

**ALAMEDA LOCAL AGENCY FORMATION COMMISSION  
RESOLUTION NO. 2012-07**

**Adopting Municipal Service Review Determinations, Sphere of Influence Determinations, and  
Updating the Sphere of Influence for the Extended Police Protection County Service Area**

**WHEREAS**, Government Code Section 56425 et seq. requires the Local Agency Formation Commission (LAFCo) to develop and determine the sphere of influence (SOI) of each local governmental agency under LAFCo jurisdiction within the County; and

**WHEREAS**, Government Code Section 56425(g) requires that LAFCo review and update adopted SOI boundaries, as necessary, not less than once every five years; and

**WHEREAS**, Government Code Section 56430 requires that a municipal services review (MSR) be conducted prior to or in conjunction with a SOI update; and

**WHEREAS**, LAFCo conducted a municipal services review of the services provided by the Extended Police Protection County Service Area (CSA); and

**WHEREAS**, the CSA's SOI is currently coterminous with its service boundaries; and

**WHEREAS**, no change in regulation, land use or development will occur as a result of updating the CSA's SOI; and

**WHEREAS**, in the form and manner prescribed by law, the Executive Officer has given notice of a public hearing by this Commission regarding the SOI update action; and

**WHEREAS**, the MSR determinations, the SOI determinations and the SOI update was duly considered at a public hearing held on November 29, 2012; and

**WHEREAS**, the Alameda LAFCo heard and received all oral and written protests, objections and evidence that were made, presented or filed, and all persons present were given an opportunity to appear and be heard with respect to any matter pertaining to said action.

**NOW, THEREFORE, BE IT RESOLVED, DETERMINED AND ORDERED** that the Alameda LAFCo hereby:

1. Adopt the following MSR determinations:

(a) *Growth and Population Projections*

- i. As of 2010, the population within PPCSA is 141,266.
- ii. Based on Association of Bay Area Governments (ABAG) growth projections the population of PPCSA is anticipated to be 171,779 by 2035.
- iii. In addition to population growth, other factors are expected to affect the need for officers, such as the success of programs to revitalize blighted areas, changes in the crime rate, advances in policing strategies and police management, success and continuation of community oriented policing, growth in the crime-prone population, traffic congestion, and community preferences.

- iv. Demand management strategies like false alarm fees, 911 call response fees, augmented community oriented policing, and public outreach could be used to reduce growth in unnecessary service calls.

(b) Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence

- i. Using Census Designated Places, Alameda LAFCo determines that there are no disadvantaged unincorporated communities that meet the basic state-mandated criteria within the County. Alameda LAFCo recognizes, however, that there are communities in the County that experience disparities related to socio-economic, health, and crime issues, but the subject of this review is municipal services such as water, sewer, and fire protection services to which these communities, for the most part, have access.

(c) Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

- i. The County Sheriff reported that its facility at the Eden Township Substation needs improvements to address overcrowding and upgrades to the crime lab, Coroner, and dispatch operations are necessary. The County is in the process of remodeling a building in Oakland to house the crime lab, Coroner's Bureau and the Alameda County Health Department's laboratory. The building should be ready for occupancy in July 2013. Financing for other needed capital improvements has not been identified.
- ii. Although the Dublin Police Station is considered to be in good condition, it has become over crowded. The City of Dublin has just purchased a new building that will be remodeled to house the Dublin Police Services and is anticipated to be occupied in 2015.
- iii. There are communications deficiencies in that some first responders (police and fire) are unable to communicate via radio with other police and fire departments, and currently rely on dispatch systems. The County and several cities are collaboratively seeking federal grant funds to finance communication upgrades.
- iv. Dispatch services and response times could be improved if neighboring agencies were to link their Computer Aided Dispatch (CAD) systems together.
- v. The County Sheriff has received accreditation by the Commission on Accreditation for Law Enforcement Agencies (CALEA). CALEA accreditation is an indicator of efficient management and superior service. Sheriff's bomb squad and crime lab are also accredited.

(d) Financial Ability of Agency to Provide Services

- i. Police service providers are constrained in their ability to finance services by an inability to increase property taxes, requirements for voter approval for new or increased taxes, and requirements of ongoing voter approval for parcel taxes and assessments used to finance services.
- ii. PPCSA can be used as a financing mechanism for enhanced law enforcement services in the unincorporated areas through special taxes or assessments approved by voters.
- iii. Re-alignment under AB109 has shifted the responsibility to house State prisoners to the counties. Additionally, the Sheriff's Office reported that budget shortfalls at the State and Federal level are affecting revenue sources. The Sheriff's Office estimates

that the State realignment under AB109 will cost it over \$15 million in lost revenue, due to the loss of a state contract to house parolees.

- iv. PPCSA maintains no reserves for contingencies.

(e) Status and Opportunities for Shared Facilities

- i. The Sheriff's Office practices significant facility sharing and regional collaboration with other law enforcement providers in the County and region.
- ii. The County Sheriff provides Special Weapons and Tactics (SWAT) services to local law enforcement agencies by contract and on an as-needed basis. Nevertheless, most police departments maintain their own SWAT teams. Consolidation of SWAT programs could reduce duplication of efforts and related costs, and could improve and standardize service quality.
- iii. Additional opportunities for facility sharing and regionalization of specialized services include consolidation of dispatch and training to reduce costs, sharing of temporary holding facilities, and continuation and augmentation of contract police service and functional consolidation of bomb squad, crime lab, training, long-term holding, animal control and helicopter services.
- iv. Additional opportunities to share training facilities should be encouraged. Some agencies already share training facilities. The County Sheriff currently provides access to its training facility on a fee basis.

(f) Accountability for Community Services, Including Governmental Structure and Operational Efficiencies

- i. The PPCSA is governed by the Alameda County Board of Supervisors. The Board updates constituents, broadcasts its meetings, solicits constituent input, discloses its finances, and posts public documents on its website. The County Sheriff's Office is responsible for management of PPCSA, and cooperated with LAFCo inquiries.
- ii. There are several unincorporated islands within the City of Livermore, where the County Sheriff provides service. For unincorporated islands in the City of Pleasanton, the City provides patrol services and the Sheriff provides investigations and documentation. Annexation of unincorporated islands would promote efficiency and cost savings.
- iii. No alternative governance structure options with regard to PPCSA were identified; however, several opportunities were identified for regionalization of law enforcement services, of which the Sheriff's Office may participate, including a special district or joint powers authority to provide regionalized police services, such as SWAT or dispatch. These options were identified in the previous MSR; however, to date, there has been no advancement in the regionalization of these services.
- iv. For small agencies and departments, regionalization and consolidation of services may provide greater efficiency in dispatch, investigative and supervisory functions and other purchasing. Other advantages include cost savings and enhanced promotional opportunities for personnel. Disadvantages of regionalization through the formation of new local agencies include a potential loss of community identity and local perspective, rigidity in a larger bureaucracy, higher costs that sometimes occur in large police departments, and loss of control by the individual agencies.

- 2. Reduce the SOI for the Extended Police Protection CSA to exclude all unincorporated island areas and areas annexed into cities as generally depicted in Exhibit A attached hereto.

3. Consider the criteria set forth in Government Code Section 56425(e) and determine as follows:
  - (a) Nature, location, extent, functions, and classes of services provided – PPCSA provides police protection through various funding mechanisms used to support the County Sheriff’s operations throughout the unincorporated county areas.
  - (b) Present and planned land uses, including agricultural and open-space lands – County policies support the provision of adequate police service for County residents. County plans include land uses and population growth needing police services. PPCSA has no authority over land use and the County has present and future needs for the provision of police services. Police services are already provided throughout the County. The recommended SOI boundaries are coterminous with the unincorporated areas (excluding islands) served by the Alameda County Sheriff’s Office. Police services are needed in all areas, and do not, by themselves induce or encourage growth on agricultural or open space lands. No Williamson Act contracts will be affected.
  - (c) Present and probable need for public facilities and services –There is a steadily growing population needing services, with a four percent population increase expected in the next five years. If the Sheriff continues to contract with the City of Dublin, population growth rates for the next ten years may be higher.
  - (d) Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide –Based on response times, staffing levels, and accreditation, the Sheriff’s Office appears to provide adequate public services with sufficient capacity to provide services based on existing demand. Any increase in demand in the future would require enhanced staffing levels, additional vehicles and equipment, and facility upgrades/expansions in order to continue services at existing levels. The Sheriff’s Office reported a need for facility upgrades or building replacements for its main police station, crime lab facilities, and dispatch center.
  - (e) Existence of any social or economic communities of interest –PPCSA was primarily formed to supplement funding for police services provided by the Alameda County Sheriff’s Office. Although the Sheriff provides certain countywide services to all residents in Alameda County, PPCSA funds municipal police services only for unincorporated areas. The business community and commuter populations are projected to grow at higher rates than the resident populations and can cause higher demands for police services. Residents of the City of Dublin also use PPCSA services and have an interest in cost and adequacy of such services. Developed unincorporated communities in Alameda County that are considered social or economic communities of interest are Castro Valley, Ashland, Cherryland, Fairview, and Sunol.
4. Determine, as lead agency for the purposes of the California Environmental Quality Act (CEQA), that update of the agency’s SOI and the related MSR are categorically exempt under Sections 15061(b)(3) and 15306, Class 6 of the CEQA Guidelines.
5. Direct staff to file a Notice of Exemption as lead agency under Section 15062 of the CEQA Guidelines.

\* \* \* \* \*

This Resolution was approved and adopted by the Alameda Local Agency Formation Commission at a public hearing held on November 29, 2012, at 200 Old Bernal Avenue, Pleasanton, California on the motion made by Commissioner Marchand, seconded by Commissioner Wieskamp, and duly carried.

Ayes: 5 (Commissioners Miley, Sblendorio, Wieskamp, Andrade, and Marchand)  
Noes: 0  
Excused:

/Nate Miley/

Nate Miley, Chair, Alameda LAFCo

Approved as to Form:

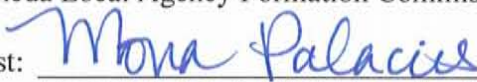
By:



Brian Washington, LAFCo Legal Counsel

**CERTIFICATION:** I hereby certify that the foregoing is a correct copy of a resolution adopted by the Alameda Local Agency Formation Commission, Oakland, California.

Attest:

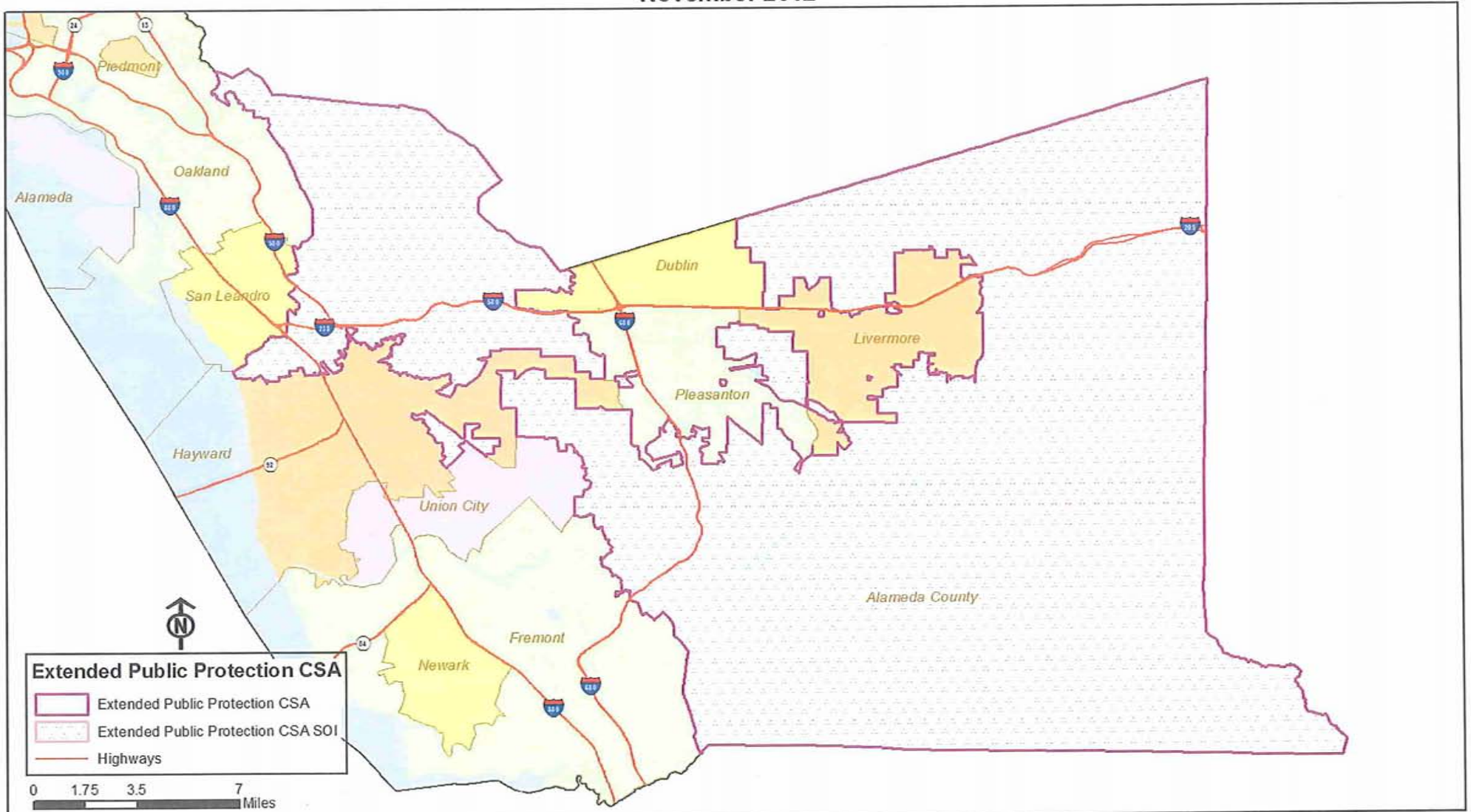


Mona Palacios, LAFCo Executive Officer

Date:

12/17/2012

Extended Public Protection CSA Service Area and SOI\*  
November 2012



\*Agency sphere of influence differs from the service boundary

Created for Alameda LAFCo by the Alameda County Community Development Agency