



# **PROPOSAL**

## **Municipal Service Review**

**The Town of Windsor and Subsidiary Water District**

**Sonoma LAFCO**

February 20, 2020

**E Mulberg & Associates**

P.O. Box 582931

Elk Grove, CA, 95758

916.217.8393

# E Mulberg & Associates

Local Agency Specialists  
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February 20, 2020

Mr. Mark Bramfitt, Executive Officer  
Sonoma LAFCO  
111 Santa Rosa Ave. Suite 240  
Santa Rosa, CA 95404

Dear Mark,

I am pleased to submit this proposal for the Municipal Service Review for the Town of Windsor and Subsidiary Water District. As principal and sole proprietor, I take personal care to ensure a high level of customer service and satisfaction. My current and previous clients will attest to the fact that I will go the extra mile to provide satisfactory results.

With over 25 years of LAFCO experience, I have served in nearly every capacity with LAFCO as a Special District Commissioner to Sacramento LAFCO, as Executive Officer of Solano LAFCO, as staff for LAFCO of Monterey County, as a director of CALAFCo, and as a LAFCO consultant. As requested I am listing links for a couple of recent water MSRs we have completed.

- 1) Riverside LAFCO LAFCO 2019-01,2,3,4&5 Countywide Water & Wastewater MSR Public Review Draft April 3, 2019.

I authored Vol 2 Pass/Mountain Area Water and Wastewater Agencies.

[https://lafco.org/wp-content/uploads/documents/msr-2018-2022/PUBLIC%20REVIEW%20DRAFT%20-%20Pass-Mountain%203\\_26\\_19\\_1pdf](https://lafco.org/wp-content/uploads/documents/msr-2018-2022/PUBLIC%20REVIEW%20DRAFT%20-%20Pass-Mountain%203_26_19_1pdf)

- 2) Western Nevada County Water Services MSR

<https://www.mynevadacounty.com/DocumentCenter/View/14258/2015-West-County-Water-Services-MSR-PDF>

As principal of E Mulberg & Associates, I will be the lead and contact person for this project. I will also be the primary author of the document and have overall responsibility for completing the MSR.

At E Mulberg & Associates we are dedicated to completing the tasks outlined in this proposal in a timely manner and commit to enter into a binding contract. The cost proposal contained in the attached document is valid for 120 days. We have no conflicts or anticipated conflicts of interest with any local agencies in Sonoma County. Feel free to contact me at 916-217-8393 or at [Elliot@emulberg.com](mailto:Elliot@emulberg.com).

Sincerely,



Elliot Mulberg, Principal

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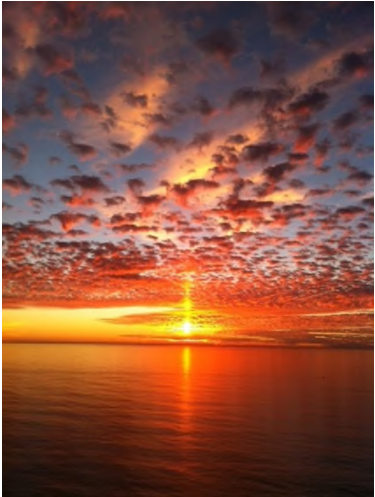
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## Overview, Experience and Qualifications



E Mulberg & Associates was founded in 2011, possessing over 25 years' experience specializing in services to local agencies such as LAFCOs, special districts, and cities. Each client receives the personal touch to ensure a high level of service and customer satisfaction. That means taking the extra time to address each client's needs to deliver clear, concise, complete, and timely reports of the highest quality.

Our goal is to assist LAFCO clients in their role as a "watchdog" to "guard against the wasteful duplication of services" (*City of Ceres v. City of Modesto*). Studies for LAFCO clients provide a thorough analysis of service delivery that complies with Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH), the California Environmental Quality Act (CEQA), and local policies.

Toward that goal, E Mulberg & Associates provides the following services for LAFCOs:

- **Municipal Service Reviews.** The municipal service review (MSR) provides information about the agency that is used to update or amend the sphere of influence or initiate a change of organization.
- **Sphere of Influence Updates.** The sphere as defined in Government Code Section 56076 as the "probable physical boundary and service area of a local agency or municipality." Generally, any extension of services outside the agency boundary must be within the sphere.
- **Changes of Organization.** A change of organization must be consistent with the sphere and can include an annexation, detachment, formation, dissolution, consolidation, incorporation of a city, or disincorporation.
- **Special Studies.** CKH allows LAFCOs to conduct special studies should the Commission choose to initiate a change of organization such as a consolidation of a district, dissolution of a district, a merger, establishment of a subsidiary district, formation of a new district, or any combination of the above as a reorganization.

- **CEQA Analysis.** LAFCO is subject to CEQA. LAFCO often serves as the responsible agency, but it is the lead agency for sphere of influence updates and often for incorporations.
- **LAFCO Staff Support.** Providing services of LAFCO staff such as processing applications for sphere updates and changes of organization, or developing LAFCO policies, assisting with the budget preparation, and assisting with an update of the fee schedule.

In the past five years, we have completed municipal services reviews for special districts and full-service cities that provide a wide range of services. These services include water, wastewater, solid waste, law enforcement, fire, parks, stormwater, street maintenance, mass transit, library, electric utility, flood control, airports, mosquito abatement and vector control.

At E Mulberg & Associates, we realize the importance of completing projects on time and within budget. Timeliness is important, particularly with the regulatory requirements of CEQA and CKH. We have proven we can work within the budget to produce a document that complies with CKH specifications and local policies, by meticulously tracking time spent on each phase to be sure there is sufficient funding to complete the project. Each of the municipal service reviews we started was completed within budget.

Accuracy and quality are top priorities since the MSR is the source of information about the agency and it is used in the sphere of influence update and/or change of organization. One way we ensure accuracy is to circulate the Administrative Draft to each agency to be sure the data is correct and as current as possible. To insure quality, each of our documents is reviewed and sent to a professional editor for formatting, spell checking, grammar checking, and punctuation. We also have a GIS mapping specialist available to produce exhibits that are accurate, clear, and precise.

In addition to accuracy and quality, customer service is a cornerstone of our relationship with our clients. It means adhering to deadlines, whether related to scheduling or statutory requirements, and delivering a report when promised. Customer service also means prompt responses to voicemail and email. It means maintaining good communication with our clients, which includes advising them of progress and any roadblocks that need attention.

## Overall Approach and Understanding



The Local Agency Formation Commission (LAFCO) was formed in 1963 to address the problems caused by explosive growth in the post-World War II era. To accommodate growth, the legislature had created many new local government agencies with irregular boundaries and overlapping jurisdictions. Also of concern was the rapid conversion of prime agricultural lands to urban uses. In 1959, Governor Edmund G. Brown, Sr. appointed the Commission on Metropolitan Area Problems to study and make recommendations on “misuse of land resources” and the complexity of local government jurisdictions. Recommendations from the Commission resulted in the formation of a Local Agency Formation Commission for each county in 1963.

In 1965, the LAFCO legislation became the Knox-Nesbit Act; that year also saw passage of the District Reorganization Act (DRA), which gave LAFCO jurisdiction over special districts. The Municipal Organization Act (MORGA), adopted in 1977, consolidated procedures for changes of organization such as annexation, detachment, incorporation, and consolidation into one act. In 1985, Cortese-Knox combined Knox-Nesbit, DRA, and MORGA into one unified code. The last major revision occurred in 2000 and is known as the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH). It clarified LAFCO’s purposes as:

- Discouraging urban sprawl
- Preservation of prime agricultural lands and open space
- Assuring efficient local government services
- Encouraging orderly growth and development of local agencies

CKH added the municipal service review (MSR) to the sphere of influence, and the ability to change the organization of cities and special districts as tools to achieve those goals. In addition, CKH required that LAFCO adopt written policies and procedures.

## Municipal Service Reviews

The MSR is essentially the foundation of actions taken by LAFCO. The MSR must support the sphere of influence by providing the information the Commission needs to make the required sphere determinations. The MSR discusses and evaluates seven factors:

1. ***Growth and population projections:*** This section relates to LAFCO's mandate of discouraging urban sprawl by providing information on the population projections for the affected area.
2. ***The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence:*** This section was added by Senate Bill (SB) 244, which became effective in January 2012. A disadvantaged community is defined as one with a median household income of 80 percent or less than the statewide median income.
3. ***Present and planned capacity of public facilities:*** This section relates to LAFCO's charge to assure efficient provision of government services. The discussion covers the status of current and projected facilities and the adequacy of public services, including infrastructure needs and deficiencies.
4. ***Financial ability of agencies to provide services:*** A key to providing effective and efficient services is adequate financing. This section reviews budgets, sources of revenue, and financial reports.
5. ***Status of and opportunities for shared facilities:*** The opportunity for shared facilities with other agencies relates to LAFCO's charge of assuring efficient services. Avoiding duplicate facilities of another agency will reduce costs and promote more efficient operation.
6. ***Governmental structure, accountability for community service needs, and operational efficiencies:*** An analysis of government structure and accountability examines the makeup of the agency's legislative body, administrative structure, accountability for community service needs, and public participation.
7. ***Matters related to effective or efficient service delivery required by policy:*** Local LAFCO policies may have an effect on service delivery. This section includes a discussion of any local policies that influence the ability of the agency to provide efficient services.

Cities or towns and special districts are required by Government Code Section 56430(c) to have conducted "a service review before, or in conjunction with, but no later than the time it

is considering an action to establish a sphere of influence or to update a sphere of influence.”  
Sample municipal service review projects include:

- **Riverside LAFCO Countywide Municipal Service Reviews Water and Wastewater Providers.** E Mulberg & Associates was part of the team to complete the MSR update for water and wastewater service providers. E Mulberg & Associates completed the MSR for two cities and nine districts in the Mountain Pass area around Banning and Beaumont.
- **City of Ukiah, Mendocino LAFCO.** The City of Ukiah is a full service city which provides eleven essential services including an airport, an electric utility, fire, water, wastewater, and parks and recreation. Supply sources are ground water, surface water, and project water from Lake Mendocino.
- **City of Roseville, Placer LAFCO.** Roseville offers residents 11 municipal services. The MSR evaluated water, wastewater, solid waste, stormwater, law enforcement, fire protection, street maintenance, transit, library, and its electric utility services.
- **Western Nevada County Treated and Raw Water Services Second Round Municipal Service Review.** E Mulberg & Associates teamed with Project Resource Specialists as the lead to prepare the MSR for five water service providers in Nevada County including Nevada Irrigation District (NID), the City of Grass Valley, the City of Nevada City, San Juan Ridge County Water District and Washington County Water District.

## Sphere of Influence

CKH requires LAFCO to adopt a sphere of influence and map for each city and each special district in the County. The sphere influence is defined by CKH in Government Code Section 56076 as “a plan for the probable physical boundary and service area of a local agency or municipality as determined by the Commission.”

The LAFCO Commission must make determinations with respect to the following factors when establishing or reviewing a sphere of influence:

- **Present and planned land uses in the area, including agricultural and open space lands** - This consists of a review of current and planned land uses based on planning documents to include agricultural and open-space lands.
- **Present and probable need for public facilities and services** - This includes a review of the services available in the area and the need for additional services.
- **Present capacity of public facilities and adequacy of public services provided by the agency** - This section includes an analysis of the capacity of



public facilities and the adequacy of public services that the city / district provides or is authorized to provide.

- **Social or economic communities of interest** - This section discusses the existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the city. These are areas that may be affected by services provided by the city / district or may be receiving services in the future.
- **Present and probable need for services to disadvantaged communities** - Beginning July 1, 2012 the commission must also consider services to disadvantaged communities which are defined as populated areas within the SOI whose median household income is less than or equal to 80 percent of the statewide median income.

A sphere of influence may be amended or updated. An amendment is a relatively limited change to the sphere or map to accommodate a specific project. Amendments can add or remove territory, address a change in provision of services by an agency, or revise a plan for services when it becomes impractical.

An update is a comprehensive review of the sphere that includes the map and relevant portions of one or more MSRs. The review allows for the identification of areas that are likely to receive services and to exclude those territories that are not or will not be served from the sphere of influence. CKH requires updates at least every five years or as needed. Sample sphere of influence update projects in which Elliot was directly involved include:

- **Town of Truckee, Nevada LAFCo.** The update took into consideration the Town's 2025 General Plan with a proposed sphere of influence to accommodate anticipated growth and the need for additional housing.
- **Truckee Sanitary District (TSD), Nevada LAFCo.** As a subcontractor to Michael Brandman Associates, E Mulberg & Associates completed a Sphere of Influence Plan for the TSD, which provides wastewater collection services to eastern Nevada County.
- **Truckee Donner Public Utilities District (TDPUD), Nevada LAFCo.** As a subcontractor to Michael Brandman Associates, E Mulberg & Associates completed a Sphere of Influence Plan for the TDPUD, which provides water and electric utility services to eastern Nevada County.

## Changes of Organization

Changes of organization are defined in CKH as an annexation, a consolidation, a formation of a special district, an incorporation of a city, a detachment of territory from a city or special

district, a dissolution of a special district, or a disincorporation of a city. The most common change of organization is an annexation. Any territory that is to be annexed must be within the sphere of influence, which in turn must have been evaluated in a municipal service review.

Under certain circumstances, an agency will request LAFCO's approval to provide services outside its boundaries through an out-of-area service agreement. The Commission may authorize approval if the area is within the sphere of influence and annexation is anticipated, or if there is an existing or impending threat to health and safety of residents of the affected area. Sample Change of Organization projects in which Elliot was directly involved include:

- **Vanden Meadows Reorganization to the City of Vacaville.** The proposal included annexation of approximately 274 acres and the concurrent annexation of the proposal area to: Vacaville-Elmira Cemetery District; detachment from the Vacaville Fire Protection District; and detachment from the County Service Area 1 for lighting. The purpose of the proposal was to implement the Vanden Meadows Specific Plan which would result in the development of approximately 790 single family homes, a 28 acre school site, and a 7.5 acre park.
- **Aromas Water District Annexation.** The Aromas Water District is a multi-county special district whose boundaries include territory in both San Benito and Monterey counties. The greater assessed value is in San Benito County, making San Benito the principal LAFCO. The district applied to annex all of the territory in the sphere of influence within Monterey County. The San Benito LAFCO passed a resolution allowing LAFCO of Monterey County to process the annexation. With the addition of the Monterey County territory, it is possible Monterey would become the principal county with the greater assessed value.
- **Formation of the Castroville Community Services District.** As staff of LAFCO of Monterey County, Elliot processed the application for the consolidation of the Castroville Water District and County Service Area 14 to form the Castroville Community Services District. The action involved determining the appropriate services for the new district, establishing an appropriation limit, and determining a sphere of influence. Key issues addressed were the potential overlap of park and recreation services with the North County Recreation and Park District, and the district boundary that extended into the agricultural protection zone of the Coastal Commission.

## Special Studies

Special studies are required for LAFCO to initiate a change of organization or reorganization. These studies can include the MSR, sphere of influence update or in some cases a more focused study on a particular agency for a specific purpose. The following is an example of a special study E Mulberg & Associates co-authored to assess the possibility of dissolving a district.

- **Special Study: Mt. Diablo Health Care District Governance Options.** Teamed with Economic & Planning Systems, Inc. in assessing governance options for the Mt. Diablo Health Care District. The district, located in Contra Costa County, has been the subject of several grand jury reports that expressed concerns about the ability of the district to provide services within its boundaries that included the cities of Concord, Martinez, and parts of Pleasant Hill and Lafayette. The study, completed for Contra Costa LAFCO evaluated several governance options including maintaining the district as is, consolidation with the neighboring health care district, dissolution, or dissolution with the successor agency continuing to provide service.

## California Environmental Quality Act (CEQA)

Actions taken by LAFCO require review under CEQA. Municipal service reviews are exempt under Class 6, since the MSR is a data collection study. In many cases, LAFCO is the responsible agency, but when LAFCO initiates the project, it is the lead agency. For example, LAFCO is often the lead agency for the adoption of a sphere of influence or an update to a sphere of influence. If the Commission finds that the update results in no changes in regulation, no changes in land use, or that no development will occur as a result of adopting the sphere, then the update would qualify for the general rule exemption under CEQA. Alternatively, the sphere update may require an initial study for a negative declaration, a mitigated negative declaration, or a full environmental impact report (EIR).



Sample CEQA projects in which Elliot was directly involved include:

- **Incorporation of the Proposed City of Arden Arcade EIR, Sacramento LAFCO.** Completed the Public Services and Utilities section of the EIR for the proposed City of Arden Arcade.

- **Initial Study and Negative Declaration Town of Truckee Sphere of Influence Plan, Nevada LAFCo.** As part of the Sphere Plan update and analysis, completed an initial study for the proposed sphere of influence. Having found no significant impacts, concluded that a Negative Declaration was appropriate.
- **Truckee Donner Public Utility District Climate Change Impact Assessment.** The Truckee Donner Public Utility District provides water and electricity to the Truckee area. This document assesses the impact on climate change of providing water and electricity services to their proposed sphere of influence.
- **Coachella Music Festival Environmental Impact Report.** Completed the Air Quality and Greenhouse Gas sections of the Environmental Impact Report for the expansion of the Coachella Music Festival to include two additional festivals with over 100,000 attendees primarily from Southern California and throughout the United States. Key concerns were fugitive dust emissions from the parking and camping areas as well as emissions from over 70 diesel generators which power the festival.

## Key Project Personnel

The analysis will be completed by Elliot Mulberg of E Mulberg & Associates. Elliot has over 25 years of LAFCO experience as a LAFCO commissioner, LAFCO Executive Officer, LAFCO staff, and LAFCO consultant. Mr. Mulberg has completed over 40 Municipal Service Reviews that include full service cities, water districts, sewer districts, irrigation districts, and fire districts. He has served as a director of the Cosumnes Community Services District, which provides parks, recreation, fire and emergency medical services to the Cities of Elk Grove and Galt. He now serves as a director of the Florin Resource Conservation District which also provides potable water to 12,000 residents of the City of Elk Grove. Mr. Mulberg will be the author of the documents and have overall responsibility for completing the project. The work of E Mulberg & Associates is supported by a professional editor and a GIS technician.

## Scope of Work

The Town of Windsor was incorporated as a General Law City in 1992. It is located nine miles north of Santa Rosa. In 2005 the population was estimated at 25,475 in an area of approximately 4,000 acres or 6.5 miles. The Town provides parks and recreation, wastewater, and domestic water. Law enforcement is provided through a contract with the Sonoma County Sheriff and fire protection is provided by the Windsor and Rincon Valley Fire Protection Districts. The Town contracts with West Sonoma County Disposal Service, Inc. for solid waste management and disposal. The Windsor Water District is a subsidiary district of the Town so that the Town Council also serves as the Board of Directors of the water district.

This MSR will include a review of services provided directly by the Town or contracted by the Town. They include water, wastewater, parks and recreation, law enforcement, and solid waste services. The required areas will be reviewed in the MSR by completing the following tasks.

### TASK 1: PROJECT INITIATION, DATA COLLECTION, AND REVIEW

1. Project initiation will be completed with a review of the schedule, the format for the reports, and a review of the questionnaire. The RFP asked for one meeting with District staff, at E Mulberg & Associates we actually prefer to meet with the city manager and department heads to complete the questionnaire needed for the MSR. As part of this process we will transmit the questionnaire and a list of documents prior to our meeting for efficiency.

**Meetings:** Initiation activities will include a meeting with LAFCO staff and Windsor staff.

### TASK 2: DATA COLLECTION AND REVIEW

1. Collect and review the adopted MSRs and sphere of influence (SOI) documents for the Town of Windsor. Additional sources may also include the County General Plan, strategic or master plans, capital improvement plans, agency budgets, financial audits, capital improvement plans, organizational charts, 2015 Urban Water Management Plan should one exist, water supply assessments for recent developments, the most recent Integrated Regional Water Management Plan should it exist, recent

- environmental documents, State Controller's reports, Department of Finance demographic projections, 2010 Census, and other relevant documents. We will also make sure we have the documents necessary to address the sphere amendments and whether the subsidiary District should be dissolved.
2. Communicate with the Town and other agencies to ensure all necessary data has been made available for analysis. This includes interviews with key staff and board members, emails or telephone conversations with key personnel. Consultant will also verify the information with Town of Windsor. The consultant may request LAFCO staff assistance with contact information for the District or other assistance as needed in accessing data.
  3. Analyze data and prepare preliminary findings. Consultant will analyze the data in the context of the seven factors of the MSR and make a preliminary assessment of determinations that the Commission may adopt.
  4. Analyze options for the sphere of influence for the Town of Windsor. The analysis will include areas the Town of Windsor has the potential to serve outside its boundaries and consider the dissolution of the subsidiary district as requested in the RFP.

### TASK 3: ADMINISTRATIVE DRAFT

1. Prepare a Draft for the Town of Windsor , which will include determinations with respect to the seven areas outlined in Government Code Section 56430 (MSR) and 56425 (SOI). The Draft will contain the following chapters and sections:
  - **Introduction** - Describes the role and responsibility of LAFCO, the purpose and use of the municipal service review, the sphere of influence, and the application of the California Environmental Quality Act. This section will also identify the functions and classes of services provided by the Town. The capacity section of the MSR will also discuss the functions and classes of service.
  - **Executive Summary** - Summarizes the findings for the seven areas required to complete a municipal service review, identifies issues, and includes recommendations for amendments or updates to the sphere of influence and changes of organization.
  - **Agency Profile** - This section will provide background information on the formation, enabling legislation, services provided and general information about the Town of Windsor. This section will also include a map of the agency's boundaries and current sphere of influence.

- **Growth and Population Projections** - This section will discuss trends in growth and population for the Town. We will review population projections for a minimum of five years to comply with the update requirements for municipal service reviews. The section will also look at potential demand based on population projections through 10 years and the next 15 years should there be any plans for further development.
- **The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence** - This section was added by Senate Bill (SB) 244 which became effective in January 2012. A disadvantaged community is defined as one with a median household income of 80% or less of the statewide median income.
- **Present and Planned Capacity of Public Facilities** -This section will review the facilities and capacity of the Town to provide services provided directly by contract, They include water, wastewater, parks and recreation, law enforcement, and solid waste. We will also assess the function of the subsidiary district. E Mulberg & Associates will address the adequacy of services and the ability of the district to meet demands of anticipated growth.
- **Financial Ability to Provide Services** - This section will review the budgets and audits of the Town and subsidiary district. The section will address sources of revenues, expenses, and capital improvement plans. The review will also identify financing constraints and opportunities. This section will discuss the rate structure, make comparisons to neighboring districts, and identify opportunities for rate restructuring or if new rates are warranted.
- **Status and Opportunity for Shared Facilities** - This section will discuss how the Town and subsidiary district work cooperatively with other local agencies, whether there have been efforts to contract for services with other agencies and results of those efforts. We will identify management efficiencies and staffing, and include an organizational chart if appropriate. This portion of the report will cover participation in joint powers authorities and a groundwater sustainability agency. This section will also address sharing costs of services with other agencies and other cost avoidance opportunities.
- **Government Structure and Accountability** - This section will describe how the governing board is selected, compensated, their meeting schedule, and training. It will also discuss any issues with finding qualified members to serve on the board, adherence to the Brown Act, outreach efforts to residents, and how citizens participate in the governing process. A portion of this section will identify key issues



- and the potential for an update of the sphere of influence, as well as potential changes of organization and the advantages and disadvantages of a reorganization of service providers if appropriate, such as the dissolution of the subsidiary district and identifying the Town as the successor agency.
- **Other Matters Related to Efficient Service Delivery** - This section will discuss how Sonoma LAFCO policies may affect service delivery.
  - **Summary of Determinations** - This section will list the determinations for each of the MSR and SOI areas.
  - **Sphere of Influence Amendments** - This section will review potential sphere of influence amendments and analyze the five determinations required of the Commission to amend the sphere.
  - **Recommendations** - This section will identify issues encountered during the service review process. It will also contain recommendations based on the analysis in the previous sections for changes to the sphere of influence or changes of organization such as dissolution, detachments, consolidations, or annexations.
  - **Acronyms and Abbreviations** - This section lists and defines the acronyms and abbreviations used in the review.
  - **References** - This part will include a bibliography of references used to complete the report.
2. We will also review the administrative draft with the Sonoma LAFCO staff.

**Deliverables:** Consultant will deliver to LAFCO the Administrative Draft MSR in PDF and MS Word format.

#### TASK 4: Public Review Draft MSR

1. Consultant will incorporate comments received from LAFCO staff into a Public Review Draft MSR. It is anticipated the Public Review Draft will be circulated to affected agencies and for public comment.
2. Consultant will make a presentation of the Public Review Draft MSR to the full Sonoma LAFCO Commission to solicit their comments for inclusion in the Final MSR. Often this is the start of the public comment period which is typically 30 days.
3. Consultant will consider any comments received from the public at the public hearing or during the comment period for inclusion in the Final Draft MSR.

**Meetings:** Consultant will make a presentation to the LAFCO Commission.

**TASK 5: FINAL MSR/REPORT**

1. Comments received will be attached in an appendix along with responses to comments as appropriate.
2. Submit the Final Draft MSR to LAFCO. The Final Draft will be completed and submitted in time to meet LAFCO noticing requirements.
3. Present final MSR report to LAFCO at a public meeting for approval by the Commission.

**Deliverables:** Consultant will deliver to LAFCO the final MSR in PDF and MS Word format.

**Meetings:** Consultant will make a presentation to LAFCO Commission if necessary.

## Project Schedule

The proposed schedule is shown in Table 1. As indicated in the RFP the schedule will be negotiated to ensure adequate review time yet timely completion of the MSR.

**TABLE 1: PROPOSED WORK SCHEDULE**

<b>TASK</b>	<b>DESCRIPTION</b>	<b>COMPLETION DATE</b>
<b>1</b>	<b>Project Initiation</b>	4/30/2020
<b>2</b>	<b>Data Collection</b>	6/1/2020
<b>3</b>	<b>Administrative Draft</b>	8/1/2020
<b>4</b>	<b>Public Review Draft MSR</b>	9/1/2020
	<b>Presentation of MSR to Commission</b>	October Meeting
<b>5</b>	<b>Final MSR to Staff</b>	12/31/2020
	<b>Presentation of Final MSR to Commission</b>	January 2021 Meeting

## Project Costs

Elliot Mulberg will have primary responsibility for completing the MSR. We are proposing 189 hours to complete the MSR.

**TABLE 2: PROPOSED FEE SCHEDULE**

Task	Sub Task	Cost (\$)
1	Project Initiation	2,000 <sup>1</sup>
2	Data Collection And Review	3,500
3	Administrative Draft MSR	8,000
4	Public Review Draft MSR	3,600 <sup>2</sup>
5	Final MSR	1,800 <sup>3</sup>
<b>Total</b>		<b>\$18,900</b>

<sup>1</sup> Includes meeting with Town Staff and LAFCO staff

<sup>2</sup> Includes presentation to LAFCO Commission

<sup>3</sup> Includes presentation to LAFCO Commission if necessary

Travel Expenses - we anticipate up to three trips

Costs are based on a rate of \$100 per hour for E Mulberg & Associates. The cost proposal includes the work of the GIS technician and a professional editor. There are no additional direct costs. There are no scheduling conflicts or any conflicts of interest with the special districts or cities in Sonoma County.

## References for Recent Projects

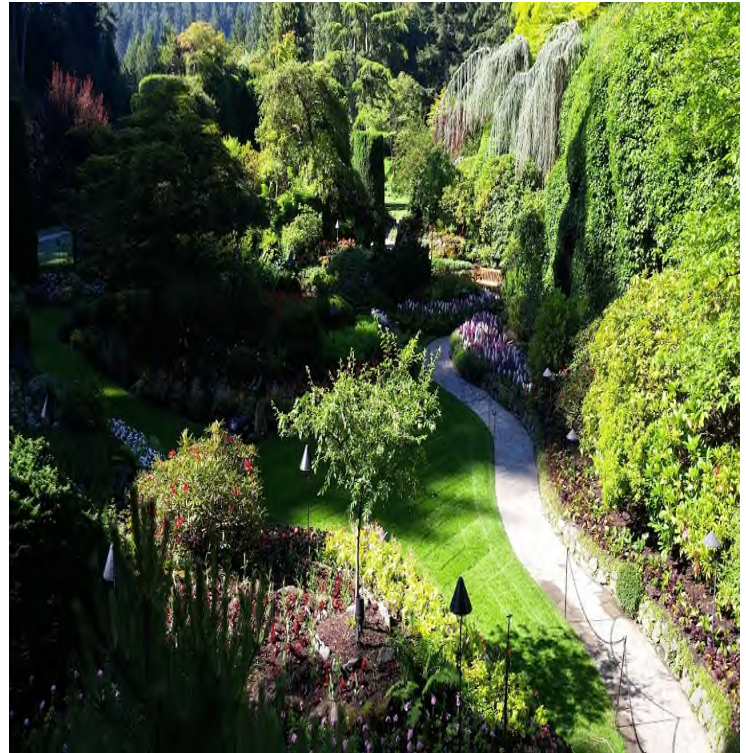
The following is a list of references for a few of the clients of E Mulberg & Associates.

### **E Mulberg & Associates (Elliot Mulberg)**

San Joaquin LAFCO  
509 West Weber Ave. Suite 420  
Stockton, CA 95203  
(209) 468-3198  
Contact: Jim Glaser, Executive Officer

Contra Costa LAFCO  
40 Muir Rd 1<sup>st</sup> Fl  
Martinez CA 94553  
(925) 335-1094  
Contact: Lou Ann Texeira, Executive  
Officer

Nevada LAFCo  
950 Maidu Ave.  
Nevada City, CA 95959  
Contact: SR Jones, Executive Officer



## Resumes

### ELLIOT MULBERG

**Elliot Mulberg, M.S.** has over 20 years of experience with LAFCO a consultant to LAFCOs, as Executive Officer of Solano LAFCO, as staff for LAFCO of Monterey County, as a special district commissioner to Sacramento LAFCO, and as a director of CALAFCO. Elliot has completed MSR for special districts and cities, sphere of influence updates, annexations, consolidations, formations, dissolutions and incorporations. Elliot qualified as special district representative to LAFCO and CALAFCO as a director of the Cosumnes Community Services District (CCSD)—provider of parks and fire services to the greater Elk Grove community. Elliot served on the CCSD Board from 1994 to 2006. He is serving his third term on the Board of Directors of the Florin Resource Conservation District which provides potable water to portions of the City of Elk Grove.

### LAFCO PROJECTS

**MSR for City of Roseville.** Prepared the MSR for the City of Roseville in Placer County. Roseville is a full-service city that provides water, wastewater, solid waste, law enforcement, fire, parks and recreation, stormwater, library, and public transit services. The City also operates an electric utility

**Riverside LAFCO Countywide Municipal Service Reviews Water and Wastewater Providers.** E Mulberg & Associates was part of the team to complete the MSR update for water and wastewater service providers. Completed the MSR for two cities and nine districts in the Mountain Pass area around Banning and Beaumont. The Draft is undergoing a public comment period.

**MSR City of Ukiah and Ukiah Valley Special Districts.** E Mulberg & Associates has been retained to complete the municipal service review for the City of Ukiah, a full service city. Services provided include water, wastewater, electric utility, solid waste disposal, stormwater drainage, law enforcement, fire and emergency medical services, parks and recreation, animal control, and the operation of an airport. Special districts services include fire, water, wastewater, and a flood control and water conservation improvement district. There is no adopted MSR for the City which is considering annexation of portions of its proposed sphere of influence. Key concerns are water, wastewater, and fire services provided by special districts within the City limits.

**Western Nevada County Treated and Raw Water Services Second Round Municipal Service Review.** E Mulberg & Associates teamed with Project Resource Specialists as the lead to prepare the MSR for five water service providers in Nevada County including Nevada Irrigation District (NID), the City of Grass Valley, the City of Nevada City, San Juan Ridge County Water District and Washington County Water District. The MSR reviewed both large and small water agencies. NID provide potable water, irrigation water and raw water to large portions of Nevada, Placer Counties as well as portions Yuba County, while San Juan Ridge serves 24 irrigation customers.

**MSR for City of Lincoln.** Project manager for the preparation of the MSR for the City of Lincoln in Placer County. Lincoln is a full-service city that provides water, wastewater, solid waste, law enforcement, fire, parks and recreation, stormwater, library, and public transit services. The City also operates a municipal airport.

**Town of Truckee Sphere of Influence Plans, Nevada LAFCo.** Complete the Sphere of Influence Plan update for the Town of Truckee. The Town was incorporated in 1998 with a coterminous sphere of influence. The Town provides law enforcement, planning, and public works services. Having recently completed its 2025 General Plan, an updated sphere plan was developed to incorporate changes suggested in the new general plan. The report included an Initial Study and Negative Declaration to satisfy CEQA requirements.

**Truckee Donner Public Utility District Sphere of Influence Plans, Nevada LAFCo.** Completed the Sphere of Influence Plan update for the Truckee Donner Public Utility District, a multi-county special district. The District provides water and electricity to the Town of Truckee and portions of nearby Placer County.

**Truckee Sanitary District Sphere of Influence Plans, Nevada LAFCo.** Project manager to complete the Sphere of Influence Plan update for the Truckee Sanitary District, a multi-county special district. The District provides wastewater service to the Town of Truckee and portions of nearby Placer County.

**MSR County Service Area 44 Fresno County** – E Mulberg & Associates was retained to prepare an updated MSR for County Service Area 44. The CSA is essentially four separate districts that provide street lights, water, and wastewater services to three distinct communities in the vicinity of the community of Friant in northern Fresno County.

**.MSR/SOI for Madison Community Services District.** The Madison Community Services District provides water, wastewater, and parks and recreation services to the community of Madison in Yolo County. The project involved preparation of the MSR and an analysis to expand the sphere of influence. In anticipation of a larger sphere, the study also included an Initial Study and Mitigated Negative Declaration to comply with CEQA.

**MSR Solano County Water, Irrigation, Reclamation, and Flood Management Agencies.** Prepared the MSR for 26 water agencies in Solano County. The agencies included the Solano County Water Agency, an irrigation district, two water districts, and 22 reclamation districts.

**Solano LAFCO Executive Officer** - Solano LAFCO retained E Mulberg & Associates as Executive Officer for Solano LAFCO. Updated sphere of influence policies that hadn't been revised since 1973. Established a format for MSRs, staff reports, and agenda items. Completed and out of area service agreement for City of Fairfield. Adopted a budget and work plan. Drafted an RFP to hire a consultant to update the MSR for the fire districts who were considering a consolidation.

**Formation of the Castroville Community Services District.** The applicant requested the consolidation of the Castroville Water District and County Service Area 14 to form the Castroville Community Services District. Processing the application involved determining the appropriate services for the new district, establishing an appropriation limit, and a sphere of influence. Key issues addressed were the potential overlap of park and recreation services with the North County Recreation and Park District, and the district boundary, which extended into the agricultural protection zone of the Coastal Commission.

**Aromas Water District Annexation.** The Aromas Water District is a multi-county special district whose boundaries include territory in both San Benito and Monterey counties. The greater assessed value is in San Benito County, making San Benito the principal LAFCo. The district applied to annex all of the territory in the sphere of influence within Monterey County. The San Benito LAFCo passed a resolution allowing LAFCo of Monterey County to process the annexation. The notice of the public hearing brought out several comments from residents who were concerned that they may be required to hook up to the municipal water system and abandon their private wells. With the addition of the Monterey County territory, it is possible Monterey would become the principal county with the greater assessed value.

## **CEQA PROJECTS**

**Arden Arcade Incorporation Environmental Impact Report.** Analyzed environmental impacts for the Public Services and Utilities section of the Environmental Impact Report for the Proposed Incorporation of the City of Arden Arcade in Sacramento County.

**Town of Truckee Sphere Plan Initial Study/Negative Declaration.** Performed an Initial Study for the Town's sphere of influence. Included in the study was an analysis of the potential impacts on climate change to comply with the updated CEQA requirements in SB 97. The initial study concluded there were no impacts that required mitigation and a Negative Declaration was appropriate.

**Truckee Donner Public Utility District Climate Change Impact Assessment.** The Truckee Donner Public Utility District provides water and electricity to the Truckee area. Performed a greenhouse gas analysis for impacts of providing water and electricity to their proposed Sphere of Influence.

**Coachella Music Festival Environmental Impact Report.** Completed the Air Quality and Greenhouse Gas sections of the Environmental Impact Report for the expansion of the Coachella Music Festival to include two additional festivals with over 100,000 attendees primarily from Southern California and throughout the United States. Key concerns were fugitive dust emissions from the parking and camping areas as well as emissions from over 70 diesel generators which power the festival.

**CEQA Consultant Incorporation of Olympic Valley.** Reviewed and commented on CEQA documents associated with the Incorporation of Olympic Valley.

## **PROFESSIONAL AFFILIATIONS**

American Planning Association  
Association of Environmental Professionals  
American Meteorological Society

## **EDUCATION**

University of California Los Angeles—Master of Science 1974  
St. Louis University, St. Louis, MO—Bachelor of Science 1972