	819,218	1,697,701
2023-2028 Projected Growth Rate (%)	1.2%	3.8%
Daytime Population	787,563	1,660,752
Households	306,073	595,862
Household Size	2.64	2.75
Area (Square Miles)	546.63	821.46
Density (Persons per Square Mile)	1,481	1,992
Housing		
Housing Units	328,567	630,758
Owner Occupied (%)	42%	51%
Renter Occupied (%)	52%	44%
Vacant (%)	7%	6%
Median Home Value	\$ 1,058,098	\$ 1,064,817
Employment & Poverty		
Businesses	34,688	
Employees	356,914	
2023 Median Household Income	\$ 98,072	\$ 116,079
Poverty Rate	12%	9%

¹2028 Population estimate is a projection only.

Source: US Census Bureau, DOF Population and Housing Estimates (Cities), ESRI Business Analyst



Lead Abatement County Service Area

Source: RSG, Inc., ESRI, Alameda LAFCO



Alameda County Mosquito Abatement District

Established March 11, 1930

Agency Information

Address	23187 Connecticut Street, Hayward CA 94545
Primary Contact	Ryan Clausnitzer, General Manager
Contact Information	(510) 783-7744
Website	www.mosquitoes.org
Governance	15-member Board of Trustees
Total Agency Staff	18 Full-Time

Service Area Information

Incorporated Area (Sq. Mi.)	821.46
Population Served	1,636,194
Communities Served	Entirety of Alameda County

Services Provided

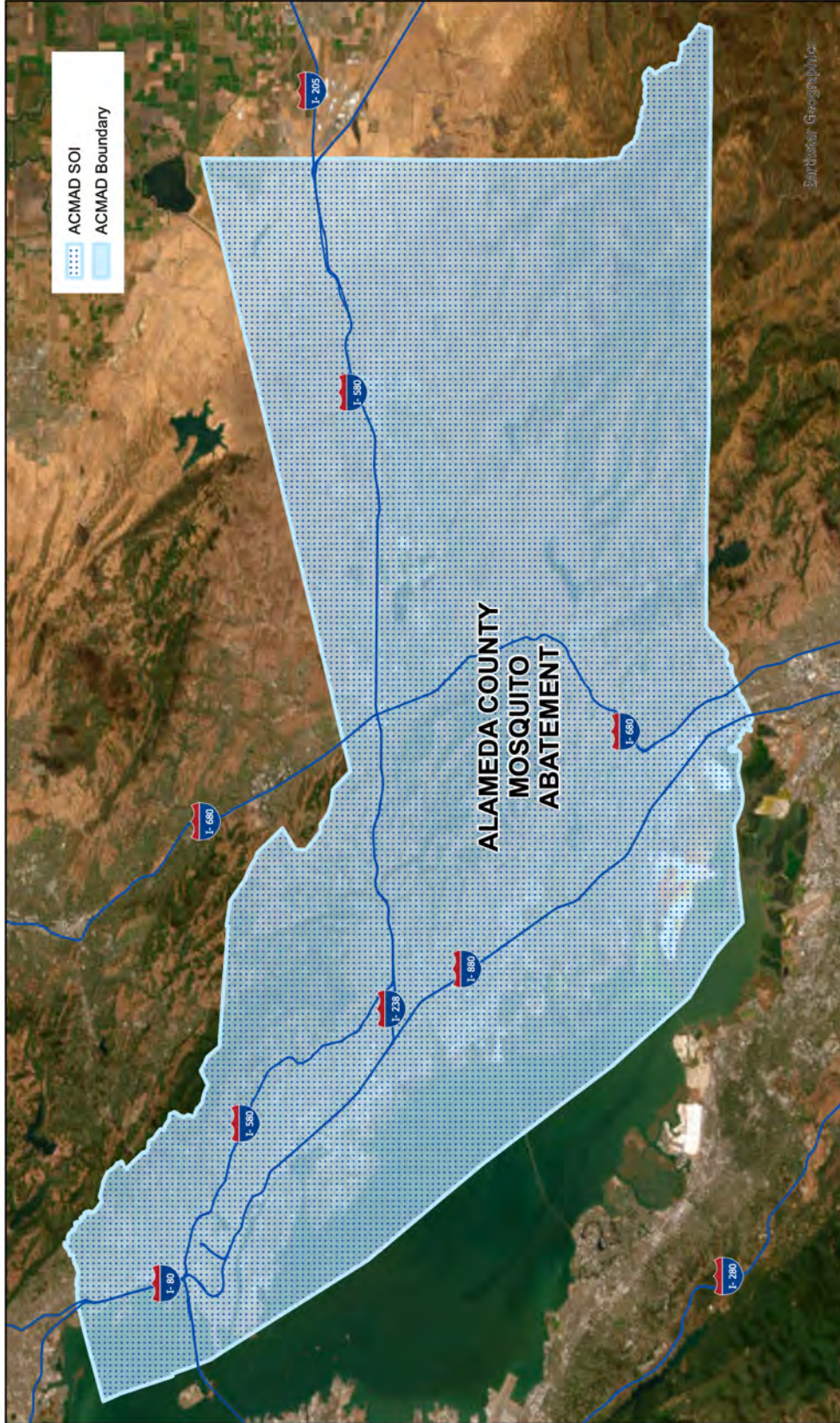
- Responds to public complaints and addressing mosquito issues
- Monitoring mosquito populations, inspecting breeding sources, and providing education on mosquito control

Alameda County Mosquito Abatement District

Population & Density	Agency	County
2020 Population	1,682,353	1,682,353
2023 Population	1,636,194	1,636,194
2028 Population ¹	1,697,701	1,697,701
2023-2028 Projected Growth Rate (%)	3.8%	3.8%
Daytime Population	1,660,752	1,660,752
Households	595,862	595,862
Household Size	2.75	2.75
Area (Square Miles)	821.46	821.46
Density (Persons per Square Mile)	1,992	1,992
Housing		
Housing Units	630,758	630,758
Owner Occupied (%)	51%	51%
Renter Occupied (%)	44%	44%
Vacant (%)	6%	6%
Median Home Value	\$ 1,064,817	\$ 1,064,817
Employment & Poverty		
Businesses	71,066	
Employees	757,815	
2023 Median Household Income	\$ 116,079	\$ 116,079
Poverty Rate	9%	9%

¹2028 Population estimate is a projection only.

Source: US Census Bureau, DOF Population and Housing Estimates (Cities), ESRI Business Analyst



Alameda County Mosquito Abatement District

Source: RSG, Inc., ESRI, Alameda LAFCO



East Bay Regional Park District

Incorporated November 6, 1934

Agency Information

Address	2950 Peralta Oaks Court, Oakland, CA 94605
Primary Contact	Sabrina Landreth, General Manager
Contact Information	510-569-4319
Website	www.ebparks.org
Governance	7-member Board of Directors
Total Agency Staff	956.7 FTE

Service Area Information

Incorporated Area (Sq. Mi.)	821.46
Population Served	1,636,194
Communities Served	Entirety of Alameda County

Services Provided

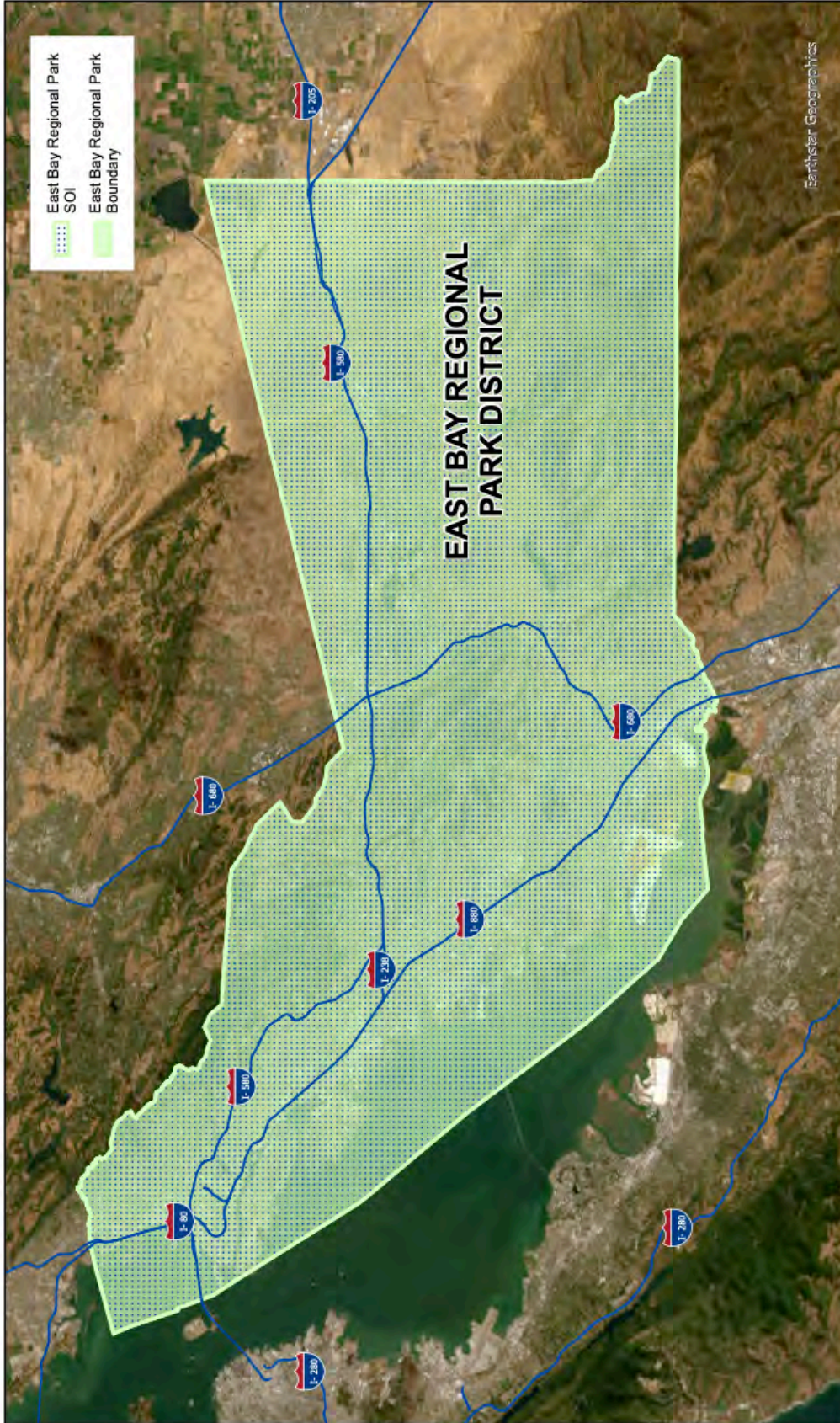
- Provides a diverse regional park system and related services for outdoor recreation
- Acquires and preserves significant natural, cultural, and historic resources
- Manages, maintains, and restores parklands

East Bay Regional Park District

Population & Density	Agency	County
2020 Population	1,682,353	1,682,353
2023 Population	1,636,194	1,636,194
2028 Population ¹	1,697,701	1,697,701
2023-2028 Projected Growth Rate (%)	3.8%	3.8%
Daytime Population	1,660,752	1,660,752
Households	595,862	595,862
Household Size	2.75	2.75
Area (Square Miles)	821.46	821.46
Density (Persons per Square Mile)	1,992	1,992
Housing		
Housing Units	630,758	630,758
Owner Occupied (%)	51%	51%
Renter Occupied (%)	44%	44%
Vacant (%)	6%	6%
Median Home Value	\$ 1,064,817	\$ 1,064,817
Employment & Poverty		
Businesses	71,066	
Employees	757,815	
2023 Median Household Income	\$ 116,079	\$ 116,079
Poverty Rate	9%	9%

¹2028 Population estimate is a projection only.

Source: US Census Bureau, DOF Population and Housing Estimates (Cities), ESRI Business Analyst



East Bay Regional Park District

Source: RSG, Inc., ESRI, Alameda LAFCO



Hayward Area Recreation and Park District

Incorporated December 11, 1944

Agency Information

Address	1099 E Street, Hayward, CA 94541
Primary Contact	James Wheeler, General Manager
Contact Information	510-881-6700
Website	www.haywardrec.org
Governance	5-member Board of Directors
Total Agency Staff	147 Full-Time, and 150 to 300 Part-Time (seasonal)

Service Area Information

Incorporated Area (Sq. Mi.)	114.01
Population Served	308,131
Communities Served	City of Hayward and unincorporated communities of Castro Valley, San Lorenzo, Ashland, Cherryland, and Fairview

Services Provided

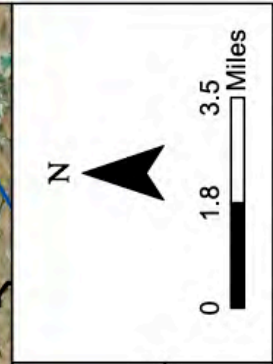
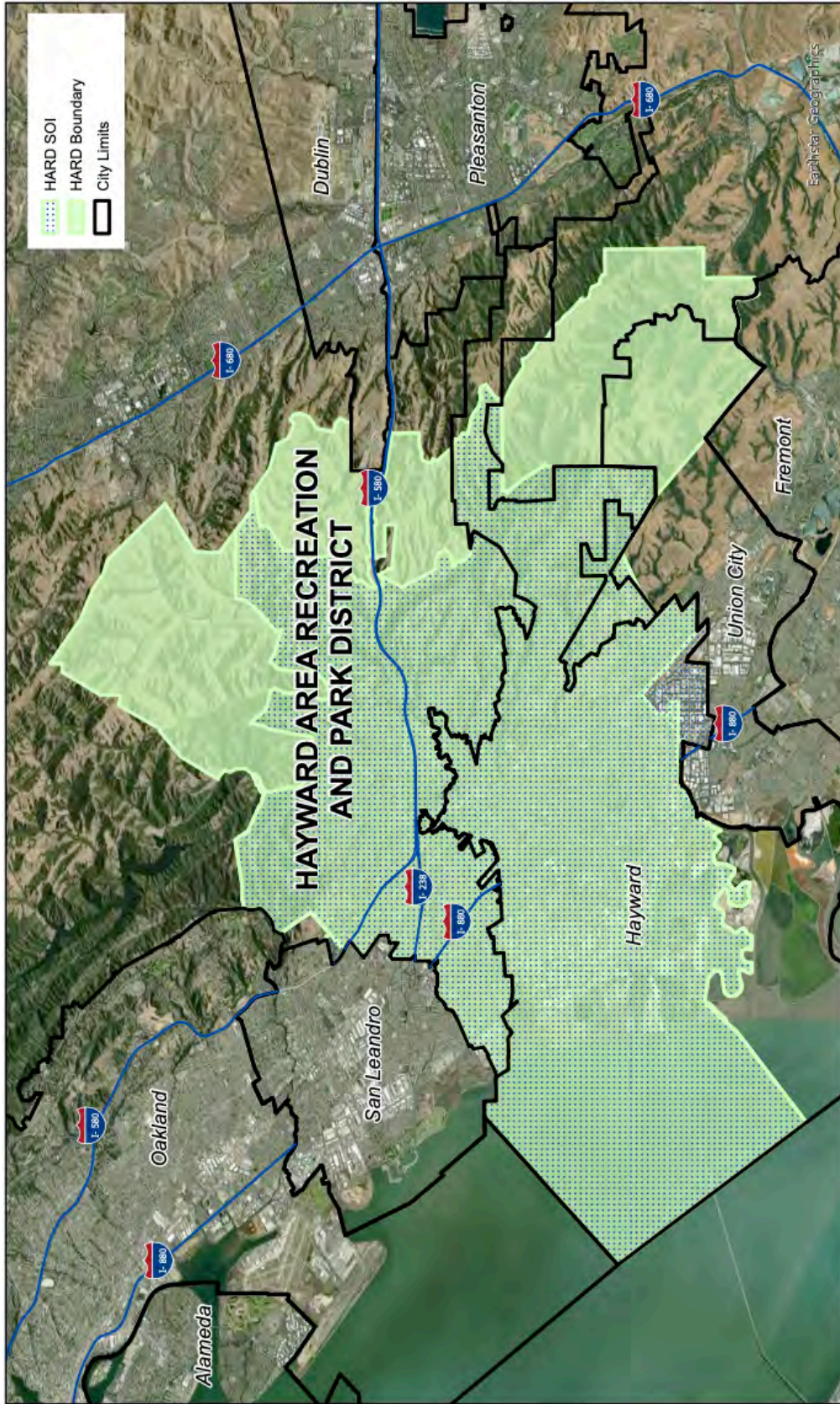
- Provides park and recreation services
- Manages an affordable golf course

Hayward Area Recreation and Park District

Population & Density	Agency	County
2020 Population	309,586	1,682,353
2023 Population	308,131	1,636,194
2028 Population ¹	306,836	1,697,701
2023-2028 Projected Growth Rate (%)	-0.4%	3.8%
Daytime Population	245,650	1,660,752
Households	98,283	595,862
Household Size	3.14	2.75
Area (Square Miles)	114.01	821.46
Density (Persons per Square Mile)	2,703	1,992
Housing		
Housing Units	102,344	630,758
Owner Occupied (%)	55%	51%
Renter Occupied (%)	41%	44%
Vacant (%)	4%	6%
Median Home Value	\$ 836,756	\$ 1,064,817
Employment & Poverty		
Businesses	9,255	
Employees	83,131	
2023 Median Household Income	\$ 102,670	\$ 116,079
Poverty Rate	8%	9%

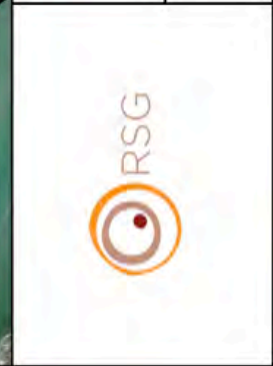
¹2028 Population estimate is a projection only.

Source: US Census Bureau, DOF Population and Housing Estimates (Cities), ESRI Business Analyst



Hayward Area Recreation and Park District

Source: RSG, Inc., ESRI, Alameda LAFCO



Livermore Area Recreation and Park District

Incorporated June 10, 1947

Agency Information

Address	4444 East Ave, Livermore CA 94550
Primary Contact	Mathew Fuzie, General Manager
Contact Information	925-373-5700
Website	www.larpd.org
Governance	5-member Board of Directors
Total Agency Staff	106 Full-Time, 44 Part-Time

Service Area Information

Incorporated Area (Sq. Mi.)	243.55
Population Served	93,119
Communities Served	City of Livermore, part of City of Pleasanton, and eastern unincorporated Alameda County

Services Provided

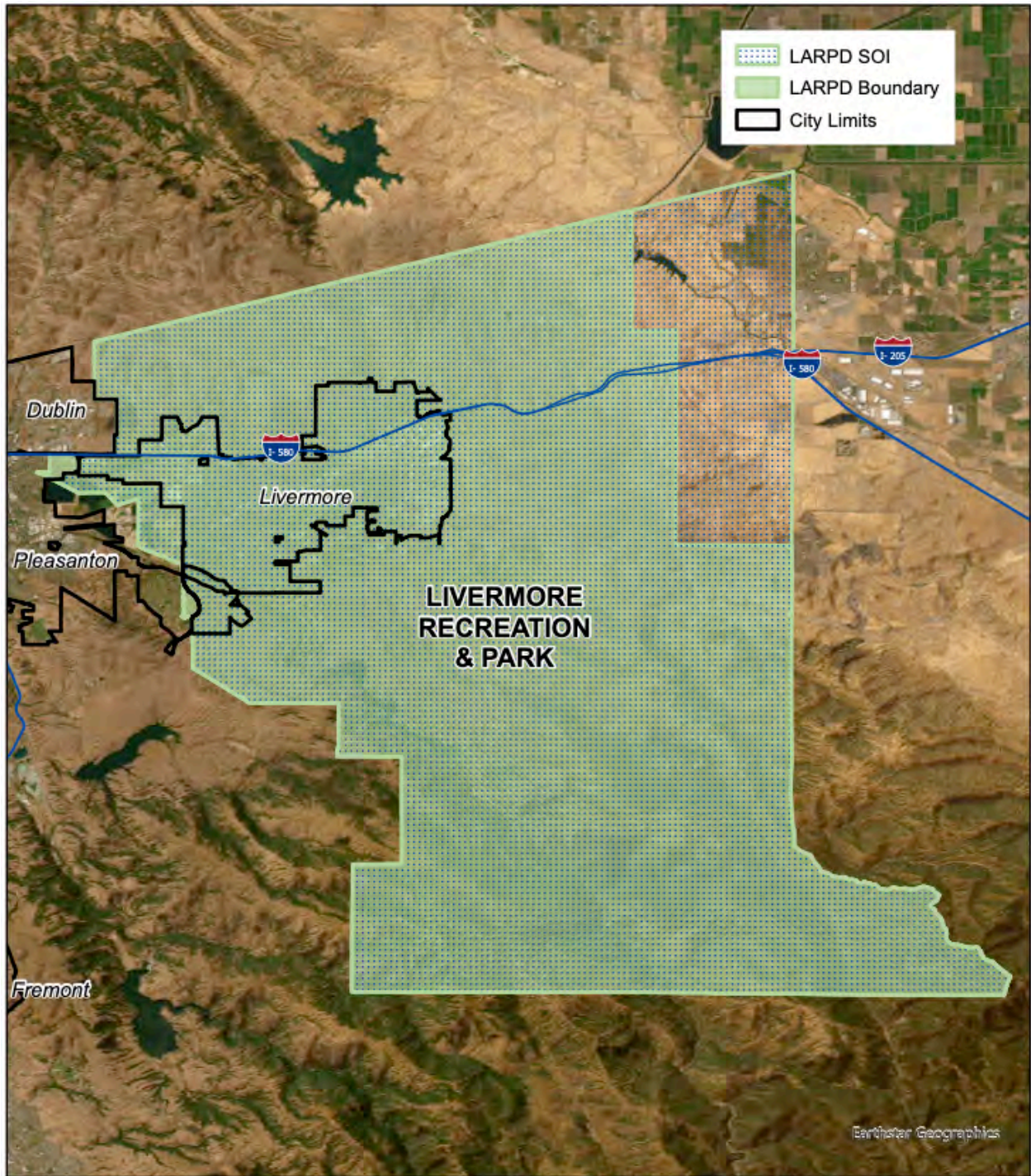
- Provides park and recreation services
- Provides community classes, sports, aquatics, environmental education, senior services, and special events
- Provides childcare and extended student services



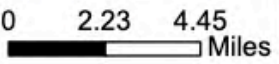
Livermore Area Recreation and Park District

Population & Density	Agency	County
2020 Population	93,416	1,682,353
2023 Population	93,119	1,636,194
2028 Population ¹	93,737	1,697,701
2023-2028 Projected Growth Rate (%)	0.7%	3.8%
Daytime Population	107,891	1,660,752
Households	33,664	595,862
Household Size	2.77	2.75
Area (Square Miles)	243.55	821.46
Density (Persons per Square Mile)	382	1,992
Housing		
Housing Units	35,021	630,758
Owner Occupied (%)	70%	51%
Renter Occupied (%)	26%	44%
Vacant (%)	4%	6%
Median Home Value	\$ 987,390	\$ 1,064,817
Employment & Poverty		
Businesses	4,300	
Employees	60,806	
2023 Median Household Income	\$ 152,784	\$ 116,079
Poverty Rate	4%	9%

¹2028 Population estimate is a projection only.

Source: US Census Bureau, DOF Population and Housing Estimates (Cities), ESRI Business Analyst



	Livermore Area Recreation and Park District	 
	Source: RSG, Inc., ESRI, Alameda LAFCO	

GROWTH AND POPULATION PROJECTIONS

Pursuant to Government Code Section 56430, MSRs make determinations on seven (7) required topics, including:

- 1. Growth and population projections for the affected area.*

Alameda County covers a total population of approximately 1.63 million people. The Alameda County Mosquito Abatement District, East Bay Regional Park District, and Vector Control Services District CSA all serve the entire population of the County. The Hayward Area Recreation and Park District serves the population of the City of Hayward and the unincorporated areas of Ashland, Castro Valley, Cherryland, San Lorenzo, and Fairview. The Livermore Area Recreation and Park District largely serves the population of the City of Livermore. The Castlewood, Castle Homes, and Morva CSAs all serve small neighborhood areas with less than 1,000 residents each.

RSG used data from both the DOF and from ESRI Business Analyst to make determinations about growth and population. The DOF does not provide population information or projections for special districts, so RSG has relied on ESRI Business Analyst for those projections, which largely are aligned with the trends of the DOF.

According to LAFCO's SOI maps, both the Street Lighting CSA and the Livermore Recreation and Park District have SOIs which extend beyond their boundaries. In both cases, these areas serve unincorporated parts of the County.

The DOF projects that the County population will grow over the next five years and through 2040 at a faster rate than growth throughout the state. ESRI projects that the Lead Abatement CSA and the Livermore Area Recreation and Park District will both experience population growth, while the five public works CSAs and the Hayward Area Recreation and Park District will experience a decline in population.

Table 3: Regional Population and Housing Trends

CSAs and Special Districts	Past Growth		Projected Growth	
	2020-2022		2023-2028	
	%	#	%	#
Alameda County Mosquito Abatement District	-2.74%	-46,159	3.76%	61,507
East Bay Regional Park District	-2.74%	-46,159	3.76%	61,507
Hayward Area Recreation and Park District	-0.47%	-1,455	-0.42%	-1,295
Livermore Area Recreation and Park District	-0.32%	-297	0.66%	618
Castlewood County Service Area	0.00%	0	-0.31%	-2
Castle Homes County Services Area	-1.70%	-3	-1.73%	-3
Five Canyons County Service Area	-2.15%	-75	-2.14%	-73
Vector Control Services District County Service Area	-2.74%	-46,159	3.76%	61,507
Estuary Bridges County Service Area	0.37%	5,136	0.62%	8,752
Morva County Service Area	-2.97%	-10	-2.45%	-8
Street Lighting County Service Area	-1.27%	-1,848	-1.24%	-1,775
Lead Abatement County Service Area	0.09%	691	1.20%	9,709

Source: US Census Bureau, DOF Population and Housing Estimates, ESRI Business Analyst

Per the DOF, the housing stock in Alameda County grew by approximately 48,000 between 2010 and 2022. While the community service agencies are not responsible for developing housing, their ability to provide services will be impacted by growing infrastructure and service needs from an increased population.

The COVID-19 pandemic created unique migration patterns in the US, with many urban areas losing population rapidly in the years after 2020. These urban areas have been slowly regaining population, and projections show they will continue to grow in the future. RSG has used the jurisdictional goals established by HCD as part of the Regional Housing Needs Allocation (“RHNA”) for estimates of future housing growth in the special districts. RSG has analyzed the RHNA for the cities and unincorporated County in order to determine the housing impact on the community service agencies.

Table 4 shows the expected changes in housing growth within the jurisdiction of each of the agencies. While there is housing growth within the jurisdiction of the Lead Abatement CSA, the actual number of homes the CSA serves will not increase, as new housing does not have lead-based paint.



Table 4: Agency Housing Growth

CSAs and Special Districts	<i>Past Growth</i>		<i>Projected Growth</i>	
	2010-2022		2023-2031	
	Housing Unit Changes	%	#	%
Alameda County Mosquito Abatement District	8.28%	48,256	14.11%	88,997
East Bay Regional Park District	8.28%	48,256	14.11%	88,997
Hayward Area Recreation and Park District	5.34%	5,192	9.09%	9,306
Livermore Area Recreation and Park District	9.62%	3,072	13.05%	4,570
Castlewood County Service Area	2.54%	6	0.00%	0
Castle Homes County Services Area	2.38%	1	0.00%	0
Five Canyons County Service Area	-0.09%	-1	0.00%	0
Vector Control Services District County Service Area	8.28%	48,256	14.11%	88,997
Estuary Bridges County Service Area	8.35%	40,486	14.36%	75,439
Morva County Service Area	0.88%	1	0.00%	0
Street Lighting County Service Area	1.29%	622	9.65%	4,711
Lead Abatement County Service Area	6.40%	19,771	14.32%	47,064

Source: US Census Bureau, DOF Population and Housing Estimates, ESRI Business Analyst, Local Housing Elements

PRESENT AND PLANNED LAND USES

Per Government Code Section 56425, a LAFCO shall consider and prepare a written statement of its SOI determinations on five (5) factors, including:

- 1. The present and planned land use in the area, including agricultural and open space lands.*

The agencies anticipate population growth and are planning for increased housing stock through their respective planning documents, including Strategic Plans. These agencies do not have planning authority with regard to future residential development, and instead provide specific community services to residents and customers within their jurisdiction. They will be impacted by the planning and development activities of both the incorporated cities and the County for unincorporated areas.

Section 65300 of the Government Code requires that jurisdictions adopt general plans for the physical development of the community. The Governor's Office of Planning and Research indicates that general plans must be updated periodically, although there is no prescribed definition of frequency. General plans typically have a defined planning period of 15-20 years, at the end of which a new general plan update would be prepared unless otherwise necessary.

Pursuant to Government Code Section 65302(c), general plans must include a housing element explaining how the jurisdiction will meet its part of the regional housing need. The County is part of the Association of Bay Area Governments planning agency, which established jurisdictional housing goals for the 6th Round planning cycle (2023 through 2031); these goals are known as the Regional Housing Needs Allocation ("RHNA"). Each city and the County is to prepare and seek HCD approval of their local housing element. As of March 12th, 2024, all Alameda County cities have received HCD certification of their 6th Round Housing Element. Alameda County has submitted an initial draft of its Housing Element, but it has not yet been approved by HCD. Alameda County has a RHNA of 4,711 for 2023-2031 for the unincorporated areas of the County.

Following are individual agency notes on development and land use:

ALAMEDA COUNTY MOSQUITO ABATEMENT DISTRICT

Staff at the Alameda County Mosquito Abatement District noted that they anticipate increased calls for service as future development approaches open space, particularly wetlands, which have high quantities of mosquitoes. The District serves the entire County, which has a total RHNA of 89,000 housing units between the cities and the unincorporated areas of the County.

EAST BAY REGIONAL PARK DISTRICT

The East Bay Regional Park District owns and operates 73 parks spanning approximately 127,000 acres in both Alameda and Contra Costa counties. In its 2022 Community Report, the District noted that acquiring land for recreation and habitat preservation is a priority. The report highlighted that the District acquired a trail easement for the San Francisco Bay Trail along the Hayward Regional Shoreline and secured ongoing use agreements for several regional parks. The District operates a number of parklands where there is not public access in order to preserve habitat.

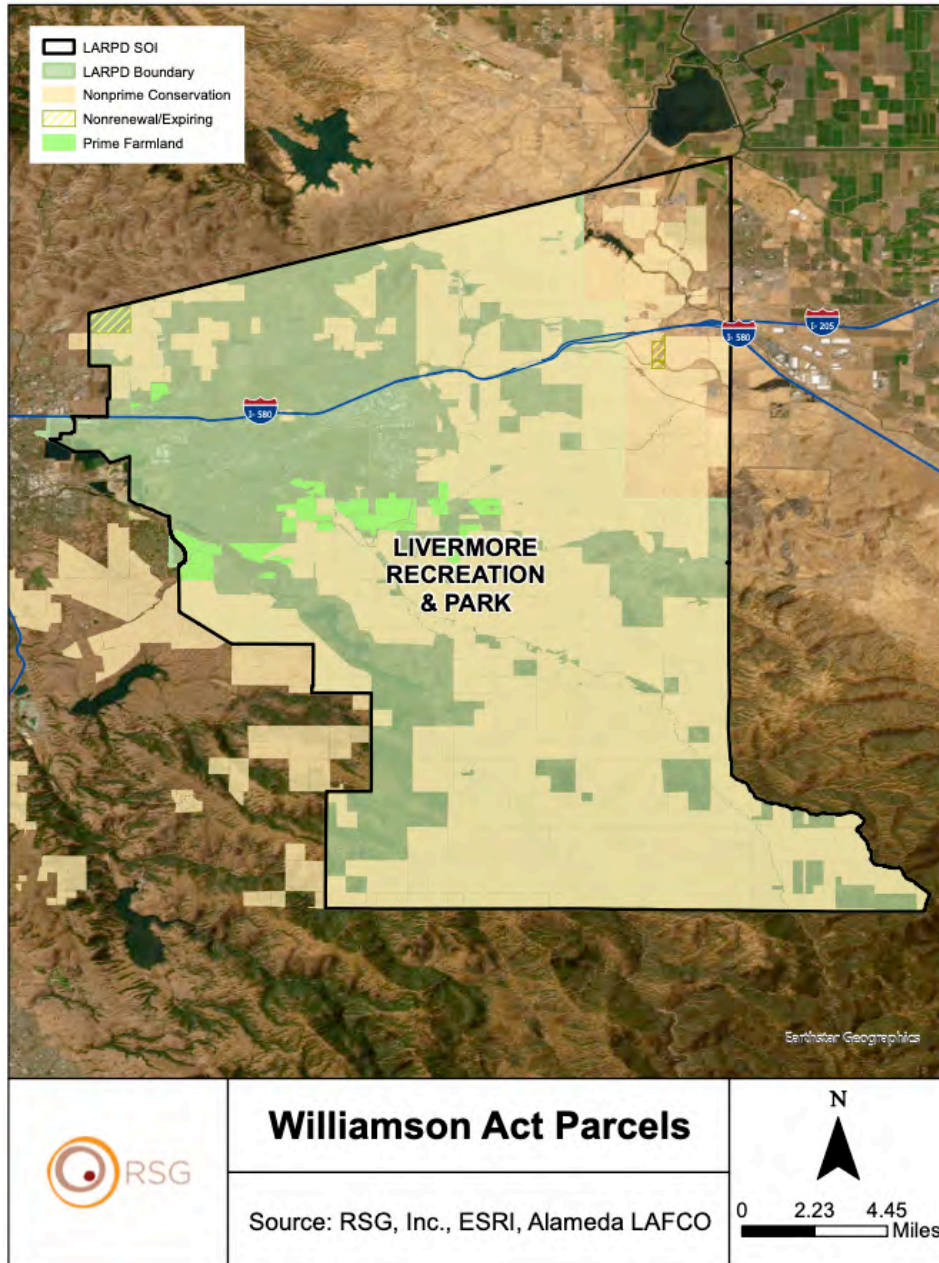
HAYWARD AREA RECREATION AND PARK DISTRICT

The Hayward Area Recreation and Park District owns and operates parks and recreational facilities in the City of Hayward and the adjacent unincorporated parts of Alameda County, including the only DUC in the County, the community of Ashland.

LIVERMORE AREA RECREATION AND PARK DISTRICT

The Livermore Area Recreation and Park District (“LARPD”) owns and operates parks, facilities, and open space in the City of Livermore and in unincorporated Alameda County. There are four open space areas operated by the District, including Brushy Peak, the Garaventa Wetlands, Holdener Peak, and Sycamore Grove Park. All of the Williamson Act-designated prime farmland parcels in the County are within the SOI of LARPD. Figure 2 shows the location of these parcels.

Figure 2: Williamson Act Parcels in LARPD



CASTLEWOOD, CASTLE HOMES, MORVA, AND FIVE CANYONS CSAS

The Castlewood, Castle Homes, Morva, and Five Canyons CSAs all serve relatively small residential areas. The Alameda County Public Works Agency did not respond to requests for comment, and RSG has not identified any changes in land use within the CSAs.

VECTOR CONTROL SERVICES DISTRICT CSA

Staff at the Vector Control Services District CSA noted that increased development, particularly in rural land, causes increases in calls for service. The District serves the entire County, which has a total RHNA of 89,000 housing units between the cities and the unincorporated areas of the County. The District has historically had the highest calls for service volume from the City of Oakland, which has one of the largest RHNA requirements in the County.

LEAD ABATEMENT CSA

The Lead Abatement CSA provides supplemental lead abatement services in the incorporated cities of Oakland, Alameda, Emeryville, and Berkeley. While there is housing development in these areas, new structures do not require lead abatement services, and so the CSA will continue to focus on the needs of pre-1978 residential housing structures.

STREET LIGHTING CSA

The Street Lighting CSA serves unincorporated Alameda County. The County has a RHNA of 4,711, and the CSA will be required to provide street lighting services to the increased population. Staff at the CSA did not respond to RSG's requests for information and did not provide comment on the ability of the CSA to plan for this increase in population.

LOCATION AND CHARACTERISTICS OF ANY DUCS

Pursuant to Government Code Section 56430, MSRs make determinations on seven (7) required topics, including:

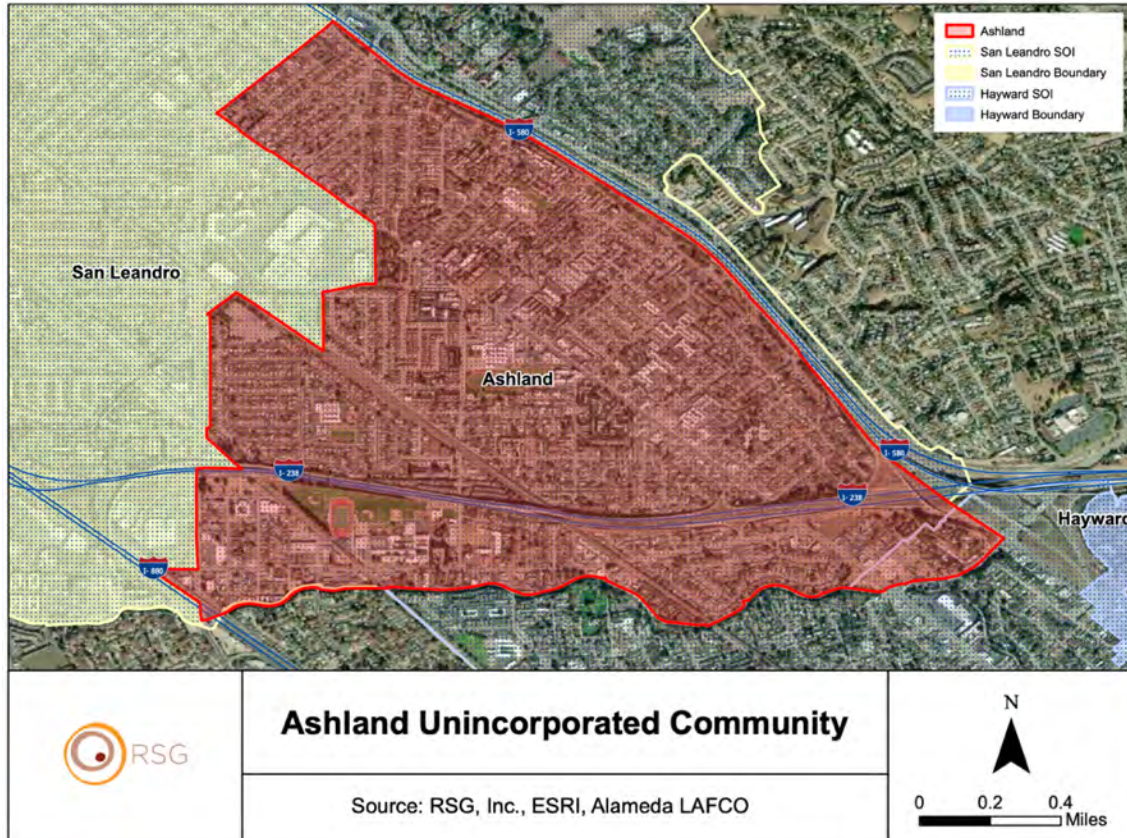
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence(s).

Per Government Code Section 56425, a LAFCO shall consider and prepare a written statement of its SOI determinations on five (5) factors, including:

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.

Alameda LAFCO has identified one DUC in the County, the community of Ashland, within the SOI of the City of San Leandro. A DUC is defined by Government Code Section 56033.5 as an area of inhabited territory (with 12 or more registered voters) located within an unincorporated area of a county with an annual median household income that is less than 80 percent of the statewide annual median household, or \$147,900 for 2023. Figure 3 shows the location of the Ashland community.

Figure 3: Ashland Unincorporated Community



Ashland receives community services from a variety of different providers, as summarized below:

- Street Maintenance & Lighting: Alameda County
- Parks and Recreation: Hayward Area Recreation and Park District
- Mosquito Abatement: Alameda County Mosquito Abatement District
- Vector Control: Vector Control Services District County Service Area
- Lead Abatement: Alameda County
- Broadband: Private providers
- Library: Alameda County Library

The Hayward Area Recreation and Park District operates a number of parks and facilities in the Ashland area, including Ashland Park, the Ashland Community Center, Jack Holland Sr. Park, Edendale Park, Hesperian Park, and Fairmont Linear Park. Neighboring Ashland is the Lake Chabot Regional Park, which is operated by EBRPD.

The closest library branches to the Ashland area are the South Branch, operated by the San Leandro Public Library, and the San Lorenzo Branch of the Alameda County Library. Residents of Ashland are able to join both library systems by providing a valid ID with a California address.

CAPACITY OF FACILITIES AND ADEQUACY OF SERVICES

Pursuant to Government Code Section 56430, MSRs make determinations on seven (7) required topics, including:

- 3. Present and planned capacity of public facilities and adequacy of public services, adequacy of public services, infrastructure needs, or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.*

Per Government Code Section 56425, a LAFCO shall consider and prepare a written statement of its SOI determinations on the five (5) factors, including:

- 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; and*
- 5. the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.*

Overall, agencies in Alameda County are providing adequate community services to their residents and customers. In general, agencies report they have the resources to maintain current levels of service and there are very few service areas where there are any ongoing issues or disputes between agencies.

The five public works CSAs did not engage with RSG throughout the MSR process. RSG has made determinations about the ability of those agencies to provide community services in those cities based on publicly available documents, but was unable to speak with staff in order to gain a deeper understanding of service opportunities and challenges.

This section of the report discusses the community services provided by the agencies in Alameda County and their capacity to deliver those services with the existing staff and public facilities.

STREET MAINTENANCE AND LIGHTING

The Castle Homes, Castlewood, Five Canyons, Morva, and Street Lighting CSAs all provide various street maintenance and lighting services. All are administered by the County Public Works Department. The County Public Works Department did not engage with RSG through the MSR process, and did not express the current capacity of their

services or staff. The publicly available annual reports for these CSAs did not include detailed information about staff capacity or recent activities by the CSAs.

CASTLE HOMES CSA

The Castle Homes CSA provides road maintenance services to three zones in unincorporated County territory northeast of the boundaries of the City of Hayward. In Zone 1, the CSA provides maintenance services along China Court. In that zone, the CSA levies an annual service charge of \$1,000 on developed parcels and \$500 on undeveloped parcels, which is the maximum fee approved by a 2011 ballot measure. In Zone 2, the CSA provides services along Quercus Court and Arbutus Court. It charges \$525 annually for developed parcels and \$262.50 for undeveloped parcels. In Zone 3, the CSA provides services along Clover Road and Star Ridge. At present, Zone 3 residents are charged \$300 per developed parcel and \$150 per undeveloped parcel, but the CSA is currently undergoing the service charge increase process to increase the fees to \$1,000 and \$500 for developed and undeveloped parcels respectively by FY 26-27.

CASTLEWOOD CSA

The Castlewood CSA provides road maintenance, sewer, and water services to 213 parcels covering 587 acres in unincorporated County territory southwest of the City of Pleasanton. This MSR will only address the road maintenance services provided by the CSA. The CSA only provides routine road maintenance, such as the repair of potholes and other small emergency road repairs. There are several private roads in the CSA which are not maintained by the CSA, however, property owners along the private roads still pay CSA assessment fees for the use of the public roads used to access their private property. Property owners pay \$224 per parcel for road service, with the exception of the Castlewood Country Club, which pays \$6,951 per parcel for road service. These rates have remained the same since FY 13-14.

FIVE CANYONS CSA

The Five Canyons CSA includes approximately 718 acres, 307 of which are owned by East Bay Regional Park District. The CSA also includes two Hayward Area Recreation District parks. The CSA provides road maintenance, storm drainage, landscaping, open space management, graffiti prevention and removal, and engineering services. This MSR will only evaluate the provision of road maintenance services. The CSA levies annual service charges which range from \$455 to \$692, depending on the type of development, and which are less than the \$909 Board-approved maximum.

MORVA CSA

The Morva CSA provides a financing mechanism for road maintenance services along Morva Court and Morva Drive, both of which are private roads serving 20 low- and middle-income residences. In FY 23-24, the annual service charge per living unit is \$1,000. In FY 24-25, the service charge will decrease to \$250. Per the annual report, the CSA has plans for major road repairs in FY 24-25.

STREET LIGHTING CSA

The Street Lighting CSA owns and operates approximately 6,700 street lights. The CSA levies charges on parcels depending on the land use and zone within the CSA, and has not increased rates since FY 92-93 by taking advantage of energy efficient lighting and implementing a proactive maintenance program. Service charges in the commercial zone depend on the cost of street lighting.

ESTUARY BRIDGES CSA

The Estuary Bridges CSA was originally formed to finance the operation and maintenance of three draw bridges which cross the Oakland Estuary between the City of Oakland and the City of Alameda. The CSA is currently inactive, with a zero SOI and no assessments or funding sources. In 2006, Alameda LAFCO adopted a policy to encourage dissolution of the CSA. RSG recommends that LAFCO continue to encourage the County to initiate dissolution of the CSA.

PARKS, RECREATION AND OPEN SPACE

There are three special districts that provide Parks and Recreation services in Alameda County: the Hayward Area Recreation and Park District (“HARD”), Livermore Area Recreation and Park District, and East Bay Regional Park District (“EBRPD”).

Agency	Parks Acreage	Number of Parks
Hayward Area Recreation and Park District	1,369	110
Livermore Area Recreation and Parks District	1,148	38
East Bay Regional Park District ¹	60,303	38

HAYWARD AREA RECREATION AND PARK DISTRICT:

HARD’s SOI encompasses the City of Hayward, along with portions of unincorporated Alameda County north and east of the City. Approximately half of the District’s residents live in the City of Hayward, with the remainder in unincorporated County land. The District’s corporate boundary is larger than its SOI.

In order to prepare for anticipated population and housing growth in the region, the District has acquired nine new park areas over the past four years. The District’s 2020-2025 Capital Improvement Program included \$7.95 million in funding for the acquisition of two new park spaces and the demolition of the existing structures on those parks. The CIP also included two separate renovations for Kennedy Park (\$19.3 million) and La Vista Park (\$15.4 million). HARD is funded through property tax revenues and Park Impact Fees from the City of Hayward and the County.

In 2016, the District passed the \$250 million Measure F1 Bond for Clean, Safe, Local Parks to help finance the acquisition and renovation of parks and facilities. As a result of the bond, the District has acquired new parkland specifically in underserved areas of the

¹ This inventory only includes land under EBRPD management in Alameda County.

area, including in Ashland. Overall, HARD has used \$22 million in bond funds to acquire 18.5 acres of new parkland.

HARD adopted Park Maintenance Standards in 2022 which provide standards for the different types of parks and facilities operated by the District. The Standards create policies to help staff better prioritize repairs and evaluate maintenance needs across the District. The District also has completed a park evaluation and is currently engaged in a district-wide community survey and needs assessment in order to improve customer service and better understand community needs.

HARD is committed to providing free programming for the community, especially since Hayward has several underserved communities along with the only DUC in the County. The District's Healthy Equity Initiative provides free health and wellness offerings to the community, and the Water Safety Initiative has offered almost 4,000 free swim lessons and water safety classes in the past two years.

Several of HARD's facilities and parks are located on property owned by other agencies, including the County, City of Hayward, and local school districts. These facilities are governed by a number of different agreements, including operation and maintenance agreements and joint use agreements. The District did not express any challenges related to inter-agency coordination.

LIVERMORE AREA RECREATION AND PARK DISTRICT:

LARPD's boundary encompasses the City of Livermore along with a small portion of the City of Pleasanton. It also expands south and east to the southern border of Alameda County and to the eastern boundary of the County. The northeast portion of the SOI extends to the County boundaries and is not part of the District's boundary. There are also two small areas on the western side of the District where the SOI does not cover the full boundary of the District.

LARPD works closely with the City of Livermore to plan for population and housing changes. Upon the completion of the City's updated General Plan, the District will also

update its Master Plan to include the City's population projections. LARPD determines management and maintenance responsibilities for parks within the City through a Master Property Agreement. The District is in the process of establishing a similar agreement with the Livermore Valley Joint Unified School District.

The District served over 17,500 participants and provided 24,750 hours of sports field and gym use in the last year. LARPD has seen an increased demand for some specific recreation uses, such as fields, gyms, and pools, which exceeds its current capacity. LARPD is working with a consultant to better understand and accommodate this demand. LARPD also has some deferred maintenance projects for which funding is a challenge.

Staff from LARPD expressed interest in revisiting the tax revenue sharing agreement between the District and the East Bay Regional Park District (also reviewed as a part of this MSR). The two agencies have a Cooperative Agreement and Tax Revenue Sharing Agreement, established in 1992. The Agreement specified EBRPD would receive a phase-in or incremental shift of LARPD's property tax shares generated from the Murray Township area.² LARPD takes the position the share of property tax revenue transferred to EBRPD is not sufficiently reinvested in the Livermore community. Beginning in FY 03-04, EBRPD has transferred approximately \$200,000 per year back to LARPD for the purpose of supporting ongoing park maintenance projects. The transfer amount has not increased over the past 20 years.

EAST BAY REGIONAL PARK DISTRICT:

East Bay Regional Park District is the largest parks district in the County and its boundaries and SOI encompass the entirety of both Alameda County and Contra Costa County.

EBRPD owns or operates 73 regional parks and 31 regional, inter-park trails across the two counties. It provides recreational activities which aim to foster use of the parkland

² Beginning in FY 93-94, the Agreement specified EBRPD would receive a certain amount of tax revenue in the Murray Township area, which escalated until FY 00-01. Beginning in FY 01-02, the Agreement dictates EBRPD receives \$.025 of the base year AV and \$.030 per \$100 of all AV growth after the base year. The base year is set at FY 00-01.

while also preserving their value as biodiverse open spaces. It also provides law enforcement and fire protection services in its parks; neither of these services are included as a part of this MSR. EBRPD's most recent complete Master Plan is from 2013, and began an update to its Master Plan in 2024.

EBRPD is working to acquire and open to the public new parkland and open space, including expanding Pleasanton Ridge Regional Park by opening approximately 2,844 acres and 18 miles of new trails..

The majority of the District's revenues are from taxes and assessments, with 92% of operating revenues from property taxes. The FY 22-23 budget included \$11.9 million for capital projects. The two largest projects are construction at the Oyster Bay Access and Picnic Area (\$1.4 million) and the Tilden Environmental Educational Center (\$1.1 million).

MOSQUITO ABATEMENT SERVICES

The Alameda County Mosquito Abatement District ("ACMAD") provides mosquito abatement services to all of the cities and unincorporated areas within the County. None of the cities expressed challenges with the services provided by ACMAD and expect that ACMAD will continue to provide services in the future.

ACMAD District expressed that they have the capacity to handle mosquito abatement services at current levels. ACMAD provides services to the entire incorporated and unincorporated County, and is funded by a share of property taxes, a special tax, and a benefit assessment. It is governed by a Board of Trustees, which consists of one member for each of the 14 cities within the District, as well as a member appointed by the County Board of Supervisors who represents the County at-large.

ACMAD provides mosquito abatement services through a variety of means, including physical, biological, and chemical control to reduce and eliminate mosquito populations. The District also provides education services, including an elementary education program which is managed by a full-time staff member. In 2015, ACMAD added a program to test

birds and mosquitoes for diseases in-house which reduced response times for these tests from 10 days to a matter of hours.

The District is funded through a share of the property tax, a special tax passed by the voters in 1982, and a benefit assessment passed in 2008. The District is currently collecting less than half of the maximum allowable benefit assessment due to operational efficiencies which allow the District to provide services without use of the full assessment.

The District approved its most recent Strategic Plan for 2024-2026 in January 2024. The plan addresses the equity of District services throughout the County, and the distribution of field staff workloads.

VECTOR CONTROL SERVICES

Vector control services for vectors other than mosquitoes, including rodents, ticks, bed bugs, and cockroaches, are provided by the Vector Control Services District County Service Area. The CSA is a division of the Alameda County Environmental Health Department, which is a part of Alameda County Health. The CSA serves the entirety of Alameda County, including all fourteen incorporated cities and the unincorporated areas.

The CSA manages programming such as wildlife nuisance investigations, identification of vectors, vector control in public areas, and testing of vectors for various diseases which could pose threats to human health and wellbeing. This includes ongoing disease surveillance in homeless encampments throughout the County along with responses to requests from the public for service investigations involving vectors. Members of the public are able to directly submit requests for service to the CSA, which are routed to staff. In 2022, the CSA received over 4,500 service requests. Staff from the CSA regularly work with Registered Environmental Health Specialists to inspect food facilities countywide for vector-related issues. The CSA additionally educates the public by making presentations, posting notices, providing media releases, and attending public outreach events including the Alameda County Fair.

The Vector Control Services CSA provides yellow jacket nest control to the East Bay Regional Park District as a courtesy. In prior years the CSA has had a contract with EBRPD to provide these services, but the cost of administering the contract exceeded the cost of the actual service.

The CSA is funded through two benefit assessments charged to all parcels within the County. The benefit assessment charged to single-family residences increased from \$11 to \$11.93 in FY 22-23. Residents in the City of Oakland are charged an additional \$1.28 per unit due to an increased need for services (specifically with regard to rat populations in sanitary sewers).

Staff from the CSA noted that there has been an increased need for vector control services in the County, due to both the increased development of rural land into commercial or residential uses and the ongoing homelessness crisis.

LIBRARY SERVICES

There are two inactive library CSAs in Alameda County: the Castro Valley Library CSA and the Dublin Library CSA. LAFCO adopted a zero SOI for both CSAs in 2006, which recommended that the County dissolve both CSAs if neither was used by 2009. RSG recommends that LAFCO continue to encourage the County to initiate dissolution of the two CSAs.

LEAD ABATEMENT SERVICES

The Lead Abatement County Service Area provides comprehensive lead poisoning prevention services necessary to mitigate lead hazards found in dwelling units built before 1978 in four cities: Alameda, Berkeley, Emeryville, and Oakland. The CSA is part of the Healthy Homes Department of the County, and is managed by a Joint Powers Authority consisting of one representative from each jurisdiction and one community representative.

The CSA is currently experiencing challenges with recruiting appropriately qualified staff to adequately provide services. Ideally, housing staff at the CSA will have Lead

Professional certifications and Registered Environmental Health Specialist credentials. The CSA also employs public health nurses, which it has been able to adequately recruit.

The CSA levies a service charge of \$10 per pre-1978 dwelling unit in the cities of Alameda, Berkeley, Emeryville, and Oakland, and does not collect any fees in unincorporated areas. This charge has remained unchanged since 1991 because a proposed increase requires a ballot measure. As the number of older units in the CSA's jurisdiction declines due to redevelopment activity, fee revenue has also decreased. The CSA actively pursues grants in order to continue to provide a high level of service, and is also exploring the possibility of raising fees via a ballot measure.

FINANCIAL ABILITY TO PROVIDE SERVICES

Pursuant to Government Code Section 56430, MSRs make determinations on seven (7) required topics, including:

4. Financial ability of agencies to provide services.

As part of the Alameda MSR process, RSG gathered data from publicly available sources including agency budgets and audits. RSG included information between FY 18-19 and FY 22-23, the most recent audit year available for most of the agencies as of the date of this report. Some agencies did not have a FY 22-23 audit available as of the writing of this report; for these cities, RSG has included the most up-to-date financial information available.

This MSR reviews community services, so RSG has attempted to identify expenditures and revenues specifically related to the community services which are being provided by each agency. Any revenues or expenditures not related to the services reviewed in this report, including but not limited to those related to law enforcement, fire, and general government services, have been included under the “Other” line item in the agency tables. RSG has not included summaries of funds which are not used for community service uses, such as funds used for debt service.

RSG made determinations about revenue and expenditure growth for the agencies based on compound annual growth rates (“CAGR”). Some agencies have made accounting changes over the years, so RSG has only calculated the CAGR for total General Fund revenues and expenditures for each agency.

- Less than 0 percent: Negative growth
- 0 – 2 percent: Low growth
- 2.1 – 4 percent: Below average growth
- 4.1 – 6 percent: Average growth
- 6.1 – 10 percent: Moderate growth
- 10.1 – 18 percent: High growth
- Above 18 percent: Very high growth

The financial capacity of each agency is adequate for providing services at the current levels. The agencies have all established reserve policies and have reserves which meet their policy requirements. Although some agencies have deferred maintenance costs, these agencies are planning appropriately through budget documents in order to continue to provide services.

ALAMEDA COUNTY MOSQUITO ABATEMENT DISTRICT

The Alameda County Mosquito Abatement District experienced average revenue growth and below average revenue growth over the past five years. The District receives the majority of its income from property taxes and special assessments within its boundaries, which are discussed in further depth on page 72.

Alameda County Mosquito Abatement District

Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund	\$ 4,922,549	\$ 5,146,702	\$ 5,406,554	\$ 5,195,433	\$ 6,009,518
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund					
Salaries and Fringe Benefits	\$ 2,683,156	\$ 2,854,468	\$ 2,990,918	\$ 3,107,470	\$ 3,482,424
Materials, Supplies and Services	886,491	867,982	817,384	932,593	994,633
Capital Outlay	418,175	464,392	36,964	-	49,535
TOTAL GENERAL FUND	\$ 3,987,822	\$ 4,186,842	\$ 3,845,266	\$ 4,040,063	\$ 4,526,592

Source: Annual Comprehensive Financial Reports, Alameda County Mosquito Abatement District

EAST BAY REGIONAL PARK DISTRICT

The East Bay Regional Park District's General Fund revenues exceeded General Fund expenditures between 2018 and 2022. However, General Fund expenditure growth did outpace General Fund revenue growth over the same time period. Revenues in the Project Fund and the non-major governmental funds decreased between 2018 and 2022, although the Project Fund experienced fluctuation over the five-year period. The District receives most of its revenues from property taxes, followed by interagency agreements and grants and charges for services.

<i>East Bay Regional Park District</i>						
Revenues	2018	2019	2020	2021	2022	
General Fund	\$ 157,773,727	\$ 168,498,929	\$ 170,877,100	\$ 176,277,892	\$ 187,116,870	
Project Fund	\$ 18,511,292	\$ 9,983,554	\$ 10,450,187	\$ 18,335,242	\$ 17,948,199	
Non-Major Governmental Funds	\$ 10,392,279	\$ 9,931,246	\$ 9,399,145	\$ 11,324,950	\$ 9,664,044	
Expenditures	2018	2019	2020	2021	2022	
General Fund						
Acquisition/Stewardship/Development	\$ 10,477,413	\$ 11,017,942	\$ 12,118,061	\$ 13,055,792	\$ 14,442,585	
Operations Division	65,052,760	65,983,523	68,014,229	74,252,265	84,680,827	
All Other Uses	53,370,524	54,448,823	58,960,807	63,752,767	67,032,860	
TOTAL GENERAL FUND	\$ 128,900,697	\$ 131,450,288	\$ 139,093,097	\$ 151,060,824	\$ 166,156,272	
Project Fund						
Acquisition/Stewardship/Development	\$ 10,671,372	\$ 7,252,784	\$ 16,674,699	\$ 12,155,963	\$ 15,830,483	
Operations Division	5,008,703	4,439,868	2,922,028	2,885,599	2,756,240	
All Other Uses	28,566,525	39,984,486	34,534,072	28,049,888	34,512,311	
TOTAL PROJECT FUND	\$ 44,246,600	\$ 51,677,138	\$ 54,130,799	\$ 43,091,450	\$ 53,099,034	
Nonmajor Governmental Funds						
Acquisition/Stewardship/Development	\$ 88,239	\$ 13,996	\$ -	\$ 1,057	\$ 1,003	
Operations Division	5,467,197	5,396,295	6,742,797	5,435,811	5,352,046	
All Other Uses	8,819,661	6,792,544	3,832,003	3,417,247	2,946,808	
TOTAL NON-MAJOR GOV'T FUNDS	\$ 14,375,097	\$ 12,202,835	\$ 10,574,800	\$ 8,854,115	\$ 8,299,857	

Source: Annual Comprehensive Financial Reports, East Bay Regional Parks District

HAYWARD AREA RECREATION AND PARK DISTRICT

General Fund revenue growth outpaced General Fund expenditure growth for the Hayward Area Recreation and Park District between FY 18-19 and FY 22-23. The largest funding sources for the District are taxes and assessments and rents, concessions, and fees. The District also passed a \$250 million bond to acquire, renovate, and build out new park spaces throughout the District.

Hayward Area Recreation and Park District

Revenues	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund	\$ 34,241,117	\$ 34,164,351	\$ 32,815,997	\$ 37,527,516	\$ 40,865,436
Capital Projects Fund	\$ 4,613,009	\$ 1,654,661	\$ 898,977	\$ 860,315	\$ 3,416,313
Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
General Fund					
District Management	\$ 3,057,372	\$ 4,254,808	\$ 5,459,920	\$ 5,324,842	\$ 6,713,520
Recreation Programs	12,034,819	9,096,272	5,334,650	7,558,273	9,106,932
Capital Planning and Development	-	-	85,467	205,553	332,145
Park and Facility Maintenance	13,229,510	13,692,551	14,587,989	15,970,158	17,622,717
Golf Courses	3,860,887	3,005,976	1,858,745	1,883,737	1,917,695
Other Uses	319,384	87,802	62,465	41,661	38,349
TOTAL GENERAL FUND	\$ 32,501,972	\$ 30,137,409	\$ 27,389,236	\$ 30,984,224	\$ 35,731,358
Capital Project Fund	\$ 15,518,819	\$ 34,421,748	\$ 20,674,846	\$ 30,960,613	\$ 23,042,001

Source: Annual Comprehensive Financial Reports, Hayward Area Recreation and Park District

LIVERMORE AREA RECREATION AND PARK DISTRICT

The Livermore Area Recreation and Park District experienced declining revenues and expenditures between FY 18-19 and FY 22-23. Expenditures for salaries and employee benefits decreased by \$3 million between FY 19-20 and FY 20-21, and increased about \$1 million between FY 20-21 and FY 22-23.

As noted earlier in this report, staff at LARPD expressed interest in revisiting the Cooperative Agreement and Tax Revenue Sharing Agreements between the District and the East Bay Regional Park District. LARPD takes the position the share of property tax revenue transferred to EBRPD is not sufficiently reinvested in the Livermore community, and negatively impacts LARPD’s ability to provide services to residents.

The agreement, entered into in 1992, allocates some property taxes which had previously been allocated to LARPD to EBRPD.

Livermore Area Recreation and Park District

Revenues	FY 2018-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 2022-23
General Fund	\$ 31,524,731	\$ 24,160,274	\$ 17,611,442	\$ 23,133,630	\$ 23,132,917

Expenditures	FY 2018-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 2022-23
General Fund	\$ 32,554,087	\$ 25,564,477	\$ 17,263,375	\$ 21,164,051	\$ 23,462,608

Source: Annual Comprehensive Financial Report, Livermore Area Recreation and Park District

CASTLEWOOD, CASTLE HOMES, MORVA, AND FIVE CANYONS CSAS

The Castlewood, Castle Homes, Morva, and Five Canyons CSAs are all funded via the Public Ways and Facilities Fund of Alameda County. The four CSAs receive the bulk of their revenues from charges for service, which are discussed in further depth on page 66. In all five years that RSG examined, the expenditures exceeded the revenues of the fund, and expenditures have grown while revenues have remained at the same level.

*Public Ways and Facilities Fund*¹

Revenues ²	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
Taxes	\$ 997	\$ 961	\$ 987	\$ 1,080	\$ 772
Use of Money and Property	206	233	(5)	(86)	46
Other Aid	94	63	125	104	61
Charges for Services	2,197	2,217	2,242	2,300	2,439
Other Revenue	51	-	-	-	191
TOTAL	\$ 3,545	\$ 3,474	\$ 3,349	\$ 3,398	\$ 3,509

Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
Public Ways and Facilities	\$ 4,639	\$ 5,693	\$ 5,404	\$ 7,820	\$ 8,842

¹ The Alameda County Public Ways and Facilities Fund provides funds for the Castlewood, Castle Homes, Five Canyons, Morva, and Estuary Bridges CSAs.

² All amounts shown in thousands.

Source: Annual Comprehensive Financial Reports, Alameda County

VECTOR CONTROL AND LEAD ABATEMENT CSAS

The Vector Control and Lead Abatement CSAs are funded via the Health Services Fund of Alameda County. The growth of expenditures has slightly outpaced the growth of revenues, although in most years of RSG's analysis revenues did exceed expenditures. This fund receives most of its revenue from charges for service. RSG requested but did not receive a breakdown of the audited financials between the two CSAs.

Health Services Fund¹

Revenues ²	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
Licenses and permits	\$ 210	\$ -	\$ -	\$ -	\$ -
Fines, forfeitures, and penalties	605	-	-	-	-
Use of Money and Property	409	521	7	(254)	115
State aid	141	-	-	-	-
Charges for services	28,565	30,184	31,420	31,873	34,174
Other revenue	270	7	2	3	2
TOTAL	\$ 30,200	\$ 30,712	\$ 31,429	\$ 31,622	\$ 34,291

Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
Health and Sanitation	\$ 28,827	\$ 28,079	\$ 28,607	\$ 32,441	\$ 32,233

¹ The Health Services Fund provides funding for the Lead Abatement and Vector Control CSAs.

² All amounts shown in thousands.

Source: Annual Comprehensive Financial Reports, Alameda County

Vector Control Services CSA

The Vector Control Services CSA is funded through two benefit assessments charged to all parcels within the County. The benefit assessment charged to single-family residences increased from \$11 to \$11.93 in FY 22-23. Residents in the City of Oakland are charged an additional \$1.28 per unit due to an increased need for services (specifically with regard to rat populations in sanitary sewers). The following table presents information from the County budget book for the individual Vector Control Services CSA.

Vector Control Services CSA - Budget Information

Revenues	FY 2020-21	FY 2021-22	FY 22-23	FY 23-24
Revenues	\$ 5,479,809	\$ 5,489,881	\$ 6,281,110	\$ 6,358,411

Expenditures	FY 2020-21	FY 2021-22	FY 22-23	FY 23-24
Salaries and employee benefits	\$ 3,944,592	\$ 4,153,174	\$ 4,767,767	\$ 4,850,346
Services and supplies	1,522,998	1,917,056	2,945,455	2,939,721
Other charges	106,583	110,979	110,239	110,695
Fixed assets	-	-	-	-
Other Uses	-	-	133,234	133,234
TOTAL	\$ 5,574,173	\$ 6,181,209	\$ 7,956,695	\$ 8,033,996

Source: County of Alameda Final Budget 2023-24



Lead Abatement CSA

Staff at the Lead Abatement CSA noted that it has seen a decrease in fee revenue, a trend that it anticipates will continue in the future, as structures that may contain lead-based paint are redeveloped. The CSA is working to fill funding gaps created by this change by pursuing grants and other outside funding sources. While the Lead Abatement CSA is funded via the Health Services Fund of the County, the CSA is under the administration of the Alameda County Community Development Agency. The following table presents information from the County budget book for the individual Lead Abatement CSA.

Lead Abatement CSA - Budget Information

Revenues	FY 2020-21	FY 2021-22	FY 22-23	FY 23-24
Revenues	\$ 2,719,412	\$ 2,577,731	\$ 3,075,189	\$ 3,016,260

Expenditures	FY 2020-21	FY 2021-22	FY 22-23	FY 23-24
Salaries and employee benefits	\$ 1,249,840	\$ 1,506,066	\$ 1,663,545	\$ 1,697,121
Services and supplies	1,662,958	2,084,904	1,360,012	1,267,416
Other charges	25,197	51,723	51,723	51,723
Fixed assets	-	-	-	-
Other Uses	-	-	-	-
TOTAL	\$ 2,937,995	\$ 3,642,693	\$ 3,075,280	\$ 3,016,260

Source: County of Alameda Final Budget 2023-24

STREET LIGHTING CSA

The Street Lighting CSA is funded via the Lighting Fund of Alameda County. Revenues have slightly decreased over the past five years, while expenditures have grown. In all five years, revenues have exceeded expenditures, although by a shrinking margin.

*Lighting Fund*¹

Revenues ²	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
Taxes	\$ 9	\$ 9	\$ 10	\$ 11	\$ 12
Use of Money and Property	119	142	10	(21)	41
Other Aid	2	2	2	2	3
Charges for Services	869	872	913	915	904
Other Revenue	-	-	-	2	2
TOTAL	\$ 999	\$ 1,025	\$ 935	\$ 909	\$ 962

Expenditures	FY 18-19	FY 2019-20	FY 2020-21	FY 2021-22	FY 22-23
Public Ways and Facilities	\$ 619	\$ 750	\$ 789	\$ 826	\$ 959

¹ Provides funding for the Street Lighting County Service Area

² All amounts shown in thousands.

Source: Annual Comprehensive Financial Report, Alameda County

EAST BAY REGIONAL PARKS DISTRICT AND LIVERMORE AREA RECREATION AND PARK DISTRICT PROPERTY TAX SHARING AGREEMENT

As allowed under California Revenue and Taxation Code Section 99(b)(6) the County of Alameda is empowered to make all related property tax exchange determinations on behalf of special districts. Wherein no master agreement applies, the statute requires the adoption of a property tax exchange agreement between the local agencies prior to LAFCO's consideration of a jurisdictional change. In 1980, the County Board of Supervisors adopted a master property tax agreement to govern the tax exchange for subsequent EBRPD annexations; the master property tax agreement specified no transfer of property taxes would occur. Under the master agreement, EBRPD would have the responsibilities for regional park and recreational services for Murray Township or elsewhere it annexes property without the allocation of property taxes.

Given the above, EBRPD approached LARPD in 1992 and negotiated a property tax sharing agreement ("1992 Agreement") that provided funding to EBRPD to cover operational responsibilities for Murray Township. Specifically, the two agencies entered into the agreement with the purpose of fulfilling their mutual goals and objectives of providing quality regional, community and local park, recreation and open space facilities and services to residents of the Murray Township area. The 1992 Agreement includes a handful of terms and conditions that include, but are not limited to, the following four key conditions³:

1. LARPD will continue to provide all existing LARPD facilities and programs, as well as all future Murray Township community and local park and recreation facilities, and their related maintenance and operation.
2. EBRPD will assume responsibility for acquisition and development of future regional parks, open space areas, and trails within Murray Township, and their related maintenance and operations.

³ The current 1992 Agreement does not have any clauses which permit termination nor any that allow for renegotiation in the event of changes to LARPD's property tax share. The 1992 Agreement can only be amended by the written consent of both districts.

3. A “Liaison Committee” will be created and continue to serve as a forum for discussion of concerns for EBRPD and LARPD specific to the implementation of the cooperative and complementary functions of the two districts. At least one meeting each year will be devoted primarily to a financial review.
4. The Liaison Committee will provide information reports regularly to their full boards and when appropriate conduct public meetings to obtain information from members of the public and to enhance public awareness of joint activities.

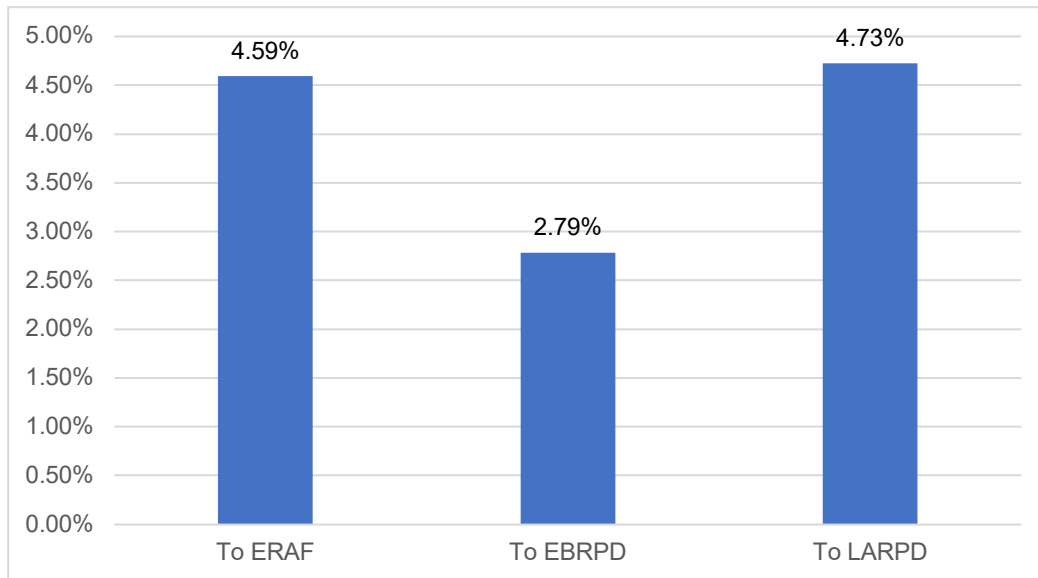
In addition, the 1992 Agreement specified EBRPD would receive a certain amount of the tax revenue generated in the Murray Township area beginning in FY 1993-94, which escalated until FY 2000-01. Beginning in FY 2001-02, the Agreement dictated EBRPD receive \$0.025 of the base year AV and \$0.030 per \$100 of all AV growth after the base year. The base year is set at FY 2000-01. The Agreement does not have a sunset date.

The 1992 Agreement does not appear to have considered that LARPD’s share of property taxes could change, which did occur around the same time as the Agreement was executed by the parties. In July 1992, as a means to provide more property tax revenues to fund schools, the State Legislature called for the permanent shift of property taxes from cities, counties, and most special districts to a new fund called the Educational Revenue Augmentation Fund (“ERAF”), pursuant to Section 97.2 of the Revenue and Taxation Code. When the County Auditor-Controller implemented the required shift of revenues from LARPD to ERAF, LARPD’s share of the one percent property tax decreased significantly. As it turns out, as confirmed by the County Auditor-Controller, EBRPD is not subject to the ERAF shift because it is a multicounty taxing agency.

RSG collected information from the County Auditor-Controller to understand the how both the ERAF shift and the EBRPD 1991 Agreement altered the revenues to LARPD. In FY 2022-23, LARPD received approximately \$12.3 million in property tax revenue from the County Auditor-Controller. This is equal to approximately 4.73 percent of the basic one percent tax levy. A nearly equal percentage of the one percent tax levy, or 4.59 percent (approximately \$12 million), was shifted to ERAF, while another 2.79 percent

(approximately \$7.3 million) was paid to EBRPD. See Figure 4 below for a graphic illustration of the breakdown of the LARPD property tax revenues between the district and amounts that went to ERAF and EBRPD in FY 2022-23.

Figure 4: Breakdown of Gross LARPD Property Tax Share, 2022-23 (Source: County Auditor-Controller)



Also, the percentage of the LAPRD funds lost to ERAF appear to be somewhat more than the other park and recreation district in the County. Excluding the portion going to EBRPD, the County Auditor Controller reports that in FY 2022-23, LARPD’s ERAF shift equaled 49 percent of their share gross of the ERAF shift, while Hayward Area Recreation and Park District’s ERAF shift was 41 percent of their share gross of ERAF.

Based on this data, the ERAF shift has resulted in a significant impact on LAPRD. Despite this impact, the formula used in the 1992 Agreement with EBRPD is not altered by the ERAF shift.

In the survey responses received from LARPD, the District claims they have made multiple attempts to engage EBRPD to revisit the terms in the 1992 Agreement with no success. LARPD further expresses their concerns with the existing terms having a material impact on their ability to financially support large scale maintenance projects and related capacity additions. Lastly, LARPD believes the \$200,000 EBRPD is transferring to them for on-

going park maintenance support is modest when compared to the amount of property taxes being shifted from LARPD to EBPRD.

RSG recommends LAFCO facilitate discussions between LARPD and EBPRD to renegotiate a property tax sharing agreement that more closely aligns with what the agencies deem equitable, is in line with the services currently being provided, and considers other factors that may affect property tax distributions.

LAFCO may also consider further studying the intricacies of the 1992 Agreement and the overlapping boundaries and services between the two districts by way of a special study. This study could explore how the districts are sharing responsibilities for parks and recreation services in the Livermore area, and whether they are sharing resources in a manner that is aligned with the shared services and/or meets the terms and conditions of the 1992 Agreement.

OPPORTUNITIES FOR SHARED FACILITIES

Pursuant to Government Code Section 56430, MSRs make determinations on seven (7) required topics, including:

5. Status of, and opportunities for, shared facilities;

The 2006 MSR recommended that the Vector Control Services District CSA and the Alameda County Mosquito Abatement District work toward consolidation, given the interconnected nature of both agencies' services. Staff at both districts expressed that services provided by the two agencies are in fact distinct and that consolidation would not lead to improved efficiency or service outcomes.

The Livermore Area Recreation and Park District and the East Bay Regional Park District cooperate on the operation of the Brushy Peak Preserve. LARPD also operates and maintains Camp Shelly, near Lake Tahoe. It leases the property from the US Forest Service. LARPD did not express any challenges with these shared facilities.

The Hayward Area Recreation and Park District operates parks and facilities owned by other entities, including but not limited to the City of Hayward, the Hayward Unified School District, San Lorenzo Unified School District, Castro Valley Unified School District, and Alameda County. While HARD is open to collaborating with other agencies on shared facilities, it did not indicate that it is seeking additional shared facilities at this time. HARD did not express challenges with these shared facilities.

None of the agencies identified any opportunities for further shared facilities in the MSR survey or interviews.

ACCOUNTABILITY, GOVERNMENT STRUCTURE AND OPERATIONAL EFFICIENCIES

Pursuant to Government Code Section 56430, MSRs make determinations on seven (7) required topics, including:

- 6. Accountability for community service needs, including government structure and operational efficiencies.*
- 7. Any other matter related to effective or efficient service delivery, as required by Commission Policy.*

Alameda community service agencies have established a robust framework of policies and procedures aimed at fostering transparency and accountability to the local community. This framework encompasses a range of practices, including the organization of elections and the dissemination of public notices regarding agency meetings and actions. To enhance accessibility, many agencies utilize technology, such as Zoom, to broadcast public hearings and meetings. This approach accommodates a wider audience and overcomes potential barriers to in-person attendance.

Additionally, all Alameda County agencies maintain user-friendly websites that contain information about City and District departments, their activities, and upcoming events. These websites are valuable resources for residents seeking information about local government services. Collectively, these agencies prioritize operational efficiency and structural strength, demonstrating their commitment to accessible, accountable, and responsive local governance.

The Alameda County Mosquito Abatement District is governed by a fifteen-member Board of Trustees, with one trustee appointed for each of the fourteen cities within the District and one appointed by the County Board of Supervisors. Each trustee serves either a two- or four-year term.

The Vector Control Services District County Service Area is a division of the Alameda County Environmental Health Department, which is a part of Alameda County Health. The CSA practices extensive public outreach and participates in various County fairs including the Alameda County Fair, the Fremont Festival of the Arts, and the Oakland Chinatown

Lunar New Year. Its programming includes presentations at community group meetings (such as homeowners' association meetings) throughout the County.

The five public works CSAs (Castle Homes, Castlewood, Five Canyons, Morva, and Street Lighting) are all administered by the Alameda County Public Works Agency.

The Livermore Area Recreation and Park District and Hayward Area Recreation and Park District are both independent special districts. Both districts are governed by an independently elected five-member Board of Directors. These boards are elected at-large, ensuring that they represent a broad cross-section of the community they serve.

The East Bay Regional Park District operates with a seven-member Board of Directors. Each member is elected to represent a specific "ward" of the county, with these seven wards covering the entire service area of the District. The Board also appoints a General Manager responsible for overseeing the day-to-day operations of the District.

The Livermore Area Recreation and Park District has expressed concerns that the overlapping boundaries between LARPD and EBRPD negatively impact accountability for community service needs and decrease efficiency. LARPD's concern with the boundary overlap and efficiency of service delivery has been prevalent for over a decade. In fact, in October 2009, LARPD sought LAFCO's input on potential reorganization options for the District. LAFCO responded with an outline of the various ways that it is empowered to make changes in organization, including: (a) dissolution, (b) consolidation, (c) divestiture of power, or (d) transition to subsidiary district.⁴ Further, LAFCO's response to LARPD indicated that under each reorganization scenario, a negotiation of a new property tax sharing agreement between the affected agencies would be required.

With the above in mind, RSG recommends the Commission work with LARPD and EBRPD in negotiating a new property tax sharing agreement which better aligns with the existing levels of services provided by each agency within the overlapping boundary. If an agreement cannot be reached, the agencies may explore potential detachment to correct

⁴ LAFCO letter response to LARPD dated November 12, 2009.

the existing overlapping areas. The Commission may also further explore the overlapping boundaries between the two districts in order to evaluate whether the services provided by each agency are redundant. Such a study would likely explore the same options that LAFCO outlined in its 2009 letter to LARPD, along with different annexation scenarios.

The Lead Abatement County Service Area is part of the Alameda County Healthy Homes Department and is governed by a Joint Powers Authority (“JPA”). The JPA is composed of one representative from each of the participating cities and one community representative, ensuring that various stakeholders are involved in decision-making regarding lead abatement services.

Some of the agencies have taken steps to engage their communities beyond what is required by law. The East Bay Regional Park District surveys residents regularly to understand the community support for parks and the public’s priorities for parks programming. The Hayward Area Recreation and Park District has a Public Information Office, which oversees the District’s development, maintenance, and communication of public information. HARD is currently completing a community survey and needs assessment in order to better understand the needs of its residents.

No additional matters related to effective and efficient service delivery have been identified for review in this MSR by Alameda LAFCO.



LAFCO

Alameda Local Agency Formation Commission

AGENDA REPORT

October 11, 2024

Item No. 7

TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer

SUBJECT: Report on Independence and LAFCO-County Relationship Models

The Alameda Local Agency Formation Commission (LAFCO) will consider approving a report evaluating the potential benefits and challenges of increased organizational independence from Alameda County and consider following the Ad Hoc Memorandum of Understanding (MOU) Committee’s recommendation of directly managing its own staff while maintaining key service contracts with Alameda County.

Background

Alameda LAFCO currently operates under an MOU with Alameda County, which provides administrative support, including human resources, payroll, and benefits administration. While this arrangement has provided stability, there is a growing interest in exploring increased independence to enhance operational efficiency and better align with LAFCO's strategic objectives.

Furthermore, it became apparent that after the Commission submitted a compensation study and recommendations to the County’s Human Resources Department in March 2024, the County would not consider any of the Commission’s suggestions regarding salaries, highlighting the Commission’s limited influence over staffing decisions.

At the Commission’s May 9, 2024 regular meeting, it was recommended for LAFCO to hire a consultant to conduct a comprehensive assessment of LAFCO’s operational needs, and in order to facilitate a thorough evaluation and ensure the findings of this assessment were fully incorporated into the next MOU with the County, an extension was granted for six month, with the option for up to six additional one-month extensions, ending on June 30, 2025.

After careful consideration, the Ad Hoc MOU Committee (Commissioners Johnson, Sblendorio, and Woerner) has concluded that it is in the best interest of LAFCO for LAFCO to have direct responsibility for its staff, consistent with LAFCO’s mandate for independence. The Ad Hoc Committee provided that it would like to move in that direction and find a mutually acceptable arrangement with the County to make that change.

Key Considerations:

The primary focus of the report is on revisiting the existing MOU with the County of Alameda to identify areas for modification or renegotiation to better align with LAFCO's strategic goals and mission. This report provides an overview of the current operational model, hybrid county-relationship models of eight comparative LAFCOs, alternative service models for service delivery, the potential impact of increased independence, and recommendations for strategic approaches to enhance LAFCO's autonomy while maintaining a collaborative relationship with the County and other stakeholders.

Review and Analysis of the Current MOU with Alameda County

The existing MOU between Alameda LAFCO and Alameda County outlines several key areas of administrative and support services provided by the County, including:

1. **Administrative Support:** Staffing support, including the Executive Officer and administrative personnel.
2. **Human Resources and Payroll:** Recruitment, hiring, payroll processing, and benefits administration for LAFCO employees.
3. **Financial Management:** Budgeting, accounting, and auditing services conducted through the County's systems.
4. **Facilities and Equipment:** Utilization of County facilities and technological infrastructure.

Summary of Findings from Comparison LAFCOs

1. **Butte LAFCO**
 - o Butte LAFCO has its own Tax ID number, bank accounts, and payroll system (Paylocity).
 - o Staff are hired directly by LAFCO but continue to receive certain benefits from the County.
 - o The contractual services agreement with the County allows Butte LAFCO to access specific county services (IT, treasury) at a predetermined annual cost, paid quarterly.
2. **Contra Costa LAFCO**
 - o Contra Costa LAFCO is housed in the County building and maintains a close relationship with the County for payroll, benefits, and other administrative services.
 - o The LAFCO maintains independent accounts and a restricted fund for pension and benefit liabilities.
3. **Marin LAFCO**
 - o Marin LAFCO has transitioned to private office space and manages most administrative functions independently, including payroll and benefits.
 - o Communication with the County is minimal, primarily limited to annual updates on benefits programs.

4. Fresno LAFCO

- Fresno LAFCO has separated from most county services but retains IT support. Payroll is managed by a private provider (Paystub).
- Employee benefits are provided through Mission Square, not the County's system.

5. El Dorado LAFCO

- El Dorado LAFCO achieved independence in 1998, managing payroll and benefits through its own CALPERS contract.
- The county only provides minor support services as needed.

6. Orange County LAFCO

- Administrative services are handled in-house, with the County providing payroll and benefits.
- The LAFCO maintains independent financial accounts and conducts regular independent audits.

7. San Diego LAFCO

- San Diego LAFCO maintains a high degree of functional independence, but continues to rely on the County for payroll and benefits administration through SDCERA.

8. Solano LAFCO

- Solano LAFCO is heavily reliant on the County for administrative services and maintains its office in a County building.

Potential Areas for Modification and Renegotiation

1. Staffing and Employment Models:

- **Current Model:** LAFCO staff are considered County employees, subject to County policies and compensation structures.
- **Potential Modifications:** LAFCO could hire its own employees directly, establishing its own compensation and classification plans, or adopt hybrid models where LAFCO employees remain County employees for benefits purposes but operate under LAFCO-specific policies.

2. Retirement and Health Benefits:

- **Current Model:** Employees receive retirement and health benefits through the County's agreements.
- **Alternative Models:** LAFCO could contract for County benefits, become an independent CalPERS member agency, or join/form a Joint Powers Authority (JPA) to access pooled benefits programs.

3. Financial and Administrative Services:

- **Current Model:** LAFCO relies on the County for financial management and administrative services.

- **Potential Modifications:** Establish separate financial management systems and develop independent procurement policies to improve efficiency.

Discussion

This item is for the Commission to consider approving the first phase of the LAFCO Independence Report and consider following the Ad Hoc MOU Committee's recommendation of increasing the Commission's organizational independence by directly managing its own staff while maintaining key service contracts with Alameda County.

The Ad Hoc MOU Committee's primary recommendation is for Alameda LAFCO to transition to a staffing model where it directly employs its own staff. This change aims to:

- Provide LAFCO with full control over staffing, recruitment, and compensation decisions.
- Ensure that policies and operational structures are aligned with LAFCO's strategic goals and mission.
- Enhance LAFCO's operational efficiency and responsiveness.

Despite this increased independence, LAFCO plans to maintain a collaborative relationship with Alameda County by continuing to contract services such as payroll processing, retirement and health benefits, and certain IT support. This hybrid approach will allow LAFCO to balance autonomy with cost-efficiency and continuity of existing services.

Exploration of Alternative Service Delivery Models

The Ad Hoc MOU Committee recommends the consultant expand research and cost-analysis on each of these models for the second phase of the report.

1. **Model 1: Independent Staffing with County-Contracted Benefits**
 - Description: LAFCO hires its own employees but contracts with the County to provide retirement and health benefits.
 - Feasibility: High due to continuity of benefits while gaining staffing autonomy.
2. **Model 2: Independent Staffing with CalPERS Benefits**
 - Description: LAFCO becomes a CalPERS member agency offering retirement and health benefits through CalPERS.
 - Feasibility: Moderate to high depending on CalPERS entry requirements and costs.
3. **Model 3: Joint Powers Authority (JPA) for Benefits**
 - Description: LAFCO joins or forms a JPA to access group benefits programs.
 - Feasibility: Moderate; shared governance may reduce costs.
4. **Model 4: Status Quo with Enhanced Autonomy**
 - Description: Maintain current MOU but renegotiate specific terms to increase operational autonomy.
 - Feasibility: High; builds on existing arrangements and may be the least disruptive.

Recommendations and Next Steps

1. **Adopt a Hybrid Model:** Alameda LAFCO should aim to manage its own employees, while contracting payroll and benefits with the County and retaining limited-service agreements with the County for IT or communications services.
2. **Independent Financial Operations:** Continue to work with the County for procurement, but establish particular policies that fit with LAFCO's, or establish independent bank accounts and a Tax ID, ensuring complete financial autonomy, similar to what Butte LAFCO has done. This allows for streamlined operations and financial transparency.
3. **Outsource Administrative Functions:** Consider third-party vendors for HR functions, as seen with El Dorado and Fresno LAFCOs, to ensure administrative independence.
4. **MOU Reevaluation:** Assess the current MOU with the County to identify areas where services can be renegotiated or restructured. This should include the possibility of LAFCO handling retirement and health benefits through either a direct contract with ACERA, CALPERS or a JPA model.
5. **Address Staffing Issues:** Marin and other LAFCOs have reported challenges with staffing turnover and communication within the County. Alameda LAFCO should establish clear points of contact and formalize agreements to prevent any disruption in services.

Conclusion

By following these recommendations, Alameda LAFCO can increase its independence while maintaining a collaborative relationship with the County. The transition towards autonomy will streamline operations and ensure more control over internal processes, ultimately aligning with LAFCO's organizational goals and mission.

Alternatives for Action

The following alternatives are available to the Commission:

Alternative One (Recommended):

Approve the Ad Hoc MOU Committee's recommendation for LAFCO to transition to a staffing model where it directly employs its own staff; and

Authorize the consultant to continue with Phase 2 of the report by exploring alternative service models and establishing a transition plan.

Alternative Two:

Continue consideration of the report to a future meeting and provide direction to staff for additional information as needed.

Recommendation

It is recommended the Commission proceed with Alternative Action One.

Procedures

This item has been placed on Alameda LAFCO's agenda as part of the business calendar. The following procedures are recommended in consideration of this item:

1. Receive verbal presentation from staff unless waived.
2. Invite any comments from the public
3. Provide feedback on the item as needed.

Respectfully,



Rachel Jones
Executive Officer

Attachments:

1. *Report on Independence and Relationships with the County* by Roseanne Chamberlain



ALAMEDA
LOCAL AGENCY FORMATION COMMISSION

Report on Independence and Relationships with the County

Date: October 4, 2024

Roseanne Chamberlain

Executive Summary

The Alameda Local Agency Formation Commission (LAFCO) is undertaking a comprehensive assessment of the potential benefits and challenges associated with organizational independence, particularly concerning our Memorandum of Understanding (MOU) with Alameda County. This report analyzes the current MOU, explores alternative operational models, assesses the impacts of independence, and provides strategic recommendations to LAFCO's autonomy while maintaining effective collaboration with the County and other stakeholders.

Key areas of focus include:

- Review and analysis of the current MOU with the County.
- Preliminary Findings and Case Studies of Comparative LAFCOs
- Proposal to LAFCO's Independence by Managing Its Own Staff
- Exploration of alternative service delivery models, including contracting benefits through CalPERS or a Joint Powers Authority (JPA).
- Recommendations and Next Steps

An estimated timeline for a consultant to conduct this review is also provided.

Introduction

Project Objective

Alameda LAFCO aims to evaluate the potential benefits and challenges of its operational independence from Alameda County. The primary focus is on revisiting the existing MOU with the County to identify areas for modification or renegotiation that align with LAFCO's mission and strategic goals while exploring other partnership opportunities. This includes models where LAFCO hires its own employees while contracting retirement and health benefits through the County, CalPERS, or a Joint Powers Authority (JPA).

LAFCO's current operating structure does not provide the level of independence required by CKH and needed to effectively manage its personnel. As such, and after careful review, the Commission's Ad Hoc MOU Committee recommends moving towards a model consistent with LAFCO's mandate for independence where LAFCO directly manages its staff, while continuing to contract for other support services with the County.

Background

LAFCOs were established by the California Legislature to oversee the logical formation and development of local governmental agencies. Alameda LAFCO is responsible for coordinating changes in local governmental boundaries, conducting special studies, and preparing Municipal Service Reviews (MSRs) and Spheres of Influence (SOIs) for cities and special districts within Alameda County.

Prior to 2000, LAFCO was a state mandated county cost, with the county funding one hundred percent of LAFCO under state law. In almost all counties, LAFCO staff were county employees typically housed in the Community Development Department (Planning) or within the County Administrator's Office (CAO). In many cases, county personnel were assigned only part-time to LAFCO duties, while working primarily on county administration or planning matters. While commission decision-making was intended to be independent of any one agency's influence, there were regular concerns throughout the state that the county had undue influence and control of LAFCO through its control of the LAFCO staff members, their salaries, the hours assigned to do LAFCO work, etc. During the 1990's these policy issues resulted in a number of commissions separating their operations from their respective counties to allow for more direct commission control and oversight of staff, as well as affording more independence and autonomy to LAFCO. The 2000 Hertzberg amendments, substantially revised LAFCO. Cities and special districts were required to fund LAFCO, leading more commissions to seek alternative arrangements for their operations and staff, and further separate from the County administrative controls.

Currently, Alameda LAFCO operates under an MOU with Alameda County, which provides administrative support, including human resources, payroll, and benefits administration. While this arrangement has provided stability, there is a growing interest in independence to enhance operational efficiency and better align with LAFCO's strategic objectives.

Summary of Findings:

While each LAFCO has navigated varying degrees of independence from their respective counties, the common challenge remains balancing autonomy with cost-efficiency. Most LAFCOs have retained most administrative and financial services from the county, particularly with payroll and benefits management, while outsourcing IT and GIS services to varying degrees.

Based on these findings, the Ad Hoc MOU Committee's primary recommendation is for Alameda LAFCO to transition to a staffing model where it directly employs its own staff. This change aims to:

- Provide LAFCO with full control over staffing, recruitment, and compensation decisions.
- Ensure that policies and operational structures are aligned with LAFCO's strategic goals and mission.
- Enhance LAFCO's operational efficiency and responsiveness.

Despite this increased independence, LAFCO plans to maintain a collaborative relationship with Alameda County by continuing to contract services such as payroll processing, retirement and health benefits, and certain IT support. This hybrid approach will allow LAFCO to balance autonomy with cost-efficiency and continuity of existing services.

Areas for Modification and Renegotiation

1. Staffing and Employment Models

- **Current Model:** LAFCO staff are considered County employees, subject to County policies, compensation structures, and benefit plans.
- **Potential Modifications:**
 - **Independent Employment:** LAFCO hires its own employees directly, establishing its own compensation and classification plans.
 - **Hybrid Models:** LAFCO employees remain County employees for benefits purposes but operate under LAFCO-specific policies.

2. Retirement and Health Benefits

- **Current Model:** Employees receive retirement and health benefits through the County's agreements with benefit providers.
- **Alternative Models:**
 - **Contracting with County:** Continue to access County benefits plans through a contractual agreement, even if employees are directly hired by LAFCO.
 - **CalPERS Membership:** LAFCO becomes an independent CalPERS member agency, allowing employees to participate in CalPERS retirement and health benefit plans.

- **Joint Powers Authority (JPA):** Join or form a JPA to access pooled benefits programs, potentially reducing costs and increasing flexibility.

3. Financial and Administrative Services

- **Potential Modifications:**
 - **Financial Autonomy:** LAFCO establishes its own financial management systems, separate from the County's, for budgeting, accounting, and auditing.
 - **Procurement Policies:** Develop independent procurement policies and procedures to streamline operations and improve efficiency.

Case Studies of Other LAFCOs

Content

This report summarizes research and information about each of the comparison LAFCOs defined by Alameda LAFCO.

The comparison LAFCOs include: Marin LAFCO, Orange LAFCO, Butte LAFCO, Fresno LAFCO, El Dorado LAFCO, San Diego LAFCO; Contra Costa LAFCO; Solano LAFCO. Sources for this report are published websites for each of the comparison LAFCOs, relevant inter-agency agreements or MOUs, communication by email, and to the extent possible, phone conversations with county and LAFCO staff.

In addition to the comparison counties, information and agreements have been gathered from Placer LAFCO and Lake County LAFCO. Although these two LAFCOs are not among the designated comparison counties, they illustrate a range of effective operational structures. Lake LAFCO contracts with one of its cities for services, while Placer LAFCO is housed within the offices of another government agency, with its staff employed by the county but under the direct control of the commission.

Preliminary Findings and Conclusions

The following revised bullets summarize some of the ideas derived from this research and my experience. They are in no particular order:

- Organizational structures among the comparison LAFCOs vary widely and reflect the political culture of the counties. For the most part the variations all work reasonably well.
- No LAFCO is completely separated from its county. The most successful LAFCO administrative structures rely on collaboration with the county and mutual understanding. There are mutual benefits to coordinating county and LAFCO operations.

- It's a win-win for all parties when LAFCO is not constantly struggling with obstacles to its operations and can focus on its primary mission.
 - Most LAFCOs have a "hybrid" structure with some or most administrative services through the county. At a minimum, all have an account in the county treasury for receiving agency contributions to the annual budget.
 - The simplest arrangement for most LAFCO administrative services is through existing county programs and structures. This only works, however, if the county accepts the autonomy of the Commission, and is able to accommodate or flex county systems to adjust to LAFCO decisions. For example, if county payroll services & software cannot accept separate classification and compensation levels for LAFCO employees within the structure, then an alternative payroll system must be an option for the Commission.
 - Outside legal counsel is essential to advise and represent LAFCO.
 - The most successful efforts to solve LAFCO's functional problems detach certain challenging functions from the county, but LAFCO can also retain other county protocols that are working effectively. Most LAFCO's have "a la carte" services from the county. Defining the areas to detach is essential. "If it ain't broke, don't fix it".
 - Counties can benefit from a continued working relationship with LAFCO staff, including significant cost savings.
 - The county staff may be limited in their ability to accommodate LAFCO's autonomy because of external constraints, such as software design restrictions for payroll programs, or CALPERS requirements that LAFCO must have a separate account.
 - The county staff may be limited in their ability to accommodate LAFCO's autonomy due to internal constraints..
 - In those counties that provide contract services for LAFCO, staff can streamline their daily business operations and concentrate on substantive work such as changes of organization, studies and proactive intergovernmental operations.
 - Many LAFCOs are able to successfully retain retirement and employee benefits under county umbrella programs. Many LAFCOs effectively use the county Treasury and Auditor services. Some LAFCOs use limited outside banking services to ensure timely payment of invoices in those cases where the Auditor cannot timely process payment.
-

LAFCO County Relationship Review and Recommendations

LAFCO County Relationship Review

Objective:

To assess and review LAFCOs' relationship with their respective counties, identifying areas of autonomy and dependence, especially in relation to financial management, administrative services, and human resources. The insights gathered will help develop recommendations for Alameda LAFCO to assess the potential benefits and challenges of increasing independence.

1. Butte LAFCO

- **Staffing:** LAFCO Employees
- **County Services:** Butte LAFCO maintains certain services such as IT and telephone communication through the county, but operates autonomously in several key areas, including payroll, which is handled by an independent provider (Paylocity).
- **Employee Benefits:** They have separated from the county CALPERS system and provide employee benefits independently through a separate CALPERS contract. However, some benefits like the Employee Assistance Program (EAP) still piggyback on the county's offerings.
- **Payroll:** Private provider, "Paylocity," at least \$2,600 cost per year.
- **Financial Independence:** Butte LAFCO has its own Tax ID number and bank account, allowing for independent financial management for a LAFCO credit card. They have adopted policies for potential outside investments.
- **Administrative Setup:** Redundant bookkeeping and independent audits ensure financial transparency. They maintain private offices but rely on county services for some IT and telecommunication functions.
- **Contractual Services Agreement:** Butte LAFCO has a longstanding contractual agreement with the County, where the County provides various services such as IT, communications, treasury, and general services at a predetermined yearly cost, paid quarterly. The arrangement is smooth and cost-effective for both parties.
- **Testimonial:** "The arrangement works smoothly and cost-effectively for both parties." — Butte County CAO Staff (Butte LAFCO notes).

2. Contra Costa LAFCO

- **Staffing:** LAFCO Employees
- **County Dependency:** Contra Costa LAFCO relies heavily on the county for payroll and employee benefits, provided through CCCERA (the county retirement system).
- **Finance:** CCLAFCO maintains accounts in the county treasury including a restricted fund for pension and benefit liability (OPEBD trust) and a general fund.

- **Office Space:** The offices are within the county building, and they use various county support services for administrative tasks. However, independent audits are conducted to ensure transparency.
- **IT & GIS:** IT services, including GIS, are handled by the county, but the LAFCO has its own financial reserves and contingency funds.
- **Legal Counsel:** LAFCO's legal counsel is provided by the County Counsel's staff (Contra Costa LAFCO notes).

3. Marin LAFCO

- **Staffing:** LAFCO Employees
- **Separation from the County:** Marin LAFCO has almost fully separated from the county, including moving to private office space. Payroll and employee benefits are managed independently, although some benefits are still provided under the county's group rates for cost efficiency.
- **Independent Financial Structure:** Marin LAFCO maintains an interest bearing account with the county treasury for reserves and has its own outside bank accounts. It maintains its own internal bookkeeping system and has an outside bookkeeper.
- **IT & Services:** IT services are outsourced to a local contractor, and GIS services are completely separate from the county but still integrate with county systems.
- **Testimonial:** "Once a year, somebody emails me asking questions about current staff, and then we later get an email with updates or changes to the benefits program. That's it." — Jason, Marin LAFCO (Marin LAFCO notes).

4. Fresno LAFCO

- **Staffing:** LAFCO Employees
- **Partial County Separation:** Fresno LAFCO has separated from many county services but retains some, including employee benefits, such as medical, dental, etc. Retirement benefits are separate and provided through Mission Square.
- **Payroll & Financial Management:** Payroll is handled by Paystub, and financial tracking is done in-house. Fresno LAFCO has several bank accounts and maintains a legal defense reserve.
- **Administrative Services:** They rely on county services for IT and meeting recording, although their website and GIS services are managed externally.
- **Minimal County Support:** Fresno LAFCO receives IT services from Fresno County but handles most other services independently, including payroll and employee benefits, through third-party vendors. The CAO's role with LAFCO is minimal (Fresno LAFCO notes).

5. El Dorado LAFCO

- **Staffing:** LAFCO Employees
- **Early Separation:** El Dorado LAFCO separated from the county in 1998-99 and transitioned to independent payroll and employee benefits management through CALPERS. They also maintain independent bank accounts.

- **Administrative Functions:** Administrative services such as bookkeeping are handled in-house, and they have their own tax ID number. Policies and procedures for personnel and financial matters are fully established and available online.
- **Finance:** ED LAFCO maintains a “place holder” fund in the county treasury for payroll and related expenses, including annual leave. It also maintains its own bank accounts. Expenses are paid by credit card.
- **Office Space:** Their offices are now located in El Dorado Hills, away from the county building.
- **Limited County Interaction:** They use independent service providers for payroll, but there is ongoing collaboration on other minor services (ED LAFCO notes).
- **Notes:** El Dorado County Auditor's office oversees/manages the payroll services provided by ED County staff to El Dorado LAFCO. El Dorado County does payroll and CALPERS for LAFCO and several special districts. ED LAFCO is entered into their system the same way as the independent special districts. El Dorado LAFCO directly pays for the payroll services on a per employee basis.

6. Orange County LAFCO

- **Staffing:** LAFCO Employees
- **Partial Independence:** Orange County LAFCO separated partially from the county in 2000. They manage administrative services in-house but still rely on the county for payroll and employee benefits.
- **Administrative Services:** Handled in-house. Only payroll services and employee benefits are provided by the County.
- **Financial Management:** They maintain outside bank accounts and use a separate chart of accounts from the county. Independent audits are conducted regularly.
- **IT & GIS Services:** IT services are managed by external contractors, and GIS services are handled internally (OC LAFCO notes).

7. San Diego LAFCO

- **Staffing:** LAFCO Employees
- **Functional Independence:** San Diego LAFCO is functionally separate from the county but benefits from cooperation and support in many areas, including employee benefits, which are managed by the county retirement system (SDCERA).
- **MOU with the County:** Their current MOU outlines the services provided by the county, but the costs are noted to be high. They maintain their own external checking account for certain payments.
- **Office Space & IT:** Their offices are privately leased, but IT services are provided by the county. San Diego LAFCO maintains GIS services through the county (San Diego notes)

8. Solano LAFCO

- **Staffing:** LAFCO Employees
 - **County Reliance:** Solano LAFCO is more reliant on county services than most, with payroll and employee benefits provided by the county. Offices are located within the county building, and LAFCO benefits from county administrative services.
 - **Financial Independence:** Solano LAFCO maintains its accounts in the county treasury but manages independent bookkeeping to verify the county's reports. They have a contingency reserve fund and other financial safeguards.
 - **IT & Services:** IT and GIS services are handled by the county, although website hosting and backup services are outsourced (Solano LAFCO notes).
-

Exploration of Alternative Service Delivery Models

The proposed hybrid models for Alameda LAFCO are inspired by structures adopted by several other LAFCOs that have successfully balanced independence with continued collaboration with their counties. The Ad Hoc MOU Committee recommends the consultant expand research and cost-analysis on each of these models for the second phase of the report.

The key features of the models include:

Model 1: Independent Staffing with County-Contracted Benefits

- **Description:** LAFCO hires its own employees but contracts with the County to provide retirement and health benefits.
- **Feasibility:** High, as it allows for continuity of benefits while gaining staffing autonomy.
- **Considerations:**
 - Negotiation of benefit rates and administrative fees.
 - Development of LAFCO-specific HR policies.

Model 2: Independent Staffing with CalPERS Benefits

- **Description:** LAFCO becomes a CalPERS member agency, offering retirement and health benefits through CalPERS.
- **Feasibility:** Moderate to high, depending on CalPERS entry requirements and costs.
- **Considerations:**
 - Potential higher costs for retirement benefits.
 - Administrative requirements for CalPERS reporting and compliance.

Model 3: Joint Powers Authority (JPA) for Benefits

- **Description:** LAFCO joins or forms a JPA to access group benefits programs.
- **Feasibility:** Moderate, requires finding or establishing a suitable JPA.

- **Considerations:**
 - Shared governance and potential loss of some control over benefits.
 - Economies of scale may reduce costs.

Model 4: Status Quo with Enhanced Autonomy

- **Description:** Maintain current MOU but renegotiate specific terms to increase operational autonomy.
- **Feasibility:** High, as it builds on existing arrangements.
- **Considerations:**
 - May not fully address desires for independence.
 - Requires County agreement on modifications.

Assessment of Potential Impacts of Increased Independence

Operations

- **Pros:**
 - Greater control over staffing decisions and organizational structure.
 - Ability to tailor policies and procedures to better fit LAFCO's specific needs.
- **Cons:**
 - Requires development of new administrative systems and processes.
 - Potential for increased administrative burden and costs.

Procurement Policies

- **Pros:**
 - Streamlined procurement processes tailored to LAFCO's operational needs.
 - Increased efficiency in contracting and vendor management.
- **Cons:**
 - Need to establish and maintain compliance with state procurement laws independently.
 - Loss of economies of scale enjoyed under County procurement.

Budget

- **Pros:**
 - Enhanced fiscal autonomy and transparency.
 - Ability to allocate resources directly in line with strategic priorities.
- **Cons:**
 - Potential for increased administrative costs due to duplication of services.
 - Necessity to develop robust financial management and auditing practices.

Relationship with Stakeholders

- **Pros:**
 - Clearer identity and branding as an independent agency.
 - Potential for stronger relationships with cities and special districts due to perceived neutrality.
 - **Cons:**
 - Risk of strained relations with the County if not managed carefully.
 - Stakeholders may be concerned about continuity and reliability during the transition.
-

Staff Recommendations for Alameda LAFCO:

1. **Adopt a Hybrid Model:** Alameda LAFCO should aim to manage its own employees, while contracting payroll and benefits with the County and retaining limited-service agreements with the County for IT or communications services.
 2. **Independent Financial Operations:** Continue to work with the County for procurement, but establish particular policies that fit with LAFCO's, or establish independent bank accounts and a Tax ID, ensuring complete financial autonomy, similar to what Butte LAFCO has done. This allows for streamlined operations and financial transparency.
 3. **Outsource Administrative Functions:** Consider third-party vendors for HR functions, as seen with El Dorado and Fresno LAFCOs, to ensure administrative independence.
 4. **MOU Reevaluation:** Assess the current MOU with the County to identify areas where services can be renegotiated or restructured. This should include the possibility of LAFCO handling retirement and health benefits through either a direct contract with ACERA, CALPERS or a JPA model.
 5. **Address Staffing Issues:** Marin and other LAFCOs have reported challenges with staffing turnover and communication within the County. Alameda LAFCO should establish clear points of contact and formalize agreements to prevent any disruption in services.
-

Timeline for Implementation:

- **Phase 1 (1-3 months):** Conduct a detailed review of the current MOU, set up consultations with HR and IT departments in the County, and begin exploring third-party vendors for payroll and HR functions.
- **Phase 2 (2-3 months):** Begin transitioning employee benefits, and IT services as outlined above. Negotiate new service agreements for any County-provided services that are essential, ensuring cost-effectiveness and operational autonomy.
- **Final Review (3-6 months):** Complete the transition and present a final review of the progress to the Commission, including any further recommendations for full independence.

Conclusion:

By following the recommendations outlined above, Alameda LAFCO can increase its independence while maintaining essential collaboration with the County. By directly managing its own staff, LAFCO can better align its personnel policies with its organizational goals and ensure more effective service delivery. The continued collaboration with Alameda County and the transition towards autonomy will streamline operations and ensure more control over internal processes, ultimately aligning with LAFCO's organizational goals and mission.

- **Appendix A:** Summary of Other LAFCOs' Organizational Structures
- **Appendix B:** Initial Migration to Become LAFCO Employer
- **Appendix C:** Financial Separation from County Treasury

REVIEW OF COMPARISON LAFCOS

THIS SECTION CONTAINS SUMMARY NOTES OF THE INDIVIDUAL LAFCOS

**Butte
Contra Costa
El Dorado
Fresno
Marin
Orange County
San Diego
Solano**

Additional Information: Placer County and Lake County

“Butte County LAFCO” Summary Notes

In June, 2001, in response to statutory changes (Hertzberg), Butte LAFCO revised their prior county funding MOU. The MOU included provisions for the county to continue most services, as a “bridge agreement” with a “nominal contract” for the Executive Officer and an independent account in the county treasury. The MOUs revisions of 2007, 2013, and 2023 document the evolutionary transition away from the county and demonstrate the sequence of separation steps. The EO provided each MOU to demonstrate the transition sequence. The 4th MOU in 2023 defines the remaining services provided by county, supports separation of payroll services and revises the cost to LAFCO.

Human resource functions, including recruitment, hiring etc. are in house. There are 4 employees (EO, Deputy EO, Management Analyst and Commission Clerk) plus contract counsel (P. Scott Browne). All employees are at will. The commission has adopted position descriptions. The EO notes that problems stemmed from county Classification-Compensation structure; it didn't fit for LAFCO staff. County staff thought they had to control. He notes "LAFCO is a separate world". The EO notes that county staff thought they had to control LAFCO, i.e. hold LAFCO staff to the same processes and standards as county staff. Personnel Policies or similar information was not found on the website.

Offices are located in private leased office space and the budget funds outside utilities costs. Copier lease is through the county for lowest cost.

Retirement and employee benefits are provided through a separate CALPERS contract. The EO notes some employee benefits, such as EAP still “piggyback” through Butte County. Banking and financial is within the county treasury using a system called “WorkDay”. There is no outside bank account, however on June 6, 2024, the commission adopted a policy and directed staff to investigate setting up an outside investment account.

Payroll is handled through a private provider, “Paylocity”, at a cost of \$2,600/year. Paylocity generates the payroll numbers and sends that data to LAFCO who in turn, prepares an ACH transfer request to the County Treasury. Treasury then wires payroll amount to Paylocity’s bank. Tax filings and deductions are processed by Paylocity. It took six months to work out payroll through the Paylocity system. The cost detail for the 24-25 budget is contained in the budget analysis of May 2, 2024.

Redundant bookkeeping and budget tracking in-house Independent audits are conducted by contract with a private firm. Butte LAFCO has its own Tax ID number. Butte LAFCO has a CalCard issued through a local bank. It is the same as county, but a separate entity for the credit card account, with no county review. The budget documents identify a contingency reserve (\$30,000) and unfunded liability reserves of \$0.

The EO notes that the crucial question when considering MOU with the county is “What is the burden to LAFCO of carrying county services”.

County CAO staff states: “Butte LAFCO, has a longstanding contractual services agreement with Butte County in which Butte County provides services from various county departments (i.e., IT, Communications, Treasury, General Service, etc.) at a predetermined per year cost to be paid quarterly by LAFCo. LAFCO budgets for these annual costs and County Administration bills LAFCO quarterly. The arrangement works well for Butte County.” The arrangement works smoothly and cost effectively for both parties.

IT services, including tech support and maintenance are via county IT staff. LAFCO pays \$1607/employee workstation. Telephone communication is through the county, costing \$127/line. Services include intranet services to log into buttecounty.net including access to Butte county data and its dependable cloud storage system. IT services are valuable connection to the county. Butte LAFCO uses an outside GIS service provider who is a retired county staff person. County allows him to access the system through a VPN on behalf of Butte LAFCO. LAFCO provides essential GIS data for the county systems, affecting numerous county departments. The county IT staff have consistently been objective and professional in all regards. Butte LAFCO uses outside web hosting and maintenance through a local web company.

Insurance is through a SDRMA for general liability, property and E&O insurance. Worker’s Comp is through county payroll services.

Additional Questions/Requests

- Check if personnel policies are available, but not web posted.
- Clarify how payroll is paid out of county treasury by the payroll service cross check and verify county auditor services.

“Contra Costa County LAFCO” Summary Notes

Contra Costa LAFCO administration relies on Contra Costa LAFCO for most services. There are 2 employees (EO and clerk) plus contract planning services from Yuba Planning and contract staff for MSR and special studies. Legal counsel is provided by an assigned attorney from the County Counsel’s staff.

All employees are at will and are also county employees. They update the employee benefit plan almost annually; the December 2023 recent update was provided. The EO states: LAFCO employees don’t have a MOU or contract. I serve at the pleasure of the Commissioners and all other LAFCO employees serve at the pleasure of the LAFCO Executive Officer. All LAFCO employees can be fired without cause. The CAO has no direct role with LAFCO.” In a separate comment she notes “pay adjustments are up to LAFCO. We report any pay adjustments to County Personnel and County Auditor”.

Offices are located in the county building and LAFCO pays rent for office space. Administrative services are purchased and handled primarily by county support departments. Payroll services and employee benefits are provided by Contra Costa County. Personnel policies are to be developed, as shown on the website. Retirement is provided by CCCERA, the county employees retirement system.

Bookkeeping is through the county Auditor. Independent audits are conducted annually by adopted policy through a contract with a private firm. CCLAFCO budget uses reference numbers that likely reflect the county chart of accounts, and the budget is likely entered into the county financial system annually.

CCLAFCO maintains accounts in the county treasury including a restricted fund for pension and benefit liability (OPEB trust) and a general fund. The commission budgets an annual contribution to these funds. A contingency reserve is budgeted annually at 10% of operating expense. General fund balance was estimated to exceed \$800,000 end of FY 23-24. Some financial policies have been adopted, such as some internal controls, fraud, etc. County financial procedures are followed which ensures an additional level of control.

IT services, including website, internet and intranet, tech support & maintenance, data storage, etc., are through the county, with LAFCO paying for all services. LAFCO uses and pays for GIS services through the county.

Insurance is noted as through SDRMA for general liability, property and E&O insurance. Worker’s Comp is through county payroll services.

Additional Questions/Requests:

- Are LAFCO staff on the County personnel allocation? County keeps LAFCO job descriptions?
- Tax ID number

“El Dorado LAFCO” Summary Notes

El Dorado LAFCO separated from the county in 1998-99, before the Hertzberg changes chaptered in 2000. The separation took about 6 months and was challenging because of political tensions between elected county department heads, the board of supervisors and the commission. There are 2 employees (EO, and the assistant EO) plus contract legal counsel by BB&K. All employees are at will. At the time of separation, the EO and commission clerk waived their civil service status and union membership.

Offices are located in private rented office space, originally in Placerville about 1 mile from the county building. However, EDLAFCO has recently moved its offices to El Dorado Hills about 20-30 minutes from the county admin building.

Most administrative services are handled in house or with contractors. Payroll services and employee benefits are provided by through El Dorado County, but were originally handled through private payroll companies, with errors and problems with each of those firms. LAFCO employees are not listed on the County Personnel Allocation and are employees of LAFCO. Originally, LAFCO staff remained on the county CALPERS retirement program, but by 2006, it became clear that CLAPERS would require a separate account. Since 2013, CALPERS retirement benefits are through a separate agency designation and account for LAFCO, consistent with CALPERS regulations.

ED LAFCO maintains a “place holder” fund in the county treasury for payroll and related expenses, including annual leave. It also maintains its own outside bank accounts (Umpqua Bank), including a checking account for 6-12 months of operating expenses. Expenses are paid by credit card (see below) or ACH.

They hold a money market fund and an account with CalTrust Long Term investment. The EO notes that they have a credit card but it is issued in the name of, and secured by, the EO personally. They have never been able to get a business credit card, but may resume the effort to do so.

Bookkeeping is in-house. Independent audits are conducted by contract with a private firm and are available on the website. EDLAFCO has its own Tax ID number.

The budget posted on line identifies emergency reserves and an operating contingency.

Policies and procedures for personnel/HR and related matters have been adopted and seem comprehensive. Financial policies, including internal controls, investment policies, etc. have been adopted. All are available on the website.

The website author is listed by EDLAFCO Streamline.

IT services, including tech support and maintenance are via an outside contractor. Records archiving and storage is in house, with all LAFCO records digitized.

Insurance for general liability, property and E&O insurance is secured through SDRMA. Worker's Comp is through county payroll services.

The commission has a MOU/contract for the Executive Officer, employee position descriptions are on the website. EDLAFCO does its own recruitment with the county offering to publish openings.

Additional Questions/Requests

- Check if they pay the county an admin fee for those payroll services.
- Ask about any difficulties setting up original bank accounts.
- Check for web maintenance - outside contractor?
- Check if ED LAFCO pays for intranet services for access to County data
- Recheck with Shiva if outside bookkeeping service verifies in house bookkeeping
- Check if they have separate chart of accounts or still use county sub-object accounting.
- Ask about GIS; who maintains the base map layers; does LAFCO data go into a central system/geohub

“Fresno LAFCO” Summary Notes

Fresno LAFCO administration relies on some Fresno county services but has substantially separated administration. There are 5 employees shown on the website with one vacancy (EO, 3 analyst positions, one vacancy and commission clerk) Legal counsel is provided by a local firm specializing in local government, Baker, Mannic & Jensen. All employees are at-will and employed by Fresno LAFCO. LAFCO has adopted an employee handbook specifying policies governing their staff. Employee benefits are noted on data from Alameda LAFCO to be provided by San Joaquin Valley Insurance Authority, however, Fresno LAFCO staff states they have medical, dental, etc. through the county. Retirement benefits are through Mission Square (formerly ICME).

Offices are located in private leased office space. Fresno LAFCO moved in 2023 for larger office space within the same building. They sought office space within the county building, but nothing was available. Janitorial maintenance and utilities are included in their lease. LAFCO leases a copier through the county. While the copier is not in the MOU, they state that they “lucked out as the county had an extra copier with remaining lease time” and made that available for them.

Administrative and financial services are handled in-house. Payroll services are reliably provided by a payroll service “Paystub”, and have been for a long time. Leave accruals are specified by policy and managed within payroll services. Bookkeeping, budget reports and tracking is done in-house with Quickbooks. Independent audits are conducted biannually through a contract with a private CPA firm.

Fresno LAFCO maintains accounts in a local bank and is in the process of shifting to Live Oak Bank for a better interest rate (electronic banking, on the east coast). They have several accounts, including a legal defense reserve.

Financial and accounting procedures have been adopted with internal controls. Fresno LAFCO has a debit card through its bank account, issued in the EO’s name. They do not have a credit card.

IT services, including internet and intranet, tech support & maintenance, software licenses and data storage, etc., are provided by the county. Fresno LAFCO staff note that the county IT staff “are super-stars”. Web hosting is via Streamline. Staff update and maintain the website in-house. Meeting recording is through the county for a limited time (LAFCO meets in the BoS chambers), and audio is posted to the website and stored permanently there. LAFCO retains a redundant meeting back up recording.

GIS services are through the county, which maintains Shapefiles and a hub for GIS data.

Insurance is through SDRMA for general liability, property, workers’ compensation and E&O insurance. Fresno LAFCO switched from Aliant/Hartford to SDRMA, possibly for better coverage at lower price.

Additional Questions and requests:

- Additional details and the office lease will be emailed.
- Fresno LAFCO budget details have been requested as only the overview is available on the website.
- Tax ID number?
- Check for pension and benefit liability (OPEB trust). or other specified reserve funds identified in budget.
- Check for operating contingency
- Check the county MOU

“Marin County LAFCO” Summary Notes

Marin LAFCO separated is almost fully from Marin county. The EO explains that the county “kicked us out” following their implementation of a new county system. There are 3 employees (EO, deputy EO and Clerk-Jr. Analyst) plus contract counsel by BB&K. All employees are at will under policies defined in the comprehensive Personnel Handbook, which is available on line.

Offices are located in private rented office space. Post-Covid, less office space was needed by Marin LAFCO (same as El Dorado LAFCO) and they moved out of larger shared office space. Utilities and janitorial services are included in the lease. There are no equipment leases (copier) and the office is virtually paperless.

Administrative services are handled in house. Retirement and all employee benefits are provided by Marin County, with LAFCO as a separate sub account, fully paying the cost of benefits. The EO notes that LAFCO receives better rates for benefits through the county group programs. The EO explains “Once a year somebody (from county) emails me asking questions about current staff and then we later get an email with updates or changes to the benefits program and that is it.”

Recruitment and hiring are handled in-house. Marin LAFCO initially used ADP for payroll but had problems. They then switched to “Paychecks”, an alternate payroll service. Deferred compensation accounts are with SEP Nationwide. There is no EAP benefit. The EO reports that the local assemblyman was needed to help set up the SDI with EDD. Retirement is provided by MCERA, the county employees retirement system.

Marin LAFCO maintains an interest bearing account with the county treasury for reserves and its own outside bank accounts (Bank of Marin) and has a long-term account in treasuries. The EO recommends shopping carefully for banking services as all banks are insured to hold government agency accounts. Bank of America and Wells Fargo were not optimum banks for Marin LAFCO. Payables are mainly handled through AutoPay on the Bank of Marin account. Marin LAFCO has an outside bookkeeper who also does bookkeeping for several special districts. They maintain internal Quickbook accounts.

Independent audits are conducted by contract with a private firm. Marin LAFCO has its own Tax ID number. Policies for internal controls and financial matters have been adopted and are available on the website.

The most recent budget available on the website (FY23-24) shows a general reserve fund (25% of total expenses), a consultant reserve, and a technology replacement reserve. Reserves for unfunded liabilities and legal defense are not shown in the budget.

Website is through Streamline, a benefit of CSDA membership, which has ADA compliance. Meetings are recorded by the local public TV station and are uploaded to the

web via a Marin LAFCO U-tube channel. A link to the video is posted to the LAFCO website.

IT services, including tech support and maintenance are via a local outside contractor, Marin Tech. Records back-up is on the cloud per the contract with Marin Tech. Marin LAFCO uses an outside GIS service provider and is completely separate, but is part of the Marin County map system and integrates with the county. The EO notes costs were \$14K to set up and \$2K/yr to maintain.

Insurance is through SDRMA for general liability, property and E&O insurance.

Additional Questions and Requests:

- Check date MLAFCO was “kicked out” by county
- Check if credit card through Bank of Marin
- Check if additional reserve amounts are in count treasury; couldn’t tell from the Audit)
- Check how items are added to the website.
- Check how Worker’s Comp is paid.

“Orange County LAFCO” Summary Notes

Orange LAFCO separated partially from the county in 2000, following the Hertzberg changes chaptered at that time. The separation effort is noted to have taken about 2 years. There are 4 employees (EO, two analysts and office manager-clerk) plus contract counsel by BB&K. The EO stresses the importance of having outside counsel. All employees are at will.

Offices are located in private rented office space. OLAFCO can pull the lease from records if needed.

Administrative services are handled in house. Only payroll services and employee benefits are provided by Orange County. OLAFCO maintains an account in the county treasury for the purposes of payroll and related charges. Retirement is provided by OCERA, the county employees retirement system.

OLAFCO maintains a fund in the county treasury for payroll related expenses and pays the county an admin fee for those services. It also maintains its own outside bank accounts (Wells Fargo), LAIF account, OC Fund, an investment account, and PARS (trust account for pension liability).

Bookkeeping is in-house, supplemented with private Eide-Bailey services. Independent audits are conducted by contract with a private firm. OCLAFCO has its own Tax ID number and uses it's own separate chart of accounts.

The budget documents identify contingency reserve, reserves for litigation, and unfunded liability reserves.

Policies and procedures for HR and financial related matters have been adopted, are comprehensive and are available on the website.

The transparency and user interface for website information is excellent. The website author is listed by Orange LAFCO as Chase Design, and the budget narrative notes that ongoing maintenance is provided by an outside contractor.

IT services, including tech support and maintenance are via an outside contractor. Internet and business electronic devices including leasing are also via an outside contractor. OC LAFCO pays for intranet services for access to County of Orange data and also purchases records archiving and storage. OCLAFCO uses an outside GIS service provider and does all GIS work in-house. It is likely that the county or other agency maintains centralized data layers shared among all users.

Insurance is through a JPA (JPRIMA) for general liability, property and E&O insurance. Worker's Comp is through county payroll services.

The commission has a MOU for the Executive Officer, commission approved position descriptions and salary ranges are on the website. Orange LAFCO has used an outside consultant for recruitment services, a salary comparison study and recommendations to the commission. EO notes that the County has attempted to veto salary increases.

Additional Questions and Requests:

- Check with county Planning to confirm GIS central date or Geohub

Note that the Orange LAFCO web site was so user-friendly, I found everything there, mostly in their Transparency section, with a few email questions to Carolyn. What an efficiency.

“San Diego County LAFCO” Summary Notes

San Diego LAFCO is functionally separate from San Diego county. There are 7 employees listed on the website. (EO, Assistant EO, three analysts, GIS/IT analyst and commission clerk) plus contract counsel by Colantuono, Highsmith & Whatley. The budget provides for 8 employees. All employees of SDLAFCO are listed on the internal county personnel allocation, but do not show up on the public facing list. LAFCO appoints the EO; the sets classifications and pay ranges for all employees. The county then accepts the classifications and pay ranges into its system. There is no additional county approval or sign off. When LAFCO created new positions, HR never objected. LAFCO complies with the procedures necessary for county processing, i.e. “jumps through the hoops”. All employee benefits and retirement (SDCERA) programs are provided by the county.

The EO notes “ SD County benevolently allows LAFCO participation; no one has questioned it. LAFCO has a history of ‘going with the flow’ at county.”

Administrative services are handled by the county under a general spirit of cooperation and good will and have been for many years. The MOU was most recently revised in 2020. An initial, vaguely written MOU in 1974 was updated in 1994 to specify that county benefits would be provided to LAFCO staff. Until the 1990’s, when an administrative clean up was undertaken (Jane Merrill and Mike Ott), LAFCO was considered a county department with direct oversight by the CAO. In 2020, a more comprehensive MOU was approved by county and LAFCO. This current MOU details the services provided by the county and the obligations of LAFCO to pay for those services. The current EO notes the cost of county services is very high (“obscene”) and estimates the total cost to be about \$150,000/year, representing the majority of annual operating expense. All three MOU documents were provided by SDLAFCO and the 2020 MOU may be a good example/model for Alameda LAFCO to review.

SDLAFCO funds are primarily in the county treasury. An outside credit union checking account is maintained to pay one-time vendors and expedite payments when needed and bookkeeping for that account is done in house. An outside bookkeeper reconciles both accounts quarterly. SDLAFCO has a separate procurement process with no county sign off. The convention has consistently been that LAFCO staff actions authorized by the commission are recognized by the county and are not subject to redundant county internal supervision/oversight. An annual independent audit by an outside contractor is conducted and these are available on the website.

The budget materials identify fund balance (\$800K). Reserves are shown as a line item titled “...Stabilization” at \$250K. Bonded debt for (OPED) post-retirement employee benefits and associated debt service are also shown in the budget.

Policies and procedures for HR and financial related matters are not found on the website. County financial procedures are followed which ensures an additional level of internal control and an outside bookkeeper reconciles accounts quarterly.

Offices are located in privately leased office space, where the EO notes that IT charged \$90K to set up computers. There is full shared access to the county intranet systems. A county vehicle is assigned to LAFCO, with associated costs paid to the county and a car allowance is provided to the EO.

IT services, computers/equipment rental, internet and intranet, tech support & maintenance, data storage, etc., are through the county, with LAFCO paying for all services. LAFCO uses and pays for GIS services through the county. Website is by Granicus.

Insurance is through Aliant for general liability, property and E&O insurance. Worker's Comp is through county payroll services.

Additional Questions and Requests:

- Check if there is a contract for EO and

“Solano County LAFCO” Summary Notes

Solano LAFCO administration relies on Solano county for most services. There are 6 employees (EO, Deputy EO, analyst, project specialist, one vacancy and office administrator/clerk) Legal counsel is provided by Best, Best & Kreiger. All employees are at-will and employed by Solano LAFCO. LAFCO has adopted a Personnel and Salary Resolution. Employee benefits are provided by several sources: CALPERS for medical, retirement and deferred compensation; County for dental; SDRMA for vision, disability and EAP. There is a general MOU plus separate agreements with county departments for services

Offices are located within the county building and LAFCO pays rent to lease office space. Utilities and janitorial services included in the lease agreement. The EO notes there are significant advantages to being located in county space.

Administrative and financial services are purchased and handled primarily by county support departments. Payroll services are provided by Solano County through the Auditor’s office. Leave accruals are managed with payroll services. Bookkeeping, budget reports and tracking is done in-house to augment and verify the county Auditor. Independent audits are conducted through a contract with a private firm. Solano LAFCO budget uses reference numbers that likely reflect the county chart of accounts to allow the budget to be entered into the county financial system annually.

Solano LAFCO maintains accounts in the county treasury including the general fund. It has its own Tax ID number.

A reserve is budgeted and appropriated annually at 20% of operating expense. General fund balance was estimated to be about \$600K at the end of FY 23-24.

Some financial policies have been adopted for internal controls, fraud, etc. County financial procedures are followed, which ensures an additional level of internal controls. Solano LAFCO has a separate CalCard account, but under the county’s master account. The MOU for Auditor services was approved May 16, 2024.

IT services, including internet and intranet, tech support & maintenance, software licenses and data storage, etc., are through the county, with LAFCO paying for all services. Web hosting is via contract with Proudcity. Data back up is through Dropbox. Meeting recording is through Soundcloud. LAFCO uses and pays for GIS services through the county, with internal staff augmenting county GIS staff.

Insurance is through SDRMA for general liability, property, workers’ compensation and E&O insurance.

Additional Questions and Requests: Is there a pension and benefit liability (OPEB trust). Check if legal defense or other funds identified.

ADDITIONAL INFORMATION
“Placer County LAFCO”
Abbreviated Summary Notes
See also Document Appendix

Placer LAFCO administration relies on Placer County for almost all services. There are 2 employees (EO, and office administrator/clerk). All employees of LAFCO are functionally county employees and historically were assigned a county position classification in the county’s Schedule of Classifications and Compensation Ordinance. When LAFCO approved a new salary for the Executive Officer, the county reviewed the action and eventually modified the Schedule of Classifications and Compensation Ordinance to add the new change. Documents related to the ordinance change are included in the Appendix

All employee benefits are provided by the county.

Offices are located within the Air Resources Board Building in Auburn. LAFCO pays rent to lease office space.

All administrative and financial services are purchased and handled primarily by county support departments. Payroll services are provided by Placer County through the Auditor’s office. Leave accruals are managed with payroll services.

Independent audits are conducted through a contract with a private firm.

Placer LAFCO maintains all its accounts in the county treasury including the general fund.

IT services, including internet and intranet, tech support & maintenance, software licenses and data storage, etc., are through the county, with LAFCO paying for all services.

See appendix for Board of Supervisor documents related to salary scale change within the county Schedule of Classifications and Compensation Ordinance.

“Placer County LAFCO”
No Summary Notes; see Documents Appendix

Alameda LAFCO Initial Migration to Become Employer

1. Formally communicate to the county of LAFCO's intent to terminate or modify the MOU.
2. Adopt a LAFCO resolution establishing itself as an employer.
3. Designate LAFCO employees as "at will" employees of the commission.
4. Secure an acknowledgement and agreement with each employee of changed status, i.e. no longer civil service, not part of county employee union, etc.
5. Develop and adopt personnel policies, an employee handbook or equivalent as approved by commission. (Models available from other LAFCOs or hire an HR consultant.) Consider providing that county policies will be the default initially as administered by LAFCO, and until new LAFCO policies are developed.
6. Approve EO contract/agreement with the commission, with EO job description included. Note: good models available from several other LAFCOs.
7. Establish the personnel allocation or equivalent listing of LAFCO employees as authorized by the commission.
8. Designate and approve pay rates or pay scale for each position (consider initially defaulting to existing salaries).
9. Establish a payroll system or mechanism for tax, pension, 1099's, SDI, leave accruals, etc. (consider a contract with private payroll service, county or an alternative agency. Note Lake LAFCO contracts with a city).
10. Set up accounts for pension benefits. Consider contracting with county for ACERA or a separate LAFCO account with CALPERS.
11. Set up accounts for employee benefit programs. (various examples available as noted by other LAFCOs; consider contracting through county or piggyback with another government agency).
12. Buy worker's compensation insurance (e.g. through SDRMA, other insurance provider, or a contract to piggyback with another government agency).
13. Obtain a separate Tax ID number (may be needed for payroll, check with legal).

Alameda LAFCO Initial Financial Separation from County Treasury

1. Secure a separate Tax ID number.
2. Open an initial separate bank account, likely a checking account. Request initial funds (a check) from county treasury to establish that account. Seek a financial institution that is government agency capable (see Marin LAFCO notes). Consider banks used by cities or districts.
3. Order LAFCO funds be removed from County Treasury and transferred to the separate account or accounts by resolution of the commission. Consider leaving residual or temporary funds in the county treasury to account for unpaid claims, etc. Consider retaining a holding account for receiving agency payments collected annually by the county auditor (§56381).
4. Contract with an outside CPA/bookkeeping firm to assist with start up procedures, provide ongoing assistance, and ensure compliance with laws and best accounting practices, etc.
5. Develop financial policies including a bookkeeping system, internal controls, procedures for payables/receivables, etc. (good models available from other LAFCOs).
6. Assess the appropriate time to secure outside liability insurance services (SDRMA or alternative).



LAFCO

Alameda Local Agency Formation Commission

AGENDA REPORT

October 11, 2024

Item No. 8

TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer

SUBJECT: **Audit Report for FY 2022-2023**

The Alameda Local Agency Formation Commission (LAFCO) will receive an audit report on financial statements issued for fiscal year 2022-2023. The audit has been prepared by O'Connor & Company and concludes tested transactions were accompanied by sufficient documentation with no material identified. The audited fund balance as of June 30, 2023 finished at \$597,244 and reflects a year end change of (\$493,155) from the prior fiscal year. The audit report and accompanying management letter are being presented to the Commission to formally accept and file as well as provide direction to staff on related matters going forward.

Background

At the Commission's May 11, 2023 regular meeting, Alameda LAFCO entered into an agreement with O'Connor & Company to prepare an independent audit for the fiscal year 2022-2023.

Alameda LAFCO's financial transactions are managed by the County Auditor-Controller's Office. These support services are formally provided through a Memorandum of Understanding with the County of Alameda. LAFCO accounts are maintained through the County's ALCOLINK software system. Transactions within the account are maintained and reconciled by the County Auditor. Financial records are separate, excluded from the County's external auditing process, and overseen by the LAFCO Executive Officer.

Discussion

This item is for Alameda LAFCO to receive an independent audit report prepared by O'Connor & Company on the financial statements prepared by staff for fiscal year 2022-2023. The report is part of the adopted work plan and accompanied by a management letter addressed to the Commission summarizing O'Connor & Company's findings with respect to compliance and internal controls. An outline of key items from the report follows and further detailed in the management letter included in the report with one noted recommendation to the Commission.

- Alameda LAFCO finished on June 30, 2023, with a net position of \$597,244.

Administrative Office

Rachel Jones, Executive Officer
 224 West Winton Avenue, Suite 110
 Hayward, California 94544
 T: 510.670.6267
www.alamedalafco.org

Nate Miley, Regular
 County of Alameda

David Haubert, Regular
 County of Alameda

Lena Tam, Alternate
 County of Alameda

Karla Brown, Chair
 City of Pleasanton

John Marchand, Regular
 City of Livermore

Michael McCriston, Alt.
 City of Dublin

Ralph Johnson, Regular
 Castro Valley Sanitary District

Mariellen Faria, Regular
 Eden Township Healthcare District

Georgian Vonheeder-Leopold, Alternate
 Dublin San Ramon Services District

Sblend Sblendorio, Regular
 Public Member

Bob Woerner, Alternate
 Public Member

- There is no indicators, information, or data that LAFCO will not be able to pay its bills in a timely manner.
- The management letter notes that LAFCO does not have formal policy for accounting leases and IT subscription arrangements based on GASB 87 & 96 guidance.
- It is recommended that LAFCO consider finalizing a capitalization policy for lease and IT subscription liabilities and the right to use assets over \$40,000.
- It is recommended that keeping lease terms month to month or as annual leases when possible.

Analysis

The independent audit and accompanying management letter from O'Connor & Company affirmatively attest Alameda LAFCO's financial statements accurately reflect the Commission's financial position as of June 30, 2024. It also attests LAFCO's accounting practices are good with no material weaknesses and/or omissions were identified.

Alternatives for Action

The following alternatives are available to the Commission:

Alternative One (Recommended):

Accept and file the audit report and accompanying management letter for fiscal year 2022-2023 with any related direction going forward.

Alternative Two:

Continue consideration of the report to a future meeting and provide direction to staff for additional information as needed.

Recommendation

It is recommended the Commission proceed with Alternative Action One.

Procedures

This item has been placed on Alameda LAFCO's agenda as part of the business calendar. The following procedures are recommended in consideration of this item:

1. Receive verbal presentation from staff unless waived.
2. Invite any comments from the public

3. Provide feedback on the item as needed.

Respectfully,

A handwritten signature in blue ink, appearing to read "Rachel Jones", with a long horizontal flourish extending to the right.

Rachel Jones
Executive Officer

Attachments:

1. O'Connor & Company Audit Management Letter
2. Audit Report for FY 2022-2023

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DRAFT

9/17/2024

To be used only for management discussion purposes; engagement is incomplete; this draft is subject to final review and possible revision. **Report/Letter date is TENTATIVE-TBD**

**ALAMEDA LOCAL AGENCY FORMATION
COMMISSION**

**BOARD OF COMMISSIONERS & MANAGEMENT
REPORT**

**For the Year Ended
JUNE 30, 2023**

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DRAFT

Commissioners
Alameda Local Agency Formation Commission
Hayward, California

In planning and performing our audit of the basic financial statements of Alameda Local Agency Formation Commission (LAFCo) for the fiscal year ended June 30, 2023, in accordance with auditing standards generally accepted in the United States of America, we considered Alameda Local Agency Formation Commission's internal control over financial reporting as a basis for designing our auditing procedures for the purpose of expressing our opinion on the basic financial statements but not for the purpose of expressing an opinion on the effectiveness of Alameda Local Agency Formation Commission's internal control.

A deficiency in internal control exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct misstatements, on a timely basis. A *material weakness* is a deficiency, or a combination of deficiencies, in internal control, such that there is a reasonable possibility that a material misstatement of the entity's financial statements will not be prevented, or detected and corrected, on a timely basis. A *significant deficiency* is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention by those charged with governance.

Our consideration of internal control was for the limited purpose described in the first paragraph of this section and was not designed to identify all deficiencies in internal control that might be material weaknesses or significant deficiencies. Given these limitations, during our audit we did not identify any deficiencies in internal control that we consider to be material weaknesses. However, material weaknesses or significant deficiencies may exist that were not identified.

During our audit, we noted certain matters involving internal controls and other operational matters that are presented for your consideration in this report. We will review the status of these comments during our next engagement. Our comments and recommendations, all of which have been discussed with appropriate members of management, are not intended to be all-inclusive, but rather represent those matters that we considered worthy of your consideration. Our comments and recommendations are submitted as constructive suggestions to assist you in strengthening controls and procedures; they are not intended to reflect on the honesty or integrity of any employee. We will be pleased to discuss these comments in further detail at your convenience, to perform any additional study of these matters, or to assist Alameda Local Agency Formation Commission in implementing the recommendations.

This report is intended solely for the information and use of management, the Commissioners, and officials of the federal and state grantor agencies and should not be used by anyone other than these specified parties.

We thank Alameda Local Agency Formation Commission's staff for its cooperation during our audit.

O'Connor & Company

Novato, California

Commissioners
Alameda Local Agency Formation Commission
Hayward, California

We have audited the basic financial statements of the governmental activities and major fund of Alameda Local Agency Formation Commission (LAFCo) for the year ended June 30, 2023. Professional standards require that we provide you with the following information related to our audit.

Our Responsibility under U.S. Generally Accepted Auditing Standards

As stated in our engagement letter dated August 23, 2023, our responsibility, as described by professional standards, is to plan and perform our audit to obtain reasonable, but not absolute, assurance that the financial statements are free of material misstatement and are fairly presented in accordance with U.S. generally accepted accounting principles. Because an audit is designed to provide reasonable, but not absolute assurance and because we did not perform a detailed examination of all transactions, there is a risk that material misstatements may exist and not be detected by us.

As part of our audit, we considered the internal control of LAFCo. Such considerations were solely for the purpose of determining our audit procedures and not to provide any assurance concerning such internal control.

Qualitative Aspects of Accounting Practices

Management is responsible for the selection and use of appropriate accounting policies. In accordance with the terms of our engagement letter, we will advise management about the appropriateness of accounting policies and their application. The significant accounting policies used by Alameda Local Agency Formation Commission are described in Note 2 to the basic financial statements. No new accounting policies were adopted, and the application of existing policies was not changed during the year. We noted no transactions entered by Alameda Local Agency Formation Commission during the year for which there is a lack of authoritative guidance or consensus. There are no significant transactions that have been recognized in the basic financial statements in a different period than when the transaction occurred.

The following pronouncements became effective, but did not have a material effect on the financial statements:

GASB 91 – Conduit Debt Obligations
GASB 94 – Public-Private and Public-Public and Availability Payment Arrangements
GASB 93 – Omnibus 2022, paragraphs 11-25
GASB 96 – Information Technology Subscription Arrangements
GASB 87 – Leases

Accounting estimates are an integral part of the financial statements prepared by management and are based on management's knowledge and experience about past and current events and assumptions about future events. Certain accounting estimates are particularly sensitive because of their significance to the financial statements and because of the possibility that future events affecting them may differ significantly from those expected. We evaluated the key factors and assumptions used to develop the accounting estimates in determining that they are reasonable in relation to the financial statements taken as a whole. The most sensitive estimate(s) affecting the financial statements were:

- Fair value of investments and financial instruments.

We identified the following significant risk(s) of material misstatement as part of our audit planning: management override of controls, improper revenue recognition, and unallowable and fraudulent expenses.

Disclosures

The financial statement disclosures are neutral, consistent, and clear.

Difficulties Encountered in Performing the Audit

We encountered no significant difficulties in dealing with management in performing and completing our audit.

Corrected and Uncorrected Misstatements (Audit Adjustments)

Professional standards require us to accumulate all known and likely misstatements identified during the audit, other than those that are trivial, and communicate them to the appropriate level of management. Management has corrected all such misstatements. In addition, the 2 adjustments detected because of audit procedures and corrected by management were material, either individually or in aggregate, to the financial statements taken as a whole.

Disagreements with Management

For purposes of this letter, professional standards define a disagreement with management as a financial accounting, reporting, or auditing matter, whether or not resolved to our satisfaction, that could be significant to the financial statements or the auditors' report. We are pleased to report that no such disagreements arose during our audit.

Management Representations

We have requested certain representations from management that are included in the management representation letter dated [DATE].

Management Consultations with Other Independent Accountants

In some cases, management may decide to consult with other accountants about auditing and accounting matters, like obtaining a "second opinion" on certain situations. If a consultation involves application of an accounting principle to LAFCo's financial statements or a determination of the type of auditor's opinion that may be expressed on those statements, our professional standards require the consulting accountant to check with us to determine that the consultant has all the relevant facts. To our knowledge, there were no such consultations with other accountants.

Other Audit Findings or Issues

We generally discuss a variety of matters, including the application of accounting principles and auditing standards, with management each year prior to retention as LAFCo's auditors. However, these discussions occurred in the normal course of our professional relationship and our responses were not a condition to our retention.

Other Matters

We applied certain limited procedures to Management's Discussion and Analysis and the Schedule of Revenues, Expenditures and Changes in Fund Balance - Budget and Actual - General Fund, which are required supplementary information (RSI) that supplements the basic financial statements. Our procedures consisted of inquiries of management regarding the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We did not audit the RSI and do not express an opinion or provide any assurance on the RSI.

This report is intended solely for the information and use of management and the Board of Commissioners of Alameda Local Agency Formation Commission and others within the organization, and is not intended to be, and should not be, used by anyone other than these specified parties.

Alameda Local Agency Formation Commission
BOARD OF COMMISSIONERS & MANAGEMENT REPORT
For the Year Ended June 30, 2023

Current Year Observations

1) Written Lease IT Subscription Arrangements Policy Based on GASB 87 & 96 Guidance

Observation:

During our audit, we noted that Alameda Local Agency Formation Commission (LAFCo) does not have a formal policy for accounting for leases and IT subscription arrangements based on GASB 87 & 96 guidance. This policy would document LAFCo's internal controls and processes in determining whether GASB 87 & 96 guidance applies to potential lease and IT subscription arrangements and capitalization thresholds. This policy would also outline the procedures for estimating and recording lease and right to use asset entries.

Recommendation:

We recommend Alameda Local Agency Formation Commission consider formalizing a capitalization policy for lease and IT subscription liabilities and the right to use assets over \$40,000. We also recommend keeping lease terms month to month or as annual leases whenever possible.

Prior Year Observations

Nothing came to our attention.

DRAFT

DRAFT

10/3/2024

To be used only for management discussion purposes; engagement is incomplete; this draft is subject to final review and possible revision. **Report/Letter date is TENTATIVE-TBD**

**ALAMEDA LOCAL AGENCY
FORMATION COMMISSION**

HAYWARD, CALIFORNIA

ANNUAL FINANCIAL REPORT

JUNE 30, 2023

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INDEPENDENT AUDITORS' REPORT

Commissioners
Alameda Local Agency Formation Commission
Hayward, California

Report on the Financial Statements

Opinions

We have audited the accompanying financial statements of the governmental activities and the major fund of the Alameda Local Agency Formation Commission as of and for the year ended June 30, 2023, and the related notes to the financial statements, which collectively comprise Alameda Local Agency Formation Commission's basic financial statements as listed in the table of contents.

In our opinion, the financial statements referred to above present fairly, in all material respects, the respective financial position of the governmental activities and the major fund of Alameda Local Agency Formation Commission, as of June 30, 2023, and the respective changes in financial position for the year then ended in accordance with accounting principles generally accepted in the United States of America.

Basis for Opinions

We conducted our audit in accordance with auditing standards generally accepted in the United States of America. Our responsibilities under those standards are further described in the Auditor's Responsibilities for the Audit of the Financial Statements section of our report. We are required to be independent of Alameda Local Agency Formation Commission, and to meet our other ethical responsibilities, in accordance with the relevant ethical requirements relating to our audit. We believe that the audit evidence we have obtained is sufficient and appropriate to provide a basis for our audit opinions.

Responsibilities of Management for the Financial Statements

Management is responsible for the preparation and fair presentation of the financial statements in accordance with accounting principles generally accepted in the United States of America, and for the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error. In preparing the financial statements, management is required to evaluate whether there are conditions or events, considered in the aggregate, that raise substantial doubt about Alameda Local Agency Formation Commission's ability to continue as a going concern for twelve months beyond the financial statement date, including any currently known information that may raise substantial doubt shortly thereafter.

Auditor's Responsibilities for the Audit of the Financial Statements

Our objectives are to obtain reasonable assurance about whether the financial statements as a whole are free from material misstatement, whether due to fraud or error, and to issue an auditor's report that includes our opinions. Reasonable assurance is a high level of assurance but is not absolute assurance and therefore is not a guarantee that an audit conducted in accordance with auditing standards generally accepted in the United States of America will always detect a material misstatement when it exists. The risk of not detecting a material misstatement resulting from fraud is higher than for one resulting from error, as fraud may involve collusion, forgery, intentional omissions, misrepresentations, or the override of internal controls.

Misstatements are considered material if there is a substantial likelihood that, individually or in the aggregate, they would influence the judgment made by a reasonable user based on the financial statements.

In performing an audit in accordance with auditing standards generally accepted in the United States of America, we:

- Exercise professional judgment and maintain professional skepticism throughout the audit.
- Identify and assess the risks of material misstatement of the financial statements, whether due to fraud or error, and design and perform audit procedures responsive to those risks. Such procedures include examining, on a test basis, evidence regarding the amounts and disclosures in the financial statements.
- Obtain an understanding of internal control relevant to the audit in order to design audit procedures that are appropriate in the circumstances, but not for the purpose of expressing an opinion on the effectiveness of Alameda Local Agency Formation Commission's internal control. Accordingly, no such opinion is expressed.
- Evaluate the appropriateness of accounting policies used and the reasonableness of significant accounting estimates made by management, as well as evaluate the overall presentation of the financial statements.
- Conclude whether, in our judgment, there are conditions or events, considered in the aggregate, that raise substantial doubt about Alameda Local Agency Formation Commission's ability to continue as a going concern for a reasonable period of time.

We are required to communicate with those charged with governance regarding, among other matters, the planned scope and timing of the audit, significant audit findings, and certain internal control-related matters that we identified during the audit.

Other Matters

Required Supplementary Information

Accounting principles generally accepted in the United States of America require that the Management's Discussion and Analysis (pages 3-5) and the required supplementary information (page 17), which follows this report letter, be presented to supplement the basic financial statements. Such information, although not a part of the basic financial statements, is required by the Governmental Accounting Standards Board, who considers it to be an essential part of financial reporting for placing the basic financial statements in an appropriate operational, economic, or historical context.

We have applied certain limited procedures to the required supplementary information in accordance with auditing standards generally accepted in the United States of America, which consisted of inquiries of management about the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We do not express an opinion or provide any assurance on the information because the limited procedures do not provide us with sufficient evidence to express an opinion or provide any assurance.

O'Connor & Company

Novato, California

Alameda Local Agency Formation Commission
MANAGEMENT'S DISCUSSION AND ANALYSIS
June 30, 2023

This section of the Alameda Local Agency Formation Commission's (Alameda LAFCo) annual financial report presents management's narrative overview and analysis of the financial activities of Alameda LAFCo for the fiscal year (FY) ended June 30, 2023. This is the first audit completed for Alameda LAFCO since 2018.

OVERVIEW OF THE FINANCIAL STATEMENTS

This discussion and analysis serves as an introduction to the basic financial statements. Alameda LAFCo's basic financial statements are comprised of three components: 1) government-wide financial statements, 2) fund financial statements, and 3) notes to the financial statements.

Government-wide financial statements are designed to provide readers with a broad overview of Alameda LAFCo's finances, in a manner like a private-sector business.

The statement of net position presents information on all of Alameda LAFCo's assets and liabilities, with the difference between the two reported as net position. Over time, increases or decreases in net position may serve as a useful indicator of whether the financial position of Alameda LAFCo is improving or deteriorating.

The statement of activities presents information showing how net position changed during the most recent fiscal year. All changes in net position are reported as soon as the underlying event giving rise to the change occurs, regardless of the timing of related cash flows.

Governmental funds are used to account for essentially the same functions reported as governmental activities in the government-wide financial statements. However, unlike the government-wide financial statements, governmental fund financial statements focus on near-term inflows and outflows of spendable resources, as well as on balances of spendable resources available at the end of the fiscal year. Such information may be useful in evaluating a government's near-term financing requirements.

Because the focus of governmental funds is narrower than that of the government-wide financial statements, it is needful to compare the information presented for governmental funds with similar information presented for governmental activities in the government-wide financial statements. By doing so, readers may better understand the long-term impact of the government's near-term financing decisions. The governmental funds balance sheet and statement of revenues, expenditures and changes in fund balances do not differ from government activities in the statement of net assets and statement of activities.

Notes to the Basic Financial Statements provide additional information that is essential to a full understanding of the data provided in the government-wide and fund financial statements. The notes to the financial statements can be found on pages 12 through 16 of this report.

Alameda Local Agency Formation Commission
MANAGEMENT'S DISCUSSION AND ANALYSIS
 June 30, 2023

GOVERNMENT-WIDE FINANCIAL ANALYSIS

The following table presents a summary of the Alameda LAFCo's Statement of Net Position by category as of June 30, 2023.

Table 1
Governmental Net Position

	<u>2023</u> Governmental Activities	<u>2022</u> Governmental Activities
<u>Assets</u>		
Cash in County Treasury	\$ 1,298,145	\$ 1,090,399
Accounts receivable	71,996	-
Total assets	1,370,141	1,090,399
<u>Liabilities</u>		
Accounts payable	772,897	-
Total liabilities	772,897	-
<u>Net Position</u>		
Unrestricted	597,244	1,090,399
Total net position	\$ 597,244	\$ 1,090,399

A summary of total Alameda LAFCo Revenues, Expenses, and Changes in Net Position is presented in the tables below.

Table 2
Changes in Governmental Net Position

	<u>2023</u> Governmental Activities	<u>2022</u> Governmental Activities
<u>Revenues</u>		
Program revenues:		
Charges for service	\$ 53,397	\$ 78,147
Total program revenues	53,397	78,147
General revenues:		
Apportionment revenues	448,741	427,433
Interest earnings	20,157	7,608
Total general revenues	522,295	513,188
Total revenues		
<u>Expenses</u>		
Program expenses	1,015,450	276,215
Total expenses	1,015,450	276,215
Change in net position	\$ (493,155)	\$ 236,973

Alameda Local Agency Formation Commission
MANAGEMENT'S DISCUSSION AND ANALYSIS
June 30, 2023

The main source of revenue for the program comes from charges to the member agencies. The cost sharing is based on the Cortese-Knox- Hertzberg Local Government Reorganization Act of 2000 (CA Gov. Code section 56000 et. seq.), which provides that the County, cities and independent special districts share jointly and equally in the net operating expenses of Alameda LAFCo.

Based on the cash balance remaining at the end of each quarter in fund number 83419, the program received a proportionate share of interest income calculated by the Controller's office quarterly based on the countywide pool of trust funds balances for the audited period.

CONTACTING ALAMEDA LAFCO MANAGEMENT

This financial report is designed to provide LAFCo Commission, management, member agencies, awarding agencies, and pass-through entities, with a general overview of the Alameda LAFCo's finances and to show the Alameda LAFCo's accountability for the money it receives. If you have any questions regarding this report or need additional financial information, contact Rachel Jones, LAFCo Executive Officer at (510) 272 3894 or Theresa Rude, LAFCo Staff Analyst at (510) 272 3879.

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Alameda Local Agency Formation Commission
STATEMENT OF NET POSITION
 June 30, 2023

	<u>Governmental Activities</u>
<u>ASSETS</u>	
Current assets:	
Cash and investments	\$ 1,298,145
Accounts receivable	<u>71,996</u>
Total assets	<u>1,370,141</u>
 <u>LIABILITIES AND NET POSITION</u>	
Liabilities:	
Accounts payable and other accrued expenses	<u>772,897</u>
Total liabilities	<u>772,897</u>
 Net position:	
Unrestricted net position	<u>597,244</u>
Total net position	<u>\$ 597,244</u>

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The accompanying notes are an integral part of these financial statements.

Alameda Local Agency Formation Commission

STATEMENT OF ACTIVITIES

June 30, 2023

	Expenses	Program Revenues <u>Charges for Services</u>	Net (Expense) Revenue and Changes in Net Position <u>Governmental Activities</u>
Governmental activities			
Services and supplies	\$ 1,015,450	\$ 53,397	\$ (962,053)
	<u>\$ 1,015,450</u>	<u>\$ 53,397</u>	<u>(962,053)</u>
Total governmental activities			
General revenues:			
Interest earnings			20,157
Apportionment revenues			<u>448,741</u>
Total general revenues			<u>468,898</u>
Change in net position			(493,155)
Net assets - beginning			<u>1,090,399</u>
Net assets - ending			<u>\$ 597,244</u>

DRAFT

The accompanying notes are an integral part of these financial statements.

Alameda Local Agency Formation Commission
GOVERNMENTAL FUNDS - BALANCE SHEET
 June 30, 2023

	<u>General Fund</u>
<u>ASSETS</u>	
Cash and cash investments	\$ 1,298,145
Accounts receivable	71,996
Total assets	\$ 1,370,141
 <u>LIABILITIES</u>	
Accounts payable and other accrued expenses	\$ 772,897
Total liabilities	772,897
 <u>FUND BALANCES</u>	
Assigned fund balances	597,244
Total fund balances	597,244
Total liabilities and fund balances	\$ 1,370,141

DRAFT

The accompanying notes are an integral part of these financial statements.

Alameda Local Agency Formation Commission
Reconciliation of the
GOVERNMENTAL FUNDS - BALANCE SHEET
with the
STATEMENT OF NET POSITION
For the Year Ended June 30, 2022

TOTAL FUND BALANCE - TOTAL GOVERNMENTAL FUNDS \$ 597,244

Amount reported for governmental activities in the Statement of Net Position are different from those reported in the Governmental Funds above because of the following:

None

-

NET POSITION OF GOVERNMENTAL ACTIVITIES

\$ 597,244

DRAFT

The accompanying notes are an integral part of these financial statements.

Alameda Local Agency Formation Commission
STATEMENT OF REVENUES, EXPENDITURES
AND CHANGES IN FUND BALANCES
 June 30, 2023

	<u>General Fund</u>
Revenues	
Agency apportionments	\$ 448,741
Application fees	53,397
Interest	20,157
Total revenues	522,295
Expenditures	
Services and supplies	1,015,450
Total expenditures	1,015,450
Excess (deficiency) of revenues over (under) expenditures	(493,155)
Fund balances, beginning of the period	1,090,399
Fund balances, end of the period	\$ 597,244

DRAFT

The accompanying notes are an integral part of these financial statements.

Alameda Local Agency Formation Commission
Reconciliation of the
STATEMENT OF REVENUES
EXPENDITURES, AND CHANGES IN FUND BALANCES
to the
STATEMENT OF ACTIVITIES
For the Year Ended June 30, 2022

NET CHANGE IN FUND BALANCES - GOVERNMENTAL FUND \$ (493,155)

The changes in Net Position reported for governmental activities in the Statement of Activities are different because:

None

_____ -

CHANGE IN NET POSITION OF GOVERNMENTAL ACTIVITIES \$ (493,155)

DRAFT

The accompanying notes are an integral part of these financial statements.

Alameda Local Agency Formation Commission
NOTES TO BASIC FINANCIAL STATEMENTS
June 30, 2023

NOTE 1 - GENERAL INFORMATION

Background and Organization of Alameda LAFCo

Alameda Local Agency Formation Commission's (Alameda LAFCo's or the Commission's) mission is to provide oversight over local governments to make Alameda County a great place to live and work by balancing the preservation of agricultural and open space with the provision of sustainable municipal services.

Alameda LAFCo was formed in 1963 and became an independent state entity in 2000 with the passage of the Cortese-Knox-Hertzberg Local Government Act of 2000 (CA Gov. Code § 56000 et. seq.). Alameda LAFCo is responsible for coordinating logical and timely changes in local government boundaries, conducting special studies that review ways to reorganize, simplify, and streamline governmental structure, and preparing a sphere of influence for each city and special district within its county. Alameda LAFCo's efforts are directed toward seeing that services are provided efficiently and economically while agricultural and open-space lands are protected. Alameda LAFCo also conducts service reviews to evaluate the provision of municipal services within its county.

The Alameda LAFCo Commission consists of seven voting members and four alternates. Commissioners are appointed as follows: two and one alternate appointed by and from the County Board of Supervisors; two and one alternate appointed by and from the County's Mayor Conference; two and one alternate appointed by and from the Alameda County Special District Selection Committee; and one public member and an alternate appointed by the LAFCo Commission. All are appointed to staggered four-year terms.

Alameda LAFCo is not part of the County structure, but is an independent, quasi-legislative agency that serves as a direct agent of the State. Each Commissioner is required to represent the public when considering or rendering decisions. However, they bring the views, perspectives and experience of various local agencies and the public into the decision-making process.

Most Alameda LAFCo expenses are funded by equal contributions from Alameda County, its cities and its special districts. However, a portion of actual proposal processing costs are recovered by charging fees for certain services.

NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES

A. Reporting Entity

Alameda LAFCo is a legally separate agency of the State of California. The Commission is made up of two county members, two city members, two special district members and one public member and one alternative member in each of these categories.

Under previous law, Alameda County provided and funded all services and supplies, including personnel and legal counsel; and designated the County Administrator as the Executive Officer of Alameda LAFCo. However, section 56380 of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (ACT) requires Alameda LAFCo to "make its own provision for necessary quarters, equipment and supplies, as well as personnel" and that Alameda LAFCo "may choose to contract with any public agency or private party for personnel and facilities". Also, Section 56384 provides that Alameda LAFCo shall appoint an executive officer and a legal counsel. Alameda LAFCo has chosen to continue to use the staff, equipment, and facilities of the County by way of a Memorandum of Understanding (MOU).

The County provides these services as an independent contractor. The County bills Alameda LAFCo for these services based upon the MOU. Alameda LAFCo is not a component unit of the County. The basic financial statements of LAFCo consist only of the funds of Alameda LAFCo. Alameda LAFCo has no oversight responsibility for any other governmental entity since no other entities are considered to be controlled by, or dependent on, Alameda LAFCo.

Alameda Local Agency Formation Commission
NOTES TO BASIC FINANCIAL STATEMENTS
June 30, 2023

NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (continued)

B. Basis of Presentation

Government-wide Financial Statements:

The government-wide financial statements (i.e. statement of net assets and the statement of changes in net assets) report information on all the non-fiduciary activities of Alameda LAFCo. The government-wide statements are prepared using the economic resources measurement focus.

The government-wide statement of activities presents a comparison between direct expenses and program revenues for each function or program of Alameda LAFCo's governmental activities. Direct expenses are those that are specifically associated with a service, program, or department and are therefore clearly identifiable to a particular function. Alameda LAFCo does not allocate indirect expenses to functions in the statement of activities. Program revenues include charges paid by the recipients of goods or services offered by a program, as well as grants and contributions that are restricted to meeting the operational or capital requirements of a particular program. Revenues which are not classified as program revenues are presented as general revenues of Alameda LAFCo, with certain exceptions. The comparison of direct expenses with program revenues identifies the extent to which each governmental function is self-financing or draws from the general revenues of Alameda LAFCo.

Fund Financial Statements:

Fund financial statements report detailed information about Alameda LAFCo. The focus of governmental fund financial statements is on major funds rather than reporting funds by type.

Alameda LAFCo has only one fund, the general fund, which is a major fund. The general fund is accounted for using a flow of current financial resources measurement focus. With this measurement focus, only current assets and current liabilities are generally included on the balance sheet. The Statement of Revenues, Expenditures, and Changes in Fund Balances for these funds present increases (i.e. revenues and other financing sources) and decreases (i.e. expenditures and other financing uses) in net current assets.

C. Basis of Accounting

The basis of accounting refers to when revenues and expenditures are recognized in the accounts and reported in the financial statements. Government-wide financial statements are prepared using the accrual basis of accounting. Governmental fund-wide financial statements use the modified accrual basis of accounting. Under accrual basis, revenues are recorded when earned and expenses are recorded when a liability is incurred.

Under modified accrual basis, revenue is recognized in the fiscal year in which the resources are measurable and become available. "Available" means the resources will be collected within the current fiscal year or are expected to be collected soon enough thereafter to be used to pay liabilities of the current fiscal year. For Alameda LAFCo, "available" means collectible within the current period or within 90 days after yearend. Expenditures generally are recorded when a liability is incurred, as under accrual accounting.

D. Budgets and Budgetary Accounting

Alameda LAFCo prepares its budget on a basis of accounting that differs from generally accepted accounting principles (GAAP). The actual results of operations are presented in the Statement of Revenues, Expenditures, and Changes in Fund Balance - Budget and Actual on the budgetary basis to provide a meaningful comparison of actual results with the budget. Budgeted amounts represent the original budget modified by adjustments authorized during the year. The difference between the budgetary basis of accounting and GAAP is that encumbrances are recorded as expenditures under the budgetary basis. Expenditures exceeded appropriations by \$269,022 for the fiscal year ending June 30, 2023.

Alameda Local Agency Formation Commission
NOTES TO BASIC FINANCIAL STATEMENTS
June 30, 2023

NOTE 2 - SUMMARY OF SIGNIFICANT ACCOUNTING POLICIES (concluded)

E. Use of Estimates

The preparation of financial statements in accordance with U.S. generally accepted accounting principles requires management to make estimates and assumptions that affect the reported amounts of assets, liabilities, revenues, and expenses during the reporting period. Actual results could differ from these estimates and the differences may be material.

NOTE 3 - CASH IN COUNTY TREASURY

Alameda LAFCO deposits all cash in the Alameda County Treasurer's pooled cash and investments. The cash balance at June 30, 2023 was \$1,298,145.

Interest earned on pooled cash and investments is allocated to Alameda LAFCo at the end of each quarter based upon the average daily cash balance during the quarter in relation to the average daily balance of total pooled cash. Funds with the County Treasurer are invested pursuant to investment policy guidelines approved by the County Board of Supervisors. The types of investment instruments and the percentage of the portfolio which may be invested in certain instruments are governed by Section 53600 et seq. of the Government Code of the State of California. Authorized instruments in which the Treasurer can invest include debt issued by the County, US Treasury securities, bankers Acceptances, federal, state and local government securities, commercial paper, medium-term notes, negotiable certificates of deposit, shares of beneficial interest and mortgage-backed securities. Credit risk information regarding the cash and investments held by the Treasurer is included in the Comprehensive Annual Financial Report of Alameda County.

Custodial Credit Risk

Custodial credit risk for deposits is the risk that, in the event of the failure of a depository financial institution, a government will not be able to recover its deposits or will not be able to recover collateral securities that are in the possession of an outside party. The custodial credit risk for deposits and investments is the risk that, in the event of the failure of the counterparty (e.g., broker-dealer) to a transaction, a government will not be able to recover the value of its investment or collateral securities that are in the possession of another party.

The California Government Code requires California banks and savings and loan associations to secure an entity's deposits by pledging government securities with a value of 110% of an entity's deposits. California law also allows financial institutions to secure entity deposits by pledging first trust deed mortgage notes having a value of 150% of an entity's total deposits. The entity's Treasurer may waive the collateral requirement for deposits which are fully insured up to \$250,000 by the FDIC. The collateral for deposits in federal and state-chartered banks is held in safekeeping by an authorized agent of depository recognized by the State of California Department of Banking. The collateral for deposits with savings and loan associations is generally held in safekeeping by the Federal Home Loan Bank in San Francisco, California as an agent of depository. These securities are physically held in an undivided pool for all California public agency depositors.

Fair Value Measurement

GASB Statement No. 72, *Fair Value Measurements and Application*, establishes a fair value hierarchy consisting of three broad levels: Level 1 inputs consist of quoted prices (unadjusted) for identical assets and liabilities in active markets that a government can access at the measurement date, Level 2 inputs consist of inputs other than quoted prices that are observable for an asset or liability, either directly or indirectly, that can include quoted prices for similar assets or liabilities in active or inactive markets, or market-corroborated inputs, and Level 3 inputs have the lowest priority and consist of unobservable inputs for an asset or liability. The valuation method used for rental properties is the Leased Fee Market method, which is dependent on the income generated from the rental properties.

Alameda Local Agency Formation Commission
NOTES TO BASIC FINANCIAL STATEMENTS
June 30, 2023

NOTE 3 - CASH IN COUNTY TREASURY (concluded)

Alameda LAFCo did not have any investments subject to the recurring fair value measurements as of June 30, 2023.

NOTE 4 - PAYABLE TO PARTICIPANTS

As per Government Code §56381(c), if, at the end of the fiscal year, Alameda LAFCo has funds more than what it needs, the Commission may retain those funds and calculate them into the following fiscal year's budget. Any excess funds are divided between reduced contributions and reserves.

NOTE 5 - NET POSITION AND FUND BALANCES

GASB Statement No. 34 added the concept of Net Position, which is measured on the full accrual basis, to the concept of Fund Balance, which is measured on the modified accrual basis.

A. Net Position

Net position is the excess of all Alameda LAFCo's assets over all its liabilities, regardless of the fund. The net position is divided into three captions under GASB Statement No. 34. These captions apply only to net position, which is determined only at the Government-wide level, and are described below:

Net investment in Capital Assets describes the portion of net position that is represented by the current net book value of Alameda LAFCo's capital assets, less the outstanding balance of any debt issued to finance these assets.

Restricted describes the portion of net position that is restricted as to use by the terms and conditions of agreements with outside parties, governmental regulations, laws, or other restrictions that Alameda LAFCo cannot unilaterally alter. These include amounts for debt service requirements.

Unrestricted describes the portion of net position that is not restricted to use.

Net Position Flow Assumption

Sometimes the government will fund outlays for a particular purpose from both restricted (e.g., restricted bond or grant proceeds) and unrestricted resources. To calculate the amounts to report as restricted - net position and unrestricted - net position in the government-wide financial statements, a flow assumption must be made about the order in which the resources are applied. It is the government's policy to consider restricted - net position to have been depleted before unrestricted - net position is applied.

B. Fund Balances

The accompanying basic financial statements reflect certain changes that have been made with respect to the reporting of the components of Fund Balances for governmental funds. In previous years, fund balances for governmental funds were reported in accordance with previous standards that included components for reserved fund balance, unreserved fund balance, designated fund balance, and undesignated fund balance. Due to the implementation of GASB Statement No. 54, the components of the fund balances of governmental funds now reflect the component classifications described below. In the fund financial statements, governmental fund balances are reported in the following classifications:

Non-spendable fund balance includes amounts that are not in a spendable form, such as prepaid items or supplies inventories, or that are legally or contractually required to remain intact, such as principal endowments.

Alameda Local Agency Formation Commission
NOTES TO BASIC FINANCIAL STATEMENTS
June 30, 2023

NOTE 5 - NET POSITION AND FUND BALANCES (concluded)

B. Fund Balances (concluded)

Restricted fund balance includes amounts that are subject to externally enforceable legal restrictions imposed by outside parties (i.e., creditors, grantors, contributors) or that are imposed by law through constitutional provisions or enabling legislation.

The committed fund balance includes amounts whose use is constrained by specific limitations that the government imposes upon itself, as determined by a formal action of the highest level of decision-making authority. The Board of Commissioners serves as Alameda LAFCo's highest level of decision-making authority and has the authority to establish, modify or rescind a fund balance commitment via minutes action.

Assigned fund balance includes amounts intended to be used by Alameda LAFCo for specific purposes, subject to change, as established either directly by the Board of Commissioners or by management officials to whom assignment authority has been delegated by the Board of Commissioners.

Unassigned fund balance is the residual classification that includes spendable amounts in the General Fund that are available for any purpose.

Fund Balance Flow Assumption

When expenditures are incurred for purposes for which both restricted and unrestricted (committed, assigned or unassigned) fund balances are available, Alameda LAFCo specifies that restricted revenues will be applied first. When expenditures are incurred for purposes for which committed, assigned or unassigned fund balances are available, Alameda LAFCo's policy is to apply committed fund balance first, then assigned fund balance, and finally unassigned fund balance.

NOTE 6- SUBSEQUENT EVENTS

In preparing these financial statements, Alameda LAFCo has evaluated events and transactions for potential recognition or disclosure through the date the financial statements were issued.

REQUIRED SUPPLEMENTARY INFORMATION

DRAFT

Alameda Local Agency Formation Commission
GENERAL FUND
SCHEDULE OF REVENUES, EXPENDITURES AND CHANGES IN FUND BALANCE
Budget and Actual
For the Year Ended June 30, 2023

	<u>Budgeted Amounts</u>		<u>Actual</u>	Variance
	<u>Original</u>	<u>Final</u>		with <u>Final Budget</u>
Revenues:				
Agency Apportionments	\$ 459,429	\$ 459,429	\$ 448,741	\$ (10,688)
Application Fee	30,000	30,000	53,397	23,397
Interest	<u>7,000</u>	<u>7,000</u>	<u>20,157</u>	<u>13,157</u>
Total revenues	<u>496,429</u>	<u>496,429</u>	<u>522,295</u>	<u>25,866</u>
Expenditures				
Services and supplies	<u>746,428</u>	<u>746,428</u>	<u>1,015,450</u>	<u>(269,022)</u>
Total expenditures	<u>746,428</u>	<u>746,428</u>	<u>1,015,450</u>	<u>(269,022)</u>
Excess (deficiency) of revenues over (under) expenditures	<u>\$ (249,999)</u>	<u>\$ (249,999)</u>	<u>(493,155)</u>	<u>\$ (243,156)</u>
Fund balances, beginning of the period			<u>1,090,399</u>	
Fund balance, end of period			<u>\$ 597,244</u>	



LAFCO

Alameda Local Agency Formation Commission

AGENDA REPORT

October 11, 2024

Item No. 9

TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer

SUBJECT: **Contract Agreement for ACERA Actuarial Valuation Report**

The Alameda Local Agency Formation Commission (LAFCO) will consider approval of payment between the Alameda County Employee’s Retirement Association (ACERA) and Alameda LAFCO for an actuarial report based on LAFCO participating as its own employer. Staff recommends the Commission approve the proposed payment agreement with ACERA for \$8,500 and authorize the Executive Officer to execute a deposit arrangement with ACERA at not-to-exceed cost of \$12,500 with the advice of legal counsel.

Background

Alameda LAFCO is exploring the possibility of becoming an ACERA participating employer. To evaluate the potential costs associated with the transition, LAFCO requested ACERA’s consulting actuary, Segal, to perform calculations regarding LAFCO’s “Normal Cost” and “Unfunded Actuarial Accrued Liability (UAAL)” contribution rates.

Discussion

Summary of the Agreement: The agreement outlines the following key points:

1. Payment of Actuarial Work:

- LAFCO agrees to pay ACERA for all fees and costs incurred in Segal’s work preparing the calculations regarding LAFCO’s potential participation in ACERA.
- The estimated cost for the initial actuarial work is approximately \$8,500 although LAFCO agrees to cover a not-to-exceed amount of \$12,500 if costs exceed the estimated amount.

2. Additional Work:

- If LAFCO proceeds with requesting formal approval from ACERA board to join as a participating employer, additional work may be required, including reports or presentations at Board meetings. LAFCO will be responsible for costs associated with these activities.

- If LAFCO decides to proceed with its request that the Board consent to LAFCO becoming an ACERA participating employer, ACERA may need to request that Segal perform additional work, such as preparing reports for the Board or attending Board meetings. If such additional work is requested, LAFCO agrees to pay ACERA for all fees and costs associated with such additional work.

3. Termination:

- Both parties may terminate the agreement with 10 days' notice. If terminated, LAFCO is responsible for covering costs of any work performed up until termination date.

4. Waiver and Amendments:

- Any waivers or amendments to this agreement must be made in writing and signed by both parties.

Fiscal Impact: LAFCO will incur an estimated cost of \$8,500 for actuarial work with the potential for additional costs depending on the outcome of further analysis and Board requests. A deposit arrangement will allow ACERA to draw down on the deposit in the event monies run out and allow the Commission to provide additional funds. Staff recommends a deposit arrangement with ACERA at not-to-exceed cost of \$12,500 with the advice of legal counsel.

Analysis

This agreement represents an important step in evaluating LAFCO's potential participation in ACERA as its own employer and ensuring the necessary financial analyses is conducted. Staff recommends the Commission approve the agreement and authorize its execution.

Alternatives for Action

The following alternatives are available to the Commission:

Alternative One (Recommended):

Approve the proposed payment agreement with ACERA, establish a deposit arrangement at a not-to-exceed amount of \$12,500, and authorize the Executive Officer to execute the agreement with the advice of legal counsel.

Alternative Two:

Continue consideration of the report to a future meeting and provide direction to staff for additional information as needed.

Recommendation

It is recommended the Commission proceed with Alternative Action One.

Procedures

This item has been placed on Alameda LAFCO's agenda as part of the business calendar. The following procedures are recommended in consideration of this item:

1. Receive verbal presentation from staff unless waived.
2. Invite any comments from the public
3. Provide feedback on the item as needed.

Respectfully,



Rachel Jones
Executive Officer

Attachments:

1. ACERA Payment Agreement

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PAYMENT AGREEMENT

BETWEEN

ALAMEDA COUNTY EMPLOYEES' RETIREMENT ASSOCIATION

AND

ALAMEDA LOCAL AGENCY FORMATION COMMISSION

SEPTEMBER 10, 2024



This Payment Agreement (“Agreement”) is entered into as of September 10, 2024, by and between the Alameda County Employees’ Retirement Association (“ACERA”) and the Alameda Local Agency Formation Commission (“LAFCO”).

RECITALS

- A. ACERA is a public retirement system that administers benefits for the County of Alameda and other local ACERA participating public employers.
- B. LAFCO is exploring whether it may wish to request that the ACERA Board of Retirement (“Board”) consent to LAFCO becoming an ACERA participating employer.
- C. LAFCO would like ACERA’s consulting actuary, Segal, to perform certain calculations regarding LAFCO’s estimated costs if it becomes an ACERA participating employer.
- D. ACERA is not required to request that Segal to perform the calculations that LAFCO desires, but ACERA is willing to make that request if LAFCO agrees to pay all fees and costs that ACERA incurs as a result of the request.

1. Payment for Actuarial Work.

- a. LAFCO agrees to pay ACERA for all fees and costs ACERA incurs with Segal as a result of work Segal performs regarding the estimated costs to LAFCO if it becomes an ACERA participating employer. Payment is due to ACERA within 30 days after ACERA sends an invoice to LAFCO, addressed to [REDACTED].
- b. The estimated cost of calculating LAFCO’s “Normal Cost” and “UAAL” contributions rates is \$8,500, but LAFCO agrees to pay ACERA for all amounts ACERA owes Segal in connection with the calculations LAFCO requests, even if those amounts exceed the \$8,500 estimate.
- c. If LAFCO decides to proceed with its request that the Board consent to LAFCO becoming an ACERA participating employer, ACERA may need to request that Segal perform additional work, such as preparing reports for the Board or attending Board meetings. If such additional work is requested, LAFCO agrees to pay ACERA for all fees and costs associated with such additional work.

2. Termination. Either party may terminate this Agreement with 10 days’ notice. ACERA will instruct Segal to cease all work requested by LAFCO as soon as practicable upon receipt of LAFCO’s notice of termination. Upon termination, LAFCO shall pay ACERA for the work performed by Segal through the effective date of termination. Notice of termination shall be delivered by first class mail and email to:

ACERA

LAFCO

ADD

ADD



- 3. **Confidentiality.** ACERA and LAFCO will maintain the confidentiality of any documents or information they receive from the other party that are designated confidential, unless such documents or information cannot be confidential by law.
- 4. **Waiver.** The waiver of any breach of any provision of this Agreement shall not constitute a waiver of any preceding or subsequent breach of such provision or of any other provision of this Agreement. The failure or delay to exercise any right given to a party under this Agreement shall not constitute a waiver of such right, nor shall any partial exercise of any right given hereunder preclude further exercise of such right.
- 5. **Amendments in Writing.** This Agreement constitutes the entire agreement between the parties regarding the subject matter hereof and supersedes all other agreements, representations and warranties. All modifications and supplements to this Agreement will be in writing and signed by both parties.
- 6. **No Impact on Board Authority.** This Agreement does not limit the Board's constitutional and statutory authority in any way. For example, the Board has authority to not consent to LAFCO becoming an ACERA participating employer. As another example, if LAFCO becomes an ACERA participating employer, the Board will have authority to use different assumptions and actuarial methodologies than Segal uses when preparing the calculations that are the subject of this Agreement.
- 7. **Governing Law and Venue.** This Agreement shall be governed by, and construed and enforced in accordance with, the laws of the State of California. If either party initiates a lawsuit, such lawsuit shall be filed in the County Alameda, State of California.
- 8. **Assignment and Delegation.** Neither LAFCO nor ACERA may assign rights or delegate duties hereunder without the other party's prior written consent, which consent may be granted or withheld in such other party's sole discretion.
- 9. **Execution in Counterparts.** This Agreement may be executed in counterparts (which may be fax or PDF copies), each of which shall be deemed an original and all of which shall constitute one and the same instrument.

IN WITNESS WHEREOF, the duly authorized officers signing below hereby bind ACERA and LAFCO to this Agreement as of September 10, 2024.

**Alameda County Employees'
Retirement Association**

**Alameda Local Agency Formation
Commission**

By: _____
David Nelsen
Chief Executive Officer

By: _____
Name
Position

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LAFCO

Alameda Local Agency Formation Commission

AGENDA REPORT

October 11, 2024

Item No. 12a

TO: Alameda Commissioners
FROM: Rachel Jones, Executive Officer
SUBJECT: **Current and Pending Proposals**

The Commission will receive a report identifying active proposals on file with the Alameda Local Agency Formation Commission (LAFCO) as required under statute. The report also identifies pending local agency proposals to help telegraph future workload. The report is being presented to the Commission for information only.

Information / Discussion

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (“CKH”) delegates LAFCOs with regulatory and planning duties to coordinate the formation and development of local government agencies and their municipal services. This includes approving or disapproving boundary changes involving the formation, expansion, merger, and dissolution of cities, towns, and special districts, as well as sphere of influence amendments. It also includes overseeing outside service extensions. Proposals involving jurisdictional changes filed by landowners or registered voters must be put on the agenda as information items before any action may be considered by LAFCO at a subsequent meeting.

Current Proposals | Approved and Awaiting Term Completions

Alameda LAFCO currently has no proposals on file that were previously approved and awaiting term completions. CKH provides applicants one calendar year to complete approval terms or receive extension approvals before the proposals are automatically terminated.

Current Proposals | Under Review and Awaiting Hearing

There are currently no active proposals on file with the Commission that remains under administrative review and awaits a hearing as of date of this report.

Pending Proposals

There is currently one new potential proposal at the moment that staff believes may be submitted to the Commission from local agencies based on ongoing discussions with proponents.

- **Reorganization of Appian Way/Louis Ranch Property | ACWD and USD**
The Alameda County Water District (ACWD) and Union Sanitary District (USD) are

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Rachel Jones, Executive Officer
224 West Winton Avenue, Suite 110
Hayward, California 94544
T: 510.670.6267
www.alamedalafco.org

Nate Miley, Regular
County of Alameda
David Haubert, Regular
County of Alameda
Lena Tam, Alternate
County of Alameda

Karla Brown, Chair
City of Pleasanton
John Marchand, Regular
City of Livermore
Michael McCorrison, Alt.
City of Dublin

Ralph Johnson, Regular
Castro Valley Sanitary District
Mariellen Faria, Regular
Eden Township Healthcare District
Georgan Vonheeder-Leopold, Alternate
Dublin San Ramon Services District

Sblend Sblendorio, Regular
Public Member
Bob Woerner, Alternate
Public Member
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evaluating a plan to annex one parcel totaling approximately 30 acres within the City of Union City. The purpose of the annexation is to develop 325 single-family residential units on nine parcels totaling 98.6 acres.

Alternatives for Action

This item is for informational purposes only. No formal action will be taken as part of this item.

Attachments: none



LAFCO

Alameda Local Agency Formation Commission

AGENDA REPORT

October 11, 2024

Item No. 12b

TO: Alameda Commissioners

FROM: Rachel Jones, Executive Officer

SUBJECT: **Progress Report on 2024-2025 Work Plan**

The Alameda Local Agency Formation Commission (LAFCO) will receive a progress report on accomplishing specific projects as part of its adopted work plan for 2024-2025. The report is being presented to the Commission to formally receive and file as well as provide direction to staff as needed.

Background

Alameda LAFCO’s current strategic plan was adopted following a planning session on June 23, 2023. The plan defines each of LAFCO’s priorities through overall goals, core objectives, and target outcomes with overarching themes identified as education, facilitation, and collaboration. The strategic plan is anchored by seven key priorities that collectively orient the Commission to proactively fulfill its duties and responsibilities under the Cortese-Knox-Hertzberg Act of 2000 in a manner responsive to local conditions and needs. These pillars and their related strategies, which premise individual implementation outcomes, are summarized below.

1. Education – Serve as a resource to the public and local agencies to support orderly growth and logical sustainable service provision.
2. Facilitation – Encourage orderly growth and development through the logical and efficient provision of municipal services by local agencies best suited to feasibly provide necessary governmental services and housing for persons and families of all incomes.
3. Collaboration – Be proactive and act as a catalyst for change as a way to contribute to making Alameda County a great place to live and work by sustaining its quality of life.

On May 9, 2024, Alameda LAFCO adopted the current fiscal year work plan at a noticed public hearing. The work plan is divided into two distinct categories – statutory and administrative – with one of three priority rankings: high; moderate; or low. The underlying intent of the work plan is to serve as a management tool to allocate Commission resources in an accountable and transparent manner over the corresponding 12-month period that pulls from the key priorities in the Commission’s Strategic Plan.

Further, while it is a standalone document, the work plan should be reviewed in relationship to the adopted operating budget given the planned goals and activities are facilitated and or limited accordingly.

This item provides the Commission with a status update on nineteen targeted projects established for the fiscal year with a specific emphasis on the “top ten” projects that represent the highest priority to complete during the fiscal year as determined by the membership. This includes identifying the projects already completed, underway, or pending in the accompanying attachment. The report and referenced attachment are being presented for the Commission to formally receive and file while also providing additional direction to staff as appropriate.

Discussion

The Commission has initiated work on three of the nineteen projects included in the adopted work plan. This includes progress on projects, such as Countywide Regional Water and Wastewater Committee, MSR Implementation Program, and the Countywide Municipal Service Review on Health and EMS/Ambulance Services.

Alternatives for Action

This item is for informational purposes only. No formal action will be taken as part of this item.

Attachments:

1. 2024-2025 Work Plan

Priority	Urgency	Type	Project	Key Issues
1	High	Statutory	Countywide MSR on Health and EMS/Ambulance Services	Consider accessibility of healthcare (including mental health) services to all residents within Alameda County
2	High	Statutory	Countywide Regional Water and Wastewater Committee	Develop a Framework for Creating a Countywide Regional Water and Wastewater Committee
3	High	Statutory	Countywide MSR on Police Services	Examine Current Provision and Need for Police Services and Related Financial and Governance Considerations
4	High	Administrative	LAFCO Office Move	Fulfill Long-Term Lease in MOU with CDA; Aid in Hiring LAFCO Analyst
5	High	Statutory	Application Proposals and Requests	Utilize resources to address all application proposals and boundary issues (ex. South Livermore Sewer Extension Project)
6	High	Administrative	Informational Report on Island Annexations	Map all Unincorporated Islands and Examine Island Annexation Implementation Issues in Alameda County
7	High	Administrative	2023-2024 Audit	Verify Fund Balance; Perform Regular Audits
8	Moderate	Administrative	Local Agency Directory Update and MSR Summary Report	Continue Producing LAFCO Graphic Design Materials for Transparency and Outreach
9	Moderate	Statutory	MSR Implementation Program	Ensure MSR Recommendations are Reviewed and Considered by Agencies
10	Moderate	Administrative	Agricultural Land Use Designation Project	Work in Partnership with the County to Review and Evaluate Land Use Designations for Agricultural and Open Space Areas
11	Moderate	Statutory	Participate and Facilitate Ongoing MSR Fire Service Discussions	Work with Fire Agencies in Providing Possible Boundary Solutions and Shared Facilities
12	Moderate	Administrative	Explore SALC Agricultural Conservation Acquisition Grants	Apply for SALC Grants to permanently protect croplands, rangelands, and lands utilized for the cultivation of traditional resources from conversion to non-agricultural uses
13	Moderate	Administrative	Prepare Informational Report on JPAs	Post Enactment of SB 1266; Enhance Repository on Local Government Services
14	Low	Administrative	Review of County Transfer of Jurisdiction Policies	Ensure Policies are Consistent with CKH
15	Low	Administrative	Update Application Packet and Mapping Requirements	Streamline LAFCO Application and County Mapping Requirements; Make User Friendly
16	Low	Administrative	Informational Report on Remen Tract	Special Report on Service Delivery

17	Low	Administrative	Bay Area LAFCO Meetings	Attend Meetings with Other Bay Area LAFCOs for Projects/Training
18	Low	Administrative	Website Content Update	Update Relevant Information on LAFCO Website and Create New Mapping Page
18	Low	Administrative	Social Media	Expand Alameda LAFCO's Social Media Presence
19	Ongoing	Statutory	Policy Review on Agricultural Protection and Out of Area Service Agreements	Periodical review of existing policies relative to practices and trends, and determine whether changes are appropriate to better reflect current preferences