

TO: Alameda Commissioners

FROM: Policy and Budget Committee (Johnson, Marchand, Pico)
Rachel Jones, Executive Officer

SUBJECT: Adoption of Final Study Schedule for FY2019 to FY 2024

The Alameda Local Agency Formation Commission (LAFCO) will consider adopting a final study schedule calendaring municipal service reviews and sphere of influence updates beginning FY 2019. The final study schedule will serve as a formal policy in guiding the Commission's related planning activities and matches the proposed version approved at the January meeting that was subsequently circulated among the 47 affected local agencies and general public with the exception of two items: the inclusion of reviewing broadband services as a municipal service in the proposed Community Services Study II and adjusting the study schedule to include a municipal service review on the Alameda County Resource Conservation District during fiscal year 2021. Staff recommends approval with any desired changes identified by the Commission.

Background

As part of the January 10, 2019 meeting, Alameda LAFCO received an introductory report on the approach of a new five-year planning cycle to prepare municipal service reviews and sphere of influence updates. The underlying purpose of these cyclical planning documents is for LAFCO to independently assess the availability and adequacy of local government services relative to community needs, and take additional actions as appropriate. This includes drawing from the municipal service reviews to inform sphere updates and, if merited, initiate formations, consolidations, mergers, or dissolutions. The January 10th meeting concluded with the Commission directing staff proceed with developing a formal study schedule for future review as well as incorporate broadband services into a municipal service review.

This item is for Alameda LAFCO to consider approving a final five-year study schedule calendaring municipal service reviews and sphere of influence updates beginning in FY 2019. The study schedule returns largely intact from its earlier draft presentation in January and continues to be prefaced as a means to more deliberately manage and telegraph the underlying analyses over the five-year period. An additional policy statement has also been added to the study schedule to clarify the Commission retains discretion in making statements amendments

should it be necessary to address changes in priorities, resources, and or community needs as determined by the membership.

Further description of the study schedule follows.

Consistent with earlier Commission feedback, the development of a formal five-year study schedule represents a new approach for Alameda LAFCO in addressing its directive under State law to cyclically prepare municipal service reviews and sphere of influences. This approach differs with past planning cycles in which LAFCO staff administratively prepared studies on an annual basis with significant undertakings referenced in the strategic workplan. Transitioning to a formal five-year study schedule provides explicit and transparent direction in managing LAFCO's core planning responsibilities as well as offers advance notice to local agencies and the general public in telegraphing these activities and soliciting their involvement; the latter of which helps address LAFCO's direction to consider local conditions in performing the underlying duties. Emphasizing municipal service reviews as the bellwether in determining whether sphere changes should be explored also appropriately advances the role and significance of these documents at LAFCO relative to past cycles and more closely syncs with legislative intent. The addition of a policy statement to the final study schedule clarifying the Commission retains discretion in making amendments adds value in clarifying the membership's intent to remain flexible in addressing changes in resources, priorities, and community needs as necessary.

Discussion

Alameda LAFCO is obligated under State law to prepare the next cycle of municipal service reviews and sphere of influence updates beginning 2019, and as such, the statutory compliance supports the need in developing a study schedule. LAFCO does in fact retain the discretion in how it determines to calendar these studies relative to addressing the Commission's preferences and priorities, such as deciding the scope (i.e., region, service or agency-specific) and scale (i.e., cursory or detailed) of the underlying analysis of each study undertaken.

Final Study Schedule

Staff has prepared the final study schedule covering the 2019-2024 cycle for Commission consideration and approval with or without adjustments. The final study schedule draws on staff's observations in reviewing agency work in the earlier cycles as well as identifying potential boundary and governance issues of interest over the covered period. The final study schedule provides for the review and update of all 14 cities and 33 special districts in Alameda County. An outline of the calendared studies and potential boundary and governance interests therein follows.

Calendar Year 2020

- **Comprehensive Fire Protection and Emergency Medical Services Study**

This study will examine the overall fire service provision structure in the County along with profiles of all the agencies that provide fire protection and emergency medical services. The report will review the supply, demand, and capacity as well as relationships among the affected agencies that provide such services. The study will include 4 special districts along with the municipal fire departments of 14 cities.

Calendar Year 2021

- **Community Services Study II**

This study will re-examine from its previous municipal service review prepared in 2006 the current and future provision of community services including street maintenance, park and recreation, library, broadband, vector control and mosquito abatement and lead abatement services. The study will focus on 16 special districts and the services provided by the 14 cities in the County.

- **Resource Conservation Study**

This study will review the Alameda County Resource Conservation District and its efficiency in response to local conditions and issues in regards to the management and protection of natural resources within its jurisdictional boundary.

Calendar Year 2022

- **Countywide Police Services Study**

This study will examine the current provision and need for police services and related financial and governance considerations in the County. The report will consider the potential needs in the unincorporated communities of Fairview, Cherryland, San Lorenzo and Castro Valley and include 1 special district and the municipal police departments of 14 cities.

Calendar Year 2023

- **Comprehensive Tri-Valley Area Study**

This study will examine the current provision and need for governmental services and related financial and governance considerations along the eastern portion of the 580 corridor and anchored by Pleasanton, Dublin, and Livermore along with neighboring communities. It is also expected the study will consider potential needs or issues in outlying unincorporated areas, including Happy Valley and the Remen Tract. The study will be region-specific and will precede sphere updates for all of the affected agencies as deemed appropriate by the Commission.

Calendar Year 2024

- **Health Care Services Study**

This study will examine the provision of health-related services in the County. The report will review the supply, demand, and capacity as well as relationships among the affected agencies that provide such services. The study will include four special districts and multipurpose agencies that provide health-related services under LAFCO authority.

The purpose of a cyclical planning document is for LAFCO to encourage and support local agency transparency via the municipal service review process as well as forecast future boundary and governance areas of interests. Additionally, the importance of establishing a study schedule is to provide explicit and transparent direction in managing the Commission's planning responsibilities and provide advance notice to local agencies and the public with respect to pending LAFCO activities. Staff believes the final study schedule aptly positions the Commission to meet the agency's directive to prepare municipal service reviews and sphere of influence updates over a relatively short period in a manner consistent with the local conditions and interests.

Alternatives for Action

The following alternatives are available to the Commission:

Alternative One (Recommended):

Adopt the attached final study schedule with any desired changes.

Alternative Two:

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

Alternative Three:

Take no action. This action would effectively continue the Commission's past practice of scheduling municipal service reviews and sphere of influence updates on an annual basis.

Recommendation

It is recommended the Commission proceed with Alternative Action One.

Procedures for Consideration

Staff has placed the item on the agenda as part of a noticed public hearing. The following procedures, accordingly, are recommended with respect to the Commission's consideration:

- 1) Receive a verbal report from staff;
- 2) Invite questions from the Commission;
- 3) Open the public hearing and invite comments from audience (mandatory); and

4) Close the public hearing, discuss item, and consider recommendation.

Respectfully,

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

Rachel Jones
Executive Officer

Attachments:

1. Final Study Schedule for 2019-2024

Alameda Local Agency Formation Commission

Political Subdivision of the State of California

2019-2024

Study Schedule

Adopted _____, 2019

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (“CKH”) requires Local Agency Formation Commissions (LAFCOs) to review and update spheres of influence for all cities and special districts by January 1, 2008 and every five years thereafter. CKH specifies LAFCOs inform their sphere of influence updates by preparing comprehensive evaluations – municipal service reviews – to determine the availability and adequacy of local governmental services relative to current and future community needs. The collective purpose of these studies is to make LAFCOs more proactive in independently overseeing logical formation and development of local government agencies and their services with increasing emphasis on promoting accountability and efficiency.

Objective:

This study schedule is intended to serve as a guide to Alameda LAFCO in fulfilling its statutory directives to prepare municipal service reviews and sphere of influence updates during the legislative cycle covering the 2019-2024 period. The study schedule has been prepared in consultation with affected agencies and input from the general public and reflects the Commission’s interests and priorities over the referenced period. The Commission will regularly review and amend, as needed, the study schedule to help track progress as well as adjust to changes in priorities and resources.

Study Schedule:

FY2018 -2019

Comprehensive Water and Wastewater Study

Service Specific

- | | | |
|--------------------------------------------------|----------------------|-----------------------|
| - East Bay Municipal Utility District | - City of Alameda | - City of Oakland |
| - AC Water District | - City of Berkeley | - City of Piedmont |
| - AC Flood Control & Water Conservation District | - City of Dublin | - City of Pleasanton |
| - Castro Valley Sanitary District | - City of Emeryville | - City of San Leandro |
| - Dublin San Ramon Services District | - City of Fremont | - City of Union City |
| - Livermore Amador Valley Sewer CSA | - City of Hayward | |
| - Oro Loma Sanitary District | - City of Livermore | |
| - Union Sanitary District | - City of Newark | |
| - Zone 7 Water Agency | | |
| - Five Canyons CSA | | |

FY2019-2020

Comprehensive Fire Protection and Emergency Medical Services Study

Service Specific

- | | |
|-------------------------------------|--------------|
| - Alameda County Fire Department | - All Cities |
| - Emergency Medical Services CSA | |
| - Fairview Fire Protection District | |
| - East Bay Regional Parks District | |

FY2020-2021

Community Services Study II

Service Specific (*Street Maintenance and Lighting Services, Parks and Recreation Services, Library Services, Broadband, Mosquito & Vector Abatement Services, and Lead Abatement Services*)

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

Resource Conservation Study

Service Specific

- Alameda County Resource Conservation District

FY2021-2022

Countywide Police Services Study

Services Specific

- Alameda County Extended Police Protection CSA
- All Cities

FY2022-2023

Comprehensive Tri-Valley Area Study

Region Specific

- Public Safety Districts
 - Utility Districts
 - Community Services District
 - Multipurpose Agencies
- City of Dublin
- City of Pleasanton
- City of Livermore

FY2023-2024

Health Care Services Study

Services Specific

- City of Alameda Health Care District
- Eden Township Health Care District
- Washington Township Healthcare District
- Multipurpose Agencies