

*Alameda* Local Agency Formation Commission

**NOTICE OF POLICY AND BUDGET COMMITTEE  
MEETING AND AGENDA**

THURSDAY, OCTOBER 3, 2019

2:00 P.M.

DUBLIN CITY COUNCIL CHAMBERS  
REGIONAL MEETING ROOM  
DUBLIN, CALIFORNIA

**Committee Members: Commissioners Marchand, Johnson, and Pico**

1. Budget Report
2. Proposed Draft of Request for Proposals (RFP) on Fire Protection and Emergency Medical Services
3. Strategic Planning Workshop Preparation
  - Preliminary workshop agenda
  - Desired workshop outcomes
4. Map and review of Priority Conservation Areas
5. Review of Initial Administrative Draft of Municipal Service Review on Water, Wastewater, Flood Control, and Stormwater Services
6. Other Items of Interest
7. **Public Comment:** Anyone from the audience may address the Commission on any matter not listed on the agenda and within the jurisdiction of the Alameda LAFCO. The Commission cannot act upon matters not appearing on the agenda. *Speakers are limited to three (3) minutes.*

**If you wish to speak to a matter on the agenda, please complete a Speakers Card and submit it to staff.** When your name is announced, please come forward and give your name and address, and state your comments or questions. If you wish to speak on a matter not on the agenda, please wait until the item for Public Comment. Alameda LAFCO meetings are wheelchair accessible. Call (510) 208-4949 (voice) or (510) 834-6754 (TDD) to request a sign-language interpreter.

# ALAMEDA LOCAL AGENCY FORMATION COMMISSION

Regional Service Planning | Subdivision of the State of California

## Expense Ledger

	FY2016-2017		FY2017-2018		FY2018-2019		FY2019-2020			
	Adopted	Actuals	Adopted	Actuals	Adopted	Actuals	Adopted	Actuals	Difference	
<b>Salary and Benefit Costs</b>										
<b>Account Description</b>										
60001 Staff Salaries	-	-	-	-	321,692	269,829	308,307	77,077	231,230	-75.0%
- Employee Benefits and Retirement (ACERA)	-	-	-	-	149,961	139,003	175,275	43,819	131,456	-75.0%
	422,665	378,825	472,385	383,228	471,653	408,832	483,581	120,896	362,686	-75.0%
<b>Service and Supplies</b>										
<b>Account Description</b>										
- Intern	1,600	-	1,600	-	1,600	-	1,600	-	-	0.0%
610077 Postage	1,000	2,000	1,000	1,000	1,000	707	1,000	-	-	0.0%
610141 Copier	1,800	4,000	2,000	2,503	3,000	859	3,000	-	-	0.0%
610191 Pier Diems	6,600	7,000	7,500	7,300	7,700	5,700	7,800	1,800	100	1.3%
610211 Mileage/Travel	-	-	-	89	200	1,308	1,300	115	1,100	550.0%
610461 Training (Conferences and Workshops)	18,500	12,000	20,000	17,171	20,000	11,153	13,000	2,930	(7,000)	-35.0%
610241 Records Retention	1,000	1,100	1,000	1,000	1,000	300	1,000	95	-	0.0%
610261 Consultants	50,000	31,000	75,000	75,000	96,000	22,593	90,000	-	(6,000)	-6.3%
610261 Mapping - County	5,000	6,000	5,000	5,000	5,000	595	5,000	6,616	-	0.0%
610261 Planning Services	60,000	75,000	25,000	10,000	25,000	4,121	5,000	315	(20,000)	-80.0%
610261 Legal Services	30,000	50,000	40,000	35,000	40,000	26,210	30,000	-	(10,000)	-25.0%
610311 CAO - County - Services	16,000	13,000	11,000	11,000	11,000	11,000	11,000	-	0	0.0%
610312 Audit Services	7,500	-	7,500	-	10,000	6,000	7,700	-	(2,300)	-23.0%
610351 Memberships	8,157	8,157	8,675	8,774	9,000	9,026	10,476	10,376	1,476	16.4%
610421 Public Notices	5,000	2,000	5,000	2,000	5,000	2,363	5,000	310	0	0.0%
610441 Assessor - County - Services	-	-	5,000	-	2,500	-	2,500	-	0	0.0%
610461 Special Departmental	500	500	500	500	1,500	515	1,500	29	0	0.0%
620041 Office Supplies	3,000	1,500	3,000	500	4,000	592	4,000	-	0	0.0%
	215,657	213,257	218,775	176,837	243,500	103,042	200,876	22,585	(42,624)	-17.5%
<b>Internal Service Charges</b>										
<b>Account Description</b>										
630051 Office Lease/Rent	3,200	3,200	3,200	3,200	3,200	3,492	25,000	187	21,800	681.3%
630021 Communication Services	3,156	3,156	3,218	3,218	3,878	3,878	3,950	-	72	1.9%
630061 Information Technology	17,726	17,726	18,081	18,081	21,578	27,068	27,373	4,312	5,795	26.9%
630081 Risk Management	2,633	2,633	2,686	2,686	3,034	3,034	3,100	-	66	2.2%
	26,715	26,715	27,185	27,185	31,690	37,472	59,423	4,499	27,733	87.5%
	50,000		50,000		50,000	-	50,000		-	0.0%
<b>Contingencies</b>										
<b>Account Description</b>										
- Operating Reserve	-	-	-	-	-	-	-	-	-	-
	-	-	-	-	-	-	-	-	-	-
<b>EXPENSE TOTALS</b>	<b>715,037</b>	<b>618,797</b>	<b>768,345</b>	<b>587,250</b>	<b>796,843</b>	<b>549,346</b>	<b>793,880</b>	<b>147,979</b>	<b>347,795</b>	<b>-0.4%</b>

## Revenue Ledger

	FY2016-2017		FY2017-2018		FY2018-2019		FY2019-2020			
	Adopted	Estimate	Adopted	Estimate	Adopted	Actuals	Adopted	Actuals	Difference	
<b>Intergovernmental</b>										
<b>Account Description</b>										
- Agency Contributions										
County of Alameda	196,115	196,114	196,115	196,114	196,948	196,948	192,127	-	(4,821)	-2.4%
Cities	196,115	196,114	196,115	196,114	196,948	196,948	192,127	-	(4,821)	-2.4%
Special Districts	196,115	196,114	196,115	196,114	196,948	196,948	192,127	-	(4,821)	-2.4%
	540,037	588,344	588,345	588,344	590,844	590,844	576,380	294,168	(14,464)	-2.4%
<b>Service Charges</b>										
- Application Fees	25,000	50,000	30,000	16,000	30,000	16,456	30,000	-	-	0.0%
<b>Investments</b>										
- Interest	-	2,000	-	4,000	-	12,314	7,500	-	7,500	-
<b>Fund Balance Offset</b>										
	150,000	150,000	150,000	150,000	176,000	176,000	180,000	-	4,000	2.3%
<b>REVENUE TOTALS</b>	<b>715,037</b>	<b>742,037</b>	<b>768,345</b>	<b>758,344</b>	<b>796,844</b>	<b>795,614</b>	<b>793,880</b>	<b>294,168</b>	<b>(2,964)</b>	<b>-0.4%</b>
<b>OPERATING NET</b>	-	123,240	-	171,094	-	246,268	-	146,189	-	-
<b>UNRESTRICTED FUND BALANCE</b>										
As of June 30th										

**REQUEST FOR PROPOSALS |  
MUNICIPAL SERVICE REVIEW ON FIRE PROTECTION AND EMERGENCY  
MEDICAL SERVICES**

**Issuance Date** | November 15, 2019  
Pending Formal Acceptance

**Submittal Deadline** | January 17, 2020  
Pending Formal Acceptance

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## I. Proposal Overview

Alameda LAFCO is soliciting proposals from qualified consultants to prepare municipal service reviews (MSRs) that will be used to inform the update of sphere of influences (SOIs) along with possible reorganizations such as consolidations, dissolutions or mergers of local public agencies that provide fire protection and emergency medical services in Alameda County. All work is to be performed in accordance with applicable California Government Code provisions and Alameda LAFCO's policies and procedures.

### Municipal Service Review (MSR) Guidelines

In accordance with the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 ("CKH"), on or before January 1, 2008, and every five years thereafter, LAFCO shall, as necessary, review and update the SOI for each local agency. In conjunction with the SOI updates, LAFCO shall prepare corresponding MSRs. The statute sets forth the form and content of the municipal service review, which must inform the Commission on seven considerations under Government Code Section 56430. LAFCOs must adopt a written determination for each of the following considerations:

- Growth and population projections of the affected area
- The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence
- Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies
- Financial ability of agencies to provide services
- Status of and opportunities for shared facilities
- Accountability for community service needs, including governmental structure and operational efficiencies
- Any other matter related to effective or efficient service delivery, as required by Commission policy

### Sphere of Influence (SOI) Guidelines

California Government Code Section 56425 requires LAFCO in determining the sphere of influence of each local agency to prepare and adopt a written statement of determination with respect to the following considerations:

- The present and planned land uses in the area, including agricultural and open space lands
- The present and probable need for public facilities and services in the area
- The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide
- The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency
- The nature, location and extent of any functions or classes or services provided by existing districts

For general information about LAFCOs, visit CALAFCO website: [www.calafco.org](http://www.calafco.org). For information about Alameda LAFCO along with previously completed MSRs, please visit our website at [www.acgov.org/lafco](http://www.acgov.org/lafco).

Please note there is no expressed or implied obligation for LAFCO to reimburse responding firms for any expenses incurred in preparing a proposal in response to this request. Also note any materials submitted

by respondents are subject to public inspection under the California Public Records Act unless specifically exempt.

## II. Proposal Timeline

Responses to this Request for Proposal (RFP) must be submitted in writing and received by Alameda LAFCO no later than 5:00 p.m. pacific standard time (PST) on Friday, March 10. No changes or adjustments to the deadline shall be made without a written addendum to this RFP signed by the Executive Officer and circulated to all respondents. Proposal submittals by e-mail are encouraged and should be directed to the Executive Officer Rachel Jones at [rachel.jones@acgov.org](mailto:rachel.jones@acgov.org).

An outline of the proposal timeline’s key dates follows.

Action	Dates
RFP Issued	Friday, November 15, 2019
... Deadline for Questions	December 2, 2019
... Deadline for Responses	December 9, 2019
Deadline to Submit Proposals	Friday, January 17, 2020
Interviews with Selected Candidates	Monday, February 10 to Thursday, February 13, 2020
Contract Award	March 12, 2020
Start Date	Monday, March 16, 2020

- \* Interviews may be conducted in person or by video conferencing and at the preference of the firm/consultant. (Interview type will have no effect on the award.)
- \* Alameda LAFCO reserves the right to adjust this timeline as it deems necessary. Notification of adjustments to the timeline shall be provided to all respondents.
- \* Alameda LAFCO reserves the right to award a contract, to modify the scope of services required as necessary, and to accept or reject any or all submittals received as a result of this RFP.

## III. Agency Profile

The Alameda Local Agency Formation Commission (LAFCO) is a political subdivision of the State of California and currently operates under authority of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2001 (Government Code Section 56000). LAFCO is delegated regulatory and planning responsibilities to coordinate the efficient and responsive delivery of local governmental services and highlighted by overseeing the formation, expansion and related changes involving cities and special districts. There are presently 14 cities and 29 special districts subject to LAFCO’s jurisdiction in Alameda County.

Decision-making at Alameda LAFCO is directly vested with its 11-member Commission. The Commission is divided between seven regular voting members and four alternate voting members. Representation on the Commission is also divided between four distinct appointee categories: (a) three appointees from the



County of Alameda, (b) three appointees from the cities/towns, (c) three appointees from the independent special districts, and (d) two appointees from the general public. State law specifies all Commission members shall exercise their independent judgment on behalf of the interests of the public as a whole and not on behalf of their appointing authorities.

## IV. Scope of Services and MSR Terms

The municipal service review will include determinations on each of the above topics, and will also include information upon which LAFCO can base its determination of the appropriate SOI for each agency. Based on the results of the MSR, the Commission may consider further updates to the SOIs of each agency that provides fire protection and emergency medical services in Alameda County. The scope of work will involve identifying all local agencies that provide subject services, and may involve reviewing other regional public agencies and private service providers involved in the provision of the municipal services.

A final scope of work and timeline will be negotiated with the firm selected to conduct this review, and will be included with the professional services agreement to be approved by LAFCO.

### MSR/SOI Process and Deliverables

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Preparation of the report will include the following steps:

1. Data collection: including but not limited to soliciting districts for information, interviews, research of existing information and documents available.
2. Conduct outreach to fire protection districts and relevant stakeholders to ensure that all parties have an opportunity to voice their opinions during the MSR process. Outreach should place special emphasis on understanding the needs, opportunities and concerns regarding shared service or consolidation of districts.
3. Review, interpretation and analysis: review and analysis of all the information collected, including engineering reports and financial data.
4. Produce Administrative Draft MSR/SOI including maps for each district, appropriate findings, determinations and recommendations for LAFCO staff review (electronic PDF and Word version). A copy of all reference materials should also be provided.
5. Incorporate comments, edits and corrections and submit Draft MSR/SOI to Alameda LAFCO for distribution to the Commission and affected and interested agencies for comment (electronic PDF and Word versions).
6. Preparation of final draft addressing comments from LAFCO Commission, LAFCO staff, affected and interested agencies and the public, including findings, determinations and recommendations. Attendance at the Commission meeting(s) approving the final MSR/SOI is required.
7. Alameda LAFCO will be responsible for determining the appropriate level of environmental review and preparing all CEQA documentation for the MSR/SOI. CEQA analysis should not be included in the proposal.

## V. Proposal Requirements

All proposals must be submitted in writing and received by Alameda LAFCO no later than **5:00 p.m. PST on Friday, January 17, 2020**. Email submittals are encouraged and should be directed to Executive Officer Rachel Jones at [rachel.jones@acgov.org](mailto:rachel.jones@acgov.org). Mailed or hand-delivered submittals are also welcome at Alameda LAFCO's Administrative Office at 1221 Oak Street, Suite 55, Oakland, California 94612.

As for the actual proposal, it should address the content sections presented below in narrative format. Information should be as concise as possible. Any supporting material included with the proposal should be directly related to one of the context sections.

- Provide a proposed engagement letter outlining the key components of the proposal. This includes highlighting the scope of work to be provided along with the associated costs. The letter shall also specify the proposal remains valid for at least 90 days following the proposal submission deadline. The letter must state whether a possible conflict of interest exists and, if do, the nature of the conflict.
- Describe the firm or and summary of qualifications. Provide a description of the firm, including type of business, years in operation, employee total, and office location(s). Identify the key staff members that would be assigned to the project. Include a statement clearly outlining the firm's qualifications and applicability of overall experience. Consultant shall have knowledge of municipal services, particularly fire protection and emergency medical services.

This statement should also address the following criteria:

- Management level understanding how the full range of municipal services are delivered
  - Familiarity with the CKH Act, the role and functions of LAFCOs, and the MSR process
  - Experience in governmental organization analysis, including performance measurement and evaluation
  - Experience with presenting and disseminating information to local agencies and the public for review and comment
- Detail the qualifications for scope of services. Propose a scope of services to complete the project based on the firm's experience and understanding of LAFCO's needs. The proposed scope of services should be outlined in distinct phases with corresponding timelines and budgeted costs. Please highlight any special techniques, approaches, ideas and insights to be used in performing the services, along with additional consideration of how previous experiences may contribute to the proposer's ability to carry out the services. Consultant shall possess the ability to initiate,

develop, and carry out effective strategies to complete municipal service reviews in accordance with State law and LAFCO requirements.

- Provide related work experiences and references. The proposal shall contain a list of at least three governmental agencies for which the consultant has completed comparable service contracts or studies. Each reference shall contain the agency client name, the project title, and a contact person at the agency (name, phone, and email). One copy of a completed MSR which the firm has prepared, if applicable.
- Outline costs. The proposal shall include costs and a proposed billing system. The proposal shall include a not-to-exceed amount to complete the project

## VI. Evaluation and Selection

The Commission’s Policy and Budget Committee will screen all proposals submitted to Alameda LAFCO for completeness relative to the RFP requirements. The highest ranked candidates will be invited to interview in person or by video conferencing with the Policy and Budget Committee at no cost to Alameda LAFCO during the week of TBD. The evaluation will be based factors enumerated below. No one factor shall be determinative.

- Expertise and experience of the firm and key individual(s). This includes the firm’s experience in comparable government engagements as well as the depth of the professional personnel to be assigned to the engagement. Greater preference in the selection process will be given to proposing firms or individuals with LAFCO knowledge and understanding.
- Availability of appropriate professional(s) as needed.
- Clear, concise and thoughtful responses to specific requirements of the solicitation
- Proposed Costs
- Interview / Ability to Effectively Describe Proposal and Respond to Questions ‘
- References

The Policy and Budget Committee will recommend an appointee to the Commission for formal approval.

## VII. Other Proposal Information

- Questions

All questions seeking clarification on the RFP must be received in writing no later than 5:00 p.m. PST on Monday, December 2<sup>nd</sup>. Responses to submitted questions will be prepared by Alameda LAFCO and sent to all respondents no later than 5:00 p.m. PST on Monday, December 9<sup>th</sup>. All questions should be e-mailed to Executive Officer Rachel Jones at [rachel.jones@acgov.org](mailto:rachel.jones@acgov.org).

- **Agreement**

The selected firm’s proposal will become part of the agreement. Price quotations and other time dependent information contained in any proposal shall remain firm for a minimum of 90 days from the proposal submission deadline.

- **Property of Alameda LAFCO**

All proposals received will become the property of Alameda LAFCO and will not be returned. Alameda LAFCO reserves the right to copy the materials for internal evaluation purposes.

- **Collusion Among Respondents**

In submitting a proposal, the firm, certifies that it is not party to any collusive actions relating to this RFP.

- **Exceptions**

A firm taking exception to any part of this RFP shall indicate such exceptions in a separate section of their submitted proposal. Failure to indicate any exception will be interpreted as the firm or individual’s intent to comply fully with the requirements of this RFP as written.

- **Expenses Incurred**

There is no expressed or implied obligation for Alameda LAFCO to reimburse proponents for any expenses associated with responding to this RFP.

- **Withdrawal of Proposal**

Consultants may withdraw all or portions of their proposal up to the ratification of a contract between Alameda LAFCO and the selected firm. A withdrawal request must be signed by the proponents duly authorized representative and sent to the Executive Officer.

- **Withdrawal of RFP**

Alameda LAFCO retains the right to withdraw, modify, or amend this RFP at any time.

- **Insurance Requirements**

The successful proposer shall be required to maintain throughout the term of the contract, and for a minimum of six months following completion by the consultant or firm and acceptance by LAFCO of all services under contract, the minimum coverages, minimum limits, and endorsements and conditions as described in Attachment 1.

## VIII. Contact Information

All questions and related inquiries to this RFP should be addressed to the following contact:

Rachel Jones, Executive Officer  
1221 Oak Street, Suite 555  
Oakland, California 94612

T: 510-272-6332 Main

T: 510-272-3894 Direct

E: [rachel.jones@acgov.org](mailto:rachel.jones@acgov.org)

## **Distribution List**

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Alta Mesa Group  
Barraco & Associates  
Berkson Associates  
Citygate Associates  
QK Associates  
IPA  
Burr  
Graichen  
Urban Planning Partners, Inc.  
Strategic Economics, Inc.  
Economic Planning Systems, Inc.  
Lamphier – Gregory  
Miller Management & Consulting Group

# *Alameda* Local Agency Formation Commission

## **PRELIMINARY AGENDA STRATEGIC PLANNING WORKSHOP**

MONDAY, DECEMBER 16, 2019

10:00 A.M.

10:00	Welcome and Introduction to Workshop Public Comment	Chair
10:05	Presentation: LAFCO 101	Bill Chiat
11:00	Discussion: How does LAFCO want to be known? <ul style="list-style-type: none"><li>- Desired Public Value</li><li>- Communication outreach and branding</li><li>- Alameda LAFCO's role in the County</li></ul>	Participants
11:30	Brainstorm: Current and Future Issues for Alameda LAFCO <ul style="list-style-type: none"><li>- Review of accomplishments and strategic plan</li><li>- Brainstorm and Prioritize</li><li>- Emerging new roles for LAFCO</li></ul>	Bill Chiat
12:00	Lunch	
12:40	Discussion: Alameda LAFCO Priorities and Policies <ul style="list-style-type: none"><li>- Agencies and cooperation – How is it working?</li><li>- Short-term versus long-term goals</li><li>- LAFCO reserve policy</li><li>- MSRs (consultants versus in-house)</li><li>- Joint workshop with Contra Costa LAFCO and Alameda LAFCO: Boundaries</li><li>- LAFCO's role with climate change</li></ul>	Participants
1:30	The next iteration of the Strategic Plan <ul style="list-style-type: none"><li>- Overarching strategic areas</li><li>- Discussion of capacity and resources to advance goals</li><li>- Establish key goals, outcomes, and timeframes</li></ul>	Bill Chiat

- 2:30 Critical Next Steps  
- Review of assignments: the who, what, and when? Bill Chiat
- 2:45 Closing Comments Bill Chiat
- 3:00 Adjournment



Map of Priority Conservation Areas - Please refer to Attachment

**MUNICIPAL SERVICES REVIEW  
INITIAL ADMINISTRATIVE DRAFT OF SECTIONS 1 & 2  
WITH SERVICE TABLES**

**COUNTYWIDE MUNICIPAL SERVICES REVIEW  
ON WATER, WASTEWATER, FLOOD CONTROL,  
AND STORM WATER SERVICES**

**Prepared for:**

Alameda LAFCo  
1221 Oak Street, Room 555  
Oakland, CA 94612

Contact Person: Rachel Jones, Executive Officer  
Phone: (510) 271-5142

**Consultant:**



901 East Main Street  
Visalia, CA 93292  
Contact: Steve Brandt, AICP  
Phone: (559) 733-0440  
Fax: (559) 733-7821

September 2019

## **SECTION 1 - INTRODUCTION**

### **1.1 - LAFCo Overview**

Under State law, the Legislature has exclusive power to regulate local government boundaries, including the power to create and dissolve local agencies and change their boundaries. Local Agency Formation Commissions (LAFCos) serve as the Legislature's watchdog over city and special district boundaries. The Cortese Knox-Hertzberg Local Government Reorganization Act of 2000 directs LAFCos to achieve three main purposes:

1. Discourage urban sprawl;
2. Encourage orderly governmental boundaries; and
3. Preserve open-space and prime agricultural lands.

The Cortese Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) mandates that a Municipal Service Review (MSR) must be conducted prior to or in conjunction with Sphere of Influence (SOI) updates. These reviews are to be conducted in five-year intervals. As part of the service review, LAFCo must prepare an analysis and written statement of determinations regarding each of the following nine evaluation categories:

1. Infrastructure needs and deficiencies;
2. Growth and population projections;
3. Financing constraints and opportunities;
4. Cost avoidance opportunities;
5. Opportunities for rate restricting;
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.

Alameda LAFCo provides oversight over local governments to make Alameda County a great place to live and work by balancing the preservation of agriculture and open space with the provision of sustainable municipal services.

### **1.2 - Municipal Service Review Origins**

In 1997, the State Legislature established the Commission on Local Governance for the 21<sup>st</sup> Century. The members of this commission include members of various sectors of government as well as constituent groups. The primary purpose of this commission was to study the local governance issues and make reasonable and appropriate recommendations for making improvements to the governance structure through LAFCos and the CKH Act. The findings of the commission were made within "Growth Within Bounds," which was published in January 2000.

The commission stated the following regarding every LAFCo's oversight role pertaining to service delivery within its jurisdiction:

*“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.*

*Although some LAFCOs may have access to such essentials, many do not, and the Cortese-Knox Act offers no mechanism for assisting and encouraging them to gather the basic necessary information. The Commission believes that such provision should be added to the statute.*

*Information on public service capacity could be gathered as part of the implementation of a new requirement for periodic municipal service reviews. LAFCOs could conduct such reviews prior to or in conjunction with amendments to spheres of influence. A municipal service review would encompass a comprehensive study of each identifiable public service provided by counties, special districts, and the cities in the region.*

*The review would not focus exclusively on an individual jurisdiction to determine its future boundary or service areas. Rather, it would require LAFCO to look broadly at all agencies within a geographic region that provide a service. The review would also include a component that examines the benefits or disadvantages of consolidation or reorganization of service providers.*

*LAFCOs should be provided flexibility in designating the geographic area to be analyzed, the timing of conducting particular reviews, and the scope of the reviews.”*

The resulting statute additions to CKH were codified following the commission's findings to create a formal process that could be used to collect information and evaluate service provision from a broader prospective, referred more commonly as the Municipal Service Review (Office of Planning and Research 2003).

### **1.3 - Municipal Service Review Legislation**

A Municipal Service Review (MSR) is a comprehensive assessment of the ability of existing local government agencies to effectively and efficiently provide municipal services to residents and users. The form and content of an MSR is specified by requirements in the CKH Act and in the State of California's Local Agency Formation Commission MSR Guidelines, published in August 2003. The CKH Act requires LAFCo to review and updated SOIs not less than every five years and to review municipal services before updating SOIs. 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. The

CKH Act requires all LAFCoS, including Alameda LAFCo, to prepare an MSR for each of its incorporated cities and its special districts.

It is expected that MSR determinations may be closely followed by LAFCo actions to update various SOIs. A California Environmental Quality (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.

### **1.4 - Sphere of Influence Updates**

A Sphere of Influence (SOI) or (sphere) is a LAFCo approved plan that designates an agency's probable future 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 the agency's SOI. The purpose of SOIs is to ensure the efficient provision of services, to discourage urban sprawl and premature conversion of agricultural and open space lands, and to prevent overlapping jurisdictions and duplication of services.

LAFCo does not 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.

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 indicated 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 indicated 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.

In determining the SOI, LAFCo is required the following determinations pursuant to Section 13.11 of the Alameda LAFCo Specific Proposal Policy Manual:

- The service capacity, levels and types of services currently provided by the agency and the areas where these services are provided, topographic factors, financial capabilities, costs of service, and social and economic interdependencies;
- Existing and planned land uses and land use policies including consistency with county and city general plans, regional and state plans and special district master service plans;
- Projected growth in the affected area, and potential effects on agricultural and open space lands;
- A description of the services that will be provided to any areas which may be added to the SOI and the timing and method for funding expansion of facilities or services;
- An analysis of the effects a proposed SOI may have on other agencies and their service capabilities including improved or diminished service levels, potential duplication of services and underutilization of public infrastructure due to ineffective planning;
- The opportunity for infill development of incorporated vacant lands located adjacent to or within already developed areas rather than SOI expansions; and
- The potential for political and functional consolidations or other reorganizations when boundaries divide communities.
- The location or use of sewerage facilities, either developed or planned, police and fire protection service, waste disposal, provision of water transmission mains, water supply either planned or developed, parks and recreation services, compatible street circulation, economic and social relationships, geographic or natural topographic

features such as rivers, ridge lines, and ravines, and man-made barriers, such as freeways, major streets, and railroads.

The CKH Act stipulates several procedural requirements for 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.

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.

### **1.5 - Municipal Service Review Process**

The MSR process is a comprehensive assessment of the ability of existing government agencies to effectively and efficiently provide services to residents and users. The form and content of the MSR is governed by requirements of the CKH Act and the LAFCo MSR Guidelines.

The CKH Act requires all LAFCos, including Alameda LAFCo, to prepare an MSR for each of its incorporated cities and special districts. The fundamental role of LAFCo is to implement the CKH Act by providing for the logical, efficient, and most appropriate formation of local municipalities, service areas, and special districts. These MSRs must be completed prior to, or in conjunction with, the update of a Sphere of Influence (SOI) or before LAFCo initiates any reorganization of district boundaries.

Often, more than one agency is evaluated in an MSR. The MSR can be structured by type of agency (i.e. all the fire districts or all the community service districts) or it can be structured by service type (i.e. all agencies providing water service). This MSR will evaluate the agencies that provide water, wastewater, flood control, and/or storm drainage services in Alameda County. This will include 14 cities and 10 special districts. This review is intended to provide Alameda LAFCo with all necessary and relevant information related to the operations and management of the service districts and municipalities within Alameda County (see Figure 2-1).

## SECTION 2 - AGENCY OVERVIEW

### 2.1 - Service Providers

Within Alameda County, many local agencies and special districts provide water, wastewater, flood control, and/or storm drainage services (collectively referred to in this MSR as utility services) to their respective residents. Some agencies/districts will provide multiple jurisdictions with utility services. Agencies can be grouped into three categories:

- Limited purpose agencies: that exclusively provide utility services, including two water districts, a flood control district, municipal utility district, three sanitary districts, a water agency, two county service areas, and a service district;
- Multipurpose agencies: that provide utility services as well as other services, including 14 cities, a county service area, a health care service area, and a regional park district; and
- Other agencies: agencies that are not subject to Alameda LAFCo's jurisdiction, including multi-county public agencies with a principal county other than Alameda, state agencies and private service providers.

Table 2-1 identifies the limited purpose agencies evaluated in this MSR and the utility services that that provide.

**Table 2-1  
Matrix of Services – Limited Purpose Agencies**

Limited Purpose Agencies	Water	Wastewater	Flood Control	Storm Drainage
Alameda County Water District	Service Provider			
Alameda County Flood Control and Water Conservation District			Service Provider	
Castlewood County Service Area		Pleasanton		
Castro Valley Sanitary District		Service Provider		
Dublin San Ramon Services District	Service Provider	Service Provider		
East Bay Municipal Utility District	Service Provider	Service Provider		
Oro Loma Sanitary District		Service Provider		
Union Sanitary District		Service Provider		
Zone 7 Water Agency	Service Provider		Service Provider	

Notes: "Service Provider" means that the Limited Purpose Agency provides the service within its boundary.



Table 2-2 describes the multipurpose agencies and the utility services they provide. Where a limited purpose agency provide service in a service, that agency is identified.

**Table 2-2**  
**Matrix of Services – Multipurpose Agencies**

Multipurpose Agencies	Water	Wastewater	Flood Control	Storm Drainage
City of Alameda	EBMUD	EBMUD	City	City
City of Albany	EBMUD	EBMUD	City	City
City of Berkeley	EBMUD	EBMUD	City	City
City of Dublin	DSRSD	DSRSD	Zone 7	City
City of Emeryville	EBMUD	EBMUD	ACFSD	City
City of Fremont	ACWD	USD	ACFCD	City
City of Hayward	City	City	ACFCD	City
City of Livermore	City	City	Zone 7	City
City of Newark	ACWD	USD	ACFCD	City
City of Oakland	EBMUD	EBMUD	ACFCD	City
City of Piedmont	EBMUD	EBMUD	City	City
City of Pleasanton	City	DSRDSD	Zone 7	City
City of San Leandro	EBMUD	City	ACFCD	City
City of Union City	ACWD	USD	ACFCD	City
Five Canyons County Service Area				Service Provider

Notes: Corresponding Districts provide services to the listed Multipurpose Agencies. If the service is provided by the Agency itself within its city limits, then it is denoted as “City”.

The report includes reference to other utility providers not under the jurisdiction of Alameda LAFCo. These include private entities as well as public agencies not under Alameda LAFCo jurisdiction. Table 2-3 indicates which services are provided directly by or under contract for those service providers not under Alameda LAFCo’s purview.

**Table 2-3**  
**Matrix of Services – Other Agencies**

Other Agencies	Water	Wastewater	Flood Control	Storm Drainage
Alameda County				Service Provider
East Bay Dischargers Authority		Service Provider		
Livermore Amador Valley Water Management Agency		DSRSD		

Notes: “Service Provider” means that the Agency provides the service within its boundary

## **2.2 - Growth and Population Projections**

This section reviews the residential, daytime, and 24-hour population as well as projected residential and economic growth. Using the Association of Bay Area Governments' (ABAG) 2018 projections, this section discusses projected growth from 2015 to 2040.

### **2.2.1 - RESIDENTIAL POPULATION**

Through the next 20 years, the population in Alameda County is expected to increase 22 percent. By 2040, ABAG projects population for the entire county to be increase by approximately 400,000 residents. Projected numbers will increase from 1.7 million in 2020, to 1.9 million in 2030, to 2.1 million in 2040. The population increase in several cities (Dublin, Emeryville, Livermore, Oakland, San Leandro, and Fremont) is projected to grow faster than other jurisdictions such as Alameda, Albany, Berkeley, Hayward, Newark, Piedmont, Pleasanton, and Union City. See Table 2-4 and Table 2-5 for population growth rates and districts with available data over the next 20 years.

### **2.2.2 - ABAG PROJECTIONS COUNTYWIDE**

The Plan Bay Area 2040 Projections from the Association of Bay Area Governments collects data and presents projected growth of the San Francisco Bay Area, its nine counties, 101 cities, and smaller geographic areas. It is a limited and focused update of the first Plan Bay Area, adopted by ABAG and MTC in 2013. The revised data in the Plan 2040 projections differ in level and distribution of growth from projections in 2013, reflecting changing expectations for growth in the region.

**Table 2-4  
Population Projections**

Agency	Population					
	2015	2020	2025	2030	2035	2040
Alameda	86,725	87,460	89,000	90,560	91,265	92,465
Albany	19,110	19,285	19,580	19,925	20,180	20,425
Berkeley	119,525	127,520	131,005	135,680	137,680	140,935
Dublin	49,980	51,070	54,780	71,870	78,140	83,595
Emeryville	11,780	12,260	13,845	16,050	25,005	34,130
Fremont	222,155	231,970	234,595	239,610	255,755	275,440
Hayward	150,960	154,280	156,420	160,295	167,995	178,270
Livermore	83,345	84,935	89,960	99,115	106,190	113,730
Newark	44,465	44,905	45,355	45,990	46,355	47,720
Oakland	442,725	480,270	516,855	554,325	588,710	650,625
Piedmont	10,650	10,765	10,885	11,040	11,090	11,170
Pleasanton	70,560	75,030	76,235	78,370	83,115	87,875
San Leandro	86,220	98,635	101,045	103,910	105,210	107,520
Union City	75,675	76,215	76,935	78,100	79,080	79,845
UNINCORPORATED AREA ONLY	151,910	156,865	159,995	163,800	164,855	168,620
ALL OF ALAMEDA COUNTY	1,625,780	1,711,460	1,776,495	1,868,635	1,960,630	2,092,370
Alameda County Water District <sup>1</sup>	344,300	353,300	367,600	382,500	398,700	415,600
Castro Valley Sanitary District <sup>1</sup>	49,666	52,149	54,130	56,890	59,677	63,675
Dublin San Ramon Services District <sup>1 2</sup>	51,942	54,642	56,718	59,610	62,530	66,719
East Bay Municipal Utility District <sup>1 2</sup>	889,600	928,000	966,400	1,011,200	1,056,000	1,118,000
Oro Loma Sanitary District <sup>1</sup>	132,444	139,331	144,625	152,000	159,448	170,131
Union Sanitary District <sup>1</sup>	342,295	353,090	356,885	363,700	381,190	403,005
Alameda County Flood Control and Water Conservation District <sup>1</sup>	1,394,167	1,463,875	1,507,791	1,560,563	1,613,622	1,666,871
Five Canyons County Service Area <sup>1</sup>	3,572	3,710	3,847	3,985	4,122	4,259
Zone 7 <sup>1</sup>	231,596	243,639	252,897	265,794	278,817	297,497

Notes:

1 Future population estimated using overall County estimated growth rate

2 Alameda County portion of a multi-county agency

Source: Association of Bay Area Governments, Forecasts & Projections, ACWD Urban Water Management Plan, DSRSD Urban Water Management Plan, EBMUD Urban Water Management Plan, Interview with Union Sanitary District Manager, and United States Census

**Table 2-5  
Population Projected Growth Rates**

Agency	Population Growth Rate				
	2015-20	2020-25	2025-30	2030-35	2035-40
Alameda	0.85%	1.76%	1.75%	0.78%	1.31%
Albany	0.92%	1.53%	1.76%	1.28%	1.21%
Berkeley	6.69%	2.73%	3.57%	1.47%	2.36%
Dublin	2.18%	7.26%	31.20%	8.72%	6.98%
Emeryville	4.07%	12.93%	15.93%	55.79%	36.49%
Fremont	4.42%	1.13%	2.14%	6.74%	7.70%
Hayward	2.20%	1.39%	2.48%	4.80%	6.12%
Livermore	1.91%	5.92%	10.18%	7.14%	7.10%
Newark	0.99%	1.00%	1.40%	0.79%	2.94%
Oakland	8.48%	7.62%	7.25%	6.20%	10.52%
Piedmont	1.08%	1.11%	1.42%	0.45%	0.72%
Pleasanton	6.34%	1.61%	2.80%	6.05%	5.73%
San Leandro	14.40%	2.44%	2.84%	1.25%	2.20%
Union City	0.71%	0.94%	1.51%	1.25%	0.97%
UNINCORPORATED AREA ONLY	3.26%	2.00%	2.38%	0.64%	2.28%
ALL OF ALAMEDA COUNTY	5.27%	3.80%	5.19%	4.92%	6.72%
Alameda County Water District <sup>1</sup>	2.61%	4.05%	4.05%	4.24%	4.24%
Castro Valley Sanitary District <sup>1</sup>	5.00%	3.80%	5.10%	4.90%	6.70%
Dublin San Ramon Services District <sup>1 2</sup>	5.20%	3.80%	5.10%	4.90%	6.70%
East Bay Municipal Utility District <sup>1 2</sup>	4.32%	4.14%	4.64%	4.43%	4.24%
Oro Loma Sanitary District <sup>1</sup>	5.20%	3.80%	5.10%	4.90%	6.70%
Union Sanitary District <sup>1</sup>	3.15%	1.07%	1.91%	4.81%	5.72%
Alameda County Flood Control and Water Conservation District <sup>1</sup>	5.00%	3.00%	3.50%	3.40%	3.30%
Five Canyons County Service Area <sup>1</sup>	3.86%	3.69%	3.59%	3.44%	3.32%
Zone 7 <sup>1</sup>	5.20%	3.80%	5.10%	4.90%	6.70%

Notes: Growth rates are rounded to the nearest hundredth

1 Future population estimated using overall County estimated growth rate

2 Alameda County portion of a multi-county agency

Source: Association of Bay Area Governments, Forecasts & Projections, ACWD Urban Water Management Plan, DSRSD Urban Water Management Plan, EBMUD Urban Water Management Plan, Interview with Union Sanitary District Manager, and United States Census Daytime Population

### 2.3 - Daytime (24-Hour) Population

This section reviews the daytime population throughout Alameda County. Figure 2-1 illustrates the inflow and outflow of jobs. Figure 2-2 illustrates the location of jobs in Alameda County.

According to United States Census data, the inflow on residents employed within Alameda County, that live outside of Alameda County, is greater than the number of residents that live within Alameda County and are employed outside of the county or residents that live and are employed within the County. By 2040 the number of jobs is projected to increase by 952,940 jobs.

**Figure 2-1**  
**Alameda County Inflow/Outflow Job Counts**  
Inflow/Outflow Job Counts in 2017



According to the Census Bureau, Center for Economic Studies (CES), the 24-hour population expands by approximately 2,740 people county-wide, bringing the total 24-hour population of Alameda County to approximately 1,670,000 as of 2017. The 24-hour population of each city varies based on the amount of jobs and residents. Overall, the 24-hour population for the County only increases by approximately 0.2 percent, but some cities 24-hour population change is rather significant, such as Emeryville, whose population increases almost 144 percent in the daytime.

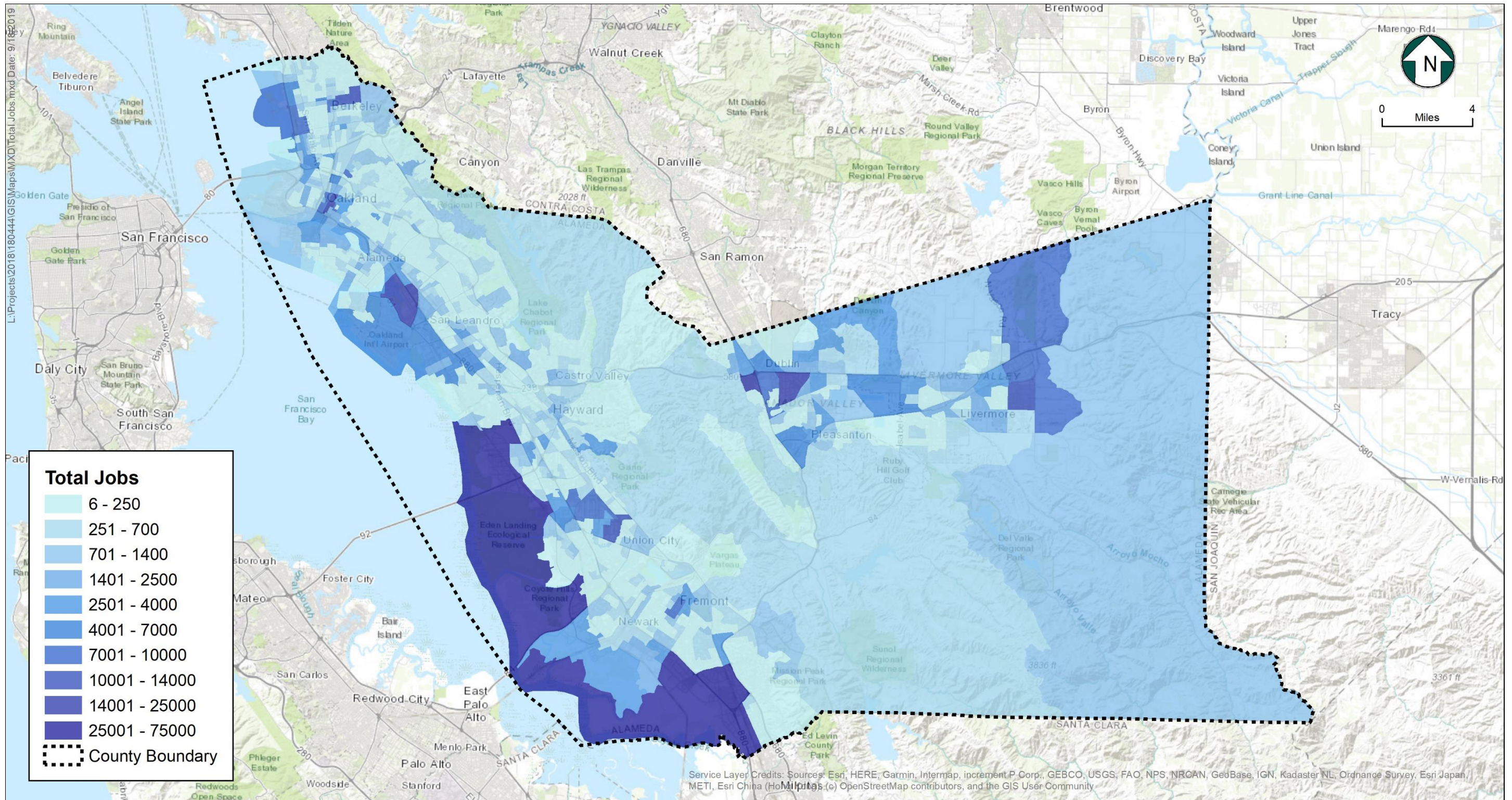


Figure 2-2  
Total Jobs



Table 2-6 lists the inflow and outflow of daytime population by city, with net and percentage change.

**Table 2-6**  
**24-Population Total (2017)**

City	Inflow	Live and Work within County	Outflow	Net Change	24-hour Population	Percent Change
Alameda	22,914	5,296	34,624	-11,710	75,015	-13.5%
Albany	3,842	452	7,536	-3,694	15,416	-19.3%
Berkeley	54,878	10,893	35,811	19,067	138,592	16.0%
Dublin	17,968	1,651	24,664	-6,696	43,284	-13.4%
Emeryville	22,888	547	5,988	16,900	28,680	143.5%
Fremont	97,799	21,595	91,564	6,235	228,390	2.8%
Hayward	60,520	10,965	65,456	-4,936	146,024	-3.3%
Livermore	40,763	10,650	35,303	5,460	88,805	6.6%
Newark	17,188	1,827	22,117	-4,929	39,536	-11.1%
Oakland	155,424	52,498	144,249	11,175	453,900	2.5%
Piedmont	1,717	173	6,003	-4,286	6,364	-40.2%
Pleasanton	61,852	6,442	30,822	31,030	101,590	44.0%
San Leandro	45,089	5,220	41,941	3,148	89,368	3.7%
Union City	29,579	3,453	33,897	-4,318	71,357	-5.7%
ALL OF ALAMEDA COUNTY	425,664	363,188	422,924	2,740	1,628,520	0.2%

Source: Census Bureau, Center for Economic Studies

## 2.4 - Projected Job Growth

ABAG projects that the number of jobs within the Alameda County will increase from approximately 834,230 in 2015 to 877,220 by 2025 and to 933,725 by 2035. Service sector jobs are projected to increase slightly more rapidly than others. By 2020, service jobs are expected to make up 38 percent of the economic base.

ABAG projects that Alameda, Dublin, Newark and Union City will create jobs at faster rates than other areas over the next 25 years. This would result in an expanded 24-hour population as more people are likely to commute to these cities if jobs are created at a rate higher than housing. Projected annual job growth rates by city and district are shown in Table 2-7.

**Table 2-7  
Job Growth Rates**

City	Job Growth Rate				
	2015-20	2020-25	2025-30	2030-35	2035-40
Alameda	20.08%	5.27%	1.89%	1.21%	0.44%
Albany	0.92%	1.62%	1.50%	1.87%	0.29%
Berkeley	1.54%	1.09%	1.01%	2.04%	0.29%
Dublin	1.89%	2.27%	10.96%	25.28%	2.61%
Emeryville	1.15%	-0.25%	1.04%	1.05%	-0.60%
Fremont	8.32%	3.70%	3.14%	1.33%	5.99%
Hayward	2.65%	2.73%	3.81%	3.51%	0.82%
Livermore	-0.36%	0.72%	1.42%	2.63%	1.70%
Newark	4.81%	4.54%	6.07%	6.79%	1.37%
Oakland	1.34%	2.26%	2.48%	3.11%	2.07%
Piedmont	-1.52%	-0.26%	0.52%	0.26%	-1.28%
Pleasanton	0.07%	0.40%	2.28%	8.28%	4.08%
San Leandro	1.36%	2.18%	3.48%	2.37%	0.69%
Union City	5.06%	3.80%	4.56%	4.10%	3.37%
UNINCORPORATED AREA ONLY	-0.36%	-0.57%	1.63%	1.91%	-0.65%
ALL OF ALAMEDA COUNTY	2.93%	2.16%	2.72%	3.62%	2.06%

Notes: Growth rates are rounded to the nearest hundredth

Source: Association of Bay Area Governments, Forecasts & Projections, ACWD Urban Water Management Plan, DSRSD Urban Water Management Plan, EBMUD Urban Water Management Plan, Interview with Union Sanitary District Manager, and United States Census

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

Table 2-8 shows the projected job totals by agency.

**Table 2-8  
Project Jobs**

Agency	Total Amount of Jobs					
	2015	2020	2025	2030	2035	2040
Alameda	32,400	38,905	40,955	41,730	42,235	42,420
Albany	4,880	4,925	5,005	5,080	5,175	5,190
Berkeley	114,665	116,435	117,700	118,885	121,315	121,670
Dublin	20,935	21,330	21,815	24,205	30,325	31,115
Emeryville	19,540	19,765	19,715	19,920	20,130	20,010
Fremont	95,205	103,130	106,945	110,300	111,770	118,460
Hayward	68,105	69,910	71,820	74,555	77,170	77,805



Agency	Total Amount of Jobs					
	2015	2020	2025	2030	2035	2040
Livermore	43,180	43,025	43,335	43,950	45,105	45,870
Newark	18,180	19,055	19,920	21,130	22,565	22,875
Oakland	244,050	247,310	252,910	259,175	267,240	272,760
Piedmont	1,975	1,945	1,940	1,950	1,955	1,930
Pleasanton	65,140	65,185	65,445	66,940	72,480	75,440
San Leandro	53,960	54,695	55,885	57,830	59,200	59,610
Union City	22,905	24,065	24,980	26,120	27,190	28,105
UNINCORPORATED AREA ONLY	29,115	29,010	28,845	29,315	29,875	29,680
ALL OF ALAMEDA COUNTY	834,230	858,685	877,220	901,080	933,725	952,940

Notes: Growth rates are rounded to the nearest hundredth

Source: Association of Bay Area Governments, and United States Census

Generally, projected job growth rates exceed projected residential growth rates. ABAG is projecting the amount of jobs in Alameda County will grow more quickly than the residential population. It can be assumed that 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 can be assumed that a large portion of jobs will be filled by residents of other counties. In other words, the projections are consistent with an increase in commuting.

Various characteristics play a part in determining the increase or decrease of jobs per residents, such job type, availability of jobs, housing cost, and availability of affordable housing. The County of Alameda currently has more resident living within its County limits and working outside of its jurisdiction. This resembles the characteristics of bedroom communities. For example, the strategic growth of the community of Union City are setting policies to produce more jobs per residents in order evolve into a more balanced community. Similarly, Alameda and Fremont are projected to produce significantly more jobs, evolving into more heavily commercial areas.

## **2.5 - Growth Strategies and Areas**

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

### **2.5.1 - ALAMEDA COUNTY: (CASTRO VALLEY AND EDEN AREA PLAN) UNINCORPORATED**

In November 2000, Alameda County electorate approved the Save Agriculture and Open Space Lands Initiative (Measure D) that revised the urban growth boundary in the East County to reserve less land for urban growth and more land for agriculture and open space, apply similar policies to rural Castro Valley and Palomares Canyonlands. A countywide vote is required to change Measure D policies.

Measure D amended the Alameda County General Plan to establish the Urban Growth Boundary (UGB), increase minimum parcel sizes, and restrict development envelopes, floor area ratios and maximum floor areas outside the UGB. Measure D restricted the nature and extent of land uses outside the UGB to agriculture, resource management, watershed management, and low-density rural residential uses. It also prohibits providing or authorizing expansion of public facilities or other infrastructure that would create more capacity than needed to meet the development allowed. Public facilities or other infrastructure will not be prohibited if they do not have an excessive-growth-inducing effect. Furthermore, new landfill capacity is limited to a maximum of 15 years' worth of volume. Once capacity drops to this level, estimated to occur in 40 years' time, new incremental capacity may need annual approval. In addition, Measure D requires that all the unincorporated County's Regional Housing Needs Allocation has to be accommodated within the voter approved UGB.

Land use in Castro Valley is primarily residential. Commercial uses are concentrated along Castro Valley Boulevard, along Redwood Road and Grove Way, and in several neighborhood shopping centers. Public and quasi-public uses, such as schools, libraries, and churches, are spread throughout the area, adjacent to both commercial and residential uses. In contrast to Castro Valley's past growth, new housing units will be added through infill development, primarily from the redevelopment of under-built sites, additional units on lots that are already developed, and some development on vacant lots. This growth strategy will add approximately 2,394 households, increase the total number of households in Castro Valley to 25,620 by 2025.

The Eden Area consists of unincorporated land in western Alameda County between the cities of San Leandro and Hayward and west of the County's Castro Valley Area. The Eden Area will provide renewed residential areas, affordable neighborhoods with housing choices that fit the needs of all residents, and investments in the economic development of the community to revitalize selected underutilized transportation corridors and create new districts of concentrated economic activity.

### **2.5.2 - 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. Alameda County's Urban Growth Boundary (Measure D) is co-terminus with the Urban Growth Boundary of the following cities: Pleasanton, Livermore, and Dublin.

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. Dublin's 2017 General Plan anticipates an approximate maximum of 39,845 additional residents and 60,289 additional jobs may be added in eastern Dublin in the next 20 years. In western Dublin, the City anticipates growth of 1,131 residents from 418 residential units within the approved Schaefer Ranch residential development. In the Dublin

Crossing Planning Area, a specific plan addresses future development project, which includes demolition of the existing buildings and other improvements on the site and construction of a residential mixed-use project. The potential project will add approximately 1,995 residential units.

Livermore's UGB was completed in two phases, northern and southern UGBs. While both UGBs share goals of preserving agriculture and open space and preventing urbanization, the policies regarding development beyond each UGB and changes to each UGB are different. 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 and prohibiting grading on slopes of between 10 and 25 percent, as well as preferred land uses and parcel size in the event of UGB expansion or annexation. Although various land uses are permitted in the southern growth area, the area is primarily designated for low density residential use. 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 establishes an annual limit for new residential units, requires the apportionment of yearly total new residential units to categories of projects, and defines a process for obtaining an allocation under the program. At total buildout the Pleasanton General Plan estimates that approximately 29,000 housing units, 600 second units, and 1,100 residents in congregate living facilities will be built. This will support a residential population of approximately 78,200. The City UGB limits growth to the existing urbanized area. The City UGB distinguishes areas generally suitable for urban development where urban public facilities and services are provided from those areas not suitable for development. Areas outside of the UGB are generally suitable for long-term protection of natural resources, agriculture, grazing, parks and recreation, public health and safety, subregionally significant wildlands, community buffers, and scenic ridgeline views. One existing development, the Little Valley Road neighborhood, is located outside of the City UGB in Alameda County.

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, areas south of Pleasanton and various mixed use and industrial lands west of Pleasanton. Around Livermore, there are areas to the west and on north side south of Raymond Road.

### **2.5.3 - SOUTHERN: FREMONT, NEWARK, UNION CITY**

Union City policy encourages high density and mixed-use development. Lands are redeveloped to more intensive uses, transitioning from low density to high density mixed use. A city hillside plan limits development in 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 in the northwest portion of Union City. The Union Landing development is expected to continue to attract retail and office investment until it is fully built out around the year 2020.

Fremont is project to add 14,880 households and 46,000 jobs in the period from 2010 to 2035. Fremont growth strategies include promoting affordable housing by providing a density maximum of 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.

Newark promotes infill development primarily in commercial areas. According to the Newark General Plan, 1,800 acres of Newark's total area in residential use. About 375 acres was in commercial use and 930 acres was in industrial or office-flex use. Another 270 acres was in public or institutional use and 1,130 acres consisted of roads and other rights of way. The sum of these areas is roughly 4,500 acres, or 50 percent of the land area of the City of Newark. The remaining 50 percent of Newark's land consists of undeveloped or non-urbanized land. Of this total, approximately 960 acres is vacant and designated for development. The remaining 3,535 acres includes "conversation" open space (280 acres), agriculture (70 acres), public parkland and other "improved" open space 160 acres), and approximately 3,025 acres of land use for salt harvesting, refining, and production. Salt harvesting, refining, and production represents approximately one-third of Newark's land area. Newark's General Plan identifies commercial infill development throughout underutilized commercial areas.

#### **2.5.4 - CENTRAL: ALAMEDA, HAYWARD, SAN LEANDRO**

The City of Alameda's growth policy is mainly focused on promoting affordable housing and commercial redevelopment. Since most of the City area is an island, new development only exists as infill and redevelopment projects, such as at Alameda Point. 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 and youth-operated businesses.

Hayward promotes sustainable development projects, designed and operated to minimize resource consumption, reduce dependency on the automobile, preserve sensitive environmental resources, reduce maintenance and utility expenses, and improve social health and interaction. Hayward's policies support growth patterns that protect the open space and natural resources by maintaining established urban limit lines and directing housing and employment growth toward infill sites and underutilized properties. Land use policies align with the Bay Area's Regional Transportation Plan and Sustainable Communities Strategy by directing growth by integrating housing with regional transit,

employment services, and amenities. Hayward promotes infill and redevelopment concentrated in areas served by transit or close to major employment centers. 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 and means of alternative transportation modes. There are scattered and relatively small potential residential growth areas in San Leandro. And, formerly industrial sites are available for mixed-use development. The San Leandro General Plan envisions approximately 80 percent of the new housing to be built in three “transit-oriented development” areas.

In the unincorporated areas of San Lorenzo, Ashland and Cherryland, County policy promotes infill and redevelopment of underutilized or undeveloped areas, and new development near 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.

### ***2.5.5 - 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. Albany anticipates residential growth as a result of new, planned UC Berkeley housing facilities. The University 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 residential uses are subject to a maximum density of 34 units per net acre.

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.

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.

Oakland encourages infill development to preserve open space and is implementing a plan to attract development 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.

## **2.6 - Disadvantaged Unincorporated Communities**

Disadvantaged Unincorporated Communities (DUCs) are defined as inhabited territory (12 or more registered voters) that constitutes all or a portion of a community with an annual median household income of \$53,735 which is less than 80 percent of the statewide annual median household income of \$67,169 in 2017 (US Census Bureau 2017). These communities were identified as an area of concern by Senate Bill 244 that was adopted into State Law in 2011. These communities may lack essential municipal services such as water or sewer as they may have been developed prior to infrastructure being installed in proximity to them. Fire protection is another service which needs to be reviewed in order to determine if these areas have adequate protection from the local service providers. Pursuant to State Law, LAFCo is required to identify any adjacent DUCs and determine if they should be included within any SOI amendment of a city or special district or potentially included during the consideration of any special district formation in the future.

Alameda LAFCo has adopted a policy (Policy 14.6) rather than accepting the criteria adopted with SB 244. Therefore, DUCs will be identified by using only Census Designated Places (CDPs) as outlined by the local rules and procedures.

According to the Figure 2-3, there is a single CDP that is below the threshold established for median household income. The CDP of Ashland has a median household income of \$50,966 (US Census Bureau 2017). However, Ashland is currently within the boundaries of districts that provide water and wastewater services, EBMUD (water) and OLSA (wastewater). Furthermore, Ashland is also within the boundaries of AFCWCD which provides flood control services to the community as well. As a result, there is no need to adjust spheres of influence for any agencies in an effort to provide water or wastewater services to CDPs below the median household income threshold as they are already receiving the aforementioned services.

Structural fire protection services are the other identified criteria which is required to be reviewed and analyzed for DUCs. However, this MSR is not reviewing structural fire protection service agencies or their corresponding spheres of influences. Such analysis should be conducted during the review of fire protection districts and/or cities SOIs as it relates to such services.

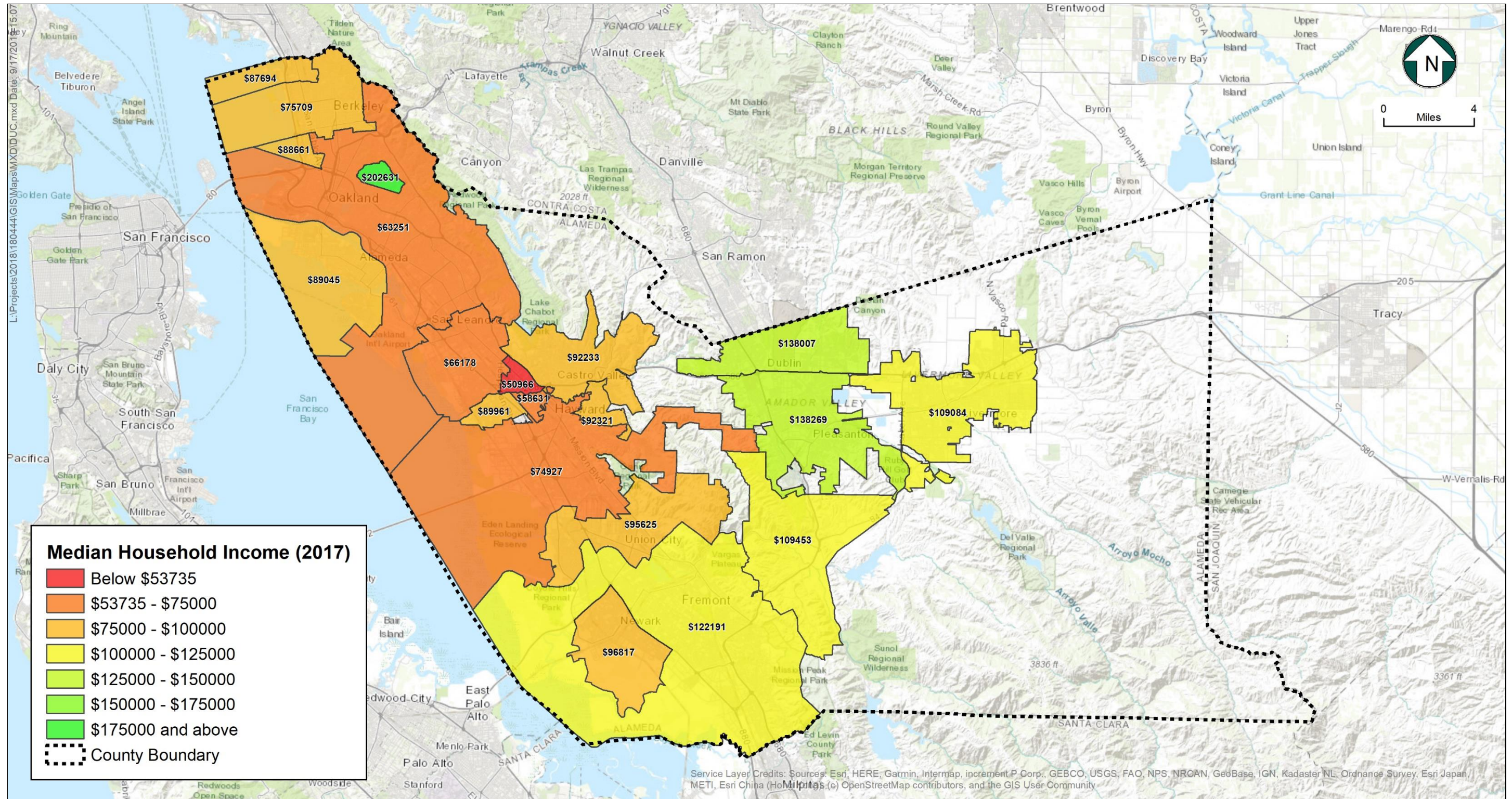


Figure 2-3  
Median Household Income (2017)



## SECTION 3 - WATER SERVICES

Table 3-1  
Water Service Providers

Agency	Wholesale: Production & Treatment						Retail Distribution	
	Importing	Extraction/ Wells	Ground- water Mgmt.	Treatment	Recycled Water	Potable	Raw	Recycled
<b>Multipurpose Agencies</b>								
Hayward						Yes		
Livermore					Yes	Yes		Yes
Pleasanton						Yes		
Castlewood CSA						Yes		
<b>Limited Purpose Agencies</b>								
Alameda County Water District	Yes	Yes	Yes	Yes		Yes		
Contra Costa Water District								
Dublin San Ramon Services District					Yes	Yes		Yes
East Bay Municipal Utility District	Yes			Yes	Yes	Yes		Yes
Zone 7	Yes	Yes	Yes	Yes			Yes	
<b>Major Non-LAFCo Providers</b>								
San Francisco Public Utility Commission	Yes	Yes		Yes			Yes	
Cal Water						Yes		
State Water Project	Yes							
<b>Minor Non-LAFCo Providers</b>								
Alameda County Fair Association		Yes*				Yes*		
Mohrland Mutual		Yes				Yes		
Norris Canyon		Yes				Yes		
Trailer Haven		Yes				Yes		
<b>Self Providers</b>								
East Bay Regional Park District		Yes*				Yes*		
Washington Health Care District		Yes*					Yes*	
Mountain House School		Yes*				Yes*		
Rivers End Marina		Yes*				Yes*		
Stivers Academy		Yes*				Yes*		

Notes:

\* Indicates distribution not billed to customers

Source: Association of Bay Area Governments, Forecasts &amp; Projections



**Table 3-2**  
**Average Daily Water Demand by Use**

<b>Residential</b>	<b>Commercial/Industrial</b>	<b>Irrigation/Landscape</b>	<b>Public/Other</b>
63%	15%	11%	11%

**Table 3-3**  
**Agency Compliance with BMPs**

<b>BMP</b>	<b>ACWD</b>	<b>DRSD</b>	<b>EBMUD</b>	<b>Hayward</b>	<b>Livermore</b>	<b>Pleasanton</b>	<b>Zone 7</b>
Water Surveys	Yes	No	Partial	No	NP	No	NA
Residential Retrofits	Yes	Partial	Yes	Partial	NP	Partial	NA
System Water Audits	Yes	No	No	Yes	NP	Yes	NP
Metering	Yes	Yes	Yes	Yes	NP	Yes	Yes
Large Landscape	Partial	No	Partial	No	NP	Yes	NP
Washer Rebate	Yes	Yes	Yes	Yes	NP	Yes	Yes
Public Information	Yes	Yes	Yes	Yes	NP	Partial	Yes
School Education	Yes	Yes	Yes	No	NP	No	Yes
CII Audits	Yes	Partial	Yes	No	NP	No	NA
Wholesale Assistance	NA	NA	NA	NA	NA	NA	NP
Conservation Pricing	Yes	Yes	Yes	Yes	NP	Yes	No
Conservation Staffing	Yes	Yes	Yes	Yes	NP	No	Yes
Ordinances	Yes	Partial	Partial	Partial	NP	No	NP
Toilet Replacement	Yes	NP	NP	Yes	NP	No	Yes

**Table 3-4**  
**Past and Projected Potable Water Service Demand (AF/YR)**

Agency	2015 Demand	2020 Demand	2040 Demand
ACWD	63,400	63,500	70,300
DSRSD	10,024	17,583	20,043
EBMUD	212,827	243,071	257,633
Hayward	26,135	27,960	32,000
Livermore	2,244	2,925	3,600*
Pleasanton	11,459	14,632	17,123
Zone 7	49,500	72,100	92,800*

\*2035 data available only

Source: ACWD Urban Water Management Plan, DSRSD Urban Water Management Plan, EBMUD Urban Water Management Plan, Hayward Urban Water Management Plan, Livermore Water Master Plan, Pleasanton Urban Water Management Plan, Zone 7 Urban Water Management Plan

**Table 3-5**  
**Comparison of Water Demand Population, Estimated Population and 24-hour Population**

Agency	Estimated Water Demand Population	ABAG 2040 Population	2040 24-Hour Population
ACWD	415,600	415,600	416,431
DSRSD	106,610	66,719	66,852
EBMUD	1,720,000	1,720,000	1,723,440
Hayward	178,270	178,270	178,627
Livermore	32,391	32,391	32,456
Pleasanton	93,188	87,875	88,051
Zone 7	285,300	297,497	298,092

\*24-Hour population estimated using 2017 ratio of Inflow/Outflow for count-wide jobs (100.2% of population).  
 Source: ACWD Urban Water Management Plan, DSRSD Urban Water Management Plan, EBMUD Urban Water Management Plan, Hayward Urban Water Management Plan, Livermore Water Master Plan, Pleasanton Urban Water Management Plan, Zone 7 Urban Water Management Plan

## SECTION 4 - WASTEWATER SERVICES

Table 4-1  
Matrix of Services

Provider	Collection	Treatment	Disposal
<b>Multipurpose Agencies</b>			
Alameda	Direct	EBMUD	EBMUD
Albany	Direct	EBMUD	EBMUD
Berkeley	Direct	EBMUD	EBMUD
Dublin	DSRSD	DSRSD	LAVWMA and EBDA
Fremont	USD	USD	EBDA and USD
Emeryville	Direct and Private	EBMUD	EBMUD
Hayward	Direct and OLSD	Direct and OLSD	Direct and OLSD
Livermore	Direct	Direct	LAVWMA and EBDA
Newark	USD	USD	EBDA and USD
Oakland	Direct	EBMUD	EBMUD
Piedmont	Direct	EBMUD	EBMUD
Pleasanton	Direct	DSRSD and Livermore	LAVWMA and EBDA
San Leandro	Direct and OLSD	Direct and OLSD	Direct and OLSD
Union City	USD	USD	EBDA and USD
Castlewood CSA	Pleasanton and Direct	DSRSD	LAVWMA and EBDA
<b>Limited Purpose Agencies</b>			
Castro Valley Sanitary District (CVSD)	Direct and OLSD	Direct and OLSD	OLSD and EBDA
Dublin San Ramon Sanitary District (DSRSD)	Direct	Direct	LAVWMA and EBDA
East Bay Municipal Utility District (EBMUD)	Direct	Direct	Direct
Oro Loma Sanitary District (OLSD)	Direct	Direct	EBDA
Union Sanitary District (USD)	Direct	Direct	EBDA
<b>Other Providers</b>			
EBDA		Direct	Direct
LAVWMA			Direct

Notes: "Direct" indicates distribution which type of services are provided by each Agency.

Source: EBMUD Urban Water Management Plan 2015, City of Albany Public Works Department, Berkeley Sewer Water Master Plan, DSRSD Sanitary Sewer Management Plan 2012, Emeryville Sanitary System Master Plan 2014, Hayward Sewer Master Plan 2015, Oakland Public Works Department, Piedmont Sewer System Master Plan 2014, San Leandro Sewer System Master Plan 2017, CSVD Sewer System Management Plan, DSRSD Urban Water Management Plan, and OLSD Sewer System Management Plan

**Table 4-2  
Septic System Areas**

<b>Provider</b>	<b>Locations of Septic System Areas</b>
Livermore	68 septic systems, generally located on outskirts in formerly unincorporated areas.
Oakland	250 septic systems, mostly in Oakland Hills
San Leandro	Monarch Bay Golf Course
Castlewood CSA	Some parcels are on a septic system
Castro Valley Sanitary District (CVSD)	In unspecified unincorporated areas.
Dublin San Ramon Sanitary District (DSRSD)	In eastern Dublin, eight known properties use septic tanks in areas where sewer lines have not yet been extended. One horse ranch in eastern Dublin is on septic by preference.
East Bay Municipal Utility District (EBMUD)	OLSD
Oro Loma Sanitary District (OLSD)	Septic use is extremely limited within District bounds.

Notes: Septic system are not improved unless new development takes place, in which the septic tank will be removed. It is highly unlikely that that data from the previous MSR has changed.

Source: 2005 Alameda LAFCo Utility MSR

**Table 4-3  
Base Wastewater Flow by Type (mgd)**

<b>Provider</b>	<b>Total</b>	<b>Residential</b>	<b>Non-Residential</b>
Hayward	10.0	7.3	2.7
Livermore	2.86	2.35	0.51
Castro Valley Sanitary District (CVSD)	2.04	1.70	0.34
Dublin San Ramon Sanitary District (DSRSD)	4.7	3.52	1.18
East Bay Municipal Utility District (EBMUD)	81.98	55.0	26.98
Oro Loma Sanitary District (OLSD)	12.4	n/a	n/a
Union Sanitary District (USD)	24.51	19.26	5.25

Source: Hayward Sewer Master Plan 2015, Livermore Rate Study 2017, CVSD Rate Study 2019, EBMUD Rate Study 2015, OLSD Correspondence dated 4/5/19, USD Sewer System Master Plan 2012/2015/2017.

**Table 4-4  
Average Dry Wastewater Flows**

<b>Provider</b>	<b>Average Dry Flows (mgd)</b>
Hayward	11.77
Livermore	7.0
San Leandro	4.9
Castro Valley Sanitary District (CVSD)	3.4
Dublin San Ramon Sanitary District (DSRSD)	10.2
East Bay Municipal Utility District (EBMUD)	54
Oro Loma Sanitary District (OLSD)	12
Union Sanitary District (USD)	22.60

Source: EBMUD Urban Water Management Plan 2015, USD Infiltration and Inflow report, DSRSD Sanitary Sewer Management Plan 2012, Hayward Sewer Master Plan 2015, San Leandro Sewer System Master Plan 2017, CVSD Sewer System Management Plan, DSRSD Urban Water Management Plan, USD Sewer System Master Plan 2012/2015/2017, and OLSD Sewer System Management Plan

**Table 4-5  
Peak Wet Wastewater Flows**

<b>Provider</b>	<b>Peak Wet Flows (mgd)</b>
Hayward	34.9
Livermore	17.66
San Leandro	23.0
Castro Valley Sanitary District (CVSD)	34.89
Dublin San Ramon Sanitary District (DSRSD)	24.9
East Bay Municipal Utility District (EBMUD)	168
Oro Loma Sanitary District (OLSD)	75.3
Union Sanitary District (USD)	61.6

Source: EBMUD Urban Water Management Plan 2015, USD Infiltration and Inflow report, DSRSD Sanitary Sewer Management Plan 2012, Hayward Sewer Master Plan 2015, San Leandro 2035 General Plan, CVSD Sewer System Management Plan, DSRSD Urban Water Management Plan, USD Sewer System Master Plan, USD Sewer System Master Plan 2012/2015/2017, and OLSD Sewer System Management Plan

**Table 4-6  
Current and Buildout Wastewater Flow (mgd)**

<b>Treatment Plan</b>	<b>Current Flow</b>	<b>Buildout Flow</b>
	<b>Peak Dry Weather Wastewater Flow</b>	<b>Peak Dry Weather Wastewater Flow</b>
Hayward	17.8	28.0
Livermore	9.1	10.99
San Leandro	9.6	n/a
DSRSD	17.0	20.7
EBMUD	65	120.0
OLSD	14.5	17
USD	39.8	61.5

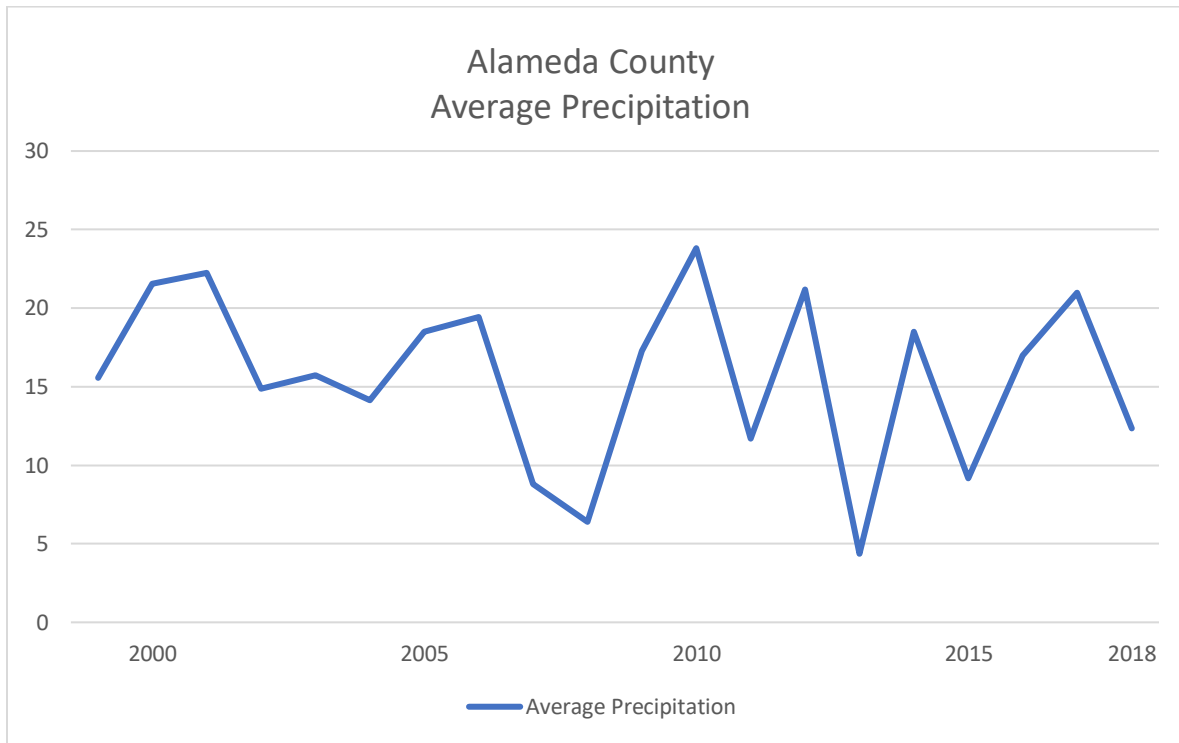
Source: Hayward Sewer Collection System Master Plan, Livermore Sewer Master Plan, EBMUD Urban Water Management Plan, EBMUD MWWTP Land Use Plan, San Leandro Flow Rate Information, USD Sewer System Master Plan 2012/2015/2017

## SECTION 5 - FLOOD CONTROL SERVICES

Table 5-1  
Flood Control Service Zone Areas

Zone	Service Area	Watershed/Drainage Description
Zone 2	Portions of San Leandro, Hayward, and Dublin and the unincorporated communities of Castro Valley, San Lorenzo, Ashland, and Cherryland	Many small creeks drain west from Castro Valley toward San Lorenzo Creek and flood control channels in the Zone
Zone 2A	Eastern portion of San Leandro	Pipes carry water to the channels in Zone 2
Zone 3A	Most of Hayward, a portion of Union City, and pockets of unincorporated areas	Ward, Zeile, and Mt. Eden Creeks drain to Old Alameda Creek and to the Bay
Zone 4	Western portion of Hayward	Channels drain the alluvial plan adjacent to the Bay
Zone 5	Newark, northern Fremont, and portions of Hayward and Union City	Alameda Creek drain runoff originating in Livermore-Amador Valley through an alluvial plan adjacent to the Bay
Zone 6	Southeast portion of Fremont and unincorporated areas along Fremont's eastern boundary	Coyote Creek and channels drain the alluvial plan adjacent to the Bay
Zone 7	Entire eastern half of the County and the cities of Livermore, Pleasanton, and Dublin	All of the major arroyos drain to the Arroyo de la Laguna which in turn drains to Alameda Creek and to the San Francisco Bay
Zone 9	Central portion of San Leandro	Pipes and channels carry water to the Bay
Zone 12	Oakland and Emeryville	Several small creeks drain to the Bay and Lake Merritt
Zone 13	Northern portion of San Leandro	The Zone comprises the watershed for San Leandro Creek

Figure 5-1  
Average Precipitation (2000-2018)





**SECTION 6 - STORMWATER SERVICES**

**Table 6-1  
Matrix of Services**

<b>Provider</b>	<b>Maintenance</b>	<b>Permitting</b>	<b>Preventing</b>	<b>Treatment</b>
Alameda	Direct	Direct	Direct	None
Albany	Direct	Direct	Private (street sweeping)	None
Berkeley	Direct	Direct	Direct	None
Dublin	Direct and Private	Direct	Private (street sweeping)	None
Emeryville	Direct	Direct	Ac Environmental Health (Inspection) Private (street sweeping)	None
Fremont	Direct	Union Sanitary District	Direct	None
Hayward	Direct	Direct	Direct	None
Livermore	Direct	Direct	Direct	None
Oakland	Direct	Direct	Direct	None
Piedmont	Direct	Direct	Direct	None
Pleasanton	Direct	Direct	Direct	None
San Leandro	Direct	Direct	Direct	None
Union City	Direct	Direct	Direct	None
Five Canyons CSA	County	County	County	None
Alameda County (Unincorporated)	CVSD	OLSD	LAVWMA and EBDA	None

Notes: "Direct" indicates distribution which type of services are provided by each Agency.  
Source: Fremont Contractual Service Agreement with USD,

**Table 6-2  
Current Discharge Permits per Agency**

<b>Provider</b>	<b>Total NPDES permits</b>	<b>Enforcement Actions within 5 years</b>	<b>Violations within 5 years</b>
Alameda	3	4	12
Albany	1	1	0
Berkeley	2	1	0
Dublin	2	1	1
Emeryville	1	1	0
Hayward	5	0	0
Livermore	4	0	0
Oakland	4	5	11
Piedmont	1	1	0
Pleasanton	4	2	1
San Leandro	1	0	0
Union City	3	0	1
Five Canyons CSA	0	0	0
Alameda County (Unincorporated)	0	0	0

Source: State Water Resource Control Board, Region 2: San Francisco