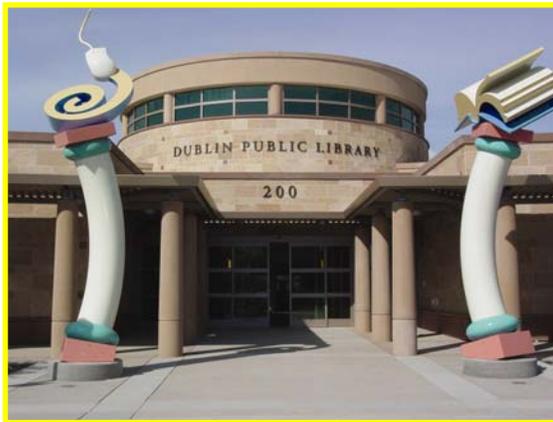


FINAL

MUNICIPAL SERVICE REVIEW

VOLUME III—COMMUNITY SERVICES



Report to the
Alameda Local Agency Formation Commission

Prepared by Burr Consulting

In association with
Braitman & Associates
P&D Consultants

Accepted on May 11, 2006

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VOLUME III—COMMUNITY SERVICES

Report to the
Alameda Local Agency Formation Commission

Submitted to:

Alameda LAFCo

Crystal Hishida Graff, Executive Officer
1221 Oak Street, Room 555
Oakland, CA 94612
(510) 271-5142

Submitted by:

Burr Consulting

Beverly Burr, Project Coordinator
612 N. Sepulveda Blvd, Suite 8
Los Angeles, CA 90049
(310) 889-0077

In association with

Braitman & Associates
P&D Consultants

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TABLE OF CONTENTS

PREFACE	I
EXECUTIVE SUMMARY	1
DETERMINATIONS	5
CHAPTER 1: INTRODUCTION	28
LAFCo OVERVIEW	28
MUNICIPAL SERVICE REVIEW ORIGINS	29
MUNICIPAL SERVICE REVIEW LEGISLATION.....	31
SPHERE OF INFLUENCE UPDATES.....	32
MUNICIPAL SERVICE REVIEW PROCESS.....	34
CHAPTER 2: AGENCY OVERVIEW	36
SERVICE PROVIDERS.....	36
GROWTH PROJECTIONS.....	38
GROWTH STRATEGIES AND AREAS	47
CHAPTER 3: STREET MAINTENANCE & LIGHTING SERVICES	50
SERVICE OVERVIEW	50
SERVICE DEMAND	57
INFRASTRUCTURE NEEDS OR DEFICIENCIES.....	59
SERVICE STANDARDS AND ADEQUACY	66
FINANCING CONSTRAINTS AND OPPORTUNITIES.....	70
POLICY ANALYSIS	83
CHAPTER 4: PARKS & RECREATION SERVICES	96
PROVIDER OVERVIEW.....	96
SERVICE DEMAND	100
INFRASTRUCTURE NEEDS OR DEFICIENCIES	102
SERVICE STANDARDS AND ADEQUACY	111
FINANCING CONSTRAINTS AND OPPORTUNITIES.....	115
POLICY ANALYSIS	120
CHAPTER 5: LIBRARY SERVICES	127
SERVICE OVERVIEW	127
SERVICE DEMAND	131
INFRASTRUCTURE NEEDS OR DEFICIENCIES	134
SERVICE STANDARDS AND ADEQUACY	138
FINANCING CONSTRAINTS AND OPPORTUNITIES.....	140
POLICY ANALYSIS	145
CHAPTER 6: MOSQUITO & VECTOR ABATEMENT SERVICES	151
SERVICE OVERVIEW	151
SERVICE DEMAND	154
INFRASTRUCTURE NEEDS OR DEFICIENCIES.....	160
SERVICE STANDARDS AND ADEQUACY	161
FINANCING CONSTRAINTS AND OPPORTUNITIES.....	161
POLICY ANALYSIS	165
CHAPTER 7: LEAD ABATEMENT SERVICES	169
SERVICE OVERVIEW	169

ALAMEDA LAFCo COMMUNITY SERVICES MSR

LEAD BACKGROUND.....169
SERVICE DEMAND171
INFRASTRUCTURE NEEDS OR DEFICIENCIES173
FINANCING CONSTRAINTS AND OPPORTUNITIES.....174
POLICY ANALYSIS175

CHAPTER 8: SPHERE OF INFLUENCE OPTIONS.....178

ALAMEDA COUNTY MOSQUITO ABATEMENT DISTRICT179
EAST BAY REGIONAL PARKS DISTRICT181
HAYWARD AREA RECREATION AND PARK DISTRICT.....183
LIVERMORE AREA RECREATION AND PARK DISTRICT.....186
ALAMEDA COUNTY LIBRARY DISTRICT188
CASTRO VALLEY LIBRARY CSA189
DUBLIN LIBRARY CSA191
SAN LORENZO LIBRARY CSA.....193
CASTLE HOMES CSA.....195
CASTLEWOOD CSA197
ESTUARY BRIDGES CSA.....198
FIVE CANYONS CSA200
MORVA CSA202
STREET LIGHTING CSA203
VECTOR CONTROL SERVICES DISTRICT CSA205
LEAD ABATEMENT CSA.....207
CITY OF ALAMEDA208
CITY OF ALBANY.....210
CITY OF BERKELEY212
CITY OF DUBLIN214
CITY OF EMERYVILLE.....216
CITY OF FREMONT218
CITY OF HAYWARD221
CITY OF LIVERMORE.....225
CITY OF NEWARK228
CITY OF OAKLAND230
CITY OF PIEDMONT233
CITY OF PLEASANTON234
CITY OF SAN LEANDRO237
CITY OF UNION CITY.....240

REFERENCES243

APPENDIX A: AGENCY APPENDIX
APPENDIX B: MAP APPENDIX

COVER PHOTO CREDITS

TOP LEFT: THE POSEY TUBE, PHOTO BY WESTCOASTROADS.COM
TOP RIGHT: BERKELEY MUNICIPAL ROSE GARDEN, PHOTO BY DANIELLA THOMPSON, 2004
BOTTOM LEFT: DUBLIN LIBRARY, COURTESY OF CITY OF DUBLIN
BOTTOM RIGHT: MISSION PEAK REGIONAL PARK, COURTESY OF EBRPD

LIST OF TABLES

TABLE ES-1.	LOCAL AGENCIES WITH SOIS	3
TABLE 1-1.	COMMISSION MEMBERS, 2006.....	29
TABLE 2-1.	SERVICE PROVIDERS WITH SOIS	36
TABLE 2-2.	OTHER SERVICE PROVIDERS.....	38
TABLE 2-3.	PROJECTED POPULATION, 2005-25.....	40
TABLE 2-4.	PROJECTED ANNUAL POPULATION GROWTH RATES, 2005-25	41
TABLE 2-5.	PROJECTED JOBS, 2005-25	43
TABLE 2-6.	PROJECTED ANNUAL JOB GROWTH RATES, 2005-25	44
TABLE 2-8.	POPULATION MEASURES, 2005.....	46
TABLE 3-1.	STREET SERVICE PROVIDERS.....	51
TABLE 3-2.	STREET SYSTEM OVERVIEW	52
TABLE 3-3.	STREET CIRCULATION OVERVIEW	54
TABLE 3-9.	COST OF PAVEMENT NEEDS, FY 2005-06.....	60
TABLE 3-10.	PUBLIC ROAD INFRASTRUCTURE NEEDS	62
TABLE 3-13.	STREET SERVICE RESPONSE TIME, FY 2004-05	68
TABLE 3-14.	SERVICE CHALLENGES	69
TABLE 3-15.	STREET FINANCING APPROACHES	71
TABLE 3-18.	STREET-RELATED EXPENDITURES PER STREET MILE, FY 2002-03	82
TABLE 3-19.	ACCOUNTABILITY INDICATORS	84
TABLE 3-20.	CSA MANAGEMENT PRACTICES.....	87
TABLE 3-21.	CITY MANAGEMENT PRACTICES	88
TABLE 4-1.	PARK SERVICE MATRIX.....	96
TABLE 4-2.	FACILITY USE AND RECREATION PROGRAM PARTICIPANT POLICY	98
TABLE 4-4.	PARK VISITORS AND RECREATION USE	101
TABLE 4-5.	PROJECTED POPULATION GROWTH.....	102
TABLE 4-6.	PARK AND RECREATION FACILITIES	103
TABLE 4-7.	RECREATION FACILITY CONDITION.....	103
TABLE 4-8.	RECREATION FACILITIES IN POOR CONDITION	104
TABLE 4-9.	PARK DISTRICT FACILITIES NEEDS AND DEFICIENCIES	104
TABLE 4-10.	CITY FACILITIES NEEDS AND DEFICIENCIES	104
TABLE 4-10.	CITY FACILITIES NEEDS AND DEFICIENCIES	105
TABLE 4-11.	PLANNED FUTURE PARK ACRES	107
TABLE 4-12.	FACILITY SHARING OPPORTUNITIES	110
TABLE 4-13.	PARK ACRES PER 1,000 RESIDENTS, 2005	112
TABLE 4-17.	PARK DEVELOPMENT IMPACT AND IN-LIEU FEES.....	116
TABLE 4-21.	MAINTENANCE COSTS.....	120
TABLE 4-22.	ACCOUNTABILITY INDICATORS	121
TABLE 4-23.	PARK AND RECREATION PLANNING.....	125
TABLE 4-24.	MANAGEMENT PRACTICES	126
TABLE 5-1.	LIBRARY SERVICE MATRIX	127
TABLE 5-5.	LIBRARY FACILITY CONDITIONS	135
TABLE 5-6.	LIBRARY SERVICE CHALLENGES	137
TABLE 5-11.	ACCOUNTABILITY INDICATORS	145
TABLE 5-12.	MANAGEMENT PRACTICES	146
TABLE 6-1.	MOSQUITO AND VECTOR ABATEMENT SERVICE MATRIX	153
TABLE 6-2.	WEST NILE VIRUS CASES IN CALIFORNIA, 2005.....	155
TABLE 6-3.	ENCEPHALITIS IN CALIFORNIA, 1964 TO 2000	155
TABLE 6-4.	MOSQUITO ABATEMENT SERVICE REQUESTS TO ACMAD, FY 2004-05	157
TABLE 6-5.	VECTOR CONTROL CSA SERVICE RESPONSES, FY 2004-05.....	159
TABLE 6-6.	MOSQUITO AND VECTOR SERVICE COVERAGE IN URBAN COUNTIES	164
TABLE 6-7.	ACCOUNTABILITY INDICATORS	165
TABLE 6-8.	MANAGEMENT PRACTICES	166
TABLE 7-2.	LEAD ABATEMENT CSA SERVICE REQUESTS, FY 2004-05	172

ALAMEDA LAFCo COMMUNITY SERVICES MSR

TABLE 8-1. ACMAD SOI ISSUES ANALYSIS180

TABLE 8-1. EBRPD SOI ISSUES ANALYSIS182

TABLE 8-2. HARD SOI ISSUES ANALYSIS184

TABLE 8-3. LARPD SOI ISSUES ANALYSIS186

TABLE 8-4. ACLD SOI ISSUES ANALYSIS188

TABLE 8-5. CV LIBRARY CSA SOI ISSUES ANALYSIS190

TABLE 8-6. DUBLIN LIBRARY CSA SOI ISSUES ANALYSIS192

TABLE 8-7. SAN LORENZO LIBRARY CSA SOI ISSUES ANALYSIS.....194

TABLE 8-8. CASTLE HOMES CSA SOI ISSUES ANALYSIS.....196

TABLE 8-9. CASTLEWOOD CSA SOI ISSUES ANALYSIS197

TABLE 8-10. BRIDGES CSA SOI ISSUES ANALYSIS.....199

TABLE 8-11. FIVE CANYONS CSA SOI ISSUES ANALYSIS.....201

TABLE 8-12. MORVA CSA SOI ISSUES ANALYSIS202

TABLE 8-13. STREET LIGHTING CSA SOI ISSUES ANALYSIS204

TABLE 8-14. VECTOR CONTROL CSA SOI ISSUES ANALYSIS205

TABLE 8-15. LEAD ABATEMENT CSA SOI ISSUES ANALYSIS207

TABLE 8-16. ALAMEDA SOI ISSUES ANALYSIS.....209

TABLE 8-17. ALBANY SOI ISSUES ANALYSIS210

TABLE 8-18. BERKELEY SOI ISSUES ANALYSIS212

TABLE 8-19. DUBLIN SOI ISSUES ANALYSIS.....215

TABLE 8-20. EMERYVILLE SOI ISSUES ANALYSIS216

TABLE 8-21. FREMONT SOI ISSUES ANALYSIS.....219

TABLE 8-22. HAYWARD SOI ISSUES ANALYSIS223

TABLE 8-23. LIVERMORE SOI ISSUES ANALYSIS227

TABLE 8-24. CITY OF NEWARK SOI ISSUES ANALYSIS228

TABLE 8-25. OAKLAND SOI ISSUES ANALYSIS231

TABLE 8-26. PIEDMONT SOI ISSUES ANALYSIS233

TABLE 8-27. PLEASANTON SOI ISSUES ANALYSIS236

TABLE 8-28. SAN LEANDRO SOI ISSUES ANALYSIS239

TABLE 8-29. UNION CITY SOI ISSUES ANALYSIS241

LIST OF FIGURES

FIGURE 2-7.	JOB PER RESIDENT, 2004	45
FIGURE 3-4.	STREET SERVICE MAP	56
FIGURE 3-5.	WORKING ALAMEDA COUNTY RESIDENTS BY JOB DESTINATION, 2000.....	57
FIGURE 3-6.	MEANS OF TRAVEL TO WORK, 2000.....	58
FIGURE 3-7.	DAILY VEHICLE MILES OF TRAVEL PER STREET MILE, 2004.....	58
FIGURE 3-8.	PERCENT OF ROADS NEEDING REHABILITATION	59
FIGURE 3-11.	PAVEMENT CONDITION INDEX, 2004.....	66
FIGURE 3-12.	PERCENT OF PUBLIC ROAD MILES REHABILITATED OR SEAL-COATED, FY 2004-05	67
FIGURE 3-16.	GENERAL FUND SHARE OF STREET REVENUE, FY 2002-03	72
FIGURE 3-22.	RESERVE RATIOS, FY 2003-04.....	90
FIGURE 4-3.	PARK AND RECREATION SERVICE MAP	99
FIGURE 4-14.	RECREATION FTEs PER 1,000 RESIDENTS	113
FIGURE 4-15.	AVERAGE WEEKLY RECREATION SERVICE HOURS	114
FIGURE 4-16.	PARK OPERATIONS FINANCING SOURCES, FY 2003-04	115
FIGURE 4-18.	SINGLE-FAMILY HOME PARK DEVELOPMENT IMPACT FEE	118
FIGURE 4-19.	SINGLE-FAMILY HOME PARK IN-LIEU FEE, FY 2005-06.....	118
FIGURE 4-20.	PARK AND RECREATION COSTS BY TYPE, FY 2003-04.....	119
FIGURE 5-2.	LIBRARY SERVICE MAP.....	130
FIGURE 5-3.	BORROWERS PER 1,000 RESIDENTS, FY 2003-04	132
FIGURE 5-4.	CIRCULATION PER CAPITA, FY 2003-04.....	133
FIGURE 5-7.	AVERAGE WEEKLY HOURS OPEN.....	139
FIGURE 5-8.	BOOK VOLUMES PER CAPITA, FY 2003-04.....	140
FIGURE 5-9.	LIBRARY SERVICE FINANCING SOURCES, FY 2003-04	141
FIGURE 5-10.	SERVICE COSTS PER CAPITA, FY 2003-04.....	143
FIGURE 7-1.	NUMBER OF PRE-1980 HOMES WITHIN CSA BOUNDARIES, 2000.....	171

ACRONYMS

ABAG	Association of Bay Area Governments
ACCMA	Alameda County Congestion Management Agency
ACMAD	Alameda County Mosquito Abatement District
ADA	Americans with Disabilities Act
BART	Bay Area Rapid Transit
BATA	Bay Area Toll Authority
CAFR	Comprehensive Annual Financial Report
CIP	Capital Improvement Plan
CKH Act	Cortese-Knox-Hertzberg Local Government Reorganization Act
CMAQ	Congestion Mitigation and Air Quality Improvement Program
CSA	County Service Area
CTC	California Transportation Commission
CY	Calendar year
DHS	California Department of Health Services
DVMT	Daily vehicle miles of travel
EBRPD	East Bay Regional Park District
EPA	U.S. Environmental Protection Agency
ERAF	Educational Revenue Augmentation Fund
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
LLNL	Lawrence Livermore National Laboratory
LOS	Level of service
LPPP	Alameda County Lead Poisoning Prevention Program
MSR	Municipal service review
MTC	Metropolitan Transportation Commission
NA	Not applicable
NHS	National Highway System
NP	Not provided
RTP	Regional Transportation Plan
SOI	Sphere of influence
STIP	State Transportation Improvement Program
UGB	Urban growth boundary

GLOSSARY

Arterial road: A moderate or high-capacity road which carries large volumes of traffic between areas in urban centers and is just below a highway level of service. They are noted for their lack of residential entrances directly onto the road (except in older or denser communities); they are designed to carry traffic between neighborhoods, and have intersections with collector and local streets. Often, commercial areas such as shopping centers, gas stations and other businesses are located on them.

Assessment: In a financial context, the term refers to special benefit assessments. State constitutional requirements include majority property owner voter approval for imposing or increasing such assessments. Certain levies, which may be called assessments, are considered property-related fees in a Proposition 218 context and require a majority property owner vote or a two-thirds vote for imposing new levies or increasing existing ones.

California Transportation Commission: State agency, which is governed by nine gubernatorial appointees, that sets spending priorities for highway and transit and allocates funds.

Charter city: Organizational form of certain California cities, including Alameda, Albany, Berkeley, Hayward, Oakland, Piedmont, and San Leandro. Areas in which a charter city has greater control over its own affairs than a general law city include, for example only, the conduct of municipal elections, procedures for initiatives, referendum and recall, procedures for adopting ordinances, bidding by public works contracts, making charitable gifts, organizational structure of city government, and regulations and government of the police force.

Collector road: a low or moderate-capacity road which leads traffic from local roads or sections of neighborhoods to activity areas within communities, arterial roads or (occasionally) directly to expressways or freeways. Some urban collectors are wide boulevards entering communities or connecting sections. Others are residential streets, which are typically wider than local roads, although few are wider than four lanes.

Community Facilities District: An assessment district used to finance agency-owned infrastructure (e.g., sewer lines, water lines, drainage infrastructure, streets, etc.) and occasionally to finance certain municipal service costs. Districts are formed under the Mello-Roos Community Facilities Act of 1982 with formation subject to two-thirds voter approval.

Enterprise: Business-type operations, such as water and sewer utilities. The agency must maintain separate funds for each enterprise and may not use enterprise revenues to finance unrelated governmental activities.

Excellent condition: Facilities in excellent condition are relatively new (less than 10 years old) and require minimal maintenance.

Fair condition: Facilities in fair condition are operating at or near design levels; however, non-routine renovation, upgrading and repairs are needed to ensure continued reliable operation.

Freeway: a multi-lane highway (road) designed for high-speed travel by large numbers of vehicles, and having no traffic lights, stop signs or other regulations requiring vehicles to stop for cross-traffic.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

General law city: Standard organizational form for California cities, such as Dublin, Emeryville, Fremont, Livermore, Newark, Pleasanton, and Union City. While a general law city may make and enforce within its limits all local, police, sanitary, and other ordinances and regulations not in conflict with general law, it is subject to constraints imposed by the general law, even those which are applicable to municipal affairs.

Good condition: Facilities in good condition provide reliable operation in accordance with design parameters and require only routine maintenance.

Long-term: Within 15 years or longer.

Measure B: Alameda County ballot measure passed by the voters extending the half-cent transportation sales tax through 2022. Programmatic allocations to local street providers are based on population and street miles. The program funds specific capital projects for new lanes on local freeways, as well as projects for arterials and other surface streets.

Measure D: Alameda County ballot measure passed by the voters in 2000 which established an urban growth boundary (UGB) and restricts the nature and extent of land uses outside the UGB to agriculture, resource management, watershed management, and low-density rural residential uses. It also barred the provision of public facilities and infrastructure in excess of what would be needed to serve the level and type of development that the measure allowed.

Metropolitan Transportation Commission: The transportation planning, financing and coordinating agency for the nine counties that touch San Francisco Bay.

National Highway System: This approximately 160,000 mile network consists of the 42,500 miles of the Interstate system, plus other key roads and arterials throughout the U.S. Designated by Congress in 1995, the NHS is designed to provide an interconnected system of principal routes to serve major population centers and travel designations. The NHS is also a funding category in the Transportation Equity Act.

Park in-lieu fees: fees paid by new development in lieu of dedication of park land. Also known as “Quimby fees” because jurisdictions are authorized to impose the fees under the Quimby Act.

Poor condition: Facilities in poor condition cannot be operated within design parameters. Major renovations are required to restore the facility and ensure reliable operation.

Quimby Act: California law originally proposed by former Assemblyman John P. Quimby (Government Code §66477) authorizing cities and counties to pass ordinances requiring that new development set aside park land, donate conservation easements, or pay fees in lieu of dedication of park land (see park in-lieu fees).

State Transportation Improvement Program: state transportation funding plan which determines when and if transportation projects will be funded by the State. STIP includes regional plans as well as Caltrans’ proposed interregional highway and rail projects. The plan covers a four-year planning horizon and is updated every two years.

PREFACE

This report includes analyses of municipal service delivery and policy options for the Commission to consider as it makes its determinations with respect to Municipal Service Reviews (MSRs) and sphere of influence (SOI) updates. The decision whether or not to approve or disapprove any policy options, with or without amendments, wholly, partially or conditionally, rests entirely with the Commission. This report is not a substitute for those discretionary decisions yet to be made by the Commission.

This report has been reviewed by the MSR Working Group, comprised of County, city and special district representatives, as well as affected agencies. The Draft MSR was issued for a 21-day public review period. Comments received during the 21-day review period were considered and incorporated into the MSR as appropriate. LAFCo held a duly noticed public hearing on May 11, 2006 to consider the Final Draft MSR and its contents and to receive testimony. The policy options and recommendations herein are subject to further analysis and consideration as directed by the Commission.

GUIDE TO DOCUMENT

The Executive Summary provides an overview of the report including conclusions and factors affecting services reviewed;

Chapter 1 provides the policy context and the purpose of the report;

Chapter 2 provides an overview of the service providers, local government agencies responsible for community services, growth projections, and growth areas in Alameda County;

Chapter 3 reviews street maintenance and lighting services;

Chapter 4 reviews park and recreation services;

Chapter 5 reviews library services;

Chapter 6 reviews mosquito and vector control services;

Chapter 7 reviews lead abatement services;

Chapter 8 provides a description and analysis of each agency's SOI and sets forth policy options with respect to SOI updates;

The references section provides a bibliography and identifies data sources and interviewees;

Appendix A provides a detailed summary of each agency; and

Appendix B provides maps of the agencies and overview maps relating to each of the services covered in this report.

DATA SOURCES

The local agencies providing community service have provided a substantial portion of the information included in this report. Each local agency provided budgets, financial statements, bonded debt statements, and various plans, and responded to questionnaires. The service providers responded to questionnaires covering workload, performance, facilities, finances, and service challenges. We extend our thanks and recognition for their substantial contributions to this effort.

In order to minimize the burden on the agencies and maximize the comparability of the data across providers, the report relies whenever possible on standard, central data sources, including the Association of Bay Area Governments, the State Controller, California Department of Transportation, Metropolitan Transportation Commission, California State Librarian, U.S. Census Bureau, and the following Alameda County departments: Registrar of Voters, Auditor/Controller, Community Development Agency, Assessor, Public Works, Environmental Health, Surveyor, and Information Technology.

For a more detailed listing of data sources, please refer to the references section at the end of this report.

CREDITS

This report was prepared by a team of experts. Beverly Burr, economist and public finance expert, served as principal author and project coordinator. Bob Braitman served as public administration and policy expert; in that capacity, he advised on policy options and reviewed the report. Cecelia Griego, Nelson Chen and Rorie Overby of Burr Consulting contributed research and editorial assistance. Enabell Diaz of Cotton/Bridges/Associates prepared maps.

Former Alameda LAFCo Executive Officer Lou Ann Texeira oversaw preparation of the report and provided guidance and review. Alameda LAFCo Planner Barbara Graichen of Graichen Consulting provided assistance and review. Legal Counsel Brian Washington also provided guidance as needed.

Guidance was also provided by the MSR Working Group: Hayward City Manager Jesús Armas, Principal Analyst of the County Administrator's Office Ken Gross, Alameda County Fire District Finance Manager Don Graff, Dublin San Ramon Services District General Manager Bert Michalczyk, and Mosquito Abatement District General Manager John Rusmisel.

EXECUTIVE SUMMARY

This report is the third in a series of Municipal Service Review (MSR) reports for the Alameda Local Agency Formation Commission (LAFCo). An MSR is a State-required comprehensive study of services within a designated geographic area; in this case, Alameda County. The MSR requirement is codified in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code Section 56000 et seq.), which took effect on January 1, 2001.¹

MSRs are required before LAFCo creates or updates spheres of influence (SOIs) for public agencies. LAFCo only reviews services provided by public agencies that have, or are required to have, SOIs. Those agencies providing community services—including street, park, library, mosquito abatement, vector control, and lead abatement services—within the boundaries of Alameda County are the focus of the review. Other public and private providers of the same or similar services in the County are included in this MSR for informational purposes, but are not generally subjected to in-depth review.

This MSR contains general information regarding land use, service provider and population data used to support analyses and conclusions. State-required evaluations of nine specific service evaluation categories are also included. Service issues are evaluated and practices compared with consideration for local conditions, circumstances and resources. Government structure options, such as mergers or consolidations which might enhance government functions, are identified. MSR options, conclusions and recommendations are used by LAFCo when rendering the State-required MSR determinations.

BACKGROUND

LAFCO SERVICE REVIEW REQUIREMENTS

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires that each LAFCo conduct MSRs prior to or in conjunction with SOI updates. These reviews must be conducted at least every five years. As part of the service review, LAFCo must prepare an analysis and written statement of determinations regarding each of the following nine evaluation categories. The category descriptions are pursuant to the Alameda LAFCo Guidelines, Policies and Procedures.

- 1) **Infrastructure needs and deficiencies** – This evaluation category focuses on the adequacy of existing and planned public facilities in accommodating future growth and the efficient delivery of public services.
- 2) **Growth and population projections for the affected area** – This evaluation category focuses on projected short- and long-term demand for services within the particular area, as measured by current and future population and their relationship to land use plans and programs.

¹ A detailed description of the history, purpose and process for conducting MSRs is included in Chapter 1.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

- 3) **Financing constraints and opportunities** – Under this evaluation category, LAFCo must identify service financing conditions and practices and weigh a community’s public service needs against the resources available to fund the services.
- 4) **Cost avoidance opportunities** – This evaluation category relates to service duplication, inefficiencies due to overlapping boundaries, and other practices or circumstances which may increase service costs. Cost reduction opportunities related to economies of scale, shared facilities, transferring service obligations, financing opportunities, and infrastructure upgrades, and other practices are identified.
- 5) **Opportunities for rate restructuring** – Rate review—for example, rate setting methodologies, conditions that could impact future rates, variances among rates, fees, taxes, charges—is outlined and opportunities to modify rates are identified.
- 6) **Opportunities for shared facilities** – Under this evaluation category, LAFCo identifies and evaluates capacity, staff and infrastructure needs to identify opportunities for agencies to reduce costs by sharing facilities and eliminating duplications.
- 7) **Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers** – LAFCo must adopt written determinations with respect to government structure options that could improve service conditions. The objective is to provide LAFCo with sufficient information to render informed decisions. Service reviews are required to review and update SOIs, and LAFCo is directed to study a variety of feasible and reasonable options. LAFCo is empowered following these studies to initiate certain reorganizations, such as district consolidation, dissolution, mergers, and establishment of subsidiary districts (§56375(a)). Alameda LAFCo’s policies also encourage service providers to consider alternative structures to improve service provision.
- 8) **Evaluation of management efficiencies** – The term “management efficiency” refers to the organized provision of public services with the lowest necessary expenditure of public funds. Among items considered are adequate training, advance planning, implementation of effective strategies for budgeting, managing costs, personnel utilization, customer service and involvement, ability to provide service over the short and long term, resource management, compliance with accepted standards considering local conditions, circumstances and resources, and maintenance of adequate contingency reserves.
- 9) **Local accountability and governance** – This evaluation category focuses on the visibility and accessibility of the decision-making body, staff and the decision-making process, public participation in elections, publicly disclosed agency budgets, programs, and plans, as well as public participation in the consideration of work and infrastructure plans.

The service reviews are intended as an informational tool to help LAFCo, other agencies and the public better understand the public service structure. The service review will serve as a tool to help LAFCo achieve its goals of ensuring efficient municipal services, logical boundaries and protection of open space and agricultural lands. LAFCo is not required to initiate boundary changes based on service reviews. However, LAFCO, local agencies and/or the public may use the service review, together with additional research and analysis, to pursue changes in jurisdictional boundaries or SOIs.

AGENCIES INCLUDED IN THIS SERVICE REVIEW

The service review has been conducted on a countywide basis and includes agencies involved in the provision of community services, including street maintenance, park and recreation, library, vector control and mosquito abatement, and lead abatement services. It focuses on 16 special districts, including 11 County Service Areas, and other services provided by the 14 cities in Alameda County.

Table ES-1. Local Agencies with SOIs

Independent Special Districts	Dependent Special Districts	Cities
Alameda County Mosquito Abatement District	Alameda County Library District	Alameda
East Bay Regional Park District	Castro Valley Library CSA	Albany
Hayward Area Recreation and Park District	Castle Homes CSA	Berkeley
Livermore Area Recreation and Park District	Castlewood CSA	Dublin
	Dublin Library CSA	Emeryville
	Estuary Bridges CSA	Fremont
	Five Canyons CSA	Hayward
	Lead Abatement CSA	Livermore
	Morva CSA	Newark
	San Lorenzo Library CSA	Oakland
	Street Lighting CSA	Piedmont
	Vector Control CSA	Pleasanton
		San Leandro
		Union City

The report also includes information on private service providers and other governmental service providers to the extent necessary to establish relationships, quantify services, and provide a comprehensive overview of community services in Alameda County, recognizing that LAFCo has no authority over these types of agencies.

HOW THE REPORT WILL BE USED

The report and the data collected through the service review process will be used by LAFCo to review and update SOIs of cities and special districts, including expansion or reductions in SOI boundaries or creation of new SOIs. This report will be used to update the SOIs of 16 special districts engaged in community services, including 12 county service areas. With regard to the multipurpose agencies—including the 14 cities, two multipurpose CSAs and the regional park district—LAFCo will use this information along with that gathered in the previously submitted public safety and utilities MSRs.

Government Code §56375(a) gives LAFCo the power to initiate certain types of boundary changes consistent with service reviews and SOI studies. These boundary changes include:

- Consolidation of districts (joining two or more into a single successor district);
- Dissolution (termination of a district and its corporate powers);
- Merger (termination of a district by merging that district with a city);
- Establishment of a subsidiary district (where a city council becomes the board of directors of the district); or
- A reorganization that includes any of the above.

Any local agency may apply to LAFCo for a boundary change. This applies to cities and special districts that contain or will contain (or whose SOI contains) any territory within the proposal to be reviewed by LAFCo and the County. Also, registered voters or property owners within the proposed area may petition LAFCo for a boundary change. The following types of boundary changes may be proposed to LAFCo:

- Formation of a new district or city;
- Annexation to or detachment from a city or district; or
- A reorganization that includes any of the above.

LAFCo may also use the information presented in the MSR report to review future proposals for extension of service beyond an agency's jurisdictional boundaries or for amendment of urban service area boundaries of a city.

DETERMINATIONS

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires LAFCo to prepare Municipal Service Reviews. Part of that process is the adoption of written determinations for nine specific evaluation categories as enumerated in Government Code §56430.

A determination is a declaratory statement or conclusion based on the information and evidence presented to the Commission in the administrative record. These determinations are supported by evidence in the record of the service review proceedings, including all of the information collected, LAFCo's analysis and interpretation of the information, oral and written information presented by the public, and oral and written testimony given at public hearings.

Determinations included in this Executive Summary are based on information compiled and analyzed in this report.

1. INFRASTRUCTURE NEEDS AND DEFICIENCIES

General

- The infrastructure needs of providers differ due to local conditions. Older cities and urban areas possess infrastructure—streets, parks, recreation facilities, libraries, and other community service facilities—that is often deteriorating or is in need of replacement or upgrade. Newer cities and urban areas need to fund new facilities.
- Financing for some needed capital improvements has not been identified. It is reasonable to expect that new capacity will need to be added to facilities to accommodate increased demands based on future population growth. The pace of improvements will depend on available financing and their relative priority in local capital improvement programs.

Street Services

- A number of seismic concerns exist for bridges serving the County. The San Francisco-Oakland Bay Bridge does not meet seismic performance standards for “Lifeline Structures.” Caltrans’ replacement of the eastern span of the Bay Bridge is scheduled for completion in 2009. Although the San Mateo-Hayward Bridge was seismically retrofitted in 2000, Caltrans plans reconstruction of the I-880/Route 92 interchange to increase traffic capacity. The Dumbarton Bridge may be subject to large foundation rotations in a major seismic event which could result in collapse. Caltrans is conducting seismic vulnerability studies to assess the need for retrofit.
- The Alameda County Public Works Agency (ACPWA) plans to retrofit the High Street and Park Street draw bridges, and the Elgin Street road bridge. Union City plans to retrofit bridges at Whipple and Decoto Roads in 2006.
- Seismic vulnerability on freeways and freeway structures may occur due to potential liquefaction along I-80, I-580 to the north, and I-880 to the south and, if so, could pose formidable repair problems.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

- Street-related infrastructure needs are significant. A U.S. Department of Transportation study found that urban road and highway pavement conditions nationwide are likely to get worse at current funding levels. The study found that keeping urban roadways in their current condition would require a 32 percent increase in annual funding. Improving the physical condition of urban roadways would require a 62 percent increase in annual funding.
- Poor capacity and pavement condition were cited as reasons why the American Society of Civil Engineers rated Bay Area street and highway infrastructure with a D+ grade. By comparison, wastewater infrastructure received an A- grade and other infrastructure—transit, bridges, aviation, water, and parks—received C and C- grades.
- Nearly one-third of freeway segments in Alameda County operate at a poor level of service during “rush hour.” The most congested freeway segments are:
 - the I-80 approach through Albany, Berkeley and Emeryville to the Bay Bridge,
 - I-580 westbound through Livermore,
 - I-580 eastbound through Livermore and Pleasanton, and
 - Route 92 eastbound between the San Mateo-Hayward Bridge and I-880.
- Spillover traffic from freeway congestion on local arterials is a service challenge throughout the County.
- Congested local roads with poor capacity include segments of San Pablo and Shattuck Avenues and Adeline Street in Berkeley, Mowry Road in Fremont, 98 (of 258) street miles in Hayward, four intersections in Livermore near freeway on-ramps, much of the downtown Oakland area, the Foothill/Canyon Way intersection in Pleasanton, two I-880 on-ramp approaches in San Leandro, Alvarado-Niles and Decoto in Union City, and in the unincorporated areas the intersections of Mission Boulevard and Blossom Way, Grant and Washington Avenues, and Castro Valley Boulevard and Redwood Road.
- Berkeley reported that its street network is very close to capacity. San Leandro reported poor east-west circulation, and is exploring street widening and traffic signal timing improvements to address the problem.
- Livermore needs interchange improvements and turning lanes to improve circulation. Dublin needs widening of Dougherty Road and Dublin Boulevard, replacement of traffic signals, and various arterial improvements to accommodate new development and growth. Pleasanton needs street widening and additional lanes to improve freeway access as well as traffic signals at various locations. Fremont needs street widening to improve access to the Warm Springs BART station, I-880 (Warren Avenue), and on Mowry Road.
- Local agencies reported that 32 percent of streets (centerline miles) need to be rehabilitated. This amounts to 1,072 street miles in poor condition. The cities of Alameda, Albany and San Leandro reported that over half of streets need rehabilitation. Berkeley reported that 90 (of 223) street miles need rehabilitation. Piedmont did not disclose street rehabilitation needs.
- The Metropolitan Transportation Commission (MTC) estimated the cost of addressing the pavement backlog on local roads in Alameda County as \$503 million, as of FY 2005-06. The pavement backlog is greatest in Emeryville, Albany, Berkeley, and Hayward, where it exceeds \$200,000 per street mile. Much of the pavement backlog is presently unfunded. The City of

Oakland, Alameda County and the City of Alameda faced the greatest expected funding shortfalls per street mile.

- Oakland needs traffic signal upgrades to improve circulation in the Gateway and downtown areas. The City's street lighting circuits are relatively old and seriously deteriorated.
- Unfunded and under-funded needs in Hayward include interchange improvements on I-880 at A Street, Winton Avenue and Industrial Parkway, and access improvements in the City's industrial areas.
- Cherryland and other unincorporated areas need sidewalks with an estimated cost of over \$400 million. (ACPWA has proposed to form a Shell CSA to enable communities to approve sidewalk construction financing).
- Private roads in the Castle Homes, Castlewood, and Morva CSAs do not meet County design standards for width, grade, drainage, or handicapped access. These areas mostly lack sidewalk, curb and gutter improvements. Private roads in the Five Canyons CSA do not meet width standards.
- Infrastructure deficiencies on private roads in unincorporated areas affect the desirability of annexation of such areas to cities.
- Street rehabilitation practices (in FY 2004-05) addressed a very small portion of needs in the cities of Alameda, Albany, Berkeley, Fremont, and San Leandro. Piedmont did not disclose street rehabilitation needs.
- Response times for street damage are longest in Albany, Hayward, and Union City, where it may take two weeks or longer to make repairs. Response times for broken traffic signals are longest in Livermore and Piedmont, where it may take as long as 24 hours to respond and repair the signal.

Park Services

- There are 31.5 acres of parkland available countywide per 1,000 residents. Regional parkland constitutes most (92 percent) of park acreage in the County.
- There are 2.9 acres of developed parkland available countywide per 1,000 residents. This includes primarily local parks and secondarily school parks.
- There are 467 municipal parks in the County.
- Agencies with less than three acres of developed parkland per 1,000 residents include Oakland, Union City, Emeryville, HARD, Berkeley, and San Leandro.
- Public recreational facilities in the County include recreation centers, senior centers, golf courses, swimming pools, marinas, lakes, museums, and visitor centers. There are 168 public recreational facilities operated by municipal park providers.
- Of the 467 recreational facilities, 15 were reported to be in poor condition. Three of the 15 in poor condition are being rebuilt, and EBRPD has planned improvements at Del Valle Visitor Center. Emeryville, Oakland and San Leandro did not report recreational facility condition.
- Improvements are not presently funded for the following facilities in poor condition: Krusi Park Recreation Center and Veterans Memorial Building in the City of Alameda, three swim

ALAMEDA LAFCO COMMUNITY SERVICES MSR

centers and a youth services center in Berkeley, three historic facilities in Pleasanton, an LARPD historic structure—“The Barn”—and Union City’s community center.

- Deferred maintenance of facilities was cited as a problem by Berkeley and Oakland.
- Service providers reported a variety of infrastructure needs beyond addressing facilities in poor condition. These include renovation needs and master plans, as well as new facilities.
- Berkeley, LARPD, Piedmont and Pleasanton specifically mentioned needs and challenges related to sports fields.
- New facility needs include play fields in the Livermore and Piedmont areas, a new teen center in Berkeley, and new parks in eastern Dublin, southwestern Newark, Fremont, Oakland, and San Leandro. Inadequate parkland in some or all of their respective service areas was cited as a challenge by Berkeley, Emeryville, Union City and HARD.
- Service hours offered at recreation facilities are relatively low in the City of Alameda. Newark, Pleasanton and LARPD keep recreation facilities open for the greatest number of hours on average.

Library Services

- There are eight municipal library service providers in the County—the Alameda County Library District (ACLD) and the cities of Alameda, Berkeley, Hayward, Livermore, Oakland, Pleasanton, and San Leandro. ACLD serves the unincorporated areas, Albany, Dublin, Fremont, Newark and Union City. The City of Oakland serves Emeryville and Piedmont.
- There are 45 libraries and two bookmobiles operated by local agencies in Alameda County. Of these, 37 are in fair or better condition, and seven are in poor condition. The condition of one library was not reported.
- Replacement of three libraries in poor condition is underway. However, funding has not been identified for replacement of five libraries in poor condition—the Castro Valley Library, Livermore’s Springtown Branch Library, the Union City Library, and two branch libraries in the City of Alameda.
- Oakland needs a new branch library on 81st Avenue, which is funded and planned. Fremont and Union City need new branch libraries, but have not identified funding.
- Libraries needing expansion include Oakland Main Library, six Oakland branch libraries, and Berkeley’s North Branch library.
- A number of libraries need repairs, renovation or technology upgrades, including four branch libraries in Berkeley, Albany’s library, and six Oakland branch libraries.
- The median library is open 46 hours weekly. The Fremont branch libraries are open only 7-14 hours per week, although the Fremont Main Library is open 47 hours per week. Unlike other cities in the ACLD system, Fremont does not fund supplemental library hours. The City cut funding for library hours to address a budget deficit.
- The median library collection offers 2.5 book volumes per capita. Hayward, Union City, unincorporated Alameda County, and Newark have relatively small book collections compared with other providers.

Mosquito and Vector Control Services

- The Alameda County Mosquito Abatement District (ACMAD) provides mosquito abatement services to all areas of the County except Albany. The Vector Control CSA provides vector control services to all areas of the County except Emeryville and Fremont. The cities of Berkeley, Emeryville and Fremont provide rodent suppression services within their respective boundaries.
- Infrastructure includes the office space and equipment used by the service providers.
- ACMAD's current office consists of 3,700 square feet, and the District requires a larger space. The facilities are currently being expanded and renovated. Upon completion, ACMAD expects to have adequate space.

Lead Abatement Services

- Lead poisoning prevention services are provided countywide. The Lead Abatement CSA supplements these services in the cities of Alameda, Berkeley, Emeryville, and Oakland with lead hazard reduction programs, including lead-safe painting and renovation classes, lead hazard consultations, lending of specialized vacuums, and distribution of lead-safe painting kits.
- Infrastructure includes the leased office space and equipment used by the one service provider.
- No significant infrastructure needs were noted.

2. GROWTH AND POPULATION PROJECTIONS

General

- Alameda County's population is projected to increase by 13 percent, or approximately 197,400, during the next 15 years. Growth is projected to occur more quickly in some locations than others, especially eastern Dublin, Oakland, Livermore, Pleasanton, Alameda Point, Bay Farm Island, Marina Village, and portions of Emeryville and Union City.
- The County's daytime population, i.e., employment, is expected to increase by 27 percent over the next 15 years. This is over double the rate of residential population growth, indicating an increased number of job opportunities for Alameda County residents and commuters, as well as increased service demand. Associated increases in demand need to be addressed by agency planning processes.

Street Services

- Demand growth will be determined by a number of factors, including residential, commercial and industrial growth as well as vehicle ownership, labor force participation rates, growth in suburb-to-suburb commutes, parking availability, gas prices, and the efficiency and desirability of mass transit.
- The most intensive demand—based on daily vehicle miles of travel per street mile—is placed on freeways and state highways. On local roads, Pleasanton, Hayward and Emeryville

ALAMEDA LAFCO COMMUNITY SERVICES MSR

face the greatest volume of traffic per street miles. Piedmont, Dublin and Fremont face relatively lower traffic volume.

- Residential demand makes up 44 percent of street demand nationwide, as measured by fuel use. Truck travel associated with nonresidential demand is responsible for a significant portion of street wear and tear on freeways, arterials and other truck routes.
- The average person in the Bay Area takes four trips daily in addition to stops along the way. Four-fifths of trips are taken by car.
- Four-fifths of working Alameda County residents drive to work, with the remainder relying on mass transit, bicycle and walking. Those driving to work spend 28-31 minutes on average commuting (one-way) to their jobs, most often five days per week. Those relying on mass transit spend significantly greater amounts of time commuting, but also travel greater distances.
- Since more than a majority of the residents still work within the County, the key transportation problem is how to move Alameda County residents around the County. Residents commuting outside the County most commonly commute to San Francisco and Santa Clara counties.
- Most commuters working within Alameda County drive from within the County. Most commuting from outside the County reside in Contra Costa County, followed by Santa Clara County.
- Demand management strategies include carpool lanes and incentives, promotion of mass transit through increased efficiency, access and convenience of mass transit options, promotion of alternative means of travel through pedestrian and bicycle improvements, transit-oriented development, and smart growth.

Park Services

- Demand for municipal park and recreation services is affected primarily by population
- Demand is also affected by growth among population segments with higher park visitation rates. Younger people tend to have heavier use of parks and recreation programs than older people. Higher-income people tend to have higher park visitation rates but less interest in recreational facilities than lower-income people. African Americans tend to prefer development facilities and services, while whites are more likely to prefer undeveloped, nature-based settings.
- Most local agencies in Alameda County do not track park visitation. Tracking visitation has advantages in justifying funding levels, helping assess operational success, managing staff resources, and guiding performance improvement. Strategies for counting visitors include placing automatic counters in parking areas, conducting occasional counts of those entering or using parks, surveying residents, and even tracking water use or toilet flushes.
- EBRPD and LARPD track park visitation, as do the cities of Berkeley, Dublin, San Leandro and Union City. Of those tracking visitation, EBRPD with the largest acreage of parkland reported significantly more park visitors. San Leandro and Union City also reported a relatively high volume of park visitors.

- Tracking recreation usage should be relatively simple due to payment of recreation fees. However, only half of the agencies were able to estimate recreation participation hours per year. LARPD, Newark and Union City reported the highest rates of recreation participation. EBRPD recreation participation is relatively low, because the regional park provider is primarily specialized in park services rather than municipal recreation programs. HARD and the cities of Alameda, Dublin, and Oakland did not even provide the number of individuals using recreation programs.
- A number of local agencies reported growing demand for your sports facilities, including playing fields for a variety of sports and for new sports activities.

Library Services

- Demand for library services is affected primarily by population, English literacy, and the quality and breadth of library materials.
- Growth in demand is expected to be greatest in areas with rapid population growth, including eastern Dublin, Oakland, Livermore, Pleasanton, Alameda Point, Bay Farm Island, Marina Village, and portions of Emeryville and Union City
- English literacy rates tend to be lowest among those with the fewest years of education and those who are new to the United States. Oakland, Hayward, and the Cherryland and Ashland unincorporated communities have relative high concentrations of non-English speakers and persons who did not complete high school. By comparison, there are very few non-English speakers in Piedmont, Pleasanton and Berkeley.
- Approximately 70 percent of County residents have a library card that has been used within the last three years. The cities of Albany, San Leandro and Berkeley reported more active library cards than residents, and appear to be used extensively by non-residents as well. Unincorporated Alameda County, Newark and Union City have relatively low numbers of borrowers per capita; these areas are served by ACLD.
- There are 7.8 library materials borrowed per capita countywide annually. Albany, Dublin, Berkeley and Pleasanton have relatively high circulation per capita. Oakland, Hayward and the City of Alameda had relatively low circulation per capita.

Mosquito and Vector Control Services

- Service demand is primarily driven by ecological and biological factors. Demand for mosquito and vector abatement services has increased due to increased threats of infection with the West Nile virus and Lyme disease.
- There were 58 incidents of West Nile Virus infection in animals in Alameda County in 2005. There have been two human cases of West Nile Virus in Alameda County in the last several years. Infected mosquitoes were detected in 2005. It is expected that concern over this disease will increase service demand.

Lead Abatement Services

- Demand for lead abatement services is driven by the quantity of housing that pre-dates 1978 limitations on the use of lead-based paint, by the volume of construction and rehabilitation activity in such housing due to dust related to lead-based paint, and by regulatory compliance levels among landlords and property sellers.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

- Older housing is more prevalent in the northern portion of the County, particularly in Berkeley, Oakland, San Lorenzo and Piedmont. In newer growth areas, there is less housing that pre-dates the 1978 prohibition on the use of lead-based paint.
- The number of housing units with lead-based paint will not grow; however, rehabilitation of older housing, if not properly managed, may lead to increased demand for lead abatement services.

3. FINANCING CONSTRAINTS AND OPPORTUNITIES

General

- The median city generated \$843 in general fund revenue per capita in FY 2003-04, but Fremont, Union City, Hayward and Newark receive substantially less. These cities do not impose a utility users' tax levy relatively modest business license tax rates, and, with the exception of Hayward, do not have substantial sales tax bases. Piedmont, Oakland, Emeryville, and Dublin receive the most ample general fund revenues per capita.
- Limitations on property tax rates and increases in taxable property values are financing constraints. Property tax revenues are subject to a formulaic allocation and are vulnerable to State budget needs. Agencies relying on the one-percent property tax face temporary reductions in revenue to finance a state budget deficit.
- Municipalities must obtain majority voter approval to increase or impose new general taxes and two-thirds voter approval for special taxes, such as special library or street lighting taxes.
- Voters are reluctant to approve tax increases. Some providers have been more successful in this effort than others. Their approaches to community outreach could be used as models to others who seek voter approval of new tax measures.
- Development impact fees and user fees must be based on reasonable costs of service, and may be imposed and increased without voter approval.
- Development impact fees must reasonably reflect the costs of extending infrastructure to new development, and may not be used to subsidize operating costs.
- Newer cities and new growth areas have more options to finance infrastructure because developers can be required to fund infrastructure and some services. Alternative financing methods, such as Mello-Roos Districts, are available to fund new facilities and services.
- Borrowing costs are affected by the performance of the providers. Bond ratings differ based on revenue projections, cost containment, reserves, management efficiencies, and other factors. Providers need to maximize efficiency to minimize the cost of borrowed funds.

Street Services

- Most revenues are obtained through gas tax subventions, local transportation sales tax (Measure B), general fund revenues, and federal and state funds. The CSAs rely heavily on property-related fees.

- State gas tax accounts for 15 percent of revenues used by the 14 cities for street purposes, and 67 percent of the County's revenues for street purposes. Gas tax may only be used to plan, construct, maintain and operate public streets, and to plan, construct, and maintain transit tracks and stations. Revenues are distributed by the State primarily based on population. The amount of revenue is limited by the tax rate charged by the State. The rate has remained unchanged since the late 1990s, and inflation-adjusted revenues have declined as a result.
- General fund revenues contribute 23 percent of street funding for cities, and five percent for the County. Pleasanton, Piedmont and Newark are most reliant on general fund financing for local roads, and Oakland, Albany, Union City and the County are least reliant on this source. Fremont, Union City, Hayward and Newark have relatively modest general fund revenues per capita, as discussed above.
- Transportation sales tax allocations to the 14 cities constitute nine percent of street-related revenues, and five percent for the County. The half-cent sales tax was approved by voters in 1986, and extended through 2022 by approval of Measure B. Programmatic allocations to local street providers are based on population and street miles. The program funds specific capital projects for new lanes on local freeways, as well as projects for arterials and other surface streets.
- Revenues from the State (other than gas tax) make up 14 percent of street-related revenues for the cities, and 11 percent for the County. Major State funding streams include the State Transportation Improvement Program (STIP) and Traffic Congestion Relief Program (TCRP). Both programs primarily fund highways improvements and mass transit, but also fund local street projects. STIP funds local street projects on a competitive basis; the funding sources include federal funds and the State Highway Account. TCRP funds must be used for street reconstruction and maintenance, and are allocated to counties based on vehicles and road miles, and to cities based on population. The funding source is sales tax received on fuel sales. The TCRP maintenance of effort requirement ensures agencies continue contributing general fund revenues as they have done in the past. Due to the State budget crisis, local agencies do not receive these funds in FY 2006-07 and 2007-08, but will receive repayment for funds used by the State in prior years. This funding stream will continue to be vulnerable to State budget needs unless voters approve a November 2006 ballot measure.
- Federal revenue makes up seven percent of cities' street funds, and five percent for the County. Major funding programs are Surface Transportation Program (STP), Congestion Mitigation and Air Quality Improvement Program (CMAQ), and Highway Bridge Replacement and Rehabilitation (HBRR) Program. In addition, there are discretionary funds distributed by Congress. Federal funds for local providers must be used for improving arterials and major collector roads. The Metropolitan Transportation Commission and the Alameda County Congestion Management Agency (ACCMA) make funding distribution decisions based on population and needs assessment.
- Assessments fund street lighting programs in nine of the 14 cities and in much of the unincorporated areas. Assessment rates may only be increased with majority property owner approval or, if structured as special taxes, by two-thirds voter approval.
- All cities except Piedmont require new development to construct curbs, gutters, sidewalks, and street paving on or adjacent to the property, and dedicate improvements. New

development pays for infrastructure needs in this fashion within the immediate vicinity of the property.

- The County and six cities—Dublin, Emeryville, Fremont, Livermore, Pleasanton and San Leandro—levy traffic impact fees on new development to recoup the costs of expanding their street networks to convey traffic in new development to freeways and other destinations. Six of the remaining cities levy general development impact fees, a portion of which may be used for street purposes. Oakland and Piedmont do not levy any development impact fees.
- The most significant financing opportunity is a State increase in the gasoline tax. Adjusting the tax for inflation and increased road use since 1998 could increase revenues by 25 percent. However, the Legislature has been thus far reluctant to impose an increase due to recent gas price inflation.
- Local agencies may compete for Measure B funds available to encourage development near transit centers.
- The proposed formation of a “Shell CSA” by ACPWA offers opportunities for unincorporated areas to fund sidewalk construction through voter-approved assessments, taxes or other charges.
- Bridges maintained by Caltrans are financed primarily by tolls and bonded indebtedness.

Park Services

- General fund revenues are the primary funding stream for park and recreation services. Property taxes and other general fund revenues make up 62 percent of park financing sources for the service providers as a whole. These sources are more significant for the park districts than the cities, and constitute approximately half of funding sources for cities. As a result, property tax limitations and voter approval requirements for new general taxes pose significant financing constraints for park service providers, particularly for the three special districts.
- Park rental and recreation fees constitute 21 percent of park-related operating revenues. Including fees from golf and marina enterprises, fees make up 39 percent of park-related operating revenues for cities.
- Although golf and marina enterprises typically achieve cost recovery through fees, recreation programs typically do not recover all costs through fees. Particularly for jurisdictions serving low-income recreation users, opportunities to increase fees are limited by users’ ability to pay. Constituent preferences may limit fee increases in some jurisdictions. Jurisdictions may wish to conduct joint analysis and comparison of recreation fees to assess financing opportunities related to improved cost recovery.
- Most agencies charge higher fees for non-residents using recreation facilities and programs who do not otherwise contribute to local tax revenue. Non-resident fee premium practices vary among the agencies. Berkeley, Emeryville and Union City have opportunities to increase revenue by creating a non-resident fee structure for recreation programs. Other providers may have opportunities to increase non-resident fees.

- Capital financing is primarily provided by development impact fees, including both facility fees and park in-lieu fees (also known as “Quimby” fees) for acquisition of new parkland. Fremont, Livermore and San Leandro levy park-related development impact fees. The cities of Alameda, Albany, Berkeley, Dublin, and Union City levy general development impact fees that may be used for park facilities. A majority of the providers, including the County, levy park in-lieu fees. The cities of Oakland, Emeryville and Piedmont levy neither park in-lieu fees nor development impact fees.
- Service providers also finance capital improvements with bonded debt and grants.

Library Services

- Municipal general funds and property taxes allocated to ACLD are the primary funding sources for library operations. Special taxes and assessments are significant funding sources for Albany, Berkeley and Oakland. Library fees and fines and grants provide a relatively modest share of funding.
- The ACLD property tax revenue funds only basic service levels. Dublin, Newark, and Union City provide supplemental funding to extend library hours beyond basic service levels from their respective general funds. Albany finances supplemental service levels through a special library tax. Alameda County finances supplemental service levels in unincorporated areas through County general fund contributions.
- Bond financing is the primary financing source used to build new library facilities. The cities of Alameda and Livermore have relied on voter-approved general obligation bonds. Albany and San Leandro have relied on lease revenue bonds, which do not require voter approval.
- Other facility financing sources include State grants, development impact fees, and general fund revenues. One agency reported that it might use redevelopment funds to finance a portion of facility replacement costs.
- Several planned facilities rely on competitive grant funding awarded by the State Office of Library Construction and financed by a statewide bond measure. The cities of Alameda, Oakland, and San Leandro and ACLD (Castro Valley) have received grants to build new library facilities. Agencies are required to finance 35 percent of project costs through local matching funds.
- If passed, a June 2006 ballot measure will authorize \$600 million statewide in additional grant funding for library construction. Funding would be distributed on a competitive basis to agencies submitting grant proposals and raising 35 percent of project costs through local matching funds.

Mosquito and Vector Control Services

- ACMAD is funded primarily through property taxes and a benefit assessment. The assessment is \$1.74 per household. A State grant related to West Nile virus suppression is another funding source.
- The Vector Control CSA is funded by a benefit assessment of \$5.92 per household with a special assessment in Oakland to fund additional abatement and suppression services for rodents in the City’s sewer system.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

- The City of Berkeley’s rodent control services are funded in part by a pass-through of assessment revenue from the Vector Control CSA.
- Property tax limitations constrain ACMAD’s revenues, and the majority property owner approval requirement for assessments is a constraint on both ACMAD and Vector Control CSA financing. However, given the public health concerns related to West Nile virus and other diseases transmittable to humans, voter approval for assessments may be achievable.

Lead Abatement Services

- The Lead Abatement CSA is primarily financed by assessments, and secondarily by grants.
- Given that lead poisoning and risk factors are more prevalent in low-income communities, there are limited opportunities to impose user fees to recoup program costs.
- Financing opportunities include increased grant funding. Opportunities requiring majority property owner approval include increased assessments.

4. COST-AVOIDANCE OPPORTUNITIES

General

- Local agencies rely on a variety of methods to avoid or minimize costs to provide service. Interagency cooperation, including contracts for services and joint activities, presents opportunities to avoid duplication of administrative capacity and cost.
- Agencies may provide performance incentives to managers who identify or implement new cost-reducing strategies.
- Agencies that implement benchmarking, continuous improvement and other management efficiency programs can minimize costs over the long term.
- Land use planning designed to promote infill development, redevelopment of under-utilized urban lands, and creation of compact, well-served communities presents opportunities to minimize future public service costs through strategic and “smart” growth.

Street Services

- The County provides street services to several unincorporated islands within the cities of Livermore, Pleasanton and Hayward. LAFCo should facilitate annexation of unincorporated islands in order to reduce duplication, enhance service efficiency and reduce costs.
- Local street maintenance and reconstruction costs averaged \$20,100 per street mile in FY 2002-03 (the most recent comparable data available from the State Controller). Emeryville’s costs were relatively high, and costs were above-average in the unincorporated areas, Newark, Pleasanton and San Leandro.
- Emeryville faces relatively high traffic volume on its streets, and relies heavily on private contractors. High costs may be partly explained by greater wear and tear. Pleasanton and Newark reported relatively high investments in preventative maintenance and street rehabilitation. Higher costs in these cities appear to be related to higher service levels.

- Local street lighting and traffic signal costs per street mile averaged \$8,600 per street mile. Emeryville's costs were relatively high, and costs were above-average in the cities of Berkeley, Hayward and Alameda.
- Agencies with relatively high costs may wish to conduct benchmarking and competitive bidding to identify potential cost avoidance opportunities and ensure that spending and service levels meet policy objectives.

Park Services

- Park maintenance costs per acre vary substantially across service providers. Maintenance costs are highest in Berkeley and Pleasanton. San Leandro, Union City, Newark, and Dublin also have above-average maintenance costs per acre.
- Maintenance costs per acre may vary based on the extent of developed versus natural parkland, type of landscaping and vegetation, park visitation rates, park usage by homeless populations, extent of public restrooms, availability of trash receptacles, and service levels.
- Park maintenance costs per acre are lowest in the smallest cities. This may relate to the use of private contractors, to relatively compact service areas or proximity of parks, to service levels or to accounting/reporting issues.
- Agencies with relatively high park maintenance costs may wish to conduct benchmarking and competitive bidding with alternative service providers to identify potential cost avoidance opportunities.
- Recreation-related cost avoidance opportunities include increasing recreation fees, particularly for non-residents, to achieve higher cost recovery and reduce the need for general fund subsidy to recreation users.

Library Services

- Library operating costs per capita are substantially higher in Berkeley (\$116), Albany (\$65) and San Leandro (\$62) than in the median library system (\$43).
- Albany and Berkeley offer relatively extensive book collections, as measured by books per capita, and face relatively high demand, as measured by circulation per capita. In spite of a relatively sizeable collection, San Leandro receives only average demand, as measured by circulation per capita.
- There appear to be potential cost avoidance opportunities in the Berkeley and San Leandro library systems based on cost and service level indicators. The agencies may wish to conduct performance measuring and outreach to determine whether their library expenditures are achieving City goals.

Mosquito and Vector Control Services

- There is duplication of rodent expertise at the Vector Control CSA and the cities of Berkeley and Fremont. There is duplication of mosquito expertise at ACMAD and the Vector Control CSA.
- Consolidation of service providers may present cost avoidance opportunities.

Lead Abatement Services

- The CSA economizes on office costs by sharing space with other agencies and departments.
- No cost avoidance opportunities were identified.

5. OPPORTUNITIES FOR RATE RESTRUCTURING

General

- General fund tax rates may be restructured with majority voter approval. Special taxes require two-thirds voter approval for restructuring. Special benefit assessments require majority approval by property owners for restructuring. Property-related fees require two-thirds voter approval or majority owner approval for restructuring.
- User fees and development impact fees may be restructured without voter approval. However, agencies must justify that user fees recoup only the cost of service, and that development impact fees recoup only the cost of infrastructure extension to new development.

Street Services

- The median traffic impact fee among the seven agencies levying these fees is \$3,030 per new single-family home. Fees in Livermore, Pleasanton and Dublin are substantially higher than in San Leandro, Fremont and the unincorporated areas. Areas with relatively low traffic impact fees may wish to invest in development impact fee analyses to determine what fee increases are justifiable.

Park Services

- Rate restructuring opportunities that do not require voter approval include opportunities to increase non-resident fees for recreation programs and facility rentals, opportunities to increase recreation fees for residents, and opportunities to impose or increase park development impact fees and in-lieu fees.

Library Services

- Rate restructuring opportunities for library special taxes are constrained by the two-thirds voter approval requirement. If Berkeley chooses to reduce its library special tax, that would not require voter approval.
- Library fines and fees for library card issuance may be restructured without voter approval. However, such fees typically do not recoup the full cost of service, presumably due to agency preferences to ensure access to library services among low-income people.

Mosquito and Vector Control Services

- Mosquito and vector assessments may be increased or restructured subject to voter approval.
- Given public health concerns related to West Nile virus, there is potential for voter-approved assessment restructuring to cover additional costs.

Lead Abatement Services

- The CSA may seek to increase assessments on property owners with majority property owner approval, but may decrease assessments without voter approval.

6. OPPORTUNITIES FOR SHARED FACILITIES**General**

- A significant degree of interagency facility sharing is occurring in Alameda County.
- The ability of local agencies to identify and implement opportunities to share facilities is predicated on interagency communication and cooperation.

Street Services

- Extensive regional collaboration is practiced among municipal providers. As members of the Alameda County Congestion Management Agency, the agencies engage in joint studies and planning efforts. Regional transportation planning is coordinated by the MTC.
- For traffic signal maintenance, Emeryville contracts with Caltrans and Albany contracts with ACPWA, and, in that sense, share facilities. The CSAs contract with ACPWA for maintenance of private roads and, in that sense, share facilities.
- Dublin, Livermore and Pleasanton have adopted a JPA for traffic impact fees to collaborate in ensuring that new development mitigates traffic congestion impacts throughout the Tri-Valley area. Fremont, Newark and Union City may wish to consider a similar arrangement. Similarly, other neighboring cities may also wish to consider traffic impact fee collaboration.
- The City of Alameda is interested in contracting with another jurisdiction to perform slurry seals.

Park Services

- Municipal park providers practice extensive facility sharing. Many providers collaborate with school districts to provide additional recreational areas and facilities to residents. Many of the cities collaborate with EBRPD on regional park space within or adjacent to their service areas. A number of agencies collaborate with the Alameda County Flood Control District (ACFCD) to provide access to reservoirs and waterways.
- Facility sharing opportunities include expansion of the joint use of school facilities, collaboration with ACFCD and joint projects with EBRPD.
- Berkeley has opportunities to collaborate with the University to expand park space for students and with East Bay Municipal Utility District (EBMUD) to open up watershed lands to low-impact recreational use. Collaboration with EBMUD may also be relevant for other providers adjacent to EBMUD lands (i.e., Oakland and HARD).
- Piedmont is seeking access to playing fields in neighboring cities.
- HARD and Hayward collaborate on planning future park developments. This approach may pose an opportunity for LARPD and Livermore.

ALAMEDA LAFCo COMMUNITY SERVICES MSR

- Dublin is currently negotiating with EBRPD to develop an open space area in the western hills. Dublin, Pleasanton and EBRPD are jointly studying connecting the Alameda Creek Trail with Pleasanton trails.
- Future facility sharing opportunities include joint recreation programs among neighboring service providers.

Library Services

- All library service providers, except the City of San Leandro, engage in materials sharing through the Bay Area Library and Information System JPA which provides reciprocal service to all residents of Alameda, Contra Costa and San Francisco counties, as well as joint purchasing of electronic databases and e-books.
- ACLD's library meeting rooms are open to community non-profit groups.
- Alameda shares space in all libraries with Alameda Unified School District for homework assistance programs.
- Livermore, Oakland and San Leandro are considering joint projects with local school districts when planning new library facilities.
- Hayward is considering a pilot one-year project sharing library and school resources and a literacy project in conjunction with the Hayward Fire Department.

Mosquito and Vector Control Services

- Service providers engage in some facility sharing. The Vector Control CSA relies on ACMAD for the supply of mosquitofish. ACMAD shares used of its equipment with EBRPD and the Vector Control CSA. The Vector Control CSA stores some its pesticides at the County household hazardous materials building.
- Facility sharing opportunities include ACMAD sharing equipment with the Alameda County Agricultural Commission. ACMAD may consider setting up an office in the Livermore area in the future, and would be open to facility and equipment sharing opportunities.
- The Vector Control CSA reported that there is potential to transfer all pesticide storage from the CSA facilities to the County household hazardous materials building.
- Consolidation of ACMAD and the Vector Control CSA would offer additional opportunities for facility sharing.

Lead Abatement Services

- The Lead Abatement CSA shares office space with other County departments.
- There may be opportunities for further collaboration between the CSA and the building permit and code enforcement functions at the respective land use authorities within the CSA. Rehabilitation of pre-1978 housing creates opportunities for lead poisoning through dust. Collaboration may help reduce the risk of lead poisoning.

7. GOVERNMENT STRUCTURE OPTIONS

General

- Government structure options² should be pursued only if there are potential benefits in terms of reduced costs, greater efficiency, greater accountability, or other advantages to the public.
- Additional study of potential government structure options presented may be undertaken in cooperation with the agencies and with sensitivity to local control issues.
- For small agencies and departments, regionalization and consolidation of services may provide greater efficiency in administrative functions as well as additional purchasing savings. Other advantages may include cost savings, professionalism, improved ability to meet dynamic regulatory requirements, 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 agencies, and loss of control by individual agencies.

Actions Subject to LAFCo Approval

- Dissolution of the Estuary Bridges CSA is an option. The CSA was created to finance the operation and maintenance of three draw bridges crossing the Oakland Estuary between the cities of Alameda and Oakland. The boundary area includes all of Alameda County except the cities of Berkeley and Hayward which chose to be excluded. Prior to CSA formation, the County Road Fund (i.e., gas taxes) financed the annual cost of maintaining and operating the three bridges. When the CSA was established in 1989, the Special District Augmentation Fund (SDAF) existed to reallocate property tax revenues among special districts. In FY 1993-94 the legislature abolished SDAF. The CSA lost its SDAF funding as a result, and does not receive any Educational Revenue Augmentation Fund (ERAF) revenues. The County subsidizes draw bridge operating costs from its own gas tax and other street-related funds, and receives no benefit from the CSA. Unless cities consent to paying special taxes to cover the cost of maintaining and operating these bridges, there is no remaining purpose to the CSA. However, levying special taxes would also require two-thirds voter approval. That seems unlikely given that the bridges disproportionately benefit those living and working in the City of Alameda. As a result, there does not appear to be any remaining benefit from the CSA. The only disadvantage identified for dissolution is the cost and effort of dissolution procedures.
- Detachment of territory within the City of Dublin from the Street Lighting CSA is an option. The City of Dublin terminated CSA street lighting services in 1984, although the territory was not detached from CSA boundaries. The City of Dublin provides street lighting services within its boundaries. The only disadvantage identified for detachment is the cost and effort of detachment procedures.
- Annexation of adjacent unincorporated areas, including unincorporated “islands,” receiving municipal services from the cities of Hayward, Livermore, Oakland, and Pleasanton is an

² Government structure options are policy alternatives, such as formation, consolidation, dissolution, merger, annexation, or detachment, for local agencies. SOI policy options are discussed in Chapter 8 of this report.

option. Annexation would afford the cities control over land use planning and development requirements, and would promote logical boundaries and service efficiencies. Disadvantages of annexing developed areas include unfavorable allocation of the property tax in lieu of vehicle license fees and the costs of extending infrastructure to the area.

- Detachment of the cities of Albany, Dublin, Fremont, Newark, and/or Union City from the ACLD is an option. A share of property taxes in these cities is allocated directly to ACLD to finance basic service levels. Fremont and Union City reported needing additional branch libraries, although funding has not yet been identified. In operating new branches, these cities may reconsider their library operation service alternatives. With the exception of Albany, library operating costs for ACLD cities are comparable to costs in cities with independent library systems. However, Union City and Newark have relatively low numbers of active library cards and book volumes per resident, indicating the libraries may not be meeting constituent needs. This option has not been recommended by any of the affected agencies, and is considered unlikely at least in the short-term.
- Dissolution of the Dublin Library CSA is an option. The CSA was formed to finance a library facility in what was then unincorporated Dublin. The CSA has been inactive since 1999, but has not been formally dissolved. The City of Dublin is responsible for library facility financing, and recently financed and constructed a replacement library facility. The original Dublin library facility financed by the CSA has been disposed. The only disadvantage identified is the cost and effort associated with dissolution proceedings.
- Dissolution of the Castro Valley and San Lorenzo Library CSAs are options that merit further consideration. The CSAs are inactive mechanisms for financing library facilities. The Castro Valley Library is scheduled for replacement by 2009 with financing from State grants and County sources. ACLD intends to apply for grant funding for replacement of the San Lorenzo facility, and might wish to finance a portion of capital costs through voter-approved financing. ACLD wishes to retain both CSAs until it determines how it will finance capital costs and operations of the expanded new facilities. If ACLD has not activated these CSAs before the next MSR cycle, it is recommended that dissolution be given serious consideration.
- Reorganization of the Castro Valley and San Lorenzo Library CSAs through annexations and detachments are options that may become relevant in the next one to four years. Although inactive, ACLD views the CSAs as potential mechanisms for voter-approved financing of library facilities and operations. ACLD acknowledges that the boundaries of both CSAs would need to be modified prior to use of the CSAs for such financing purposes. However, ACLD is uncertain as to whether the CSAs will be needed for financing purposes in the future.
- Annexation of Albany to ACMAD is an option. Albany is the only area in the County that lies outside ACMAD boundaries, and receives mosquito service from the Vector Control CSA. Albany is uncertain as to the reason for this service configuration. This service configuration leads to duplication of mosquito expertise at the two agencies and competitive relations among the agencies. Advantages of annexation may include cost avoidance opportunities, promotion of the public health interest, and improved inter-agency relations.
- Annexation of Emeryville and Fremont to the Vector Control CSA is an option. These cities are the only areas in the County that lie outside the CSA bounds. The lack of services in Emeryville has been alleged to contribute to rodent problems in neighboring Oakland.

Given the mobility of rodents, it would appear to be more equitable if this service were provided and financed on a countywide basis.

- Consolidation of ACMAD and the Vector Control CSA is an option. The current service configuration leads to duplication of mosquito expertise at the two agencies and competitive relations among the agencies. Advantages of consolidation may include cost avoidance opportunities, promotion of the public health interest, and improved inter-agency relations. Consolidation challenges involve the fact that the agencies have different boundary areas and are formed under different principal acts. The annexation options mentioned above may be necessary precursors to consolidation of these agencies.
- Annexation of additional territory to the Lead Abatement CSA is an option, albeit an unlikely one. Lead abatement services are currently provided countywide by Alameda County, and the CSA provides additional services to the cities of Oakland, Berkeley, Emeryville, and Alameda, and to unincorporated areas. If other cities wish to receive supplemental lead abatement services and to pay related assessments, they may choose to annex to the CSA. This option was not raised or mentioned by any local agencies.
- Reorganization of a Panoramic Hill residential area in Oakland is an option. This would involve detachment from the City of Oakland and annexation to the City of Berkeley. The area is not accessible from Oakland due to topography, and relies on Berkeley for library and park services. Berkeley appears to be the optimal provider of sewer and public safety services. LAFCo should evaluate this option further and engage the affected cities in discussion of optimal boundaries in this area.

Actions Not Subject to LAFCo Approval

- Regionalization of various services could result in the more efficient provision of services and reduce costs per unit of service. Formation of joint powers authorities for various regional services could be explored by local agencies desiring to implement regional approaches to service functions.
- The City of Oakland serves adjacent territory in Contra Costa County, although Contra Costa County makes development decisions and receives related revenue. The affected area lies within Oakland's SOI, but may not be annexed until the Alameda-Contra Costa boundary is adjusted. A county line adjustment would require approval by both Boards of Supervisors.

8. EVALUATION OF MANAGEMENT EFFICIENCIES

General

- As the population grows and changes, increased attention to management efficiencies will be necessary, especially given fiscal constraints affecting local governments in California. Intergovernmental cooperation, regionalization of services and joint efforts for efficiency warrant continued attention.
- The individual agencies that have been reviewed generally exhibit the characteristics of well-managed local governments, which strive to serve their residents and constituents effectively. Many agencies have instituted programs to evaluate and improve service provision. All

ALAMEDA LAFCO COMMUNITY SERVICES MSR

service providers use accepted budgeting procedures, balance their budgets and maintain adequate reserves.

- Local agencies need to continue to take actions to increase efficiency, reduce unnecessary duplication of effort and streamline antiquated procedures in order to maximize management efficiencies.
- Management practices that improve efficiency should be encouraged. For example, most agencies could improve efficiency by benchmarking (i.e., comparing their basic performance indicators to those in comparable jurisdictions) and implementing improvements where indicated. The City of Oakland participates in service benchmark studies, is developing performance-based budgeting and monitors workload. The cities of Albany, Emeryville and Piedmont also monitor workload as part of their budget process. Although other service providers reported efforts to monitor productivity, their budgets often track accomplishments rather than workload indicators/performance.
- Some providers could improve management efficiencies by conducting performance-based budgeting as Oakland does.
- Elimination of unnecessary local governments or inefficient service structure should be pursued with sensitivity to retaining local accountability.

Street Services

- All agencies, except Piedmont, conduct performance evaluations and track workload.
- All street service providers maintain adequate financial reserves. None of the street service providers' reserves can be characterized as excessive, particularly in light of their capital improvement plans.
- Alameda and Albany maintain street master plans. Oakland and Livermore maintain Bicycle Master Plans. San Leandro maintains a Bicycle and Pedestrian Master Plan. The County maintains a Pedestrian Master Plan. All other street providers' plans are encompassed within the general plans and capital improvement plans.

Park Services

- All agencies, except Piedmont, conduct performance evaluations and track workload.
- All park and recreation service providers maintain adequate financial reserves. None of the park and recreation service providers' reserves can be characterized as excessive, particularly in light of their capital improvement plans.
- The cities of Albany, Dublin, Fremont, and Union City, EBRPD and HARD maintain park master plans. Oakland maintains a Lake Merritt Park Master Plan. Pleasanton maintains a Youth Master Plan. LARPD and Livermore maintain trails master plans; Livermore also has a Bikeways Master Plan. Park plans for the cities of Alameda, Berkeley, Emeryville, Newark, Piedmont, Pleasanton, and San Leandro are encompassed within general plans and capital improvement plans.

Library Services

- All agencies conduct performance evaluations and track workload.

- All library service providers maintain adequate financial reserves. None of the library service providers' reserves can be characterized as excessive, particularly in light of their capital improvement plans.
- Oakland is the only city that maintains a Library Master Plan.

Mosquito and Vector Control Services

- The cost of providing mosquito and vector abatement services has increased due to increased threats of the West Nile virus and Lyme disease, and agencies are searching for additional resources to finance programs aimed at combating the spread of these illnesses.
- All mosquito and vector abatement service providers maintain adequate financial reserves. None of the mosquito and vector abatement service providers' reserves can be characterized as excessive particularly in light of their capital improvement plans.

Lead Abatement Services

- The CSA conducts performance evaluation with a review of quarterly and monthly reports that contain statistics on services performed, service targets, and service needs. Management practices conducted by the agency include performance-based budgeting and annual financial audits. The CSA did not identify any benchmarking practices comparing its effectiveness with comparable service providers in other counties.

9. LOCAL ACCOUNTABILITY AND GOVERNANCE

General

- Local accountability and governance focuses on cities and special districts under LAFCo's jurisdiction.
- The County and its cities demonstrate a high degree of public participation in elections as well as other forms of citizen participation. In most cases, special districts also have significant voter participation both in electing and holding accountable the members of governing boards and in supporting revenue measures to enable agencies to provide adequate services. All agencies prepare meeting agendas and minutes and have accessible staff and elected officials.
- Most local agencies make information about their activities available to the public through a variety of sources, including Internet websites, distribution of agenda and related documents, public access to city council and board meetings, mailing information to constituents, and similar methods. With few exceptions, as documented in the report, local agencies appear to operate in an open manner that facilitates the public's ability to learn about and participate in current civic affairs.
- Government Code §56378 requires that local and State agencies provide information requested by LAFCos. LAFCo was unable to obtain needed information from some agencies included in this review due to lack of compiled data resources, staffing, time, or other constraints. Public agency operations and management should be transparent to the public. LAFCo should encourage local agencies to develop better methods for information compilation and exchange so that constituents have access to information about their service providers, and so that LAFCo is able to make informed decisions.

ALAMEDA LAFCo COMMUNITY SERVICES MSR

- To the extent that cooperation with the MSR reflects local accountability, there were agencies that did not provide requested information. Oakland did not disclose all information on park services.

Street Services

- All agencies are direct service providers governed by boards elected by the public.
- None of the agencies have had uncontested elections since 1994.
- All agencies broadcast meetings, and conduct other public information efforts, including website postings, solicitation of constituent input, public outreach, and disclosure of finances and plans.

Park Services

- With the exception of EBRPD, none of the service providers has had uncontested elections since 1994. EBRPD is governed by its own directly elected board. Its most recent uncontested election occurred in 2004. At its 2002 election, the voter turnout was comparable to the countywide voter turnout rate.
- Although EBRPD and HARD do not broadcast meetings, the agencies update constituents via outreach.
- All service providers post public documents to their websites.
- All service providers disclose plans and finances and were responsive to LAFCo inquiries.

Library Services

- All direct service providers are governed by boards elected by the public. Emeryville and Piedmont contract service from Oakland. ACLD provides library service to the cities of Albany, Dublin, Fremont, Newark, and Union City.
- None of the agencies have had uncontested elections since 1994.

Mosquito and Vector Control Services

- All agencies hold local elections for their governing bodies, prepare meeting agendas and minutes, and have accessible staff and elected officials.
- Although ACMAD does not broadcast meetings, the agency updates constituents via outreach efforts.

SPHERE OF INFLUENCE OPTIONS

The report describes each agency's SOI, discusses policy issues such as urban growth boundaries, identifies policy options with respect to SOI updates, and recommends an SOI approach.

The Commission has updated SOIs for agencies providing only public safety or utility services—the topics of previously adopted MSR reports. After adopting this last in a series of MSR reports, the Commission may update SOIs for the agencies providing services covered in this report:

- Alameda County Mosquito Abatement District
- East Bay Regional Park District
- Hayward Area Recreation and Park District
- Livermore Area Recreation and Park District
- Alameda County Library District
- Castro Valley Library CSA
- Dublin Library CSA
- San Lorenzo Library CSA
- Castle Homes CSA
- Castlewood CSA
- Estuary Bridges CSA
- Five Canyons CSA
- Morva CSA
- Street Lighting CSA
- Vector Control Services District CSA
- Lead Abatement CSA
- 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

The report identifies SOI options for these agencies relating to boundary logic, annexable areas, clean-up issues, and urban growth boundaries. Those options are described in Chapter 8.

CHAPTER 1: INTRODUCTION

This report is prepared pursuant to legislation enacted in 2000 that requires LAFCo to conduct a comprehensive review of municipal service delivery and update the spheres of influence (SOIs) of all agencies under LAFCo's jurisdiction by January 1, 2008. This chapter provides an overview of LAFCo's history, powers and responsibilities. It discusses the origins and legal requirements for preparation of the municipal service review (MSR). This chapter also explains SOIs and the legal and procedural requirements for updating the SOIs. Finally, the chapter reviews the process for MSR review, MSR approval and SOI updates.

LAFCo OVERVIEW

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

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

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

LAFCo regulates, through approval, denial, conditions and modification, boundary changes proposed by public agencies or individuals. It also regulates the extension of public services by cities and special districts outside their boundaries. LAFCo is empowered to initiate updates to the SOIs and proposals involving the dissolution or consolidation of special districts, mergers, establishment of subsidiary districts, and any reorganization including such actions. Otherwise, LAFCo actions must originate as petitions or resolutions from affected registered voters, landowners, cities or districts.

Alameda LAFCo consists of seven regular members: two members from the Alameda County Board of Supervisors, two city council members, two special district board members and one public member. The public members are appointed by the other members of the Commission. There is an alternate in each category. All Commissioners are appointed to four-year terms.

Table 1-1. Commission Members, 2006

Appointment Source	Members	Alternate Members
Two members from the Board of Supervisors appointed by the Board of Supervisors.	Supervisor Nate Miley Supervisor Gail Steele	Supervisor Scott Haggerty
Two members representing the cities in the county. Must be a city officer and appointed by the City Selection Committee.	Mayor Marshall Kamena <i>City of Livermore</i> Mayor Janet Lockhart <i>City of Dublin</i>	Jennifer Hosterman <i>City of Pleasanton</i>
Two members appointed by the Independent Special District Selection Committee.	Jocelyn Combs <i>Alameda County Resource Conservation District</i> Katy Foulkes <i>East Bay Municipal Utility District</i>	Herbert Crowle <i>Oro Loma Sanitary District</i>
One member from the general public appointed by the other six Commissioners.	Bob Butler	Linda Sheehan

MUNICIPAL SERVICE REVIEW ORIGINS

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

LITTLE HOOVER COMMISSION

In May 2000, the Little Hoover Commission released a report entitled *Special Districts: Relics of the Past or Resources for the Future?* This report focused on governance and financial challenges among independent special districts, and the barriers to LAFCo’s pursuit of district consolidation and dissolution. The report raised the concern that “the underlying patchwork of special district governments has become unnecessarily redundant, inefficient and unaccountable.”³

In particular, the report raised concern about a lack of visibility and accountability among some independent special districts. The report indicated that many special districts hold excessive reserve funds and some receive questionable property tax revenue. The report expressed concern about the lack of financial oversight of the districts. It asserted that financial reporting by special districts is

³ Little Hoover Commission, 2000, page 12.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

inadequate, that districts are not required to submit financial information to local elected officials, and concluded that district financial information is “largely meaningless as a tool to evaluate the effectiveness and efficiency of services provided by districts, or to make comparisons with neighboring districts or services provided through a city or county.”⁴

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

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

COMMISSION ON LOCAL GOVERNANCE FOR THE 21ST CENTURY

The Legislature formed the Commission on Local Governance for the 21st Century (“21st Century Commission”) in 1997 to review statutes on the policies, criteria, procedures and precedents for city, county and special district boundary changes. After conducting extensive research and holding 25 days of public hearings throughout the State at which it heard from over 160 organizations and individuals, the 21st Century Commission released its final report, *Growth Within Bounds: Planning California Governance for the 21st Century*, in January 2000.⁵ The report examines the way that government is organized and operates and establishes a vision of how the State will grow by “making better use of the often invisible LAFCOs in each county.”

The report points to the expectation that California’s population will double over the first four decades of the 21st Century, and raises concern that our government institutions were designed when our population was much smaller and our society was less complex. The report warns that without a strategy open spaces will be swallowed up, expensive freeway extensions will be needed, job centers will become farther removed from housing, and this will lead to longer commutes, increased pollution and more stressful lives. *Growth Within Bounds* acknowledges that local governments face unprecedented challenges in their ability to finance service delivery since the voters cut property tax revenues in 1978 and the Legislature shifted property tax revenues from local government to the schools in 1993. The report asserts that these financial strains have created governmental entrepreneurship in which cities, counties and districts compete for sales tax revenue and market share.

⁴ Little Hoover Commission, 2000, page 24.

⁵ The Commission on Local Governance for the 21st Century ceased to exist on July 1, 2000, pursuant to a statutory sunset provision

The 21st Century Commission recommended that effective, efficient and easily understandable government be encouraged. In accomplishing this, the 21st Century Commission recommended consolidation of small, inefficient or overlapping providers, transparency of municipal service delivery to the people, and accountability of municipal service providers. The sheer number of special districts, the report asserts, “has provoked controversy, including several legislative attempts to initiate district consolidations,”⁶ but cautions LAFCo that decisions to consolidate districts should focus on the adequacy of services, not on the number of districts.

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

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

MUNICIPAL SERVICE REVIEW LEGISLATION

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires LAFCo review and update SOIs not less than every five years and to review municipal services before updating SOIs. The requirement for service reviews arises from the identified need for a more coordinated and efficient public service structure to support California’s anticipated growth. The service review provides LAFCo with a tool to study existing and future public service conditions comprehensively and to evaluate organizational options for accommodating growth, preventing urban sprawl, and ensuring that critical services are provided efficiently.

Effective January 1, 2001, Government Code Section 56430 requires LAFCo to conduct a review of municipal services provided in the county by region, sub-region or other designated geographic area, as appropriate, for the service or services to be reviewed, and prepare a written statement of determination with respect to each of the following topics:

- 1) Infrastructure needs or deficiencies;
- 2) Growth and population projections for the affected area;

⁶ Commission on Local Governance for the 21st Century, 2000, page 70.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

- 3) Financing constraints and opportunities;
- 4) Cost avoidance opportunities;
- 5) Opportunities for rate restructuring;
- 6) Opportunities for shared facilities;
- 7) Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers;
- 8) Evaluation of management efficiencies; and
- 9) Local accountability and governance.

The MSR process does not require LAFCo to initiate changes of organization based on service review findings; it only requires that LAFCo identify potential government structure options and determine their advantages and disadvantages per Government Code Section 56430. However, LAFCo, other local agencies, and the public may subsequently use the determinations to analyze prospective changes of organization or reorganization or to establish or amend SOIs.

It is likely that the type of MSRs being conducted by the Alameda LAFCo are exempt from California Environmental Quality Act (CEQA) pursuant to §15262 (feasibility or planning studies) or §15306 (information collection) of the CEQA Guidelines. LAFCo's actions to adopt MSR determinations are not generally considered "projects" subject to CEQA.

It is expected that MSR determinations may be closely followed by LAFCo actions to update various SOIs. A CEQA determination will then be made on a case-by-case basis once the proposed project characteristics are clearly identified. The ultimate outcome of conducting a service review may result in LAFCo acting with respect to a recommended change of organization or reorganization on its own initiative, at the request of any agency, or in response to a petition.

SPHERE OF INFLUENCE UPDATES

The Commission is charged with developing and updating the SOI for each city and special district within the county.⁷ A SOI is a LAFCo approved plan that designates an agency's probable future boundary and service area. Spheres are planning tools used to provide guidance for individual boundary change proposals and are intended to encourage efficient provision of organized community services and prevent duplication of service delivery. Territory cannot be annexed to a city or district unless it is within that agency's sphere.

The purposes of the SOI are to ensure the efficient provision of services, discourage urban sprawl and premature conversion of agricultural and open space lands, and prevent overlapping jurisdictions and duplication of services.

⁷ The initial statutory mandate, in 1971, imposed no deadline for completing sphere designations. When most LAFCOs failed to act, 1984 legislation required all LAFCOs to establish spheres of influence by 1985.

LAFCo cannot regulate land use, dictate how an agency should operate, or set rates. LAFCo can, however, enact policies that indirectly affect land use decisions. On a regional level, LAFCo promotes logical and orderly development of a community through reconciling differences between agency plans so that the most efficient urban service arrangements are created for the benefit of area residents and property owners.

The Cortese-Knox-Hertzberg (CKH) Act requires LAFCo to develop and determine the SOI of each local governmental agency within the county and to review and update the SOI every five years. LAFCos are empowered to adopt, update and amend the SOI. They may do so with or without an application and any interested person may submit an application proposing an SOI amendment.

If a city submits an application to expand its SOI, it must first negotiate the boundaries, development standards, and zoning requirements within the annexable sphere area with the county. Questionnaire responses about desirable sphere changes are not considered formal applications; however, LAFCo will take into consideration any negotiated agreements between affected cities and the county. LAFCo reserves the right to require cities to negotiate such agreements with the county prior to approving the sphere update.

LAFCo may recommend government reorganizations to particular agencies in the county, using the SOIs as the basis for those recommendations. Based on review of the guidelines and practices of Alameda LAFCo as well as other LAFCo's in the State, six conceptual approaches have been identified from which to choose in designating an SOI.

- 1) **Coterminous Sphere:** The sphere for a city or special district that is the same as its existing boundaries.
- 2) **Annexable Sphere:** A sphere larger than the agency's boundaries identifies areas the agency is expected to annex. The annexable area is outside its boundaries and inside the sphere.
- 3) **Detachable Sphere:** A sphere that is smaller than the agency's boundaries identifies areas the agency is expected to detach. The detachable area is the area within the agency but is not within its sphere.
- 4) **Zero Sphere:** A zero sphere indicates the affected agency's public service functions should be reassigned to another agency and the agency should be dissolved or combined with one or more other agencies.
- 5) **Consolidated Sphere:** A consolidated sphere includes two or more local agencies and indicates the agencies should be consolidated into one agency.
- 6) **Limited Service Sphere:** A limited service sphere is the territory included within the SOI of a multi-service provider agency that is also within the boundary of a limited purpose district which provides the same service (e.g., fire protection), but not all needed services. Territory designated as a limited service SOI may be considered for annexation to the multi-service agency without detachment from the limited purpose district. This type of SOI is generally adopted when a) the limited service provider is providing adequate, cost effective and efficient services, b) the multi-service agency is the most logical provider of the other services, c) there is no feasible or logical SOI alternative, and d) inclusion of the territory is in the best interests of local government organization and structure in the area.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

In determining the SOI, LAFCo is required to conduct an MSR and adopt the nine determinations discussed in the next section.

In addition, in adopting or amending an SOI, LAFCo must make the following determinations:

- Present and planned land uses in the area, including agricultural and open-space lands;
- Present and probable need for public facilities and services in the area;
- Present capacity of public facilities and adequacy of public service that the agency provides or is authorized to provide;
- Existence of any social or economic communities of interest in the area if the Commission determines these are relevant to the agency; and
- The effects upon land under Williamson Act land conservation contracts.

The CKH Act stipulates several procedural requirements in updating SOIs. It requires that special districts file written statements on the class of services provided and that LAFCo clearly establish the location, nature and extent of services provided by special districts.⁸

LAFCo must notify affected agencies 21 days before holding the public hearing to consider the SOI and may not update the SOI until after that hearing. The LAFCo Executive Officer must issue a report including recommendations on the SOI amendments and updates under consideration at least five days before the public hearing.

MUNICIPAL SERVICE REVIEW PROCESS

The Alameda LAFCo is charged with preparing MSRs and updating the SOIs of 56 local agencies. Given the enormity of this task, the project has been divided into three separate reports based on type of services delivered:

- Public Safety Services: police, fire, EMS and health care
- Utility Services: water, wastewater, flood control, stormwater, solid waste and resource conservation
- Community Services: Streets, parks, mosquito abatement, lead abatement and vector control.

This MSR report focuses on community services. The report completes the MSR requirement for 16 districts—three park districts, a library district, a mosquito abatement district, and 11 county service areas—that provide community services. In addition, the report completes the review of the 14 cities. The 14 cities, two county service areas, and the regional park district provide public safety and/or utility services that were covered in previously completed reports in this series.

⁸ In conducting the MSRs, the Commission has required written statements entitled Requests for Information on the nature of services from all agencies including special districts.

The MSR process involves agency review and public hearings prior to the Commission making the nine determinations and SOI updates. The process generally involves the following steps:

- 1) Phase 1 – Work Plan
- 2) Phase 2 – Data Collection and Initial Service Review
- 3) Phase 3 – Policy Alternatives
- 4) Phase 4 – In-Depth Service Reviews
- 5) Phase 5 – Public Hearings
- 6) Phase 6 – Final Service Review Report Including SOI Updates

CHAPTER 2: AGENCY OVERVIEW

This chapter reviews the agencies that provide community services, their respective populations, projected growth and growth areas.

SERVICE PROVIDERS

The report focuses primarily on service providers for which Alameda LAFCo will adopt SOIs following adoption of the report—14 cities and 16 special districts listed in Table 2-1.

Table 2-1. Service Providers with SOIs

Provider	Streets				Parks				Library		Mosquito Abatement	Vector Control	Lead Abatement
	Maintenance	Lighting	Sweeping	Bridges	Maintenance	Recreation	Golf	Marina	Operations	Facilities			
Special Districts													
ACLD									●	●			
ACMAD											●		
Castle Homes CSA	○												
Castlewood CSA	○												
Castro Valley Library CSA										□			
Dublin Library CSA										□			
EBRPD					●	●	●	●					
Estuary Bridges CSA				○									
Five Canyons CSA	○												
HARD					●	●	●						
Lead Abatement CSA													○
LARPD					●	●							
Morva CSA	○												
San Lorenzo Library CSA										□			
Street Lighting CSA		○											
Vector Control CSA											●	●	
Key:													
● indicates service provided currently by agency staff													
○ indicates service provided directly by contract with another service provider													
□ indicates service functions that would be provided if an agency was active													

continued

Provider	Streets				Parks				Library		Mosquito Abatement	Vector Control	Lead Abatement
	Maintenance	Lighting	Sweeping	Bridges	Maintenance	Recreation	Golf	Marina	Operations	Facilities			
Cities													
Alameda	●	○	○		●	●	●		●	●			
Albany	●	○	○	●	●	●				●			
Berkeley	●	●	●	●	●	●		●	●	●		●	
Dublin	○	○	○	○	○	●				●			
Emeryville	○	○	○	○	○	●			○			●	
Fremont	●	○	●	●	●	●				●		●	
Hayward	●	○	●	●					●	●			
Livermore	●	●	●	●			●		●	●			
Newark	●	○	●		●	●				●			
Oakland	●	●	●	●	●	●	●	●	●	●			
Piedmont	○	○	●	●	●	●			○				
Pleasanton	●	○	○	●	●	●			●	●			
San Leandro	●	●	●	●	●	●	●	●	●	●			
Union City	●	○	●	●	●	●				●			
Key: ● indicates service provided currently by agency staff ○ indicates service provided directly by contract with another service provider □ indicates service functions that would be provided if an agency was active													

The report also includes reference to other community service providers not subject to Alameda LAFCo’s jurisdiction, including state agencies, regional transit providers and private service providers. Table 2-2 indicates which services are provided directly by or under contract for major community service providers not under LAFCo’s purview.

Table 2-2. Other Service Providers

Provider	Streets				Parks				Library		Mosquito Abatement	Vector Control	Lead Abatement
	Maintenance	Lighting	Sweeping	Bridges	Maintenance	Recreation	Golf	Marina	Operations	Facilities			
Major Non-LAFCo Providers													
Alameda County	●	●	●	●					●	●	●	●	●
California State Parks					●								
Cal Trans	●			●									
Key:													
● indicates service provided currently by agency staff													
○ indicates service provided directly by contract with another service provider													
□ indicates service functions that would be provided if an agency was active													

GROWTH PROJECTIONS

This section reviews the residential and daytime (i.e., working) population as well as projected residential and economic growth.⁹ Using ABAG’s 2005 projections, the section discusses projected growth from 2005 to 2025. Although data covering a 20-year horizon is provided, the report generally defines the long-term as a 15-year period. Indeed, agency SOIs will be established to accommodate growth within the next 5-15 years because LAFCo must review SOIs every five years. The 20-year projections are provided as a courtesy for readers such as municipal planners who typically focus on a 20-year time horizon.

RESIDENTIAL POPULATION

Over the next 15 years, the population in Alameda County is expected to increase 13 percent. By 2020, ABAG projects countywide population will increase by approximately 197,400. The most significant increases in population level are projected to occur in large cities such as Oakland and Fremont and in fast-growing cities such as Dublin.

As shown in Table 2-3, ABAG projects that the countywide population will increase from approximately 1.52 million in 2005 to 1.58 million by 2010 and to 1.71 million by 2020.

⁹ As defined by the U.S. Census Bureau, the residential population includes institutional populations and group quarters populations, such as those in the military, prisons and universities.

Population is projected to grow faster in Dublin, Emeryville, Pleasanton, Union City and Livermore than in other areas of Alameda County over the next 5-15 years.¹⁰ Projected annual population growth rates by city and district are shown in Table 2-4.

Piedmont, Albany, Berkeley, and Hayward are expected to grow more slowly than the countywide population over the next 5-15 years.

Three agencies do not agree with ABAG's projections. In Livermore, the projections exceed the City's target growth rate of no more than 1.5 percent annually. Pleasanton anticipates growing more slowly than projected, and Albany anticipates more growth than as projected by ABAG as a result of UC Berkeley housing facilities.

¹⁰ Note that the change in the population **level** refers to the actual change in the number of people, whereas the population **growth rate** refers to the rate of change in the population. For example, the Oakland population level is projected to increase by 16,800 people between 2005 and 2010 (the difference between 430,900 and 414,100) and is expected to grow at an annual rate of 0.8 percent. The higher the growth rate, the more quickly the population is growing in an area. The higher the change in population level, the more additional people are projected in a jurisdiction.

ALAMEDA LAFCo COMMUNITY SERVICES MSR

Table 2-3. Projected Population, 2005-25

	2005	2010	2015	2020	2025
COUNTYWIDE	1,517,100	1,584,500	1,648,800	1,714,500	1,796,300
City of Alameda	75,400	77,600	79,900	82,300	86,200
City of Albany	16,800	17,200	17,400	17,800	18,400
City of Berkeley	105,300	107,200	109,500	111,900	115,000
City of Dublin	40,700	50,000	57,000	63,800	70,800
City of Emeryville	8,000	8,800	9,300	9,900	10,600
City of Fremont	211,100	217,300	226,900	236,900	247,500
City of Hayward	146,300	151,400	156,600	160,300	165,100
City of Livermore	78,000	84,300	90,200	96,300	103,300
City of Newark	44,400	46,000	47,400	49,000	51,100
City of Oakland	414,100	430,900	447,200	464,000	488,100
City of Piedmont	11,100	11,200	11,200	11,200	11,200
City of Pleasanton	68,200	72,600	76,500	80,400	84,900
City of San Leandro	82,400	84,300	87,500	90,800	94,900
City of Union City	71,400	75,100	78,600	82,600	88,200
Unincorporated	143,900	150,600	153,600	157,300	161,000
Alameda County MAD	1,500,300	1,567,300	1,631,400	1,696,700	1,777,900
EBRPD ¹	1,517,100	1,584,500	1,648,800	1,714,500	1,796,300
EBRPD ²	2,533,400	2,640,100	2,751,100	2,865,400	2,996,800
HARPD	285,072	293,817	301,870	308,579	316,582
LARPD	115,649	130,335	139,182	148,711	159,448
Alameda County Library District	528,300	556,200	580,900	607,400	637,000
Castle Homes CSA	836	861	875	877	883
Castlewood CSA	832	934	967	990	1,017
Castro Valley Library CSA	41,374	41,853	42,665	43,592	44,468
Dublin Library CSA	28,359	33,914	39,053	43,423	47,170
Estuary Bridges CSA	1,265,500	1,325,900	1,382,700	1,442,300	1,516,200
Five Canyons CSA	3,027	3,314	3,385	3,464	3,583
Lead Abatement CSA	746,700	775,100	799,500	825,400	860,900
Morva CSA	54	58	58	59	59
San Lorenzo Library CSA	73,712	75,872	77,594	79,468	81,588
Street Lighting CSA	174,815	184,627	192,951	200,609	208,056
Vector Control CSA	1,298,000	1,358,400	1,412,600	1,467,700	1,538,200
Notes:					
(1) Alameda County portion of a multi-county agency.					
(2) Total representing all areas of a multi-county agency.					

Table 2-4. Projected Annual Population Growth Rates, 2005-25

	2005-10	2010-15	2015-20	2020-25
COUNTYWIDE	0.9%	0.8%	0.8%	0.9%
City of Alameda	0.6%	0.6%	0.6%	0.9%
City of Albany	0.5%	0.2%	0.5%	0.7%
City of Berkeley	0.4%	0.4%	0.4%	0.5%
City of Dublin	4.2%	2.7%	2.3%	2.1%
City of Emeryville	1.9%	1.1%	1.3%	1.4%
City of Fremont	0.6%	0.9%	0.9%	0.9%
City of Hayward	0.7%	0.7%	0.5%	0.6%
City of Livermore	1.6%	1.4%	1.3%	1.4%
City of Newark	0.7%	0.6%	0.7%	0.8%
City of Oakland	0.8%	0.7%	0.7%	1.0%
City of Piedmont	0.2%	0.0%	0.0%	0.0%
City of Pleasanton	1.3%	1.1%	1.0%	1.1%
City of San Leandro	0.5%	0.7%	0.7%	0.9%
City of Union City	1.0%	0.9%	1.0%	1.3%
Unincorporated	0.9%	0.4%	0.5%	0.5%
Alameda County MAD	0.9%	0.8%	0.8%	0.9%
EBRPD ¹	0.9%	0.8%	0.8%	0.9%
EBRPD ²	0.8%	0.8%	0.8%	0.9%
HARPD	0.6%	0.5%	0.4%	0.5%
LARPD	2.4%	1.3%	1.3%	1.4%
Alameda County Library District	1.0%	0.9%	0.9%	1.0%
Castle Homes CSA	0.6%	0.3%	0.1%	0.1%
Castlewood CSA	2.4%	0.7%	0.5%	0.5%
Castro Valley Library CSA	0.2%	0.4%	0.4%	0.4%
Dublin Library CSA	3.6%	2.9%	2.1%	1.7%
Estuary Bridges CSA	0.9%	0.8%	0.8%	1.0%
Five Canyons CSA	1.8%	0.4%	0.5%	0.7%
Lead Abatement CSA	0.7%	0.6%	0.6%	0.8%
Morva CSA	1.3%	0.1%	0.1%	0.1%
San Lorenzo Library CSA	0.6%	0.4%	0.5%	0.5%
Street Lighting CSA	1.1%	0.9%	0.8%	0.7%
Vector Control CSA	0.9%	0.8%	0.8%	0.9%
Notes:				
(1) Alameda County portion of a multi-county agency.				
(2) Total representing all areas of a multi-county agency.				

DAYTIME POPULATION

This section reviews the daytime population (i.e., employment) and projected economic growth throughout Alameda County.

Over the next 15 years, the daytime population in Alameda County is expected to increase 28 percent—over double the rate of growth in the residential population. By 2020, the number of jobs is projected to increase by 205,810. The most significant increases in daytime population level are projected in large cities such as Oakland and Fremont and fast-growing cities such as Livermore and Pleasanton.

ABAG projects that the number of jobs countywide will increase from approximately 747,500 in 2005 to 818,800 by 2010 and to 953,300 by 2020.

Service sector jobs are projected to increase slightly more rapidly than others. Service jobs currently constitute 36 percent of jobs in Alameda County. By 2020, service jobs are expected to make up 38 percent of the economic base.

ABAG projects that Alameda, Dublin, Livermore and Union City will create jobs at faster rates than other areas over the next 5-15 years. Projected annual job growth rates by city and district are shown in Table 2-6.

In the short-term, job creation in Albany is expected to be unusually rapid in the next five years and to slow thereafter. Job creation in San Leandro is expected to be unusually slow in the next five years and to increase thereafter.

Service sector jobs are expected to grow most quickly with the 15-year expected growth rate of 29 percent. Manufacturing, wholesale and retail industries are expected to grow by approximately 18 percent over the next 15 years.

Generally, projected job growth rates exceed projected residential growth rates. ABAG is projecting the commercial population in Alameda County will grow more quickly than the residential population. Some portion of these jobs will be filled by residents of the County and the remainder by commuters from other counties. Because projected growth in the ratio of jobs per resident in Alameda County is higher than in the Bay Area as a whole, and higher than in neighboring Contra Costa and Santa Clara counties, it is reasonable to expect some increase in the portion of jobs will be filled by residents of other counties. In other words, the projections are consistent with an increase in commuting.

Table 2-5. Projected Jobs, 2005-25

	2005	2010	2015	2020	2025
COUNTYWIDE	747,500	818,840	884,970	953,310	1,021,960
City of Alameda	27,960	34,750	37,990	41,080	44,680
City of Albany	4,940	5,560	5,650	5,670	5,700
City of Berkeley	76,890	79,080	80,580	81,690	82,550
City of Dublin	19,950	24,770	29,170	32,030	36,770
City of Emeryville	20,140	21,460	21,750	21,900	22,050
City of Fremont	96,530	105,060	119,360	136,770	147,760
City of Hayward	73,670	80,030	84,330	88,790	93,880
City of Livermore	33,660	40,420	46,170	55,070	67,490
City of Newark	21,180	23,310	23,810	24,230	24,540
City of Oakland	207,100	223,490	235,030	250,260	265,700
City of Piedmont	2,120	2,140	2,160	2,190	2,230
City of Pleasanton	58,670	66,050	72,020	73,410	76,180
City of San Leandro	42,790	44,840	50,460	54,380	59,310
City of Union City	19,920	24,000	29,010	34,900	40,390
Unincorporated	41,980	43,880	47,480	50,940	52,730
Alameda County MAD	742,560	813,280	879,320	947,640	1,016,260
EBRPD ¹	747,500	818,840	884,970	953,310	1,021,960
EBRPD ²	1,120,500	1,224,850	1,323,990	1,426,140	1,529,750
HARPD	105,928	112,612	119,683	126,558	132,093
LARPD	71,435	84,924	94,705	105,533	121,214
Alameda County Library District	204,500	226,580	254,480	284,540	307,890
Castle Homes CSA	50	49	49	50	49
Castlewood CSA	187	195	205	208	210
Castro Valley Library CSA	12,498	12,492	13,126	13,656	13,589
Dublin Library CSA	14,321	15,736	18,504	20,324	23,160
Estuary Bridges CSA	596,940	659,730	720,060	782,830	845,530
Five Canyons CSA	339	376	384	412	430
Lead Abatement CSA	374,070	402,660	422,830	445,870	467,710
Morva CSA	0	0	0	0	0
San Lorenzo Library CSA	15,141	15,408	17,375	19,123	19,744
Street Lighting CSA	45,642	47,584	53,077	57,331	60,789
Vector Control CSA	630,830	692,320	743,860	794,640	852,150
Notes:					
(1) Alameda County portion of a multi-county agency.					
(2) Total representing all areas of a multi-county agency.					

Table 2-6. Projected Annual Job Growth Rates, 2005-25

	2005-10	2010-15	2015-20	2020-25
COUNTYWIDE	1.8%	1.6%	1.5%	1.4%
City of Alameda	4.4%	1.8%	1.6%	1.7%
City of Albany	2.4%	0.3%	0.1%	0.1%
City of Berkeley	0.6%	0.4%	0.3%	0.2%
City of Dublin	4.4%	3.3%	1.9%	2.8%
City of Emeryville	1.3%	0.3%	0.1%	0.1%
City of Fremont	1.7%	2.6%	2.8%	1.6%
City of Hayward	1.7%	1.1%	1.0%	1.1%
City of Livermore	3.7%	2.7%	3.6%	4.2%
City of Newark	1.9%	0.4%	0.4%	0.3%
City of Oakland	1.5%	1.0%	1.3%	1.2%
City of Piedmont	0.2%	0.2%	0.3%	0.4%
City of Pleasanton	2.4%	1.7%	0.4%	0.7%
City of San Leandro	0.9%	2.4%	1.5%	1.8%
City of Union City	3.8%	3.9%	3.8%	3.0%
Unincorporated	0.9%	1.6%	1.4%	0.7%
Alameda County MAD	1.8%	1.6%	1.5%	1.4%
EBRPD ¹	1.8%	1.6%	1.5%	1.4%
EBRPD ²	1.8%	1.6%	1.5%	1.4%
HARPD	1.2%	1.2%	1.1%	0.9%
LARPD	3.5%	2.2%	2.2%	2.8%
Alameda County Library District	2.1%	2.3%	2.3%	1.6%
Castle Homes CSA	-0.5%	0.0%	0.5%	-0.4%
Castlewood CSA	0.9%	1.1%	0.2%	0.2%
Castro Valley Library CSA	0.0%	1.0%	0.8%	-0.1%
Dublin Library CSA	1.9%	3.3%	1.9%	2.6%
Estuary Bridges CSA	2.0%	1.8%	1.7%	1.6%
Five Canyons CSA	2.1%	0.4%	1.4%	0.9%
Lead Abatement CSA	1.5%	1.0%	1.1%	1.0%
Morva CSA	0.0%	0.0%	0.0%	0.0%
San Lorenzo Library CSA	0.4%	2.4%	1.9%	0.6%
Street Lighting CSA	0.8%	2.2%	1.6%	1.2%
Vector Control CSA	1.9%	1.4%	1.3%	1.4%
Notes:				
(1) Alameda County portion of a multi-county agency.				
(2) Total representing all areas of a multi-county agency.				

24-HOUR POPULATION

In addition to residential population and jobs, this report makes use of a concept called the 24-hour population in order to draw meaningful per capita comparisons.

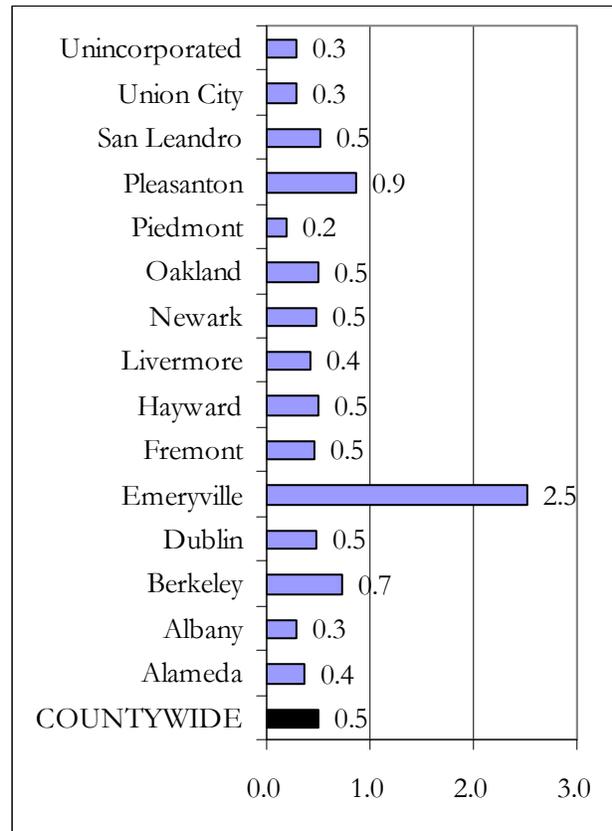
Streets and other community services benefit not only residents, but also businesses, workers and commuters. Community services are provided throughout the relevant service areas without regard to place of residence. All contribute to the municipal tax bases as well.

Figure 2-7. Jobs per Resident, 2004

The cities and communities in this study vary significantly in the relative size of their respective commercial populations. Figure 2-7 shows the ratio of jobs to residents in each of the areas. In a commercial center like Emeryville, the number of jobs per resident is more than five times higher than countywide. In Pleasanton and Berkeley, the number of jobs per resident is significantly higher than countywide. In bedroom communities such as Albany, Piedmont and Union City, and in the unincorporated areas, there are relatively few jobs per resident.

Measurement

In order to compare indicators like long-term debt across jurisdictions, one needs to adjust the indicator in proportion to the size of the community. A common approach is to divide the indicator by the number of residents, yielding a per capita indicator. Unfortunately, this approach leads to overstating debt levels in a commercial center like Emeryville and understating debt levels in a bedroom community like Piedmont.



In order to draw meaningful comparisons across agencies, this report relies when possible on indicators such as daily vehicle miles of travel which take into account both residential and daytime populations. In some cases, a population metric is needed for drawing comparisons; the 24-hour population metric was developed for each of the communities for this purpose.¹¹ The metric is based on the number of residents and jobs in a community, but is calculated taking into consideration that workers spend less time in the jurisdiction than do residents. Because the metric is used only as a denominator for purposes of developing comparable per capita indicators, it must be effective only

¹¹ The 24-hour population is calculated as the sum of a) 2/3 of the residential population, and b) 1/3 of the product of the commercial population multiplied by the countywide ratio of residents to jobs. For example, the Emeryville 24-hour population of 17,641 was computed as the sum of a) 5,078=2/3 of the residential population (7,616), and b) 12,563 which is 1/3 of the commercial population (19,454) multiplied by the countywide ratio of residents to jobs (1.94=1,516,268/782,657).

ALAMEDA LAFCO COMMUNITY SERVICES MSR

at measuring **differences** between communities in the population served. Hence, for convenience, the metric is calculated by normalizing countywide 24-hour population to the countywide residential population.

Table 2-8. Population Measures, 2005

Table 2-8 provides the three population measures—residents, jobs and 24-hour population. For communities such as Fremont, Livermore and Oakland with a (nearly) average balance of jobs and residents, the metric is not substantially different from the residential population. But for a community like Emeryville, the metric is closer to the daytime population for this community than to the residential population. Similarly, for a bedroom community like Piedmont, the metric is lower than the residential population, reflecting the reality that most working Piedmont residents are not in Piedmont much of the time.

Growth

Due to differences between communities in projected growth in jobs and residents, the number of jobs per resident will change over the coming years. Union City and the unincorporated areas are projected to produce significantly more jobs per resident, evolving from bedroom communities into more balanced communities. Similarly, Alameda and Livermore are projected to produce significantly more jobs per resident, evolving into more heavily commercial areas. Conversely, growth in Emeryville’s residential base is projected to outstrip growth in its jobs, with the future city being somewhat more balanced than it is today.

	Residents	Jobs	24-Hour
COUNTYWIDE	1,517,100	747,500	1,517,100
City of Alameda	75,400	27,960	69,182
City of Albany	16,800	4,940	14,542
City of Berkeley	105,300	76,890	122,218
City of Dublin	40,700	19,950	40,630
City of Emeryville	8,000	20,140	18,958
City of Fremont	211,100	96,530	206,038
City of Hayward	146,300	73,670	147,373
City of Livermore	78,000	33,660	74,772
City of Newark	44,400	21,180	43,929
City of Oakland	414,100	207,100	416,174
City of Piedmont	11,100	2,120	8,834
City of Pleasanton	68,200	58,670	85,158
City of San Leandro	82,400	42,790	83,882
City of Union City	71,400	19,920	61,076
Unincorporated	143,900	41,980	124,334
Alameda County MAD	1,500,300	742,560	1,502,558
EBRPD ¹	1,517,100	747,500	1,517,100
EBRPD ²	2,533,400	1,120,500	2,446,976
HARPD	285,072	105,928	261,711
LARPD	115,649	71,435	125,427
Alameda County Library District	528,300	204,500	490,549
Castle Homes CSA	836	50	591
Castlewood CSA	832	187	681
Castro Valley Library CSA	41,374	12,498	36,037
Dublin Library CSA	28,359	14,321	28,594
Estuary Bridges CSA	1,265,500	596,940	1,247,510
Five Canyons CSA	3,027	339	2,247
Lead Abatement CSA	746,700	374,070	750,866
Morva CSA	54	0	36
San Lorenzo Library CSA	73,712	15,141	59,384
Street Lighting CSA	174,815	45,642	147,421
Vector Control CSA	1,298,000	630,830	1,292,104
Notes:			
(1) Alameda County portion of a multi-county agency.			
(2) Total representing all areas of a multi-county agency.			

GROWTH STRATEGIES AND AREAS

This section reviews growth strategies, constraints and areas in sub-regions of the County.

Tri-Valley: Dublin, Livermore, Pleasanton

The Tri-Valley sub-region continues to experience the most rapid growth in the County, and in this area Dublin is the most rapidly growing city.

The City of Dublin encourages mixed use and higher density development adjacent to current and planned transit stations. The City's plans include comprehensive infrastructure planning for all SOI areas, allowing for mixed uses of land with flexible development standards and promoting affordable housing. Growth outside the western boundary is constrained by UGB policies. The City limits development on steep hillsides, in high elevation areas and in Doolan Canyon. Eastern Dublin is the largest growth area with over 4,000 undeveloped acres. Dublin's 2002 General Plan anticipates that as many as 32,500 additional residents and 28,100 additional jobs may be added in eastern Dublin in the next 30-40 years. In western Dublin, the City anticipates growth of 1,517 residents primarily in the Schaefer Ranch area.

Livermore has implemented infill policies. The City's UGB promotes infill and preservation of open space. The UGB limits growth and any modification must be approved by the electorate. The City prohibits development on slopes of 25 percent or more. Livermore's residential growth areas include the Downtown area where up to 2,000 new residential units are planned, the northwest area south of La Positas College (about 1,200 units), and two Neighborhood Plan areas located in the eastern industrial areas (about 1,000 units total). Though limited by the City's Urban Growth Boundary (UGB), there remains residential development potential north of North Livermore Park and south of Raymond Road.

Through its growth management program, Pleasanton evaluates its ability to assimilate growth. The City UGB limits growth to the existing urbanized area. The Pleasanton Ridgeland limits urban growth along the City's western boundary. The City has also adopted a "green" ordinance for new development to ensure that environmental impacts are minimal. Pleasanton's residential growth areas are located on Stoneridge Drive, in the Vineyard Avenue corridor, the Bernal property, and the Ruby Hill area. As of early 2002, Pleasanton had approved 4,505 new housing units, and was expecting commercial growth accommodating 2,200 to 2,800 new employees each year.

County policy promotes urban land use, preserves open space and agricultural lands, and limits available unincorporated land. The Measure D UGB restricts new development to territory near or within existing urban areas. There are development opportunities inside the UGB north of Dublin, three areas south of Pleasanton and various mixed use and industrial lands west of Pleasanton. Around Livermore, there are areas to the west, east and central portions of the City planned for future residential, commercial and industrial growth.

Southern: Fremont, Newark, Union City

Union City has adopted specific area plans to set specific control measures on development. Union City policy encourages high density and mixed use development and redevelopment of under-utilized lands. Growth strategies practiced by the City include redevelopment of lands, especially older industrial areas, for more intensive uses. A city hillside plan limits development in

ALAMEDA LAFCO COMMUNITY SERVICES MSR

the eastern hillsides. Union City is concentrating its redevelopment efforts in the vicinity of its BART station, where its recent general plan envisions constructing a transit village with multi-family residential, offices and further development at an industrial park. In addition, the general plan envisions industrial development at the Alvarado Technology Center in northwest Union City. The Union Landing development is expected to continue to attract retail and office investment until it is fully built out (by 2020).

Fremont growth strategies include promoting affordable housing by providing a density bonus of up to 25 percent and growth model analysis in conjunction with strategic plan preparation every five years. Fremont's growth is expected to occur primarily through infill development, redevelopment and conversion and intensification opportunities throughout the community. The City also retains a large supply of industrially designated land, primarily located westerly of I-880 but also between I-880 and I-680 south of Auto Mall Parkway. These industrial areas are expected to accommodate the majority of employment growth over the next 20 years.

Newark promotes infill development primarily in commercial areas. Newark's General Plan identifies commercial development potential at six infill areas including the New Park Mall area and adjacent lands, mixed-use development at Cedar Boulevard and redevelopment in the Historic Newark area.

Central: Alameda, Hayward, San Leandro

The City of Alameda's growth policy is mainly focused on promoting affordable housing and commercial redevelopment. As an island, new development only exists as infill and redevelopment projects such as at Alameda Point. Growth areas include Bay Farm Island, where recent residential development has occurred, and the Harbor Bay Business Park, where a golf complex and 205-acre Marina Village mixed-use project was successfully developed with office space, retail, townhouses and a marina. Future growth is expected to be most significantly affected by redevelopment of Alameda Point, formerly the Alameda Naval Air Station, where as many as 15,000 residents will be added during the next 20 years as well as clean light-industrial and office uses, resort and conference facilities, eco-tourism and historic attractions such as the Hornet, and new small businesses.

Hayward promotes infill and redevelopment concentrated in areas served by transit or close to major employment centers. In Hayward, potential residential growth areas include the Eden Shores area, redevelopment in the Downtown and Burbank areas, and the Mission-Foothills and Mission-Garin areas for redevelopment activity along Mission Boulevard and near the South Hayward BART station. There are 419 vacant acres in southwest Hayward, which is a potential commercial and industrial growth area.

San Leandro studies and implements zoning amendments along thoroughfares to promote infill. The City also promotes infill through various economic assistance programs. There are scattered and relatively small potential residential growth areas in San Leandro. And, formerly industrial sites are available for mixed-use development. As of 2002, only 130 acres of vacant land remained with the potential for residential development of 170 single-family and 230 multi-family units.

In the unincorporated areas of San Lorenzo, Ashland and Cherryland, County policy promotes infill and redevelopment of under-utilized or undeveloped areas, and new development in close proximity to existing BART stations. In the Castro Valley and Fairview areas, County policy promotes infill development, redevelopment of commercial areas and redevelopment of large

residential lots to meet housing demands. The Measure D UGB restricts new development to territory near or within existing urban areas.

Northern: Albany, Berkeley, Emeryville, Oakland, and Piedmont

Albany growth strategies include upgrading commercial development, promoting a mix of commercial development, protecting residential neighborhoods from adverse impacts of adjacent commercial use, and increasing economic vitality of industrial areas. There is little vacant developable land within the City; most of the City is built out. Albany anticipates residential growth as a result of UC Berkeley housing facilities being built. The UC Village, located at Buchanan and San Pablo Avenues, is a 26-acre redevelopment project including retail, commercial, campus housing, a community center, an infant-toddler day care facility, administrative offices and recreational facilities and open space. The City has changed its zoning ordinance to encourage mixed-use development and affordable housing, primarily on San Pablo Avenue, a state highway and transit corridor. The City is also encouraging commercial redevelopment adjacent to the freeway on the Eastshore Highway.

Berkeley provides a building height bonus of one additional level for affordable housing or cultural use projects. Other practices include transportation demand strategies, such as City subsidized bus passes to reduce downtown congestion and demand for parking. Berkeley growth areas identified by the City’s General Plan include the downtown area as well as the Southside redevelopment area located along the west side of the UC Berkeley campus. In the Southside area, growth is projected to include increased housing opportunities for students, development of the two vacant sites left in the area, and redevelopment of under-utilized sites.

Emeryville zoning ordinances and programs encourage infill as well as conversion of industrial use to denser commercial and residential uses. Growth areas in the City of Emeryville include redevelopment housing projects on 36th and San Pablo Avenue and mixed-use redevelopment on the former King Midas Card Club site. Five parcels are being redeveloped on Bay Street into a regional retail center with associated residential development.

Oakland encourages infill development to preserve open space and is implementing a plan to attract 10,000 residents to the downtown area. Redevelopment policy encourages growth in older, blighted neighborhoods, particularly in four redevelopment areas. Oakland is also developing transit villages at BART station locations. Oakland growth areas include Chinatown, the airport area, West Oakland, and the hill areas. The Chinatown area is growing due to mixed-use housing development and various neighborhood improvements. In the airport vicinity, East Oakland is projected to experience high job growth from airport and related jobs. West Oakland is another commercial development growth area. The main residential growth areas are in the North and South Hills areas. Oakland has a plan to attract 10,000 residents to the downtown area, is building a transit village at the Fruitvale BART station, and is exploring the idea of transit villages at other BART stations.

Piedmont is largely built out, does not anticipate significant growth, and did not identify any current or future growth areas.

CHAPTER 3: STREET MAINTENANCE & LIGHTING SERVICES

This chapter focuses on street service—the construction, design, operation and maintenance of roads, bridges, traffic signals, and street lights. The chapter addresses questions relating to growth and population projections, current and future service needs, infrastructure needs, and financing constraints and opportunities. Policy analysis—including shared facilities, cost avoidance, rate issues, government structure options, evaluation of management efficiencies and local accountability and governance—is focused on service providers under LAFCo’s jurisdiction.

SERVICE OVERVIEW

This section provides an overview of street services and providers in Alameda County and explains how the various services are delivered and shared by the agencies. For a geographic overview of the service providers, please refer to the street services map (Figure 3-4). For a detailed profile of each individual agency, please refer to Appendix A.

SERVICE PROVIDERS

This section provides a brief profile of each service provider. Table 3-1 lists each of the providers, along with the type of services provided in Alameda County.

Special Districts

Six county service areas (CSAs) engaged in street-related services are the Castle Homes CSA, Castlewood CSA, Estuary Bridges CSA, Five Canyons CSA, Morva CSA, and Street Lighting CSA. Each of these CSAs relies on staff of the Alameda County Public Works Agency (ACPWA) for reimbursable services. None of the CSAs directly employ staff.

The Estuary Bridges CSA (B-1988-1) is a finance mechanism for operation and maintenance of three draw bridges crossing the Oakland Estuary between the cities of Alameda and Oakland—the High Street Bridge, the Park Street Bridge and the Miller-Sweeney Bridge. The CSA boundary includes all of Alameda County except the cities of Berkeley and Hayward. The CSA was formed in 1989 as a dependent special district of Alameda County. Each of the 12 cities included in the CSA adopted a resolution of consent for inclusion in the CSA at the time of formation.

The Castle Homes CSA (R-1982-1) contracts with ACPWA for street maintenance services on 2.4 centerline miles of private roads. The CSA serves the Castle Homes unincorporated area just north of Hayward in the Fairview area. The street system within the CSA includes five local streets: Clover Road, China Court, Star Ridge Road (formerly East Avenue), Arbutus Court, and Quercus Court. The CSA was formed in 1983 as a dependent special district of Alameda County.

The Castlewood CSA (R-1967-1) contracts with ACPWA for street maintenance services on 3.7 centerline miles of private roads, in addition to water and wastewater services that were reviewed in MSR Volume II—Utility Services. The CSA serves the Castlewood unincorporated area just south

of Pleasanton. The CSA was formed in 1968 as a dependent special district of Alameda County. The CSA's private roads serve over 200 homes as well as the Castlewood Country Club and Golf Course. The street system that serves the CSA includes two arterial streets—Pleasanton-Sunol Road and Foothill Road—that are public roads outside the CSA boundary.

Table 3-1. Street Service Providers

The Five Canyons CSA (PW-1994-1) contracts with ACPWA for supplemental street maintenance services on 2.2 centerline miles of public roads, as well as for landscaping, graffiti prevention and removal, erosion control, and maintenance of retaining walls. CSA drainage services were reviewed in MSR Volume II—Utility Services. The CSA serves the Five Canyons unincorporated area in the Fairview area north of Hayward. The CSA was formed in 1994 as a dependent special district of Alameda County. The street network is made up of collector and local streets, including 5.5 miles of private roads; the main collector street is Five Canyons Parkway.

The Morva CSA (R-1982-2) contracts with ACPWA for maintenance of 500 centerline feet of private roads in the Morva neighborhood in the Cherryland area. The CSA was formed in 1983 as a dependent special district of Alameda County. The CSA includes two local streets: Morva Court and Morva Drive.

The Street Lighting CSA (SL-1970-1) contracts with ACPWA to provide street lighting maintenance services to most of Alameda County's unincorporated urbanized areas. Services include installation, relocation, maintenance, and operation of street lighting, as well as removal of lights and shielding of the light emitted. The boundary area includes the unincorporated areas of Ashland, Cherryland, San Lorenzo, Castro Valley, Fairview, and a large portion of the City of Dublin; however, the CSA no longer serves Dublin. The CSA was formed in 1970 as a dependent special district of Alameda County, and expanded in 1979 when it was consolidated with the San Lorenzo Lighting District and a separate Castro Valley Street Lighting CSA.¹²

	Maintenance	Lighting	Sweeping	Signal Maintenance	Bridges
Cities					
Alameda	□	○	○		
Albany	□	○	○	●	●
Berkeley	●	●	●	●	●
Dublin	○	○	○	○	○
Emeryville	□	○	○	○	○
Fremont	□	○	●	●	●
Hayward	□	○	●		●
Livermore	□	●	●	●	●
Newark	□	○	●		
Oakland	●	●	●	●	●
Piedmont	○	○	●	○	●
Pleasanton	●	○	○	●	●
San Leandro	●	●	●	●	●
Union City	□	○	●	●	●
Special Districts					
Castle Homes CSA	□				
Castlewood CSA	□				
Estuary Bridges CSA	□	□	□	□	□
Five Canyons CSA	□				
Morva CSA	□				
Street Lighting CSA		□			
Major Non-LAFCo Providers					
Alameda County	●	●	●	●	●
Cal Trans	●			●	●
Key:					
● indicates service provided currently by agency staff					
○ indicates service provided by contract with another provider					
□ indicates service provided by contract and/or agency staff					

¹² The San Lorenzo Lighting District and Castro Valley Street Lighting CSA were dissolved at that time.

Cities

Each of the 14 cities is responsible for maintenance of public roads (other than freeways and state highways) within the respective jurisdiction. Each city provides street lighting, street sweeping, and traffic signal maintenance, although many of the cities contract with other providers—mostly private companies—for some or all of these services. Bridge maintenance services are provided directly by 10 cities, two rely on other service providers for bridge maintenance, and two did not report bridge maintenance responsibilities.

The cities vary in the types of streets located in their respective jurisdictions, as shown in Table 3-2. Three percent of street miles countywide are freeways—all of which are maintained by Caltrans. On average, 19 percent of roads are arterials—high-capacity roads carrying traffic between urban centers. Caltrans maintains the greatest share of arterials, with above-average concentrations of arterials in unincorporated areas, Pleasanton and Emeryville. Countywide, 19 percent of roads are collectors—moderate-capacity roads carrying traffic from local roads to arterials. Collectors are most concentrated in Union City, unincorporated areas, the City of Alameda, and Albany. Local roads make up 58 percent of streets, and are most concentrated in San Leandro, Piedmont and Fremont. Rural roads constitute only six percent of public roads countywide, with the highest concentration in the unincorporated areas; Dublin and Pleasanton also maintain some rural roads.

Table 3-2. Street System Overview

Provider	Street Miles	% Freeways	% Arterials	% Collector	% Local	% Rural	Street Lights	Signalized Intersections	Bridges Maintained
Alameda	121	0%	17%	24%	59%	0%	5,723	68	0
Albany	27	0%	14%	26%	60%	0%	NP	7	2
Berkeley	223	0%	18%	8%	74%	0%	7,860	132	1
Dublin	67	0%	15%	7%	72%	7%	2,396	63	1
Emeryville	20	0%	23%	15%	62%	0%	1,563	25	4
Fremont	486	0%	13%	3%	84%	0%	16,624	200	19
Hayward	258	0%	18%	17%	64%	0%	7,780	110	3
Livermore	281	0%	16%	14%	70%	0%	2,700	93	12
Newark	101	0%	19%	10%	70%	0%	2,809	39	0
Oakland	816	0%	19%	13%	68%	0%	36,219	671	0
Piedmont	44	0%	7%	8%	86%	0%	0	5	1
Pleasanton	199	0%	21%	17%	60%	2%	6,962	100	24
San Leandro	177	0%	15%	5%	81%	0%	4,700	55	12
Union City	137	0%	12%	36%	50%	0%	3,600	11	3
Alameda County	474	0%	24%	29%	10%	37%	0	83	57
Caltrans	212	56%	29%	0%	0%	15%			
Castle Homes CSA	2	0%	0%	0%	100%	0%	0	0	0
Castlewood CSA	4	0%	45%	3%	15%	37%	0	0	0
Estuary Bridges CSA	0						0	0	3
Five Canyons CSA	8	0%	30%	0%	70%	0%	0	1	
Morva CSA	0.1	0%	0%	0%	100%	0%	0	0	0
Street Lighting CSA							7,084	0	0

Major Non-LAFCo Providers

Similar to the cities, Alameda County is responsible for maintenance of public roads (other than freeways and state highways) within the unincorporated areas. The County provides street services, including slurry sealing, patching, street rehabilitation, signal maintenance, and street cleaning. The County also maintains 75 signalized intersections for cities. ACPWA provides bridge maintenance services for bridges spanning the Oakland Estuary. The County owns three draw bridges—the High Street, Miller-Sweeney and Park Street Bridges—and operates three other draw bridges—the Fruitvale Ave. Railroad, Bay Farm Island, and Bay Farm Island Bike Bridges—as a reimbursable service provided to CalTrans and the U.S. Army Corps of Engineers. The County maintains 57 road bridges, including the Elgin Street Bridge in San Lorenzo.

California Department of Transportation (Caltrans) is responsible for the planning, design, construction, maintenance and operation of the state highway system (and the Interstate Highway System in California), and is the state’s overall manager of interregional transportation services. District 4 is the operating arm of Caltrans for the nine-county San Francisco Bay Area. District 4 is responsible for maintenance of 212 centerline miles of streets in Alameda County, including 119 miles of freeway, 61 miles of arterials and 32 miles of rural roads. District 4 is responsible for maintaining the three major bridges serving Alameda County—the San Francisco-Oakland Bay Bridge, the San Mateo-Hayward Bridge and the Dumbarton Bridge.

Metropolitan Transportation Commission (MTC) is the transportation planning, coordinating and financing agency for the nine-county San Francisco Bay Area. The agency also helps to monitor and—in concert with Caltrans and others—to improve the operation of the regional transportation network. MTC was created by the state Legislature in 1970 and is governed by a 19-member policy board.¹³ MTC is responsible for regularly updating the Regional Transportation Plan, a comprehensive blueprint for the development of mass transit, highway, airport, seaport, railroad, bicycle and pedestrian facilities.

The Alameda County Congestion Management Agency (ACCMA) is Alameda County's transportation information and funding conduit. ACCMA was created in 1991 by a joint-powers agreement between Alameda County and all its cities. ACCMA develops and periodically updates the Alameda Countywide Transportation Plan. This long-range policy document includes future population and employment patterns. It guides transportation funding and service decisions over the next 20 years, addressing freeways, buses, rail, ferries and other options like telecommuting, bicycling and pedestrian facilities.

¹³ Fourteen commissioners are appointed directly by local elected officials. Each of the five most populous counties has two representatives, with the board of supervisors selecting one representative, and the mayors appoint another; the four remaining counties appoint one commissioner to represent both the cities within that county and the county board of supervisors. In addition, two members represent regional agencies—the Association of Bay Area Governments and the Bay Conservation and Development Commission. Finally, three nonvoting members have been appointed to represent federal and state transportation agencies and the federal housing department.

Table 3-3. Street Circulation Overview

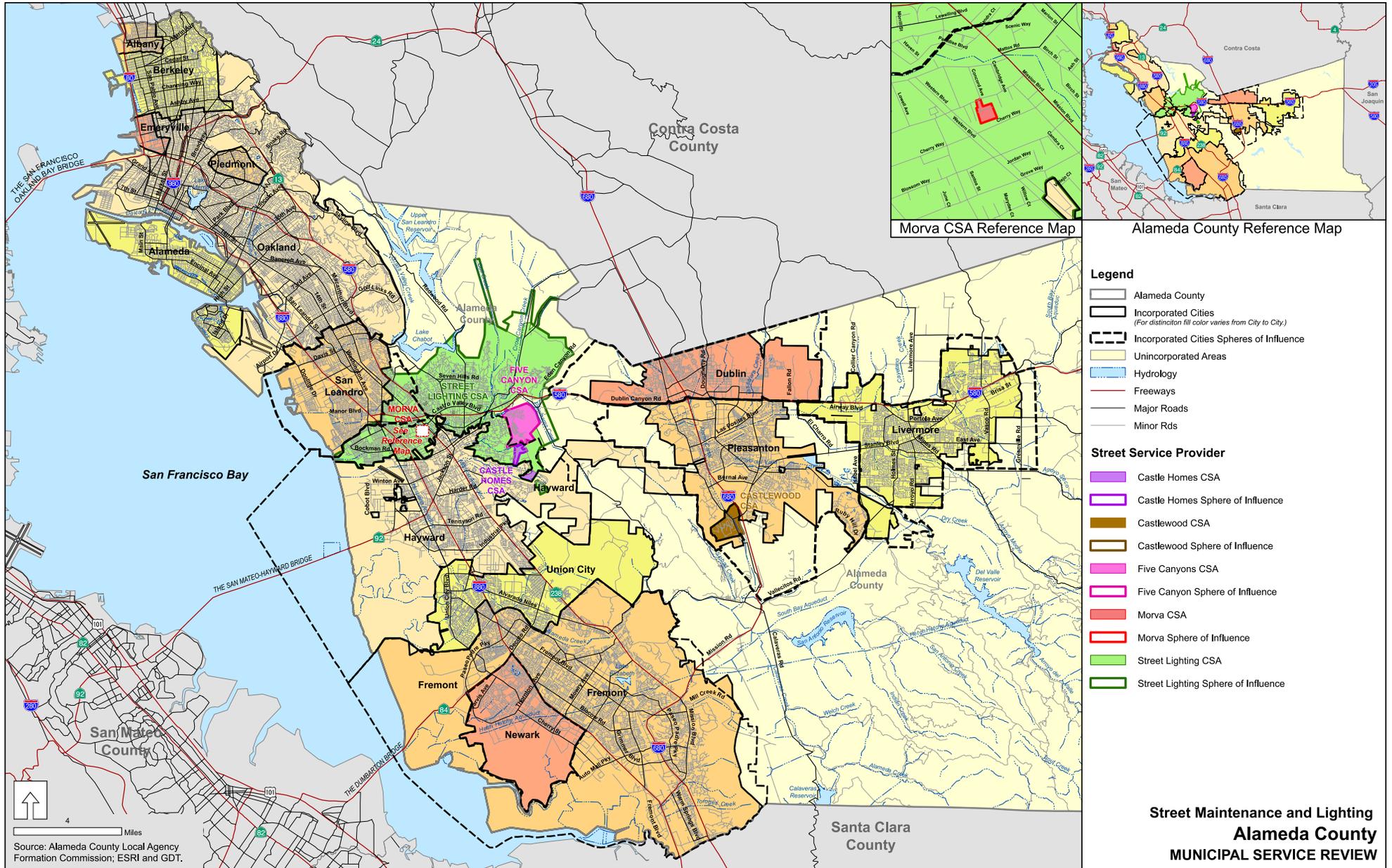
Provider	Circulation Description
Alameda	On the main island, the street system is a 19th Century grid, except for South Shore and a portion of Ferndale. There are wide east-west boulevards that carried street car tracks and two north-south commercial streets, Webster and Park Streets, that are the principal connections to the mainland. Bay Farm Island was planned in the 1970s and has landscaped arterial streets.
Albany	The City street system grid pattern was designed in the early 1900s and includes major and minor arterial streets, collector streets and local streets. I-80 and the I-80/I-580 interchange bisect the western portion of the City. San Pablo and Solano Avenues are the two major commercial routes. Marin Avenue and Buchanan Street provide direct access to I-80.
Berkeley	The City street system includes major arterial, collector and local streets as well as scenic routes. The I-80 passes through the western portion of the City, along the coast line. There are seven major arterial streets that run north-south and four that run east-west.
Dublin	The City street system includes arterial, collector and local streets. Dublin arterial roadways also serve Contra Costa County residents. I-580 forms the southern boundary of the City and I-680 bisects central Dublin.
Emeryville	None
Fremont	Fremont's streets network has primarily been built in the last 40 years with modern standards for accommodating automobiles. The City street systems includes expressways, arterials, collectors, and local streets. The City's major arterial streets include Mowry Ave., Mission Blvd., Stevenson Blvd., Fremont Blvd., Paseo Padre Parkway, and Auto Mall Parkway. State highways within the City include 84, 238, 262, I-880 and I-680.
Hayward	The City street system is made up of arterial, collector and local streets. Freeways running through the City include I-880 and State Routes 92, 238 and 185. In addition, I-238 is located just north of the City.
Livermore	The City street system includes arterial, collector and local streets as well as rural routes. I-580 runs through northern Livermore and highway 84 bisects central Livermore. Major arterial roads include Isabel and Livermore Avenues, North Canyons Parkway, and Jack London Boulevard.
Newark	The City is served by a network of freeways, arterials, collectors, and local streets. The I-880 runs north-south and has four interchanges in Newark. Highway 84 runs east-west and has two interchanges in Newark. There are five major east-west running arterials and three major north-south arterials within the City.
Oakland	The Oakland street system ranges from urban grids to winding hilly roads. The street network is made up of arterial, collector and local streets as well as truck routes and transit streets. Five of the City's arterial streets are part of the State Highway system including San Pablo Avenue (123), East 14th Street (185), Doolittle Drive (61), 42nd Street (77) and the Webster-Posey tube (260). Six freeways run through the City including I-880, I-980, and I-580, and State Routes 24, 13 and 77.
Piedmont	The system includes major and minor arterials and local streets. The City's major arterial streets include Oakland and Grand Avenues and Park Boulevard. There are no freeways or highways in the City.
Pleasanton	Pleasanton is served by freeways, arterials, collector and local streets. There are two interstates serving the City, I-580 and I-680, and Highway 84. There are 15 arterials that serve the City.
San Leandro	The City street system includes freeways, arterials, collectors, and local streets. The City's major arterial north-south streets include East 14th Street, Doolittle Drive, San Leandro Boulevard, and Washington Avenue. I-880 runs through the center of the City and I-580 runs through the eastern portion of the City.
Union City	The City street system includes arterials, collectors and local streets. The City's major arterial streets include Mission Boulevard, Decoto Road, Alvarado-Niles Road, Whipple Road, Union City Boulevard, Central Avenue, Dyer Street, and Alvarado Boulevard. One freeway, I-880, runs through Union City in a north-south direction through the center of the City. I-880 has two interchanges within the City. State Highways 84 and 238 pass through the City.

continued

STREET SERVICES

Provider	Circulation Description
Unincorporated	The Eden area is served by three freeways—I-880, I-580 and I-238—and nine arterials, including E. 14th St., Lewelling Blvd., Hesperian Blvd., A St., and Fairmont Drive. The Castro Valley area is served by I-580 and primary arterials include Castro Valley Blvd., Lake Chabot Rd., Redwood Rd., and Crow Canyon. The Sunol area is served by I-680; primary arterials are the Pleasanton-Sunol Rd. and Foothill Rd. The East County area is served by I-580 with primary arterials including Vasco Rd., Altamont Pass Rd., and Greenville Rd.
Caltrans	The State Highway System in Alameda County includes interstates—I-80 (Albany to Bay Bridge), I-580 (Bay Bridge through Livermore to San Joaquin), I-880 (Oakland to Fremont), I-680 (Dublin to Fremont), and I-980 (from I-880 to I-580)—and state highways—238 (Hayward to Fremont), 92 (Hayward to San Mateo-Hayward Bridge), 84 (Fremont to Dumbarton Bridge), 24 (Contra Costa to Oakland), and 13 (connecting I-580 to 24 in Oakland).
Castle Homes CSA	The street system within the CSA includes five local streets in the Fairview area north of Hayward: Clover Road, China Court, Star Ridge Road (formerly East Avenue), Arbutus Court, and Quercus Court.
Castlewood CSA	The CSA's private roads serve over 200 homes as well as the Castlewood Country Club and Golf Course. Two arterial streets—Pleasanton-Sunol Road and Foothill Road—adjacent to the CSA are key.
Five Canyons CSA	The street system within the CSA includes 37 collector and local roads (both public and private) in the Fairview area north of Hayward. The main collector street is Five Canyons Parkway.
Morva CSA	The CSA includes two local streets, Morva Court and Morva Drive, within the unincorporated Cherryland area north of Hayward.

Figure 3-4. Street Service Map



SERVICE DEMAND

This section provides indicators of service demand such as trip frequency, commuting patterns, and daily vehicle miles of travel. The section discusses factors influencing service demand as infill development increases density and as developed areas proliferate in the future. Chapter 2 provides the residential population and job base, projected population and job growth rates, and a description of growth areas for each provider.

Street service demand is affected by population and job concentrations, the availability and desirability of public transit, gas prices, parking availability and costs, and other factors such as the locations of child care, schools, stores and other common stops. Pavement depreciation rates also affect service needs, and are primarily influenced by the volume of traffic, particularly truck traffic, preventative maintenance and weather.

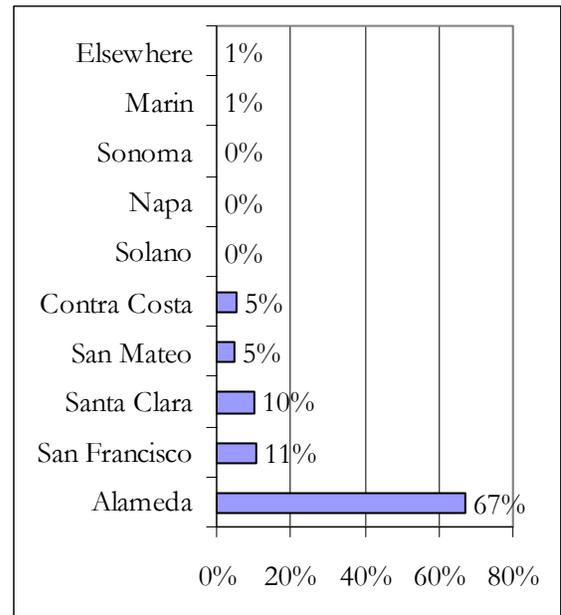
A number of factors have affected travel behavior in Alameda County in recent years. Some of the more important are rapid growth in vehicle ownership, higher labor-force participation rates among women, increased average household size, and the relatively fast growth in suburb-to-suburb commutes and relatively slow growth in the central city commute.

Figure 3-5. Working Alameda County Residents by Job Destination, 2000

Working Alameda County residents spend 28-31 minutes on average commuting (one-way) to their jobs.¹⁴ Commute times are longest for those using public transportation (46 minutes). Most—67 percent—commute within the County, as shown in Figure 3-5.¹⁵ Since more than a majority of the residents still work within the county, the key transportation problem is how to move Alameda County residents around the county.

San Francisco is the most common destination, employing 11 percent of Alameda County residents in 2000. Ten percent commute to jobs in Santa Clara County, five percent to San Mateo County, and five percent to Contra Costa County.

Among those working in Alameda County, two-thirds are residents. The most common origin for workers is Contra Costa County (14 percent), followed by Santa Clara County (5 percent).

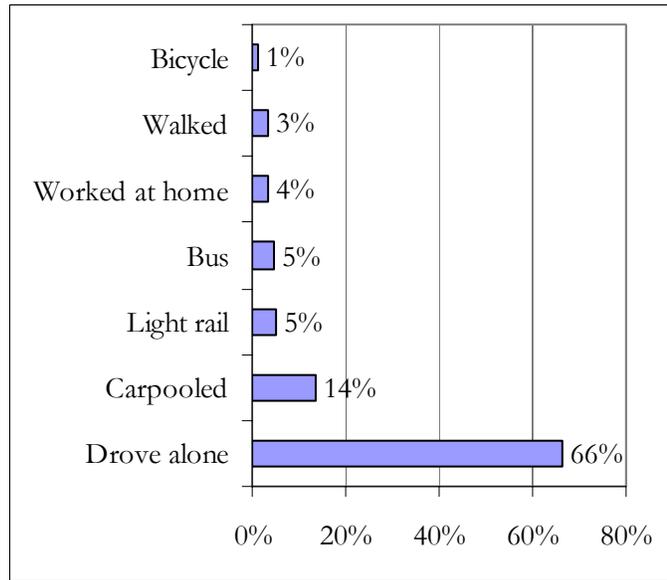


¹⁴ Census 2000 found a 31-minute average commute. American Community Survey 2004 found a 28-minute average commute.

¹⁵ 2000 Census data was derived from "journey-to-work" datasets, prepared by staff of Metropolitan Transportation Commission. Public transportation users are more likely to commute outside the County; sixty percent commute to jobs outside the County, according to the American Community Survey 2004.

Figure 3-6. Means of Travel to Work, 2000

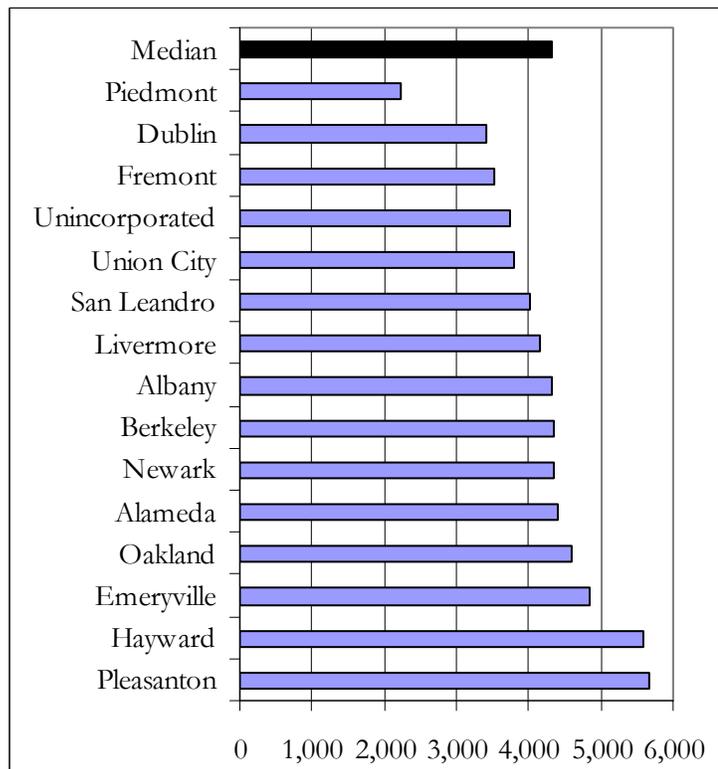
Among working County residents, driving alone is the most common means of transportation to work and is chosen by 66 percent. Carpooling is used by 14 percent. Light rail is used by five percent, as is bus transit. Others work at home, walk or bicycle to work.



MTC conducted the Bay Area Travel Survey in 2000 (BATS) on activities and travel patterns of people in the Bay Area. The two-day trip survey includes data from a total of 18,068 households (with 41,609 persons), approximately 20 percent of which resided in Alameda County. The survey found that the average person took four trips per day. Most trips—four-fifths—were by car, with walking the second most popular mode, followed by relatively low use (no more than three percent) by bus, rail, or bicycle. People stop along the way on these trips, most frequently to pick up or drop off passengers (31 percent); other common reasons for stops include shopping away from home (27 percent), for meals (15 percent), and for personal, bank or government services (14 percent).

Figure 3-7. Daily Vehicle Miles of Travel per Street Mile, 2004

By far, the greatest volume of demand is placed on the freeways and state highways in the County. Caltrans estimates 24.6 million daily vehicle miles of travel (DVMT) on freeways and state highways in Alameda County, and 14.7 million DVMT total on the streets maintained by the 14 cities and the County.



On local roads, Pleasanton, Hayward and Emeryville face the greatest volume of traffic per street mile, as shown in Figure 3-7. By comparison, Piedmont, Dublin and Fremont face relatively lower traffic volume on their streets.

Demand management strategies include carpool lanes and incentives, promotion of mass transit through increased efficiency, access and

convenience of mass transit options, promotion of alternative means of travel through pedestrian and bicycle improvements, transit-oriented development, and smart growth.

INFRASTRUCTURE NEEDS OR DEFICIENCIES

In the context of streets, infrastructure needs signify facilities that do not provide adequate capacity to accommodate current or projected demand for service for the region as a whole or for jurisdictions within the County.

PUBLIC ROADS

Street-related infrastructure needs are significant. A U.S. Department of Transportation study found that urban road and highway pavement conditions are likely to get worse at current funding levels. The study found that keeping urban roadways in their current condition would require a 32 percent increase in annual funding. Improving the physical condition of urban roadways would require a 62 percent increase in annual funding.¹⁶

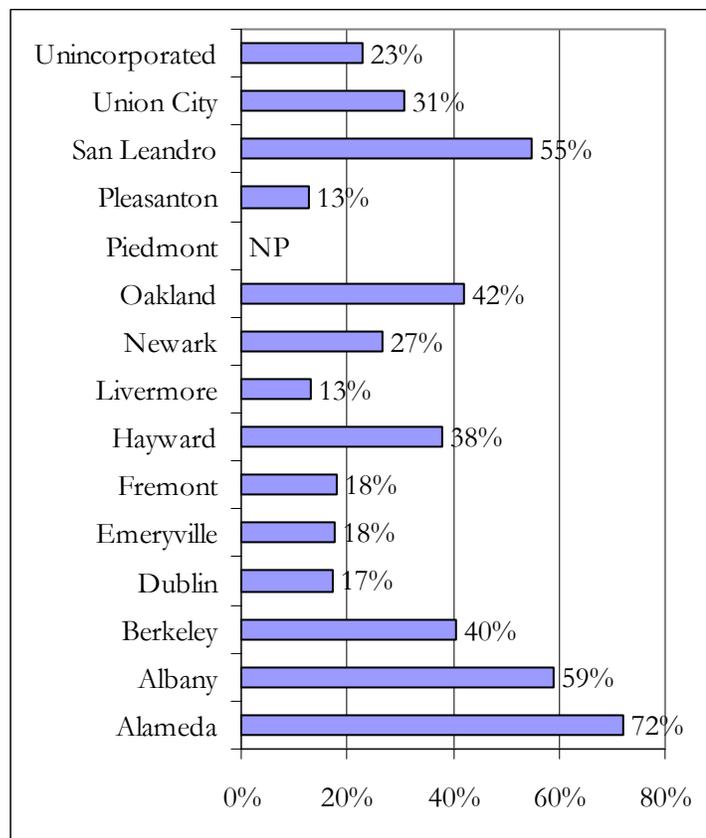
California spends less on transportation infrastructure than nationwide, according to the Public Policy Institute of California. The American Society of Civil Engineers rated Bay Area street and highway infrastructure with a D+ grade due to poor capacity and poor pavement condition.¹⁷

Deferred Maintenance

On average, the local agencies responsible for maintaining local streets and roads reported to LAFCo that 32 percent of streets (centerline miles) need to be rehabilitated. This amounts to 1,072 centerline miles of streets in poor condition.

The cities of Alameda, Albany and San Leandro reported that over half of streets need rehabilitation. The more recently developed cities—Livermore, Dublin, Pleasanton, Emeryville, and

Figure 3-8. Percent of Roads Needing Rehabilitation



¹⁶ U.S. Department of Transportation, *2002 Status of the Nation's Highways, Bridges, and Transit: Conditions and Performance*, 2002.

¹⁷ American Society of Civil Engineers, *Report Card 2005 for Bay Area Infrastructure*, 2005, pages 7-11.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

Fremont—reported that less than 20 percent need rehabilitation. Due to requirements that developers install streets, these jurisdictions have a greater portion of streets that are fairly recently built.

The agencies reported that they managed to rehabilitate 2.6 percent of streets in FY 2004-05. At this rate, it would take 12 years to address the existing backlog of deferred maintenance on local roads. However, as pavement continued to deteriorate, the backlog of streets in poor condition will continue to grow. In the long-run, the cost of performing preventative maintenance is approximately four times lower than the cost of rehabilitating streets, so the backlog becomes more costly when maintenance is deferred.

Table 3-9. Cost of Pavement Needs, FY 2005-06

The Metropolitan Transportation Commission (MTC) estimated the cost of addressing the pavement backlog in Alameda County as \$503 million, as of FY 2005-06.¹⁸ On average, there is a backlog of \$147,000 per street mile in Alameda County. The MTC data indicate that the pavement backlog per street mile is greatest in Emeryville, Albany, Berkeley, and Hayward, where the backlog exceeds \$200,000 per street mile. The backlog of deferred maintenance is lowest in the cities of Dublin and Piedmont, as shown in Table 3-9.

There are funding shortfalls for addressing pavement needs in all jurisdictions except the cities of Emeryville and San Leandro, according to unofficial MTC estimates. The City of Oakland, Alameda County and the City of Alameda face the greatest expected funding shortfalls per street mile.

Congestion

Traffic congestion is measured based on the daily number of vehicle hours of delay due to congestion. Levels of service (LOS) on streets and highways is rated on a scale of A-F, where E means significant delays, unstable traffic flow, and rapidly fluctuating speeds and flow rates and F means considerable delay with forced traffic flow and speeds dropping to zero. Levels of service of E and F are considered poor. The ACCMA collects data on freeway and arterial travel speeds biennially, and local jurisdictions monitor level of service on other local roads.

Provider	Pavement Backlog	Pavement Backlog per Street Mile	Annual Funding Need
Alameda	\$22,283,426	\$184,374	\$5,252,162
Albany	\$6,731,559	\$247,940	\$1,250,248
Berkeley	\$51,375,437	\$230,569	\$8,508,221
Dublin	\$3,000,000	\$44,499	\$2,600,786
Emeryville	\$6,101,279	\$307,369	\$1,083,867
Fremont	\$51,868,923	\$106,731	\$12,021,715
Hayward	\$56,561,006	\$219,229	\$9,476,127
Livermore	\$35,313,353	\$125,582	\$7,129,528
Newark	\$14,310,120	\$142,121	\$3,385,089
Oakland	\$108,005,692	\$132,309	\$39,292,247
Piedmont	\$3,839,715	\$88,067	\$1,090,116
Pleasanton	\$29,363,232	\$147,521	\$5,997,096
San Leandro	\$28,072,397	\$159,005	\$7,184,450
Union City	\$15,237,371	\$111,222	\$3,310,633
Unincorporated ¹	\$71,100,000	\$150,000	\$10,014,632
Total Countywide	\$503,163,510	\$146,675	\$117,596,918

Source: Metropolitan Transportation Commission
 Note: (1) Backlog for unincorporated areas was provided by ACPWA.

¹⁸ Metropolitan Transportation Commission, *Bay Area Street and Road Needs by Jurisdiction*, FY 2005-06. Data available online at http://www.mtc.ca.gov/news/info/TRIP_report.htm.

According to the ACCMA, 29 percent of freeway segments and seven percent of arterials in Alameda County operated at a poor level of service in 2004 during the peak afternoon travel period.¹⁹ Of the top five most congested freeway segments in the Bay Area, four are located in Alameda County:

- I-80 westbound approach to Bay Bridge (morning traffic destined for San Francisco and the I-880 and I-580 corridors)
- I-580 westbound between North Flynn Road and Airport Boulevard (morning traffic through Livermore)
- I-580 eastbound between Hopyard Road and El Charro Road (evening traffic through Livermore and Pleasanton)
- Route 92 eastbound from Clawiter Road to the I-880 interchange (evening traffic originating in San Mateo)

Three cities—Alameda, Albany, and Dublin reported no public road segments operate at poor service levels.²⁰ Four cities—Emeryville, Newark, Oakland and Piedmont—either do not monitor level of service or did not report deficiencies to LAFCo. Among the remaining agencies, the following road segments were reported as having deficient levels of service:

- Berkeley: segments of San Pablo and Shattuck Avenues and Adeline Street.
- Fremont: Mowry Road during evening peak travel
- Hayward: 98 street miles (of 258 total)
- Livermore: four intersections
- Pleasanton: one intersection (Foothill and Canyon Way)
- San Leandro: three intersections (Dutton at East 14th Street and Marina Boulevard at two I-880 ramps)
- Union City: Alvarado-Niles and Decoto
- Unincorporated: Mission Boulevard-Blossom Way, Grant Avenue-Washington Avenue, and Castro Valley Boulevard-Redwood Road during evening peak travel.

Infrastructure Needs

Infrastructure needs reported by the local agencies in their capital improvement plans, general plans, or in response to LAFCo questionnaires are listed in Table 3-10.

¹⁹ Alameda County Congestion Management Agency, *State of Transportation in Alameda County: FY 2004-05 Performance Report*, November 2005.

²⁰ Local agencies reported segments of roads with deficient levels of service relating only to public roads for which the agencies bear maintenance responsibility. Table 3-14 lists service challenges, including deficient level of service on freeway segments. Although freeway segments affect local circulation, local agencies are not responsible for freeways.

Table 3-10. Public Road Infrastructure Needs

Provider	Infrastructure Needs or Deficiencies
Alameda	Various streets citywide need resurfacing. The City's unfunded resurfacing needs are \$22.7 million.
Albany	A traffic signal is needed at the intersection of Eastshore Road and Buchanan Street.
Berkeley	There are numerous streets in need of reconstruction or resurfacing. In 2000, the City identified 90 centerline street miles in need of rehabilitation.
Dublin	An interchange is needed at I-580 and Fallon Road to accommodate future traffic needs in eastern Dublin. The replacement of traffic signals in the downtown area is needed to improve traffic circulation. Dougherty Road needs to be widened from I-580 to the City's northern city limits. Dublin Boulevard needs to be widened between Silvergate Drive and Hansen Drive. Various arterial street improvements are needed in eastern Dublin to accommodate new development.
Emeryville	The I-80 eastbound off-ramp at Powell Street needs to be widened. The I-80/Ashby-Shellmound interchange needs to be improved to provide Emeryville full access to I-80. City is currently developing a proposed plan and environmental document for the improvements to the interchange which will satisfy the access problems.
Fremont	Intersection improvements are needed at Ardenwood Boulevard and Highway 84 and at Blacow Road and Central Avenue to relieve traffic congestion. Kato Road needs to be widened to provide better access to the new I-880 interchange at Warren Avenue. Mowry Road needs to be widened because of a deficient LOS of F (evening). Warm Springs Boulevard needs to be widened in order to improve vehicular access to Warm Springs BART station.
Hayward	The City's General Plan Circulation Element identifies the following significant transportation infrastructure needs: interchange improvements on I-880 at A St., Winton Ave. and Industrial Pkwy, most of which are unfunded. Access improvements are needed in the City's industrial areas but are only partially funded by Measure B. Major improvement is needed along the Rt. 238 corridor; this project is funded by Measure B and currently under environmental review.
Livermore	Street improvements and reconstruction are needed on various portions of Murrieta Boulevard. Improvements are needed at the intersection of Holmes and Fourth Streets. Turning lanes are needed at the intersections of Murrieta Boulevard and Portola Avenue, Railroad Avenue and L Street, First Street and N. Mines Road, and at Vasco Road and Scenic Avenue to improve traffic circulation. Interchange improvements are needed at I-580 and El Charro Road and at Greenville Road for future traffic growth.
Newark	Planned new development will require a new traffic signal to be installed at Central Avenue and Sycamore Street. A railroad overpass is needed on Central Avenue over the Union Pacific Railroad tracks adjacent to Cargill Salt. New Development will require a traffic signal to be installed at Stevenson Boulevard and Cherry Street. Thorton Avenue needs to be widened between Gateway Boulevard and Hickory Street.
Oakland	Street resurfacing and traffic signal upgrades are needed throughout the Gateway and Downtown areas. Traffic signals are needed at 7th and Willow Streets, International Boulevard and 7th Avenue, and at Mountain Boulevard and La Salle Avenue to improve traffic and pedestrian safety. There are 22 miles of City street lighting circuits in serious deterioration. The street lighting system is over 50 years old. The City plans to spend \$1.2 million annually for the next ten years to replace damaged street light infrastructure.
Piedmont	NP
Pleasanton	The interchange at Bernal Avenue and I-580 needs widening on various ramps due to new development. El Charro Road needs to be widened from I-580 to Stanley Blvd. A second lane for the northbound ramp at Stoneridge Drive and I-680 is needed to accommodate weaving movements. Traffic signals are needed at the intersections of Valley Avenue and Northway and at West Las Positas Road and Dorman to improve traffic congestion and safety.
San Leandro	Street rehabilitation is needed on portions of Adams Avenue and Marina Boulevard.
Union City	The bridges at Whipple and Decoto Road need seismic retrofitting. Whipple Road pavement is heavily distressed and needs rehabilitation.
Unincorporated	Needs include: 1) widening Lewelling Blvd. and A Street, 2) rehabilitating Tassajara Rd., 3) resurfacing and reconstruction of various roads (\$400 million +), 4) sidewalk installation in Cherryland and other areas (\$408 million +), 5) retrofit of the Fruitvale, High St., Park St., and Elgin St. Bridges. (\$100 million +), 6) drainage improvements, culvert replacements, roadway realignment projects, shoulder improvement on rural roadways, and guardrails.

continued

Provider	Infrastructure Needs or Deficiencies
Castle Homes CSA	CSA private roads typically do not meet County Design Standards in regards to paved width, paving, right-of-way width, grade, drainage, handicapped access, and sidewalk improvements.
Castlewood CSA	CSA private roads typically do not meet County Design Standards in regards to paved width, paving, right-of-way width, grade, drainage, handicapped access, and sidewalk improvements.
Estuary Bridges CSA	There are no deficiencies or load restrictions, according to recent State inspection reports. All three bridges are slated for seismic retrofit in accordance with the "No Collapse" design criteria. The Miller-Sweeney Bridge is intended to be the "Lifeline" structure. The schedule to retrofit these bridges will depend on availability of federal funds.
Five Canyons CSA	CSA private roads do not meet County Design Standards in regards to paved width.
Morva CSA	CSA private roads typically do not meet County Design Standards in regards to paved width, paving, right-of-way width, grade, drainage, handicapped access, and sidewalk improvements.
Street Lighting CSA	Street lighting upgrades are needed on East 14th Street (a State Route) in the Ashland and Cherryland areas, according to the County CIP. The first phase of the upgrade was completed in 2005.

Seismic issues

In the 1868 earthquake, seismic damage in the cities of Alameda and San Leandro was the most severe. Building collapse and damage in these cities was ubiquitous. In the event of a major seismic event, such damage may prevent traffic flow and may impact local bridges.

The area where the Hayward fault crosses Route 24 may be the most disaster-prone piece of terrain in California. The five-foot average displacement impact of a seismic event along the Hayward fault would heavily damage all major tunnels and aqueducts that cross the fault zone.

Liquefaction of underlying soils in a major seismic event is anticipated to be particularly severe in Oakland, Berkeley and City of Alameda where major portions of the cities were built on filled shoreline. Liquefaction along I-80, I-580 to the north, and I-880 to the south could pose formidable repair problems. The Oakland Airport would likely suffer major liquefaction damage to runways and could be closed for months in a major seismic event.²¹

PRIVATE ROADS

Local agencies do not typically track private roads, as they are not responsible for maintenance of such roads. Local agencies are responsible only for those roads constructed and designed to their standards and accepted into the public road system. However, Alameda County does provide street maintenance on private roads as a service reimbursed by homeowner assessments. CSA private roads typically do not meet County Design Standards in regards to paved width, paving, right-of-way width, grade, drainage, handicapped access, and/or sidewalk improvements.

BRIDGES

San Francisco-Oakland Bay Bridge

The San Francisco-Oakland Bay Bridge connects the cities of San Francisco and Oakland and also serves the adjacent cities of Berkeley, Piedmont, Alameda and San Leandro, as well as neighboring cities and suburban areas in Alameda, Contra Costa and San Mateo Counties. The Bay

²¹ Reisner, 2003. For discussion of liquefaction risks, see pages 45-48, 87, and 94-97.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

Bridge provides the most direct connection between central San Francisco and the main transcontinental highways in the Bay Area.

Overhead approaches to the bridge carry through-traffic to and from U.S. Route 101 without use of local San Francisco streets. At the eastern terminus, approaches connect through-traffic with I-80, I-580 and I-880.

Caltrans projects on the west span and western approach of the Bay Bridge cover the western suspension spans, which are 2.8 miles long, and involve strengthening or replacing certain structural elements and adding isolation and dampening features to the west span and the replacement of the western approach to the bridge. As part of the Caltrans seismic retrofit program, retrofit work on the west span of the Bay Bridge was completed in June 2004. Replacement of the western approach is approximately 57 percent complete and is scheduled to be completed in 2009.

The last seven thousand feet before Oakland landfall is the bridge's weak link. The mud is so deep and the depth to bedrock on the east side of the bay is so great that anchoring the supports to bedrock has not been feasible.

The eastern span of the Bay Bridge needs replacement due to seismic safety. Construction of a replacement east span began in 2002, but the current interim east span of the Bridge does not meet seismic performance standards for "Lifeline Structures." The long-term seismic retrofit strategy for the east span is complete replacement. The existing east span will be demolished after the new east span is opened to traffic. The new east span consists of a transition off Yerba Buena Island, a self-anchored suspension bridge span, a skyway and an approach/touchdown in Oakland. The new east span will include two side-by-side bridge decks, each with five lanes plus shoulders and a bicycle/pedestrian path.

San Mateo-Hayward Bridge

The San Mateo-Hayward Bridge is situated approximately 17 miles south of the Bay Bridge, connecting Alameda County in the Hayward vicinity with the City of San Mateo on the San Francisco peninsula. The original bridge was constructed in 1929, replaced in 1961, and retrofit was completed in 2000.

The 2000 seismic retrofit project on the west span and western approach of the Bridge involved strengthening or replacing certain structural elements and adding isolation and dampening features to the bridge. The concrete trestle section of the bridge, which is 5.2 miles long, was expanded to three lanes in each direction to match the configuration of the high-level steel section. The project also included the widening of the eastern approach to the bridge from I-880 and the addition of toll booths and a new pedestrian overcrossing.

Caltrans plans reconstruction of the I-880/Route 92 interchange. This project will modify the existing interchange to increase capacity and improve safety and traffic operations, has undergone environmental review and is currently in the design and right-of-way acquisition phase. The project is expected to increase traffic capacity on the San Mateo-Hayward Bridge corridor.

Dumbarton Bridge

The Dumbarton Bridge is situated approximately 10 miles south of the San Mateo-Hayward Bridge and 27 miles south of the San Francisco-Oakland Bay Bridge. The western end of the structure is five miles northeast of the City of Palo Alto and the eastern end is five miles west of the City of Newark, midway between the Cities of San Jose and Oakland. The Dumbarton Bridge is a six-lane reinforced concrete structure that is 1.6 miles long with a pedestrian/bicycle lane.

In the early 1990s, Caltrans evaluated the ground motions likely to impact these structures and concluded that retrofit work was not necessary.

Caltrans recently completed a limited seismic vulnerability study of the Dumbarton Bridge. The seismic vulnerability study were not complete seismic analyses of such structures, but were an investigation of a few representative bents to determine the likelihood of the need for seismic retrofit.

Given the limitations of the vulnerability study, Caltrans has stated that there is insufficient evidence to conclusively determine the performance of the bridge during a maximum credible seismic event. However, these preliminary studies indicate that the performance of the structure is governed by the response of the foundations to a maximum credible seismic event and that such an event could result in large foundation rotations. These rotations may result in damage to the superstructure and possibly damage to the piles. In a quarterly report issued in November 2005, Caltrans indicated a need to study the seismic characteristics of the Dumbarton Bridge further. Caltrans is continuing with the seismic vulnerability studies to assess the necessity of retrofit work.

There are no current retrofit projects contemplated for the Dumbarton Bridge.

OPPORTUNITIES FOR SHARED FACILITIES

As Alameda County Congestion Management Agency members, the cities and the County engage in joint studies and planning efforts.

The Port of Oakland shares its facilities with the City of Oakland Public Works Department for stockpiling AC grindings and construction materials.

The CSAs contract with the Alameda County Public Works Agency for street maintenance services and, in that sense, share facilities for street maintenance services. The City of Albany contracts with ACPWA for traffic signal maintenance services.

The cities of Emeryville, Dublin and Piedmont contract privately for traffic signal maintenance services and, in that sense, shares facilities for street services. In the cities of Alameda, Hayward and Newark, traffic signal maintenance service is also provided by private providers.

One facility sharing opportunity was identified. The City of Alameda does not have the equipment to perform crack sealing and is interested in leasing or renting equipment from a local agency or private contractor. The City is interested in contracting with another jurisdiction to perform slurry seals.

SERVICE STANDARDS AND ADEQUACY

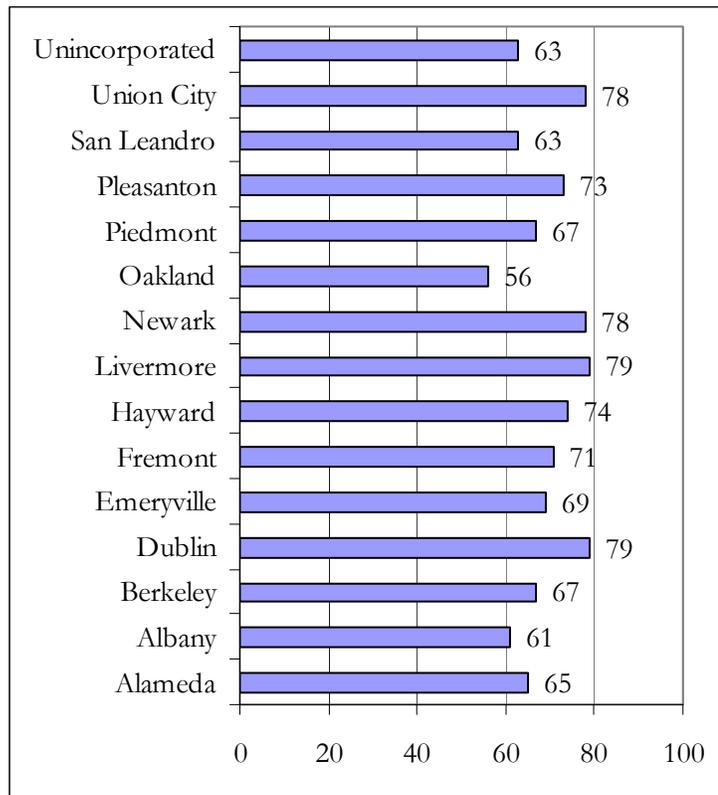
There are various measures of street service adequacy, which are based on agencies' ability to meet performance benchmarks.

The condition of street pavement is evaluated by local agencies using a Pavement Management System, which regularly evaluates pavement condition and establishes a cost-effective maintenance strategy. Each segment of pavement is rated for distress (i.e., cracks and potholes) and the extent and severity of distress.

Figure 3-11. Pavement Condition Index, 2004

The Pavement Management System data is summarized in a composite index called the Pavement Condition Index (PCI), reflecting the weighted average condition of all road segments for which an agency bears maintenance responsibility. A PCI of 75 or more is considered to be very good condition, PCI of 60-74 is good condition, PCI of 45-59 is fair condition, and PCI below 45 is poor condition.

The median jurisdiction in Alameda County has a PCI of 69. As shown in Figure 3-11, pavement condition is on average in very good condition in Dublin, Livermore, Newark, and Union City. In Oakland, the pavement is on average in fair condition. In the remaining jurisdictions, the pavement is on average in good condition.



It is important to note that just because the average condition of streets may be in good condition does not mean that all street segments are in good condition. Indeed, nine percent of pavement in local jurisdictions in Alameda County was in poor or very poor condition, and 13 percent was in fair condition in 2004.²² On state highways in the Bay Area, approximately 20 percent were in poor condition in 2004 with major structural distress and extensive cracks; such segments often require reconstruction.

The life cycle of pavement in good condition can be extended through preventative maintenance by applying a thin layer of asphalt mixture, better known as slurry sealing or seal-coating. When

²² Alameda County Congestion Management Agency, November 2005, page 14.

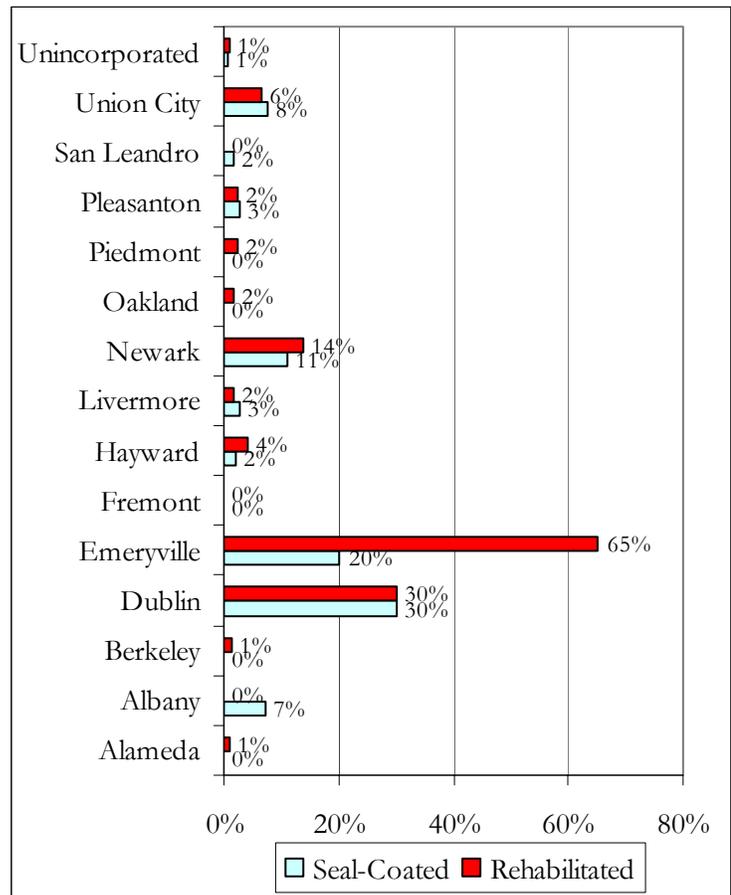
pavement is in fair condition—with moderate potholes and cracks—it can be treated with one- to two-inch thick overlays. Pavement with minor structural distress—with significant cracks—often requires rehabilitation involving grinding of portions of the existing street and application of a thick overlay. Pavement with major structural distress—with extensive cracks—often requires reconstruction involving removal and replacement of the street segment. Pavement management studies have shown it is more cost effective to maintain pavement in good condition over its useful life than to let it deteriorate to the point that it requires a major overlay or reconstruction. Deferring maintenance can increase long-term maintenance costs as much as four times greater than a consistent preventative maintenance strategy, according to the Transportation Research Board.

Figure 3-12. Percent of Public Road Miles Rehabilitated or Seal-Coated, FY 2004-05

Street reconstruction is typically needed once asphalt is 20-35 years old, with the asphalt lifespan depending on the use of preventative maintenance efforts, such as seal-coating.

Among the street providers on local roads, nine percent of street miles were rehabilitated and six percent were seal-coated in FY 2004-05, as shown in Figure 3-12.²³

As discussed in the Infrastructure Needs or Deficiencies section, the agencies reported that 32 percent of roads needed rehabilitation. Few agencies managed to rehabilitate a substantial portion of roads needed rehabilitation. However, the cities of Newark and Union City conducted extensive street work in FY 2004-05. The City of Hayward had an above-average effort to rehabilitate streets, and the City of Albany made an above-average effort to seal-coat streets.



²³ Seal coating is a process that extends the pavement's useful life. During a seal coat application, oil is applied to the street surface and immediately covered with an aggregate. The aggregate is then quickly embedded in the oil by rolling over the surface with a large roller. Once the street has been rolled, it is opened to traffic.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

The service providers reported both agency policy, if any, and average response times for street damage repair and for broken traffic signals. Response time is defined as the time elapsed between receipt of the service call and completion of repairs.

For street damage, most agencies have a policy of completing repairs within a specified period, but the agency policies varied widely on this with target response times ranging from 24 hours to 30 days.²⁴ Agencies responding within a few days to street damage include Berkeley, Dublin, Livermore, Piedmont, and Alameda County. Agencies with response times of less than one week include the cities of Alameda and Oakland. Agencies with longer response times include Albany, Fremont, Hayward, Pleasanton, San Leandro, and Union City. Newark does not keep track of response times.

Table 3-13. Street Service Response Time, FY 2004-05

Provider	Street Damage		Traffic Signal	
	Policy	Average	Policy	Average
Alameda	< 30 days	< 7 days	None	30 -45 mins.
Albany	< 24 hours	18 days	None	< 1 hr.
Berkeley	None	< 24 hrs.	< 24 hrs.	< 2 hrs.
Dublin	< 24 hours	< 24 hrs.	< 24 hrs.	< 2 hrs.
Emeryville	48 hr.	36 hr.	1 hr.	1 hr.
Fremont	2 to 4 weeks	< 2 weeks	< 2 hrs.	1-2 hrs.
Hayward	Priority-based	2 weeks	< 1 day	< 3 hrs.
Livermore	72 hours	24 hours	None	1.1 days
Newark	None	Unknown	None	Unknown
Oakland	5 days	5 days	2 hrs.	1.49 hrs.
Piedmont	None	< 24 hours	None	<24 hours
Pleasanton	< 2 weeks	10 days	< 3 hrs.	Unknown
San Leandro	< 2 weeks	< 2 weeks	< 24 hrs.	10 hrs.
Union City	< 48 hrs.	11-29 days	2 hrs.	2 hrs.
Unincorporated	< 2 working days	1 day	2 hrs.	2 hrs.
Castle Homes CSA	< 2 working days	NP	NA	NA
Castlewood CSA	< 2 working days	NP	NA	NA
Five Canyons CSA	< 2 working days	NP	NA	NA
Morva CSA	< 2 working days	NP	NA	NA

For broken traffic signals, about half of the agencies have a policy of completing repairs within a specified period, but agency policies varied widely on this with target response times ranging from two to 24 hours.²⁵ Agencies responding within a few hours include Alameda, Albany, Berkeley, Dublin, Emeryville, Fremont, Hayward, Oakland, Union City, and Alameda County. Agencies with response times of less than one day include the cities of Piedmont and San Leandro. Livermore reported the longest response time at 1.1 days. Newark and Pleasanton do not keep track of response times. Emeryville did not provide this information.

²⁴ The Union City street damage response time policy applies only to potholes, and the City’s average response time refers to any type of street damage.

²⁵ The Fremont traffic signal response time policy applies only to critical repairs.

The agencies reported a variety of service challenges, primarily involving areas of heavy congestion and needs for additional capacity, as shown in Table 3-14.

Table 3-14. Service Challenges

Provider	Service Challenges
Alameda	The Webster Posey Tube currently operates at LOS F. With new development at Alameda Point, areas of Park Street will decrease from LOS D to E.
Albany	High traffic volumes exist on Buchanan Street and Marin, San Pablo and Solano Avenues. Traffic congestion is most pronounced along I-80 with peak period at the LOS E-F range. Specific concerns exist on Marin and San Pablo Avenues including high accidents rates and proximity to pedestrian crossings.
Berkeley	I-80 through Berkeley, Ashby, University, College, and San Pablo Avenues experience significant congestion during commute hours. The City's vehicular network of streets is very close to volume capacity.
Dublin	Vehicular traffic volumes on most arterial streets are expected to increase due to development in eastern Dublin and surrounding areas.
Emeryville	None
Fremont	The City's significant congestion areas are along I-880 and Mission Blvd. at Niles Canyon and Mowry Avenues.
Hayward	Major arterial streets within the City, such as Jackson, Hesperian, Mission and Foothill Boulevards are used as links between the I-580 and the San Mateo-Hayward Bridge and as outlets for overflow from the Nimitz Freeway.
Livermore	The City experiences traffic congestion at several locations that are at or near capacity during peak hours, including I-580 and the arterial streets that provide access to I-580, such as Vasco Road, Livermore Avenue, Springtown Blvd. and Portola Avenue.
Newark	Segments of Thornton Avenue near I-880 are at LOS D-F during peak hours. Congestion on I-880 result in traffic being diverted to local arterial streets.
Oakland	73rd Avenue is continually congested with traffic from east Oakland neighborhoods to the Coliseum, I-880 and the Airport.
Piedmont	Steep topography and proximity of structures to streets create inadequate streets in the hills of Piedmont that cannot serve two lanes of traffic. Several Piedmont streets are narrow and the proximity of structures prevents street widening.
Pleasanton	There is major congestion at the intersection of Hopyard Road and Stoneridge Drive due to freeway interchanges.
San Leandro	There is a lack of a direct cross town (east-west) thoroughfare which creates problems. The City is exploring ways to use signage, signal timing and lane modifications to improve east-west circulation using the existing street network.
Union City	Traffic flow during repairs is negatively impacted.
Unincorporated	Heavy truck traffic strains arterials in the Eden area on Lewelling and Hesperian Blvds, and on Grant Ave. Lack of sidewalk, curb and gutter improvements in some urban areas.
Castle Homes CSA	None
Castlewood CSA	None
Estuary Bridges CSA	In windy conditions (over 30 mph), operating the High Street Bridge requires extreme caution. Cranes or trucks with high loads that extend forward of the front wheels or require a special transportation permit should use the Miller Sweeney Bridge which has no overhead steel structure. Metal tire mounted vehicles are not permitted to transit unless on a trailer.
Five Canyons CSA	None
Morva CSA	None
Street Lighting CSA	None

FINANCING CONSTRAINTS AND OPPORTUNITIES

Financing constraints and opportunities impacting delivery of services are discussed in this section. The revenue sources currently available to the service providers as well as long-term debt and reserves are identified. The section discusses innovations for contending with financing constraints, cost-avoidance opportunities and opportunities for rate restructuring.

FINANCING SOURCES

The most significant sources for financing of street maintenance services are gas taxes, transportation sales tax (Measure B), general fund revenues, and federal and State funds, as shown in Table 3-15. Many agencies also rely on street lighting assessment districts; the CSAs rely heavily on service charges (or, from a Proposition 218 perspective, property related fees) for service financing. Capital project financing sources include Federal and State funds, development requirements and, in several cities, traffic impact fees.

Gas Tax

Alameda County residents pay both federal and state excise taxes, in addition to sales taxes on gasoline. The state tax is 18 cents for each gallon of gasoline and diesel fuel (generally referred to as the "gas tax"). The state also collects weight fees on commercial vehicles (trucks) based on the unladen weight of the vehicle.²⁶

State Gas Tax

State gas tax accounts for 15 percent of revenues used by Alameda County cities for street purposes, and 67 percent of Alameda County's revenues used for street purposes.²⁷

The State retains about 65 percent of revenue from the state gas tax, with the remainder distributed to counties and cities for local streets and roads. The California State Constitution (Article XIX) restricts the use of state gasoline tax revenues for certain purposes. These monies may only be used to plan, construct, maintain, and operate public streets and highways; and to plan, construct, and maintain mass transit tracks and related fixed facilities (such as stations). The gasoline tax revenues cannot be used to operate or maintain mass transit systems or to purchase or maintain rolling stock (trains, buses, or ferries).

There are four formulas used to distribute state gas tax funds to California cities.

- §2105 of the California Streets and Highways Code allocates 11.5 percent of revenues in excess of 9 cents per gallon based on population. Funding under this section accounts for 33 percent of gas tax revenues received by Alameda County cities.

²⁶ The federal gas tax is 18.4 cents per gallon of gasoline and 24.4 cents per gallon of diesel fuel. The federal gas tax is a funding source for various federal funding programs described below under "Federal Revenues."

²⁷ Street funding calculations are based on the data source: California State Controller, *Streets and Roads Annual Report, Fiscal Year 2002-03*, February 2005.

Table 3-15. Street Financing Approaches

Provider	Service Financing Approach
Alameda	Street services are financed primarily through general fund revenues, gas tax and Measure B revenues.
Albany	The City finances street maintenance services primarily with gas tax revenues, Measure B, general fund revenues, and traffic congestion relief revenues. A citywide Landscape & Lighting Assessment District provides lighting and landscape services financed by assessments per residential unit.
Berkeley	Street services are financed by the gas tax, Measure B fund, and general fund. Street lighting is financed primarily by assessments through a citywide street light assessment district. General fund contributions have been required since the 2000 defeat of a ballot measure to augment funding through a special tax; the general fund contributes approximately one quarter of the street lighting budget.
Dublin	The City finances street maintenance service primarily with gas tax, Measure B, vehicle license fees, and other general fund resources. Street-related landscaping is financed through landscape assessments. Street lighting is financed through lighting assessments. The City has adopted a joint exercise of powers agreement pertaining to Tri-Valley transportation development fees for traffic mitigation (Tri-Valley JEPA). The City collects fees on certain developments to mitigate traffic congestion in the Tri-Valley Area.
Emeryville	The City finances street maintenance costs through Measure B, general fund revenues, and gas tax. Street lighting is funded through the San Pablo Avenue Street Lighting Assessment District. The assessments are based on lineal feet of street frontage. The City levies a traffic impact fee on new developments to finance traffic infrastructure improvements and projects.
Fremont	Street services are financed primarily through general fund revenues and secondarily by gas tax revenues, Measure B, and charges to other projects. Integrated Waste Management revenues fund street sweeping services.
Hayward	Street services are financed primarily through gas tax revenues, Measure B, and general fund revenues.
Livermore	Street services are financed by gas tax, vehicle license fees, federal funds, and other general fund revenues. The City has a landscape and lighting district to fund street light maintenance. The City levies a traffic impact fee to defray the costs of new development on the existing street infrastructure. The City has adopted a joint exercise of powers agreement pertaining to Tri-Valley transportation development fees for traffic mitigation (Tri-Valley JEPA). The City collects fees on certain developments to mitigate traffic congestion in the Tri-Valley Area.
Newark	Street and street lighting services are financed by general fund revenues, federal funds, gas tax and Measure B revenues.
Oakland	Street services are financed primarily by gas tax revenues, other receipts from the State, Measure B, and general fund revenues. Street lighting is financed primarily by assessments through a landscaping and lighting assessment district. The method of assessment depends on parcel type, location, and special benefit it receives.
Piedmont	Street and street lighting services are financed through general fund revenues, Measure B and gas tax.
Pleasanton	Street maintenance services are financed primarily through general fund revenues, gas tax, and Measure B. The City levies a traffic impact fee to defray the costs of new development on the existing street infrastructure. The City has adopted a joint exercise of powers agreement pertaining to Tri-Valley transportation development fees for traffic mitigation (Tri-Valley JEPA). The City collects fees on certain developments to mitigate traffic congestion in the Tri-Valley Area.
San Leandro	Street maintenance services are financed primarily through gas tax revenues, general fund, and Measure B. A Heron Bay Landscaping and Lighting District funds street lighting. The City levies a traffic impact fee to defray the costs of new development on the existing street infrastructure.
Union City	Street maintenance services are financed primarily through gas tax revenues and Measure B, and secondarily through general fund revenues. Assessments levied through a Street Lights and Landscaping District fund street lighting. The assessments are assessed per parcel.
Unincorporated	Street maintenance services are financed primarily through gas tax revenues, and secondarily through Measure B, Traffic Congestion Relief, grants, and general fund revenues. The County levies a traffic impact fee on new developments to finance traffic infrastructure improvements and projects.
Castle Homes CSA	CSA services are financed primarily through property-related fees and secondarily through interest.
Castlewood CSA	CSA services are financed primarily through service charges and secondarily through property taxes, interest and other revenue. Road maintenance service charges are property-related fees subject to Prop. 218.
Estuary Bridges CSA	The County's gas tax allocation is the primary funding source. The County's share of the half-cent transportation sales tax (Measure B) is a significant funding source. Federal aid funds finance major capital projects.
Five Canyons CSA	CSA services are financed primarily through service charges (property-related fees) and secondarily through interest income.
Morva CSA	CSA services are financed primarily through a road maintenance fund that was funded by a service charge (property-related fee) paid by property owners from FY 1997-98 through FY 2002-03. Other revenue sources include interest income.
Street Lighting CSA	CSA services are financed primarily through service charges (property-related fees) and secondarily through interest income.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

§2106 allocates revenues equal to 1.04 cents per gallon to cities primarily based on population. Funding under this section accounts for 22 percent of gas tax revenues received by Alameda County cities.

- §2107 allocates revenues equal to 1.315 cents per gallon primarily based on population, with additional funds allocated to cities with snow removal costs.²⁸ Funding under this section accounts for 44 percent of gas tax revenues received by Alameda County cities.
- §2107.5 allocates additional funds based on population to be used exclusively for engineering costs and administrative expenses related to city streets. Funding under this section accounts for only one percent of gas tax revenues received by Alameda County cities.

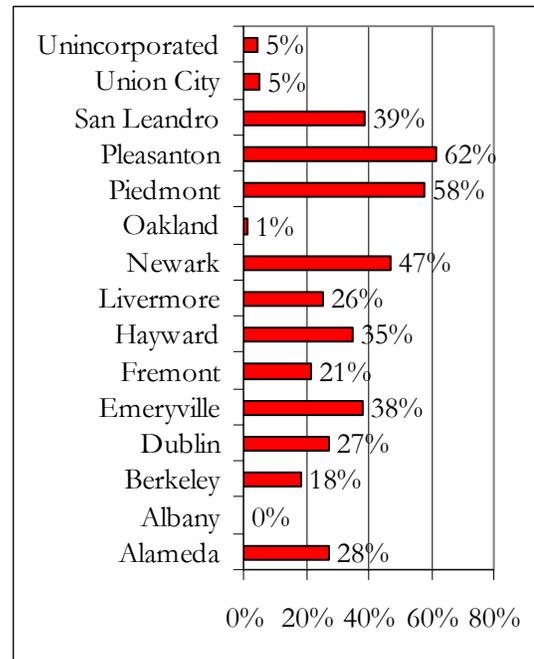
Counties receive most of their gas tax funding under §2104 of the California Streets and Highways Code. Alameda County receives two-thirds of its gas tax funds under §2104. Most of the remainder of the County’s gas tax funds are received under §2105 based on population. A small amount (only two percent of Alameda County’s gas tax revenues) is distributed under §2106 based mostly on the number of registered vehicles.

Figure 3-16. General Fund Share of Street Revenue, FY 2002-03

General Fund Revenues

General fund revenues, including vehicle license fees, constitute 23 percent of revenues used for street and road purposes, and five percent of Alameda County’s revenues used for street purposes.²⁹ General fund revenues are local agencies’ discretionary funds, most often used to pay for public safety services and discretionary programs.

The cities of Pleasanton, Piedmont and Newark are most reliant on general fund revenues, as shown in Figure 3-16. Oakland, Albany, Union City, and Alameda County are the least reliant on general fund revenues, which accounted for less than five percent of street revenues.



²⁸ Alameda County cities rarely receive revenue for snow removal costs. It snowed on only four occasions in the Bay Area during the 20th century: 1932, 1952, 1962 and 1976, according to Golden Gate Weather Services.

²⁹ Street funding calculations are based on the data source: California State Controller, *Streets and Roads Annual Report, Fiscal Year 2002-03*, February 2005. FY 2002-03 data were the most recent available at the time this report was prepared.

The general fund resources of the cities vary significantly. The median city receives \$843 in general fund revenues per capita.³⁰

Figure 3-17. General Fund Revenues per Capita, FY 2003-04

Fremont, Union City and Hayward had relatively low general fund revenues on a per capita basis, as shown in Figure 3-17. By comparison, Piedmont, Emeryville and Dublin had relatively high general fund revenues.

The cities vary significantly in their general fund revenue resources, and rely to differing levels on the major general fund revenue streams.

Property tax is the most significant municipal revenue stream, accounting for 26 percent of the median city's revenues. Piedmont is the most reliant on property taxes, which accounted for

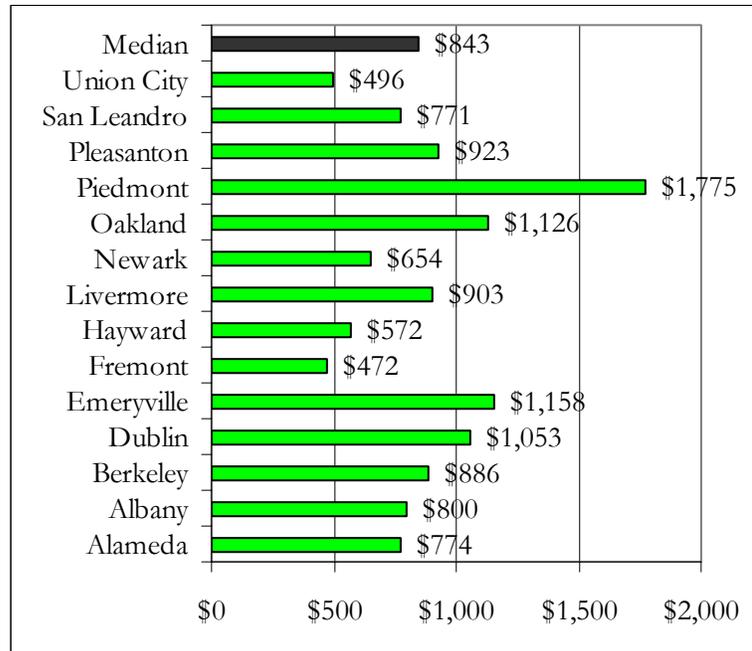
41 percent of its actual general fund revenues in FY 2002-03. Emeryville's general fund is the least reliant on property taxes, which accounted for only three percent of its general fund revenues; Emeryville's redevelopment agency receives most property tax revenues.

Sales and use tax constitutes 25 percent of the median city's general fund revenues in Alameda County. The cities of Emeryville and Dublin receive the highest levels of sales tax per capita. San Leandro, Livermore, and Pleasanton also receive relatively high sales tax revenues per capita compared with the median. Piedmont, Oakland and Albany receive the lowest levels of sales tax per capita.

In Alameda County, Vehicle License Fees (VLF) constitute about eight percent of the median city's revenues. Union City, Albany, Fremont and Hayward are the most dependent on this vulnerable revenue stream. Service providers that rely heavily on VLF funding are most vulnerable due to current State budget proposals to reduce/shift VLF funding.

The cities of Alameda, Albany, Berkeley, Emeryville, Oakland, Piedmont and San Leandro all rely on utility users' taxes for a significant amount of general fund revenue. Dublin, Fremont, Livermore, Newark, Pleasanton and Union City do not levy utility users' taxes.

Business license taxes are significant revenue generators in Emeryville, Oakland, and Berkeley. Although the other cities levy business license taxes, the tax rates and revenue levels are significantly



³⁰ General fund revenues are amounts budgeted for FY 2003-04, according to agency CAFRs. Per capita calculations are based on the 24 hour population in FY 2003-04 for all agencies.

lower. Transient occupancy (hotel) taxes are significant general fund revenue generators in Emeryville and Newark. Real property transfer taxes are significant general fund revenue generators in Albany, Oakland and Piedmont.

Transportation sales tax

Transportation sales tax allocations to Alameda County cities constitute nine percent of revenues used for street and road purposes, and five percent of Alameda County's revenues used for street purposes.³¹

Since 1986, Alameda County has imposed a half-cent sales tax for transportation purposes. In 2000, voters approved Measure B which extended the tax through 2022. Sixty percent of the tax revenues will be distributed to local jurisdictions. The Alameda County Transportation Improvement Authority (ACTIA) was created to oversee the expenditure plan for Measure B.

The Measure B Expenditure Plan provides funding for road improvements as well as mass transit. The Plan provides funding for critical capital projects where expansion of the county's aging highway infrastructure is needed, including funds for new lanes and interchange improvements on I-580, I-680, I-880, I-238, and State Routes 84 and 92. It provides programmatic discretionary funds for local streets to all cities and the County, and funds specific capital projects for arterial roads and other surface streets. It funds major expansions of the BART system within Alameda County, the Altamont Commuter Express Rail Service, and countywide express bus, local and feeder bus service. It also expands special transit services for seniors and people with disabilities.³²

Programmatic allocations to cities and the County for local streets and roads are based on both population and street miles under a formula that weights both factors equally. The funds may be used for any local transportation need, including streets and roads projects, local transit projects, bicycle and pedestrian projects, and other transportation uses.

State Revenues

Revenues from the State (other than gas tax) constitute 14 percent of revenues used for street and road purposes, and 11 percent of Alameda County's revenues used for street purposes. Such revenues include State Transportation Improvement Program (STIP), Transportation Investment Fund and the Traffic Congestion Relief program, among others.

State Transportation Improvement Program

The State Transportation Improvement Program (STIP) is the primary state program for construction of new transportation projects. The STIP has traditionally been a funding program primarily directed to projects on the state highway system— interstate highways, U.S. highways, and state routes—although it includes additional funding. Funding comes primarily from the State Highway Account and federal funds. Funding is programmed every two years for a four-year

³¹ Transportation sales tax includes formula-drive Measure B allocation for local streets and roads, for bridges, and for bicycle and pedestrian projects, and excludes competitive and transit programs. Total revenue used for street purposes is from California State Controller, *Streets and Roads Annual Report, Fiscal Year 2002-03*, February 2005.

³² Alameda County Transportation Authority, *Transportation Expenditure Plan*, 2000. Available online at http://www.acta2002.com/pdfs/expenditure_plan_v14.pdf.

planning horizon. Caltrans is allocated 25 percent of the funds for interregional transportation improvements, and the remaining 75 percent is allocated by regional transportation planning agencies (Metropolitan Transportation Commission in the Bay Area).

Local agencies nominate street projects for funding consideration. Each region submits its list of recommended projects to the California Transportation Commission (CTC) by mid-December in odd years. After holding public hearings, the CTC adopts the STIP plan by April 1 in even years. The CTC does not nominate projects, but acts as an arbiter of proposals made by Caltrans and regional transportation agencies.

The MTC plan calls for \$26 million in funding for Alameda County mass transit projects under the 2006 STIP, in addition to \$125 million in funding for Alameda County projects carried over from the prior STIP.³³ The most significant projects in Alameda County expected to be funded in the 2006 STIP include carpool lanes on I-580, I-680 and I-880, and I-880 access on 42nd Avenue in Oakland. Many improvements funded by STIP are actually carried out by Caltrans as they affect freeways maintained by Caltrans. However, some improvements (e.g., I-880 access on 42nd Avenue in Oakland) are handled by local agencies.

Gasoline Sales Tax

The Legislature enacted the Traffic Congestion Relief Program (TCRP) in 2000, which created a six-year plan for funding street capital projects from ongoing revenues from the sales tax on gasoline as well as a one-time contribution from the State general fund. Implementation was delayed due to the State budget crisis, but some funding has been distributed. A subsequent ballot measure—Proposition 42—has permanently designated a portion of transportation sales taxes for local street purposes.

TCRP primarily funds statutorily-defined construction projects,³⁴ including the following projects within Alameda County:

- Adding a northbound carpool lane on I-680 over the Sunol Grade,
- Adding lanes on Route 24 through the Caldecott Tunnel,
- Safety improvements on Vasco Road,
- Adding eastbound and westbound carpool lanes on I-580 between Tassajara and Vasco Road, and
- Building a pedestrian bridge in Union City.

In addition, TCRP funds local street and road improvements. A portion of the TCRP funds are allocated to counties based on the number of registered vehicles and public road miles, and a portion is allocated to cities based on population. These local funds must be used for street or road maintenance or reconstruction. Cities and counties are required to maintain their existing commitment of general funds for street or road work in order to remain eligible for allocation of the specified funds. In order to receive any allocation of the specified funds, the city or county must

³³ Metropolitan Transportation Commission, *2006 Regional Transportation Improvement Program*, January 25, 2006.

³⁴ Traffic Congestion Relief funds pay a portion of the costs of the projects, with other funding sources including STIP money.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

annually expend from its general funds for street or road purposes an amount not less than the annual average of expenditures from its general funds during FY 1996-97, FY 1997-98, and FY 1998-99.

In March 2002, voters passed Proposition 42, which permanently extended the transfer of gasoline sales tax revenues to the Transportation Investment Fund and dedicated the revenues to various transportation programs. The funds can be allocated back to the general fund by a two-thirds vote of the Legislature. Indeed, the Legislature has suspended the requirement in the last several years due to the State budget crisis.

Because of loans to the State general fund and Proposition 42 suspensions, TCRP funding has been delayed. Local agencies received \$400 million statewide in FY 2000-01 for deferred maintenance, and received allocations in FY 2001-02, 2002-03 and 2005-06. The Legislature suspended Proposition 42 funding in FY 2003-04 and 2004-05, but the State agreed to repay these funds in the future.

Due to higher-than-expected revenues, the Governor's proposed budget for FY 2006-07 would allocate gasoline sales tax revenues at the full amount required under Proposition 42 and provide early repayment of outstanding Proposition 42 loans that were scheduled for repayment in FY 2007-08. Although cities and counties do not receive gasoline sales tax funds in FY 2006-07 and 2007-08, they are projected to receive repayment of past State loans of these funds. In FY 2008-09 and thereafter, the funding stream for local agencies will be reactivated but will most likely continue to be subject to annual suspension by the Legislature.³⁵

Federal Revenues

Revenues from the federal government constitute seven percent of revenues used for local street and road purposes, and five percent of Alameda County's revenues used for street purposes. Major Federal Highway Administration funding programs include Surface Transportation Program (STP), Congestion Mitigation and Air Quality Improvement Program (CMAQ), and Highway Bridge Replacement and Rehabilitation (HBRR) Program. In addition, there are federal discretionary programs ("earmarks")—discretionary funds distributed by Congress annually to transportation projects of special importance to members of Congress. With the exception of a few limited programs, the FHWA typically does not recommend which projects receive transportation funds.

Surface Transportation Program (STP): Federal transportation legislation authorizes the State of California to distribute Surface Transportation Program (STP) funds to areas within the State based on urbanized population shares. MTC pools the STP funds coming to the San Francisco Bay Area with CMAQ funds to develop a comprehensive and multi-modal program, the STP/CMAQ Program. MTC works with the county Congestion Management Agencies, transit operators, and other partners to develop a set of funding categories under the STP/CMAQ Program, such as local streets and road rehabilitation, transit capital rehabilitation, air quality management, regional operations, planning activities and Transportation for Livable Communities/ Housing Incentive Program.

³⁵ The Governor has proposed to eliminate the Proposition 42 suspension authority of the Legislature. Californians to Improve Traffic Now, a coalition of taxpayers, construction, business, labor and local government organizations, launched a petition signature-gathering drive for an initiative for the November 2006 ballot that will close the loophole in Prop. 42 that allows the Legislature to shift Prop. 42 funds to the State general fund.

Federal transportation legislation authorizes the State of California to spend Congestion Mitigation and Air Quality Improvement Program (CMAQ) funds in air basins that are not in compliance with federal air quality standards. California distributes CMAQ funds to the metropolitan planning organizations (MPOs) based on population and the severity of non-attainment of air quality standards in a particular air basin. MTC pools the CMAQ funds coming to the San Francisco Bay Area with STP funds to develop a comprehensive and multi-modal program, the STP/CMAQ Program. The CMAQ program includes projects in air quality strategies, Transportation for Livable Communities/ Housing Incentive Program, and regional bicycle and pedestrian program categories.

Federal Gas Tax

Federal gas tax revenues have been earmarked for roadway spending since 1956 when the Federal-Aid Highway Act of 1956 established the Highway Trust Fund and stipulated that 100 percent of the gas tax be deposited into the fund. From 1956 to 1982, the Highway Trust Fund was used solely to finance expenditures from the federal highway program.

Since 1982, a portion of Highway Trust Fund (HTF) revenues have been allocated to mass transit. Of the current gasoline tax of 18.3 cents per gallon, 2.86 cents per gallon is allocated to the Mass Transit Account. Today, the tax on gasoline is still the principal source of revenue for the Highway Trust Fund, and the HTF is the principal source of funding for Federal-Aid surface transportation programs.³⁶

The Highway Trust Fund provides money for roads and transit to the states. Since 1998, when Congress reauthorized the Intermodal Surface Transportation Efficiency Act (ISTEA) as the Transportation Equity Act for the 21st Century (TEA-21), states have been guaranteed at least 90.5 percent of highway trust fund contributions. TEA-21 provided federal transportation funding from 1998 through 2003, financing highway and transit projects nationwide through a combination of formula, discretionary, and earmarked funds. Although TEA-21 expired in 2003, Congress extended it for almost two years to provide continued funding for transportation.

On August 10, 2005, Congress reauthorized the federal transportation program through 2009 by enacting the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU). The new act directs federal funding for highways and transit. The new law increased funding by 42 percent, although a greater portion of funding is for earmarked projects. SAFETEA-LU guarantees states a minimum 90.5 percent return on federal gas tax contributions in 2005 and 2006, 91.5 percent in 2007, and 92.0 percent in 2008 and 2009.³⁷ In the highway program, there continue to be six major formula funding categories:

- Interstate Maintenance,
- National Highway System,
- Congestion Mitigation/Air Quality Improvement (CMAQ),

³⁶ Robert Puentes and Ryan Prince (Brookings Institution), *Fueling Transportation Finance: A Primer on the Gas Tax*, 2003, page 3. Available at <http://www.brookings.edu/es/urban/publications/gastax.pdf>.

³⁷ California Legislative Analyst's Office, *Funding for Transportation: What the New Federal Act Means for California*, January 19, 2006. Available at http://www.lao.ca.gov/2006/trans_SAFETEA/trans_SAFETEA_011906.htm.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

- Surface Transportation Program (STP),
- Bridges, and
- Equity Bonus (known as Minimum Guarantee under TEA-21).

As with TEA-21, SAFETEA-LU provides the state with considerable flexibility in the use of formula funds, which account for 80 percent of total funds authorized in the act. Specifically, state and regional agencies can move up to 50 percent of funds from one formula category to another subject to various restrictions. For example, a state may transfer up to half of its CMAQ apportionment to projects eligible for Interstate Maintenance, National Highway System, STP, Bridges, or Recreational Trails grants. Furthermore, funds provided under STP and Equity Bonus—two of the largest funding categories, making up 30 percent of the \$241 billion distributed through 2009—can be used for a wide variety of projects including transit, highway, local road, bridge, safety, and transportation enhancement projects at states' discretion.

Assessments

Assessments constitute four percent of revenues used for street and road purposes by the cities in Alameda County. Nine of the 14 cities levy assessments for street lighting through assessment districts. Those cities are: Albany, Berkeley, Dublin, Emeryville, Livermore Newark, Oakland, San Leandro, and Union City. Most of the city assessments are levied through Landscaping and Lighting Districts under the 1972 Act. Berkeley's levy is formally structured as a special tax.

A 1972 Act Landscaping and Lighting District is a flexible tool used by local government agencies to pay for landscaping, lighting and other improvements and services in public areas. As a form of benefit assessment, it is based on the concept of assessing only those properties that benefit from improvements financed, either directly or indirectly through increased property values. Because it is considered a benefit assessment, a 1972 Act assessment is not subject to Proposition 13 limitations. By law (Prop. 13), benefit assessments cannot be based on the value of property. Instead, each district establishes a benefit formula and each parcel in the service area is assessed according to the benefit it receives from the services and improvements. Assessment rates may be increased with majority property owner approval.

FINANCING CONSTRAINTS

A number of financing constraints affect street service provision.

State gas tax revenues are limited by the tax rate charged. The rate has remained unchanged since the late 1990s, with the inflation-adjusted revenues declining over the time period despite modest growth in the volume of gasoline purchases.

State and federal budget considerations limit the amount of funding available. California gasoline sales tax (Prop. 42) funds for local streets are similarly limited by State budget needs, and have been suspended in recent years due to a lack of available funding. Federal transportation funding programs and policies are set forth in reauthorization legislation that is developed every six or seven years. The reauthorization bills set targets for federal highway and public transit spending for a multi-year period. Each subsequent year, Congress passes a Transportation Appropriation bill that specifies annual funding levels.

Significant constraints on the financing of street services are legal requirements that limit property taxes and require voter approval of new taxes and tax increases. Street-related assessments are subject to majority property owner approval requirements for imposition of new assessments and for fairness and equity in the assessments. Assessments in place prior to November 1996 did not require voter approval to be imposed. However, any increase in assessments requires approval by the voters.

Proposition 218, which California voters approved in 1996, requires voter or property owner approval of increased local taxes, assessments, and property-related fees. Majority voter approval is required for imposing or increasing general municipal taxes, such as business license or utility taxes. Proposition 218 reiterated the Proposition 13 requirement for two-thirds voter approval of special taxes for which revenues are designated for specific purposes, such as stormwater services. In addition, Proposition 218 added new substantive and procedural steps that must be followed to impose a property-related fee or charge. The requirement does not apply to water and sewer service charges, user fees or development impact fees.

Proposition 13, which California voters approved in 1978, limits the ad valorem property tax rate, limits growth of the assessed value of property, and requires voter approval of certain local taxes. Generally, this measure fixes the ad valorem tax at one percent of value, except for taxes to repay certain voter approved bonded indebtedness. In response to Proposition 13, the Legislature enacted Assembly Bill 8 (A.B. 8) in 1979 to establish property tax allocation formulas. Generally, A.B. 8 allocates property tax revenue to the local agencies within each tax rate area (TRA) based on the proportion each agency received relative to other agencies in the TRA during the three fiscal years preceding adoption of Proposition 13. This allocation formula benefits local agencies that had relatively high tax rates at the time Proposition 13 was enacted.

Proposition 98, which California voters approved in 1988, requires the State to maintain a minimum level of school funding. In 1992 and 1993, the Legislature began shifting billions of local property taxes to schools in response to state budget deficits. Local property taxes were diverted from local governments into the Educational Revenue Augmentation Fund (ERAF) and transferred to school districts and community college districts to reduce the amount paid by the State general fund. Local agencies throughout the State lost significant property tax revenue as a result of this shift.

Triple Flip

Two measures intended to address the state budget deficit and to implement structural reform were both approved at the March 2, 2004, statewide primary election. The Balanced Budget Amendment (Proposition 58), requires the State to adopt and maintain a balanced budget and establish an additional reserve, and restricts future long-term deficit-related borrowing. The second measure, the California Economic Recovery Bond Act (Proposition 57), authorizes the issuance of up to \$15 billion of economic recovery bonds to finance state general fund obligations undertaken prior to June 30, 2004. The Economic Recovery Bonds are secured by a pledge of revenues from an increase in the state's share of the sales and use tax of one-quarter cent beginning July 1, 2004. The share of the tax going to local governments was reduced by the same amount, and, in exchange, local governments receive an increased share of the local property tax during the time the one-quarter cent is being used to pay off the bonds (estimated to be between 9 and 14 years). This shift in revenues between the state and local governments is known as the "triple flip."

ALAMEDA LAFCO COMMUNITY SERVICES MSR

In adopting its FY 2004-05 budget, the State temporarily shifted \$1.3 billion in local property taxes from counties, cities, independent special districts, and redevelopment agencies to ERAF for two fiscal years—FY 2004-05 and FY 2005-06. Special districts collectively pay \$350 million into ERAF III. Enterprise special districts, such as water and sewer districts, lose approximately 40 percent of revenue from this source. Non-enterprise special districts, such as resource conservation districts, lose approximately 10 percent of property tax revenue. The cities pay a \$350 million share under a formula that is prorated to consider the VLF, sales tax and property tax revenue that each city would have received under prior law. Most independent special districts are included in the property tax take-aways. The exceptions are public safety agencies such as police protection, fire protection, and healthcare/hospital districts. Other exceptions include library, memorial, and mosquito and vector abatement districts.

Proposition 1A, approved by the voters in November 2004, limits the State's ability to continue the ERAF III property tax shifts after the two-year period ending June 30, 2006. Proposition 1A generally prohibits the State from shifting to schools any share of property tax revenues allocated to local governments under the laws in effect as of November 3, 2004. Beginning in FY 2008-09, the State may shift up to eight percent of local government property tax revenues to schools if the Governor proclaims that the shift is needed due to a severe state financial hardship, the shift is approved by two-thirds of both houses and certain other conditions are met. In this event, the State must repay such shifts with interest within three years.

FINANCING OPPORTUNITIES

The most significant financing opportunity is a State increase in the tax on gasoline. State gas tax revenues increase from year to year based on growth in fuel use. The state gas tax rate is fixed at 18 cents per gallon and does not increase with inflation. The tax rate increase during the 1990s from 9 cents to 18 cents per gallon. Subsequently, revenues have been eroded by inflation and increased fuel efficiency. Since 1998, vehicle miles traveled on California roads have increased an estimated 16 percent, while the gas tax, adjusted for inflation, has declined by 8 percent.³⁸

Measure B funds \$2.8 million for a Transit Center Development Fund. These funds are available to cities and to Alameda County to encourage residential and retail development near transit centers on a competitive basis. Agencies may choose to apply and compete for these funds.

LAFCo is currently reviewing an application by ACPWA to create a new "shell" CSA. The proposed formation of a "shell" CSA by ACPWA offers financing opportunities for unincorporated areas to increase street-related funding for sidewalk construction through voter-approved assessments.

OPPORTUNITIES FOR RATE RESTRUCTURING

Opportunities for rate restructuring are fairly limited due to financing constraints, as discussed above. Local agencies have no control over gasoline tax and sales tax rates, and do not have many

³⁸ California Legislative Analyst's Office, *Analysis of the 2006-07 Budget Bill: Transportation* February 2006, page A-30. Available at http://www.lao.ca.gov/analysis_2006/transportation/trans_an106.pdf

opportunities for restructuring rates for street service provision. Restructuring assessments and general fund tax rates is subject to voter approval requirements.

The jurisdictions do have opportunities to restructure user fees and development impact fees. However, there are limits to the increases that may be enacted. In order to raise user fees, the jurisdiction must document that the fee recoups only the cost of providing the fee-related service. For development impact fees, the jurisdiction must justify the fees as an offset to the future impact that development will have on infrastructure.

There are opportunities for jurisdictions to increase these fees, and many jurisdictions do increase user fees on an annual basis. Preparation of a development impact fee study is required for updating such fees; due to the cost of such a study, development impact fees are typically increased on an occasional basis rather than annually.

COST AVOIDANCE OPPORTUNITIES

Cost avoidance opportunities refer to the elimination of unnecessary costs. Unnecessary costs may involve duplication of service efforts, higher than necessary administrative costs, use of outdated or deteriorating infrastructure and equipment, under-utilized equipment, buildings or facilities, overlapping or inefficient service boundaries, inefficient purchasing or budgeting practices, and lack of economies of scale.³⁹

Deferred maintenance may reduce costs in the short-term, but increases costs in the long-term. Local agencies can reduce street repair costs through preventative maintenance. Cost-benefit analysis on pavement indicates preventative maintenance extends the useful life of pavement, decreasing the frequency of costly rehabilitation and reconstruction. However, local agencies' ability to conduct preventative maintenance may be limited by financing constraints.

³⁹ Local Agency Formation Commission of Alameda County, 2002.

Table 3-18. Street-Related Expenditures per Street Mile, FY 2002-03

Street maintenance costs, including both maintenance and reconstruction, per street mile, were approximately \$20,100 on average countywide in FY 2002-03.⁴⁰ Costs vary between jurisdictions, with relatively high costs in Emeryville. Costs are above-average in the unincorporated areas, Newark, Pleasanton, and San Leandro.

Street lighting and traffic signal construction and maintenance costs per street mile were approximately \$8,600 on average. Costs vary between jurisdictions, with relatively high costs in Emeryville. Costs are above-average in Berkeley, Hayward, and Alameda. Agencies with relatively low lighting and signal costs include Albany, Piedmont, the unincorporated areas, and Union City.

Provider	Street Maintenance	Lights & Signals	Total
Alameda	\$10,142	\$14,071	\$24,213
Albany	14,019	914	14,933
Berkeley	17,872	16,166	34,038
Dublin	16,142	10,148	26,290
Emeryville	79,480	24,167	103,647
Fremont	15,016	8,521	23,538
Hayward	19,941	14,368	34,308
Livermore	4,706	6,457	11,164
Newark	28,470	8,790	37,260
Oakland	21,061	7,922	28,983
Piedmont	13,602	2,013	15,615
Pleasanton	27,884	12,289	40,173
San Leandro	26,885	6,830	33,715
Union City	13,067	4,504	17,571
Unincorporated	30,194	3,221	33,415
Countywide	20,135	8,568	28,702
Median	17,872	8,521	28,983

Overall, expenditures for street maintenance and reconstruction, street lighting, and traffic signals per street mile are relatively low in Livermore, Albany, Piedmont, and Union City. Piedmont may face lower costs due to a relatively light volume of traffic (and related wear and tear) on its streets. Livermore and Union City may face lower costs due to the relatively good condition of streets. Albany may expend less on streets due to funding priorities; the City did not contribute general fund revenues toward street programs in FY 2002-03.

Overall, expenditures for street maintenance and reconstruction, street lighting, and traffic signals per street mile are relatively high in Emeryville. Emeryville faces relatively high traffic volume on its streets, contributing to wear and tear. The City relies heavily on private contractors, which may be a cost factor. Expenditures are above-average in Pleasanton and Newark. Pleasanton faces the highest traffic volume among local providers on its streets, contributing to wear and tear. Newark reported the highest rate of slurry-sealing and street rehabilitation among providers in FY 2004-05; higher costs appear to be related to higher service levels. Cities with relatively high street-related expenditures may wish to conduct benchmarking and competitive bidding to identify potential cost avoidance opportunities.

⁴⁰ Costs include a pro-rated share of undistributed costs, such as administrative and engineering related costs.

POLICY ANALYSIS

This section provides policy analysis that is focused on local government agencies that provide street-related services. The policy analysis includes assessment of local accountability and governance, evaluation of management efficiencies, as well as the identification of government structure options that may be considered by LAFCo.

LOCAL ACCOUNTABILITY AND GOVERNANCE

This section discusses local accountability and governance for the street and related service providers, provides an overview of indicators of local accountability and governance, and discusses agency data disclosure practices in response to MSR inquiries.

The assessment of local accountability and governance is generally agency-wide. All agencies hold open elections for their governing bodies, prepare meeting agendas and minutes, and make staff and elected officials accessible.

County Service Area (CSA) Governance

The six CSAs providing street related services are: Castle Homes, Castlewood, Estuary Bridges, Five Canyons, Morva, and Street Lighting. The CSAs were formed as dependent special districts with the Alameda County Board of Supervisors as its governing body. The latest contested County Board of Supervisors' election was the March 2004 general election. The Board of Supervisors serves as the governing body for all CSAs. The voter turnout rate for the County Board was 47 percent, higher than the countywide voter turnout rate of 44 percent. Agendas for each weekly meeting are posted by the Board Clerk on the Internet and at the County Administration building. The Board Clerk provides notice for meetings and disseminates minutes. Board actions and meeting minutes are available on the Internet. Through the County website, the public has access to live audio webcasts and archived audio webcasts of regular Board meetings for viewing online at their convenience. The agency also discloses finances, plans and other public documents via the Internet.

City of Albany

Albany is a charter city. The most recent contested election was held in November 2004. The voter turnout rate was 81 percent, higher than the countywide voter turnout rate of 77 percent. City Council meetings are held twice a month on the first and third Mondays. To encourage public participation, the City Council minutes and agendas are posted on the official City website and placed in the City Library. The City began broadcasting Council meetings in October 2005. The City website also includes the City Charter and Municipal Code, land use plans and Capital Improvement Plans. To update constituents, a City newsletter is sent twice annually to City households. Announcements are sent to local newspapers to inform and encourage citizen participation, and public notices are sent to interested citizens, groups and other public agencies.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

Table 3-19. Accountability Indicators

Indicator	Alameda	Albany	Berkeley	Dublin	Emeryville	Fremont	Hayward	Livermore	Newark	Oakland
Direct service provider	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Service recipients are constituents	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Uncontested elections since 1994	None	None	None	None	No	None	None	None	No	None
Latest contested election	Nov-04	Nov-04	Nov-04	Nov-04	Nov-03	Nov-04	Mar-04	Nov-03	Nov-05	Mar-04
Latest voter turnout rate	78%	81%	77%	81%	25%	76%	47%	36%	83%	40%
Countywide turnout rate	77%	77%	77%	77%	22%	77%	44%	22%	54%	44%
Efforts to broadcast meetings	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Constituents updated via outreach	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Solicits constituent input	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Discloses finances	Yes	Yes	Yes	Yes	Partially	Yes	Yes	Yes	Yes	Yes
Discloses plans	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Posts public documents on web	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Indicator	Piedmont	Pleasanton	San Leandro	Union City	Castle Homes CSA	Castlewood CSA	Estuary Bridges CSA	Five Canyons CSA	Morva CSA	Street Lighting CSA
Direct service provider	Yes	Yes	Yes	Yes	No	No	No	No	No	No
Service recipients are constituents	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Uncontested elections since 1994	None	None	None	None	None	None	None	None	None	None
Latest contested election	Mar-04	Nov-04	Nov-04	Nov-04	Nov-04	Nov-04	Nov-04	Nov-04	Nov-04	Nov-04
Latest voter turnout rate	84%	84%	77%	75%	47%	47%	47%	47%	47%	47%
Countywide turnout rate	44%	77%	77%	77%	44%	44%	44%	44%	44%	44%
Efforts to broadcast meetings	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Constituents updated via outreach	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Solicits constituent input	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Discloses finances	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Discloses plans	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Posts public documents on web	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes

City of Berkeley

The City of Berkeley is a charter city with a council-city manager form of government. The most recent contested election was held in November 2004. The voter turnout rate (77 percent) was the same as the countywide voter turnout rate. The City uses several methods to inform the public of City plans, programs, and operations: Public Access TV with real-time broadcast and replays of City Council meetings, radio broadcasts of Council meetings, and video streaming via website with real-time Council meetings broadcast and archived on City Clerk website. The website provides information on City services, Council agendas and meeting summaries, elections, and a community calendar listing of all City government meetings. A web subscription service is available to the public for news, press releases, and website updates. The City Manager issues an annual newsletter plus a number of other informational brochures. The City posts public documents on its website.

City of Dublin

The City of Dublin is a general law city operating under a council-manager form of government. The latest contested election was held in November 2004. The voter turnout rate was 81 percent, higher than the countywide voter turnout rate of 77 percent. To inform the public of City plans, programs and services, Dublin televises programs on local community TV. The programs include a Mayor's report to the community, annual City Council call-in programs, and a live broadcast of the bimonthly City Council meetings. City Council meeting agendas are posted at various locations throughout the City and on the City's website. The City of Dublin's website also includes information on City services and programs, lists City events, and displays past and current Council agendas. The City posts public documents on its website.

City of Emeryville

The City of Emeryville is a general law city and operates as a council-city manager form of government. The most recent contested election was held in November 2003. The voter turnout rate was 25 percent, higher than the countywide voter turnout rate of 22 percent. The City discloses public documents on its website, which includes the City Code and Ordinances, City plans, financial and policy documents, and a calendar of City events and news. The website also includes a One Stop Interactive Resource Information System—a new web application that allows interested parties to access parcel information on land use and zoning, environmental status, real estate listings, and public art. It acts as an interactive tool for residents and developers that will simplify and speed up the information-gathering process. The information is displayed in a user-friendly, Geographical Information Systems (GIS) web interface designed to be used by the general public.

City of Fremont

The City of Fremont is a general law city with a council-city manager form of government. The latest contested election was in November 2004. The voter turnout rate was 76 percent, slightly lower than the countywide voter turnout rate of 77 percent. City Council meetings are broadcast live on the municipal cable television channel. Agendas and minutes are posted on the City website. The City's website, television channel and community newsletter (published three times a year) are used to keep constituents and customers informed of City plans, policies, services and programs.

City of Hayward

The City of Hayward is a charter city with a council-city manager form of government. The latest contested election was held in March 2004. The voter turnout rate was 47 percent, comparable

ALAMEDA LAFCO COMMUNITY SERVICES MSR

to the countywide voter turnout rate of 44 percent. To keep citizens aware of City activities and programs, the City maintains a regular calendar of events, also available on the City website. The City also discloses finances, plans and other public documents via the Internet and on inquiry.

City of Livermore

The City of Livermore is a general law city with a council-city manager form of government. The latest contested election was held in November 2005. The voter turnout rate was 64 percent, higher than the countywide voter turnout rate of 55 percent. Regular City Council meetings are held twice a month on the second and fourth Mondays. To inform the public of City plans, operations, and programs, Council meetings are broadcast on public access television and via the Internet. The City posts public documents on its website and updates constituents with a quarterly newsletter.

City of Newark

The City of Newark is a general law city with a council-city manager form of government. The latest contested election was held in November 2005. The voter turnout rate was 83 percent, significantly higher than the countywide voter turnout rate of 54. The City Council and Planning Commission meetings are broadcast live on local television. Upcoming events, job openings and other information are also provided on television. City Council and Planning Commission agenda and minutes are posted on the City website, along with other public documents. The website includes general information about City services, programs and events. The City publishes a quarterly newsletter that it sends to all residents and businesses.

City of Oakland

The City of Oakland is a charter city with a mayor-council form of government. The latest contested election was held in March 2004. The voter turnout rate was 40 percent, slightly lower than the countywide voter turnout rate of 44 percent. The Oakland website posts City Council agendas and minutes. A local television station broadcasts committee and council meetings and meeting notices are posted in the required places, which include outside public buildings. The City also discloses finances, plans and other public documents via the Internet.

City of Piedmont

The City of Piedmont is a charter city with a council-city manager form of government. At the most recent contested election in March 2004, the voter turnout rate was 84 percent, significantly higher than the countywide voter turnout rate of 44 percent. City Council meetings are broadcast live on local television. The City posts public documents on its website.

City of Pleasanton

The City of Pleasanton is a general law city with a council-city manager form of government. The latest contested election was held in November 2004. The voter turnout rate was 84 percent, higher than the countywide voter turnout rate of 77 percent. The City website posts current Council agendas and minutes and provides an archive of Council agendas and minutes for the preceding five years. The City discloses finances, plans and other public documents via the Internet and on inquiry.

City of San Leandro

San Leandro is a charter city. The latest contested election was held in November 2004. The voter turnout rate was 77 percent, comparable to the countywide voter turnout rate of 77 percent.

City Council minutes are posted on the City website and outside City Hall. City Council meetings are broadcast on local television. The City discloses finances, plans and other public documents via the Internet and on request.

Union City

The City of Union City is a general law city with a council-city manager form of government. The latest contested election was held in November 2004. The voter turnout rate was 75 percent, slightly lower than the countywide voter turnout rate of 77 percent. City Council meetings are broadcast on local television. City Council agendas are posted on the City website and public notices are placed in local newspapers. The City discloses finances, plans and other public documents via the Internet.

Table 3-19 provides accountability indicators for the 20 street service providers and Appendix A provides an extended discussion of local accountability and governance at these agencies.

EVALUATION OF MANAGEMENT EFFICIENCIES

This section provides analysis of management efficiencies at the local street service agencies and considers the effectiveness of each agency in providing efficient, quality public services.

Management Practices

Table 3-20. CSA Management Practices

	Castle Homes CSA	Castlewood CSA	Estuary Bridges CSA	Five Canyons CSA	Morva CSA	Street Lighting CSA
Benchmarking	No	No	No	No	No	No
Performance Evaluation	Yes	Yes	Yes	Yes	Yes	Yes
Performance-based Budgeting	No	No	No	No	No	No
Workload Monitoring	Yes	Yes	Yes	Yes	Yes	Yes

The six CSAs providing street-related services are: Castle Homes, Castlewood, Estuary Bridges, Five Canyons, Morva, and Street Lighting. The Alameda County Public Works Agency manages the CSAs. County practices are indicated in Table 3-20. The Alameda County Public Works Agency has a Capital Improvement Plan, including bridge needs with a planning time horizon of seven years. The Alameda County Public Works Agency has a Capital Improvement Plan specific to road service needs with a planning time horizon of seven years. The County also recently adopted a Pedestrian Master Plan.

Table 3-21. City Management Practices

	Alameda	Albany	Berkeley	Dublin	Emeryville	Fremont	Hayward
Benchmarking	No	No	No	No	No	No	No
Performance Evaluation	Yes	Yes	Yes	Yes	No	Yes	Yes
Performance-based Budgeting	Yes	No	No	No	No	No	No
Workload Monitoring	Yes	Yes	Yes	Yes	Yes	Yes	Yes
	Livermore	Newark	Oakland	Piedmont	Pleasanton	San Leandro	Union City
Benchmarking	No	No	Yes	No	No	No	No
Performance Evaluation	Yes	No	Yes	No	Yes	Yes	Yes
Performance-based Budgeting	No	No	Yes	No	No	No	No
Workload Monitoring	Yes	Yes	Yes	No	Yes	Yes	Yes

The City of Alameda implements policy, plans and goals to improve service delivery, reduce waste, contain costs, maintain qualified employees, and encourage open dialogues with the public and other public agencies. The City is currently working on benchmarking and anticipates having results from the performance management program in about two years. In addition, the City conducts performance-based budgeting. The City General Plan was last updated in 1991 and has a planning time horizon of 20 years.

The City of Albany creates agency plans and goals to improve service delivery, reduce waste, contain costs, maintain qualified employees, and encourage open dialogue with the public and other public agencies. A work plan was developed to meet goals and objectives; items are listed for each objective, with tasks, timelines and staff assignments. The City does not conduct performance-based budgeting. The City General Plan was last updated in 1992 and has a planning time horizon of 20 years. The City adopted a park master plan in 2004 with a planning time horizon of 10 years.

The City of Berkeley creates and implements agency plans and goals to improve service delivery, maintain qualified employees, contain costs and encourage open dialogues with the public and other public agencies. The Berkeley City Council approved a City work plan that created a composite of citywide initiatives and projects with corresponding policy priorities. The expected outcome is to align City Council and community expectations with available resources and ensure programs and initiatives receive the management and resources needed. While the goal of the City’s budget process is to align policy goals, program objectives and resources, and service delivery, the City is still working on implementation of a service-based budget. The City’s performance measures are not included within their current budget document.

The City of Dublin conducts regular evaluations of all franchise agreements, major service contracts and City personnel. The City Council approves policy goals and objectives for each City department annually. The City Council has adopted a 10-year strategic plan. The City does not conduct performance-based budgeting. The City General Plan was last updated in 2004 and has a planning time horizon of 20 years.

The City of Emeryville monitors workload using productivity software and management systems. The agency did not provide any additional details regarding productivity, workload and performance monitoring. The City does not conduct performance-based budgeting. The City General Plan was last updated in 1987 and has a planning time horizon of 20 years.

The City of Fremont conducts annual reviews of departmental service objectives. The City reports that it monitors workload by tracking staffing per capita as a productivity measure. Fremont

incorporates community priorities and interests into its budget process. The budget includes initiatives underway, challenges for the next year and prior year accomplishments. The City General Plan was last comprehensively updated in 1991 and has a planning time horizon of 20 years. The City has initiated a comprehensive update of the General Plan with a new planning horizon through 2030. The City adopted a park master plan in 1995 which is incorporated in the General Plan.

The City of Hayward's management practices include department evaluations integrated into the City's budget process. Each department has performance objectives and goals presented in the annual budget. Monthly reports on the City's budget are prepared and provided to operating managers and a summary of the report is provided to the City Council for review. Work plans and workload monitoring are performed at the department level. Management practices conducted by the City include annual financial audits. The City does not conduct performance-based budgeting or benchmarking.

The City of Livermore department heads are responsible for workload monitoring. Individual departments establish internal annual goals and assign goals to individual employees. The City does not conduct performance based budgeting. The City establishes goals in its budget, but does not have a strategic planning document. Each City department has a mission statement. The City General Plan was last updated in 2003 and has a planning time horizon of 27 years. The City adopted a trails master plan in 2001 with a planning time horizon of five years.

The City of Newark reported that it does not conduct performance evaluations. The City reported that each City department head monitors and reports on productivity, and that City officials review productivity reports on a quarterly basis. The City has an adopted mission and vision statement; the statements focus on customer service, resource efficiency and diversity. The City does not conduct performance-based budgeting. The City General Plan was last updated in 1992 and has a planning time horizon of 15 years.

The City of Oakland monitors on a quarterly basis whether departments have met performance standards, and uses this information in the preparation of its annual budget. The budget process allows the City to reconsider the value of every service, and to evaluate strengths and weaknesses. The City's approach to monitoring workload varies by agency and department. City departments have also developed performance measures that will be used to track the performance of each program and will lead to the development of a performance-based budget. The Oakland City Council implemented the program-based budget during the 2003-2005 budget cycle and is implementing performance-based budgeting in the 2005-2007 cycle. The City General Plan was last updated in 1998 and has a planning time horizon of 17 years. The City adopted a master plan for Lake Merritt Park in 2002.

The City of Piedmont stated that it does not conduct performance evaluations or productivity monitoring. The City does not conduct performance-based budgeting. The City General Plan was last updated in 1996 and has a planning time horizon of 10 years.

The City of Pleasanton did not provide details on how it monitors productivity, workload and performance. The City reported that its workload is monitored on a department-by-department basis. The City does not conduct performance-based budgeting. The City does not have a strategic planning document, mission statement or vision statement. The City General Plan was last updated in 1996 and has a planning time horizon of 15 years.

The City of San Leandro conducts annual performance evaluations for all employees. The City also conducts an annual comprehensive budget analysis including a personnel control evaluation to monitor overtime and staffing levels within each department. The City does not conduct performance-based budgeting. The City General Plan was last updated in 2000 and has a planning time horizon of 15 years.

Union City department heads conduct workload monitoring on a regular basis. Annual performance evaluations are conducted. The City Council adopted a five-year strategic plan in February 2005. The City does not conduct performance-based budgeting. The City General Plan was last updated in 2002 and has a planning time horizon of 20 years. The City adopted a park master plan in 1999 with a planning time horizon of 20 years.

Contingency Reserves

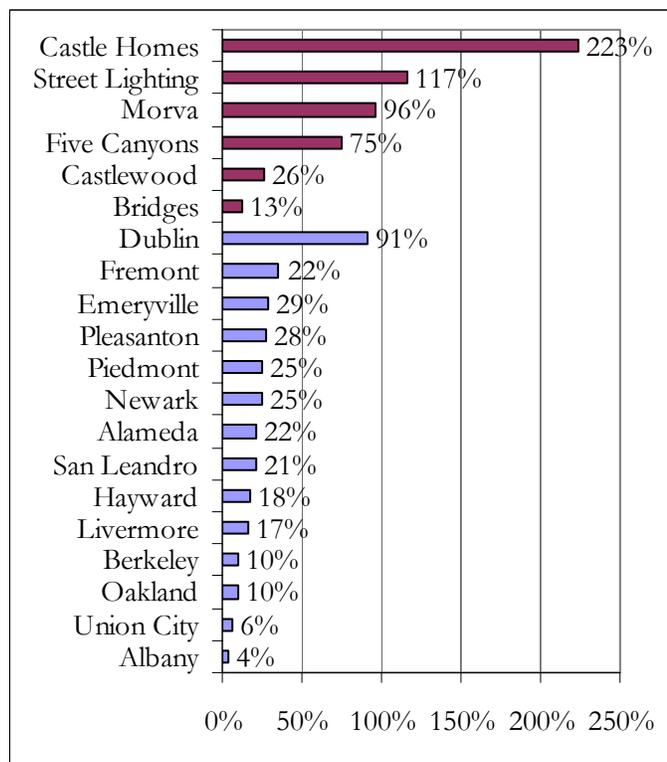
Local agencies maintain contingency reserves to cover costs during economic downturns, unexpected expenses, and sometimes cash flow shortages.

Figure 3-22. Reserve Ratios, FY 2003-04

The contingency reserve ratios displayed in Figure 3-22 are general fund reserves for cities and overall reserves for CSAs. Agencies can maintain several different dedicated street funds and reserves. Given the multitude of separate funds and different accounting practices across the agencies, it is not possible to compare reserves in specific street funds across providers.

The Government of Finance Officers Association (GFOA) recommends that agencies maintain reserves representing at least 5-15 percent of general fund expenditures. The contingency reserve needs vary among local agencies due to differences in revenue sources and the use of bond financing for short-term cash flow needs.⁴¹

All of the cities except Albany maintained contingency reserves that meet



⁴¹ Agencies that rely heavily on property taxes or business license taxes may require larger reserves to finance cash flow needs, because property tax payments are made to local agencies twice annually and most business tax payments are made to cities once annually. Some local agencies issue short-term bonds—Tax and Revenue Anticipation Notes (TRANs)—to cover cash flow needs relating to revenue cycles. For example, the cities of Albany, Berkeley, Fremont, and Oakland issued TRANs in FY 2003-04, and the cities of Alameda and Livermore occasionally issue TRANs to finance mid-year cash flow needs.

or exceed the GFOA guidelines, as shown in Figure 3-22.⁴² The median city in Alameda County maintained contingency reserves that constituted 21 percent of general fund expenditures in FY 2003-04. Large cities with larger budgets typically maintain a smaller share of resources as general fund contingency reserves.

The median CSA in Alameda County maintained fund balances that constituted 85 percent of net appropriations. Castle Homes CSA had the most reserves at 223 percent fund balance of net appropriations of all CSAs.

Conclusion

Most agencies could improve management practices by benchmarking and by tracking workload and performance.

Best practices involve annually preparing and updating capital improvement plans, preparing programming guides which prioritize projects for funding and implementation, ongoing monitoring of street level service, and ongoing update of pavement management systems.

In conclusion, it is difficult to assess agency management efficiencies fully without a comparison to other agencies throughout the state or country.

GOVERNMENT STRUCTURE OPTIONS

The MSR identifies government structure options, advantages and disadvantages, and evaluation issues. The Commission or the affected agency may or may not initiate future studies of these options, although LAFCo is required to update all SOIs by January 1, 2008.

Reorganization Options

Reorganization of a Panoramic Hill residential area in Oakland is an option. This would involve detachment from the City of Oakland and annexation to the City of Berkeley. The area is not accessible from Oakland due to topography, and relies on Berkeley street infrastructure for access. This option was raised during the public review of this report; affected agencies have not yet had an opportunity to comment on the desirability of this option. According to a property owner in the area, the optimal service provider, particularly for public safety and sewer service, is City of Berkeley. The authors encourage LAFCo to explore optimal boundaries and service provision in this area in conjunction with the affected agencies.

Standard Annexation Options

Government structure options include annexation of adjacent unincorporated areas within urban service areas. The service areas for the cities of Oakland, Pleasanton, Hayward and Livermore include adjacent unincorporated areas. Although the cities do not directly provide street maintenance services to these areas, they indirectly provide service due to use of the street network.

⁴² Contingency reserves include the unreserved fund balance and any contingency reserves (i.e., contingency reserves, reserves for economic uncertainties, and cash flow reserves) that are included in the reserved or designated fund balance. The reserve ratio reflects the ratio of contingency reserves to general fund expenditures or appropriations. The reserve ratio was calculated based on each agency's CAFR for reserves at the end of FY 2003-04. Local agencies also maintain fund balances that are reserved or designated for specific purposes such as anticipated capital expenditures; such balances are not contingency reserves.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

The City of Livermore's urban service area extends into four unincorporated areas:

- the Rancho Las Positas development at the intersection of Vasco and Tesla Roads,
- the partly developed Las Colinas Road area,
- an undeveloped area south of the Livermore Municipal Airport, and
- an undeveloped area north of Altamont Pass Road.

The City of Pleasanton's urban service area extends into five unincorporated areas:

- the partly developed Santos Ranch Road and Eastwood Way area along the City's western boundary,
- the developed Castlewood and Happy Valley Road areas,
- the developed Little Valley Road area near Highway 84,
- a small undeveloped area north of Busch Road along the City's eastern boundary, and
- the undeveloped Santa Rita area that extends out to El Charro Road (at the Livermore boundary).

Annexations may be initiated by landowner petition, voter petition or by resolution of the governing body of the annexing agency. Most city annexations in Alameda County are City-initiated. In these cases, the annexing city is responsible for preparation of a service plan and environmental documentation as well as public outreach in the affected area. In all cases, the City is responsible for rezoning actions and environmental documentation. Depending on the number of written protests received from landowners and/or registered voters, the Commission orders the annexation, orders the annexation subject to an election or terminates the annexation. Typically, the Commission receives written protests from less than 25 percent of registered voters or landowners and approves the annexation without an election.

Advantages of annexation include control over land use planning and development requirements in these areas, logical boundaries and service efficiencies.

After annexation, property tax, sales tax and most other revenue streams accrue to the annexing city, providing a financing mechanism for service provision to the newly annexed area. However, there are financial and infrastructure disadvantages related to annexation of developed areas. The property tax in lieu of vehicle license fees (i.e., VLF backfill) does not credit the annexing city with the assessed value of properties annexed to the city, although it does credit the annexing city with growth in value subsequent to annexation. State law provides that the taxes, benefit assessments, fees, and charges of an agency apply to newly annexed areas. There are also infrastructure considerations for annexation of developed island areas. Annexation of developed areas may require the annexing agency to install or to rehabilitate street and sidewalk improvements without development impact fees to finance infrastructure extension. Although water and sewer infrastructure extension may be financed by connection fees and/or supplemental service charges,

financing street and sidewalk improvements in such areas would require voter-approved assessments.

The City of Hayward's approach to financing capital improvements in potential annexation areas is to require properties outside City boundaries that receive City services to sign street improvement agreements. When the area is annexed, the street improvement agreement requires the property owner to make various infrastructure improvements, including street rehabilitation and sidewalk, curb, and gutter installation.⁴³ The improvements may be financed by formation of an assessment district or directly by the property owner.

Island Annexation Options

Government structure options include annexation of unincorporated island areas. The cities of Pleasanton, Hayward and Livermore contain unincorporated island areas that benefit from each city's street network and other municipal services.

The City of Hayward has proposed to annex three of the five islands in the Mt. Eden project area. The City has interest in the remaining two islands in the Mt. Eden project area, West-Mohr and Mohr-Depot, although an application to annex these islands has yet to be submitted. All of the islands in the Mt. Eden project area are developed; however, most areas lack infrastructure and utilities that would meet City of Hayward standards. Should annexation be approved, the City would provide comprehensive services, including street service.

The City of Pleasanton provides street service indirectly (through use of the City's street network) to the developed island areas located in the eastern portion of the City. The City of Pleasanton has also been studying annexation, but has not formally proposed annexation of its islands.

LAFCo has informed the cities that unincorporated islands may be annexed under streamlined procedures. In these cases, the city and LAFCO must each conduct a public hearing. LAFCO waives protest proceedings, including election, and approves the annexation under the following conditions:

- 1) the island is less than 150 acres in size;
- 2) the island is an unincorporated area substantially surrounded by the city boundary or by a combination of the city and County boundaries;
- 3) the City Council of the annexing city adopts a resolution proposing annexation;
- 4) the area is substantially developed or developing, as reflected by the availability of public utility services and physical and public improvements;
- 5) the area is not prime agricultural land; and
- 6) the area will benefit from the annexation or is receiving benefits from the annexing city.

⁴³ It should be noted that service extensions to unincorporated areas are not permitted without LAFCo approval unless the area is already included in an out-of-area service agreement.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

Advantages of island annexation include control over land use planning and development requirements in these areas, logical boundaries and service efficiencies.

From the perspective of the affected cities, there are financial and infrastructure disadvantages related to annexation of the areas. In addition to considerations for standard annexations, extension of certain taxes to such areas may be vulnerable to legal challenge. The California Attorney General has opined that Prop. 218 voter and landowner approval requirements do not apply to standard annexations.

Estuary Bridges CSA Dissolution

Dissolution of the Estuary Bridges CSA is an option. If dissolved, Alameda County would continue to operate draw bridges and to fund draw bridge operations.

The Estuary Bridges CSA was created to finance the operation and maintenance of three draw bridges crossing the Oakland Estuary between the cities of Alameda and Oakland. The boundary area includes all of Alameda County except the cities of Berkeley and Hayward. Each of the 12 cities included in the CSA adopted a resolution of consent for inclusion in the CSA at the time of formation.

Prior to CSA formation, the County Road Fund (i.e., gas taxes) financed the annual cost of maintaining and operating the three bridges. When the CSA was established in 1989, the Special District Augmentation Fund (SDAF) existed to reallocate property tax revenues among special districts. The SDAF was established in each county with payments into the fund to be made based on a formula in State law, and with the county supervisors determining how to distribute the funds to special districts within the county. In FY 1993-94 the legislature abolished SDAF. The CSA lost its SDAF funding as a result, and does not receive any Educational Revenue Augmentation Fund (ERAF) revenues.

When the CSA was formed in 1989, the County adopted agreements with each city included in the CSA to use the Special District Augmentation Fund, the County Road Fund and/or special assessments to finance the CSA, but not to levy special assessments within city boundaries without prior consent of each city.

The County finances the annual cost of maintaining and operating the three bridges with gas tax revenues, the half cent transportation sales tax (Measure B) and interest income. The County projects total revenue for the CSA of \$2.2 million in FY 2005-06, which amounted to \$1.76 per capita. County gas tax revenues compose nearly three-quarters of CSA revenue, and Measure B constitutes the remainder. In years when major capital projects are undertaken, federal aid funds constitute a significant share of CSA revenues.

The County subsidizes draw bridge operating costs from its own gas tax and other street-related funds, and receives no benefit from the CSA. Unless cities consent to paying assessments to cover the cost of these bridges, there is no remaining purpose to the CSA. However, levying assessments would also require voter approval. That seems unlikely given that the bridges disproportionately benefit those living and working in the City of Alameda. As a result, there does not appear to be any remaining benefit from the CSA. The only disadvantage identified for dissolution is the cost and effort of dissolution procedures.

Street Lighting CSA Detachment

Detachment of territory in the City of Dublin from the Street Lighting CSA is an option. A large portion of territory within the city limits remains within the CSA bounds even though the City of Dublin terminated CSA street lighting services in 1984. The area is now served by the City of Dublin and no longer needs services provided by the CSA. The Alameda County Public Works Agency has recommended the CSA bounds exclude those lands which are within the City of Dublin.

CHAPTER 4: PARKS & RECREATION SERVICES

This chapter reviews parks and recreation services in Alameda County, including how these services are provided by the special districts and cities. The chapter addresses questions relating to growth and population projections, current and future service needs, infrastructure needs, and financing constraints and opportunities. Policy analysis—including shared facilities, financing, cost avoidance, government structure options, evaluation of management efficiencies, and local accountability and governance—is focused primarily on local agencies under LAFCo jurisdiction.

The chapter focuses on local agencies providing park maintenance and recreation services to customers in Alameda County. Private park and recreation activities are not included in this report.

Table 4-1. Park Service Matrix

PROVIDER OVERVIEW	Provider	Parks				
	Provider	Maintenance	Recreation	Senior Center	Golf	Marina
	Special Districts					
	EBRPD	●	●		●	●
	HARD	●	●	●	●	
	LARPD	●	●	●		
	Cities					
	Alameda	●	●	●	●	
	Albany	●	●	●		
	Berkeley	●	●	●		●
	Dublin	○	●	●		
	Emeryville	○	●	●		
	Fremont	●	●	●		
	Hayward					
	Livermore				●	
	Newark	●	●	●		
	Oakland	●	●	●	●	●
	Piedmont	●	●			
	Pleasanton	●	●	●		
	San Leandro	●	●	●	●	●
	Union City	●	●	●		
	Major Non-LAFCo Providers					
	Alameda County					
	California State Parks	●				
	Key:					
	● indicates service provided currently by agency staff					
	○ indicates service provided by contract with another service provider					

This section provides an overview of the park maintenance and recreation service providers and service areas in Alameda County. For a detailed profile of each individual agency, please refer to Appendix A.

SERVICE PROVIDERS

This section provides a brief profile of each park maintenance and recreation service provider.

Special Districts

Three special districts engaged in park maintenance and recreation services are the East Bay Regional Park District, Hayward Area Recreation and Park District and the Livermore Area Recreation and Park District.

The East Bay Regional Park District (EBRPD) provides park maintenance and recreational services throughout Alameda County’s regional parks and also to regional parks within Contra Costa County. The District maintains and

operates regional parks, shorelines, trails, recreational areas, rental facilities, and golf courses. The District provides recreational programs at its facilities including fishing, boating, swimming, camping, golf, hiking, arts and craft activities, and environmental education activities. The District provides maintenance of its natural areas, park areas, trees, landscaping, buildings, and other structures at the District's park sites and facilities. The District's public safety services—fire and police protection—were reviewed in MSR Volume I and the District's water and wastewater services were reviewed in MSR Volume II. The independent special district was formed in 1933 and is governed by Recreation and Park District Law of the Public Resources Code. Non-residents have access to park programs and facilities and are assessed non-resident fees for facility rentals and recreation programs.

The Hayward Area Recreation and Park District (HARD) provides park maintenance and recreation services. The District maintains and operates community and neighborhood parks, recreation and community centers, senior centers, golf courses, sports fields, school park areas, pools, gymnasiums, and other facilities. The District provides recreational programs at its facilities and school facilities shared with the District. The District provides maintenance of park areas, trees, landscaping, buildings, and other structures at the District's park sites and facilities. Its service area includes the City of Hayward, the unincorporated areas of San Lorenzo, Ashland, Castro Valley, Cherryland, and Fairview as well as the Crow Canyon and Palomares Hills areas. The independent special district was formed in 1944 and is governed by Recreation and Park District Law of the Public Resources Code. Non-residents have access to park programs and facilities and are assessed non-resident fees for facility rentals and recreation programs.

The Livermore Area Recreation and Park District (LARPD) provides park maintenance and recreation services. The District maintains and operates community, neighborhood, and regional parks and trails. The District provides recreational programs at its facilities and joint-use school facilities. Activities provided by the District include, pre-school, youth, adult, and senior activities including educational and arts classes, child and adult day care, sports leagues and training, aquatics classes, golf lessons, and nature programs at its regional parks. The District provides maintenance of park areas, trees, trails, landscaping, buildings, sports fields, and other structures at its park sites and facilities. Its service area includes the City of Livermore and most of the unincorporated area east, southeast, and north of Livermore, plus a few smaller unincorporated areas west of Livermore and east of Pleasanton. The independent special district was formed in 1947 and is governed by Recreation and Park District Law of the Public Resources Code. Non-residents have access to park programs and facilities and are assessed non-resident fees for facility rentals and recreation programs.

Cities

There are 13 cities engaged in park or recreation services in Alameda County. All cities, with the exception of the cities of Hayward and Livermore, provide park and recreation services, including senior services. The cities of Hayward and Livermore rely on HARD and LARPD for park maintenance and recreation programming, including senior services. The City of Livermore owns and operates golf facilities directly.

The cities of Berkeley, Oakland and San Leandro operate marina facilities for recreational boating activities. The cities of Alameda, Oakland and San Leandro operate golf facilities for recreational opportunities.

Table 4-2. Facility Use and Recreation Program Participant Policy

Several cities rely on private contractors for park maintenance service. In addition to internal staff, the City of Newark contracts for maintenance of 20 acres of parkland with a private provider. The City of Dublin contracts with private providers to perform all park maintenance activities.

All of the service providers allow non-residents to have access to park programs and facilities and are assessed non-resident fees for facility rentals and recreation programs. Table 4-2 lists each jurisdiction’s policy on non-resident participation for park and recreation programs. In Piedmont, non-residents have access, but only City residents may reserve City fields and park areas.

Other Providers

There is one major provider of parks and recreation services not under the jurisdiction of Alameda LAFCo: California State Parks.

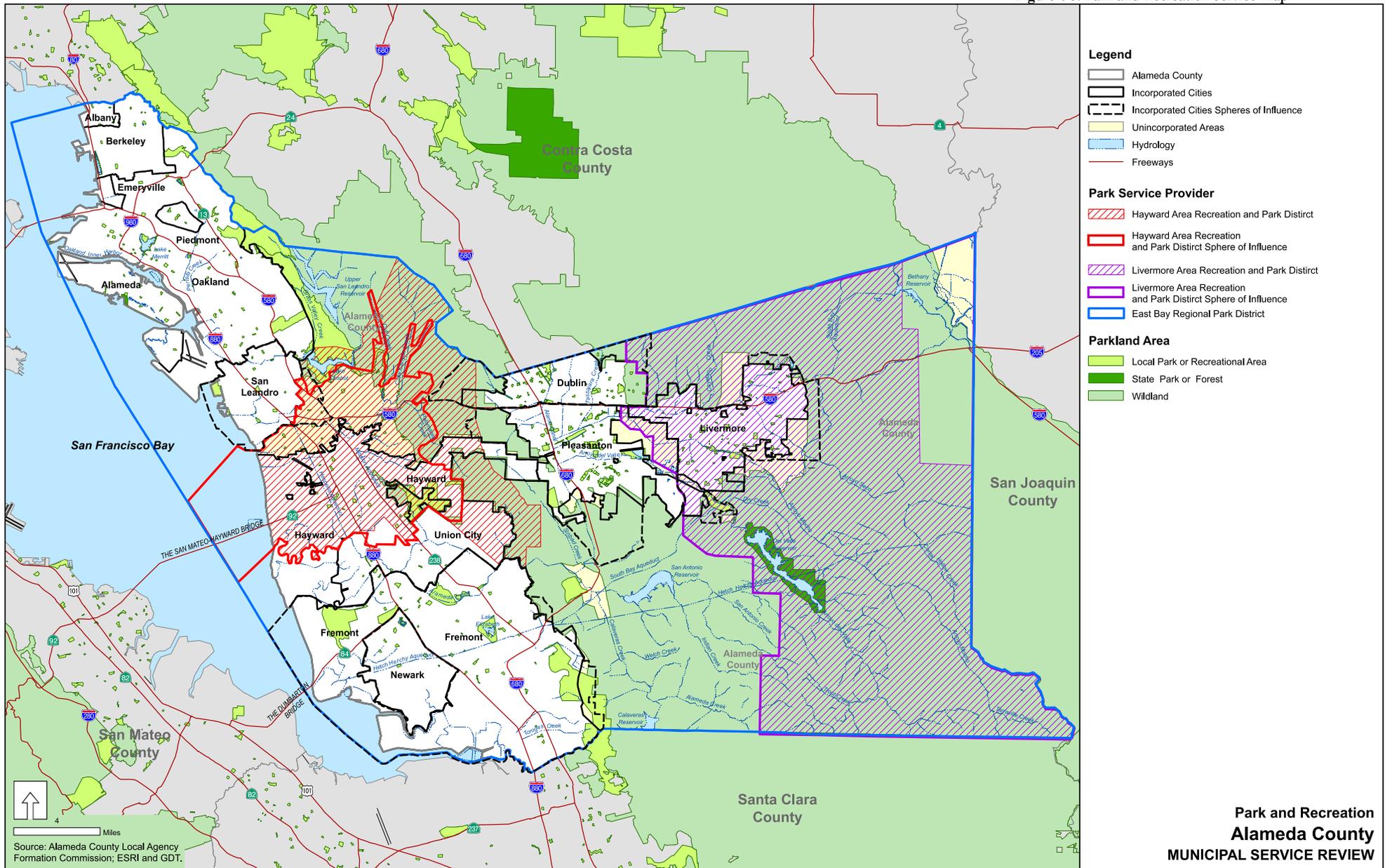
There are seven California State Park properties within Alameda County. Of these, five are operational and two are

State marine reserves unavailable for public use. The East Bay Regional Park District is responsible for maintenance and operation of three of these properties including Eastshore State Park, Robert W. Crown Memorial Beach and Lake Del Valle Recreation Area. The Bethany Reservoir is operated by the State. The Carnegie State Vehicular Recreation Area is operated by the State.

There are several private golf facilities, open space areas and park spaces not under LAFCo jurisdiction.

Agency	Policy
Alameda	Non-residents are charged higher fees for facility rentals and swim lessons.
Albany	Non-residents are charged an additional \$10 per class and varying fees for facility use.
Berkeley	Some fees are higher for non-residents. The Inclusion Program is limited to Berkeley residents.
Dublin	Non-resident fees are 15 to 20 percent more than resident fees for recreation activities and facility rentals.
Emeryville	Non-residents pay higher fees than residents for summer camp and facility rentals.
Fremont	Non-resident fees are \$5 for classes and there are higher hourly rates for facility rentals.
Hayward	NA
Livermore	Non-residents pay 10-15 percent more for golf fees.
Newark	Non-resident fees for facility rentals are 20-25 percent higher than resident fees. Some non-resident recreation fees are higher than fees for residents.
Oakland	Non-resident fee policy was not provided.
Piedmont	Fields and parks can only be reserved by City residents; facilities may be rented by anyone, non-residents are charged a higher fee.
Pleasanton	Non-resident fees for facility rentals and recreation programs are higher than resident fees.
San Leandro	Non-resident fees for facility rental and recreation programs are higher than resident fees.
Union City	Facility rental fees are double for non-residents.
EBRPD	Non-residents pay 10-25 percent more for facility rentals and 10 percent more for recreation programs.
HARD	Non-residents pay an additional \$10 per class, \$2 per round of golf at Mission Hills, \$4 per round at Skywest, and \$35-\$50 per hour for facility rentals.
LARPD	Non-resident fees for facility rental and recreation programs are higher than resident fees.

Figure 4-3. Park and Recreation Service Map



SERVICE DEMAND

This section provides an overview of park and recreation use, a general discussion of factors affecting service demand, and future needs for park and recreation service. Chapter 2 provides the residential population and job base in each agency, projected population and job growth rates, and a description of growth strategies and areas.

Knowledge of how, when and where people use parks is essential in guiding managers in directing staff time, funding and many other decisions. Tracking visitation and program use has advantages in terms of justification of funding, helping managers assess operational success, and in guiding performance improvement. The City of Portland in Oregon arguably illustrates best practices in assessing park visitation; Portland has consistently examined its park system on an annual basis, and it is now undertaking an even more comprehensive assessment of park users' habits and attitudes.

Most local agencies do not track the number of park visitors or the recreation usage. A Trust for Public Land study of the nation's 50 largest cities found only 11 conducted park user surveys and that nearly none of the largest municipal park departments make an effort to count users beyond those that can be easily tallied through fee-paying services or gated facilities, such as swimming pools.⁴⁴ It is relatively easy to count park users if they come primarily by car. Counting pedestrians coming freely into a park system from multiple entrances and engaging in a multitude of activities spread across thousands of acres is a challenge for many agencies. In free, multiple-entry parks, visitation estimates may be based on a count of users within the park at a particular point in time or with resident surveys. Another approach to counting city park users involves determining the percentage of park visitors who use restrooms and then installing equipment which counts the number of times toilets are flushed. A related approach involves estimating park usage from the volume of trash disposed in the park.

Of the local agencies that do track these statistics, EBRPD with the largest acreage of parkland reported significantly more park visitors than any other park service provider. Berkeley, San Leandro and Union City also reported a relatively high number of park visitors, whereas Dublin and LARPD reported lower volumes of park visitors per year, as shown in Table 4-4.

Tracking recreation usage should be relatively simple due to payment of recreation fees. However, only half of the agencies were able to estimate recreation participation hours per year. LARPD, Newark and Union City reported the most recreation participation hours per year. By comparison, EBRPD and Berkeley had relatively lower recreation participation hours per year. EBRPD provides limited recreation activities compared with municipal providers. Albany, Pleasanton and Emeryville reported the number of recreation program participants, but do not track the number of participant hours.

⁴⁴ Harnick and Kimball, 2005.

DEMAND DRIVERS

Park demand is measured through population growth.

Park demand and usage varies based on age, income level, and race, according to scholarly research.⁴⁵ Older persons are somewhat less likely than younger persons to visit parks, to express interest in natural landscapes, to participate in group activities, and to express willingness to volunteer. As income increases, frequency of park visitation increases and people are more likely to perceive parks as beneficial; increasing income is negatively associated with importance ratings for the presence of recreational facilities, traditional park landscapes, and ethnic concerns. Although respondents with less education are more likely than their more highly educated counterparts to view recreational facilities and traditional park landscapes as important attributes, educational level is not statistically related to park participation and attitudes. African Americans, more than whites, prefer developed facilities and services; whites, more likely than African Americans, prefer undeveloped and more nature-based settings.

Table 4-4. Park Visitors and Recreation Use

Agency	Park Visitors Per Year	Recreation Use¹
Alameda	NP	NP
Albany	Not tracked	Not tracked
Berkeley	350,000	17,103
Dublin	52,050	Not tracked
Emeryville	Not tracked	Not tracked
Fremont	22,541 ²	13,012 ³
Hayward	NA	NA
Livermore	See LARPD	See LARPD
Newark	Not tracked	468,248
Oakland	NP	NP
Piedmont	Not tracked	16,000
Pleasanton	Not tracked	Not tracked
San Leandro	116,845	31,670
Union City	195,000	380,000
EBRPD	14,000,000	3,000
HARD	Not tracked	Not tracked
LARPD	58,109	803,396
<i>(1) participant hours/year</i>		
<i>(2) number of registrations for park programs</i>		
<i>(3) number of rental hours for park facilities, excludes recreation.</i>		

Research suggests that park and recreation services sponsored by local governments are perceived to contribute to personal health by a broad cross-section of users, and are used in ways that have considerable physical activity and stress reduction value. Those who use local parks and participate in recreation programs and services appear to be in disproportionately better health than those who are not users. Park users are also less likely to be obese than the general population.⁴⁶

⁴⁵ Summary of scholarly research from Elmendorf, et al., 2005.

⁴⁶ Ho, et al., 2003.

*Table 4-5. Projected Population Growth***Projected Service Demand**

As the population continues to grow, park demand will increase. However, the aging of the population is expected to have a partially offsetting effect.

The demand in Dublin will increase significantly due to population growth and new development, as shown in Table 4-5. Dublin is currently planning 145 acres of new park space to meet demand.

Livermore, Emeryville and LARPD also expect to see greater demand as the populations continue to grow in the areas.

Piedmont, Albany and Berkeley expect to see the least amount of population growth and the least future demand on the park and recreation system.

	2005	2025	% Increase
Alameda	75,400	86,200	14%
Albany	16,800	18,400	10%
Berkeley	105,300	115,000	9%
Dublin	40,700	70,800	74%
Emeryville	8,000	10,600	33%
Fremont	211,100	247,500	17%
Hayward	146,300	165,100	13%
Livermore	78,000	103,300	32%
Newark	44,400	51,100	15%
Oakland	414,100	488,100	18%
Piedmont	11,100	11,200	1%
Pleasanton	68,200	84,900	24%
San Leandro	82,400	94,900	15%
Union City	71,400	88,200	24%
EBRPD	1,517,100	1,796,300	18%
HARD	285,072	316,582	11%
LARPD	115,649	159,448	38%

INFRASTRUCTURE NEEDS OR DEFICIENCIES

In the context of park and recreation service, infrastructure needs signify facilities that do not provide adequate capacity to accommodate current or projected demand for service for the region as a whole or for sub-regions within the County. This section reviews existing and planned park and recreation facilities, facility condition and opportunities for shared facilities in Alameda County.

There are various types of parks and recreation facilities within Alameda County, which range from mini parks, used for limited service needs, to large regional parks, that serve residents in the entire County as well as visitors. Other types of open space included natural resource areas, greenways and sports complexes. Specialty use parks included state parks, bike trails, gardens, beaches, and historic sites. Several jurisdictions also share the use of school sites, as discussed below.

Regional parks constitute 92 percent of park acreage. Local parks make up seven percent of acreage, and school parks constitute one percent of acreage.

The types of recreational facilities in Alameda County include recreation centers, senior centers, museums, golf courses, swimming pools and visitor centers.

Table 4-6. Park and Recreation Facilities

Of the city service providers, Oakland has the greatest number of local parks, but ranks second in the number of park acres maintained. Fremont has the greatest amount of park space due to its large central park that surrounds Lake Elizabeth. Fremont also has shared responsibility with EBRPD in maintaining the Ardenwood Historic Farm. In Table 4-6, the maintained parks acres for HARD includes the park space both in the City of Hayward and surrounding communities; HARD serves most of the populated unincorporated areas in the County. Park acres maintained by LARPD include park space both inside and outside the City of Livermore.

Agency	Local Parks	Park Acres Maintained	Rec. Facilities
Oakland	90	611	28
Berkeley	55	251	16
Fremont	51	1,070	13
EBRPD	25	32,676	11
Pleasanton	37	312	9
LARPD	32	367	8
HARD	68	682	31
Union City	27	114	6
San Leandro	24	128	7
Alameda	17	152	18
Newark	12	116	4
Dublin	11	109	6
Albany	11	40	5
Piedmont	8	41	2
Emeryville	8	15	2
Livermore	25		2
Total Countywide	526	36,684	168

FACILITY CONDITION

Table 4-7. Recreation Facility Condition

In this section, the report reviews the condition of park and recreation facilities.

Of the 168 recreation facilities located in Alameda County, five are in excellent condition, 83 in good condition, 39 in fair condition, and 15 in poor condition, as shown in Table 4-7. Emeryville, Oakland and San Leandro did not report the condition of recreation facilities.

For details on individual recreation facility condition, age and location, see the park service profile in Appendix A for the agency(ies) of interest.

Agency	Excellent	Good	Fair	Poor	NP
Alameda	0	8	7	3	0
Albany	0	3	2	0	0
Berkeley	0	4	8	4	0
Dublin	0	5	0	1	0
Emeryville	0	0	0	0	2
Fremont	0	11	2	0	0
Hayward	0	0	0	0	0
Livermore	0	0	2	0	0
Newark	0	4	0	0	0
Oakland	0	6	1	0	21
Piedmont	0	1	1	0	0
Pleasanton	0	4	2	3	0
San Leandro	0	2	1	1	3
Union City	0	3	2	1	0
HARD	3	25	3	0	0
LARPD	1	1	5	1	0
EBRPD	1	6	3	1	0
Countywide	5	83	39	15	26

ALAMEDA LAFCO COMMUNITY SERVICES MSR

Recreation facilities reported to be in poor condition are shown in Table 4-8. Three of the 15 facilities in poor condition are being rebuilt—the Washington Park Recreation Center in City of Alameda (2006), Dublin’s Shannon Community Center (by 2008), and San Leandro’s Washington Manor Pool (2006). EBRPD plans water, wastewater, electric and pavement improvements at Del Valle. Improvements are not yet funded or scheduled for the other facilities. The City of Alameda’s Krusi Park Recreation Center needs to be replaced. Union City’s Kennedy Community Center needs remodeling and expansion of its auditorium and restroom facilities.

Table 4-8. Recreation Facilities in Poor Condition

Provider	Facility Name	Address	Year Built
Alameda	Krusi Park Recreation Ctr.	900 Mound St.	NP
Alameda	Washington Park Recreation Ctr.	740 Central Ave.	(will be rebuilt)
Alameda	Veterans Memorial Building	2203 Central Ave.	1929
Berkeley	Martin Luther King Youth Services Ctr.	1730 Oregon St.	1950's
Berkeley	Willard Swim Ctr.	2701 Telegraph Rd.	1964
Berkeley	West Campus Swim Ctr.	2100 Browning	1966
Berkeley	Berkeley High Warm Pool	2246 Milvia St.	1929
Dublin	Shannon Community Ctr.	11600 Shannon Ave.	NP
Pleasanton	Nature House	519 Kottinger Dr.	1940's
Pleasanton	Regalia House	4133 Regalia	1940's
Pleasanton	Century House	2401 Santa Rita Rd.	1900's
San Leandro	Washington Manor Pool	14900 Zelma	(will be rebuilt)
Union City	Kennedy Community Ctr.	13333 Decoto Rd.	1969
LARPD	The Barn	3131 Pacific Ave.	1922
EBRPD	Del Valle Visitor Ctr.	7000 Del Valle Rd.	1970's

Infrastructure needs extend beyond facilities in poor condition. The agencies reported a variety of infrastructure needs, as shown in Tables 4-9 and 4-10, many of which are not funded. These include renovation needs and master plans, as well as new facilities, such as play fields in the Livermore and Piedmont areas, a new teen center in Berkeley, and new parks in eastern Dublin, southwestern Newark, Fremont, Oakland, and San Leandro.

Table 4-9. Park District Facilities Needs and Deficiencies

Agency	Needs or Deficiencies
EBRPD	Scheduled improvements include: Crown Beach pavement, waterline, and irrigation system upgrades; Del Valle water, wastewater, electric, and pavement improvements; Don Castro lagoon filter system installation; Iron Horse Trail rehabilitation; Kennedy Grove restroom replacement; Little Hills pool refurbishment. Deferred improvements include: Sunol sewage system improvements; Tilden pavement and swim area improvements; district-wide deferred trail and road repairs.
HARD	Kennedy Park facility needs roof rehabilitation. Play areas at Del Rey and Fairmont Drive Linear Park need replacement. Skywest Golf Course greens need renovation. Adobe Park needs new play area and skate facility. Hayward Plunge exterior needs to be painted. Duct work required at San Lorenzo Community Center. Lighting system upgrade needed at Douglas Morrisson Theatre. Each of the District's four outdoor swim centers needs various improvements.
LARPD	New play field at Livermore Downs, Big Trees Park renovation, Karl Wente Park Tot Lot upgrades, Bothwell Recreation Center redevelopment

Table 4-10. City Facilities Needs and Deficiencies

Agency	Needs or Deficiencies
Alameda	The Washington Park Recreation Center is in poor condition but is being rebuilt. The Godfrey play area needs renovation, the Krusi Recreation Center needs to be replaced, Woodstock Field needs improvements, and golf course practice greens need renovation; City needs to complete Parks, Recreation and Open Space Master Plan.
Albany	The Ohlone Greenway needs a new lighting system and improvements to its irrigation, trails, game courts, tot lots, and landscaped areas. Terrace Park needs renovation including turf and irrigation upgrades, picnic area, restrooms, and landscaped areas. Memorial Park needs a complete renovation to its infrastructure. Ocean View Park needs upgrades to its facilities and landscaped areas.
Berkeley	Park improvements are needed throughout the City, including replacement of hazardous playground equipment, furniture improvements, playing field enhancements and expansion, lighting maintenance, irrigation system renovations, and general upgrades to marina facilities.
Dublin	Shannon Community Center has been closed due to needed repairs and is scheduled for replacement by 2008; play areas at Alamo Creek and Stagecoach parks need renovation to be compliant with ADA accessibility standards; 21.7 acres of park space is needed in eastern Dublin to serve new development in addition to the Dublin Ranch Development.
Emeryville	Additional parking is needed at the Recreation and Senior Centers. The City is currently developing a facility master plan to address community needs for facility enhancements.
Fremont	Install turf at Irvington Community Park football field; install irrigation system at Marshall Park.
Livermore	Install lights at Carnegie Park, replace play equipment at Desiree Park, repair fountain and patio area at Hansen Park; miscellaneous trail repairs and improvements.
Newark	Replacement of seawall at Lakeshore Park, implement Ash Street Park Master Plan, install night lighting at Birch Grove softball field, Lakeshore Park irrigation system upgrades, citywide park furniture replacement, expansion of the Senior Center.
Oakland	Funded improvements include: major improvements to Lake Merrit and Estuary waterfront, expand parkland, improve public access, and connect various portions of the San Francisco Bay Trail; improvements to Montclair, Mosswood and Arroyo Viejo recreation centers; improvements at Fremont and DeFremery pools. Unfunded park and recreation improvement needs include: improvements at Allendale, Bushrod, Dimond, Manzanita, Poplar, Rainbow, and Redwood Heights recreation centers; renovations at Shepard Canyon Field, Maxwell Park and Moss House.
Piedmont	The City lacks sufficient playing field space for resident soccer and softball players. Possible improvements include reduction of current playing field restrictions, light and turf installation, and creation of new fields within the City or in neighboring cities.
Pleasanton	Veterans Memorial Building renovation; Amador Valley Community Park irrigation and field renovations; develop bike and pedestrian trail segments.
San Leandro	Marina Park needs improvements to its irrigation system; Manor Park requires a master plan for renovations; group picnic areas are needed at Marina Park.
Union City	Play equipment needs to be replaced at Town Estates, Contempo, William Cann, and Kennedy Park; Kennedy Center needs remodeling and expansion of auditorium and restrooms; Holly Community Center needs play area improvements; Garcia Park needs a new storage area; Arroyo Park needs basketball and tennis court improvements; the Skate Park needs a facility to house restrooms, office, and storage space.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

In describing service challenges, many of the agencies provided additional insight into unmet infrastructure needs and challenges.

A majority of providers—Berkeley, Emeryville, Fremont, Newark, Oakland, San Leandro, Union City, and HARD—face challenges related to inadequate parkland in some or all of their service areas. Newark is particularly concerned about lack of parks in southwestern Newark. San Leandro lacks park space in Marina Faire, southern areas of Washington Manor, Huntington Park, Timothy Drive, southern Downtown, the northern MacArthur corridor, and the southern part of Bay-O-Vista.

Berkeley, LARPD, Piedmont and Pleasanton specifically mentioned needs and challenges related to sports fields. The agencies indicated growing demand for youth sports facilities, including playing fields for a variety of sports and for new sports activities. Pleasanton indicated that demand for year-round use of playing fields makes field maintenance challenging.

The difficulty of acquiring parkland was cited by a number of agencies due to the limited supply of vacant land. Even Pleasanton has difficulty finding land available for park space.

Union City, San Leandro, HARD and Emeryville are particularly concerned about the lack of funding for new facilities.

Lack of funding for facility maintenance and capital improvements was cited as a service challenge by HARD and LARPD and the cities of Albany, Berkeley, Emeryville, Fremont, and Oakland. Deferred maintenance was specifically cited as a problem by Berkeley and Oakland. Oakland pointed out that deferred preventative maintenance has increased the long-term costs of maintaining its recreation facilities.

Lack of funding for operations and recreation programming was cited as a service challenge by the cities of Alameda, Albany, Emeryville, Fremont, Union City, and EBRPD.

PLANNED PARKS AND FACILITIES

Table 4-11. Planned Future Park Acres

Several agencies are currently planning or building new park and recreation facilities.

The City of Alameda has plans for three new parks as well as additional greenways. Albany has plans for three additional parks, a greenway, and acquisition of a Veteran's Memorial Building for recreational use. Berkeley has several renovations and replacements of existing parks, San Pablo Park Pathway, and Bay Trail extension to Berkeley Marina. Emeryville is planning the Doyle Street Greenway bike and pedestrian trail stretching from the north to the south of the City and Horton Park Landing.

Dublin is working on several park and recreation projects in order to meet the needs for the new community development in Eastern Dublin and in Schaefer Ranch in the west. The new facilities will include neighborhood parks, a sports park, a dog park, recreation centers and an aquatic center. Livermore is planning one new park facility and Pleasanton maintains over 100 acres of open parkland to be developed in the future. Pleasanton will soon begin construction of Bernal Community Park, which will include a lighted sports field and is currently searching for a site for a new community park in north Pleasanton

Agency	New Acres
Alameda	52
Albany	24
Berkeley	none
Dublin	145
EBRPD	21,284
Emeryville	0.7
Fremont	10
HARD	5
Hayward	5
LARPD	9.8
Livermore	13.5
Newark	none
Oakland	none
Piedmont	NP
Pleasanton	122
San Leandro	none
Union City	6.3

Fremont is currently planning expansion of Centerville Community Park and a new Family Water Play Facility, which will replace the closed Central Park swim area. Newark is planning a new skate park. In Union City, construction of a gymnasium is underway with scheduled completion in December 2006, in addition to two new neighborhood parks, both including sports and picnic areas.

Oakland is currently planning improvements to Lake Merritt and the Estuary to provide expanded park space and improved access to the City's waterfront. Oakland's new rail-trail will provide a bike and pedestrian greenway from Jack London Square (entertainment, retail center and AMTRAK station) to the proposed Fruitvale Transit Village.

In San Leandro, a number of small parks are planned along San Leandro Creek. These parks may be potentially linked to form a greenway. A new planned aquatic facility is being built in the location of an old pool.

EBRPD is working on several improvements and expansions of park space, including new trails, shorelines, and wetlands. A new 16-acre facility will serve the northern cities, the Gilman Street Sports Field, will be owned by the EBRPD and maintained by a third party vendor. Some of the facility improvements include a Delta Science Center at Big Break, a staging area at Crockett Hills (formerly part of Carquinez Straight Regional Shoreline), construction of Bay Trail segments through Coyote Hills Park and Hayward Shoreline, extension of the Iron Horse Trail extension,

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Wildcat Creek Trail bridge and railroad overpass construction and public access to East Shore Park in Emeryville.⁴⁷

HARD plans five additional acres. The Lewis property, located on Hayward Boulevard, is in the design phase. Preliminary design elements include two children's play areas, picnic areas, a walking path, restrooms, open turf area, and access to the greenbelt trail.

LARPD plans for the remainder of this fiscal year include Cayetano Park, with lit sports fields, an open turf area, two children's play areas, a dog park, a concession/storage/restroom building, extensive native landscaping, and parking lot, and, in addition, three miles of trail.

OPPORTUNITIES FOR SHARED FACILITIES

Park service providers practice extensive facility sharing. Park service providers often collaborate with school districts to provide additional recreational areas and facilities to residents.

- There is a JPA with the cities of Albany, Berkeley, Emeryville, Richmond and El Cerrito to develop the Gilman Street Sports Field, a regional sports field complex.
- Alameda jointly maintains the Crown Memorial State Beach with EBRPD. The City's swim facilities are leased from Alameda USD.
- The City of Albany currently shares park space with the Albany School District. Also, the City collaborates with EBRPD and neighboring cities in the planning and design of East Shore State Park. The City works in coordination with the Alameda Flood Control District, Army Corps of Engineers and neighboring cities to restore local creeks and develop creek trails. The City is collaborating with neighboring cities of El Cerrito and Richmond to connect the Cerrito Creek bike trail to the Ohlone Greenway and Bay Trail.
- Berkeley collaborates with EBRPD and neighboring cities in the planning and design of East Shore State Park.
- Dublin shares the Stager Community Gymnasium with the Dublin Unified School District which is available for community use during non-school hours.
- Emeryville cooperates extensively with the Emeryville Unified School District to lease facilities for after-school programs. Through a joint use agreement, the City shares the school aquatic facility and gym. Additionally, the City collaborates with EBRPD and neighboring cities in the planning and design of East Shore State Park.
- The City of Fremont and EBRPD jointly operate the Ardenwood Historic Farm and recreation area. The EBRPD maintains and operates the facility grounds while the City owns and operates the Patterson Historic House building.
- Livermore has joint use agreements with the Livermore Valley Unified School District and LARPD. These three agencies have also passed a joint bond measure through voters which

⁴⁷ Potential future park space may be available at Alameda Shoreline (naval air station), Bethany Reservoir, Chain of Lakes, Alvarado Wetlands, Dublin Hills Open Space, Cedar Mountain, and Duarte Canyon. (Contra Costa County: Delta Access, Delta Recreation, Pittsburgh/Antioch Shoreline, Cowell Ranch, Dougherty Valley Open Space, Point Edith Wetlands, North Richmond Wetlands, and Point Molate).

will fund needed facilities for all three agencies. Additionally, the City and LARPD share a maintenance yard and new equipment costs.

- Newark leases MacGregor School sports fields and residents have access to school playfields and sportsfields.
- Oakland partners with community-based organizations to run its facilities at the Oakland Zoo, Dunsmuir House and Gardens, Children's Fairyland, Feather River Camp, Chabot Observatory and Science Center, Junior Arts and Science Center, and Woodminster Amphitheatre.
- Piedmont shares facilities with the Piedmont Unified School District.
- Pleasanton has a joint use agreement with the Pleasanton Unified School District for use of school facilities for after school programs. Also, the City owns and manages gyms at three schools which were jointly built by the City and school district. The City's Senior Center is used by other City agencies, community groups, and other organizations for senior-related activities and programs. Additionally, the City uses the Sunol Golf Course to provide golf lessons.
- San Leandro maintains joint use agreements with the San Leandro Unified School District for general public access to some school facilities.
- Union City works with the New Haven Unified School District to provide public access to school gyms and pools.
- EBRPD coordinates the planning of jointly managed regional trails and trails extending outside of its jurisdiction including the San Francisco Bay Trail, Bay Area Ridge Trail, Delta de Anza Trail, and Mokelumne Coast to Crest Trail. The District also has an agreement with LARPD to provide revenue for regional facilities in eastern Alameda County.
- EBRPD manages several properties for the State of California including the Eastshore State Park, Crown Beach (Alameda). EBRPD shares management of some watershed/park land with local water agencies (Contra Costa and San Francisco) and with LARPD.
- HARD has joint use agreements with area school districts to use facilities for after school recreation activities. The District offers priority access to its facilities for local school district and government sponsored activities.

Facility sharing opportunities include expansion of the joint use of school facilities, collaboration with Alameda County Flood Control District (ACFCD) to provide access to reservoirs and waterways, and joint projects with EBRPD. Berkeley has opportunities to collaborate with the University to expand park space for university students. Berkeley also mentioned opportunities to collaborate with East Bay Municipal Utility District (EBMUD) in opening up watershed lands to recreational use; collaboration with EBMUD may also be relevant for Oakland and HARD. Emeryville cited opportunities to collaborate with nonprofit agencies to bring additional sports leagues to the City.

Opportunities for collaboration among municipal service providers also exist. Piedmont is seeking access to playing fields for soccer and softball in neighboring cities. Dublin is currently negotiating with EBRPD to develop an open space area in the western hills. Also, Dublin is working with the City of Pleasanton and EBRPD on a study to connect the Alamo Creek Trail with

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Pleasanton trails. HARD and the City of Hayward are collaborating in planning future park developments.

Additional opportunities for facility sharing are shown on Table 4-12.

Table 4-12. Facility Sharing Opportunities

Agency	Opportunities
Alameda	The City can expand use of school facilities and cooperation with schools to provide space for recreation activities.
Albany	Expansion of school park land use; development of trails linking local parks to regional parks.
Berkeley	Work with University of California to pursue additional recreation space to serve University students; continue working with Berkeley Unified School District to expand community use of school recreation facilities; work with East Bay Municipal Utilities District (EBMUD) to develop opportunities for public use of District land.
Dublin	The City is currently negotiating with EBRPD to develop an open space area in the western hills. Also, the City is working with the City of Pleasanton and EBRPD on a study to connect the Alamo Creek Trail with Pleasanton trails.
Emeryville	There are opportunities to bring additional sports leagues to the City in partnership with non-profits. The City makes recreation facilities available to community service organizations.
Fremont	Fremont Unified School District gymnasiums/multipurpose rooms; Alameda County Flood Control District-Fremont Central Park/Lake Elizabeth.
Livermore	The City maintains a small amount of park space and does not provide recreation services. However, LARPD and the Livermore Valley Joint Unified School District may have opportunities to enhance facility sharing agreements.
Newark	Acquire land or joint use agreement at Schilling Elementary School to provide park space to the surrounding community.
Oakland	NP
Piedmont	The City seeks opportunities to use playing fields in neighboring cities.
Pleasanton	Further collaboration with the school district should be explored to expand recreational opportunities for the general public.
San Leandro	The City can support expanded public access to park space and facilities by working with the San Lorenzo and San Leandro Unified School District to enhance joint use agreements and improve school facility design to better accommodate public use. Also, City residents may benefit from expansion of usable park space at EBRPD's Oyster Bay Regional Park. Additionally, the City may develop park space along the San Leandro Creek in conjunction with ACFC's watershed maintenance efforts.
Union City	The City can work with the New Haven Unified School District to expand joint use of facilities. Also, the City can work with the ACFC to restore natural waterways while providing public access points within these areas.
HARD	HARD, HUSD and the City of Hayward are collaborating on the Burbank/Cannery project—a new Burbank Elementary school adjacent to HARD's Cannery Park, which will be expanded and renovated, plus new housing units. HARD and HUSD are collaborating on the Stonebrae Elementary School site which will provide two synthetic soccer fields, a gymnasium and a community room. HARD and Hayward are collaborating on park development for the La Vista Quarry and Mission Blvd. projects. In addition, the County and Castro Valley Municipal Advisory Council are considering development of a park on a 24-acre parcel in Castro Valley, which HARD would manage.
LARPD	Currently in negotiation with artist groups to use surplus facilities.
EBRPD	Future opportunities exist to expand collaboration with government agencies in providing regional park and open space. The District will continue working with the Department of Fish and Game, the Army Corps of Engineers, Regional Water Quality and Control Board, and the County Health Department to ensure its residents have access to quality park and recreation facilities.

SERVICE STANDARDS AND ADEQUACY

In order to assess infrastructure deficiencies and needs, it is necessary to analyze the adequacy of the facilities and related services in meeting the needs of the populace. Adequacy can be gauged by such measures as park acreage per 1,000 residents, park maintenance costs and the number of recreation full time employee equivalents.

Park Acres

There are several standards for the amount of park acreage needed, ranging from three to 10.25 acres of developed parks per 1,000 residents.

For park dedication requirements of developers (i.e., “Quimby” fees), the California statute sets a benchmark of three to five acres per 1,000 residents.⁴⁸ Cities may require developers to dedicate or finance three acres of parkland per 1,000 residents. Cities with a stated policy of as much as five acres per 1,000 residents in their General Plans may impose that requirement on developers.

The National Recreation and Park Association (NRPA) is the nationally recognized authority on recreation planning and amenities. Although NRPA now suggests that municipalities decide upon their own set of standards, NRPA recommends that a municipal park system be composed of at least 6.25 to 10.5 acres of developed open space per 1,000 residents.⁴⁹ More specifically, NRPA has developed a service level formula that can be applied to determine park needs.⁵⁰

- NRPA recommends 0.25 to 0.5 mini-park acres per 1,000 residents. Mini-parks serve an area within a quarter-mile and are one acre or less in size.
- NRPA recommends one to two neighborhood park acres per 1,000 residents. Neighborhood parks serve an area within a quarter-mile to a half-mile distance, and are 15 or more acres.
- NRPA recommends five to eight community park acres per 1,000 residents. Community parks serve an area within a one to two mile distance, and are at least 25 acres in size.

⁴⁸ Government Code §66477(a)(2).

⁴⁹ The 1983 NRPA standard was 10 acres of park space per 1,000 inhabitants.

⁵⁰ Mertes & Hall, 1996, p. 72-79

Table 4-13. Park Acres per 1,000 Residents, 2005

Countywide there are 47,747 park acres, including both developed and undeveloped parks. There are 3,762 local park acres, 566 acres on school sites and 43,419 regional park acres.

This amounts to 31.5 acres of total park space per 1,000 residents, as shown in Table 4-13. Total park acreage per capita is greatest in Fremont, Pleasanton and the LARPD service areas, primarily due to a concentration of regional parkland in these areas.

Total acreage includes regional parks and undeveloped park areas not contemplated in the park standards.

There are 2.9 acres of developed parkland per 1,000 residents countywide. This is consistent with the statutory standard of three acres per 1,000 residents, but is lower than the NRPA guidelines.

Area	Total Park Acres ¹	Total Acres per 1,000	Developed Acres per 1,000 ²
Alameda	303	4.0	3.0
Albany	94	5.6	3.6
Berkeley	421	4.0	2.5
Dublin	153	3.8	3.8
EBRPD	43,419	28.6	NA
Emeryville	35	4.4	2.4
Fremont	4,011	19.0	4.1
HARD	1,633	5.7	2.4
Hayward ³	1,253	8.6	2.7
LARPD	1,925	16.6	3.2
Livermore ⁴	469	6.0	3.2
Newark	269	6.1	6.1
Oakland	2,345	5.7	1.5
Piedmont	49	4.5	4.5
Pleasanton	709	10.4	4.6
San Leandro	388	4.7	2.6
Union City	1,765	24.7	2.3
Total Countywide	47,747	31.5	2.9
(1) Includes State, regional, and school parks, as well as undeveloped acreage. (2) Includes <u>only</u> developed parks within agency boundaries and the County. (3) Developed acreage per capita within city limits. (4) Developed acreage per capita based on entire LARPD service area.			

Developed park acreage per capita is greatest in Newark, Pleasanton, Piedmont and Albany. Newark’s ample park space is largely due to the substantial school park acreage—more than the municipal park acreage. Similarly, Albany reported substantial school park acreage. Pleasanton’s 103-acre Sports and Recreation Park contributes substantially to its ample park space.⁵¹

Agencies with less than three acres per 1,000 residents include Oakland, Union City, Emeryville, HARD, Berkeley, and San Leandro. Oakland has the least amount of developed park acreage per 1,000 residents. However, Oakland did not report school park acreage as the other agencies did, so this not an accurate count.

⁵¹ Actual park space per capita in Pleasanton is higher. Pleasanton has not yet reported park acreage from school sites.

Recreation Programs

Each city and agency offers recreation programming to residents. Although the recreation participation hours may not be tracked, each agency does track the number of recreation full time employee equivalents. The number of recreation full time employee equivalents per 1,000 residents can be compared across agencies to gauge the extent and popularity of recreation programming.

Recreation employees administer activities such as camps, youth programs and athletics, after school programs, adult athletics, and other recreation related activities performed by the agency. Recreation programs do not include pre-school programs offered by the city and senior centers.

Piedmont, Emeryville and Newark have the most recreation FTEs per 1,000 residents. Piedmont and Emeryville have more than three times the number of recreation FTEs per 1,000 residents as the County average of 0.9 FTE per 1,000 residents. Newark has double the number of recreation FTEs per 1,000 residents as the County average. These cities appear to have higher service levels; however, they are also relatively small and may lack economies of scale in hiring recreation staff.

EBRPD recreation FTE numbers are for the entire district and the numbers are for both Alameda and Contra Costa counties. EBRPD offers recreation programs such as lifeguarded beaches, camps, bus trips on the Park Express, and other special events and outdoor activities. HARD, Fremont and Pleasanton also have relatively low recreation FTEs per 1,000 residents.

Figure 4-14. Recreation FTEs per 1,000 Residents

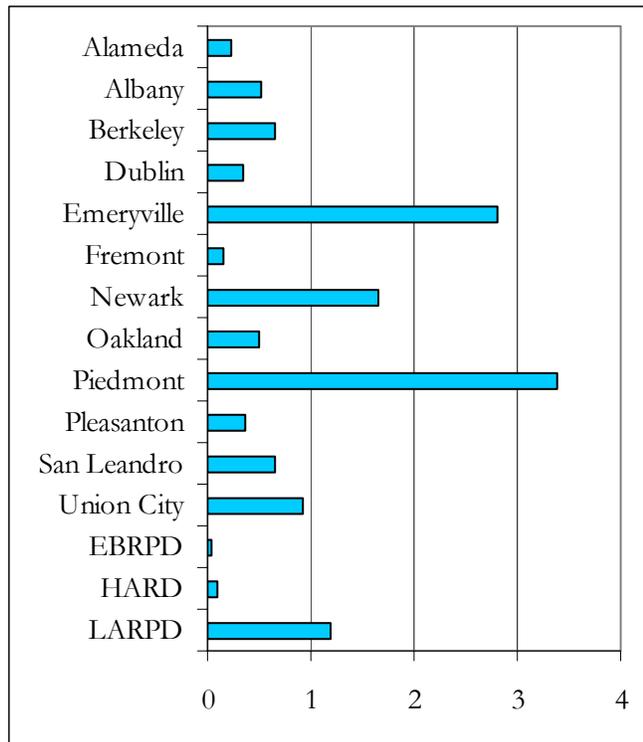
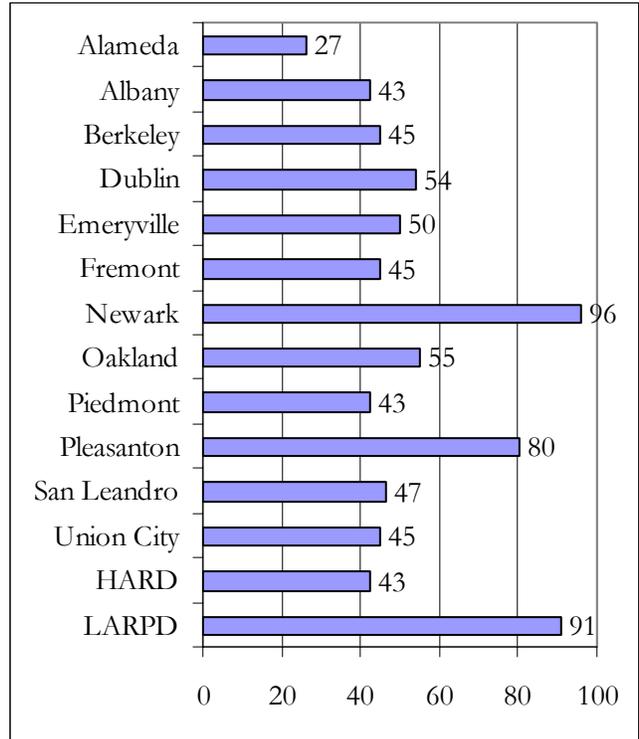


Figure 4-15. Average Weekly Recreation Service Hours

Average weekly recreation service hours measures number of hours of recreation program operated by each agency. Recreation services include park, playground, senior center, recreation center, skate parks, and aquatic center hours. Figure 4-15 shows the average number of hours a recreational facility is open a week.

Newark, LARPD and Pleasanton have the recreation facilities operate the most hours. These agencies have the most hours of operation, but Newark has a high number of recreation FTEs per 1,000 residents.

Alameda, Albany, HARD, and Piedmont recreation facilities are open the least amount of hours. Piedmont has the highest recreation FTEs per 1,000 residents but has one of the lowest average recreation service hours. All the other agencies have relatively low recreation FTEs per 1,000 residents.



FINANCING CONSTRAINTS AND OPPORTUNITIES

Service-related financing constraints and opportunities are discussed in this section, including revenue sources, financing constraints, development impact and parks in-lieu fees. The section identifies financing, fee restructuring and cost-avoidance opportunities.

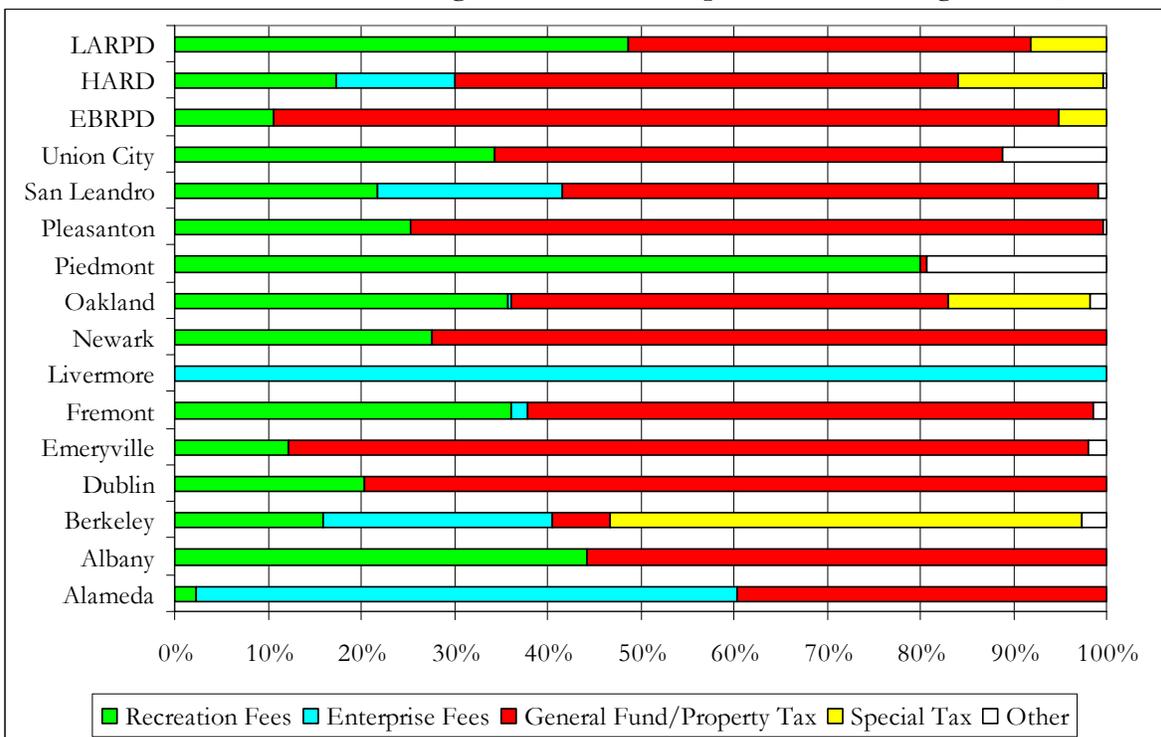
FINANCING SOURCES

For the service providers as a whole, property tax and other general fund revenues make up 62 percent of the park financing sources.

Park and recreation fees constitute 21 percent of the park and recreation service revenue sources. Fees include charges for services and facility rentals and leases, and are counted separately from general fund financing.

Property tax and recreation fees are the most significant financing sources for the special districts. For cities, approximately half of park expenditures are financed by general funds and 39 percent from user fees collected for recreation, marina and golf enterprise fees. Special districts reported the amount of property tax received that went to finance park and recreation services. Cities receive property tax but were unable to distinguish the amount that went to finance park and recreation services. Property tax for the cities is covered under the general fund revenues. Enterprise fees include charges for golf courses and marina berthing fees.

Figure 4-16. Park Operations Financing Sources, FY 2003-04



General Fund Revenues

Please refer to Chapter 3 for a discussion of City general fund revenue levels and sources. Additional detail for individual agencies can be found in Appendix A.

Recreation Fees

Program fees are intended to recover the costs of providing recreation service. For most of the providers, there are few financing constraints affecting their ability to restructure fees. The primary factor affecting service charges is the cost of providing service; other factors include resident incomes levels and political priorities. Fees tend to vary between providers due to differing cost structures. Both service costs and fees tend to grow over time due to inflation and employee compensation increases. Non-residents are charged higher recreation program fees and facility rental charges than residents by most agencies.

Development Fees

Table 4-17. Park Development Impact and In-Lieu Fees

Park development impact fees include park facility fees and park in-lieu fees. Park development impact fees are levied on new developments and renovations based on the market value of the property. Park facility fees can be used for park land acquisition, park and recreation facility construction, and renovation of existing facilities. Park in-lieu fees (“Quimby fees”) are levied on new developments for the acquisition of new parkland. Developers may donate land to the city or pay an in-lieu fee instead. Table 4-17 shows the types of development impact fees for each park and recreation agency.

Fremont, Livermore and San Leandro are the only cities to levy a park development impact fee. Several other cities levy a general development impact fee covering services such as streets, parks, libraries, and other capital facilities.

There are eight agencies, including the County, that levy a park in-lieu fee. For new development in the HARD and LARPD service areas, the respective land use authority passes the fee revenue to the park district.

Development and park in-lieu fees are discussed further below under Opportunities for Rate Restructuring.

	Park DIF	Park In-Lieu Fee
Alameda	General Fee	None
Albany	General Fee	Park in-lieu fee
Berkeley	General Fee	None
Dublin	General Fee	Park in-lieu fee
Emeryville	None	None
Fremont	Park facilities fee	Park in-lieu fee
Hayward	None	Park in-lieu fee
Livermore	Park facilities fee	None
Oakland	None	None
Newark	None	Park in-lieu fee
Piedmont	None	None
Pleasanton	None	Park in-lieu fee
San Leandro	Park facilities fee	Park in-lieu fee
Union City	General Fee	None
EBRPD	None	None
HARD	None	Park in-lieu fee ¹
LARPD	See Livermore ²	Park in-lieu fee ³
<i>Note:</i> (1) Hayward and County (unincorporated) fee pass-through. (2) Livermore conveys the park facilities fee to LARPD. (3) County (unincorporated) fee pass-through.		

FINANCING CONSTRAINTS

Property tax limitations and temporary reductions in property tax revenue affect EBRPD, HARD and LARPD as well as the cities.

Local agencies providing enterprise services are required to maintain separate enterprise funds to ensure that enterprise-related finances are not commingled with the finances of other enterprises, such as water and wastewater. Furthermore, cities providing enterprise service must account for enterprise finances separately from their general funds. Cities may not use the golf or marina enterprise fund to finance general fund activities.

EBRPD, HARD, LARPD receive a portion of the one percent property tax for properties within District boundaries. Substantial financing constraints affect property taxes.

Proposition 13, which California voters approved in 1978, limits the ad valorem property tax rate, limits growth of the assessed value of property, and requires voter approval of certain local taxes. Generally, this measure fixes the ad valorem tax at one percent of value, except for taxes to repay certain voter approved bonded indebtedness. In response to Proposition 13, the Legislature enacted Assembly Bill 8 (A.B. 8) in 1979 to establish property tax allocation formulas. Generally, A.B. 8 allocates property tax revenue to the local agencies within each tax rate area (TRA) based on the proportion each agency received relative to other agencies in the TRA during the three fiscal years preceding adoption of Proposition 13. This allocation formula benefits local agencies that had relatively high tax rates at the time Proposition 13 was enacted.

Proposition 98, which California voters approved in 1988, requires the State to maintain a minimum level of school funding. In 1992 and 1993, the Legislature began shifting billions of local property taxes to schools in response to state budget deficits. Local property taxes were diverted from local governments into the Educational Revenue Augmentation Fund (ERAF) and transferred to school districts and community college districts to reduce the amount paid by the State general fund. Local agencies throughout the State lost significant property tax revenue as a result of this shift.

Proposition 218, which California voters approved in 1996, requires voter or property owner approval of increased local taxes, assessments, and property-related fees. Majority voter approval is required for imposing or increasing general municipal taxes, such as business license or utility taxes. Proposition 218 reiterated the Proposition 13 requirement for two-thirds voter approval of special taxes for which revenues are designated for specific purposes, such as park services. In addition, Proposition 218 added new substantive and procedural steps that must be followed to impose a property-related fee or charge. The requirement does not apply to park and recreation service charges, user fees or development impact fees.

Due to reliance on the property tax, EBRPD, HARD and LARPD have been affected by the state budget crisis.

FINANCING OPPORTUNITIES

Financing opportunities that do not require voter approval include increasing service charges, development impact fees, park in-lieu fees, and adjustments in user fees.

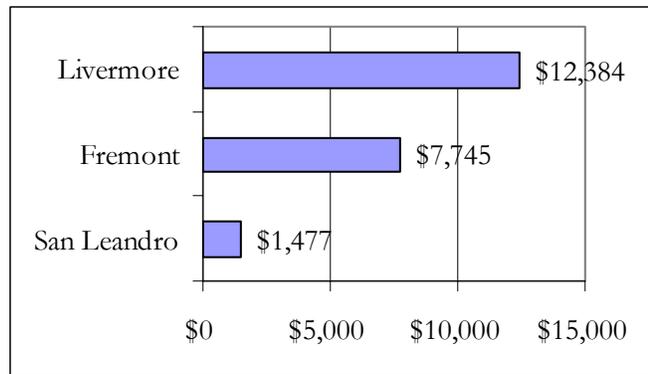
OPPORTUNITIES FOR RATE RESTRUCTURING

Development Fees

This section compares the park development impact fees and park in-lieu fees charged by the various providers for the average single family development in the County.

Figure 4-18. Single-Family Home Park Development Impact Fee

As discussed above, three cities levy development impact fees specifically for park purposes. The fees are compared for a single-family home, as shown in Figure 4-18. These are flat fees based on the number of units built. Park development impact fees may be levied on all new developments from residential units to commercial and industrial units.

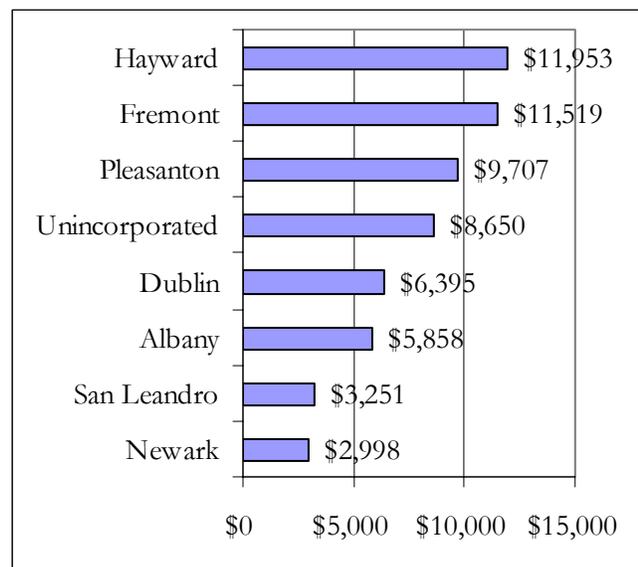


Livermore charges the highest for a single-family park development impact fee.

Livermore passes its park development impact fees through to LARPD quarterly. Of the three, San Leandro charges the lowest amount in development impact fees.

Figure 4-19. Single-Family Home Park In-Lieu Fee, FY 2005-06

Park in-lieu fees are levied only on residential developments. These fees may be a flat per unit fee or based on market value of the development, and the park standard established in the agency’s general plan. Quimby fees may recoup no more than the cost of five park acres per 1,000 residents.



Hayward, Fremont and Pleasanton levied the highest park in-lieu fees. Hayward passes the park in-lieu fees to HARD. LARPD and HARD also receive the County-levied park in-lieu fee for developments within agency bounds. Newark and San Leandro charge the lowest in park in-lieu fees.

Albany and Dublin charge a park in-lieu fee as a formula based on the market value of the development. Albany expects 0.015 acres of park land per dwelling unit. With an average home

price of \$390,517, Albany’s park in-lieu fee charged is \$5,858. Dublin expects 0.016 acres of park land per dwelling unit. With an average home price of \$399,667, Dublin’s park in-lieu fee charged is \$6,395. In Eastern Dublin, the expectation is 0.01 acres of park land per dwelling unit..

Restructuring Opportunities

Rate restructuring opportunities include opportunities to promote conservation, increase various service charges and impose unique charges to open space.

- There are opportunities for cities that do not charge development impact fees or park in-lieu fees to do so. The cities of Alameda, Emeryville and Oakland could impose a park in-lieu fee.
- The San Leandro and Newark in-lieu fees are low compared with other agencies.
- Recreation program fees may be increased to achieve greater cost recovery subject to constituent ability-to-pay.

Fee Restructuring

In addition to opportunities for restructuring park development impact fees and park in-lieu fees, the jurisdictions also have opportunities to restructure user fees. There are limits to the increase that may be enacted. In order to raise user fees, the jurisdiction must document that the fee recoups only the cost of providing the fee-related service.

As discussed in the section entitled “Financing Sources,” the jurisdictions vary significantly in their practices of imposing user fees. There are opportunities for jurisdictions to increase these fees, and many jurisdictions do increase the fees on an annual basis.

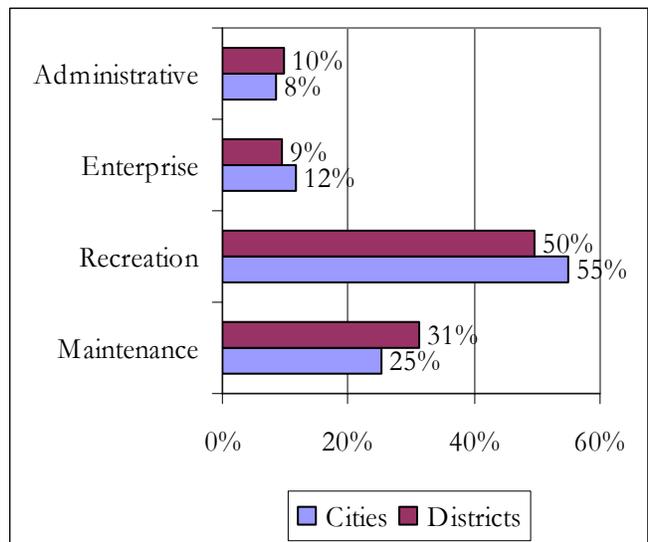
COST AVOIDANCE OPPORTUNITIES

Park and recreation service costs vary between providers due to different service configurations, recreation programming, services offered, infrastructure age, and capital financing approaches.

Figure 4-20. Park and Recreation Costs by Type, FY 2003-04

The cost differences between cities and special districts are shown in Figure 4-20. Administrative includes administrative costs and other miscellaneous costs. Recreation includes recreation programming costs and senior service costs. Maintenance is the park maintenance costs. Enterprise is the cost of running an enterprise facility such as a marina or golf course.

On average, the cities spend proportionally more on recreation services and less on administrative and other costs. Cities are able to share administrative costs and functions across several departments.



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Cities spend a greater amount of the park and recreation budget on recreation services than do districts. Proportionally more is spent on enterprise activities and recreation activities. Less is spent on park maintenance and administrative and other costs.

Table 4-21. Maintenance Costs

Park maintenance costs per acre are calculated using the agency's maintenance budget and the total park acreage.

Maintenance costs vary across agencies. The cities of Berkeley, Pleasanton and San Leandro have the highest park maintenance costs per acre. EBRPD, Albany and Emeryville have the lowest maintenance costs per acre.

Generally, the cities with less total park acreage have lower maintenance costs per acre. These smaller providers, such as Emeryville, Piedmont and Albany, may have lower costs due to lower service levels or efficiencies.

Berkeley has the highest maintenance costs per park acre. Berkeley may experience greater numbers of park visitors from outside city bounds. The City has limited park space, and may also experience heavier use within its parks than other agencies. Cities with relatively high park-related expenditures may wish to conduct benchmarking and competitive bidding to identify potential cost avoidance opportunities.

Agency	Maintenance Cost per Acre FY 03-04
Berkeley	\$ 23,560
Pleasanton	\$ 22,222
San Leandro	\$ 16,192
Union City	\$ 14,119
Newark	\$ 13,959
Dublin	\$ 12,406
Oakland	\$ 11,067
HARD	\$ 10,663
LARPD	\$ 9,663
Alameda	\$ 9,012
Piedmont	\$ 6,375
Fremont	\$ 3,196
Emeryville	\$ 2,878
Albany	\$ 2,125
EBRPD	\$ 930

POLICY ANALYSIS

This section provides policy analysis that is focused on the agencies under LAFCo's purview. The policy analysis includes assessment of local accountability and governance, evaluation of management efficiencies, as well as identifying government structure options that may be considered by LAFCo.

LOCAL ACCOUNTABILITY AND GOVERNANCE

The section discusses local accountability and governance for the park and recreation service providers, provides an overview of indicators of local accountability and governance for the multipurpose agencies, and discusses agency data disclosure practices in response to MSR inquiries.

The special districts are governed by boards elected by the public and their meetings are open. Table 4-22 summarizes various indicators of local accountability.

Table 4-22. Accountability Indicators

Indicator	Alameda	Albany	Berkeley	Dublin	Emeryville	Fremont	Livermore	Newark
Direct service provider	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Service recipients are constituents	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Uncontested elections since 1994	None	None	None	None	None	None	None	None
Latest contested election	Nov-04	Nov-04	Nov-04	Nov-04	Nov-03	Nov-04	Nov-03	Nov-05
Latest voter turnout rate	78%	81%	77%	81%	25%	76%	36%	83%
Countywide turnout rate	77%	77%	77%	77%	22%	77%	22%	54%
Efforts to broadcast meetings	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Constituents updated via outreach	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Solicits constituent input	No	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Discloses finances	Yes	Yes	Yes	Yes	Partially	Yes	Yes	Yes
Discloses plans	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Posts public documents on web	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Indicator	Oakland	Piedmont	Pleasanton	San Leandro	Union City	EBRPD	HARD	LARPD
Direct service provider	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Service recipients are constituents	Yes	Yes	Yes	Yes	Yes	>76%	Yes	Yes
Uncontested elections since 1994	None	None	None	None	None	Nov-04	Nov-02	None
Latest contested election	Mar-04	Mar-04	Nov-04	Nov-04	Nov-04	Nov-02	Nov-04	Nov-04
Latest voter turnout rate	40%	84%	84%	77%	75%	53%	76%	80%
Countywide turnout rate	44%	44%	77%	77%	77%	53%	77%	77%
Efforts to broadcast meetings	Yes	Yes	Yes	Yes	Yes	No	No	Yes
Constituents updated via outreach	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Solicits constituent input	Yes	Yes	Yes	Yes	Yes	No	No	Yes
Discloses finances	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Discloses plans	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
Posts public documents on web	Yes	Yes	Yes	Yes	Yes	Yes	Partially	Yes

EBRPD provides direct service. Approximately 24 percent of service recipients (i.e., park visitors) are not constituents. The District’s November 2004 board election was uncontested. At its most recent contested election in Alameda County in November 2002, the voter turnout rate was 53 percent, equal to the 53 percent countywide voter turnout rate. Board meeting agendas and minutes are posted in multiple locations. The District updates constituents with a bimonthly newsletter and through community outreach programs. The District also posts public documents on its website. The District does not have a strategic planning document, but it does have a mission statement and vision statement. The District has a master plan adopted in 1997. The scope of planning efforts includes resource management, financial resources and public access. The District cooperated with the MSR process.

HARD is a direct service provider. There have been two uncontested elections since 1994—in November 1998 and November 2002. The latest contested election was held November 2004. The voter turnout rate was 76 percent, comparable to the countywide voter turnout rate of 77 percent. To keep constituents informed of District activities, the District maintains a website with information on District services and projects. The District publishes a quarterly brochure and recreation guide. HARD posts planning documents online, but its budget and financial information were not found on its website. The District has an adopted mission statement and a park master plan adopted in 2006 with a planning time horizon of 15 years. The District has not adopted a strategic plan. The District cooperated with the MSR process.

LARPD is a direct service provider. There have been no uncontested elections since 1994. The latest contested election was held in November 2004. The voter turnout rate was 80 percent, higher

ALAMEDA LAFCO COMMUNITY SERVICES MSR

than the countywide voter turnout rate of 77 percent. To keep citizens aware of District activities, during the summer months, the Board of Directors conducts special meetings at neighborhood park locations to directly receive comments and questions from constituents. A newsletter on the District's facilities, activities and programs is mailed twice each year to all addresses within the District. The District mails a program brochure three times a year to all mailing addresses within the District. The District also produces three monthly special-interest newsletters, which are mailed to interested individuals on specified mailing lists. The District's public information officer provides news releases to local newspapers, radio, and TV on District activities and facilities. LARPD maintains a website with information on the District's programs, facilities and activities. The District provides outreach booths at many Livermore community events where it provides information and responds to questions. The District has an adopted mission statement and a 1995 master plan with a planning time horizon of 20 years. The District is in the process of updating its master plan, and expects to complete the new master plan in FY 2006-07. The District cooperated with the MSR process.

All cities hold open elections for their governing bodies, prepare meeting agendas and minutes and make accessible their staff and local officials. Table 4-20 provides accountability indicators for each of the multipurpose agencies. Additional details on the local accountability and governance of the cities providing park and recreation service can be found in Chapter 3 and Appendix A.

EVALUATION OF MANAGEMENT EFFICIENCIES

This section provides an evaluation of management efficiencies at the park and recreation service providers. This section considers the effectiveness of each agency in providing efficient, quality public services. Efficiently managed agencies are deemed those that consistently implement plans to improve service delivery, reduce waste, eliminate duplications of effort, contain costs, maintain qualified employees, and build and maintain adequate contingency reserves.

Reserves

Local agencies maintain reserves to cover costs during economic downturns, unexpected expenses, and sometimes cash flow shortages. The reserve ratio provides a strong indicator of an agency's financial health; however, there are other factors such as capital project needs and financing approaches that are not necessarily reflected in the reserve ratio.

There are no official guidelines or widely accepted standards to guide independent special districts in the accumulation and use of reserves. The issue of special district reserves was raised in May 2000 by the Little Hoover Commission in its report entitled, *Special Districts: Relics of the Past or Resources for the Future?* The report characterized special district reserves at some enterprise districts as "unreasonably large," pointing to the significant number of districts with reserves more than three times higher than annual revenue. The report also characterized special district reserves as obscure and not integrated into regional infrastructure planning.

Each park and recreation district's reserves were calculated as unrestricted net assets. Removed from reserves are capital assets net of related debt as well as reserves restricted for debt repayment or construction. Capital assets net of related debt represent fixed assets and do not represent

available resources.⁵² Similarly, reserves restricted for debt repayment do not represent available resources. Reserves were compared with expenditures—operating and non-operating expenditures—to determine how many months of working capital each provider had.

EBRPD reserves for economic uncertainty and disasters at the end of CY 2004 were 6.3 percent of general fund revenue. The District’s contingency reserves do not include its reserves for cash flow purposes. The District maintained substantially more resources in designated fund balances, with an overall unreserved and undesignated fund balance of 39 percent of general fund revenue in 2004.

By way of financial reserves, HARD had an unreserved fund balance of \$2.3 million at the end of FY 2003-04. The unreserved fund balance amounted to 10 percent of the District’s annual expenses. The District maintained 1.2 months of working capital. Although the District has no formal policy on cash reserves, past practice has been to maintain a reserve of five to ten percent of the annual budget.

LARPD had unrestricted net assets of \$3.3 million at the end of FY 2003-04. This amounted to 25 percent of the District’s annual expenses. The District maintained approximately three months of working capital. The District has no formal policy on target financial reserves.

Each of the cities, except Albany, maintains adequate general fund contingency reserves, as discussed in Chapter 3.

Management Practices

There are various management practices used by park and recreation providers in Alameda County which include implementing master plans, benchmarking and monitoring performance to improve service delivery.

East Bay Regional Park District

EBRPD provides annual performance goals for each department. EBRPD management reviews performance evaluations and written objectives with each division of the agency.

To monitor workload, the District tracks park activities such as recreation programs and maintenance project hours. These indicators are used to focus program efforts to reach goals and to provide planning benchmarks for future activity. The assessment of overall workload is required to operate and manage current parks and trails, and is used to plan the financing and construction of new facilities.

Management practices conducted by the District include annual financial audits. The District does not use performance-based budgeting or benchmarking.

Hayward Area Recreation and Park District

The District evaluates its performance through ongoing district-wide evaluations. The evaluations take place at regular Board meetings.

⁵² California State Auditor, 2004, pages 13-19.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

The District does not conduct benchmarking or performance-based budgeting. The District does perform annual financial audits.

The District reported that it monitors workload in each department on a daily basis.

Livermore Area Recreation and Park District

The District evaluates its performance by conducting, at five year intervals, a community needs assessment survey. The survey asks residents how they use park and recreation facilities and programs and their satisfaction with the services the District provides. In March of 2002, 90.8 percent of the residents were either very satisfied or somewhat satisfied with the park and recreation facilities provided to the community. The survey also reported 29.9 percent of the residents use LARPD facilities more than once a week and 81.1 percent responded that they used LARPD facilities at least once a month.

Management practices conducted by the District include performance measures and annual financial audits. The District reported that it informally monitors workload but does not conduct benchmarking.

A discussion of management practices at the cities providing park and recreation service providers can be found in Chapter 3. Additional details on management practices at individual agencies can be found in Appendix A.

PARK & RECREATION SERVICES

Table 4-23. Park and Recreation Planning

Service Provider	General Plan		Park Master Plan		Capital Improvement Plan		Other Plans
	Date/Version	Planning Horizon	Date/Version	Planning Horizon	Date/Version	Planning Horizon	
Alameda	1991	20 years	None	NA	FY 04-06	2 years	None
Albany	1992	20 years	2004	10 years	FY 04/05 - 08/09	5 years	None
Berkeley	2001	20 years	None	NA	FY 04/05 - 07/08	5 years	None
Dublin	2004	20 years	2003	10 years	FY 02/03 - 06/07	5 years	None
Emeryville	1987	20 years	None	NA	FY 01/02 - 05/06	5 years	None
Fremont	1991	20 years	1995	20 years	FY 01/02 - 05/06	5 years	None
Hayward	2002	20 years	None	NA	FY 05-06	5 years	None
Livermore	2003	27 years	2001 (Trails)	5 years	FY 02-03	20 years	None
Newark	1992	15 years	None	NA	FY 04-05	2 years	None
Oakland	1998	17 years	Lake Merritt Park Master Plan 2002	NP	FY 2005-2010	5 years	None
Piedmont	1996	10 years	None	NA	None	NA	None
Pleasanton	1996	15 years	None	NA	FY 05-06	5 years	Youth Master Plan (2001)
San Leandro	2000	15 years	None	NA	FY 02/03	5 years	None
Union City	2002	20 years	1999	20 years	FY 04/05	5 years	None
EBRPD	NA	NA	1997	20 years	CY 2005	5 years	None
HARD	NA	NA	2006	15 years	FY 05/06	1 year	None
LARPD	NA	NA	1995	20 years	FY 04/05	3 years	Trail Master Plan (1991)

Table 4-24. Management Practices

	Alameda	Albany	Berkeley	Dublin	Emeryville	Fremont	Livermore	Newark
Benchmarking	No	No	No	No	No	No	No	No
Performance Evaluation	Yes	Yes	Yes	Yes	No	Yes	Yes	No
Performance-based Budgeting	Yes	No	No	No	No	No	No	No
Workload Monitoring	Yes	Yes	Yes	Yes	Yes	Yes	Yes	Yes
	Oakland	Piedmont	Pleasanton	San Leandro	Union City	EBRPD	HARD	LARPD
Benchmarking	Yes	No	No	No	No	No	No	No
Performance Evaluation	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes
Performance-based Budgeting	Yes	No	No	No	No	No	No	No
Workload Monitoring	Yes	No	Yes	Yes	Yes	Yes	Yes	Yes

Oakland participates in service benchmark studies (i.e., comparing the City's basic performance indicators to those in comparable jurisdictions) and is developing performance-based budgeting and monitoring of workload. The City of Berkeley and the County also include performance measures in their annual budgets. Albany, Emeryville and Piedmont monitor workload as part of the budget process; although the other service providers indicated that they make efforts to monitor productivity, the agencies' budgets track accomplishments rather than workload and performance indicators.

Most agencies could improve management practices by benchmarking and by tracking workload and performance.

In conclusion, it is difficult to assess agency management efficiencies fully without a comparison to other agencies throughout the state or country.

GOVERNMENT STRUCTURE OPTIONS

The MSR identifies government structure options, advantages and disadvantages, and evaluation issues, but does not make recommendations about these options. The Commission or the affected agencies may or may not initiate studies on these options in the future, although LAFCo is required to update the agencies' SOIs by January 1, 2008.

No government structure options were identified other than those affecting cities that were discussed in Chapter 3.

CHAPTER 5: LIBRARY SERVICES

This chapter reviews library services in Alameda County including how these services are provided by the special districts and cities. The chapter addresses questions relating to growth and population projections, current and future service needs, infrastructure needs, and financing constraints and opportunities. Policy analysis—including shared facilities, financing, cost avoidance, rate issues, government structure options, evaluation of management efficiencies, and local accountability and governance—is focused primarily on local agencies under LAFCo jurisdiction.

SERVICE OVERVIEW

This section provides an overview of library service providers and service areas in Alameda County.

SERVICE PROVIDERS

Table 5-1. Library Service Matrix

The section provides a brief profile of each library service provider. For a detailed profile of each individual agency, please refer to Appendix A.

Special Districts

The Alameda County Library District (ACLD) provides library services to unincorporated Alameda County and the cities of Albany, Dublin, Fremont, Newark, and Union City. Each of these cities owns the library facilities located within its boundaries, and is responsible for facility maintenance.⁵³ ACLD owns and maintains three facilities: Castro Valley Library, San Lorenzo Library, and Niles Library in Fremont. The district was formed in 1910 as a dependent special district.

The three CSAs are designed for funding library facilities construction and renovation. Currently the three CSAs are inactive, but the County may have plans to use these districts in the future to help secure funding for new public library facilities.

Provider	Facility	Service	Facility Finance
Special Districts			
ACLD	Direct	Direct	Direct
Castro Valley Library CSA	NA	NA	None
Dublin Library CSA	NA	NA	None
San Lorenzo Library CSA	NA	NA	None
Cities			
Alameda	Direct	Direct	Direct
Albany	Direct	ACLD	Direct
Berkeley	Direct	Direct	Direct
Dublin	Direct	ACLD	Direct
Emeryville	NA	Oakland	Direct
Fremont	Direct	ACLD	Direct
Hayward	Direct	Direct	Direct
Livermore	Direct	Direct	Direct
Newark	Direct	ACLD	Direct
Oakland	Direct	Direct	Direct
Piedmont	NA	Oakland	Direct
Pleasanton	Direct	Direct	Direct
San Leandro	Direct	Direct	Direct
Union City	Direct	ACLD	Direct

⁵³ Fremont has donated the Niles Library within its boundaries to ACLD.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

Castro Valley Library CSA was formed in 1957 as a dependent special district. The CSA was created to finance the construction of a public library in the Castro Valley area. Currently the CSA is not being used to finance the newly planned library facility in the Castro Valley area.

Dublin Library CSA was formed in 1973 as a dependent special district. The CSA was created to finance library construction in what was unincorporated Dublin. The City of Dublin constructed a new library facility in 2003 and Alameda County has disposed of the original library facility funded by the CSA. The CSA is inactive.

San Lorenzo Library CSA was formed in 1964 as a dependent special district. The CSA was created to finance library construction of a public library in the San Lorenzo area. The CSA may be used in the future to help secure local matching funds for a planned replacement of the current San Lorenzo library.

Cities

There are seven cities engaged in library services in Alameda County. The cities of Alameda, Berkeley, Hayward, Livermore, Oakland, Pleasanton, and San Leandro provide library service within boundaries.

The City of Oakland provides library services by contract for the cities of Emeryville and Piedmont. Emeryville and Piedmont do not own any library facilities within their respective bounds. Residents from Emeryville and Piedmont are free to use any library facility in Oakland. Emeryville residents primarily use Golden Gate Library, but also use other Oakland libraries. Piedmont residents primarily use the Piedmont Avenue, Rockridge and Main Libraries.

The cities of Albany, Dublin, Fremont, Newark, and Union City rely on ACLD for library operations, but do own the library facilities in their respective jurisdictions and are responsible for facility maintenance and financing. Cities may contract with ACLD to increase library service levels. Albany, Dublin, Newark, and Union City do have additional assessments to enhance library service provided by ACLD.

Other Providers

The UC Berkeley library system includes 18 subject libraries, 11 affiliate libraries, an undergraduate library, and a main library. Visitors may use catalogs, article database and licensed library resources, and websites in the .edu, .gov, and .org domains. Most libraries have open stacks and visitors may use the resources on site. UC Berkeley library material may be borrowed by placing a request through the local library. Visitors may also apply for a day-use pass to use the UC Berkeley library resources.

The Bernard E. Witkin Law Library service includes free access to current legal information for members of the bench, bar and public. The main library is located in Oakland and the south county branch library is located in Hayward.

Chabot College Library in Hayward serves the Chabot College faculty and students. The College allows the public to use the resources of the library.

LIBRARY SERVICES

Graduate Theological Union Library in Berkeley is a private library serving students and faculty of the college. The library is open to members of the public and material is available for on-site use. The public may purchase borrower cards to borrow material.

Holy Names College Library in Oakland is a library serving students and faculty of the college. The library is open to the public, but access may be restricted during busy times of the year.

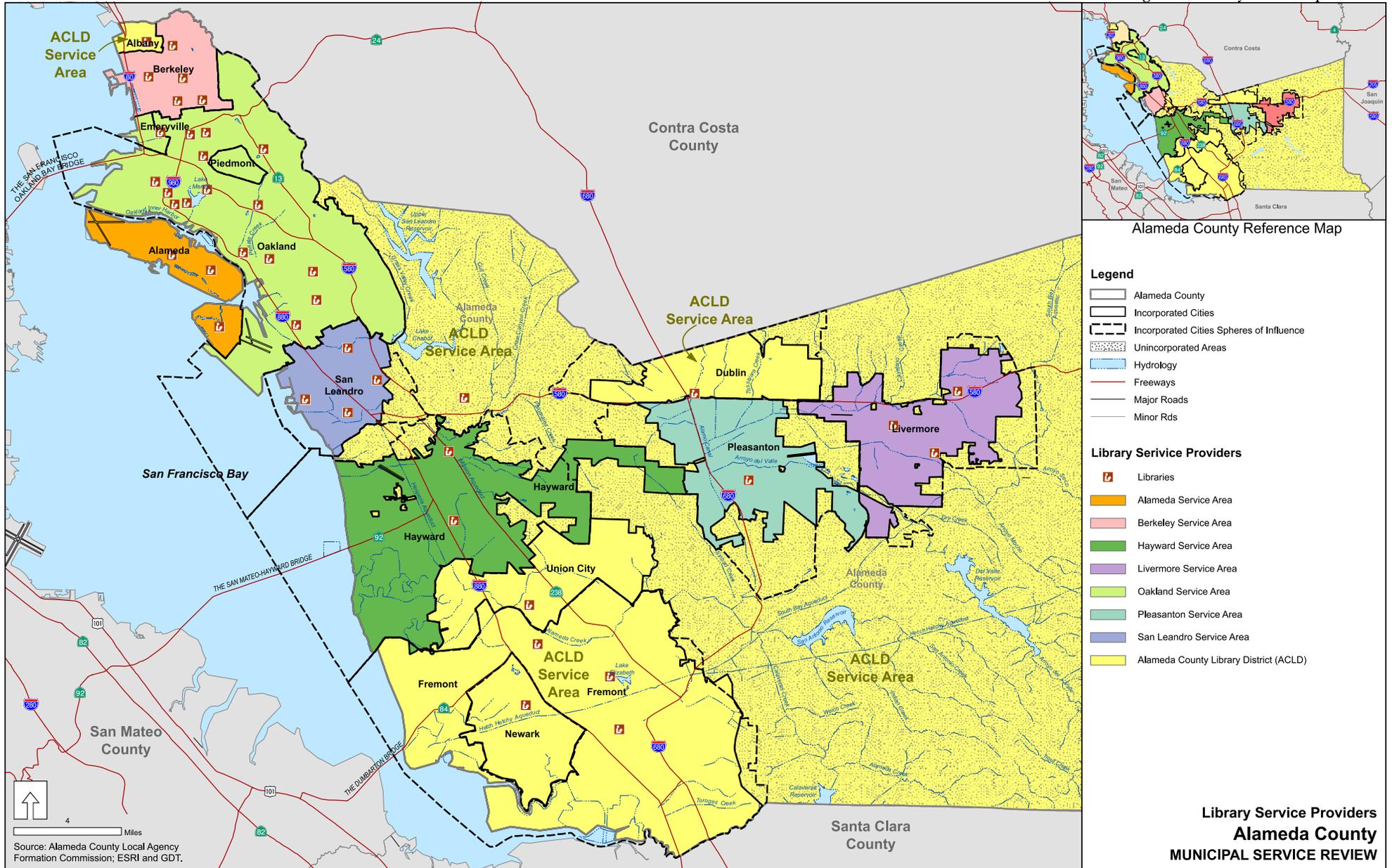
Las Positas College in Livermore serves community college faculty and students. Members of the community are allowed to use the library resources but are not permitted to borrow material.

SERVICE AREA

Library service is available in all developed areas of the County through the cities and ACLD, as shown in Figure 5-2.

None of the agencies directly provides library service outside its boundaries. However, all agencies reported that library facilities are open to all California residents. However, San Leandro charges a fee for library cards for all non-San Leandro residents. Oakland provides contract library service to the cities of Emeryville and Piedmont from branches located in Oakland's boundaries.

Figure 5-2. Library Service Map



Source: Alameda County Local Agency Formation Commission; ESRI and GDT.

SERVICE DEMAND

This section provides various indicators of service demand, such as borrowers per capita, circulation per capita, and projected service demand. Please refer to Chapter 2 for the residential population and job base in each agency, projected population and job growth rates, and a description of growth areas.

DEMAND DRIVERS

Library demand is primarily affected by population and English literacy. The quality and breadth of library collections also affect demand. Population is the primary factor affecting demand through the number of residents using library facilities and through the amount of material being borrowed from the libraries.

Literacy rates affect demand, as illiterate persons are unlikely to attempt to use library facilities. An estimated 21-23 percent of American adults lack the ability or have great difficulty locating information in a short news article. An additional 25-28 percent are “quite limited” and lack an inability to comprehend long texts.⁵⁴ Those with the fewest years of education and those who are new to the United States are most likely to have limited literacy skills.

Nine percent of Alameda County residents over age 5 reported speaking English “not very well” or “not at all” in the 2000 Census. There are a greater concentration of non-English speakers in Oakland, Hayward and the Cherryland and Ashland unincorporated areas. By comparison, there are very few non-English speakers in Piedmont, Pleasanton, Castro Valley, Dublin and Berkeley. Many of Oakland’s library users are non-English speakers, due to the large amount of materials in Spanish, Russian and eight Asian languages. Oakland’s Asian Branch has the highest circulation of any of their other branches.

Eighteen percent of Alameda County residents over age 25 reported they did not complete high school in the 2000 Census. There are greater concentrations of people lacking a high school degree in Oakland, Hayward and the Cherryland and Ashland unincorporated areas. By comparison, there are very few people lacking a high school education in Piedmont, Pleasanton, Berkeley, Albany and the unincorporated area of Sunol.

The desirability of library collections also affects demand. Libraries lacking resources to update their collections and technology, or offering limited collections tend to receive less use than libraries with collections that appeal to a significant portion of the population.

⁵⁴ The National Adult Literacy Survey (NALS) is a comprehensive study of adult literacy conducted in 1992 by the Educational Testing Service on behalf of the U.S. Department of Education. The study measured the English literacy skills of a random sample of over 26,000 individuals in the United States aged 16 years and older.

BORROWERS

Borrowers are defined as the number of individuals with library cards that have been used within the past three years.⁵⁵

There were over 700 borrowers per 1,000 residents countywide in FY 2003-04. .

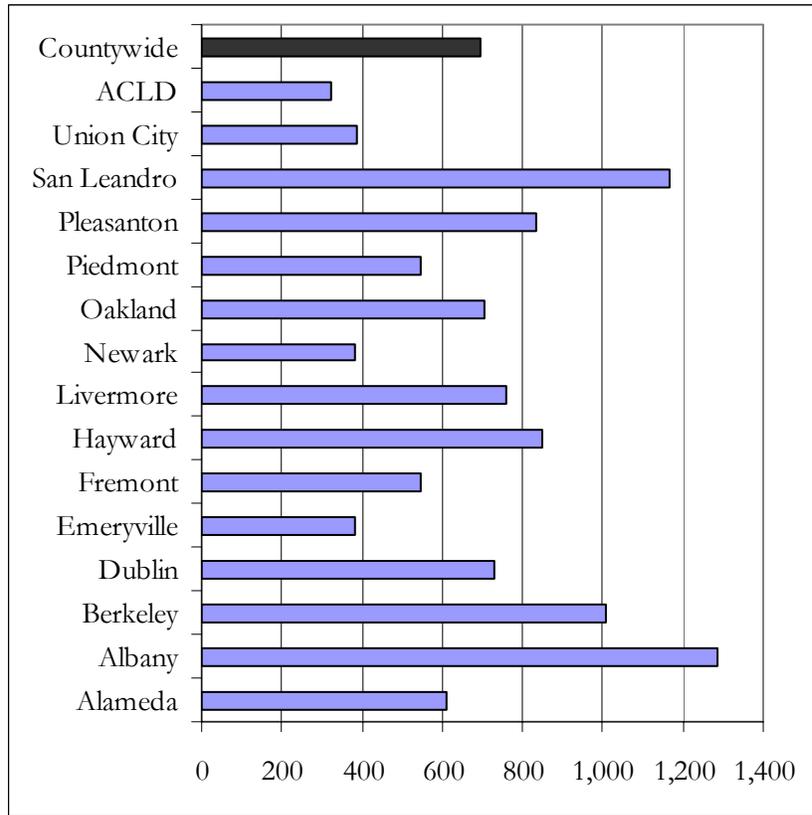
Albany, San Leandro, and Berkeley had the greatest number of borrowers per 1,000 residents. Indeed, these libraries appear to be used by non-residents, as the number of active library cards exceeds the number of residents.

Unincorporated Alameda County, Newark and Union City have relatively low numbers of borrowers per 1,000 residents. These communities

are served by ACLD. The unincorporated areas have a relatively high concentration of people lacking literacy in the English language.

Oakland borrowers per 1,000 residents also include borrowers from Emeryville and Piedmont. Since the two cities contract with Oakland for library service, it is not possible to split out the number of borrowers and library usage by city. Emeryville and Piedmont residents are free to use other libraries systems such as the Berkeley and Albany facilities.

Figure 5-3. Borrowers per 1,000 Residents, FY 2003-04



⁵⁵ Data on borrowers and many of the statistics in this chapter are compiled by the California State Library through an annual survey, and are available in the publication *California Library Statistics 2005*. The most recent publication includes data for FY 2003-04 and is available online at <http://www.library.ca.gov/html/LibraryStats.cfm>.

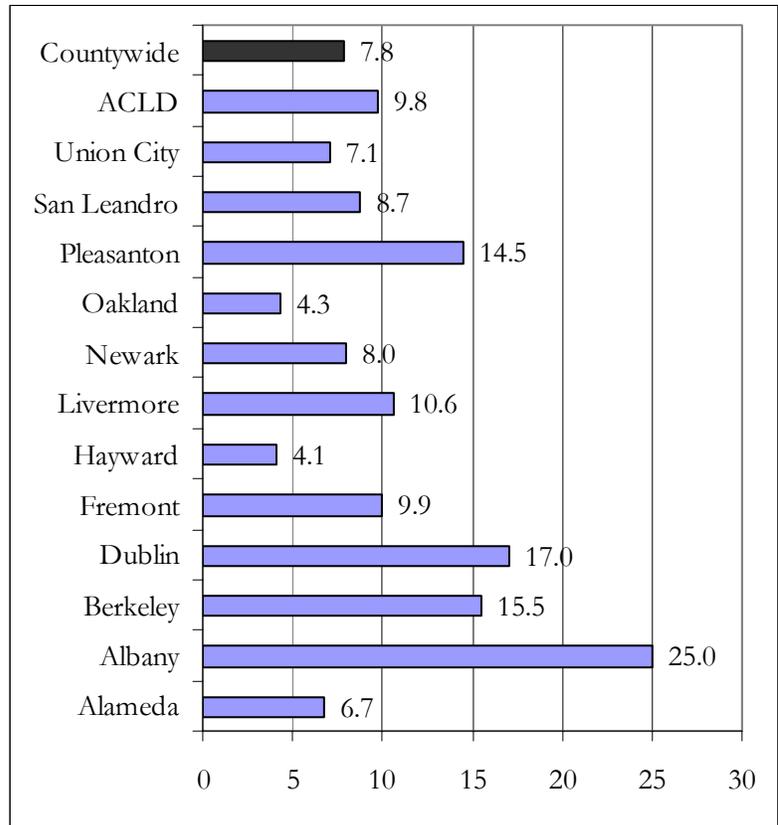
CIRCULATION

Circulation refers to the amount of material borrowed per library system during the fiscal year. Circulation is related to the number of borrowers as well as the number of materials, other than reference materials, the libraries have in the system.

Alameda County has an annual circulation of 7.8 items per resident, as shown in Figure 5-4.

Albany, Dublin, and Pleasanton had the highest circulation per capita in FY 2003-04. Albany and Pleasanton had a relatively high number of borrowers which directly affects circulation. Dublin's high circulation rate reflects a relatively high use rate, which may relate to the quality of the collection or to a high level of demand in the area.

Figure 5-4. Circulation per Capita, FY 2003-04



Oakland, Hayward, and the City of Alameda had relatively low circulation in FY 2003-04. Since these areas did not have the lowest number of borrowers, this reflects a lower rate of material use at these libraries. This could reflect the quality or desirability of the collections in these cities.

PROJECTED SERVICE DEMAND

Library service needs will increase over time with population and economic growth. The County's population is projected to grow four percent over the next five years and 13 percent over the next 15 years.

If current library facilities do not change, projected population growth will increase the demand on the library systems. The City of Dublin will experience the greatest amount of demand as the population within the City grows faster than the rest of the County. Circulation numbers are already high for the Dublin Library and future growth will put a strain on library resources.

Several agencies are planning new facilities, as discussed in the next section.

INFRASTRUCTURE NEEDS OR DEFICIENCIES

In the context of library service, infrastructure needs signify facilities that do not provide adequate capacity to accommodate current or projected demand for service for the region as a whole or for areas within the County.

FACILITY CONDITION

The principal library system infrastructure involves library buildings, materials and books.

The library service providers and the five ACLD contract cities maintain library buildings. There are 45 library facilities operated by local agencies. Of these facilities, four are in excellent condition, 20 are in good condition, 13 are in fair condition, and seven are in poor condition. The City of Alameda did not report the condition of its interim library, but has described the facility as inadequate; however, the City is replacing this library.

Table 5-5 identifies the facilities operated by each agency, along with facility condition and age.

Library facilities in poor condition are described below:

- ACLD-owned Castro Valley Library is housed in an old, outdated building, is overcrowded, has inadequate parking, and does not meet current seismic safety standards.⁵⁶ There is no room for expansion on the current site. Facility replacement is planned for 2009.
- ACLD-owned San Lorenzo Library is inadequate to meet current or future library service needs. The current building is too small and does not accommodate new technologies. Facility replacement is not funded.
- City of Alameda needs a new library which is currently under construction. Branch libraries are single-room buildings without study rooms or space for special programs.
- Livermore's Springtown Branch Library is too small and is not located close to the population and retail center in this area. Funding for a replacement facility has not been identified. The City is developing a building program for a 10,000-12,000 square foot facility should a funding opportunity arise.
- San Leandro's Manor Branch Library is in poor condition; a replacement facility is under construction and scheduled to open in Summer 2006.
- Union City's existing facility cannot meet the needs of patrons and customers. There is not adequate space for stacks, computers or meeting space. Mechanical systems (HVAC) need to be replaced.

⁵⁶ California State Library, Office of Library Construction, Library Bond Act of 2000 Cycle 3 Application Staff Evaluation. Available online at <http://www.olc.library.ca.gov/c3summary/CastroValley.pdf>.

LIBRARY SERVICES

Table 5-5. Library Facility Conditions

Provider	Name	Condition	Year Built	Provider	Name	Condition	Year Built
ACLD	Castro Valley Library	Poor	1962	Oakland	Main Library	Fair	1951
ACLD	San Lorenzo Library	Poor	1967	Oakland	African American Museum & Library	Good	2002
ACLD	Niles Library	Good	1928	Oakland	West Oakland Branch Library	Fair	1979
ACLD	Albany Library	Good	1993	Oakland	Temescal Branch Library	Good	1918
ACLD	Dublin Library	Good	2003	Oakland	Asian Branch Library	Good	1995
ACLD	Fremont Main Library	Good	1987	Oakland	Brookfield Branch Library	Good	1992
ACLD	Centerville Library	Good	1975	Oakland	Cesar E. Chavez Branch Library	Excellent	2004
ACLD	Irvington Library	Good	1972	Oakland	Diamond Branch	Good	1980
ACLD	Newark Library	Good	1983	Oakland	Eastmont Branch Library	Excellent	1998
ACLD	Union City Library	Poor	1978	Oakland	Elmhurst Branch Library	Fair	1949
Alameda	Interim Main and Children's Library	NP	NP	Oakland	Golden Gate Branch Library	Good	1918
Alameda	West End library	Poor	1936	Oakland	Lakeview Branch Library	Fair	1949
Alameda	Bay Farm Island Library	Poor	1980	Oakland	Martin Luther King Jr. Branch Library	Fair	1970
Berkeley	Central Library	Good	1931	Oakland	Melrose Branch Library	Good	2000
Berkeley	Claremont Branch Library	Fair	1924	Oakland	Montclair Branch Library	Good	1930
Berkeley	North Branch Library	Fair	1936	Oakland	Piedmont Avenue Branch Library	Fair	1932
Berkeley	South Branch Library	Fair	1927	Oakland	Rockridge Branch Library	Good	1996
Berkeley	West Branch Library	Fair	1923	Pleasanton	Pleasanton Public Library	Fair	1988
Hayward	Hayward Main Library	Fair	1951	San Leandro	Main Library	Good	2000
Hayward	Weekes Branch Library	Good	1964	San Leandro	Mulford Marina Branch Library	Excellent	2006
Livermore	Civic Center Library	Excellent	2004	San Leandro	South Branch Library	Fair	1975
Livermore	Rincon Branch Library	Good	1992	San Leandro	Manor Branch Library	Poor	1966
Livermore	Springtown Branch Library	Poor	1985				

ALAMEDA LAFCO COMMUNITY SERVICES MSR

In addition to the facilities in poor condition, the following infrastructure needs and deficiencies were identified:

- Albany's 2006 capital projects include a review of the facility's roofing due to leaks and new carpeting.
- Berkeley's Claremont, South, and West branch libraries were last remodeled in the 1970s, and need remodeling. The North Branch library needs expansion and remodeling.
- Fremont needs a new library branch in the Warm Springs area to provide neighborhood access to library services.
- Hayward's Main Library is an aging facility constructed more than 50 years ago.
- Oakland Main Library needs expansion and renovation. Six branch libraries need expansion, one of which also needs renovation. Five other branch libraries need renovations. Improved technology infrastructure is needed at the Temescal, Elmhurst and Rockridge branches. The City is currently building a new library in eastern Oakland on 81st Avenue. The Martin Luther King Jr. library is being renovated to improve service, security, technology and to make upgrades to the building. The Piedmont Avenue facility is too small to accommodate service needs including collection, seating, computers and programs. Oakland is planning to relocate and build a new facility.
- The Pleasanton library building needs to be expanded. The current facility is too small for storage, service and space needs.
- Union City reported that it needs a second library facility within the City.

Aging facilities is a service challenge faced by many agencies. Aging facilities also indicate that there is not enough room to expand current library services. Funding for new libraries is difficult to acquire for many of the agencies. Several cities cited the lack of funding as a service challenge. Fremont and Pleasanton reported that they have decreased library hours due to financial constraints. Table 5-6 shows the service challenges faced by library service providers.

Table 5-6. Library Service Challenges

Agency	Service Challenges
Alameda	At branch libraries, the single-room facilities lack space for meetings or special programs. Current staffing levels are minimum levels for basic services, limiting community outreach and in-house programming.
Albany	Increasing costs for employee benefits have resulted in deficient funds for library services in recent years.
Berkeley	Aging facilities and the lack of capital funds to address the needed renovations affect the Library's ability to expand its services using its existing facilities.
Dublin	Insufficient funding lies at the heart of most service challenges: growing service needs, library materials for diverse populations, and meeting increasing technological needs.
Emeryville	NP
Fremont	Due to funding constraints, the City stopped funding supplemental ACLD library hours in March 2003. Although the County funds some of the reduced hours, libraries are now open fewer hours than in the past.
Hayward	In recent years, providing core library services to a highly diverse community has been challenging due to general fund budget shortfalls. The Main Library is an aging facility constructed more than 50 years ago.
Livermore	The Springtown Branch Library is too small and is not located close to the population/retail center in this area of Livermore. A new branch library is needed; however, funding has not been identified for a new facility.
Newark	None
Oakland	Aging facilities present a challenge. Challenges related to technology will be alleviated by network upgrade and new integrated library system—projects in negotiation with vendors.
Piedmont	NP
Pleasanton	The facility is 18 years old and could benefit from capital upgrades and expansion to address a significant increase in library usage.
San Leandro	Library funding has been cut over the last four years. Two branch libraries are aging and need renovation.
Union City	The facility is inadequate for serving the customer/patron volume.
ACLD Unincorporated	Insufficient funding lies at the heart of most service challenges: aging facilities, growing service needs, library materials for diverse populations, and meeting increasing technological needs.

OPPORTUNITIES FOR SHARED FACILITIES

Library service providers share facilities as all residents of California may use the library services freely. Library patrons are more likely to go to branches that are more convenient for them.

- All library service providers, except for San Leandro, are members of the Bay Area Library and Information System JPA which provides reciprocal service to all residents of Alameda, Contra Costa and San Francisco counties without charging non-resident fees, as well as joint purchasing of electronic databases and e-books.
- ACLD and Oakland library meeting rooms are open to community non-profit groups.
- Alameda shares space in all libraries with Alameda Unified School District for homework assistance programs.
- Whenever possible, the Berkeley Library partners with local organizations to share or coordinate services to its patrons and citizens of Berkeley.
- A joint ballot general obligation bond measure between Livermore, LARPD and the School District funded the construction of the new Civic Center Library.

There are additional opportunities for sharing facilities in the future. Several cities, Livermore, Oakland and San Leandro are considering joint projects with local school districts when planning new library facilities. Oakland is currently building a joint school/public library which is scheduled to open in Fall of 2008. Hayward is considering a one-year pilot project sharing library and school resources and a literacy project in conjunction with the Hayward Fire Department.

SERVICE STANDARDS AND ADEQUACY

To assess infrastructure deficiencies and needs, it is necessary to analyze the adequacy of the facilities and related services in meeting the needs of the populace. Adequacy can be gauged by various factors including average weekly hours open and the book volumes per capita.

Regulatory Overview

The Library of California Act created the Library of California in 1999. The Library of California was established to provide equitable access to library materials and information resources for all Californians. The Library of California is under the policy direction of the Library of California Board. There are seven regional library networks to provide the regional services specified in the Library of California Act. The Bay Area Library and Information System services Alameda County. Under this Act, all Californians are free to use any library service in the State.

In June 2003, the U.S. Supreme Court decided that libraries are subject to the provisions in the Children's Internet Protection Act (CIPA). Compliance with CIPA is a condition of being accepted for Library Services and Technology Act (LSTA) grants. Academic and special libraries are exempt from CIPA regulations unless applying for a grant in partnership with an agency is subject to CIPA regulations. A public library must certify to the Library of California that it has an Internet safety policy and a filter in place to qualify for LSTA funds, or the public library must show that it is not

using LSTA funds for the purchase of computers used to access the Internet or for the direct costs associated with accessing the Internet.

Weekly Hours

Weekly hours reflect the amount of service the library system provides. Weekly hours also affects the amount of borrowers and circulation. Libraries open only during normal work and school hours will see fewer borrowers and also less circulation compared with libraries open before and after normal work and school hours.

As shown in Figure 5-7, Pleasanton, Livermore, and Hayward library systems are open the longest. Pleasanton’s library is open 62 hours a week, while Livermore and Hayward libraries are open an average of 48 hours respectively.

Fremont, Albany and Oakland library systems are open the least on average. Fremont and Albany contract service from ACLD. Albany levies a library assessment to finance supplemental library operating hours. Fremont does not levy an assessment and has cut back funding for additional library hours in order to reduce the budget deficit. As of FY 2005-06, Fremont receives no enhanced service levels from ACLD. Although the Fremont Main Library is open 47 hours per week, Fremont branches are open 7-14 hours per week. As of FY 2005-06, Oakland has a reauthorized a local tax (Measure Q), which has supported increased branch hours to 43 hours per week and maintains 48 per week at Main.

Figure 5-7. Average Weekly Hours Open

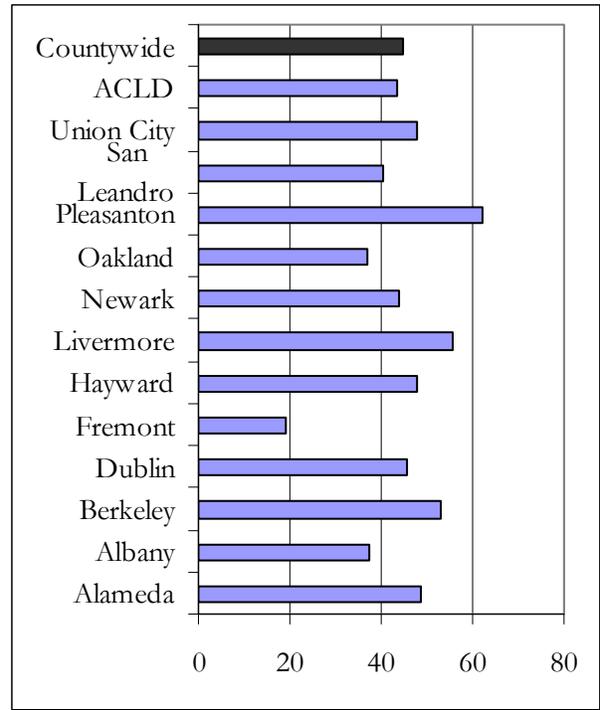


Figure 5-8. Book Volumes per Capita, FY 2003-04

Book Volumes

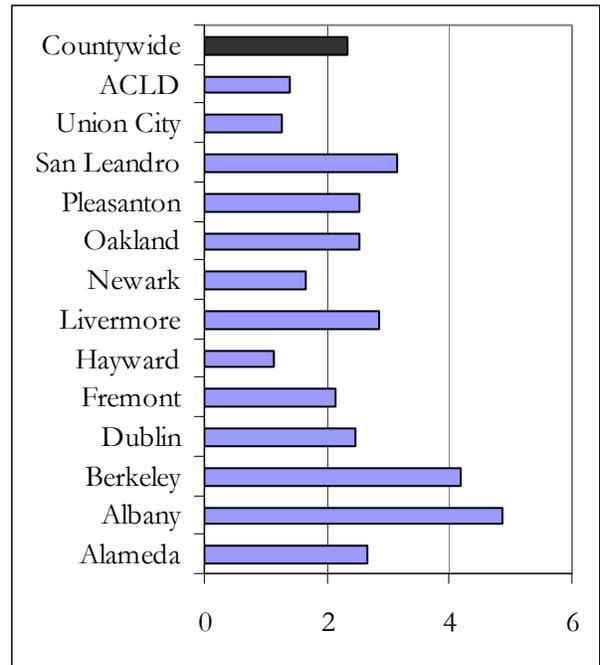
The number of books in the library system is an indicator of library capacity and service level.

The cities of Albany, Berkeley, and San Leandro had the most book volumes per capita, as shown in Figure 5-8. Albany and Berkeley also had high circulation (see Figure 5-4) indicating that book volumes and circulation are related.

Hayward, Union City and unincorporated Alameda County had the least book volumes per capita. Hayward and unincorporated Alameda County also had low circulation per capita.

The book volumes per capita also acts as an indicator of library service demand. Low book volumes per capita are tied to lower circulation numbers as well as lower numbers of borrowers. If circulation is low, there is less of a need for a large library collection. Conversely, if circulation is high, a large library collection is needed to meet library service demand.

Library patrons also may choose to go to other libraries further away or in different cities if local libraries do not have enough books or the books that patrons are looking for.



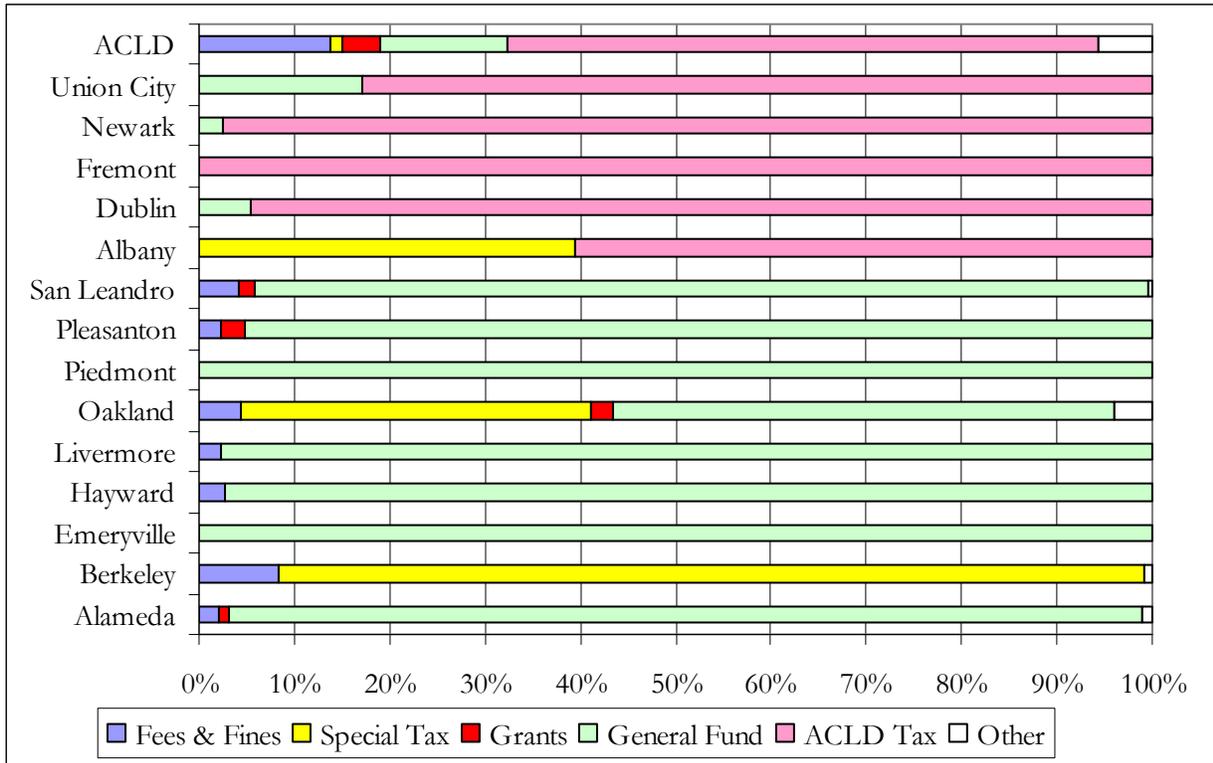
FINANCING CONSTRAINTS AND OPPORTUNITIES

Service-related financing constraints and opportunities are discussed in this section. The scope includes revenue sources, financing constraints and assessments. The section identifies financing, rate restructuring and cost-avoidance opportunities.

FINANCING SOURCES

As shown in Figure 5-9, general fund revenues and property taxes allocated to ACLD are the primary financing sources for library operations in Alameda County. Special taxes and assessments are significant funding sources for Albany, Berkeley and Oakland. Library fees and fines and grants provide a relatively modest share of funding.

Figure 5-9. Library Service Financing Sources, FY 2003-04



ACLD and its constituent cities—Albany, Dublin, Fremont, Newark and Union City—rely primarily on property taxes paid by residents and collected by ACLD. Dublin, Newark and Union City provide supplemental funding from their general funds to extend library hours beyond basic service levels. Albany finances supplemental library hours through a special library tax paid by residents. Fremont is the only ACLD city that does not pay for supplemental library hours.

Berkeley finances library services primarily through a special tax. The special library tax is based on a square footage calculation and is collected through the property tax bill. Originally established in 1980 and reauthorized in 1988, the tax rate is inflation-indexed and increases annually. Very low-income households are exempted from the special tax.

The Oakland Public Library system is financed primarily with general fund revenues and secondarily with a special tax, grants, and other sources. The special library tax, Measure Q, is based on residential units. Single family residential properties are assessed \$75 per year, multi-family dwellings are assessed \$51.24 per residential unit, and non-residential properties are assessed \$38.41 for every single family residential unit equivalent. The City Council may increase the proposed parcel tax rate after the first three years the tax is imposed. Increases will be based on changes in the cost of living as measured by the Consumer Price Index for the immediate San Francisco Bay Area with 1994 as the base year. The increase is limited to five percent of the parcel tax rate in effect the previous fiscal year on an annualized basis. Originally established in 1994 and reauthorized in 2004, the tax rate is inflation-indexed and increases annually.

Alameda, Hayward, Livermore, Pleasanton, and San Leandro rely primarily on general fund revenues to finance their library operations. Emeryville and Piedmont finance library services by contract with the City of Oakland through general fund revenues.

Facilities Financing

Bond financing is the primary financing source used to build new facilities. State grants and development impact fees are also used to finance library facilities.

The cities of Albany, Dublin, Fremont, Livermore, Oakland, Pleasanton and San Leandro have financed new library facilities within the past 20 years.

Albany financed its library facility primarily through State grants under the California State Construction Act of 1988. One-third of the funding was from a lease revenue bond floated by the City in 1997; that bond revenue also financed a community center complex and improvements to the City's maintenance center.

Dublin and Pleasanton financed new library facilities with development impact fees that may be used for library facilities, among other purposes. Dublin also used general fund revenues to build its new library. Livermore financed its new library facilities with a voter-approved general obligation bond, the proceeds of which financed not only library facilities but also other City facilities.

Bonded debt and grant funds have been used by San Leandro. San Leandro floated certificates of participation to finance the library as well as a community center building, acquisition and construction of two new fire stations and other public improvements. The City was awarded \$3.8 million in grant funding for replacement of its Manor Branch Library by the State Office of Library Construction; the grants are financed by a statewide bond measure.

The City of Alameda is in the process of constructing a new main library. In November of 2000, Alameda voters passed Measure O, a \$10.6 million bond to build the new library. In December 2002, Alameda was awarded \$15.5 million in state grant funds, which will be used with the proceeds of Measure O to fund the new library.

Oakland was awarded a \$6.5 million grant in 2004 for construction of a new library facility on 81st Avenue by the State Office of Library Construction. Oakland must finance 35 percent of the building costs through local matching funds.

Union City reported that if it were to build a new library, it would most likely be financed by a combination of State grant funds, redevelopment agency funds and development impact fees.

ACLD is replacing the Castro Valley library facility through grant funding and local matching funds. In December 2004, the State Office of Library Construction approved a \$13.9 million grant for a new library facility projected to open in 2009; this facility funding is supplemented by \$7.4 million in funding from the County. The facility is owned by the County, not the Castro Valley Library CSA. Funding of the new library will not involve the CSA.

The County has selected a site for a new San Lorenzo library and completed conceptual plans and a community visioning process. The new facility is expected to cost approximately \$25 million. Replacement of the San Lorenzo Library is not funded as of this writing. ACLD will compete for grant funding for this facility from the State Office of Library Construction within the next few years; if awarded grant funds, the County will be required to finance 35 percent of project costs through local matching funds.

FINANCING CONSTRAINTS

Financing for library operations is heavily constrained by Propositions 13 and 218.

Proposition 218, which California voters approved in 1996, requires voter or property owner approval of increased local taxes, assessments, and property-related fees. Majority voter approval is required for imposing or increasing general municipal taxes, such as business license or utility taxes. Proposition 218 reiterated the Proposition 13 requirement for two-thirds voter approval of special taxes for which revenues are designated for specific purposes, such as library services. In addition, Proposition 218 added new substantive and procedural steps that must be followed to impose a property-related fee or charge.

Please refer to Chapter 3 for further discussion of general fund financing constraints and property tax limitations.

FINANCING OPPORTUNITIES

Financing opportunities that do not require voter approval include increasing library fees and fines, floating lease revenue bonds to finance facilities, and State grant funding.

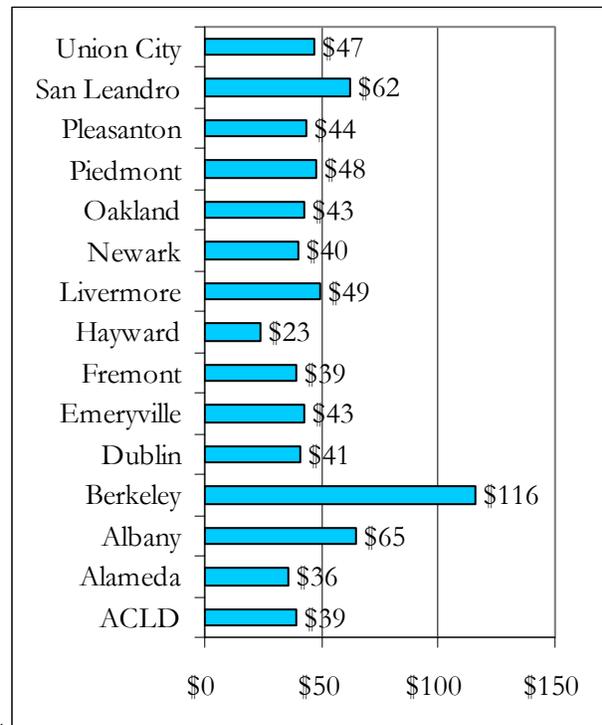
If passed, a June 2006 ballot measure—the California Reading and Literacy Improvement and Public Library Construction and Renovation Bond Act—would authorize \$600 million in grant funding for library construction. The funding would be distributed on a competitive basis to agencies submitting grant proposals. Agencies awarded grants are required to fund 35 percent of project costs through local matching funds.

COST AVOIDANCE OPPORTUNITIES

Library service costs per capita are calculated using the agency’s actual library operating expenses and the resident population in FY 2003-04.

Berkeley, Albany and San Leandro had the highest library service costs per capita. Albany and Berkeley face relatively high demand on their libraries, and offer a relatively high service level. Albany contracts with ACLD for supplemental services, financing these through an assessment paid by its residents. The Albany facility offers a high service level compared with other providers. San Leandro has a relatively high volume of books per capita and is open somewhat longer than other agencies’ libraries; however, actual use of the library is relatively low as measured by circulation per capita. There do appear to be cost avoidance

Figure 5-10. Service Costs per Capita, FY 2003-04



ALAMEDA LAFCO COMMUNITY SERVICES MSR

opportunities in the Berkeley and San Leandro library systems. The agencies may wish to conduct performance evaluation, benchmarking and outreach to determine whether their library expenditures are achieving City goals.

Hayward has the lowest library operating costs per capita. Hayward faces relatively low demand (circulation per capita). This low-cost approach may reflect community priorities. However, it is possible that a lack of investment in library materials is affecting demand.

No specific cost avoidance opportunities were identified.

OPPORTUNITIES FOR RATE RESTRUCTURING

Opportunities for rate restructuring are fairly limited due to financing constraints. Restructuring assessments and general fund tax rates is subject to voter approval requirements.

The jurisdictions do have opportunities to restructure user fees (i.e., library fees and fines) and development impact fees. However, there are limits to the increases that may be enacted. In order to raise user fees, the jurisdiction must document that the fee recoups only the cost of providing the fee-related service. There are opportunities for jurisdictions to increase these fees, and many jurisdictions do increase user fees on an annual basis. Preparation of a development impact fee study is required for updating such fees; due to the cost of such a study, development impact fees are typically increased on an occasional basis rather than annually.

POLICY ANALYSIS

This section provides policy analysis focused on the cities and special districts that provide library service under LAFCo’s purview. The policy analysis includes assessment of local accountability and governance and evaluation of management efficiencies, and identifies several government structure options that may be considered by LAFCo.

LOCAL ACCOUNTABILITY AND GOVERNANCE

This section provides an overview of local accountability and governance for the library service providers, and discusses agency data disclosure practices in response to MSR inquiries.

Table 5-11. Accountability Indicators

Indicator	ACLD	Alameda	Berkeley	Hayward
Direct service provider	Yes	Yes	Yes	Yes
Service recipients are constituents	Yes	Yes	Yes	Yes
Uncontested elections since 1994	None	None	None	None
Latest contested election	Nov-02	Nov-04	Nov-04	Mar-04
Latest voter turnout rate	52%	78%	77%	41%
Countywide turnout rate	53%	77%	77%	44%
Efforts to broadcast meetings	Yes	Yes	Yes	Yes
Constituents updated via outreach	Yes	Yes	Yes	Yes
Solicits constituent input	Yes	No	Yes	Yes
Discloses finances	Yes	Yes	Yes	Yes
Discloses plans	Yes	Yes	Yes	Yes
Posts public documents on web	Yes	Yes	Yes	Yes
Indicator	Livermore	Oakland	Pleasanton	San Leandro
Direct service provider	Yes	Yes	Yes	Yes
Service recipients are constituents	Yes	Yes	Yes	Yes
Uncontested elections since 1994	None	None	None	None
Latest contested election	Nov-03	Mar-04	Nov-04	Nov-04
Latest voter turnout rate	36%	40%	84%	77%
Countywide turnout rate	22%	44%	77%	77%
Efforts to broadcast meetings	Yes	Yes	Yes	Yes
Constituents updated via outreach	Yes	Yes	Yes	Yes
Solicits constituent input	Yes	Yes	Yes	Yes
Discloses finances	Yes	Yes	Yes	Yes
Discloses plans	Yes	Yes	Yes	Yes
Posts public documents on web	Yes	Yes	Yes	Yes

ALAMEDA LAFCo COMMUNITY SERVICES MSR

The assessment of local accountability and governance is generally an agency-wide assessment. All agencies hold open elections for their governing bodies, prepare meeting agendas and minutes, and have accessible staff and elected officials, as shown in Table 5-11.

ACLD is comprised of a five member governing body. The five supervisors are elected by district to four-year terms of office. The governing body meets weekly. Agendas for each weekly meeting are posted by the Board Clerk on the Internet and at the County Administration building. The Board Clerk provides notice for meetings and disseminates minutes. Board actions and meeting minutes are available on the Internet. Through the County website, the public has access to live audio webcasts and archived audio webcasts of regular Board meetings for viewing online at their convenience. The agency also discloses finances, plans and other public documents via the Internet

All of the agencies cooperated with the MSR process. All of the agencies provided a complete response to LAFCo’s MSR questions regarding library service.

EVALUATION OF MANAGEMENT EFFICIENCIES

This section provides analysis of management efficiencies at the library service providers. This section considers the effectiveness of each agency in providing efficient, quality public services. Efficiently managed agencies are deemed those that consistently implement plans to improve service delivery, reduce waste, eliminate duplications of effort, contain costs, maintain qualified employees, and build and maintain adequate contingency reserves.

Reserves

The County Library had a fund balance of \$2.1 million at the end of FY 2003-04, which amounted to 11 percent of appropriations. Each of the cities, except Albany, maintains adequate general fund contingency reserves, as discussed in Chapter 3.

Management Practices

Table 5-12. Management Practices

	ACLD	Alameda	Berkeley	Hayward
Benchmarking	No	No	No	No
Performance Evaluation	Yes	Yes	Yes	Yes
Performance-based Budgeting	No	Yes	No	No
Workload Monitoring	Yes	Yes	Yes	Yes
	Livermore	Oakland	Pleasanton	San Leandro
Benchmarking	No	Yes	No	No
Performance Evaluation	Yes	Yes	Yes	Yes
Performance-based Budgeting	No	Yes	No	No
Workload Monitoring	Yes	Yes	Yes	Yes

As Table 5-12 shows, ACLD management practices include a biannual establishment of objectives for the next six months. The objectives are monitored on a monthly basis and a status report to the community is published every six months. The District conducts personnel

evaluations. The District does not conduct benchmarking. The County library system is part of the County's annual financial audit.

Oakland participates in service benchmark studies (i.e., comparing the City's basic performance indicators to those in comparable jurisdictions), conducts performance-based budgeting and monitors workload. The County also includes performance measures in their annual budgets. Other service providers indicated that they make efforts to monitor productivity; the agencies' budgets track accomplishments rather than workload and performance indicators.

Most agencies could improve management practices by benchmarking and by tracking workload and performance.

GOVERNMENT STRUCTURE OPTIONS

Several government structure options were identified, and are discussed in this section. The MSR identifies the option, advantages and disadvantages, and evaluation issues. The Commission or the affected agencies may or may not initiate studies on these options in the future, although LAFCo is required to update all SOIs by January 1, 2008. Various options for spheres of influence are discussed in Chapter 8.

ACLD Detachment

Detachment of the cities of Albany, Dublin, Fremont, Newark, and/or Union City from the ACLD is an option. Currently, a share of the one percent property tax paid by property owners in each of the cities funds basic ACLD service levels. The cities are responsible for facility financing, construction and maintenance.

The ACLD system in the unincorporated areas, Union City and Newark has the lowest number of active library cards and book volumes per resident, indicating the libraries may not be meeting constituent needs. Union City reported that its library facility is in poor condition. Both Union City and Fremont reported desiring an additional library branch in their cities. If cities manage to finance additional facilities, they may also evaluate operating costs and service levels for the new branches.

In considering alternatives, detachment from ACLD and establishment of an independent library system in Fremont, Newark, and/or Union City is an option. A related alternative would be for these cities to detach and establish a joint library system through a JPA.

None of the affected cities has proposed this option. If agencies express interest in this option in the future, topics for further evaluation might include library service levels, operating costs for new facilities, and the particulars of property tax transfer from ACLD to detaching cities.

Dublin Library CSA Dissolution

The dissolution of the Dublin Library CSA is an option.

The CSA was created to finance construction of a public library building in what was then unincorporated Dublin. CSA boundaries include the western portion of the City of Dublin. The CSA has been inactive since 1999. Although ACLD provides library service to Dublin through property taxes paid by Dublin residents, the City is responsible for library facilities. Specifically, the

ALAMEDA LAFCO COMMUNITY SERVICES MSR

City owns the facility, bears maintenance responsibility, and is responsible for financing facility improvements or replacement. In 2003, the City of Dublin built a new library building and the County disposed of the original library building funded by the CSA. Dublin financed its new library facility with development impact fees and general fund revenues.

There is no remaining purpose or function for the CSA. The only disadvantage of dissolving the CSA is the cost associated with the dissolution process.

Castro Valley Library CSA Reorganization

Reorganization of the Castro Valley Library CSA, including annexation and possibly detachments, is an option. Annexation of areas in Crow Canyon, Eden Canyon, Fairview and Five Canyons to the CSA is an option. Detachment of territory lying within the Castro Valley Library CSAs (and annexation to the San Lorenzo Library CSA) is also under consideration to realign the CSA bounds with the library service areas.

The CSA was created to finance construction of a public library building in the Castro Valley area. The boundary area includes the portion of Castro Valley west of Cull Canyon, and does not include Fairview, Five Canyons, and the Crow Canyon areas.

The CSA is not active and does not finance or provide municipal services. ACLD is replacing the Castro Valley library facility through grant funding and local matching funds. In December 2004, the State Office of Library Construction approved a \$13.9 million grant for a new library facility projected to open in 2009; this facility funding is supplemented by \$7.4 million in funding from the County. The facility is owned by the County, not the Castro Valley Library CSA.

ACLD reported that depending on both capital and operating needs, it may wish to seek voter approval for an assessment, special tax or other funding stream in the future. The new facility will be larger than the existing facility, so facility maintenance costs are expected to increase in the future. Property tax revenues fund only basic service levels for ACLD. However, the CSA is not presently authorized to finance library operations other than maintenance expenses.

ACLD anticipates considering reactivation of the CSA within the next several years. At that point, the District plans to re-examine the boundary area for the Castro Valley Library CSA to determine a more appropriate boundary. ACLD indicated that it would examine the boundaries of the Castro Valley Sanitary District (CVSD) and the Castro Valley Unified School District (CVUSD) to determine potential annexation areas. Analysis of the boundaries of these agencies indicates that potential annexation areas to be considered by ACLD include the eastern portion of Castro Valley and various outlying fringe areas.⁵⁷

This option appears unlikely. If proposed in the future, topics for further evaluation include the extent of costs that may be financed within the existing powers of the CSA, whether the CSA powers may be expanded to include other operating costs, financing alternatives, the extent to which residents in outlying canyon areas patronize the library, and the advisability of extending CSA boundaries into the City of Dublin's western SOI area.

⁵⁷ CVSD boundaries extend farther east than the CSA—generally to Eden Canyon Road, and there are outlying fringe areas near Lake Chabot that lie within CVSD boundaries but not within the CSA. CVUSD boundaries extend into outlying areas as far north as the Alameda-Contra Costa County line, as far east as Schaeffer Ranch in Dublin, and as far south as Niles Canyon.

Castro Valley Library CSA Dissolution

The dissolution of the Castro Valley Library CSA is an option. The CSA was created to finance construction of a public library building in the Castro Valley area. A new facility is being financed without use of the CSA mechanism. The CSA is not active and does not finance or provide municipal services. The only operating costs that the CSA is authorized to provide involve repair and maintenance of buildings and equipment (except books). Unless CSA powers are expanded, it appears unlikely that the potential benefit of the CSA (i.e., allowable maintenance expenditures) would be significant enough to merit reorganization and election expenses.

Once library construction is completed in 2009, it would be appropriate to consider dissolution of the CSA. It is recommended that this option be considered in the next LAFCo MSR cycle. Topics for further evaluation might include the amount in maintenance expenditures that the CSA could potentially finance, the pros and cons of expanding CSA powers to include financing other operating expenditures, the costs of reorganization and election, and the availability of financing alternatives.

San Lorenzo Library CSA Annexation

Annexation of territory to the San Lorenzo Library CSA is an option. At present, annexable areas involve pockets not lying within either the San Lorenzo Library CSA or the Castro Valley Library CSA. Other potential annexation areas might involve other territory currently within the bounds of the Castro Valley Library CSA.

The CSA was created to finance construction of a public library building in the San Lorenzo area. The boundary area includes the unincorporated communities of San Lorenzo, Cherryland, and Ashland.

The CSA is not active and does not finance or provide municipal services.

The County has selected a site for a new San Lorenzo library and completed conceptual plans and a community visioning process. The new facility is expected to cost approximately \$25 million. Replacement of the San Lorenzo Library is not funded as of this writing. ACLD will compete for grant funding for this facility from the State Office of Library Construction during the next available funding cycle (most likely several years); if awarded grant funds, the County will be required to finance 35 percent of project costs through local matching funds.

If awarded State grant funds, ACLD anticipates that a San Lorenzo Library CSA may be needed to help secure the local matching funds required for that project. ACLD may wish to seek voter approval for an assessment, special tax or other funding stream in the future. ACLD reported that it has begun to examine the appropriateness of the CSA's current boundaries, and may wish to update the boundaries in FY 2006-07.

This option appears unlikely. If proposed in the future, topics for further evaluation include financing alternatives and library use patterns by residents located in the eastern portion of the CSA.

San Lorenzo Library CSA Dissolution

The dissolution of the San Lorenzo Library CSA is an option. The CSA was created to finance construction of a public library building in the San Lorenzo area. A new facility may be financed

ALAMEDA LAFCO COMMUNITY SERVICES MSR

without use of the CSA mechanism. The CSA is not active and does not finance or provide municipal services. It is unclear whether the CSA is authorized to finance library operating expenditures and, therefore, whether the CSA is an appropriate mechanism for seeking voter-approved assessments to finance such expenditures.

It would be appropriate to consider dissolution of the CSA in the next LAFCo MSR cycle. Topics for further evaluation might include whether or not the CSA is authorized to finance library operating expenditures and financing alternatives.

CHAPTER 6: MOSQUITO & VECTOR ABATEMENT SERVICES

This chapter discusses the provision of mosquito and vector abatement services in Alameda County by the County, cities and special districts. The chapter addresses questions relating to growth and population projections, current and future service needs, infrastructure needs, and financing constraints and opportunities. Policy analysis—including shared facilities, cost avoidance, rate issues, government structure options, evaluation of management efficiencies, and local accountability and governance—is focused on service providers under LAFCo’s jurisdiction.

Mosquito and vector abatement refers to the monitoring, control and source reduction of mosquitoes, pests, rodents and other vectors of viral diseases. Additional responsibilities of mosquito control and vector abatement service providers include public education and outreach activities.

SERVICE OVERVIEW

This section provides an overview of mosquito and vector abatement services and service providers in Alameda County, and explains how the various services are delivered and shared by the agencies.

SERVICES

Mosquito and vector abatement services include monitoring, control, source reduction, and educational activities.

Mosquito Abatement Services

Mosquito abatement services involve protection of the public’s health and comfort through abatement of mosquitoes. Services include surveillance and control of mosquito populations and vector-borne diseases, as well as public education and distribution of informational materials. Surveillance of mosquito populations and vector-borne diseases carried by mosquitoes is performed in conjunction with the California Department of Health Services (DHS) Vector-borne Disease Section. Mosquitoes, blood samples from sentinel chicken flocks, and bird carcasses are sent to DHS for testing.⁵⁸ Surveillance activities also include the maintenance of a database of identified mosquito species and locations (for larvae and adult mosquitoes) throughout the County.

Mosquito control activities include biological, physical and chemical control methods.

The most common biological mosquito control agent used is the mosquitofish—fish that can eat mosquito larvae as soon as the larvae hatch from eggs, as many as 100 per day. These fish have been one of the most effective non-insecticidal and non-chemical methods of controlling

⁵⁸ The ACMAD maintains three sentinel chicken flocks that are tested for antibodies to vector-borne viruses. Positive test results can reveal the presence of infected mosquitoes within the vicinity of the chicken flocks.

mosquitoes for over eighty years. Mosquitofish are intended to be used for stocking ornamental ponds, unused or "out-of-order" swimming pools, and animal water troughs. Although a natural way of controlling mosquito larvae without the use of insecticides or chemicals, mosquitofish should never be placed in any natural habitat, such as lakes, streams, rivers, or creeks. Their introduction into certain natural habitats may disrupt the ecological balance that exists there.

Physical control methods include environmental manipulation to eliminate mosquito breeding sites. Physical control methods are not typically practiced directly by mosquito abatement service providers, but the agencies do provide technical assistance to landowners and work with lead drainage system construction and maintenance agencies to ensure that mosquito control concerns are incorporated into drainage construction plans.

Chemical control methods consist of the application of pesticides to land and water sources of adult mosquitoes and mosquito larvae respectively. Pesticides are applied to mosquito breeding areas using hand, truck, or aerial pesticide application devices. Commonly treated sources include catch basins, utility vaults and marshes.

Mosquito abatement services also include public education on mosquito control through dissemination of materials to schools, city councils, civic groups, libraries and other public and private groups.

Vector Control Services

Vector control services include the control of public health nuisances carried by rats, wild animals, fleas, ticks, mites, flies, and other insects.⁵⁹ Agencies providing vector control services also investigate solid waste and storage complaints related to refuse, human and animal waste and odors. Vector control agencies investigate public concerns and provide educational information regarding vectors and vector-borne diseases to the general public.

Vector surveillance and suppression activities include the monitoring and control of wildlife, rodents, insects, and domestic animals. Service providers respond to reports of rats and mice at households and businesses and recommend actions to suppress rodent populations. Rodent inspection and suppression is also conducted for the City of Oakland sewer system and neighboring municipal sewer systems. Their responsibilities include investigating nuisances related to wild animals such as bats, skunks, opossums and domestic animals. Agencies work with local animal control agencies and assist the State Department of Health Services with animal bite reporting. Additionally, the agencies identify, inspect, and provide consultation for reports of insect and arthropods including fleas, mites, lice and ticks.

Vector control services also include surveillance and control of vector-borne diseases. Responsibilities include investigation of animal and human illnesses, including Lyme disease, head lice and rabies, to determine causes and recommend preventive measures. Other disease surveillance tasks involve collection and submission of ticks to the Public Health Laboratory for Lyme disease testing.

⁵⁹ The CSA would not be responsible for handling bird flu, if and when that disease should arrive in the Bay Area. Bird flu is not transmitted by vectors. The California Department of Health Services and the U.S. Department of Agriculture's Animal and Plant Health Inspection Services division would be responsible.

Nuisance abatement services provided by vector control agencies involve responding to complaints of garbage accumulation and animal waste. Agencies follow up with these complaints to ensure compliance with applicable laws.

Vector control service providers provide education on vectors and vector-borne diseases through public presentations, displays, newsletters and brochures.

SERVICE PROVIDERS

Table 6-1. Mosquito and Vector Abatement Service Matrix

The service configuration for mosquito and vector abatement is shown in Table 6-1.

Mosquito abatement is provided by the Alameda County Mosquito Abatement District (ACMAD) throughout the County, except in the City of Albany where the Alameda County Vector Control CSA is the provider of mosquito abatement services.

Vector control services are provided throughout the county by the Vector Control CSA, except for the cities of Emeryville and Fremont, which are not within the agency’s boundary. The cities of Emeryville and Fremont opted to seek alternative sources for administering vector control programs. The CSA provides comprehensive vector control services, as described above. The cities of Emeryville and Fremont offer vector control services in response to specific complaints, but do not conduct vector monitoring, public education or other proactive programs. The City of Emeryville contracts with a private provider to bait for rats, and City staff investigate solid waste storage and odor complaints. In addition, City staff in Fremont investigate solid waste storage and odor complaints.

Agency	City	Vector Control CSA	ACMAD
Alameda		•	•
Albany		•	
Berkeley ¹	•	•	•
Dublin		•	•
Emeryville ²	•		•
Fremont ²	•		•
Hayward		•	•
Livermore		•	•
Newark		•	•
Oakland		•	•
Piedmont		•	•
Pleasanton		•	•
San Leandro		•	•
Union City		•	•
Alameda County		•	•
(1) The Vector CSA contracts with the City of Berkeley and provides wasp and rodent parasite control for the City. (2) The cities of Emeryville and Fremont provide limited vector control service in response to specific complaints			

The Vector Control CSA contracts with the City of Berkeley Environmental Health Division for certain vector control services within the City of Berkeley. The City of Berkeley is one of only four California cities providing environmental health services such as vector control within City limits. The CSA forwards a portion of funding received from the citizens of Berkeley to the City Health Department for rodent suppression and other related services. The CSA provides invertebrate (e.g., wasp) suppression and non-commensal rodent services in Berkeley. The Berkeley funding arrangement is by contract and is subject to various terms. According to the CSA, the City’s work span is incomplete and there is some concern over possibly incomplete field response capability.

SERVICE AREA

The agencies typically provide mosquito and vector abatement services within their bounds, although they are allowed to cross agency boundaries in order to prevent mosquitoes and vectors from spreading into their jurisdictions.⁶⁰ The agencies covered in this MSR reported that they conduct minimal service outside their boundaries. ACMAD provides some mosquitofish to the City of Albany. Also, the Alameda County Vector CSA reported it conducts minimal vector control activities within the cities of Emeryville and Fremont. The limited vector control services offered directly by the cities of Emeryville and Fremont are conducted within the respective cities' boundaries.

SERVICE DEMAND

This section discusses the factors affecting service demand, such as the presence of vector-borne viruses and requests for service.

VECTOR-BORNE DISEASES

A major factor influencing service demand is the presence of vectors and vector-borne disease agents within the County and neighboring areas. Although there have been no recent public health advisories for vector-borne diseases in Alameda County, the mosquito and vector abatement agencies monitor for vectors and vector-borne viruses known to exist within the County. The demand for surveillance and control efforts increases as a result of vector-borne virus detection within the State of California and neighboring counties.

Mosquito-Borne Diseases

Known mosquito-borne diseases in Alameda County include encephalitis, canine heartworm, malaria, and the West Nile Virus.

West Nile Virus is the most concerning mosquito-borne virus. The virus was first detected in the United States in 1999 and has spread through most of the country. The primary transmitter of West Nile to humans is the house mosquito (*Culex pipiens*), but the virus is found in a large variety of species. The house mosquito is commonly found near human habitation and in urban areas. The virus is often gone unnoticed in many people who are infected. Those who do experience symptoms may experience fever, headache, nausea, and swollen lymph glands. In some cases, symptoms are severe, resulting in neurological effects and even death.

⁶⁰ California Health and Safety Code § 2270

Table 6-2. West Nile Virus Cases in California, 2005

	Humans	Horses	Dead Birds	Mosquito Pools ¹	Sentinel Chickens	Total
State Total	928	456	3,046	1,242	1,053	6,725
Alameda County	1	2	48	8	0	59
Contra Costa	11	10	93	1	21	136
San Francisco	2	0	2	0	0	4
San Joaquin	36	19	24	1	16	96
San Mateo	1	0	10	0	0	11
Santa Clara	5	1	144	3	0	153

(1) A mosquito pool is a collection of approximately 50 mosquitoes that are tested together for West Nile virus

In 2003, Alameda County had the first imported human (Pleasanton) and horse (Livermore) infections of West Nile Virus in the State. In 2004, there were no reported human infections of West Nile Virus in the County. However, a number of dead birds were confirmed positive for the virus in 2004. Table 6-2 provides a breakdown of West Nile cases in the State and Alameda County in 2005. There was one reported human infection of West Nile Virus, which was identified as being imported from a neighboring County. The first confirmation of Alameda County mosquitoes infected with West Nile Virus occurred in August of 2005 in the County’s northeastern corner. Shortly after, the first non-imported horse case of the virus was confirmed in the County.

Within California, West Nile Virus infections are most concentrated in the Sacramento metropolitan area and the Inland Empire in southern California. Although the problem is not as severe in Alameda County, the recent detection of the virus in local mosquito populations poses an increased threat of the virus spreading to animal and human populations. Efforts to identify and control mosquito populations throughout the County will need to be enhanced to respond to this increased threat.

Table 6-3. Encephalitis in California, 1964 to 2000⁶¹

Viral encephalitis is a disease causing inflammation of the brain. Two types of viral encephalitis are found in California:

Viral Encephalitis	Total Cases 1964-2000	Most Recent Cases		Peak Cases	
		Year	Cases	Year	Cases
WEE	53	1986	2	1968	10
SLE	123	1997	1	1989	28

Western Equine Encephalitis (WEE) and St. Louis Encephalitis (SLE). Both viruses are primarily transmitted through the encephalitis mosquito (*Culex tarsalis*), which spawns in rain pools, marshes, swimming pools, ponds and other freshwater sources. Table 6-3 provides a summary of reported cases of encephalitis in California. From 1964 to 2000 there have been only 639 reported or probable cases of WEE and 4,482 reported or probable cases of SLE in the United States. The latest reported cases of WEE in California were in 1986, during which there were two cases reported. The latest reported case of SLE in California was in 1997, during which there was only one case

⁶¹ U.S. Department of Health and Human Services Center for Disease Control and Prevention, Division of Vector-borne Infectious Diseases.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

reported. Generally, the number of viral encephalitis cases reported each year has declined throughout the nation.

Canine heartworm is a virus affecting the heart transmitted among canines by Western treehole mosquitoes (*Aedes sierrensis*). Larvae of this mosquito species are commonly found in depressions in trees, water-filled tires and containers located near trees. Heartworm is not a human health problem.

Although malaria is not considered a problem in California, mosquito and vector control agencies are responsible for inspecting all sources of malaria vectors within a one-mile radius of any reported case. Cases of malaria arriving in the County from other countries have been rising in the past decade.⁶²

Other Vector-Borne Diseases

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

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

In FY 2004-05, the Alameda County Vector Control CSA reported there were 44 reports of humans or pets bitten by ticks, but there was only one case of Lyme disease in the County. Statewide, there have been 1,018 cases of Lyme disease between 1994 and 2003, with the annual number of reported cases ranging from 64 in 1996 to 154 in 1997.⁶³ From January to August of 2005 there were 49 cases of Lyme disease reported to the California Department of Health Services.⁶⁴

Hantavirus pulmonary syndrome is a newly-detected illness, discovered in 1993 in the southwestern United States. The cause of this illness is linked to exposure to a variety of viruses found in rodents. In California, the disease has been linked to the Sin Nombre virus found in deer mouse species (*Peromyscus maniculatus*) and to the White Water Arroyo virus common in the woodrat species (*Neotoma*). Since its discovery in 1993, there have been 396 cases throughout the United States, 38 of which have been reported from the State of California as of July of 2005.⁶⁵ From January to August 2005, there have been no human cases of hantavirus pulmonary syndrome. However, 92 rodents tested positive for the Sin Nombre virus.⁶⁶

⁶² *The Alameda County Mosquito Abatement District Control Program*, 1999

⁶³ U.S. Department of Health and Human Services Center for Disease Control and Prevention, Division of Vector-borne Infectious Diseases.

⁶⁴ California Department of Health Services *Vector-Borne Disease Surveillance Bulletin*, August 2005

⁶⁵ U.S. Department of Health and Human Services Center for Disease Control and Prevention, National Center for Infectious Diseases.

⁶⁶ California Department of Health Services *Vector-Borne Disease Surveillance Bulletin*, August 2005.

Plague is an illness caused by the *Yersinia pestis* bacterium found in fleas on wild rodents including rats, rock squirrels, ground squirrels, prairie dogs, and other burrowing rodents. The bacterium is transmitted from animals to humans through direct contact with infected animals or other humans. In the United States, plague is only found in the western states, including California. The last urban outbreak of plague in the United States was in Los Angeles in 1924-1925. Since then, cases of plague have reported in scattered rural areas. Between 1970 and 1997, there was one reported human case of plague in Alameda County.⁶⁷ The largest number of human plague cases in California has occurred in Kern County. In 2005, (as of September) there have been no human cases of plague in the State. However, small numbers of animals tested positive for plague in Lassen, Modoc, Mono, and Kern counties.⁶⁸

SERVICE REQUESTS

Each agency provides a varying amount of services to each jurisdiction within the County. Service demand and types of services requested vary within each jurisdiction, based on ecological factors within each area.

Table 6-4. Mosquito Abatement Service Requests to ACMAD, FY 2004-05

Mosquito Abatement

The ACMAD had 3,106 service requests from Alameda County residents in FY 2004-05. Most of the requests for services were from the cities of Oakland, Berkeley and Fremont, the three largest cities. Table 6-4 provides service requests by jurisdiction for ACMAD.

The most frequently requested service was to supply mosquitofish to ponds and other water bodies; these made up 56 percent of service requests.⁶⁹ Service requests for mosquitofish in the cities of Piedmont, Albany and Livermore represent over 65 percent of each city’s total service requests to ACMAD. Preventive service requests comprised 27 percent of the agency’s service requests. Preventive service requests were most common for the cities of Hayward, Pleasanton and Dublin, making up over 36 percent of each city’s total requested services. Mosquito abatement requests made up only 16 percent of total service requests, although over 20 percent of service calls for the cities of Hayward, Newark and Union City were for mosquito abatement services.

Area	Service Requests
Alameda	152
Albany	25
Berkeley	459
Dublin	61
Emeryville	15
Fremont	300
Hayward	256
Livermore	270
Newark	73
Oakland	705
Piedmont	79
Pleasanton	224
San Leandro	127
Union City	82
Unincorporated	278
Sunol	17
Castro Valley	221
Mountain House	1
San Lorenzo	39
County Total	3,106

⁶⁷ U.S. Department of Health and Human Services Center for Disease Control and Prevention, Division of Vector-borne Infectious Diseases.

⁶⁸ California Department of Health Services *Vector-Borne Disease Surveillance Bulletin*, August 2005.

⁶⁹ Rusmisl, John, District Manager, survey response.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

Although the ACMAD does not currently contract mosquito abatement services to other agencies, it is currently working to establish contracts with other districts and agencies to provide mosquito abatement services at the Oakland Airport, cemeteries, East Bay Regional Parks and Recreation District, U.S. Fish and Wildlife Services lands, and a number of municipal properties.

Vector Control CSA provides mosquito surveillance and suppression services directly to the City of Albany. The CSA has indicated it has not received any service calls for Albany due to climatic and ecological factors.⁷⁰ The CSA continues to provide surveillance and suppression activities in the City. The CSA reported that its mosquito abatement service activity in Albany was at its highest level in FY 2004-05 since the service's inception.

Like ACMAD, the CSA routinely submits mosquito pools to DHS for testing and treats all known mosquito sources in Albany to eliminate breeding. The CSA places carbon dioxide baited traps in Albany to monitor the prevalence of mosquitoes and to locate new mosquito sources in Albany.⁷¹ Efforts at Golden Gate Fields have intensified due to the landscaping sources for mosquito breeding and the presence of horses which are highly susceptible to West Nile virus. Vector Control CSA purchases pesticides and receives mosquitofish from ACMAD to economize on the agency's limited storage space. In 2005 the CSA implemented an expanded surveillance plan in Albany, including implementation of a risk assessment strategy and use of gravid traps for collecting mosquitoes.

Vector Control

Throughout Alameda County, the Vector Control CSA received 4,011 requests for vector control services in FY 2004-05, 10 of which were mosquito abatement requests not handled by the CSA. The City of Berkeley received 1,205 requests for vector control services in FY 2004-05.

Most service requests came from the City of Oakland, which made up 46 percent of the Vector Control CSA's total service requests.

Calls for rodents made up 33 percent of the Vector Control CSA's service requests. Calls relating to raccoons, skunks, opossums, squirrels, and other wild animals represented 29 percent of total service calls. Requests for service related to invertebrates—wasps, spiders, ticks, mites, lice, cockroaches, and flies—made up 24 percent of requests.

⁷⁰ Pitcher, William, Chief of Vector Control, survey response.

⁷¹ Alameda County Vector Control Services, *Annual Report FY 2004-05*.

Table 6-5. Vector Control CSA Service Responses, FY 2004-05

Service Type	Total Services Provided ¹	Total Hours	Hours per Service	Concentration of Service Hours ²
Rodents	9,342	6,048	0.6	Piedmont, Livermore and Oakland
Sewers	4,225	1,636	0.4	Piedmont, Oakland and San Leandro
Invertebrates	4,211	2,162	0.5	Berkeley and Albany
Wildlife	3,465	2,518	0.7	Fremont, Newark and San Lorenzo
Rabies	1,270	994	0.8	Dublin, Castro Valley and Pleasanton
Other ³	1,475	3,306	4.4	
Total	24,110	16,834	0.7	57 percent of service hours are in Oakland
(1) Includes inspections, revisits, and follow-up for service requests				
(2) Concentration means a larger portion of an area's total service hours are spent on a particular service compared with other jurisdictions.				
(3) Includes responses to solid waste nuisances, outreach requests, and other requests				

Table 6-5 summarizes the services that the Vector Control CSA provided in FY 2004-05 in response to service requests, but does not include District-initiated work or administrative time spent in the office. District-initiated work is more prevalent in regions with lower service requests and includes neighborhood surveys, shoreline surveillance, disease risk surveys, sewer baiting and community outreach. The Vector Control CSA provided a total of 24,110 service calls in response to service requests. These services include new investigations as well as follow-up calls in response to previous service requests. There were 16,834 hours of service provided in response to requests for service, 57 percent of which were provided in Oakland.⁷² The average time spent per service was 0.7 hours or 42 minutes. Services in response to outreach requests had the longest time spent per service call compared to other types of services while responses to sewer-related service requests required the least amount of time per service call.

⁷² The CSA reported that District-initiated work is more prevalent in areas with fewer service requests. Once District-initiated work is included, the CSA estimates that 40 percent of its total work activities are in the City of Oakland.

INFRASTRUCTURE NEEDS OR DEFICIENCIES

In the context of mosquito and vector abatement service, infrastructure needs signify facilities that do not provide adequate capacity to accommodate current or projected demand for service for the region as a whole or for jurisdictions within the County.

INFRASTRUCTURE CONDITIONS

The infrastructure used to provide mosquito and vector abatement services include offices, storage space, vehicles, and trapping devices.

The CSA's key infrastructure includes office space, shop space, dry pesticide storage, equipment storage, and three laboratory rooms located in the County Department of Environmental Health building. Equipment owned and operated by the CSA includes 22 field vehicles, one van, two mechanical manhole lifters, and various devices for pesticide application. The facilities are in fair condition, and the agency maintains plans to remodel its shop space.

The ACMAD infrastructure currently consists of 3,700 square feet of office space and 1,500 square feet of maintenance and shop space. The District uses 25 trucks, two boats, four all-terrain vehicles, an amphibious vehicle, and various trapping devices. The facilities are currently under renovation and upon completion in 2006, the District will double its office space.

The City of Berkeley Environmental Health Division's vector control program shares office space with other City divisions. The division's equipment includes two passenger vehicles. Its facilities are in good condition.

OPPORTUNITIES FOR SHARED FACILITIES

Opportunities exist for both the ACMAD and the Vector Control CSA to share facilities with other agencies.

The ACMAD currently shares equipment with the East Bay Regional Park and Recreation District (EBRPD) when conducting work in or near the agency's facilities. The District also shares use of its equipment with the Vector Control CSA. The District has discussed potential opportunities to share equipment with the Alameda County Agricultural Commissioner. ACMAD may consider expansion of its facilities to Livermore area in the future and could explore opportunities to share office and equipment space with other agencies in this area.

The Vector Control CSA currently stores some of its pesticides at the County household hazardous materials building. There is potential to transfer all pesticide storage from the CSA's facilities to the hazardous materials building.

SERVICE STANDARDS AND ADEQUACY

There are no present or recent public health advisories concerning mosquito or vector-borne illnesses in the areas served by the vector and mosquito abatement agencies in Alameda County. The agencies in Alameda County, like those in most other areas of the country, have been successful in reducing the outbreak of illnesses including plague and encephalitis. However, the ability of the agencies to provide adequate abatement services is challenged by the growing presence of the West Nile virus in the County (see Vector-borne Diseases in the Service Demand section of this chapter).

FINANCING CONSTRAINTS AND OPPORTUNITIES

Financing constraints and opportunities impacting service delivery are discussed in this section. The section identifies the revenue sources currently available to the primary service providers. Innovations for contending with financing constraints, cost-avoidance opportunities and opportunities for rate restructuring are also discussed.

FINANCING SOURCES

ACMAD is funded primarily through property taxes and a special tax assessment. The assessment for mosquito abatement is \$1.74 per household. Additional state funds of \$195,176 were granted to ACMAD in 2005 to improve and expand mosquito control and reduce the emerging health threat of the West Nile virus.

A benefit assessment is levied to finance Vector Control CSA services. The assessment is \$5.92 per household and a special assessment of \$1.28 per household in the City of Oakland for additional rodent abatement and suppression services provided for the City's sewer system. The CSA's mosquito services to Albany are financed by the general assessment.

The City of Berkeley vector control services are funded primarily through funds forwarded from the Vector Control CSA to the City Health and Human Services Department.

FINANCING CONSTRAINTS

The most significant constraints on the financing of mosquito and vector abatement services are legal requirements that limit property taxes and require majority voter approval for property-based assessments.⁷³ Mosquito and vector abatement assessments are included within the scope of Proposition 218 requirements for voter approval of increases and for fairness and equity in the assessments.

Approval has been obtained for mosquito and vector benefit assessments in San Mateo, Santa Clara, Marin, Sonoma, and Napa counties in the last few years, passed by a simple majority of property owners.

⁷³ See Chapter 3 for further discussion of Propositions 13 and 218.

FINANCING OPPORTUNITIES

Financing opportunities requiring voter approval include increases to vector and mosquito abatement assessments and opportunities to borrow to finance improvements. Additional opportunities include charging for services provided to other agencies.

Vector and mosquito abatement agencies might consider adding additional assessments in areas where services are most concentrated or where additional services are needed. The Vector Control CSA may consider expanding its service area to the City of Fremont, where it already provides some service, and to the City of Emeryville. The Vector Control CSA has already been successful in the passage of an additional assessment to conduct rodent suppression in the City of Oakland's sewer system.

Financing opportunities that do not require voter approval include expansion of contract services to other agencies. ACMAD is setting up contracts to provide mosquito abatement services to large areas operated by other districts or agencies including the Oakland Airport, cemeteries, EBRPD, U.S. Fish and Wildlife Services, and various public works departments.

OPPORTUNITIES FOR RATE RESTRUCTURING

Subject to majority property owner approval requirements, agencies may impose or restructure mosquito abatement and vector assessments.

COST AVOIDANCE OPPORTUNITIES

Cost avoidance opportunities are potential actions to eliminate unnecessary costs. Unnecessary costs may involve duplication of service efforts, higher than necessary administrative costs, use of outdated or deteriorating infrastructure and equipment, underused equipment, buildings or facilities, overlapping or inefficient service boundaries, inefficient purchasing or budgeting practices, and lack of economies of scale.⁷⁴

The contract between Vector Control CSA and the City of Berkeley Health Department might be considered inefficient. Berkeley's vector services predate annexation to the CSA; the City is one of only four cities statewide providing environmental health services. Berkeley may wish to consider whether reliance on the CSA's vector control expertise might reduce administration costs and services overlap. The City acknowledges that both agencies provide the same disease prevention service, but does not view the configuration as a service duplication and believes the current service configuration allows the City to provide integrated public health services.

The organization of mosquito abatement and vector control into two separate agencies is unusual for urban counties in California, as shown in Table 6-6. Among urban counties in the Bay Area, Alameda is the only County with separate special districts providing these services. In the remainder of the Bay Area, mosquito and certain vector control services are provided countywide by a single district. Marin and Sonoma counties are jointly served by a single district. Elsewhere in California, consolidated and countywide mosquito and vector service is the most common service

⁷⁴ Local Agency Formation Commission of Alameda County, 2002.

approach—used in Orange, Sacramento, San Diego, and Santa Cruz counties. Fresno has four mosquito abatement districts, one of which provides vector control services. Los Angeles County is the only other urban county in the State with separate service providers for mosquito and vector control services, and with a multitude of service providers.

Santa Clara County is served by a countywide dependent district in conjunction with the county environmental health department, and provides comprehensive vector services, including rodent control.

The Vector Control CSA in Alameda County generally provides more comprehensive vector services, however, than do most of the agencies listed in the Table. In particular, many of the agencies do not provide services related to commensal rodents, rabies surveillance, venomous insects, wildlife surveillance, and public health nuisances. Marin-Sonoma MVCD does not handle rabies and public health nuisances. Contra Costa County MVCD provides many but not all vector control programs; the county environmental health department separately handles commensal rodents and public health nuisances.

Many more mosquito and vector control districts provide a robust mosquito control element of service but on the vector control side only provide only yellow jacket control and perhaps some tick surveillance. In some counties, other service providers, including county environmental health departments and city departments, are providing rodent control services, as is done in San Mateo County.

Table 6-6. Mosquito and Vector Service Coverage in Urban Counties

County	Mosquito Abatement Service	Vector Control Service
Alameda	The Mosquito Abatement District is countywide except for Albany.	The Vector Control CSA is countywide except for the cities of Emeryville and Fremont. The CSA contracts with City of Berkeley to provide specified vector control services within City limits.
Contra Costa	Contra Costa Mosquito and Vector Control District provides countywide service.	Same as mosquito abatement service.
Fresno	The County is served by four separate mosquito abatement districts.	One agency—Fresno Mosquito and Vector Abatement District—provides vector control service in the cities of Fresno and Kerman, and surrounding areas.
Los Angeles	Seven agencies provide service, collectively covering all but portions of the unincorporated northern areas of the County.	Nine separate agencies provide services.
Marin	Marin-Sonoma Vector Control District serves both the counties of Marin and Sonoma.	Same as mosquito abatement service.
Napa	Napa Mosquito Abatement District provides countywide service	Same as mosquito abatement service.
Orange	Orange County Vector Control District provides countywide service.	Same as mosquito abatement service.
Sacramento	Sacramento-Yolo Mosquito and Vector Control District serves both the counties of Sacramento and Yolo.	Same as mosquito abatement service.
San Diego	San Diego County Department of Environmental Health provides countywide service.	Same as mosquito abatement service.
San Francisco	The San Francisco Department of Public Health provides countywide service.	Same as mosquito abatement service.
San Mateo	San Mateo County Mosquito Abatement District provides countywide service.	Same as mosquito abatement service.
Santa Clara	Santa Clara County Vector Control District provides countywide service.	Same as mosquito abatement service.
Santa Cruz	Santa Cruz Mosquito and Vector Control CSA provides countywide service.	Same as mosquito abatement service.

POLICY ANALYSIS

This section provides policy analysis that is focused on the local government agencies which provide vector and mosquito abatement services. The policy analysis includes assessment of local accountability and governance, evaluation of management efficiencies, as well as identification of government structure options that may be considered by LAFCo.

LOCAL ACCOUNTABILITY AND GOVERNANCE

The section provides an overview of indicators of local accountability and governance for the multipurpose agencies, and discusses agency data disclosure practices in response to MSR inquiries.

Table 6-7. Accountability Indicators

Indicator	ACMAD	Vector Control CSA	Berkeley	Emeryville	Fremont
Direct service provider	Yes	Yes	Yes	Yes	Yes
Service recipients are constituents	Yes	Yes	Yes	Yes	Yes
Uncontested elections since 1994	NA	None	None	None	None
Latest contested election	NA	Mar-04	Nov-04	Nov-03	Nov-04
Latest voter turnout rate	NA	47%	77%	25%	76%
Countywide turnout rate	NA	44%	77%	22%	77%
Efforts to broadcast meetings	No	Yes	Yes	Yes	Yes
Constituents updated via outreach	Yes	Yes	Yes	Yes	Yes
Solicits constituent input	No	No	Yes	Yes	Yes
Discloses finances	Yes	Yes	Yes	Partially	Yes
Discloses plans	Yes	Yes	Yes	Yes	Yes
Posts public documents on web	Yes	Yes	Yes	Yes	Yes

The assessment of local accountability and governance is generally an agency-wide assessment.

Vector Control CSA and the cities of Berkeley, Emeryville and Fremont hold open elections for their governing bodies, prepare meeting agendas and minutes, and have accessible staff and elected officials, as shown in Table 6-7.

ACMAD is comprised of a 14 member board with one member appointed by each of the respective cities and the County Board of Supervisors. ACMAD board agendas and meeting minutes are available via the Internet. The agency also discloses plans and other public documents via the Internet.

All of the agencies cooperated with the MSR process. All of the agencies provided a complete response to LAFCo’s MSR questions regarding mosquito and vector abatement service. Due to the limited nature of services, the cities of Emeryville and Fremont were asked only about vector control service configuration.

EVALUATION OF MANAGEMENT EFFICIENCIES

This section provides analysis of management efficiencies at the local mosquito and vector abatement agencies and considers the effectiveness of each agency in providing efficient, quality public services. Efficiently managed agencies are deemed those that consistently implement plans to improve service delivery, reduce waste, eliminate duplications of effort and contain costs.

The cost of providing mosquito and vector abatement services has increased due to increased threats of the West Nile virus and Lyme disease, and agencies are searching for additional resources to finance programs aimed at combating the spread of these illnesses.

Reserve Ratios

Vector Control CSA and ACMAD reserves are adequate. Berkeley maintains adequate general fund reserves as discussed in Chapter 3.

Management Practices

There are various management practices used by mosquito abatement and vector control service providers in Alameda County that include implementing master plans and monitoring performance to improve service delivery as shown in Table 6-8.

Table 6-8. Management Practices

	ACMAD	Vector Control CSA	Berkeley	Emeryville	Fremont
Benchmarking	No	No	No	No	No
Performance Evaluation	Yes	Yes	Yes	No	Yes
Performance-based Budgeting	No	No	No	No	No
Workload Monitoring	Yes	Yes	Yes	Yes	Yes

ACMAD management practices include performance measures and annual financial audits. The District does not conduct benchmarking—comparison of its productivity with comparable providers—or performance-based budgeting. The District evaluates its performance by annually reviewing the number of service requests received for various species of mosquitoes.

Management practices conducted by the Vector Control CSA include performance-based budgeting and annual financial audits. The CSA indicated that it monitors productivity by review of workload statistics from daily reports and by maintaining a database. The CSA does not conduct benchmarking—comparison of its productivity with comparable providers, but does conduct performance evaluations.

The City of Berkeley includes performance measures in its annual budget. The City also monitors workloads and drafts agency plans to improve service delivery, maintain qualified employees, contain costs and encourage open dialogues with the public and other public agencies.

Emeryville monitors workload using productivity software and management systems. The City did not provide any additional details regarding productivity, workload and performance monitoring. The City does not conduct performance-based budgeting.

Fremont conducts annual reviews of departmental service objectives. The City reports that it monitors workload by tracking staffing per capita as a productivity measure. Fremont incorporates community priorities and interests into its budget process. The budget includes initiatives underway, challenges for the next year and prior year accomplishments.

GOVERNMENT STRUCTURE OPTIONS

Three government structure options were identified and are discussed in this section. The MSR identifies the option, advantages and disadvantages, and evaluation issues. The Commission or the affected agencies may or may not initiate studies on these options in the future, although LAFCo is required to update all SOIs by January 1, 2008.

Annexation of Albany to ACMAD

The City of Albany currently lies outside the bounds of ACMAD. Albany instead relies on the Vector Control CSA for mosquito abatement services, although Albany indirectly relies on ACMAD for mosquitofish. When surveyed, the City indicated it was uncertain why it does not lie within ACMAD boundaries or why it is served by the Vector Control CSA.

This service configuration amounts to duplication of mosquito expertise at the two agencies.

In addition, the CSA's provision of mosquito control services to Albany has contributed to competitive relations between these two service providers. Both agencies expressed concern about the other agency's activities in Albany as part of this study. This situation does not promote inter-agency collaboration and leads to the waste of agency resources on conflict. Given the important public health objective of the agencies, competition for the provision of mosquito abatement services does not appear to be in the public interest.

The only disadvantage to annexation of Albany to ACMAD identified is election costs. ACMAD reported that it invites the City to annex to the District. Given that the City is uncertain as to the reason for the present service configuration, it is unknown whether the agency would object to annexation. However, it is unknown whether the agency would initiate annexation.

It is recommended that LAFCo encourage annexation of Albany to ACMAD. This action may need to be accompanied by clarification or alteration of the services which the Vector Control CSA is authorized to provide—an action under the jurisdiction of the County Board of Supervisors.

Annexation of Emeryville and Fremont to the Vector Control CSA

The cities of Emeryville and Fremont lie outside the bounds of the Vector Control CSA. At least in the case of Emeryville, the CSA is concerned that this service configuration may lead to migration of rats from Emeryville to Oakland.

Both cities report providing vector services in response to specific service requests, and Emeryville reported that it contracts with a private service provider for rat baiting. The CSA reports receiving service calls from Fremont where calls commonly involving yellow jackets and mites. It is unknown why the agencies have not annexed to the CSA. Further agency input on this matter is warranted.

Consolidation of ACMAD and the Vector Control CSA

Consolidation of ACMAD and the Vector Control CSA is an option.

With separate agencies providing these services, the service configuration amounts to duplication of biological expertise at the two agencies, and there may be cost avoidance opportunities, such as overhead expenses, in consolidation of these agencies.

Furthermore, as discussed above, there are competitive relations between these two providers, relating partly to mosquito abatement provision by the Vector Control CSA in Albany. Consolidation would presumably eliminate this problem. In addition to consolidation, annexation of Albany to ACMAD is another address option that would address this issue.

There may be facility sharing opportunities if the agencies were consolidated; however, the agencies indicated that sharing of equipment and materials is likely to be limited since ACMAD equipment is oriented toward aquatic sources and CSA equipment toward terrestrial sources. The CSA indicated that facility sharing opportunities are limited by the CSA's need for proximity to the public health laboratory in Oakland and ACMAD's location in Hayward.

Depending on the successor agency selected, a potential advantage to consolidation is that both agencies could be more seamlessly providing services with a public health focus. This assumes that the agencies might ultimately be organized under the County's Environmental Health Department.

Consolidation challenges involve the fact that the agencies have different boundary areas and are formed under different principal acts. Because the District and the CSA are formed under different principal acts, consolidation might formally take the form of dissolution of one or the other agency. Dissolution might place at risk existing funding levels and require voter approval for re-imposition of existing financing mechanisms. ACMAD is financed primarily by property tax revenues and a special tax, with revenues amounting to \$1.08 per capita in FY 2003-04. The CSA is financed primarily by assessments; revenues per capita are roughly double the ACMAD level. However, voters in other Bay Area counties have recently approved assessments for vector and mosquito purposes, indicating that voter approval may not be difficult to obtain.

The annexation options mentioned above may be necessary precursors to consolidation of these agencies, as those annexations would make countywide the boundaries of the CSA and ACMAD.

Another disadvantage to consolidation is that combined financing of these two agencies might result in a shift in the share of resources devoted to mosquito and vector services. According to the CSA, the recent trend in California has been for increased funding for mosquito-related services and decreased funding for vector-related services. The CSA is concerned that combined funding might lead to dilution of vector control services.

The managers of both agencies have indicated that they do not favor this government structure option.

CHAPTER 7: LEAD ABATEMENT SERVICES

This chapter reviews the lead abatement services provided by local government agencies in Alameda County. The chapter also discusses the role of state and federal agencies in lead abatement. The chapter addresses questions relating to growth and population projections, current and future service needs, infrastructure needs, and financing constraints and opportunities. The policy analysis includes shared facilities, cost avoidance, rate issues, government structure options, evaluation of management efficiencies, and local accountability and governance.

SERVICE OVERVIEW

This section provides an overview of the Alameda County Lead Abatement CSA, which is the only local agency under LAFCo jurisdiction that provides lead abatement services in Alameda County. To understand the CSA, one must first understand countywide lead services.

The Alameda County Lead Poisoning Prevention Program (LPPP) provides countywide lead poisoning prevention and treatment services. Specific activities include health services among children with actual lead poisoning or at risk, nurse case management, and public information, outreach, and education programs focused on prevention and reduction of childhood lead poisoning. LPPP also operates as the local adjunct to the State Childhood Lead Poisoning Prevention Branch (CLPPB), assisting local agencies in complying with lead-related legal requirements.

The CSA was formed in 1991 as a dependent special district. The CSA was created to provide certain lead abatement services—lead hazard consultations, lead-safe painting and property renovation classes, distribution of lead-safe painting kits, and lending of high-efficiency particulate air (HEPA) vacuum—to property owners in the cities in the County that wish to participate. The cities of Oakland, Berkeley, Emeryville, and Alameda chose to participate in the CSA; the other ten cities chose not to.⁷⁵ Although the boundaries of the CSA include the unincorporated areas, the CSA does not presently serve those areas.

LEAD BACKGROUND

Lead poisoning can cause permanent damage to the brain and many other organs and causes reduced intelligence and behavioral problems. Lead can also cause abnormal fetal development in pregnant women. In 1978, lead-based paint was banned nationwide for consumer use.

Approximately three-quarters of the nation's housing stock built before 1978 (approximately 64 million dwellings) contains some lead-based paint. When properly maintained and managed, this paint poses little risk. However, 1.7 million children have blood lead levels above safe limits, mostly due to exposure to lead-based paint hazards. More than 800,000 children younger than 6 years old

⁷⁵ LAFCo Resolution No. 91-18 adopted the CSA boundaries as countywide with the condition that cities not approving their inclusion in the CSA be excluded from the final boundaries. Only the cities of Alameda, Berkeley and Oakland approved their inclusion in 1991. The City of Emeryville joined one year later in 1992.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

living in the United States have lead in their blood that is above the level of concern set by the Centers for Disease Control and Prevention (CDC). A large portion of these children are in families of low income and are living in old homes with heavy concentrations of lead-based paint. The most common sources of childhood exposure to lead are deteriorated lead-based paint and lead-contaminated dust and soil in the residential environment.

To protect families from exposure to lead from paint, dust, and soil, Congress passed the Residential Lead-Based Paint Hazard Reduction Act of 1992, also known as Title X. Section 1018 of this law directed HUD and EPA to require the disclosure of known information on lead-based paint and lead-based paint hazards before the sale or lease of most housing built before 1978. Sellers, lessors, and real estate agents share responsibility for ensuring compliance.

Before ratification of a contract for housing sale or lease, sellers and landlords must:

- give an EPA-approved information pamphlet on identifying and controlling lead-based paint hazards ("Protect Your Family From Lead In Your Home" pamphlet)
- disclose any known information concerning lead-based paint or lead-based paint hazards. The seller or landlord must also disclose information such as the location of the lead-based paint and/or lead-based paint hazards, and the condition of the painted surfaces
- provide any records and reports on lead-based paint and/or lead-based paint hazards which are available to the seller or landlord (for multi-unit buildings, this requirement includes records and reports concerning common areas and other units, when such information was obtained as a result of a building-wide evaluation)
- include an attachment to the contract or lease (or language inserted in the lease itself) which includes a Lead Warning Statement and confirms that the seller or landlord has complied with all notification requirements. This attachment is to be provided in the same language used in the rest of the contract. Sellers or landlords, and agents, as well as homebuyers or tenants, must sign and date the attachment.
- Sellers must provide homebuyers a 10-day period to conduct a paint inspection or risk assessment for lead-based paint or lead-based paint hazards. Parties may mutually agree, in writing, to lengthen or shorten the time period for inspection. Homebuyers may waive this inspection.

The federal Lead Based Paint Hazard Reduction Act of 1992 also required local agencies to use strict lead evaluation and repair standards when rehabilitating pre-1978 federally assisted housing. Consequently, all state, county and municipal housing departments that received federal housing funds, including Community Development Block Grants (CDBG) must follow these regulations and address lead hazards during housing rehabilitation work.

In January 2003, California Senate Bill 460 (SB 460) brought about a system change that reinforces the importance of performing any type of construction work in pre-1978 homes in a lead-safe manner. The law increased the authority of local code compliance, public health and environmental agencies to investigate and require treatment of lead hazards. This law gave local building, code compliance and health departments the authority to require the abatement of lead hazards in residential and public buildings, and to deem property "untenantable" if it contains conditions in violation of State housing law.

SERVICE DEMAND

This section provides indicators of service demand for lead abatement services.

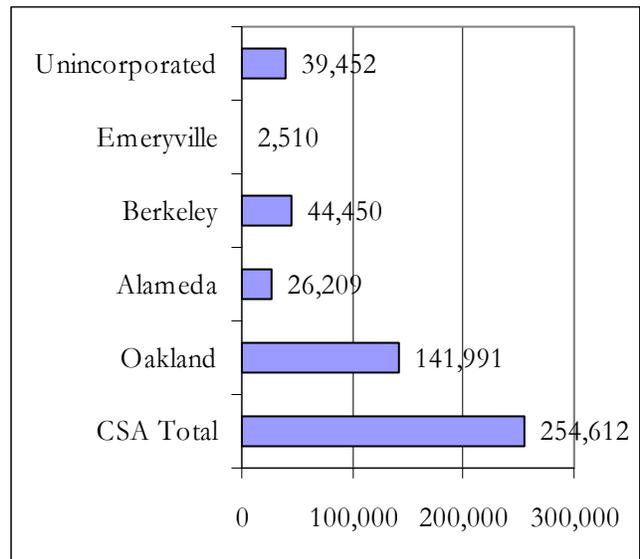
Older Housing Units

Figure 7-1. Number of Pre-1980 Homes within CSA Boundaries, 2000

Lead poisoning is a concern in Alameda County as older housing is more likely to contain lead based paint. A significant portion of the older housing is occupied by low-income families with children.

More than half of the pre-1980 housing in the CSA boundaries is in Oakland. Emeryville has the smallest number of such homes.

The extent of housing built before 1980 is declining in Alameda County. Countywide, 78 percent of housing units were built before 1980. In Berkeley, 95 percent of housing pre-dates the prohibition of lead-based paint. The share of housing pre-dating this regulation varies throughout the CSA: Alameda (83 percent), Emeryville (59 percent), Oakland (90 percent), and unincorporated (79 percent). Within the unincorporated areas, the prevalence of older housing varies from a high of 95 percent in San Lorenzo to a low of 77 percent in Castro Valley. In Ashland, 81 percent is old and in Cherryland, 84 percent is old.



The future demand for lead abatement services relates to redevelopment efforts within older cities. The CSA boundaries include many older cities that are expected to continue to grow and older housing may be remodeled or redeveloped to accommodate the expected population increase.

Please refer to Chapter 2 for additional details on the residential population, job base, projected population and job growth rates, and a description of growth areas.

Service Requests

As Table 7-2 shows, lead abatement educational outreach services are provided to the four member cities. Oakland had the most service requests of all of the cities, constituting more than half of all service requests in FY 2004-05. The cities of Emeryville and Alameda had the least number of service requests in FY 2004-05.

Lead evaluation site visits include consultation site visits or providing environmental lead testing kits to CSA property owners. The service includes a professional consultation with a certified Risk Assessor or Housing Rehabilitation Specialist to help property owners to identify and address lead hazards in older homes. The professional consultation may include visual inspection, soil and dust sampling, measurement of painted surfaces to determine lead content, and extensive consultation.

Table 7-2. Lead Abatement CSA Service Requests, FY 2004-05

Service Requests	Alameda	Berkeley	Emeryville	Oakland	CSA Total
Lead Evaluation Site Visits	34	134	27	314	509
Lead-Safe Painting Kits	101	135	18	313	567
Lead-Safe Painting Classes	2	2	1	9	14
Lead-Safe Painting Information Racks	5	6	1	19	31
HEPA Vacuums to Property Owners	12	22	2	185	221
Information Materials at Municipal Offices	3	2	2	4	11
EPA Booklets to Rental Property Owners	600	1,476	30	3,850	5,956

Lead-Safe Painting Preparation Kits are distributed to paint stores designated as “Lead-Safe Painting Centers” and at the program office. CSA property owners may obtain a coupon for the kit by taking a Lead-Safe Painting and Remodeling class, calling the information line with an unsafe renovation concern, or if they have a child with an elevated blood lead level. There are nine local sites where CSA owners can redeem their coupons for kits.

The State Department of Health Services/Childhood Lead Poisoning Prevention Branch (CLPPB) provides comprehensive health program services. The CLPPB provides direct case management services to lead poisoned children and their families, advocacy for blood lead screening, and marketing and consultations to the medical provider community. The CLPPB works throughout Alameda County and is supported by the Lead Abatement CSA.

Lead Poisoning Cases

Countywide treatment of lead poisoning is not done through the JPA but through the designated regional lead poisoning treatment center for the CLPPB. The designated regional lead poisoning center for Alameda County is Children’s Hospital Medical Center and is supported by the California Children’s Service. The majority of blood lead testing is referred to Quest Laboratories, with additional results referred to Kaiser Permanente and Children’s Hospital Oakland.

There were a total of 69 families receiving medical case management services during the fourth quarter of 2005.

A total of 19 new medical cases were identified in the fourth quarter of 2005, most in the month of September. The increase has been the largest seen in Alameda County. The increase was most likely due to back-to-school physical examination requirements. Lead medical cases are provided public health nursing case management services.

INFRASTRUCTURE NEEDS OR DEFICIENCIES

This section discusses infrastructure needs or deficiencies, service adequacy and opportunities for shared facilities.

FACILITY CONDITIONS

The Lead Abatement CSA does not own or maintain any infrastructure. The CSA leases a training center for lead safe painting classes. The office building is a private building in Oakland. There are currently no facility needs or deficiencies.

OPPORTUNITIES FOR SHARED FACILITIES

The CSA shares its office space with the Alameda County Community Development Agency. The CSA shares training facility storage space with the Behavioral Health Care Services. The CSA did not identify any additional opportunities to share facilities.

ADEQUACY

In order to assess infrastructure deficiencies and needs, it is necessary to analyze the adequacy of the facilities and related services in meeting the needs of the populace. Service adequacy can be gauged by service complaints and by the continued willingness of agencies and landowners to work with and contract with the CSA.

The District reports that it has not received any recent service complaints.

In 2005, the CSA was awarded the U.S. Department of Housing and Urban Development HUD Round XIII Lead Hazard Control Renewal grant in the sum of \$3 million. This grant will provide continued funding for the CSA's various lead hazard reduction services.⁷⁶

The CSA will continue its property owner education program to ensure that lead hazard information is disseminated to the community. Property owners in the cities of Oakland, Berkeley, Alameda, and Emeryville will be provided with Primary Prevention Education Services.

⁷⁶ Alameda County Lead Poisoning Prevention Program, Second Quarter Report, FY 2005-06.

FINANCING CONSTRAINTS AND OPPORTUNITIES

Financing constraints and opportunities impact the delivery of services. This section discusses the major financing constraints faced by the CSA and identifies the revenue sources currently available to the service provider. The section discusses innovations for contending with financing constraints, cost-avoidance opportunities and opportunities for rate restructuring.

FINANCING SOURCES

Total CSA revenues in FY 2005-06 were projected at \$2.0 million, which amounts to \$2.73 per capita or \$10 per pre-1978 residential unit.⁷⁷ The CSA receives most (85 percent) revenue from assessments. Federal aid from HUD constituted eight percent of revenue in FY 2003-04 and substantially more in FY 2004-05. Other revenue sources include state aid, interest, and unclaimed money. For further information on financing sources, please refer to Appendix Chapter A-11.

The LPPP received a three-year contract from the California Department of Health Services (DHS) to promote effective lead hazard reduction enforcement and compliance programs. LPPP has provided information on regulations and lead hazards to local housing code enforcement agencies as a result, and offered training to all code enforcement agencies in the County.

Financing opportunities include annexing additional cities within the CSA service boundaries, increasing assessments through voter approval, and applying for addition grant funding.

FINANCING CONSTRAINTS

The most significant financing constraints for lead abatement services are legal requirements that require voter approval of new assessments and assessment increases.

The Lead Abatement CSA faces the following financing constraints:

- voter approval requirements for special taxes or assessments (Propositions 13 and 218)
- requirements that revenue from property-related fees (e.g., the CSA funding source) cannot exceed the costs of property-related services
- limits on the amount of federal aid available from HUD
- limits on the amount of state aid available from DHS.

LONG-TERM DEBT

The CSA does not have any long-term debt. .

⁷⁷ CSA revenues are only a portion of overall revenue for the countywide LPPP. Funding sources for the countywide program differ from CSA funding sources.

OPPORTUNITIES FOR RATE RESTRUCTURING

The CSA may seek to increase or decrease the assessments on property owners with voter approval. There are no other opportunities for rate restructuring.

COST AVOIDANCE OPPORTUNITIES

The CSA expended a total of \$2.5 million in FY 2003-04. CSA expenditures amount to approximately \$10 per housing unit served. The CSA conserves on expenses by sharing office and storage space with other agencies and departments.

No cost avoidance opportunities were identified.

POLICY ANALYSIS

The policy analysis includes assessment of local accountability and governance, evaluation of management efficiencies, and identifies several government structure options that may be considered.

LOCAL ACCOUNTABILITY AND GOVERNANCE

The section discusses local accountability and governance, provides an overview of indicators of local accountability and governance, and discusses agency data disclosure practices in response to MSR inquiries.

The CSA was formed as a dependent special district of Alameda County and with a Joint Powers Authority (JPA) as its governing body. The governing body includes four voting members with one representative from each of the four cities. The County designates a non-voting member. The voting members select a non-voting community representative as a sixth board member. The County representative is selected by the Board of Supervisors. The representatives of the cities of Alameda, Berkeley, and Emeryville are selected by the respective mayors of these cities. The Oakland representative is the chair of the Oakland City Council Committee on Health, Human Services and the Family. All voting members are elected officials.

The governing body meets monthly, as do its committees on program operations, administration and finance. The governing body meets on the fourth Thursday of each month, and committee meetings are held on the second Thursday of each month. Governing body meetings are open to the public and conducted in accordance with the Ralph M. Brown Act. Agendas for each weekly meeting are faxed to each of the City Clerk's office and posted publicly by the County and the cities. Board actions and meeting minutes are available in the office, by request, and the agency plans to post them online in the future. The agency also discloses finances, plans and other public documents via the Internet.

To inform constituents of its activities, the CSA maintains a website with quarterly reports on CSA activities and with information on lead abatement programs and services.

MSR Cooperation

Lead Abatement CSA disclosed the information that was requested by LAFCo relating to lead abatement service. Lead Abatement CSA provided information on service costs and regional collaboration efforts.

EVALUATION OF MANAGEMENT EFFICIENCIES

This section provides analysis of management efficiencies and considers the effectiveness of the agency in providing efficient, quality public services.

Service Costs

The CSA's service costs are modest. The CSA expended \$2.5 million in FY 2003-04. On a per capita basis, this amounts to \$3.36 per resident of the boundary area. Much of the CSA's financing is received from assessments.

Reserve Ratios

Local agencies maintain contingency reserves to cover costs during economic downturns, unexpected expenses, and sometimes cash flow shortages.⁷⁸ The reserve ratio provides a strong indicator of an agency's financial health; however, there are other factors such as revenue and expenditure timing that are not necessarily reflected in the reserve ratio.

The CSA maintains adequate contingency reserves as discussed in Chapter A-11.

Management Practices

The CSA conducts performance evaluation with a review of quarterly and monthly reports that contain statistics on services performed and service needs (i.e., lead poisoning cases). The CSA monitors productivity via the monthly and quarterly reports. Staff reports to the Board monthly on progress toward CSA objectives. Staff also reports to the State DHS on a bi-annual basis and provides quarterly program reports to HUD on progress toward objectives funded by federal grants.

Management practice conducted by the agency includes performance-based budgeting and annual financial audits. The CSA did not identify benchmarking practices.

The CSA has a mission statement and adopts annual goals and objectives for various lead abatement activities such as public education, hazard control, and training. The program has adopted a strategic plan, and is currently expanding the plan to eliminate lead poisoning countywide.

⁷⁸ Contingency reserves include the unreserved fund balance and any contingency reserves (i.e., contingency reserves, reserves for economic uncertainties, and cash flow reserves) that are included in the reserved or designated fund balance. The reserve ratio reflects the ratio of contingency reserves to total revenues. The reserve ratio was calculated based on the agency's CAFR for reserves at the end of FY 2003-04.

GOVERNMENT STRUCTURE OPTIONS

Annexation of additional territory to the Lead Abatement CSA is an option, albeit an unlikely one. Lead abatement services are currently provided countywide by Alameda County, and the CSA provides additional services to the cities of Oakland, Berkeley, Emeryville, and Alameda, and to unincorporated areas. If other cities wish to receive supplemental lead abatement services and to pay related assessments, they may choose to annex to the CSA. This option was not raised or mentioned by any local agencies, and is considered unlikely.

Various options for spheres of influence are discussed in Chapter 8.

CHAPTER 8: SPHERE OF INFLUENCE OPTIONS

This chapter identifies SOI policy options and makes preliminary SOI update recommendations for the agencies providing community services. Vicinity maps corresponding to the various SOI policy options are located in Appendix B.⁷⁹ The Commission will consider updating SOIs after adoption of this report, and is under no obligation to adopt specific SOI recommendations included in this report.

Before updating the SOIs, the CKH Act and LAFCo's guidelines require that the Commission review and consider a number of factors, including the following:

- Existing and planned land uses and policies,
- Potential effects on agricultural and open space lands,
- Opportunity for infill development rather than SOI expansion,
- Projected growth in the affected area,
- Services to be provided to any areas added to the SOI,
- Service capacity and adequacy,
- The location of facilities, infrastructure and natural features such as rivers and ridge lines,
- Effects on other agencies,
- Potential for consolidations or other reorganizations when boundaries divide communities, and
- Social or economic communities of interest in the area.⁸⁰

The County and the cities of Hayward, Dublin, Livermore, Pleasanton, Fremont, and Union City have adopted urban growth boundaries (UGBs) or the equivalent. The CKH Act charges LAFCo with preserving open-space and prime agricultural lands, but empowers LAFCo to make its own determinations about the relative importance of extending government services in an efficient manner and preserving open space lands. LAFCo decisions must consider but are not required to conform to locally adopted UGBs.⁸¹ In adopting SOIs, LAFCo must consider and make

⁷⁹ In most cases, Appendix B agency maps have been reviewed and affirmed by both the affected agency and by LAFCo as generally depicting the agency's SOI. Maps that have not yet been verified by LAFCo are stamped as "Draft" maps.

⁸⁰ Guidelines, Policies and Procedures, Alameda Local Agency Formation Commission, 2003.

⁸¹ According to the Alameda County Counsel and *Growth Within Bounds*, in the case of certain SOI and annexation proposals, LAFCo must consider conformity with the County's general plan as a factor in its deliberations, but the existence of an urban growth boundary need not control LAFCo's ultimate decision (James Sorensen and Brian Washington, 2001; Commission on Local Governance for the 21st Century, 2000).

determinations about the present and planned land uses in the area, including agricultural and open-space lands.⁸²

ALAMEDA COUNTY MOSQUITO ABATEMENT DISTRICT

The Alameda County Mosquito Abatement District (ACMAD) was formed in 1930 to provide mosquito control services in Alameda County.

The SOI was established in 1984 as countywide. The boundary includes all territory in the County except the City of Albany. There have been no SOI amendments adopted since SOI creation.

In 1994, the District considered consolidation with the Contra Costa County Mosquito and Vector Control District. The Board voted against consolidation for several reasons including not wanting to expand its boundaries for providing vector services, differences in organizational structure and management, and differences in employee benefit packages.

The District has not recommended any changes to its SOI, but does desire the City of Albany be included in its boundaries in the belief that annexation would reduce costs and streamline service provision.

Thus far, two SOI options have been identified:

- 1) **Retain Existing Countywide SOI:** If the Commission determines that ACMAD should ultimately serve the entire County, including Albany, retention of the existing SOI is appropriate.
- 2) **Reduce SOI to be Coterminous:** If the Commission determines that a coterminous city boundary/SOI boundary is the desired option, reducing the SOI to exclude Albany and be coterminous with the existing boundary would be appropriate. This option would remove the City of Albany from the SOI.

ANALYSIS

The ACMAD boundary includes the entire county, except for the City of Albany. The Vector Control CSA provides mosquito abatement services to Albany, although ACMAD does supply mosquito fish and pesticides. According to ACMAD, a limited amount of mosquito abatement service is provided within the City of Albany for which no funding is received. The Vector Control CSA also has a countywide SOI.

The two districts provide complementary services with ACMAD specializing in mosquito abatement and the CSA specializing in vector control. However, in Albany, the CSA is providing mosquito abatement service as desired by the City. ACMAD is not competing with the CSA to provide vector control services. However, if ACMAD were to provide service to Albany in the future, the CSA would continue to provide vector control services to this area.

⁸² California Government Code §56425(e)(1).

ALAMEDA LAFCO COMMUNITY SERVICES MSR

The ultimate boundary of the District is countywide, as it is likely that the District will pursue adding the City of Albany within its boundaries.

Table 8-1. ACMAD SOI Issues Analysis

Issue	Comments
SOI update recommendation	Retain countywide SOI
Nature, location, and extent of any functions or classes of services provided ⁸³	The District provides monitoring, control and treatment of mosquito sources and infection levels in mosquitoes and birds, coordinates activities with other public health agencies, and distributes educational materials on mosquito biology and control to the public. The District does not typically provide mosquito abatement service outside its bounds, although it is allowed to cross agency boundaries in order to prevent mosquitoes from dispersing into the district. Services are provided to the entire County except the City of Albany.
Present and planned land uses in the area	The recommended SOI does not conflict with planned land uses. County policies support the provision of adequate mosquito abatement services for County residents. County plans include land uses and population growth needing mosquito abatement services.
Agricultural and open space lands	No SOI changes are proposed. Mosquito abatement services are needed in all areas, and do not, by themselves, induce or encourage growth on agricultural or open space lands.
Present and probable need for public facilities and services in the area	There is a steadily growing population needing services.
Services to be provided to any areas added to the SOI	No SOI expansion is proposed.
Present capacity of public facilities and adequacy of public services	Service capacity is not limited by infrastructure and would increase if Albany desires and funds service. Services will be challenged with the emerging and growing threat of West Nile Virus in the region. Services are adequate for the control of mosquito borne illnesses as the District continues to monitor for West Nile virus, viral encephalitis, dog heartworm, and malaria. The District conducts performance evaluation and monitors productivity to improve service efficiency.
Social or economic communities of interest in the area	The District serves residents countywide, except Albany. These cities and unincorporated communities within District bounds rely on District services.
Effects on other agencies	ACMAD serves the entire County with the exception of the City of Albany. The City of Albany and the Vector Control Services District CSA are the agencies most affected by the ACMAD SOI update. The CSA provides mosquito services to Albany, and

⁸³ When adopting, amending, or updating a sphere of influence for a special district, the Commission is required by Government Code §56425(i) to 1) require existing districts to file written statements with the commission specifying the functions or classes of services provided by those districts, and 2) establish the nature, location, and extent of any functions or classes of services provided by existing districts.

SPHERE OF INFLUENCE OPTIONS

	Albany lies within both the CSA and ACMAD existing SOIs. The District wishes to provide mosquito abatement services to the City of Albany. These services are currently provided by the Vector Control Services District CSA.
Potential for consolidations or other reorganizations when boundaries divide communities	The MSR identified potential for annexation of Albany to ACMAD as well as consolidation of ACMAD with the Vector Control CSA.
Opportunity for infill development rather than SOI expansion	No SOI expansion is proposed.
Location of facilities, infrastructure and natural features	The ACMAD office and shop are located in Hayward. District vehicles and equipment are based in Hayward, although the equipment is deployed throughout the County to provide service.
Willingness to serve	The District wishes to continue to provide services within its boundary and SOI, and would be willing to serve Albany if requested.

RECOMMENDATION

The authors recommend that LAFCo retain the existing countywide SOI for the District.

EAST BAY REGIONAL PARKS DISTRICT

The District includes all of Alameda and Contra Costa counties. The District’s boundary and SOI are coterminous, and there is no potential for SOI expansion unless the District was to expand to other counties. The District has not recommended changes to its SOI.

The District acquires new park lands, working with the relevant city or the County on issues such as park access and park-related infrastructure needs. In certain areas like Hayward, regional parks located within or adjacent to cities have been excluded from the respective city’s SOI. However, in other areas, regional parks have been included in city SOIs.

One potential policy approach has been identified with respect to SOI update for the District:

- 1) **Retain Existing SOI:** If the Commission determines that the existing District boundary/SOI boundary is appropriate, the current SOI should be retained.

ANALYSIS

The EBRPD boundary and SOI includes the entire County, as well as Contra Costa County. EBRPD is the only regional park service provider in the County. Regional parks are accessible to residents throughout the County. The MSR did not identify any potential for consolidation or reorganization of EBRPD. The only identified SOI option is to retain the existing countywide SOI.

Table 8-1. EBRPD SOI Issues Analysis

Issue	Comments
SOI update recommendation	Retain countywide SOI
Nature, location, and extent of any functions or classes of services provided	The District maintains and operates regional parks, shorelines, trails, recreational areas, rental facilities, and golf courses. The District provides recreational programs at its facilities including fishing, boating, swimming, camping, golf, hiking, arts and craft activities, and environmental education activities. The District provides public safety services, including police, fire and paramedic. EBRPD maintains natural areas, park areas, trees, landscaping, buildings, and other structures at the District’s park sites and facilities. Services are provided at regional parks throughout District boundaries. The District provides limited water and wastewater services, generally via wells and septic systems, where other services are not available due to park location.
Present and planned land uses in the area	The recommended SOI does not conflict with planned land uses. County policies support the provision of adequate regional park services for County residents. County plans include land uses and population growth needing park services.
Agricultural and open space lands	Regional park services are already provided throughout the County.
Present and probable need for public facilities and services in the area	There is a steadily growing population needing services. Heightened public interest, growing youth and senior populations, increased access for persons with disabilities, and new forms of recreation are all resulting in increased demand for services.
Services to be provided to any areas added to the SOI	No SOI expansion is proposed.
Present capacity of public facilities and adequacy of public services	For the most part, services provided are adequate with the exception of fire and emergency medical service. EBRPD fire facilities are in poor condition and need renovation. The District conducts performance evaluation and monitors productivity to improve service efficiency.
Social or economic communities of interest in the area	The District serves residents countywide as well as those in Contra Costa County, and other park visitors.
Effects on other agencies	Availability of regional parks enhances open space, quality of life and aesthetics for residents countywide. EBRPD also provides open space maintenance for watershed lands owned by the East Bay Municipal Utility District and the San Francisco Water Department. EBRPD provides services to the California Department of Parks and Recreation, operating the Lake Del Valle State Recreation Area and other state parks in the County.
Potential for consolidations or other reorganizations when boundaries divide communities	None identified.
Opportunity for infill	No SOI expansion is proposed.

development rather than SOI expansion	
Location of facilities, infrastructure and natural features	Park and recreation facilities and services are provided throughout Alameda and Contra Costa Counties. The District does not directly provide park and recreation service outside its bounds, although anyone is allowed to use District facilities.
Willingness to serve	The District wishes to continue to provide services within its boundary and SOI.

RECOMMENDATION

The authors recommend that LAFCo retain the existing countywide SOI for the District

HAYWARD AREA RECREATION AND PARK DISTRICT

The Hayward Area Recreation and Park District (HARD) was formed in 1944 and provides public park maintenance and recreation services to the City of Hayward and surrounding unincorporated areas of Castro Valley, San Lorenzo, Cherryland, Ashland, and Fairview. The District's initial activities were centered on recreation programs at school playgrounds.

The SOI, established in 1983, excludes certain areas within District bounds—regional park and watershed lands in the Crow Canyon and Palomares areas. The SOI extends beyond District boundaries in an industrial area in southern Hayward southeast of Industrial Parkway. There have been no SOI amendments adopted since SOI creation, but the following detachments made from the boundary are still within HARD’s SOI:

- In the Bay Fair reorganization, October 19 1989, seven acres were detached from HARD when annexed into the City of San Leandro.
- In the Portofino Development Annexation, Resolution No. 85-1, on September 19, 1985 a small number of acres were detached from HARD as they were also annexed into the City of San Leandro.

The District has not recommended any changes to its SOI or boundaries.

At the present time, three SOI options have been identified:

- 1) **Reduced SOI (San Leandro):** If the Commission determines that the SOI should be reduced to exclude the areas previously annexed by the City of San Leandro, then removing those areas from the SOI is appropriate.
- 2) **Revised SOI (County UGB):** If the Commission determines that the SOI should include currently planned urbanized areas, the SOI should be adjusted to follow the County UGB established by Measure D.
- 3) **Retain Existing SOI:** If the Commission determines that the existing agency boundary/SOI boundary is the desired government structure, retention of the existing SOI is appropriate.

ANALYSIS

The SOI extends beyond District boundaries in three areas, as discussed above. The SOI should be reduced to exclude two areas previously detached from HARD and annexed to the City of San Leandro. The detachments were not accompanied by corresponding SOI amendment. There is no potential for annexation of these two areas to HARD. This historical oversight should be corrected.

The SOI excludes outlying regional park and watershed territory northeast of Lake Chabot. LAFCo stated in the HARD SOI establishment resolution findings that services provided by HARD are generally limited to urbanized areas and areas that are not planned for urbanization should not be within its SOI.⁸⁴ Therefore, the Commission excluded from the HARD SOI regional park and watershed lands.

A 1979 LAFCo staff report found no justification for property tax payments to be made on undeveloped areas not served by the District.⁸⁵ However, LAFCo staff determined that most of the properties excluded from the HARD SOI were Williamson Act lands assessed at reduced levels for property tax purposes.

In addition, the 1979 LAFCo staff report stated the large regional coverage of HARD’s boundary duplicates the services provided by EBRPD, and that any service overlap areas should be eliminated. All park maintenance and recreation services within the City of Hayward are provided by either HARD or EBRPD. There is no overlap of services between HARD and the City of Hayward although the City maintains City-owned landscaped areas including street medians and the grounds of public buildings.

To continue in the tradition of excluding rural and undeveloped areas, it would make sense to retain the HARD SOI and continue to exclude those areas within agency boundaries where development is limited.

For the most part, the SOI is consistent with the County UGB (see Appendix B for map). However, HARD’s SOI extends beyond the County UGB in Crow and Cull Canyons. The County UGB extends beyond HARD’s SOI in the vicinity of Lake Chabot and eastern Hayward (the portion outside the City of Hayward’s eastern SOI) areas. HARD has not proposed any changes to its SOI.

Table 8-2. HARD SOI Issues Analysis

Issue	Comments
SOI update recommendation	Reduce SOI to exclude two areas previously annexed by the City of San Leandro
Nature, location, and extent of any functions or classes of services provided	The District maintains and operates community and neighborhood parks, recreation and community centers, senior centers, golf courses, sports fields, school park areas, pools, gymnasiums, and other facilities. The District provides recreational programs at its own facilities as well as school

⁸⁴ LAFCo Resolution No. 83-7, May 19, 1983.

⁸⁵ Alameda LAFCo, *Spheres of Influence for Special Districts of Eden Township*, May 1979.

SPHERE OF INFLUENCE OPTIONS

	facilities shared with the District. The District provides maintenance of park areas, trees, landscaping, buildings, and other structures at the District’s park sites and facilities. The District does not directly provide park and recreation service outside its bounds, although anyone is allowed to use District facilities.
Present and planned land uses in the area	The recommended SOI does not conflict with planned land uses. County and City of Hayward policies support the provision of adequate park and recreation services for residents. County and City plans envision continued growth in population needing park services.
Agricultural and open space lands	There are no impacts on agricultural and open space lands as no SOI expansion is contemplated.
Present and probable need for public facilities and services in the area	There is a steadily growing population needing services.
Services to be provided to any areas added to the SOI	No SOI expansion is proposed.
Present capacity of public facilities and adequacy of public services	For the most part, park services are adequate. HARD has fewer developed park acres than statutory park acreage standards, although HARD does have additional planned park acres and park facilities. The District conducts performance evaluation and monitors productivity to improve service efficiency.
Social or economic communities of interest in the area	Services are provided throughout the City of Hayward, the unincorporated areas of San Lorenzo, Ashland, Castro Valley, Cherryland, and Fairview. The Crow Canyon and Palomares Hills areas lie within HARD boundaries and are affected communities.
Effects on other agencies	The City of Hayward and the County are affected in that their residents finance and rely on HARD services.
Potential for consolidations or other reorganizations when boundaries divide communities	None identified.
Opportunity for infill development rather than SOI expansion	No SOI expansion is proposed.
Location of facilities, infrastructure and natural features	The District’s key infrastructure includes 450 acres of park space, two golf courses, an amusement park, an indoor aquatics center, a theater, 12 community and/or recreation centers, a sports park, two senior centers, four public school swim centers, a nature center, interpretive center, and limited and special use facilities including a darkroom, rodeo grounds, historic mansion, and rental facilities.
Willingness to serve	The District wishes to continue to provide services within its boundary and SOI.

RECOMMENDATION

The authors recommend reducing the SOI to exclude two areas previously annexed by the City of San Leandro.

LIVERMORE AREA RECREATION AND PARK DISTRICT

The Livermore Area Recreation and Park District (LARPD) formed in 1947 provides public park maintenance and recreation services to the City of Livermore and surrounding unincorporated areas, most spanning south and east of the City.

The SOI was established in 1975 as coterminous with the City of Livermore SOI. In 1987, LARPD’s SOI was amended to be coterminous with the District boundary and include the Mountain House School District area. In the Eastern Dublin Property Owners' Reorganization in 2002, 1,120 acres were detached from LARPD with corresponding adjustment to its SOI. Previous to the 2002 detachments, two other detachments were made where corresponding SOI amendments were not adopted by LAFCo:

- In 1992, 194 acres in the City of Dublin were detached from LARPD.
- In 1994, as part of the PA 94-030 Eastern Dublin Reorganization, 1,029 acres were detached from LARPD as they were annexed to the City of Dublin.

These areas are still within the LARPD SOI, but lie outside the agency’s bounds:

The District has not recommended any changes to its SOI or boundaries.

Thus far, only one potential policy approach has been identified with respect to SOI update for the District:

- 1) **Reduced SOI (Dublin):** If the Commission determines the LARPD SOI should exclude the areas in the City of Dublin previously detached from the District bounds, then removing those areas from the SOI is appropriate.

ANALYSIS

The District does not currently serve the City of Dublin and does not plan to serve Dublin in the future.

There is no overlap in service provision by LARPD and the City of Livermore. As part of a joint bond measure with the City of Livermore and the LVJUSD, LARPD built the Robert Livermore Park community center. LARPD also receives funds through the City of Livermore’s development impact fees for new park development and through the County’s park in-lieu fees in unincorporated areas.

Table 8-3. LARPD SOI Issues Analysis

Issue	Comments
SOI update recommendation	Reduce SOI to exclude detached territory within the City of Dublin’s boundary
Nature, location, and extent of	The District maintains and operates community, neighborhood,

SPHERE OF INFLUENCE OPTIONS

any functions or classes of services provided	and regional parks and trails. The District provides recreational programs at its facilities and joint-use school facilities. Activities provided by the District include, pre-school, youth, adult, and senior activities including educational and arts classes, child and adult day care, sports leagues and training, aquatics classes, golf lessons, and nature programs at its regional parks. The District provides maintenance of park areas, trees, trails, landscaping, buildings, sports fields, and other structures at its park sites and facilities in the urban areas within District boundaries.
Present and planned land uses in the area	The recommended SOI does not conflict with planned land uses. County and City of Livermore policies support the provision of adequate park and recreation services for residents. County and City plans envision continued growth in population needing park services.
Agricultural and open space lands	There are no impacts on agricultural and open space lands as no SOI expansion is contemplated.
Present and probable need for public facilities and services in the area	There is a steadily growing population needing services.
Services to be provided to any areas added to the SOI	No SOI expansion is proposed.
Present capacity of public facilities and adequacy of public services	Park and recreation services provided in the service areas are adequate. Park acres per 1,000 residents are above the statutory standards.
Social or economic communities of interest in the area	Services are provided throughout the City of Livermore and adjacent unincorporated areas.
Effects on other agencies	The City of Livermore and the County are affected in that their residents finance and rely on LARPD services.
Potential for consolidations or other reorganizations when boundaries divide communities	None identified.
Opportunity for infill development rather than SOI expansion	No SOI expansion is proposed.
Location of facilities, infrastructure and natural features	The District's park and recreation services are provided within its boundaries, with the exception of Camp Shelly, an overnight camping facility, in South Lake Tahoe.
Willingness to serve	The District wishes to continue to provide services within its boundary.

RECOMMENDATION

The authors recommend that LAFCo reduce the SOI for the District to exclude areas already detached from the District boundaries and served by the City of Dublin.

ALAMEDA COUNTY LIBRARY DISTRICT

The Alameda County Library District (ACLD) is a dependent special district governed by the Alameda County Board of Supervisors. The District was formed in 1910 and was created to provide library services to unincorporated areas in the County.

The ACLD was established before LAFCo was created and has no adopted SOI.

The boundary area includes all unincorporated areas of Alameda County and the cities of Fremont, Newark, Union City, Albany, and Dublin. The City of Pleasanton withdrew from the County Library in 1999 to establish an independent municipal library. It is possible that in the future additional cities will withdraw from the County Library system in order to create their own municipal libraries.

Two options have been identified with respect to adopting an SOI:

- 1) **Coterminous SOI:** If the Commission determines that no annexations are likely to occur, the District’s SOI could include only the boundary areas served by the District.
- 2) **Countywide SOI:** If the Commission determines that future annexations of cities requesting library service are likely to occur, then the District’s SOI should be coterminous with the County boundary.

ANALYSIS

The ACLD currently provides service to the unincorporated areas and to five cities in the County. It is not currently anticipated that any additional cities will withdraw from the County Library system in the near future. The remaining nine cities provide library service directly or rely on neighboring cities for service. None of the nine cities has recommended their territory be annexed to ACLD.

Table 8-4. ACLD SOI Issues Analysis

Issue	Comments
SOI update recommendation	Establish a coterminous SOI
Nature, location, and extent of any functions or classes of services provided	The library services include public access to books and other print, video and audio materials as well as various electronic resources and databases. All branches offer computers available for public use. District library services also include special programs for children, teens, adults and seniors such as reading, tutoring and literacy programs. Services are provided to all unincorporated areas and to the cities of Fremont, Newark, Union City, Albany, and Dublin.
Present and planned land uses in the area	The recommended SOI does not conflict with planned land uses. County and city policies support the provision of adequate library services for residents.
Agricultural and open space lands	There is substantial open space land within the District. The District’s boundary includes uninhabited lands that do not

SPHERE OF INFLUENCE OPTIONS

	require library services. However, library services are needed in existing populated areas, and do not, by themselves induce or encourage growth on agricultural or open space lands.
Present and probable need for public facilities and services in the area	The affected area, particularly portions of Dublin and unincorporated areas in the eastern portion of the County are expected to grow steadily, increasing demand for services. Fremont and Union City report needing new branch libraries which would increase service needs as well.
Services to be provided to any areas added to the SOI	Services are already provided. The proposed SOI does not extend beyond agency boundaries or the existing service area.
Present capacity of public facilities and adequacy of public services	Library facilities in unincorporated Alameda County are in poor condition. The San Lorenzo Library is inadequate to meet current or future library service needs. The current building is too small and does not accommodate new technologies. The Castro Valley Library is scheduled to be replaced by 2009.
Social or economic communities of interest in the area	The District serves the unincorporated area, plus the cities of Albany, Dublin, Fremont, Newark, and Union City. Residents of these areas are affected.
Effects on other agencies	The District serves the cities of Albany, Dublin, Fremont, Newark, and Union City as well as unincorporated areas.
Potential for consolidations or other reorganizations when boundaries divide communities	Detachment of one or more cities from ACLD is an option but is considered unlikely.
Opportunity for infill development rather than SOI expansion	The proposed SOI does not extend beyond agency boundaries or the existing service area.
Location of facilities, infrastructure and natural features	ACLD provides library services from ten branches in Alameda County and a bookmobile.
Willingness to serve	The District wishes to continue to provide services within its boundary.

RECOMMENDATION

The authors recommend adoption of a coterminous SOI.

CASTRO VALLEY LIBRARY CSA

The Castro Valley Library CSA (CSA L-1) is a dependent special district governed by the Alameda County Board of Supervisors. The CSA was formed in 1957 to finance construction of a public library building in the Castro Valley area. The CSA currently does not provide any services. The CSA has been inactive since the early 1960s.

The CSA was created before LAFCo was formed and no SOI has been adopted by LAFCo.

ACLD has recommended that this CSA remain in existence in order to provide the option for future voter approved taxes to fund maintenance of a new library building in Castro Valley. The

ALAMEDA LAFCO COMMUNITY SERVICES MSR

current library building is old and inadequate to meet current library service needs, and is scheduled for replacement by 2009. The District has also concluded that before any kind of tax is placed on the ballot, the CSA boundaries would need to be expanded to reflect its current service area, which is much larger than when the CSA was first established. The new boundaries might include portions of the service areas of the Castro Valley Sanitary District and the Castro Valley Unified School District.

At the present time, we have identified three potential options with respect to adopting an SOI:

- 1) **Zero SOI:** If the Commission determines that there is no likely future need for the CSA, it is appropriate to establish a Zero SOI.
- 2) **Coterminous SOI:** If the Commission determines that no annexations are likely to occur, the District’s SOI could include only the current boundary areas of the District.
- 3) **Potential Service Area SOI:** If the Commission determines that all of Castro Valley community should be part of the SOI and future annexations are likely, the District’s SOI could encompass known potential service areas, provided the boundaries are logical and no islands are created.

ANALYSIS

The Castro Valley Library CSA is not currently in use. ACLD is replacing the library facility with funding from State and County sources that do not involve the CSA. The new facility is expected to be completed in 2009. ACLD wishes to retain the Castro Valley Library CSA as a potential financing mechanism for capital and maintenance costs. The District anticipates potentially requiring the use of the CSA within the next two to four years. The District acknowledges that the boundary of this and an adjacent CSA would need reorganization in order for the library CSAs to be effective financing mechanisms. ACLD intends to study expansion of CSA boundaries; potential annexation areas that may be considered include Crow Canyon, Fairview, Five Canyons, and outlying areas within the boundaries of Castro Valley Unified School District. The affected parties do not intend to analyze and identify any specific SOI expansion areas until facility construction is (nearly) complete. Due to uncertainty regarding the usefulness of the CSA as a financing mechanism, the District has not studied or proposed annexation. Expansion of the SOI is premature and may be unnecessary.

Capital costs for the new facility have already been financed. The only authorized operating costs are maintenance and repair costs for facilities and equipment. For the CSA to become useful to the County would require expansion of its powers to include financing operating costs, reorganization of its boundaries, and voter approval of assessments or other financing. For these reasons, it appears unlikely that the CSA would be reactivated in the future.

Table 8-5. CV Library CSA SOI Issues Analysis

Issue	Comments
SOI update recommendation	Adopt a zero SOI
Nature, location, and extent of any functions or classes of services provided	No services are currently provided. The CSA is an inactive financing mechanism for construction and maintenance of library buildings, furniture and equipment other than books.

SPHERE OF INFLUENCE OPTIONS

Present and planned land uses in the area	The recommended SOI does not conflict with planned land uses. County policies support the provision of adequate library services for residents.
Agricultural and open space lands	There is minimal open space land within the CSA. Library services are needed in existing populated areas, and do not, by themselves induce or encourage growth on agricultural or open space lands.
Present and probable need for public facilities and services in the area	The CSA population level is expected to grow.
Services to be provided to any areas added to the SOI	No SOI expansion is proposed.
Present capacity of public facilities and adequacy of public services	The CSA does not presently provide services. The library facility is over 40 years old, is in poor condition and is over-crowded. The ACLD intends to replace the facility by 2009.
Social or economic communities of interest in the area	The Castro Valley community has an interest in the long-term availability of library facility financing.
Effects on other agencies	Availability of a library facility financing mechanism may affect the Alameda County Library District and the County. However, ACLD may establish financing on its own without use of the CSA.
Potential for consolidations or other reorganizations when boundaries divide communities	The MSR identified two government structure options— dissolution and reorganization. Dissolution is recommended for consideration in the next MSR cycle if ACLD finances the facility without use of the CSA. Reorganization may be considered by ACLD in the coming years if it wishes to use the CSA mechanism to seek voter-approved financing; however, ACLD has not identified the precise area for annexation. Both actions are premature at this time.
Opportunity for infill development rather than SOI expansion	No SOI expansion is proposed.
Location of facilities, infrastructure and natural features	ACLD intends to replace the Castro Valley Library building located at 20055 Redwood Road by 2009 with a new facility at another site. The facility is owned by the County, not the CSA.
Willingness to serve	The CSA is inactive, but may be reactivated by the County if needed.

RECOMMENDATION

The authors recommend adoption of a zero SOI at this time unless the agency indicates that it plans to use the CSA within the next five years.

DUBLIN LIBRARY CSA

The Dublin Library CSA (L-1973-1) is a dependent special district governed by the Alameda County Board of Supervisors. The CSA was formed in 1973 to finance construction of a public

ALAMEDA LAFCO COMMUNITY SERVICES MSR

library building in what was then the unincorporated community of Dublin. The CSA currently does not provide any services; it has been inactive since 1999. The City of Dublin financed a new library facility, completing construction in 2003.

The CSA SOI was established in 1984 as coterminous with its bounds. No SOI amendments have been adopted since SOI creation.

The ACLD has recommended that this CSA be dissolved.

At the present time, we have identified one potential SOI option:

- 1) **Zero SOI:** If the Commission determines that this CSA should be dissolved, then adopting a Zero SOI is appropriate.

ANALYSIS

The CSA has been inactive for over 6 years and there is no future need for the CSA. The City of Dublin has recently built a new library building; therefore, there is no future need for this CSA. The City of Dublin, rather than the County, is responsible for library facility construction and maintenance. The library facility originally funded by the CSA has been disposed. ACLD does not object to dissolution of the CSA.

Table 8-6. Dublin Library CSA SOI Issues Analysis

Issue	Comments
SOI update recommendation	Adopt a zero SOI
Nature, location, and extent of any functions or classes of services provided	No services are currently provided. The CSA is an inactive financing mechanism for construction and maintenance of library buildings, furniture and equipment other than books.
Present and planned land uses in the area, including agricultural and open-space lands	The recommended SOI does not conflict with planned land uses. City of Dublin policies support the provision of adequate library services for its residents.
Agricultural and open space lands	Library services are needed in existing populated areas, and do not, by themselves induce or encourage growth on agricultural or open space lands.
Present and probable need for public facilities and services in the area	There is a rapidly growing population in the affected area needing library services.
Services to be provided to any areas added to the SOI	No SOI expansion is proposed.
Present capacity of public facilities and adequacy of public services	The CSA does not provide services. The City of Dublin has recently constructed a new library facility which is in excellent condition.
Social or economic communities of interest in the area	City of Dublin residents and other library users
Effects on other agencies	None.
Potential for consolidations or other reorganizations when boundaries divide communities	The MSR identified dissolution of the CSA as a government structure option.

Opportunity for infill development rather than SOI expansion	No SOI expansion is proposed.
Location of facilities, infrastructure and natural features	None.
Willingness to serve	None has been expressed. ACLD has recommended that the CSA be dissolved. County library services are not needed in the City of Dublin.

RECOMMENDATION

The authors recommend that LAFCo adopt a zero SOI for the CSA.

SAN LORENZO LIBRARY CSA

The San Lorenzo Library CSA (L-2) is a dependent special district governed by the Alameda County Board of Supervisors. The CSA was formed in 1964 to finance construction and maintenance of a public library building in the San Lorenzo area. The CSA currently does not provide any services. The CSA has been inactive since the early 1970s; however, the Alameda County Library District (ACLD) may consider placing a tax on the ballot to finance the replacement of the old library building in San Lorenzo.

The CSA was created post LAFCo establishment, but no action was made by LAFCo involving CSA creation. There was no SOI adopted by LAFCo for the CSA.

The ACLD has recommended that this CSA remain in existence in order to provide the opportunity for future voter-approved assessments to help fund a new library building in San Lorenzo. The current library building is old and inadequate to meet current library service needs.

At the present time, three potential options have been identified with respect to adopting an SOI:

- 1) **Zero SOI:** If the Commission determines that the CSA mechanism is unlikely to be of use, it is appropriate to establish a zero SOI.
- 2) **Coterminous SOI:** If the Commission determines that no annexations are likely to occur, the District’s SOI could include only the current boundary areas of the District.
- 3) **Potential Service Area SOI:** If the Commission determines that all of San Lorenzo community should be part of the SOI and future annexations are likely, the District’s SOI could encompass known potential service areas, provided the boundaries are logical and no islands are created.

ANALYSIS

Although currently inactive, the County may re-activate the CSA to fund a new library building. If the CSA is re-activated the County will need to reorganize the boundaries of the CSA, because the

ALAMEDA LAFCo COMMUNITY SERVICES MSR

San Lorenzo library facility serves a population that extends beyond CSA boundaries. CSA boundaries have not been updated to reflect the current service population.

ACLD is currently planning the replacement of the San Lorenzo Library, and anticipates applying for State funds for construction project costs in FY 2007-08. ACLD anticipate that a San Lorenzo Library CSA may be needed to help secure the local matching funds required for that project. The District reported that it anticipates examining the optimal CSA boundaries in FY 2006-07.

Table 8-7. San Lorenzo Library CSA SOI Issues Analysis

Issue	Comments
SOI update recommendation	Establish a zero SOI
Nature, location, and extent of any functions or classes of services provided	No services are currently provided. The CSA is an inactive financing mechanism for construction and maintenance of library buildings, furniture and equipment other than books.
Present and planned land uses in the area, including agricultural and open-space lands	The recommended SOI does not conflict with planned land uses. County policies support the provision of adequate library services for residents.
Agricultural and open space lands	Library services are needed in existing populated areas, and do not, by themselves induce or encourage growth on agricultural or open space lands.
Opportunity for infill development rather than SOI expansion	None. The District is not a land use authority and has no control over the location of infill development.
Present and probable need for public facilities and services in the area	The CSA population level is expected to grow.
Services to be provided to any areas added to the SOI	No SOI expansion areas are presently recommended.
Present capacity of public facilities and adequacy of public services	The San Lorenzo library facility is in poor condition. The San Lorenzo Library is inadequate to meet current or future library service needs. The current building is too small and does not accommodate new technologies. The facility is owned by the County, not the CSA. ACLD may wish to activate the CSA as a financing mechanism in the coming years to help finance facility replacement.
Social or economic communities of interest in the area	The unincorporated San Lorenzo community is the most affected. The San Lorenzo library facility serves a population that extends beyond CSA boundaries. Since library facilities are open to any California resident, other library users are also affected.
Effects on other agencies	ACLD and the County are affected. Residents may be using libraries in the neighboring cities of Hayward and San Leandro due to facility inadequacy.
Potential for consolidations or other reorganizations when boundaries divide communities	The MSR identified a government structure option of annexing and/or detaching territory to the CSA; however, such action is premature at this time because the CSA is not presently active and ACLD has not identified the precise area for reorganization.

SPHERE OF INFLUENCE OPTIONS

	Another option is dissolution; ACLD prefers not to dissolve the CSA as it may be a useful facility financing mechanism in the coming years.
Opportunity for infill development rather than SOI expansion	No SOI expansion is proposed.
Location of facilities, infrastructure and natural features	The library facility is located at 395 Paseo Grande. The facility is owned by the County, not the CSA.
Willingness to serve	The CSA is inactive, but may be reactivated by the County if needed to finance a replacement library facility.

RECOMMENDATION

The authors recommend adoption of a zero SOI at this time unless the agency indicates that it plans to use the CSA within the next five years.

The affected parties do not intend to analyze and identify specific recommendations for the SOI expansion area until FY 2006-07. Expansion of the SOI is premature and may be unnecessary. If the County requires the San Lorenzo CSA mechanism in the next two years for issuing bonds to provide facility replacement funds, then SOI update and annexation are likely. If the San Lorenzo library facility is replaced without using the CSA mechanism in the coming years, LAFCO should give further consideration to dissolving the CSA in the next MSR cycle.

CASTLE HOMES CSA

The Castle Homes CSA (R-1982-1) is a dependent special district governed by the Alameda County Board of Supervisors. The CSA is administered by the Alameda County Public Works Agency. The CSA was formed in 1983 to provide street maintenance services on private roads for an unincorporated area just north of Hayward in the Fairview area.

The SOI was established in 1984 as coterminous with its bounds. In 1996, Quercus and Arbutus Courts were annexed to the CSA but, no corresponding SOI amendment occurred with the annexation, therefore, the subject territory is outside the CSA’s SOI.

The Public Works Agency has not recommended changes to the CSA boundary or SOI.

At the present time, one SOI option has been identified:

- 1) **Coterminous SOI:** If the Commission determines that the SOI should include all of the area included in the CSA bounds, then expanding the SOI to be coterminous with the CSA bounds is appropriate.

ANALYSIS

The CSA currently serves a small area in the unincorporated community of Fairview. The CSA does not plan to extend service areas, other than the current boundary area outside the CSA SOI.

Table 8-8. Castle Homes CSA SOI Issues Analysis

Issue	Comments
SOI update recommendation	Expand SOI to be coterminous
Nature, location, and extent of any functions or classes of services provided	Street maintenance on private roads in the unincorporated community of Fairview.
Present and planned land uses in the area, including agricultural and open-space lands	The area is a low-density residential community. The recommended SOI does not conflict with planned land uses.
Agricultural and open space lands	None, the CSA already serves the entire boundary area, including the SOI expansion area.
Present and probable need for public facilities and services in the area	The CSA population is projected to grow in the coming years, causing continued wear and tear on the road system.
Services to be provided to any areas added to the SOI	Street maintenance on private roads is being provided in the SOI expansion area which lies within the CSA boundaries.
Present capacity of public facilities and adequacy of public services	Castle Homes CSA streets lack sidewalk, curb and gutter improvements. The service provider conducts performance evaluation, productivity monitoring and benchmarking to improve service efficiency.
Social or economic communities of interest in the area	The private road network is primarily used by residents of the Castle Homes community.
Effects on other agencies	The ACPWA provides service to the area by contract. The community is adjacent to the City of Hayward, although the private road network is not integrated with the Hayward network.
Potential for consolidations or other reorganizations when boundaries divide communities	The MSR identified annexation to the City of Hayward as an option, albeit unlikely. The CSA is adjacent to the City boundary and lies within the Hayward SOI. However, due to the low-density nature of the residential community and the lack of integration with the Hayward street system, annexation is deemed unlikely. There are no known or planned annexation proposals affecting the community.
Opportunity for infill development rather than SOI expansion	None. The SOI expansion area already lies within the CSA bounds and service area.
Location of facilities, infrastructure and natural features	The CSA does not own infrastructure, but does serves two centerline miles of private roads. There are no signalized intersections in the CSA.
Willingness to serve	The District wishes to continue to provide services within its boundary.

RECOMMENDATION

The authors recommend that the CSA SOI be expanded to include Quercus and Arbutus Courts within the CSA boundary area, making the SOI coterminous.

CASTLEWOOD CSA

The Castlewood CSA (R-1967-1) provides street maintenance on private roads as well as water distribution, and sewer collection services to some areas in the CSA.

The CSA boundary includes the Castlewood Country Club and adjacent low-density residential in an unincorporated area southwest of Pleasanton.

The CSA’s SOI was established in 1984. All of the areas in the Castlewood CSA SOI were annexed shortly after SOI adoption in August of 1984. Hence, the CSA’s SOI is currently coterminous with its bounds.

Two options are identified with respect to SOI update for the District:

- 1) **Retain Existing SOI:** If the Commission determines that the existing coterminous agency boundary/SOI boundary is the desired option, retention of the existing SOI is appropriate.
- 2) **Expanded SOI (Pleasanton):** If the Commission determines that the area south of the CSA should be included in the SOI, then this area should be included in the CSA’s SOI.

ANALYSIS

Pursuant to an agreement between the City, County and developer, the sewage in an adjacent Pleasanton neighborhood is conveyed through the CSA sewer lines to the City of Pleasanton sewer lines. By law, the CSA may only include unincorporated areas, and may not include territory within city limits unless the City's governing body consents to such inclusion by resolution (Government Code §25210.10a). Furthermore, there are no planned, current or past proposals for that area to detach from Pleasanton. The municipal service level offered by Pleasanton is greater than in the Castlewood area.

The street infrastructure and sewer collection systems do not meet City design standards. Residents are unlikely to petition for annexation due to differences in infrastructure standards and the significant cost associated with widening streets in this built-out area to meet City design standards. Therefore, it is unlikely that the territory would be annexed to Pleasanton and it is infeasible that the area south of the CSA would be detached from Pleasanton and annexed to the CSA

Table 8-9. Castlewood CSA SOI Issues Analysis

Issue	Comments
SOI update recommendation	Retain existing coterminous SOI
Nature, location, and extent of any functions or classes of services provided	The CSA reimburses the County Public Works Agency for as-needed staffing to provide street maintenance services on private roads in the unincorporated Castlewood community south of Pleasanton.
Present and planned land uses in the area, including agricultural and open-space lands	The area contains single-family residences and a country club. The recommended SOI does not conflict with planned land uses.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

Agricultural and open space lands	None, the CSA already serves the area.
Present and probable need for public facilities and services in the area	Modest growth is anticipated in the Castlewood community.
Services to be provided to any areas added to the SOI	No SOI expansion is proposed.
Present capacity of public facilities and adequacy of public services	Wastewater services are adequate, except that some homes still rely on private septic systems. Castlewood CSA has no drought plan prepared and does not follow conservation best management practices, such as metering water use. CSA private streets lack sidewalk, curb and gutter improvements. The service provider conducts performance evaluation, productivity monitoring and benchmarking to improve service efficiency.
Social or economic communities of interest in the area	The Castlewood Property Owners Association, which represents most of the residential property owners in the CSA, and the Castlewood Country Club are communities of interest.
Effects on other agencies	The County is affected. The City of Pleasanton is adjacent, but would be unaffected by retaining the existing SOI.
Potential for consolidations or other reorganizations when boundaries divide communities	The MSR identified annexation of Castlewood to the City of Pleasanton as an option, albeit unlikely. The street infrastructure and sewer collection systems do not meet City design standards. Residents are unlikely to petition for annexation due to differences in infrastructure standards and the significant cost associated with widening streets in this built-out area to meet City design standards.
Opportunity for infill development rather than SOI expansion	No SOI expansion is proposed.
Location of facilities, infrastructure and natural features	There are 3.7 centerline miles of private streets and no signalized intersections. The sewer collection and water distribution systems run beneath the street.
Willingness to serve	The CSA wishes to continue to provide services within its boundary.

RECOMMENDATION

The authors recommend that LAFCo retain the existing coterminous SOI for the CSA.

ESTUARY BRIDGES CSA

The Estuary Bridges CSA (B-1988-1) is a dependent special district governed by the Alameda County Board of Supervisors. The CSA is administered by the Alameda County Public Works Agency (ACPWA). The CSA was formed in 1989 to finance the operation and maintenance of three draw bridges crossing the Oakland Estuary between the cities of Alameda and Oakland—the High Street Bridge, the Park Street Bridge and the Miller-Sweeney Bridge.

SPHERE OF INFLUENCE OPTIONS

The boundary area includes all of Alameda County except the cities of Berkeley and Hayward. Each of the 12 cities included in the CSA adopted a resolution of consent for inclusion in the CSA at the time of formation. LAFCo did not adopt an SOI for the CSA.

ACPWA does not recommend changes to the CSA boundary or SOI in spite of the inactive status of the CSA.

Two options have been identified with respect to adopting an SOI:

- 1) **Zero SOI:** If the Commission determines that this CSA should be dissolved, then adopting a Zero SOI is appropriate.
- 2) **Adopt coterminous SOI:** If the Commission determines that this CSA should be retained for purposes of assessing the community for the cost of bridge maintenance, then adopting a coterminous SOI is appropriate.

ANALYSIS

Prior to CSA formation, the County Road Fund (i.e., gas taxes) financed the annual cost of maintaining and operating the three bridges. When the CSA was formed in 1989, the County adopted agreements with each city included in the CSA to use Special District Augmentation Fund, County Road Fund and/or special assessments to finance the CSA, but not to levy special assessments within city boundaries without prior consent of each city.

When the CSA was established in 1989, the Special District Augmentation Fund (SDAF) existed to reallocate property tax revenues among special districts. The SDAF was established in each county with payments into the fund to be made based on a formula in State law, and with the county supervisors determining how to distribute the funds to special districts within the county. In FY 1993-94 the legislature abolished SDAF. The CSA lost its SDAF funding as a result, and does not receive any Educational Revenue Augmentation Fund (ERAF) revenues.

The County finances the annual cost of maintaining and operating the three bridges with gas tax revenues, the half cent transportation sales tax (Measure B) and interest income.

Table 8-10. Bridges CSA SOI Issues Analysis

Issue	Comments
SOI update recommendation	Establish a zero SOI
Nature, location, and extent of any functions or classes of services provided	ACPWA staffs bridge operations, preventative maintenance, and as-needed repairs.
Present and planned land uses in the area	The boundary area includes a diverse mix of land use.
Agricultural and open space lands	There are agricultural and open space lands within the boundary area. The CSA serves three draw bridges connecting the cities of Alameda and Oakland, and does not plan any additional bridges. Thus, no impacts on agricultural and open space lands are anticipated.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

Present and probable need for public facilities and services in the area	The population level is expected to grow, as is the volume of vehicles using the draw bridges.
Services to be provided to any areas added to the SOI	No SOI expansion is proposed.
Present capacity of public facilities and adequacy of public services	The bridges are in good condition. There are no deficiencies or load restrictions, according to recent State inspection reports. The bridges will require seismic retrofit in the future. The service provider conducts performance evaluation, productivity monitoring and benchmarking to improve service efficiency.
Social or economic communities of interest in the area	Vehicles crossing the draw bridges and vessels passing under the bridges are communities of interest.
Effects on other agencies	The cities of Alameda and Oakland are most affected as the bridges connect these two cities.
Potential for consolidations or other reorganizations when boundaries divide communities	The MSR identified dissolution as a government structure option.
Opportunity for infill development rather than SOI expansion	None. The District is not a land use authority and has no control over the location of infill development.
Location of facilities, infrastructure and natural features	The three bridges span the Oakland Estuary, linking the cities of Alameda and Oakland, and provide service to those traveling across and below the bridges.
Willingness to serve	Although ACPWA is willing to serve the bridges, the CSA mechanism is unnecessary for continued service.

RECOMMENDATION

The authors recommend that LAFCo adopt a Zero SOI for the CSA at this time.

FIVE CANYONS CSA

The Five Canyons CSA (PW-1994-1) provides storm drainage services, supplemental street maintenance services on public roads, erosion control, and maintenance on various types of public space including retaining walls, open space, fire buffer zones, landscaped areas, and entry monuments.⁸⁶

The CSA’s SOI was established in 1994 as coterminous with its bounds. Since SOI adoption, Canyon Terrace (2.76 acres) and Canyonwood (6.18 acres) were annexed to the CSA, with corresponding SOI amendments.

The CSA indicated that it might propose changes to its SOI. The CSA is considering the addition of one area. The area under consideration includes the Gillrie property located northeast of

⁸⁶ The homeowners association, not the CSA, is responsible for maintenance of private roads.

the CSA boundary; this may be proposed should Measure D provisions change. However, no specific proposal for SOI expansion was made.

Two options are identified with respect to SOI update for the CSA:

- 1) **Retain Existing SOI:** If the Commission determines that the existing coterminous agency boundary/SOI boundary is the desired option, retention of the existing SOI is appropriate.
- 2) **Expanded SOI:** If the Commission determines that future annexations are likely in developing areas around the CSA, the CSA’s SOI should be expanded to include those areas.

ANALYSIS

Given that no specific recommendation for SOI expansion has been received, it is impractical to expand the SOI at this time.

Table 8-11. Five Canyons CSA SOI Issues Analysis

Issue	Comments
SOI update recommendation	Retain existing coterminous SOI
Nature, location, and extent of any functions or classes of services provided	Storm drainage services, supplemental street maintenance services on public roads, landscaping, graffiti prevention and removal, erosion control, and maintenance of retaining walls
Present and planned land uses in the area	Five Canyons is a low-density residential community. The SOI is consistent with planned land uses.
Agricultural and open space lands	None
Present and probable need for public facilities and services in the area	Current growth areas exist in the Five Canyons area. There are numerous planned developments. The CSA is a newly developed area and growth will continue with developments under construction.
Services to be provided to any areas added to the SOI	None. No SOI expansion is proposed.
Present capacity of public facilities and adequacy of public services	Services appear to be adequate. The service provider conducts performance evaluation, productivity monitoring and benchmarking to improve service efficiency.
Social or economic communities of interest in the area	The Five Canyons residential community.
Effects on other agencies	The County is an affected agency in that the CSA finances supplemental services on public roads, the area is unincorporated, and the County staffs the CSA.
Potential for consolidations or other reorganizations when boundaries divide communities	No specific options were identified.
Opportunity for infill development rather than SOI expansion	No SOI expansion is proposed.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

Location of facilities, infrastructure and natural features	There are 5.5 centerline miles of public roads in the CSA, in addition to 2.2 miles of private roads and one signalized intersection.
Willingness to serve	The CSA wishes to continue to provide services within its boundary.

RECOMMENDATION

The authors recommend that LAFCo retain the existing coterminous SOI for the CSA.

MORVA CSA

The Morva CSA (R-1982-2) is a dependent special district governed by the Alameda County Board of Supervisors. The CSA is administered by the Alameda County Public Works Agency. The CSA was formed in 1983 to provide street maintenance services on private roads for residents on Morva Drive and Morva Court, which are located in the unincorporated community of Cherryland north of Hayward.

The SOI was established in 1984 as coterminous with its bounds. No SOI amendments have been adopted since SOI creation.

The Public Works Agency has not recommended changes to the CSA boundary or SOI.

At the present time, one SOI option has been identified:

- 1) **Retain Existing Coterminous SOI:** If the Commission determines that the existing coterminous SOI boundary is the desired option, then retaining the current SOI is appropriate.

ANALYSIS

There are no planned service areas other than what is currently served by the CSA.

Table 8-12. Morva CSA SOI Issues Analysis

Issue	Comments
SOI update recommendation	Retain existing coterminous SOI
Nature, location, and extent of any functions or classes of services provided	Street maintenance services on private roads
Present and planned land uses in the area	Small residential community with 13 households. The CSA is not a land use authority. The SOI is consistent with planned land uses.
Agricultural and open space lands	None
Present and probable need for public facilities and services in the area	Minimal growth is anticipated because the area is built out.

SPHERE OF INFLUENCE OPTIONS

Services to be provided to any areas added to the SOI	None. No SOI expansion is proposed.
Present capacity of public facilities and adequacy of public services	Morva CSA streets do not meet standard widths, but do have sidewalk, curb and gutter improvements. The service provider conducts performance evaluation, productivity monitoring and benchmarking to improve service efficiency.
Social or economic communities of interest in the area	The Morva community
Effects on other agencies	The County is an affected agency in that the area is unincorporated and the County staffs the CSA.
Potential for consolidations or other reorganizations when boundaries divide communities	None identified.
Opportunity for infill development rather than SOI expansion	None. The District is not a land use authority and has no control over the location of infill development.
Location of facilities, infrastructure and natural features	The CSA includes two local streets, Morva Court and Morva Drive, within the unincorporated Cherryland area north of Hayward. There are 0.1 centerline miles of private roads and no signalized intersections.
Willingness to serve	The CSA wishes to continue to provide services within its boundary.

RECOMMENDATION

The authors recommend that LAFCo retain the existing SOI for the CSA.

STREET LIGHTING CSA

The Street Lighting CSA (SL-1970-1) is a dependent special district governed by the Alameda County Board of Supervisors. The CSA is administered by the Alameda County Public Works Agency. The CSA was originally created in 1970 and expanded in 1979 through the reorganization of three street lighting districts into one large street lighting district, with the purpose of providing a uniform level of street and highway lighting. The CSA provides street lighting services to most of Alameda County’s unincorporated urbanized areas west of the Hayward/Pleasanton Ridge.

The CSA boundary area includes the unincorporated areas of Ashland, Cherryland, San Lorenzo, Castro Valley, Fairview, and a large portion of the City of Dublin.

The SOI was established in 1984, as what were the SOIs of the Eden Consolidated Fire Protection, the Castro Valley Fire Protection, and the Fairview Fire Protection Districts. The territory in the City of Dublin was excluded from the SOI; as LAFCo was anticipating Dublin’s termination of street lighting services received from CSA, which happened at the start of FY 1984-85. The territory in Dublin remained in the bounds of the CSA at the City’s request; the City subsequently began providing service directly. The Public Works Agency has recommended the CSA bounds exclude those lands, which are within the City of Dublin. The area is now served by the City of Dublin and no longer needs services provided by the CSA.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

As part of the Portofino Development Annexation in 1985, a small area (a few acres) was detached from the Street Lighting CSA when annexed into the City of San Leandro. No corresponding SOI amendment was adopted so the subject territory is still within the CSA’s SOI.

At the present time, we have identified two potential SOI options:

- 1) **Reduce SOI (Portofino):** If the Commission determines the Portofino area detached from the CSA should be excluded from the SOI, then SOI reduction is appropriate.
- 2) **Retain Existing SOI:** If the Commission determines that the existing agency boundary/SOI boundary is the desired option, retention of the existing SOI is appropriate.

ANALYSIS

The SOI should be updated to reflect current boundaries by removing the detached Portofino area.

The CSA currently serves a large portion of the urbanized unincorporated areas of the County. According to the Alameda County Public Works Agency (ACPWA), additional street lighting services are needed in the newly developed and growing unincorporated areas of the County. However, ACPWA did not identify specific areas requiring extension of street lighting services.

Table 8-13. Street Lighting CSA SOI Issues Analysis

Issue	Comments
SOI update recommendation	Reduce SOI to exclude the Portofino area detached from the CSA
Nature, location, and extent of any functions or classes of services provided	Street lighting services
Present and planned land uses in the area	The boundary area includes a diverse mix of land use. The SOI is consistent with planned land uses.
Agricultural and open space lands	Unaffected
Services to be provided to any areas added to the SOI	None. No SOI expansion is proposed.
Present and probable need for public facilities and services in the area	The population in the CSA is expected to continue to grow. There remain some development opportunities.
Present capacity of public facilities and adequacy of public services	Service levels are adequate. Although street lighting repair response times are somewhat longer than in most cities, the agency manages to make repairs within two working days on average. The service provider conducts performance evaluation, productivity monitoring and benchmarking to improve service efficiency.
Social or economic communities of interest in the area	Ashland, Cherryland, San Lorenzo, Castro Valley, Fairview
Effects on other agencies	The County is an affected agency since the CSA serves unincorporated areas.

Potential for consolidations or other reorganizations when boundaries divide communities	The MSR identified detachment of territory located in the boundary of the City of Dublin as an option. The potential detachment area is no longer served by the CSA.
Opportunity for infill development rather than SOI expansion	None. No SOI expansion is proposed.
Location of facilities, infrastructure and natural features	There are 7,084 street lights located throughout the CSA.
Willingness to serve	The CSA wishes to continue to provide services within its boundary, except territory in the City of Dublin.

RECOMMENDATION

The authors recommend that the SOI be reduced to exclude the Portofino area.

VECTOR CONTROL SERVICES DISTRICT CSA

The Vector Control Services District CSA (VC-1984-1) was formed in 1984 to provide countywide vector control services.

The SOI was established in 1984 as coterminous with Alameda County. The boundary area also includes all of Alameda County except for the cities of Emeryville and Fremont. No SOI amendments have been adopted since SOI creation.

The district has not recommended any changes to its SOI or boundaries, but likely sees in the future the annexation of the cities of Emeryville and Fremont to the District.

One option is identified with respect to SOI update for the District:

- 1) **Retain Existing SOI:** If the Commission determines that the existing countywide SOI boundary is the desired option, retention of the existing SOI is appropriate.

ANALYSIS

The Vector Control CSA boundary includes the entire county, except for the cities of Emeryville and Fremont. The CSA provides both vector control and mosquito abatement services to the City of Albany. Elsewhere in the County, ACMAD specializes in mosquito abatement and the CSA specializes in vector control. However, in Albany, the CSA is providing mosquito abatement service as desired by the City. ACMAD is not competing with the CSA to provide vector control services. However, even if ACMAD were to provide service to Albany in the future, the CSA would continue to provide vector control services to this area.

Table 8-14. Vector Control CSA SOI Issues Analysis

Issue	Comments
SOI update recommendation	Retain existing countywide SOI

ALAMEDA LAFCO COMMUNITY SERVICES MSR

Nature, location, and extent of any functions or classes of services provided	The CSA controls public health nuisances carried by rats, fleas, ticks, mites, flies, and other insects. The agency investigates public concerns and provides educational information regarding vectors and vector-borne diseases. The agency oversees the administration of quarantine measures regarding animal bites, investigates nuisances, and traps nuisance mammals. The CSA conducts rodent suppression, surveys of rat populations, and inspection and baiting of sewers and waterfronts for rats. Supplemental services for the City of Oakland involve surveillance and control of a severe rat population originating in the City’s sewer system. The CSA is also responsible for mosquito abatement within the City of Albany. Responsibilities in Albany include monitoring and source control of mosquito populations.
Present and planned land uses in the area	The boundary area includes a diverse mix of land use. The SOI is consistent with planned land uses.
Agricultural and open space lands	Unaffected
Present and probable need for public facilities and services in the area	The population in the CSA is expected to continue to grow. Services to Albany will be challenged with the growing threat of West Nile Virus in the region. Vector Control CSA will continue to monitor other vector borne illnesses as well such as Lyme disease, hantavirus pulmonary syndrome and plague.
Services to be provided to any areas added to the SOI	None. No SOI expansion is proposed.
Present capacity of public facilities and adequacy of public services	Services appear to be adequate. The agency conducts productivity monitoring and performance-based budgeting to improve service efficiency.
Social or economic communities of interest in the area	The District was formed to provide countywide vector control services.
Effects on other agencies	The cities of Emeryville and Fremont are affected as they lie within the SOI but outside agency boundaries. ACMAD is affected by competition with the CSA for provision of mosquito abatement services.
Potential for consolidations or other reorganizations when boundaries divide communities	The MSR identified annexation of the cities of Emeryville and Fremont as well as consolidation with ACMAD as government structure options.
Opportunity for infill development rather than SOI expansion	None. No SOI expansion is proposed.
Location of facilities, infrastructure and natural features	The CSA’s key infrastructure includes office space, dry pesticide storage, equipment storage, and lab facilities located in the County Department of Environmental Health building. Equipment used by the CSA includes 22 field vehicles, one van, two mechanical manhole lifters, and various devices for pesticide application.
Willingness to serve	The CSA wishes to continue to provide services within its boundary.

RECOMMENDATION

The authors recommend that LAFCo retain the existing countywide SOI for the CSA.

LEAD ABATEMENT CSA

The Lead Abatement CSA (LA-1991-1) is a dependent special district governed by the Alameda County Board of Supervisors. The CSA was formed in 1991 to provide lead abatement services to unincorporated Alameda County and to the cities in the County who wish to participate.

There was no SOI was adopted by LAFCo for the Lead Abatement CSA.

The boundary area includes all of unincorporated Alameda County and the cities of Alameda, Berkeley, Emeryville, and Oakland.

The District has not recommended any changes to its boundaries.

Two options have been identified with respect to adopting an SOI:

- 1) **Adopt Coterminous SOI:** If the Commission determines that the SOI should include all of the area included in the CSA bounds, then establishing a coterminous SOI is appropriate.
- 2) **Adopt Countywide SOI:** If the Commission determines that the SOI should include all of the area in the County, then establishing a countywide SOI is appropriate.

ANALYSIS

The Lead Abatement CSA currently provides service to all the four cities. There has been recent discussion of potentially including the unincorporated areas within the service boundary. No other cities have been identified that wish to annex to the CSA. The CSA did not propose or recommend an SOI.

Table 8-15. Lead Abatement CSA SOI Issues Analysis

Issue	Comments
SOI update recommendation	Establish a coterminous SOI
Nature, location, and extent of any functions or classes of services provided	The Alameda County Lead Poisoning Prevention Program (ACLPPP) works with local and state organizations to prevent and reduce childhood lead poisoning throughout the County. Supplemental services provided to CSA property owners include a direct information line, public outreach and education, lead evaluation site visits, distribution of lead-safe painting kits, lead-safe painting and property renovation classes, lending high efficiency particulate air filter vacuums, and referrals to other agencies. Services provided countywide include lead hazard identification, blood lead screening, nurse case management, and outreach and education to the public. CSA services are provided within CSA boundaries to the cities of Alameda, Berkeley, Emeryville, and Oakland.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

Present and planned land uses in the area	The boundary area includes a diverse mix of land use. The SOI is consistent with planned land uses.
Agricultural and open space lands	Unaffected
Present and probable need for public facilities and services in the area	There is a present and probable need for lead abatement services.
Services to be provided to any areas added to the SOI	The CSA already provides supplemental lead abatement services within its boundary area and proposed SOI.
Present capacity of public facilities and adequacy of public services	Lead Abatement CSA services provided in the service area are adequate. The CSA conducts performance evaluation, productivity monitoring and performance-based budgeting to improve service efficiency.
Social or economic communities of interest in the area	The CSA was formed to provide lead abatement services to unincorporated Alameda County and the cities in the County who wish to participate.
Effects on other agencies	Alameda County and the cities of Alameda, Berkeley, Emeryville, and Oakland
Potential for consolidations or other reorganizations when boundaries divide communities	None identified
Opportunity for infill development rather than SOI expansion	Not applicable because lead abatement services are needed in urbanized and rural areas.
Location of facilities, infrastructure and natural features	The District's key infrastructure includes one office and a lead-safe painting training center in the City of Oakland.
Willingness to serve	The CSA wishes to continue to provide services.

RECOMMENDATION

The authors recommend adoption of an SOI coterminous with the existing CSA boundary.

CITY OF ALAMEDA

The City of Alameda's boundary and SOI are coterminous and there are no adjacent unincorporated areas. The City has not recommended changes to its SOI.

Only one option for the SOI is identified:

- 1) **Retain Existing SOI:** If the Commission determines that the existing city boundary/SOI boundary is appropriate, the existing SOI should be retained.

ANALYSIS

There is only one viable option for the City of Alameda. The City is surrounded by incorporated territory, with no possibility for expansion unless the boundary of a neighboring jurisdiction is changed.

Table 8-16. Alameda SOI Issues Analysis

Issue	Comments
SOI update recommendation	Retain existing SOI
Services provided	The City provides police, fire, paramedic, ambulance transport, stormwater, park, recreation, library, wastewater, street maintenance, and street sweeping services directly. The City contracts with private companies for street light maintenance, solid waste collection and ferry operation services.
Present and planned land uses in the area	The City primarily consists of urban development, including residential, business, retail and recreational areas. Developed land is primarily residential with significant commercial that mostly consists of the Alameda Point area, and modest industrial and institutional use. The SOI is coterminous with the City and consistent with planned land uses.
Agricultural and open space lands	Most open space within the City is along its shores, including wildlife refuges, shoreline preserves and beaches. Only eight percent of total land area in the City is open space. No adverse affects are anticipated since no expansions are proposed.
Present and probable need for public facilities and services in the area	The population in the City is expected to continue to grow. Alameda Point is expected to accommodate the majority of employment growth over the next 20 years. The General Plan (1991 and 2006 amendment) envisions commercial, residential and recreational development at Alameda Point and northern water front areas.
Services to be provided to any areas added to the SOI	No SOI expansion is proposed.
Present capacity of public facilities and adequacy of public services	For the most part, municipal services provided in the city are adequate with the exception of wastewater, stormwater and library service. An RWQCB order requires rehabilitation of various segments of deteriorating sanitary sewer to eliminate all instances of infiltration and inflow. In some areas, the size of stormwater pipes is too small to handle system flows. Two out of three city library facilities, West End and Bay Farm Island libraries, are in poor condition. The City conducts productivity monitoring to improve service efficiency.
Social or economic communities of interest in the area	The City is almost entirely located on one island, except for the Bay Farm Island west of the Oakland International Airport. Alameda is home to the Coast Guard Island and Alameda Point, formerly the Naval Air Station. Alameda Point is an economic community of interest with planned development with new businesses, housing, recreational facilities, and community and cultural services.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

Effects on other agencies	None identified
Potential for consolidations or other reorganizations when boundaries divide communities	None identified
Opportunity for infill development rather than SOI expansion	No expansions of developable areas are proposed. Alameda’s growth is expected to occur only through infill development, redevelopment, and conversion and intensification opportunities throughout the community. The City’s largest redevelopment project is Alameda Point, with the addition of 15,000 new residents in the next 20 years.
Location of facilities, infrastructure and natural features	City facilities are primarily located in the eastern portion of the City along Park Street. As an island, the Bay creates a natural boundary surrounding the City, except for Bay Farm Island, which is primarily surrounded by the Bay, except for the Oakland International Airport to the east.
Willingness to serve	The City wishes to continue to provide services within its boundary.

RECOMMENDATION

The authors recommend that LAFCO retain the existing coterminous SOI.

CITY OF ALBANY

Albany’s boundary and SOI are coterminous and there are no adjacent unincorporated areas. The City has not recommended changes to its SOI.

Only one option for the SOI has been identified:

- 1) **Retain Existing SOI:** If the Commission determines that the existing city boundary/SOI boundary is appropriate, the existing SOI should be retained.

ANALYSIS

There is only one viable option for the City of Albany. The City is surrounded by incorporated territory, with no possibility for expansion unless the boundary of a neighboring jurisdiction is changed.

Table 8-17. Albany SOI Issues Analysis

Issue	Comments
SOI update recommendation	Retain existing SOI
Services provided	The City provides police, fire, paramedic, ambulance transport, stormwater, park, recreation, wastewater, and street maintenance services directly. The City contracts with the County for library and street light maintenance and with private companies for solid waste collection and street sweeping services.

SPHERE OF INFLUENCE OPTIONS

Present and planned land uses in the area	The City primarily consists of residential use, with two distinctive commercial areas along San Pablo and Solano Avenues as well as industrial uses along Interstate 80. Planned land uses include redevelopment to mixed uses. The City has a small amount of open space mainly located in the western portion of the City. The SOI is consistent with planned land uses.
Agricultural and open space lands	Only nine percent of the land area in the City limits is open space, including public and privately owned land. Open spaces along the City's western edge include Albany Hill and Waterfront.
Present and probable need for public facilities and services in the area	The population in the City is expected to continue to grow. The General Plan (1990) anticipates residential growth as a result of the construction of UC Berkeley housing facilities, UC Village.
Services to be provided to any areas added to the SOI	No SOI expansion is proposed.
Present capacity of public facilities and adequacy of public services	For the most part, municipal services provided in the city are adequate with the exception of police, wastewater and street service. Albany has a lower FBI crime clearance rate in 2000 than the County median. RWQCB requires replacement of portions of the wastewater collection system that are old and fragile. Pavement backlog in the City exceeds \$200,000 per street mile. Albany reported that over half of streets need rehabilitation and a small portion of streets were rehabilitated in FY 2004-05. The City conducts productivity monitoring to improve service efficiency.
Social or economic communities of interest in the area	Albany developed with primarily high density single family residences. Economic communities include commercial centers on San Pablo and Solano Avenues, the UC Village, the Golden Gate Fields racetrack and the industrial areas along Eastshore Highway.
Effects on other agencies	None identified
Potential for consolidations or other reorganizations when boundaries divide communities	None identified
Opportunity for infill development rather than SOI expansion	No expansions of developable areas are proposed. Albany's growth is expected to occur primarily through infill development, redevelopment, and conversion and intensification opportunities throughout the community. The City's land use policy goals include promoting a mix of commercial development and increasing economic vitality of industrial areas.
Location of facilities, infrastructure and natural features	City facilities are primarily located in the center of the City, along San Pablo Avenue. The San Francisco Bay creates a natural boundary to the west. The shoreline consists of a state park and the Golden Gate Fields racetrack.
Willingness to serve	The City wishes to continue to provide services within its boundary.

RECOMMENDATION

The authors recommend that LAFCO retain the existing coterminous SOI.

CITY OF BERKELEY

Berkeley’s boundary and SOI are coterminous and there are no adjacent unincorporated areas. Berkeley has not recommended changes to its SOI.

Two options are identified for the SOI update:

- 1) **Expand SOI (Panoramic Way):** If the Commission determines that the Panoramic Way area in Oakland should be included in Berkeley’s SOI and eventually annexed into the City’s boundaries, then expanding the SOI would be appropriate.
- 2) **Retain Existing SOI:** If the Commission determines that the existing city boundary/SOI boundary is appropriate, the existing SOI should be retained.

ANALYSIS

The first option is to expand Berkeley’s SOI into the developed Panoramic Hill residential area in the City of Oakland. The area is not accessible from Oakland due to topography, and relies on Berkeley for library and park services. Berkeley appears to be the optimal provider of sewer and public safety services. This option was submitted by a property owner late in the public review period and requires further exploration. LAFCo should evaluate this option further and engage the affected cities in discussion of optimal boundaries in this area.

Table 8-18. Berkeley SOI Issues Analysis

Issue	Comments
SOI update recommendation	Expand SOI to include Panoramic Way area.
Services provided	The City provides police, fire, paramedic, ambulance transport, stormwater, park, recreation, library, vector control, wastewater, street and street light maintenance, solid waste collection and street sweeping services directly.
Present and planned land uses in the area	The City primarily consists of residential use (48 percent). A large portion is institutional use (nine percent) and most commercial use (seven percent) surrounds UC Berkeley. Industrial use (four percent) is adjacent to the railroad and San Pablo Avenue. Land use in the Panoramic Way area is low density residential. The SOI is consistent with planned land uses.
Agricultural and open space lands	Only six percent of the City limits is open space, which mainly includes public park and recreation facilities. Open spaces along the City’s western edge include the marina and Eastshore State Park. The UC Berkeley campus operates botanical gardens.
Present and probable need for public facilities and services in the area	The population and jobs in the City is expected to continue to grow over the next 20 years. The General Plan (2002) identifies growth in the downtown area as well as the Southside

SPHERE OF INFLUENCE OPTIONS

	redevelopment area located southwest of the UC Berkeley campus.
Services to be provided to any areas added to the SOI	All City services would be provided.
Present capacity of public facilities and adequacy of public services	<p>For the most part, municipal services provided in the city are adequate with the exception of police service, wastewater service, street, and park service.</p> <p>Berkeley has a higher priority-one police response time than the County median. Traffic congestion was cited as an impediment to fast response times. Officers on bicycles often achieve higher response times than officers in vehicles. RWQCB requires an upgrade of Berkeley’s aged private laterals in poor condition, which contribute a very significant portion to the wastewater system infiltration and inflow. Berkeley’s stormwater system needs substantial improvement. Capital projects have been postponed due to lack of funding. Berkeley reported that the street network is very close to capacity. Pavement backlog in the City exceeds \$200,000 per street mile. Three segments, San Pablo Avenue, Shattuck Avenue, and Adeline Street operate under poor conditions. A very small portion of streets were rehabilitated in FY 2004-05.</p> <p>Berkeley has a lower number of developed park acres per 1,000 residents than the statutory standards. Berkeley does not have additional planned park acres and park facilities. The City conducts productivity monitoring to improve service efficiency.</p>
Social or economic communities of interest in the area	The City developed around the UC Berkeley campus community and its historic downtown. Economic communities include the downtown area, the UC Berkeley campus, various commercial districts and the West Berkeley industrial areas.
Effects on other agencies	The City of Oakland would be affected.
Potential for consolidations or other reorganizations when boundaries divide communities	The MSR identified reorganization of this area as an option. The Panoramic Way community is divided by the Oakland-Berkeley city boundary.
Opportunity for infill development rather than SOI expansion	No expansions of developable areas are proposed. Berkeley’s growth is expected to occur primarily through infill development, redevelopment, and conversion and intensification opportunities throughout the community. Berkeley growth strategies include providing a building height bonus of one additional level for affordable housing.
Location of facilities, infrastructure and natural features	City facilities are primarily located in the center of the City. The San Francisco Bay creates a natural boundary to the west and is primarily occupied by state parks. Eastern hillside areas are fully developed.
Willingness to serve	The City wishes to continue to provide services within its boundary.

RECOMMENDATION

The authors recommend that LAFCo consider expanding the City's SOI to include the Panoramic Way area. The authors encourage LAFCo to engage the affected cities in further discussion of optimal boundaries and service providers in this area.

CITY OF DUBLIN

Dublin's SOI extends outside its boundary in western and northeastern Dublin. Dublin has recently annexed a significant amount of land and has not recommended any changes to its SOI.

In the west, the SOI lies outside both the City's adopted 30-year urban limit line and the County's UGB. The western portion of the growth boundary coincides with the city limits; hence, the western SOI area is entirely outside the projected growth boundary. Density in the western SOI area is limited to one home per 100 acres, primarily because the area currently lacks water service. The City Council may approve denser residential development under certain conditions despite the urban limit line.

Although unaffected by the City's urban limit line, portions of the northeastern SOI area are outside the County's UGB. If the City were to annex territory outside the County UGB, then that territory would no longer be subject to County density and development limits. The City is reviewing several residential projects in this area for annexation purposes and indicated that removal of this area from the SOI would have a detrimental effect on these projects.⁸⁷

Two options have been identified with respect to SOI update for Dublin:

- 1) **Retain Existing SOI:** If the Commission determines that the existing SOI is consistent with growth projections and other plans, it should retain the existing SOI.
- 2) **Reduced SOI (Urban Limit Line):** If the Commission determines that areas designated for no development should be excluded from municipal SOIs, it is appropriate to exclude the western area outside the City's urban limit line from Dublin's SOI.

ANALYSIS

The Dublin SOI was recently expanded east in 2005 in order to annex territory to the City for accommodating planned development. Retaining the City's existing SOI is consistent with the City's current growth plans.

Dublin voters adopted a western urban limit line in 2000, limiting land use west of the city limits to rural uses for a 30-year period. The City may approve General Plan amendments for residential development in this area if it makes determinations regarding utility service availability, effects on

⁸⁷ Letter from City of Dublin City Manager Richard C. Ambrose to LAFCo Executive Officer, July 19, 2004.

SPHERE OF INFLUENCE OPTIONS

adjacent agricultural land, fiscal and aesthetic impacts. All proposed changes require a vote of the Dublin electorate.

Table 8-19. Dublin SOI Issues Analysis

Issue	Comments
SOI update recommendation	Retain existing SOI
Services provided	The City provides stormwater, park, recreation, library facilities, street maintenance, and street sweeping services directly. The City contracts with private companies for street light maintenance and solid waste collection services.
Present and planned land uses in the area	Residential land use occupies most of the city limits. There is a significant amount of open space, most of which is vacant with plans for being developed. Approximately 11 percent of the city limits is designated for various industrial and commercial uses. The SOI is consistent with planned land uses.
Agricultural and open space lands	Only nine percent of the City of Dublin is open space, a large amount of vacant land in Eastern Dublin is currently planned for development. In addition, a large amount of vacant is owned by Camp Parks located in the center of the City. Dublin voters approved a measure (2000) limiting growth past its current western boundary.
Present and probable need for public facilities and services in the area	The population in the City is expected to continue to grow. Dublin anticipates that as many as 32,500 additional residents and 28,100 additional jobs may be added in eastern Dublin in the next 20 years. In western Dublin, the City anticipates modest growth of approximately 1,000 people in the Schaefer Ranch area.
Services to be provided to any areas added to the SOI	No SOI expansion is proposed.
Present capacity of public facilities and adequacy of public services	Municipal services provided in the city are adequate. The City conducts productivity monitoring to improve service efficiency.
Social or economic communities of interest in the area	The Dublin community developed around the Camp Parks training facility and in the San Ramon Village area. Dublin is currently growing further east with new communities currently developed and future communities planned east of Fallon Road. Economic communities include downtown, Dublin Plaza, Dublin Place and Dublin Square Center.
Effects on other agencies	None identified
Potential for consolidations or other reorganizations when boundaries divide communities	None identified

ALAMEDA LAFCO COMMUNITY SERVICES MSR

Opportunity for infill development rather than SOI expansion	No expansions of developable areas are proposed. The City encourages mixed use and higher density development. Dublin’s growth is expected to occur primarily in Eastern Dublin, where the SOI has expanded five times in the last five year to accommodate planned growth. Growth strategies include plans to increase development potential by allowing mixed uses of land with flexible development standards.
Location of facilities, infrastructure and natural features	City facilities are primarily located in the western portion of the City. Western hills create a natural boundary to the west and Camp Parks (a military training facility) occupies 19 percent of the City limits and divides the City into east and west.
Willingness to serve	The City wishes to continue to provide services within its boundary and future areas currently planned for development.

RECOMMENDATION

The authors recommend that LAFCO retain the existing SOI.

CITY OF EMERYVILLE

Emeryville’s boundary and SOI are coterminous and there are no adjacent unincorporated areas. The City has not recommended changes to its SOI.

Only one option for the SOI has been identified:

- 1) **Retain Existing SOI:** If the Commission determines that the existing city boundary/SOI boundary is appropriate, the existing SOI should be retained.

ANALYSIS

There is only one viable option for the City of Emeryville. The City is surrounded by incorporated territory, with no possibility for expansion unless the boundary of a neighboring jurisdiction is changed.

Table 8-20. Emeryville SOI Issues Analysis

Issue	Comments
SOI update recommendation	Retain existing SOI
Services provided	The City provides stormwater, park, recreation, wastewater, and street and street light maintenance services directly. The City contracts with the City of Oakland for library services. The City contracts with private companies for solid waste collection, street sweeping services and vector services.
Present and planned land uses in the area	The City primarily consists of urban developed land, including 36 percent of commercial use and 22 percent residential use, most of which is high density. Emeryville also has a significant amount of industrial use (15 percent). The SOI is consistent with planned land uses.

SPHERE OF INFLUENCE OPTIONS

Agricultural and open space lands	Approximately eight percent of the City limits is parks and open space, most of which is occupied by Eastshore State Park. The City limits do not include any agricultural lands.
Present and probable need for public facilities and services in the area	The population in the City is expected to continue to grow. Growth areas in the City include redevelopment housing projects on 36th and San Pablo Avenue and mixed-use redevelopment on the former King Midas Card Club site. Bay Street is another growth area where five parcels are being redeveloped into a regional retail center with associated residential development.
Services to be provided to any areas added to the SOI	No SOI expansion is proposed.
Present capacity of public facilities and adequacy of public services	For the most part, municipal services provided in the city are adequate with the exception of wastewater, street and park service. An RWQCB order requires the replacement or rehabilitation of Emeryville’s sewer to reduce infiltration of rainwater. Pavement backlog in the City exceeds \$200,000 per street mile. Emeryville has a lower number of developed park acres than the statutory standards. Emeryville does have additional planned park acres and park facilities. The City conducts productivity monitoring to improve service efficiency.
Social or economic communities of interest in the area	Neighborhood planning areas include the Peninsula, North and South Bayfront, Doyle (a residential area), North Hollis (a commercial and industrial area), South Hollis, Park Avenue District (a designated historic area), and the Triangle. Economic communities include the Emeryville Market Place and Powell Street Plaza, as well as most of the area west of the railroad tracks.
Effects on other agencies	None identified
Potential for consolidations or other reorganizations when boundaries divide communities	The MSR identified annexation of territory in the City limits to the Vector Control CSA as an option to ensure that rodent populations are controlled and do not affect neighboring areas with higher service levels.
Opportunity for infill development rather than SOI expansion	No SOI expansions are proposed. Emeryville’s growth is expected to occur primarily through infill development, redevelopment, and conversion and intensification opportunities throughout the community. The City encourages infill development and conversion of industrial land to denser commercial and residential use.
Location of facilities, infrastructure and natural features	City facilities are primarily located in the western portion of the City, except for City Hall, which is in the southeast. The San Francisco Bay creates a natural boundary to the west. Transportation corridors split the city into several sub-districts. The main divisions are I-80 and the railroad.
Willingness to serve	The City wishes to continue to provide services within its boundary.

RECOMMENDATION

The authors recommend that LAFCO retain the existing coterminous SOI.

CITY OF FREMONT

Fremont's SOI extends beyond its boundaries in the eastern area. Fremont has not recommended changes to its SOI.

There are two annexable areas in the Mission Peak and Vargas Plateau areas and a detachable area near Mission Creek. In the Coyote Hills area, the Fremont SOI follows Alameda Creek and includes a small portion of the City of Hayward; Fremont wishes for the SOI to remain as is in this area to allow for a future Fremont-Hayward boundary realignment to follow the creek. There are unincorporated areas east of Fremont that could be added to the SOI.

Development in the northeastern hill area is limited by several initiatives. The Fremont hills are subject to density limits of one home per 100 acres in unincorporated areas by Measure D (2000), to the same density limit for unincorporated areas annexed to Fremont in the future by Measure T (2002), and to density limits of one home per 20 acres by the Hill Area Initiative of 2002 (Measure T).

Development in the SOI area in eastern Mission Peak Regional Preserve is not subject to the Measure T and 1981 Fremont Hill Initiative as it is outside the affected area. However, if the area becomes part of the City of Fremont, Measure T would apply. The City considers the area east of its city limits to be part of an "Expanded Planning Area." The City's General Plan states that development in this area would have a significant impact on the City and adjacent lands.

Thus far, five potential policy approaches have been identified with respect to SOI update for the City of Fremont:

- 1) **Expanded SOI (Mission Creek):** If the Commission determines that the Mission Creek area within Fremont's boundary should remain within the City, then it is appropriate to include the area in Fremont's SOI.
- 2) **Reduced SOI (Measure T/SOI):** If the Commission determines that areas designated by Measure T for limited development should be excluded from Fremont, it would be appropriate to exclude the eastern hill areas outside the city limits from Fremont's SOI.⁸⁸ This exclusion would include only the lands outside the City's boundary.
- 3) **Reduced SOI (Mission Peak):** If the Commission determines that the Mission Peak Regional Preserve area east of the City's current limits should be excluded from Fremont, it is appropriate to exclude the regional park from Fremont's SOI. This exclusion would presumably include only lands currently outside the City.

⁸⁸ Measure T limits new development to the same density (one dwelling unit per 100 acres) as the current County Measure D policy.

- 4) **Coterminous SOI:** If the Commission determines that a coterminous city boundary/SOI boundary is the desired option, adopting a coterminous SOI is appropriate.
- 5) **Retain Existing SOI:** If the Commission determines that the existing SOI conforms to growth plans, the Commission may retain the existing SOI.

ANALYSIS

The first option is SOI expansion for the Mission Creek area which already lies within City limits. Including the area within the City’s SOI would promote logical and clear boundaries.

The second and third options involve SOI reductions in the eastern hills. Indeed, Fremont reports that it provides occasional public safety services to rural inhabitants in these areas, and that, in that sense, urban services are needed despite the sparseness of development in these areas. Furthermore, the second option of removing Mission Peak from the SOI would likely be opposed by the City as a matter of civic pride as Mission Peak is on the City seal and part of the City’s identity.

The option of a coterminous SOI would present a SOI reduction along the eastern hill area. The City has expressed concern about the potential for the City of Pleasanton to expand into this area if the SOI were to be reduced. The City wishes to retain the SOI along the ridgeline in order to control the vistas visible from within Fremont.

Retaining the existing SOI would allow Fremont control over vistas, to retain Mission Peak—part of the City’s identity, and to realign in the future the Hayward-Fremont boundary to follow Alameda Creek. However, this option would involve the exclusion of the Mission Creek area already within City boundaries.

Table 8-21. Fremont SOI Issues Analysis

Issue	Comments
SOI update recommendation	Expand SOI to include the Mission Creek area already within City boundaries
Services provided	The City provides police, fire, paramedic, stormwater, park, recreation, street maintenance, and street sweeping services directly. The City contracts with private companies for ambulance transport, street light maintenance, and solid waste collection services.
Present and planned land uses in the area	The City primarily consists of open space, including wetlands in the National Wildlife Refuge, other public open space, and private land in the hill area. Developed land is primarily residential (65 percent) with significant industrial (29 percent), and modest commercial use (6 percent). The SOI is consistent with planned land uses.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

Agricultural and open space lands	Over half (55 percent) of the land area in the City limits is open space, including the eastern hills and the baylands on the west. Open spaces along the City’s western edge include lands under control of the San Francisco Bay National Wildlife Refuge. Fremont voters approved a measure (2002) limiting density to one home per 20 acres in northeastern hillside areas.
Present and probable need for public facilities and services in the area	The population in the City is expected to continue to grow. These industrial areas are expected to accommodate the majority of employment growth over the next 20 years. The General Plan (1991) envisions industrial development westerly of I-880 but also between I-880 and I-680 south of Auto Mall Parkway.
Services to be provided to any areas added to the SOI	The SOI expansion area already lies within City boundaries. No service changes are anticipated.
Present capacity of public facilities and adequacy of public services	For the most part, municipal services provided in the City are adequate. The City conducts productivity monitoring to improve service efficiency.
Social or economic communities of interest in the area	The City developed around five communities: Irvington, Centerville and in the eastern hills Niles, Mission San Jose and Warm Springs. Economic communities include the central business district, auto mall, Ardenwood and the industrial area.
Effects on other agencies	None identified
Potential for consolidations or other reorganizations when boundaries divide communities	The MSR identified annexation of territory in the City limits to the Vector Control CSA as an option to ensure that rodent populations are controlled and do not affect neighboring areas with higher service levels.
Opportunity for infill development rather than SOI expansion	No expansions of developable areas outside City boundaries are proposed. The City encourages infill development. Fremont’s growth is expected to occur primarily through infill development, redevelopment, and conversion and intensification opportunities throughout the community. Fremont growth strategies include promoting affordable housing by providing a density bonus of up to 25 percent.
Location of facilities, infrastructure and natural features	City facilities are primarily located in the center of the City. A saltwater marsh creates a natural boundary to the west, and hillside areas to the east limit development.
Willingness to serve	The City wishes to continue to provide services within its boundary.

RECOMMENDATION

The authors recommend that LAFCO expand the SOI to include the Mission Creek area already within City boundaries.

CITY OF HAYWARD

Hayward's SOI includes territory outside its boundaries and excludes the Ridgelands area that lies within its boundary. To date, the City has suggested that parcels along the east side of Oak Street north of Grove Way be added to the SOI.

Hayward's UGB prohibits the extension of urban services to shoreline and hill areas.⁸⁹ The protected shoreline area includes the Eden Landing Ecological Reserve, HARD Marsh (former Oliver Salt Ponds), public lands, and salt ponds owned by Cargill.⁹⁰ The UGB coincides with the Ridgelands Protection Boundary, which protects hill areas within Hayward's eastern city limits. The UGB protects some areas within Hayward's SOI, but much of this area is outside the SOI.

The County UGB does not affect territory within Hayward's city limits or SOI. However, Hayward's 2002 General Plan recommends that the Ridgelands area policies be reevaluated in light of Measure D.⁹¹ Those policies were agreed upon by Hayward, Pleasanton and Alameda County in 1993 prior to Measure D.⁹² Under the agreement, the majority of the Pleasanton Ridgelands would remain as unincorporated land; the City of Hayward would retain its existing SOI (west of Palomares Road); the City of Hayward would detach parcels east of Pleasanton Ridge and annex comparable area from the County; and the City of Pleasanton would amend its western SOI to lie at the top of the Pleasanton and Main Ridges.⁹³

Hayward's SOI excludes territory that lies within its boundary in the vicinity of Pleasanton Ridge Regional Park, including Pleasanton Ridge itself which lies within the City of Pleasanton's SOI. Hayward has designated this area as open space, and the area lies entirely outside Hayward's UGB. This area was originally annexed in 1967 to accommodate rural home sites and is mostly in agricultural use.

Hayward's SOI also excludes territory that lies within its boundary south of Alameda Creek. This area is within the City of Fremont's SOI, even though it is within the City of Hayward's boundaries. The City of Fremont recommended that the SOI in this area remain as is in order to accommodate a future Hayward-Fremont boundary realignment in the area so that the boundary follows the creek.

There is a small overlapping SOI area that resulted from an SOI amendment that was approved for neighboring Union City without a reciprocal action taken for Hayward.⁹⁴ The Union City SOI was expanded in 1989 to include a small (5.3 acre) area of Hayward that formed a land peninsula

⁸⁹ Outside the UGB, density is limited to one home per 100 acres.

⁹⁰ Hayward's 2002 General Plan indicates that Cargill plans to cease operations at this location and consolidate its operations at its Newark plant. The Cargill lands may be used as a wildlife refuge.

⁹¹ Measure D adopted a UGB for Alameda County in unincorporated areas. Density outside the County UGB is limited to one dwelling unit per 100-320 acres, with the precise density limit based on evaluation of the property and surrounding land.

⁹² Subsequent court action invalidated only that section of the Ridgelands Area Policies that required the approval of all three jurisdictions for any subsequent amendments to the policies.

⁹³ City of Hayward General Plan, Policy 7, page J-2.

⁹⁴ LAFCo Resolution Nos. 89-17 and 89-18.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

surrounded on three sides by Union City. Although this area was annexed to Union City, it has not yet been removed from Hayward's SOI.

Six options were identified with respect to SOI update for Hayward:

- 1) **Reduced SOI (Overlapping):** If the Commission determines that the Union City-Hayward overlapping SOI area should remain within Union City's boundaries, it would be appropriate to exclude this area from Hayward's SOI.
- 2) **Expanded SOI (Five Canyons):** If the Commission determines that the Five Canyons area, currently served by Hayward's Fire Department, should be annexed to Hayward in the next 5-15 years, the Hayward SOI should be expanded to include this area.
- 3) **Expanded SOI (East Oak Street):** If the Commission determines that the parcels on the east side of Oak Street should be annexed by Hayward, the Commission should include this area within Hayward's SOI.
- 4) **Expanded SOI (Pleasanton Ridge):** If the Commission determines that the Pleasanton Ridge area should remain within Hayward, it would be appropriate to include this area in Hayward's SOI.⁹⁵
- 5) **Reduced SOI (UGB):** If the Commission determines that areas designated for no development should be excluded from municipal SOIs, it is appropriate to exclude the area outside the City's UGB from Hayward's SOI. This exclusion would affect only the lands inside the City's boundary.
- 6) **Retain Existing SOI:** If the Commission determines that the existing SOI is consistent with growth projections and other plans, it should retain the existing SOI.

ANALYSIS

The first option involves correction of an apparent oversight. Reducing the SOI to exclude the peninsula extending into the Union City boundary would be consistent with both the Hayward and Union City boundary in this area. Hayward is sparsely developed in the adjacent area due to surrounding marshland.

The Five Canyons area of the Hayward SOI was removed prior to the Castro Valley incorporation vote. Given the voters' rejection of incorporation, returning the area to Hayward's SOI may be appropriate. The City of Hayward provides fire and EMS service to the Fairview FPD, serving this area. The Five Canyons portion of the Fairview FPD territory is outside Hayward's SOI. If the Five Canyons area is returned to Hayward's SOI, the entire area of the Fairview FPD would again be within Hayward's SOI.

Regarding the third option, the City has suggested that parcels along the east side of Oak Street north of Grove Way be added to the SOI. However, the City has not provided specific information

⁹⁵ Please refer to the discussion of SOI options for the City of Pleasanton, as a portion of this area currently lies within the City of Pleasanton SOI.

on the precise SOI expansion area, so this option could not be analyzed or recommended at this time. The City may apply for an SOI amendment in this area in the future.

Regarding the fourth option, the City of Pleasanton has expressed concern regarding land use control in the portion of Hayward east of the ridgeline and visible from the City of Pleasanton. Per policies agreed upon by Hayward, Pleasanton and Alameda County in 1993 prior to Measure D (2000), the western Pleasanton SOI would be realigned to follow the ridgeline.⁹⁶ In addition, the City of Hayward would retain its existing SOI (west of Palomares Road) and would detach parcels east of Pleasanton Ridge and annex comparable area from the County.⁹⁷ However, none of the agencies has pursued detachments, annexations or realignment of the SOI in this area with the ridgeline. Hayward’s 2002 General Plan recommends that the Ridgeland area policies be reevaluated in light of Measure D.⁹⁸

The fifth option is not consistent with Commission direction that cities be allowed to retain sparsely developed SOI areas for greenbelt, urban buffer and aesthetic reasons. Both the cities of Pleasanton and Hayward have agreed in principle to the SOI running along the Pleasanton Ridgeline.

Table 8-22. Hayward SOI Issues Analysis

Issue	Comments
SOI update recommendation	Reduce SOI for the peninsula extending into Union City boundaries, and expand SOI to include the Five Canyons area that was removed for purposes of processing the Castro Valley incorporation proposal.
Services provided	The City provides police, fire, paramedic, retail water, wastewater, stormwater, library, street maintenance, and street sweeping services directly. The City contracts with other providers for ambulance transport, street light maintenance, traffic signal maintenance, and solid waste collection services.
Present and planned land uses in the area	Roughly one third of the boundary area consists of open space including baylands and rangelands; however, much of the rangelands lie outside the SOI. Within the developed urban portion of the City limits, the primary uses are institutional/public (31 percent of the area), residential (29 percent of the area), industrial (14 percent), and miscellaneous rights-of-way and channels (15 percent). There is modest commercial use (five percent of the urban area). The SOI is consistent with planned land uses.
Agricultural and open space lands	There are substantial rangelands (5 square miles) and baylands (nine square miles) within the City’s boundary area; however, much of the rangelands lie outside the City’s SOI. Hayward

⁹⁶ Subsequent court action invalidated only that section of the Ridgeland Area Policies that required the approval of all three jurisdictions for any subsequent amendments to the policies.

⁹⁷ City of Hayward General Plan, Policy 7, page J-2.

⁹⁸ Measure D adopted a UGB for Alameda County in unincorporated areas. Density outside the County UGB is limited to one dwelling unit per 100-320 acres, with the precise density limit based on evaluation of the property and surrounding land.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

	voters approved a measure limiting density and development in eastern hillside areas and the baylands.
Present and probable need for public facilities and services in the area	The population in the City is expected to continue to grow. In Hayward, potential residential growth areas include the Eden Shores area and redevelopment areas in the Downtown and Burbank vicinities and the Mission-Foothills and Mission-Garin areas along Mission Boulevard and near the South Hayward BART station. There are 419 vacant acres in southwest Hayward, a potential commercial and industrial growth area. The City expects growth in the unincorporated island areas once the City provides utility services: residential growth in the Mission-Garin, Mt. Eden and La Vista Quarry areas and nonresidential growth in the Depot and Dunn Roads areas.
Services to be provided to any areas added to the SOI	The Five Canyons area already receives municipal services from various special districts. The City of Hayward presently provides fire and emergency medical service to the Five Canyons area by contract with the Fairview FPD. If annexed, the City would provide a full array of municipal services to this area, which would be detached from the various special districts.
Present capacity of public facilities and adequacy of public services	For the most part, municipal services provided in the City are adequate with the exception of water and street service. City water supplies may not be adequate to meet long-term customer demands during a drought. The City has issued resolutions encouraging SFPUC to diversify its water source to reduce the effects of a drought. Hayward water storage is for short-term emergencies only. The street pavement backlog per street mile in the City is relatively high compared with other jurisdictions. The City conducts productivity monitoring to improve service efficiency.
Social or economic communities of interest in the area	Neighborhood planning areas include North Hayward, upper B Street, Burbank, Mission-Foothills, East Happyland, Jackson Triangle, Hayward Highlands, Mt. Eden, Southgate, Harder-Tennyson, Whitman-Mocine, Mission-Garin, Glen Eden, Tennyson-Alquire and Fairway Park. Economic communities include commercial activity in the downtown area, and industrial areas on the west, southwest and south sides of the City. The unincorporated San Lorenzo and Five Canyons communities lie within or adjacent to the Hayward SOI.
Effects on other agencies	Recommended SOI adjustments for Hayward affect Union City and the County (Five Canyons)
Potential for consolidations or other reorganizations when boundaries divide communities	The MSR identified several annexation options, including annexation of unincorporated islands and adjacent unincorporated areas to the City.
Opportunity for infill development rather than SOI expansion	The City encourages infill development. Redevelopment in the downtown and Burbank areas is expected to produce additional housing units. Other redevelopment activity is expected along Mission Boulevard and near the South Hayward BART station.
Location of facilities,	City facilities are primarily located in the downtown area. A

infrastructure and natural features	saltwater marsh creates a natural boundary to the west, and hillside areas to the east limit development.
Willingness to serve	The City wishes to continue to provide services within its boundary, and may annex other areas and plans to provide services as needed.

RECOMMENDATION

The authors recommend that LAFCO make the following changes to the City’s SOI:

- reduce SOI to remove the peninsula extending into Union City boundaries,
- expand SOI to include the Five Canyons area that was removed for purposes of processing the Castro Valley incorporation proposal.

CITY OF LIVERMORE

Livermore’s SOI is more expansive than its boundaries, and includes substantial unincorporated areas. The City of Livermore recommended that its SOI be expanded to include two several small areas within the City’s UGB, and to include all of a parcel located northwest of I-580 near Springtown Boulevard in order to correct a parcel split.

In 2000, the Livermore electorate adopted a UGB in the southern portion of the city. In December 2002, the Livermore City Council adopted a UGB that completed the UGB around the northern part of the city and removed all previously planned urban uses for the north Livermore area and replaced them with agricultural designations consistent with Alameda County’s East County Area Plan. Any urbanization or extension of urban services into this area is prohibited unless voter approved. Density is limited to one home per 100 acres.

In addition to the City’s UGB, there is a County-approved UGB allowing development outside that boundary only under very limited specified circumstances.⁹⁹ The County UGB limits development in unincorporated areas within Livermore’s SOI, but does not prevent the annexation of those areas to Livermore.

There are three areas that lie within Livermore’s UGB but outside its SOI: a BART-owned property in northeast Livermore near the intersection of Altamont Pass Road and Greenville Road, An area south of the Livermore Municipal Airport and east of El Charro Road, and a portion of a parcel in the Springtown area.

There are substantial areas within the SOI that lie outside Livermore’s UGB and city limits. These include an area adjacent to northeast Livermore north of Raymond Drive, an area east of Greenville Road (east of Livermore), and an area adjacent to the southeast part of Livermore where three wineries are located.

⁹⁹ Measure D limits sprawl development in eastern Alameda County as well as in the canyon lands east of Castro Valley, Hayward, Union City and Fremont. The Measure D density limit is one home per 100 acres.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

The CKH Act charges LAFCo with the goal of preserving open space and prime agricultural lands, but empowers LAFCo to make its own determinations about the relative importance of efficiently extending government services and preserving open-space lands. LAFCo decisions must consider but are not required to conform to locally adopted UGBs. In adopting SOIs, LAFCo must consider and make determinations about the present and planned land uses in the area, including agricultural and open-space lands.

There are several options with respect to SOI update for Livermore:

- 1) **Retain Existing SOI:** If the Commission determines that the existing SOI will accommodate Livermore's planned growth, the existing SOI may be appropriate.
- 2) **Expanded SOI (Springtown):** If the Commission determines that the Springtown parcel in the vicinity of the Catholic High School site should be annexed, the Livermore SOI should be expanded to include this area.
- 3) **Expanded SOI (BART property):** If the Commission determines that the BART property northeast of the City should be annexed, the Livermore SOI should be expanded to include this area.
- 4) **Expanded SOI (Airport):** If the Commission determines that the area south of the Livermore airport should be annexed to Livermore, the Livermore SOI should be expanded to include this area.
- 5) **Reduced SOI (UGB):** If the Commission determines that areas designated outside of the UGB should be excluded from SOIs, because growth is not anticipated in the near future, then it is appropriate to exclude areas outside the UGB from Livermore's SOI.

ANALYSIS

The second option involves expansion of the SOI to include parcels in the Springtown area lying between the Catholic High School site and the freeway. LAFCo has approved the annexation of the Catholic High School site with corresponding SOI amendment in this area. The City has not yet made a recommendation of SOI expansion on this parcel.

The third option would expand the City's SOI to include a BART-owned property in northeast Livermore near the intersection of Altamont Pass Road and Greenville Road. This is the proposed site for a BART station and transit-oriented development, although the extension of BART service to Livermore is an unfunded project. More than 1,000 people signed a petition urging BART to build the link before expanding south toward San Jose. BART board director Zoyd Luce has urged the board to create a "BART to Livermore" committee to explore ways to pay for the estimated \$ 1 billion link between the Dublin-Pleasanton station (currently the end of the line) and Livermore.¹⁰⁰

The fourth option would expand the City's SOI to include territory south of the Livermore Municipal Airport and east of El Charro Road. The area is presently zoned by the City for open

¹⁰⁰ *Contra Costa Times*, "BART extension idea gains some momentum," January 13, 2006.

space and sand and gravel purposes. The area is presently used for agricultural purposes, and lies within the City of Pleasanton’s sphere of influence. The area lies within the Livermore UGB.

The fifth option involves an SOI reduction in various areas where the City’s SOI expands outside the City’s UGB. Density outside the City’s UGB is limited to one home per 100 acres. However, urban services are needed despite the sparseness of development in these areas, as occasional public safety services are needed by rural inhabitants in these areas. Further, the City desires to retain open spaces surrounding the City. This option is not consistent with Commission direction that cities be allowed to retain sparsely developed SOI areas for greenbelt, urban buffer and aesthetic reasons.

Table 8-23. Livermore SOI Issues Analysis

Issue	Comments
SOI update recommendation	Retain existing SOI
Services provided	The City provides police, fire, paramedic, stormwater, water, wastewater, golf course maintenance and operations, library, street light and street maintenance, and street sweeping services directly. The City contracts with private companies for ambulance transport and solid waste collection services.
Present and planned land uses in the area	The City primarily consists of residential use (36 percent). Other developed land is for industrial use (six percent) and commercial use (five percent). Institutional use occupies six percent and 12 percent of the City is undeveloped. The SOI is consistent with planned land uses.
Agricultural and open space lands	Open space and agricultural uses within the City (18 percent) include public park and other recreational areas, vineyards, orchards and grazing areas. Livermore voters approved an Urban Growth Boundary (2000) that limits urban development in the southern portion of the City. The North Livermore UGB was adopted by the City Council in 2002.
Present and probable need for public facilities and services in the area	The population in the City is expected to continue to grow. Livermore’s residential growth areas include the Downtown area, the northwest area south of Las Positas College, and two Neighborhood Plan areas located in the eastern industrial areas.
Services to be provided to any areas added to the SOI	No SOI expansion is recommended.
Present capacity of public facilities and adequacy of public services	For the most part, municipal services provided in the city are adequate. Police service is adequate, except that Livermore has a lower FBI crime clearance rate than the County median. Livermore reported high sewer overflow rates in 2004. Current wastewater disposal and storage capacity is inadequate to accommodate future growth in the City. Livermore needs to update three stormwater pump stations within 5-10 years. The P Street pump station is not adequate for required flow rate. Springtown Branch Library was reported as in poor condition. The City conducts productivity monitoring to improve service efficiency.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

Social or economic communities of interest in the area	Neighborhood planning areas include Springtown and downtown. Economic communities include downtown and the Lawrence Livermore National Laboratory.
Effects on other agencies	None identified
Potential for consolidations or other reorganizations when boundaries divide communities	The MSR identified annexation of an unincorporated island as an option.
Opportunity for infill development rather than SOI expansion	The City encourages infill development. The City’s UGB permits only non-urban uses beyond the UGB both inside and outside the city boundary; this promotes infill and preservation of open space. The City prohibits development on slopes of 25 percent or more.
Location of facilities, infrastructure and natural features	City facilities are primarily located in the center of the City, along S. Livermore Avenue. The City is surrounded by open space that consists of agricultural, grazing and regional park use.
Willingness to serve	The City wishes to continue to provide services within its boundary.

RECOMMENDATION

The authors recommend retaining the existing City of Livermore SOI at this time.

CITY OF NEWARK

Newark’s boundary and SOI are coterminous and there are no adjacent unincorporated areas. The City has not recommended changes to its SOI.

One option is identified with respect to SOI update:

- 1) **Retain Existing SOI:** If the Commission determines that the existing city boundary/SOI boundary is appropriate, it should retain the existing SOI.

ANALYSIS

There are no SOI alternatives for the City.

Table 8-24. City of Newark SOI Issues Analysis

Issue	Comments
SOI update recommendation	Retain existing coterminous SOI
Services provided	The City provides police, fire, paramedic, stormwater, park, recreation, street maintenance, and street sweeping service directly. The City contracts with private companies for ambulance transport, street light maintenance and solid waste collection.
Present and planned land uses in the area	Existing land use is primarily residential, with higher density housing along Newark Blvd. and Thornton Ave. Key

SPHERE OF INFLUENCE OPTIONS

	commercial areas are located at the southeastern corner and at the north end of the City. Industrial uses are along the western edge of the developed portion of the City. The extreme western side is dominated by salt processing facilities. Open space and undeveloped land is located along the west and northwest side. The SOI is consistent with planned land uses.
Agricultural and open space lands	Open spaces along the City’s western edge include lands under control of the San Francisco Bay National Wildlife Refuge. Cargill Salt’s crystallization ponds are classified as open space lands. Some vacant sites on the west and northwest sides of the City are on sites classified as potential wetlands. ¹⁰¹
Present and probable need for public facilities and services in the area	The population in the CSA is expected to continue to grow. Growth opportunities include commercial development potential at six infill areas including the New Park Mall area and adjacent lands, mixed use development at Cedar Boulevard and redevelopment in the Historic Newark area.
Services to be provided to any areas added to the SOI	No SOI expansions are proposed.
Present capacity of public facilities and adequacy of public services	Fire and paramedic, police, stormwater, street, park, and library services provided in the city are adequate. The City conducts productivity monitoring to improve service efficiency.
Social or economic communities of interest in the area	Key commercial shopping areas are in the NewPark Mall area (southeast) and Four Corners Community Center (north end of City). Cargill Salt Company operates salt evaporation and processing facilities (western).
Effects on other agencies	None identified
Potential for consolidations or other reorganizations when boundaries divide communities	None identified
Opportunity for infill development rather than SOI expansion	The City encourages infill development and has no SOI expansion potential.
Location of facilities, infrastructure and natural features	Public facilities are located in the urbanized, north and eastern portions of the City. I-880 and Route 84 divide Newark and Fremont. On the City’s west are baylands and salt evaporation ponds.
Willingness to serve	The City wishes to continue to provide services within its boundary.

RECOMMENDATION

The authors recommend that LAFCO retain the existing coterminous SOI.

¹⁰¹ *City of Newark General Plan*, Adopted May 26, 1992, page 3-3.

CITY OF OAKLAND

Oakland's SOI is generally coterminous with its boundaries, with the exception of fringe eastern hill areas south of Redwood Road and outside Redwood Regional Park as well as three fringe areas—Manzanita Court, Starkeville and Diablo Courts—that are in Contra Costa County.¹⁰² An additional fringe area on Winding Way in Contra Costa County is not included in the SOI. LAFCo found that “there are many illogical boundaries involving parcels causing inefficient provision of public services that should be corrected,” and recommended that development be precluded in Contra Costa County adjacent to Oakland until the area is annexed to Alameda County and the City of Oakland.¹⁰³ Before LAFCo may annex these areas to Oakland, the Boards of Supervisors of both Alameda and Contra Costa Counties must approve a county boundary change.

There are additional fringe areas within Alameda County that lie north of Redwood Road and outside Redwood and Chabot Regional Parks that are not in Oakland's SOI or boundary.

Oakland has not recommended changes to its SOI.

Six options are identified with respect to SOI update for the City:

- 1) **Reduced SOI (Panoramic Way):** If the Commission determines that the Panoramic Way area in Oakland should eventually be detached from Oakland and annexed to Berkeley, then reducing the SOI would be appropriate
- 2) **Reduced SOI (Contra Costa):** If the Commission determines that Oakland is unlikely to annex the eastern hill areas, it is appropriate to remove the area from Oakland's SOI.
- 3) **Expanded SOI (Winding Way):** If the Commission determines that Oakland is likely to annex the properties on Winding Way in Contra Costa County, it is appropriate to add the area to Oakland's SOI.
- 4) **Reduced SOI (Redwood):** If the Commission determines that the fringe areas south of Redwood Road should not be annexed to Oakland, it is appropriate to exclude the eastern hill areas outside the city limits from Oakland's SOI.
- 5) **Expanded SOI (Redwood):** If the Commission determines that the sliver areas north of Redwood Road but outside Redwood and Chabot Regional Parks should be annexed, it is appropriate to include them in the SOI.
- 6) **Retain Existing SOI:** If the Commission determines that the existing city boundary/SOI boundary is appropriate, the existing SOI should be retained.

¹⁰² Along the Oakland-Orinda ridgeline, there are over 80 parcels bisected by the Alameda-Contra Costa county line. Contra Costa LAFCo reports that property owners of 12 vacant parcels have inquired about annexation to Oakland and related building permit issues over the past six months (between September 2005 and February 2006).

¹⁰³ Local Agency Formation Commission of Alameda County, Resolution No. 83-12.

ANALYSIS

The first option is to reduce Oakland’s SOI and exclude the developed Panoramic Hill residential area. The area is not accessible from Oakland due to topography, and relies on Berkeley for library and park services. Berkeley appears to be the optimal provider of sewer and public safety services. This option was submitted by a property owner late in the public review period and requires further exploration. LAFCo should evaluate this option further and engage the affected cities in discussion of optimal boundaries in this area.

Oakland’s existing SOI currently includes territory in the eastern hills within Contra Costa County and fringe areas south of Redwood Road.

The second option relates to fringe areas in the Oakland Hills that lie within Contra Costa County. Properties on Manzanita Court, Starkeville and Diablo Courts lie within the existing Oakland SOI, although they are in Contra Costa County. These fringe areas are accessible from Oakland and receive services from Oakland, but Contra Costa County is the land use authority. Neither Oakland nor Contra Costa County allows new development unless the properties connect to the wastewater collection system; on-site septic systems are not allowed for new development. The only means for parcels in this area to connect to a wastewater system is by annexing to Oakland. Oakland may not annex the affected area within its SOI unless and until the Alameda-Contra Costa County line is adjusted.¹⁰⁴ Given that Oakland is the only logical service provider, it is logical for the affected area to remain within Oakland’s SOI.

The third option relates to another road—Winding Way—in the Oakland Hills east of the county line. Winding Way is not currently developed and lies outside the Oakland SOI. Most of the area lies within Huckleberry Botanic Regional Preserve—a 240-acre preserve of year-round blossoming plants, many rare to the East Bay. This area does not presently receive municipal services, and has no apparent need for municipal services. Hence, it is not recommended that Oakland’s SOI be expanded to include this area.

The fourth option relates to unincorporated territory in the Oakland Hills (within Alameda County) that does not lie within Oakland’s SOI. The existing Oakland SOI includes fringe areas south of Redwood Road that are outside the city limits but not in Redwood Regional Park. There are a few pockets of unincorporated territory south of Redwood Road that are undeveloped, but located near residential development and lie within the SOI. Hence, it is not recommended that Oakland’s SOI be reduced to exclude these pockets.

The fifth option involves expansion of the SOI to include two unincorporated pockets abutting the north side of Redwood Road but not in Redwood Regional Park. These properties are surrounded by parkland. This area does not presently receive municipal services, and has no apparent need for municipal services. Hence, it is not recommended that Oakland’s SOI be expanded to include this area.

Table 8-25. Oakland SOI Issues Analysis

Issue	Comments
SOI update recommendation	Reduce SOI to exclude the Panoramic Way area.

¹⁰⁴ Government Code §56741. A county boundary change requires approval by the governing body of each affected county, and is not a matter under LAFCo jurisdiction.

ALAMEDA LAFCo COMMUNITY SERVICES MSR

Services provided	The City provides police, fire, paramedic, stormwater, wastewater, park, recreation, library, street and street light maintenance, and street sweeping services directly. The City contracts with private companies for ambulance transport, street light maintenance, solid waste collection, and ferry operation services.
Present and planned land uses in the area	The City primarily consists of urban developed land with open space in the Oakland hills. Present land uses are diverse and include residential as well as significant industrial and commercial use. The SOI is consistent with planned land uses. .
Agricultural and open space lands	The City has approximately 100 parks (seven percent of city limits) within its boundary, as well as several recreational areas along its perimeter. Lake Merritt occupies a large amount of the open space. There is no agricultural use within the City or SOI expansion areas.
Present and probable need for public facilities and services in the area	The population in the City is expected to continue to grow. Oakland's growth areas include Chinatown, the airport area, West Oakland and the hill areas. The Chinatown area is growing due to mixed-use housing development and various neighborhood improvements. In the airport vicinity, East Oakland is projected to experience high job growth from airport and related jobs. Another commercial development growth area is West Oakland. The main residential growth areas are in the North and South Hills areas.
Services to be provided to any areas added to the SOI	No SOI expansions are recommended.
Present capacity of public facilities and adequacy of public services	For the most part, municipal services provided in the city are adequate with the exception of fire, wastewater and park service. Oakland had a higher average fire response time than the County average. Fire facilities are outdated and the City needs to build new facilities. RWQCB orders require Oakland to improve old, defective sewer lines causing infiltration and inflow. The City also reported high sewer overflow rates in 2004. Oakland has a lower number of developed park acres than statutory park acreage standards. Oakland does not have additional planned park acres and park facilities. The City conducts productivity monitoring and performance-based budgeting to improve service efficiency.
Social or economic communities of interest in the area	Economic communities include the downtown, the waterfront, the seaport, the coliseum area and the airport area.
Effects on other agencies	The Oakland SOI includes territory that lies within Contra Costa County.
Potential for consolidations or other reorganizations when boundaries divide communities	Realignment of the Contra Costa/Alameda County line
Opportunity for infill development rather than SOI expansion	No SOI expansions are recommended. The City encourages infill development. Oakland has a plan to attract 10,000 residents to the downtown area. In addition to its existing Coliseum and

SPHERE OF INFLUENCE OPTIONS

	Downtown redevelopment areas, Oakland is developing two new redevelopment areas in West Oakland and in Central City East to encourage growth in older, blighted neighborhoods. Oakland is also exploring transit villages at BART station locations. A transit village is currently being constructed at the Fruitvale station
Location of facilities, infrastructure and natural features	As the largest City in the County, City facilities and infrastructure are located throughout the City. City administrative facilities are primarily located in the northwestern portion of the City. The San Francisco Bay creates a natural boundary to the west, and hillside areas to the east limit development. The eastern hills and regional parkland areas prohibit Contra Costa County facilities from serving the SOI expansion areas outside Alameda County.
Willingness to serve	The City wishes to continue to provide services within its boundary.

RECOMMENDATION

The authors recommend that LAFCo consider reducing the SOI to exclude the Panoramic Way area. LAFCo and the affected agencies should further evaluate optimal service provision and boundaries in this area.

CITY OF PIEDMONT

Piedmont’s boundary and SOI are coterminous and there are no adjacent unincorporated areas. The City has not recommended changes to its SOI.

Only one option for the SOI has been identified:

- 1) **Retain Existing SOI:** If the Commission determines that the existing city boundary/SOI boundary is appropriate, the existing SOI should be retained.

ANALYSIS

There is only one viable option for the City of Piedmont. The City is surrounded by incorporated territory, with no possibility for expansion unless the boundary of a neighboring jurisdiction is changed.

Table 8-26. Piedmont SOI Issues Analysis

Issue	Comments
SOI update recommendation	Retain existing SOI
Services provided	The City provides police, fire, paramedic, ambulance transport, stormwater, wastewater, park, recreation, street sweeping, and bridge maintenance services directly. The City contracts with private companies for street and street light maintenance and solid waste collection services. The City contracts with the City of Oakland for library services.

ALAMEDA LAFCo COMMUNITY SERVICES MSR

Present and planned land uses in the area	The City primarily consists of residential use. There is no industrial use and commercial use is limited to retail in two small areas, the Civic Center area and the commercial district along Grand Avenue. The SOI is consistent with planned land uses.
Agricultural and open space lands	Approximately eight percent of the City is devoted to open space, including public parks, school playgrounds, and other public and private properties. There is no Agricultural use within the City limits.
Present and probable need for public facilities and services in the area	The Piedmont population is expected to grow by less than one percent in the next five years and not to grow thereafter. Job growth will continue at less than one percent for the next 20 years.
Services to be provided to any areas added to the SOI	No SOI expansions are proposed.
Present capacity of public facilities and adequacy of public services	For the most part, municipal services provided in the city are adequate with the exception of wastewater service. Piedmont’s sewer mains and feeder lines have cracked and the joints have become loose or tree roots or ground movement has separated sections. The City is under an RWQCB order to eliminate the cracks and separation causing rainwater inflow and infiltration into the sewage system. The City conducts productivity monitoring to improve service efficiency.
Social or economic communities of interest in the area	Piedmont community
Effects on other agencies	None identified
Potential for consolidations or other reorganizations when boundaries divide communities	None identified
Opportunity for infill development rather than SOI expansion	No SOI expansions are proposed. The City is built out.
Location of facilities, infrastructure and natural features	City facilities are primarily located in the center of the City. There are no natural features of significance.
Willingness to serve	The City wishes to continue to provide services within its boundary.

RECOMMENDATION

The authors recommend that LAFCo retain the existing coterminous SOI.

CITY OF PLEASANTON

Pleasanton’s SOI extends beyond its boundary. The City did not recommend any changes in its SOI.

Pleasanton’s SOI includes substantial lands located outside Pleasanton’s UGB, including the Pleasanton Ridge area that is within the boundaries of the City of Hayward. Pleasanton’s UGB lies inside its city limits in several areas and lies inside the SOI in most areas. Hence, there are substantial areas inside the SOI and limited areas within the city limits to which extension of urban services by the City is prohibited unless they are minor new developments and do not include new housing.

The largest SOI area excluded from the UGB is south of the City. The area includes parts of Pleasanton Ridge Regional Park and mostly undeveloped areas east of the park. The second area outside the UGB and within the City’s SOI includes water storage areas east of the City and south of the Los Positas Golf Course in Livermore. This area extends east following the western boundary of the City of Livermore. The area includes many water storage ponds and restricted roads. Other areas include small pockets along the western edge of the City where the UGB is mostly consistent with the city boundaries, as well as northern pockets that include portions of Pleasanton Ridge Regional Park in the City of Hayward.

In the Pleasanton area, the City’s UGB was also adopted as a County-approved UGB; development outside that boundary is allowed only under very limited specified circumstances.¹⁰⁵ The County UGB limits development in unincorporated areas within Pleasanton’s SOI, but does not prevent the annexation of those areas to Pleasanton. Although the County UGB lies inside the Pleasanton city limits, it is not applicable within Pleasanton’s city limits unless such areas are detached from Pleasanton.

LAFCo decisions must take into consideration locally adopted UGBs. In all cases, LAFCo considers conformity with the existing general plans as a factor in its deliberations. In adopting SOIs, LAFCo must consider and make determinations about the present and planned land uses in the area, including agricultural and open-space lands.¹⁰⁶ The CKH Act charges LAFCo generally with the goal of preserving open-space and prime agricultural lands, but empowers LAFCo to make its own determinations about the relative importance of efficiently extending government services and preserving open-space lands.

Four options are identified with respect to the SOI update for Pleasanton:

- 1) **Retain Existing SOI:** If the Commission determines that the existing Pleasanton SOI is appropriate, no change should be made.
- 2) **Realigned SOI (Pleasanton Ridge):** If the Commission determines that the western SOI for the City of Pleasanton should follow the ridgeline, then it is appropriate to realign the SOI.
- 3) **Reduced SOI (Livermore Airport):** If the Commission determines that the area south of the Livermore Municipal Airport and east of El Charro Road should be annexed to Livermore, the area should be removed from the Pleasanton SOI.

¹⁰⁵ Measure D limits sprawl development in eastern Alameda County as well as in the canyon lands east of Castro Valley, Hayward, Union City and Fremont.

¹⁰⁶ California Government Code §56425(e)(1).

- 4) **Reduced SOI (UGB):** If the Commission determines that areas designated outside of the UGB should be excluded from SOIs, because growth is not anticipated in the near future, then it is appropriate to exclude areas outside the UGB from Pleasanton’s SOI.

ANALYSIS

Regarding the second option, the City of Pleasanton has expressed concern regarding land use control in the portion of Hayward east of the ridgeline and visible from the City of Pleasanton. Per policies agreed upon by Hayward, Pleasanton and Alameda County in 1993 prior to Measure D, the western Pleasanton SOI would be realigned to follow the ridgeline.¹⁰⁷ In addition, the City of Hayward would retain its existing SOI (west of Palomares Road) and would detach parcels east of Pleasanton Ridge and annex comparable area from the County.¹⁰⁸ However, none of the agencies has pursued detachments, annexations or realignment of the SOI in this area with the ridgeline. Hayward’s 2002 General Plan recommends that the Ridgeland area policies be reevaluated in light of Measure D.¹⁰⁹ The Pleasanton SOI is only an approximation of the ridgeline and the cities of Pleasanton and Hayward and Alameda County have agreed, that the Pleasanton SOI should more closely follow the actual ridgeline. Detailed parcel analysis and surveying would be needed to adjust the SOI to more closely follow the ridgeline. In the next MSR/SOI update cycle when LAFCo has parcel-level data, LAFCo may wish to evaluate the precision of the SOI in tracking the ridgeline. Regarding the third option, the City of Livermore has suggested that its SOI be expanded to include territory south of the Livermore Municipal Airport and east of El Charro Road. The affected area lies within the City of Pleasanton SOI. The City of Pleasanton has not expressed an opinion or preference on SOI reduction in this area.

The fourth option is not consistent with Commission direction that cities be allowed to retain sparsely developed SOI areas for greenbelt, urban buffer and aesthetic reasons.

Table 8-27. Pleasanton SOI Issues Analysis

Issue	Comments
SOI update recommendation	Retain existing SOI
Services provided	The City provides police, fire, paramedic, water, wastewater, stormwater, park, recreation, library, street maintenance, and street sweeping services directly. The City contracts with private companies for ambulance transport, street light maintenance, and solid waste collection services.
Present and planned land uses in the area	The City primarily consists of developed residential land. Other developed land uses include commercial, industrial and a significant amount of sand and gravel quarries.
Agricultural and open space lands	Pleasanton has a large amount of open space that includes ridge lands in the west, hills in the southeast, sand and gravel quarries

¹⁰⁷ Subsequent court action invalidated only that section of the Ridgeland Area Policies that required the approval of all three jurisdictions for any subsequent amendments to the policies.

¹⁰⁸ City of Hayward General Plan, Policy 7, page J-2.

¹⁰⁹ Measure D adopted a UGB for Alameda County in unincorporated areas. Density outside the County UGB is limited to one dwelling unit per 100-320 acres, with the precise density limit based on evaluation of the property and surrounding land.

SPHERE OF INFLUENCE OPTIONS

	and vineyards in the south. Agricultural use is primarily in the southern SOI area. Pleasanton voters approved a UGB limiting urban development in the ridgeline, hills and southern agricultural areas.
Present and probable need for public facilities and services in the area	The population in the City is expected to continue to grow. Pleasanton’s residential growth areas are located on Stoneridge Drive, in the Vineyard Avenue corridor, the Bernal property and the Ruby Hill area. As of early 2002, Pleasanton had approved 4,505 new housing units and was expecting healthy commercial growth accommodating 2,200 to 2,800 new employees each year.
Services to be provided to any areas added to the SOI	No SOI expansions are proposed.
Present capacity of public facilities and adequacy of public services	Police, water, stormwater, street, park, and library services provided in the city are adequate. The City conducts productivity monitoring to improve service efficiency.
Social or economic communities of interest in the area	Key areas of interest include the Airport area, Altamont Pass and the Vineyard Avenue Corridor. Economic communities include Stoneridge Mall, northern business parks, downtown and the fairgrounds.
Effects on other agencies	Hayward is affected in that the Pleasanton SOI extends into the Hayward city limits. Livermore is affected in that its planning area and UGB extend into the Pleasanton SOI.
Potential for consolidations or other reorganizations when boundaries divide communities	The MSR identified annexation of unincorporated island and other areas within the City’s existing SOI as options.
Opportunity for infill development rather than SOI expansion	No SOI expansions are proposed. The City of Pleasanton has an adopted urban limit line limiting growth to the existing urbanized area. Growth strategies for the City include maintaining a growth management program that evaluates the ability to assimilate growth. The City has also adopted a "green" ordinance for new development to ensure that environmental impacts are minimal.
Location of facilities, infrastructure and natural features	City facilities are in various locations throughout the city limits. City administrative facilities are located in the southeast near the Alameda County fairgrounds. The cities urbanized area is predominantly flat land formed by streams. A ridge creates a natural boundary to the west, and hillside areas to the southeast limit development.
Willingness to serve	The City wishes to continue to provide services within its boundary.

RECOMMENDATION

The authors recommend retaining the existing City of Pleasanton SOI at this time.

CITY OF SAN LEANDRO

San Leandro’s SOI includes the unincorporated Ashland area. The City is considering expanding

ALAMEDA LAFCO COMMUNITY SERVICES MSR

its SOI to include the San Leandro Rock Quarry site (open space) located on the east side of town on Lake Chabot Road. The City's General Plan envisions inclusion of this area in the city limits.

The El Portal Ridge area of San Leandro's SOI was removed in accordance with the proposed incorporation of the City of Castro Valley.

The San Lorenzo unincorporated neighborhood between Hayward and San Leandro is not within the SOI of either city. The County Sheriff and fire departments currently serve the San Lorenzo community.

There are four options with respect to the SOI update for San Leandro:

- 1) **Retain Existing SOI:** If the Commission determines that the El Portal Ridge, San Lorenzo and Rock Quarry areas should not be annexed to San Leandro, the existing SOI should not be changed.
- 2) **Expanded SOI (El Portal Ridge):** If the Commission determines that the El Portal Ridge area should be annexed to San Leandro, the San Leandro SOI should be expanded to include this area.
- 3) **Expanded SOI (Quarry):** If the Commission determines that the Rock Quarry site should be annexed to San Leandro, San Leandro's SOI should be expanded to include this area.
- 4) **Expanded SOI (San Lorenzo):** If the Commission determines that the San Lorenzo area should be annexed to San Leandro, San Leandro's SOI should be expanded to include this area.

The City indicated that it does not oppose any of the SOI expansion options listed above; however, the City did not voice a preference on the options.

ANALYSIS

The El Portal Ridge area of the San Leandro SOI was removed prior to the Castro Valley incorporation vote. Given the voters' rejection of incorporation, returning the area to San Leandro's SOI may be appropriate. Prior to the incorporation vote, the San Leandro General Plan (2000) projected that annexation of the El Portal Ridge area by the City by 2010 was unlikely because the area is perceived as being part of the Castro Valley community.¹¹⁰ In order to annex this area, the City would have to annex the Ashland unincorporated area lying between the City's eastern boundary and El Portal Ridge. It is possible that Castro Valley incorporation may be proposed again in the future. The City did not voice a strong preference on this SOI area. For these reasons, it may be appropriate to defer this SOI expansion until the City formally proposes an SOI amendment in this area.

The former Rock Quarry site is currently undeveloped. The County currently has the site designated as open space. If any development on the site were to occur, San Leandro would be the logical provider of services. Previous City General Plans have designated the site as low-density

¹¹⁰ City of San Leandro General Plan, 2000, page 3-113.

residential and extensive geological investigations and EIRs have been prepared on previously proposed developments on the site. San Leandro’s current General Plan does not specify a land use designation for the site, but identifies it as a “Future Study Area.”

The San Lorenzo unincorporated neighborhood between Hayward and San Leandro is not within the SOI of either city. The area lies outside the territory included in the City’s land use planning map. However, the area has expressed interest in considering incorporation. Current State policy on vehicle license fees likely preclude an incorporation attempt at this time, however, the State is considering vehicle license fee reform that would allocate funding related to the in-lieu property tax component to newly formed cities. Deferring the question of San Lorenzo seems appropriate given interest in incorporation in the area and potential for financial reforms to be made to accommodate incorporations in the near future.

Table 8-28. San Leandro SOI Issues Analysis

Issue	Comments
SOI update recommendation	Retain existing SOI
Services provided	The City provides police, wastewater, stormwater, park, recreation, library, street and street light maintenance, and street sweeping services directly. The City contracts with private companies for solid waste collection services.
Present and planned land uses in the area	Approximately 14 percent of the City is open space, including public parks, golf courses and wetlands in the southwest portion of the City. Developed land is primarily residential (46 percent) with significant industrial (19 percent), and modest commercial use (8 percent). The El Portal Ridge area is in western Castro Valley and consists of developed low and medium density residential use. The SOI expansion area is consistent with planned land uses.
Agricultural and open space lands	There are no open space lands within the El Portal Ridge area. Open space within the City primarily consists of wetlands along the coast. There are no areas occupied by agricultural use.
Present and probable need for public facilities and services in the area	The population in the City is expected to continue to grow. There are scattered and relatively small potential residential growth areas in San Leandro. There are also former industrial sites that are available for mixed-use development. As of 2002, only 130 acres of vacant land remained, with the potential for residential development of about 170 single-family and 230 multi-family units.
Services to be provided to any areas added to the SOI	No SOI expansion is proposed.
Present capacity of public facilities and adequacy of public services	San Leandro has a lower number of developed park acres per 1,000 residents than the statutory standards. San Leandro does not have additional planned park acres and park facilities. Manor Branch Library is in poor condition. The City conducts productivity monitoring to improve service efficiency.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

Social or economic communities of interest in the area	Neighborhood planning areas include Ashland, Floresta/Springlake, Halcyon-Foothill, Manor/Bonaire, Marina, Davis, Bay-O-Vista, Central, North, and Northeast. Economic communities include commercial activity in the downtown area as well as at Bayfair, Westgate and along East 14 th Street. The industrial areas are on the west and northwest parts of the City. The unincorporated San Lorenzo community lies south of the San Leandro SOI.
Effects on other agencies	SOI adjustments for San Leandro affect the County (western Castro Valley)
Potential for consolidations or other reorganizations when boundaries divide communities	None identified
Opportunity for infill development rather than SOI expansion	The City encourages infill development. Growth strategies include continuous study and implementation of zoning amendments to promote infill. The City has also partnered with the City’s Redevelopment Agency to promote infill through various economic assistance programs.
Location of facilities, infrastructure and natural features	City facilities are primarily located in the downtown area in the northeastern portion of the City. The San Francisco Bay creates a natural boundary to the west.
Willingness to serve	The City wishes to continue to provide services within its boundary and reviews planned development in the SOI expansion areas that could affect services provided by San Leandro.

RECOMMENDATION

The authors recommend retaining the existing SOI at this time.

CITY OF UNION CITY

Union City’s current SOI is nearly coterminous with its boundaries except for a small area within the City of Fremont. It includes two small areas that overlap with the SOIs of Hayward and Fremont, respectively.

The Union City SOI was expanded in 1989 to include a small (5.3 acre) area formerly in Hayward’s city limits that formed a land peninsula surrounded on three sides by Union City; this area has not been removed from Hayward’s SOI but has been both annexed to Union City and placed within Union City’s SOI. In 1998, Fremont annexed a very small (0.2 acre) area near Mission Boulevard to correct three split parcels. Although Fremont’s SOI was amended to include the area, Union City’s SOI was not amended to remove the area. Hence, the area remains in both Fremont and Union City’s SOIs.

The eastern hillside area, which is inside both the City’s boundary and SOI, is subject to development limits under the Hillside Area Plan adopted by voters in 1995. Voter approval is required for any future development of this area pursuant to Measure II passed in 1996. The Hillside

Area Plan requires a minimum lot size of 200 acres in areas designated as open space. Although there are unincorporated areas in the eastern hills of Union City along Palomares Road that could be added to the SOI, development in this unincorporated area is limited under Measure D and would be expected to be limited by Union City’s development policies if annexed. Most of the Hillside Area cannot be developed due to topography; however, approximately 700 acres is developable with no more than three homes per acre. There is no Measure II territory that is outside the city limits and inside the existing SOI.

Two options are identified with respect to SOI update for the City:

- 1) **Reduced SOI (Overlapping):** If the Commission determines the Union City-Fremont overlapping SOI area should remain within Fremont, it is appropriate to exclude this area from Union City’s SOI.
- 2) **Retain Existing SOI:** If the Commission determines that the existing city boundary/SOI boundary is appropriate, no change should be made in the SOI.

ANALYSIS

A very small (0.2 acre) area near Mission Boulevard remains within Union City’s SOI although the area was annexed to Fremont in 1998. This are was inadvertently left within Union City’s SOI.

Table 8-29. Union City SOI Issues Analysis

Issue	Comments
SOI update recommendation	Reduce SOI to exclude a small area in Fremont’s boundary and SOI
Services provided	The City provides police, fire, paramedic, stormwater, park, recreation, street maintenance, and street sweeping service directly. The City contracts with private companies for ambulance transport, street light maintenance, solid waste collection, and some street maintenance services.
Present and planned land uses in the area	Existing land use is primarily grazing land (51 percent). Developed land is primarily residential (43 percent) with significant industrial (21 percent), rights-of-way and canals (19 percent), and modest commercial use (7 percent). Planned uses for the Alvarado Technology Center include light industrial and research and development uses. The SOI is consistent with planned land uses.
Agricultural and open space lands	Over half (51 percent) of the land area in the City limits is grazing land, mostly lying east of Mission Blvd. Open space constitutes seven percent of land area. Union City voters approved several measures (1989, 1995 and 1996) limiting development on 6,100 acres of eastern hillside areas.
Present and probable need for public facilities and services in the area	The population in the City is expected to continue to grow. The General Plan envisions industrial development at the Alvarado Technology Center in northwest Union City. The Union Landing development is expected to continue to attract retail and office investment until it is fully built out.

ALAMEDA LAFCO COMMUNITY SERVICES MSR

Services to be provided to any areas added to the SOI	No SOI expansions are proposed.
Present capacity of public facilities and adequacy of public services	For the most part, municipal services provided in the City are adequate with the exception of park and library service. Union City has a lower number of developed park acres than statutory park acreage standards. Union City library is in poor condition. Union City also has a low book volume per capita. The City conducts productivity monitoring to improve service efficiency.
Social or economic communities of interest in the area	Economic communities include the BART station area, Alvarado Technology Center, Union Landing, and the Four Corners area on the west side of the City.
Effects on other agencies	Fremont
Potential for consolidations or other reorganizations when boundaries divide communities	None identified
Opportunity for infill development rather than SOI expansion	No SOI expansions are proposed. The City encourages infill development. Union City is concentrating its redevelopment efforts in the vicinity of its BART station, where its most recent General Plan envisions construction of a transit village including multi-family residential, offices and additional development at an industrial park.
Location of facilities, infrastructure and natural features	A saltwater marsh creates a natural boundary to the west, and hillside areas to the east limit development.
Willingness to serve	The City wishes to continue to provide services within its boundary.

RECOMMENDATION

The authors recommend that LAFCO reduce the SOI to exclude a small area near Mission Blvd. that lies within Fremont’s boundary and SOI.

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Demographic data: U.S. Bureau of the Census

Jobs and population projections: Association of Bay Area Governments

Library statistics: California State Librarian

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Revenue: California State Controller; Alameda County Auditor/Controller; Comprehensive Annual Financial Reports

INTERVIEWS

The following agencies and individuals provided information by telephone or email interview.

Alameda County Auditor	Carol Gloria, Tom Lum
Alameda County Congestion Management Agency	
Alameda County Library	Jean Hofacket, County Librarian Peggy Watson, Acting Deputy County Librarian
Alameda County Mosquito Abatement District	John Rusmisl, General Manager
Alameda County Public Works Agency	Stanley Fung, Deputy Director of Public Works Catherine Keith, Special District Administrator Dan DeClercq and Vicki Winston (finance) Gerald Silver (bridge superintendent) Jon Tejano, associate engineer
Association of Bay Area Governments	Brian Kirking

ALAMEDA LAFCO COMMUNITY SERVICES MSR

California Department of Transportation	
City of Alameda	Christa Johnson, Assistant to the City Manager (former) Lucretia Akil, Acting Assistant to the City Manager Gail Carlson Matthew Naclerio
City of Albany	Judy Lieberman Melinda Chinn, Recreation Director
City of Berkeley	Grace Maguire, Assistant to the City Manager Henry Yee, Supervising Engineer Henry DeGraca William Rogers
City of Dublin	Joni Pattillo, Assistant City Manager Fred Marsh, Finance Manager Melissa Morton, Public Works Director Diane Lowart, Parks & Community Services Director
City of Emeryville	Maurice Kaufman, Senior Civil Engineer Karen Hemphill, Assistant to the City Manager Suzanne Wallace, Community Services Director
City of Fremont	Chuck Canada, Deputy Parks Director Harriet Commons, Finance Director Kathy Cote, Environmental Services Manager Lisa Goldman, Intergovernmental Relations Manager Jeff Schwob, Planning Director
City of Hayward	Millie Saad, Assistant to the City Manager Marilyn Mosher, Administrative Analyst Todd Strojny, Administrative Analyst
City of Livermore	Susan Frost, Principal Planner Susan Gallinger, Director of Library Services Dan McIntyre, Public Services Director Susan Fitzgerald, Senior Clerk (Golf Division)
City of Newark	Soren Fajeau, Associate Civil Engineer Susie Cullen, Maintenance Superintendent
City of Oakland	Jocelyn Combs (public works), Vernon Chang, Natalie Fay (streets), Jaime Heredia, Liz Sheldon, Mary Weinstein (library)
City of Piedmont	Ann Swift, City Clerk Mark Delventhal, Recreation Director
City of Pleasanton	Scott R. Baker, Acting Director of Public Works Daniel Smith, Utilities Superintendent Rob Wilson Steven Bocian, Assistant City Manager
City of San Leandro	Jesse Baloca, Finance Director Eric Figueroa, Assistant to the City Manager Debbie Pollart, Planning Manager
City of Union City	Joan Malloy, Planning Manager Rich Digre Tony Acosta, Deputy City Manager, Leisure Services Director

REFERENCES

East Bay Regional Park District	Brian Wiese, Chief, Planning and Stewardship Randy Carlton, Chief Financial Officer
Hayward Area Recreation and Park District	John Gouveia, Business Manager
Lead Abatement CSA	Mark Allen, Acting Director
Livermore Area Recreation and Park District	Gretchen Sommers, Administrative Assistant Lora Cohen, Fiscal Supervisor
Metropolitan Transportation Commission	Theresa Romell
Vector Control CSA	William Pitcher, Chief