



## SONOMA LOCAL AGENCY FORMATION COMMISSION

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### **Proposal —**

Municipal Service Review for  
The Town of Windsor and Subsidiary Water District







February 20, 2020

Sonoma LAFCO  
Attn: Mark Bramfitt, Executive Officer and  
Carole Cooper, Assistant Executive Officer  
111 Santa Rosa Avenue, Suite 240  
Santa Rosa, CA 95404

**Subject: Proposal to Prepare a Municipal Service Review for The Town of Windsor and Subsidiary Water District**

Mr. Bramfitt and Ms. Cooper:

Thank you for the opportunity to assist you with the preparation of a Municipal Service Review and Sphere of Influence Update for the Town of Windsor and Subsidiary Water District in Sonoma County. QK is eager to help Sonoma LAFCO achieve its legislative mandate to promote orderly development and efficient extension of municipal services to the residents of Sonoma County.

QK offers extensive experience in working with many public agencies, such as cities and special districts, in addition to working directly with LAFCOs statewide, both as staff and hired consultants. We have a deep understanding of the Cortese-Knox-Hertzberg District Reorganization Act of 2000, the State of California Governor’s Office of Planning and Research’s Municipal Service Review Guidelines, and Sonoma LAFCO’s policies and procedures, all of which outline the requirements for preparation of an MSR/SOI study. Our enclosed proposal describes QK’s expertise preparing MSRs and SOI studies, including oversight, review, and presentation of MSRs to LAFCO.

Our highly qualified LAFCO team includes not only knowledgeable policy planners, but also staff that have been employed as public servants for LAFCOs, cities, and counties, and who have significant knowledge and experience in municipal services and financial issues.

Jerome Keene, AICP, will serve as our Project Manager and Senior Planner. He will be responsible for day-to-day management of the project. Steve Brandt, AICP, Principal Planner, will oversee the project and administer Quality Assurance and Quality Control. Trevor Stearns, Associate Planner, will assist Mr. Keene in the technical preparation of the required studies. Amber Adams, Vice President of Business and Operations, is our Management Contact, and is authorized to contractually obligate the firm.

Please contact Jerome Keene by phone (559.449.2400) or email (Jerome.Keene@qkinc.com) if you have any questions or require additional information. We look forward to hearing from you soon.

Sincerely,

Jerome Keene, AICP  
Senior Planner/Project Manager

Amber Adams  
Vice President of Business & Operations

Enclosure

P200100



# **Proposal**

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## **SONOMA LOCAL AGENCY FORMATION COMMISSION**

Municipal Service Review for  
The Town of Windsor and Subsidiary Water District

Sonoma LAFCO  
111 Santa Rosa Avenue, Suite 240  
Santa Rosa, CA 95404



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**February 20, 2020**  
P200100

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**QK is an Associate Member  
of California Association of  
LAFCOs (CALAFCO.)**



# Sonoma LAFCO –

## Municipal Service Review for The Town of Windsor and Subsidiary Water District

### Firm Overview

QK has a diverse staff of more than 120 employees in five California offices – Clovis, Visalia, Porterville, Bakersfield, and Merced.

QK is built on five distinct areas of expertise that work together to make the built environment possible. We have the industry's most creative professionals in:

- **Planning**
  - Engineering & Construction Mgmt.
  - Survey & GIS
  - Urban Design & Landscape Architecture
  - Biology & Environmental Permitting

Within these five areas of expertise, QK's specialized experience helps visionary clients throughout California. Our services include:

- **Land Use Planning**
- Civil Engineering
- Landscape Architecture and Park Design
- Traffic Engineering
- Utility Coordination
- Construction Management
- Labor Compliance
- Land Surveying
- Geographic Information Systems
- Urban Design
- Environmental Planning
- Biological Resources
- Environmental Permitting



**Since 1972**, QK has successfully partnered with cities, counties, state agencies, and other public agencies, to use our talents and services in the development of efficient solutions that have lasting positive impacts. These efforts result in the establishment of sustainable communities that offer a better quality of life.

#### Additionally, QK is:

- **A CALAFCO Associate Member**
- A San Joaquin Valley Blueprint Award Winner
- A Tulare County Association of Governments Local Motion Award Winner
- An APWA, APA, ACEC-CA, ASCE and CPRS Project Award Winner
- A three-time honoree Zweig White Hot Firms List
- A five-time honoree in California Engineering News Record Top Design Firms



## Technical Capabilities



PLANNING

### PLANNING/LAND USE

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QK's expertise in land use and policy planning helps clients with complex project-s and then proposes common sense solutions. Our planning staff is accustomed to policy planning consulting services for both the public and private sectors. Many of our staff have experience in public sector planning, working for cities and counties.

QK understands the significant task of guiding a project, plan, or study from concept to reality. Our policy plans promote efficient and sustainable land development, incorporate development and redevelopment patterns that optimize existing infrastructure investments, and consume less land that can then remain available for agriculture, open space, and natural systems.

Our planning staff has a successful track record of leaders' and residents' support for their community's plans. QK's planners benefit our clients by understanding the interests of stakeholders and residents. Our experience includes:

- LAFCO Municipal Service Review (MSR) and Sphere of Influence (SOI) Reports
- LAFCO Changes of Organization (Annexations, etc.)
- General Plan Updates
- Zoning Codes - Both Traditional and Form Based Codes
- Land Use Master Planning
- Site Planning
- Specific Plans
- Community Plans
- Corridor Plans
- Design Guidelines and Development Standards
- Williamson Act Administration
- On-site and On-call Planning Department Support/Extension of City Staff



### PUBLIC OUTREACH/STAKEHOLDER PARTICIPATION

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QK generates public awareness, understanding of, and general consensus of key planning concerns. No one is better at aligning stakeholders behind a common set of interests. We help our clients get everyone on the same page. Our outreach experience includes:

- Task Force and Advisory Committee Meeting Facilitation
- Stakeholder Interviews
- Public Participation Plans
- Walking Tours/Bus Tours
- Surveys/Questionnaires
- Turning Point Real Time Surveys
- Design Charettes
- Public Open Houses
- Visioning Workshops
- Public Hearings

# CORTESE KNOX HERTZBERG

## **Management Level of Understanding of Municipal Services**

Since 1972, QK has worked with cities, counties, water districts, school districts, hospital districts, community service districts, mosquito abatement districts, irrigation districts, and LAFCOs. QK's Principals, Project Managers and planning team have extensive experience in the study and planning of municipal services.

Our team has experience working for local public agencies, having represented City or District staff positions in public meetings and hearings on a variety of planning, engineering, and public works topics. Our approach is to provide a solid, objective analysis of issues with measurable comparisons so as to give decision-makers objective reasons to support their decision.

## **Familiarity with Cortese-Knox-Hertzberg Reorganization Act of 2000 and LAFCO Processes**

### **Municipal Service Reviews**

State Law requires that one of the functions of LAFCO is to conduct sphere of influence updates (SOIs) for all agencies under its jurisdiction by January 1, 2008, and every five years after that. State Law also requires the completion of municipal service reviews (MSRs) before determining an agency's SOI. Consequently, all MSRs are precursors to SOI updates. This is logical because SOIs determine how fast and how much an agency may grow within a determinate time period. For the Commission to make that determination, it must first analyze how well that agency is currently providing services so that it can extrapolate where the agency will be in the future. The MSR is intended to be the tool to assist the Commission in that analysis. An MSR looks at how effectively the agency is currently providing services, and whether it is adequately planning for the future provision of services.



More comprehensive than a management plan or an audit, the MSR is designed to examine all facets of the agency, from infrastructure needs and deficiencies to management practices and financing.

### **Spheres of Influence**

The Commission utilizes the MSR data to evaluate proposals that may affect a City and how fast or how much that an agency may expand in the next 10 to 20 years. In other words, an SOI is a planning boundary outside an agency's service area. It designates the agency's probable future boundary and service area. Factors considered in an SOI update include current and future land use, the current and future need for service and any related "community of interest."

SOI time horizons vary: sometimes an SOI is set for 10 years, others are set for 20 years and others may not have a predetermined timeframe. Generally speaking, fast growing agencies or agencies with a significant service capacity, may have SOIs with multiple time horizons, whereas agencies with a limited capacity to grow may only receive one SOI line. From a practical standpoint, there is no difference between a 10-year SOI and 20-year SOI, since both are the best estimate of the probable service area for an agency over time, depending upon the Commission's determination of an agency's service capacity as detailed in the MSR.

### **Government Organization Analysis**

QK staff has reviewed the operations and organization of many local agencies while conducting MSRs on behalf of LAFCO. Multiple QK staff has worked for local government agencies either as hired personnel or contracted staff. Understanding of the operations of each local government agency and the relationship with providing appropriate and efficient services to its residents is among the priorities of LAFCO as an oversight agency. QK's experience will supplement LAFCO in conducting a proper review and analysis of the local agencies within the MSR.

### **Ability to Facilitate and Synthesize Input from a Variety of Sources**

QK has more than 48 years of experience collecting and compiling municipal service agency documentation for review. Data collected from available sources, such as, but not limited to, capital improvement budgets, maintenance records, master plans and adopted budgets, will be analyzed utilizing Excel spreadsheets, AutoCAD and ERSI GIS mapping analysis software. These tools will allow visualization of the data to properly assess all agency water and wastewater systems and their relation and/or proximity with adjacent systems.

We pride ourselves on the detailed analyses of municipal services and preparing robust and defensible MSR documents that are readable, technically sound, and meet the requirements of the Cortese-Knox-Hertzberg Reorganization Act of 2000. Our key staff have experience working in for cities, counties, and LAFCOs, and have prepared and presented analytical reports to Councils, Planning Commissions, and LAFCOs.

Our team has worked on a number of MSRs where multiple agencies were being reviewed at the same time and where they sometimes had differing interests. Our strategy to effectively negotiate these situations is to focus on factual information initially and obtain agreement from participating parties on the data and other nuanced information prior to moving to analysis of the facts. In addition, we understand that public agencies often hold additional data not initially requested that may affect our final analysis. It is our mission to confirm with each agency that we have all of the information required to ensure that each agency is represented fairly in the final report. Our proposed scope of work reflects that strategy.

## Ability to Interpret Varied Financial, Budget and Planning Documents

QK also has experience preparing, amending, and interpreting a variety of planning documents (such as General Plans, Specific Plans, and Infrastructure Master Plans), as well as financial information documents, like the adopted budget and audits, needed to adequately conduct a comprehensive review of public agencies. The analysis and research for an MSR involves the collection of data, identification of applicable performance measurement criteria, review of financial interaction with the agencies and the public to determine accuracy of the analysis, and presentation in a public forum where the report is ultimately considered by the governing body. In some cases, discussions with multiple agencies are needed in order to enable cooperation or sharing of resources in order to provide a better level of services for residents. The MSR process is meant to be a collaborative and inclusive process to primarily facilitate better municipal service delivery to the customers of the reviewed agencies, while also meeting the other mandates of CKH. QK's experience with a variety of agencies and preparing these documents provides a firm foundation for conducting a similar analysis with Sonoma LAFCO.

## Experience in Identifying Interests and Fostering Multi-Agency Cooperation

Our team has worked on a number of MSRs where multiple agencies were being reviewed at the same time and where they sometimes had differing interests. Our strategy to effectively negotiate these situations is to focus on factual information first and obtain agreement on the facts prior to moving to analysis of the facts. Our proposed scope of work reflects that strategy. As with other aspects of the project, we would keep LAFCO staff informed with all.

As an example, we have recent experience working with multiple jurisdictions in Orange County to determine which of three agencies is best suited to take over operational responsibility for San Juan Capistrano's water and wastewater

system. Our approach was to analyze each agency's existing systems, operations, and resources to determine which agency could be recommended to provide the best service to the public.

## Experience with Public Input Process and Presentation/Dissemination of Information for Public Review and Comment

Once the MSR document is completed, QK staff is prepared to conduct public outreach meetings, if necessary, and participate in public hearings before the LAFCO Commission for the adoption of the document. QK staff has experience as contract staff as well as support staff for local agencies presenting before councils and commissions relating to policy discussions and report matters.

QK generates public awareness, understanding of, and general consensus of key planning concerns. No firm is better at aligning stakeholders behind a common set of interests. For more than 47 years we've help our clients get everyone on the same page. Our outreach experience includes:

- Task Force and Advisory Committee Meeting Facilitation
- Stakeholder Interviews
- Public Participation Plans
- Surveys/Questionnaires
- Turning Point Real Time Surveys
- Town Hall Meetings
- Public Open Houses
- Public Hearings



## Experience in Presenting and Disseminating Information to Local Agencies and to the Public for Review and Comment

We pride ourselves on the detailed analyses of municipal services and preparing robust and defensible MSR documents that are readable, technically sound, and meet the requirements of the Cortese-Knox-Hertzberg Reorganization Act of 2000. Our key staff have experience working in for cities, counties, and LAFCOs, and have prepared and presented analytical reports to Councils, Planning Commissions, and LAFCOs.

## Ability to Perform Work, Stay within Budget, and Meet Deadlines

QK's ability to successfully complete assignments and meet our clients' expectations is due to several important operating principles, which include assigning the right staff to the project, assigning an experienced and qualified project manager, and applying an internal quality assurance process. Following are the important processes and procedures that we use in the execution of each of our contracts:

- **Strong and Effective Project Management** – QK has experienced and dedicated project managers. The project manager reviews hours spent on the project at least once a week. Every project is discussed once a month by the project manager with QK's President and Chief Financial Officer.
- **Staying on Budget** – QK's project manager is responsible for reviewing project billings and ensuring compliance with the overall budget. QK's computerized project management system, Deltek Vision, is integrated with our accounting and invoicing system. This means that we can assign tasks and required time to complete them, and then track actual hours spent via individual's timesheets.
- **Established Quality Control Program** – Our company-wide Quality Control Program is a particular source of pride. It requires all deliverables (plans, documents, etc.) to be reviewed by a senior-level staff member before it leaves our hands. The

Quality Control Program emphasizes technical accuracy, readability, and understandability. All deliverables, after being reviewed internally, will go to LAFCO staff for an administrative review before being released publicly.

- **Proactive Approach to Problems and Solutions** – We strongly believe in taking a proactive approach to problems and their solutions. If we see or foresee an issue that could negatively impact the scope of our work, we will immediately identify solutions.
- **Collaborative Working Relationship** – Using our many experiences with other LAFCOs as a guide, QK will work collaboratively with Sonoma LAFCO staff in developing the subject matter and recommendations for the MSR/SOI Update. Our collaborative approach to communication and our MSR/SOI Update preparation approach will ensure that there are no surprises when the Draft MSR/SOI Update is completed and circulated for public review.
- **Understanding of Needs** – QK has worked, literally for decades, with cities, counties, water districts, school districts, hospital districts, community service districts, mosquito abatement districts, and irrigation districts, and LAFCOs. QK's project management team has extensive municipal planning experience and experience with LAFCO issues, as described below:
  - **Jerome Keene's planning experience** includes working as a planner for Madera County, serving as **Executive Officer/Analyst for Madera LAFCO** and former Member of the CALAFCO Legislative Committee.
  - **Steve Brandt was a staff analyst for Tulare County LAFCO** and the planning manager for the City of Visalia.
  - **QK is an Associate Member of California Association of LAFCOs (CALAFCO.)**

## Identification of Project Team

The QK Project Team includes former LAFCO staff as well as a well-rounded group of experienced planners who have provided a diverse amount of planning contract work for various agencies, such as LAFCOs as well as cities. Further information regarding team members' experience and expertise are included within their resumes as an Appendix to this proposal.

### Steve Brandt, AICP

#### Principal-in-Charge, QA/QC Review

- Certified Planner, American Institute of Certified Planners (AICP)
- BA, Marketing/Management, Fresno Pacific University



As Principal-in-Charge, Mr. Brandt will provide project oversight to ensure services provided to Sonoma County LAFCO meet expectations. Additionally, he will review all work product before they are presented to Sonoma LAFCO to ensure that they meet QK's high quality standards for all deliverables.

Mr. Brandt is an experienced planning professional and **former LAFCO Staff Analyst** who takes a strong analytical approach to projects to keep them moving forward. Steve has managed both planning and engineering projects from concept to construction, which gives him the experience to view challenges comprehensively and anticipate the real-world results of his proposed plans, policies, and designs. Prior to joining QK, Steve served in current and advanced planning functions with the City of Visalia, ultimately being appointed Planning Manager.

#### Similar Work

Project	Agency	Location	Role
Greater Rio Mesa Area Municipal Services Review (MSR)	Madera Local Agency Formation Commission ( <b>LAFCO</b> )	Madera County, CA	Senior Planner
Oakhurst Area Municipal Services Review (MSR)	Madera Local Agency Formation Commission ( <b>LAFCO</b> )	Madera County, CA	Senior Planner
Dinuba Municipal Services Review	Tulare Local Agency Formation Commission ( <b>LAFCO</b> )	City of Dinuba, CA	Project Manager/ Senior Planner
Morgan Ranch Master Plan and EIR	City of Turlock, CA		Project Manager/ Senior Planner
General Plan / Zoning and Subdivision Ordinance Update	City of Hanford, CA		Project Manager/ Principal Planner
Contract Planning Services	City of Lemoore, CA		Principal Planner/ Contract City Planner
Contract Planning Services	City of Sanger, CA		Senior Planner/ Contract City Planner



## Jerome Keene, AICP

Senior Planner, Project Manager, Primary Point of Contact

- Certified Planner, American Institute of Certified Planners (AICP)
- MAS, Community Development, University of Nebraska, Lincoln
- BA, Geography, California State University, Fresno



Mr. Keene will serve as the primary point of contact between Sonoma LAFCO and the QK team. He will be responsible for maintaining the project's schedule and budget. In addition, Mr. Keene will oversee the preparation of all work product for Sonoma LAFCO and will represent QK at all meetings.

**Phone: (559) 449-2400**  
**Email: [Jerome.Keene@qkinc.com](mailto:Jerome.Keene@qkinc.com)**

Mr. Keene has reviewed several large development projects, while also overseeing CEQA and General Plan compliance for various public agencies. His experience includes the review of Master Plans and General Plans to ensure that individual project plans remain consistent with the intent of overarching Plans. **Mr. Keene is also a former LAFCO Executive Officer for Madera LAFCO.**

### Similar Work

Project	Agency	Location	Role
El Dorado Hills Community Services District Municipal Services Review and Sphere of Influence Update	El Dorado Local Agency Formation Commission ( <b>LAFCO</b> )	El Dorado County, CA	Senior Planner
Countywide Municipal Services Review & Related Sphere of Influence	Alameda Local Agency Formation Commission ( <b>LAFCO</b> )	Alameda County, CA	Senior Planner
Focused Municipal Service Review for City of San Juan Capistrano, Water and Wastewater Utility Systems	Orange Local Agency Formation Commission ( <b>LAFCO</b> )	Orange County, CA	Senior Planner
Greater Madera Area, Municipal Services Review and Sphere of Influence Update	Madera Local Agency Formation Commission ( <b>LAFCO</b> )	Madera County, CA	Senior Planner
Greater Coarsegold Area, Municipal Services Review and Sphere of Influence Update	Madera Local Agency Formation Commission ( <b>LAFCO</b> )	Madera County, CA	Senior Planner
City of South Lake Tahoe, Municipal Services Review and Sphere of Influence Update	El Dorado Local Agency Formation Commission ( <b>LAFCO</b> )	El Dorado County, CA	Senior Planner
City of Placerville, Municipal Services Review and Sphere of Influence Update	El Dorado Local Agency Formation Commission ( <b>LAFCO</b> )	El Dorado County, CA	Senior Planner
Greenfield County Water District, Municipal Services Review and Sphere of Influence Update	Kern Local Agency Formation Commission ( <b>LAFCO</b> )	Kern County, CA	Senior Planner



Project	Agency	Location	Role
Enos Lane Public Utility District, Municipal Services Review and Sphere of Influence Update	Kern Local Agency Formation Commission ( <b>LAFCO</b> )	Kern County, CA	Senior Planner
Community Development Support, Community Development Department	City of Delano, CA		Senior Planner/ Interim Community Development Director
Contract Planning Services	City of Sanger, CA		Senior Planner/ Contract City Planner
Contract Planning Services	City of Dinuba, CA		Senior Planner/ Contract City Planner
Madera County Regional Transportation Plan and Sustainable Communities Strategies Environmental Impact Report	Madera County Transportation Commission (MCTC)	Madera County, CA	Senior Planner
Fresno County Regional Transportation Plan and Sustainable Communities Strategies Environmental Impact Report	Fresno Council of Governments (COG)	Fresno County, CA	Senior Planner

### Trevor Stearns

#### Associate Planner, Research & Analysis and Report Writing

- BA, Geography, California State University, Fresno



Mr. Stearns more than five years public planning experience and will assist Mr. Keene with research, analysis and report writing.

Mr. Stearns has worked on several MSR/SOI updates and has performed a variety of

planning duties throughout his near five years as a professional planner. From research and analysis and report writing to map creation using ArcGIS, he has authored and assisted with generation several complex CEQA documents including Maxco Packaging Facility MND, Buford Oil Company Travel Center IS/EIR, Pixley Irrigation District Lateral 4 and Deer Creek Check Structure MND, and more. He has worked a contract planner for the City of Fowler where he processed numerous Conditional Use Permits, Site Plan Reviews, and Variances, and has prepared and presented public presentations including those to Planning Commissions and City Councils.

#### Similar Work

Project	Agency	Location	Role
El Dorado Hills Community Services District Municipal Services Review and Sphere of Influence Update	El Dorado Local Agency Formation Commission ( <b>LAFCO</b> )	El Dorado County, CA	Associate Planner
Countywide Municipal Services Review & Related Sphere of Influence	Alameda Local Agency Formation Commission ( <b>LAFCO</b> )	Alameda County, CA	Associate Planner
District CEQA Guidelines and Procedural Handbook Update	Fresno Metropolitan Flood Control District	Fresno, CA	Associate Planner
Contract Planning Services	Contract Planner	City of Fowler, CA	Contract Planner



**Jerome Keene, AICP's planning experience includes working as a planner for Madera County, serving as Executive Officer/Analyst for Madera LAFCO and former Member of the CALAFCO Legislative Committee.**

## Similar Experience (Last 3 years)

### Madera LAFCO

City of Madera Municipal Service Review and Sphere of Influence Update

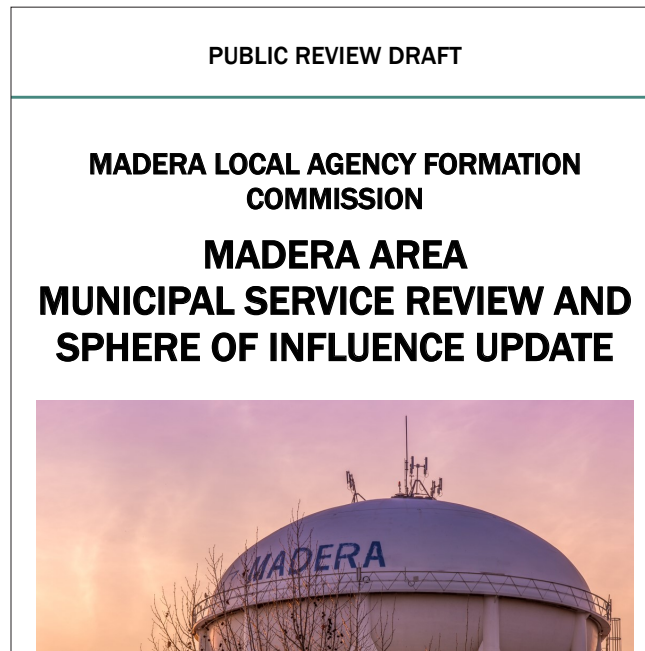
**Contact:**

Dave Braun, Executive Officer  
200 West 4th Street  
Madera, CA 93637

**Ph:** (559) 675-7821

**Email:** david.braun@co.madera.ca.gov

QK prepared an MSR and SOI for the City of Madera and the surrounding special districts. The regional approach to the MSR and SOI Review allowed for a comprehensive analysis of how the agencies provide the range of municipal services to its residents while reviewing its potential growth in accordance with state and local mandated requirements, discussed below. QK acted as an extension of LAFCO staff and the Executive Officer and is provided the third-party point of view that LAFCO's are mandated to offer as it relates to urban growth, municipal service delivery, and agricultural land/open space preservation issues. The MSR was adopted in October 2018.



### Alameda LAFCO

Countywide Municipal Services Review and Related Sphere of Influence Updates (in process)

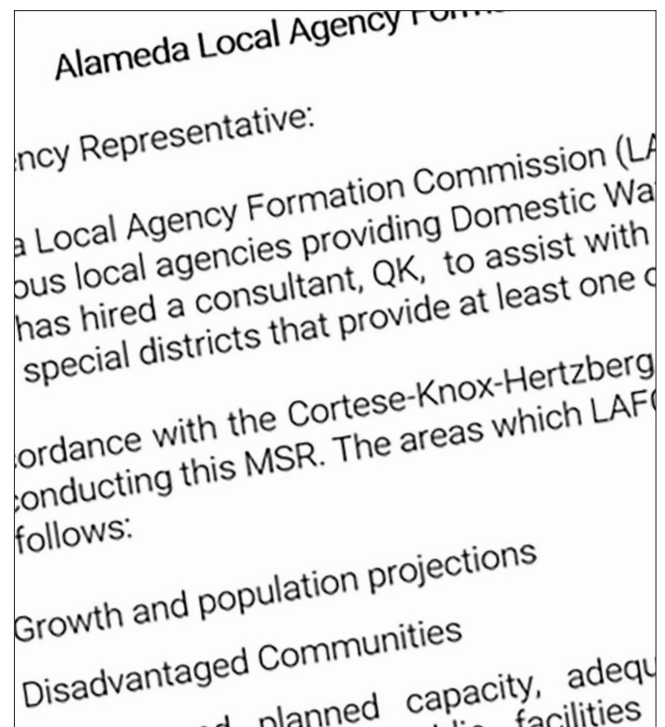
**Contact:**

Rachel Jones, Executive Officer  
1221 Oak Street, Rm. 555  
Oakland, CA 94612

**Ph:** (510) 271-5142

**Email:** Rachel.Jones@acgov.org

QK was selected to provide Countywide Municipal Services Review and Related Sphere of Influence Updates for Alameda County LAFCO. The MSR will cover the topics of water, wastewater, flood control, and storm drainage. QK will act as an extension of LAFCO staff and the Executive Officer and will provide the third-party point of view that LAFCOs are mandated to offer as it relates to urban growth, and municipal service delivery.





## Orange LAFCO

### San Juan Capistrano Municipal Services Review

**Contact:**

Carolyn Emery, Executive Officer  
2677 N. Main Street, Suite 1050  
Santa Ana, CA 92705

**Ph:** (714) 640-5100

**Email:** cemery@ocLAFCO.org

As a subconsultant, QK assisted with the development of a Municipal Services Review for Orange County LAFCO which covered the City of San Juan Capistrano’s water, wastewater, and recycled water systems. The project included technical analysis and recommendation of the best nearby special district to acquire and operate these City services to improve the efficiency of service provision. The choice was made from three neighboring special districts. The MSR was adopted in September 2018.

## El Dorado LAFCO

### Cities of Placerville and South Lake Tahoe Municipal Service Reviews and SOI Updates

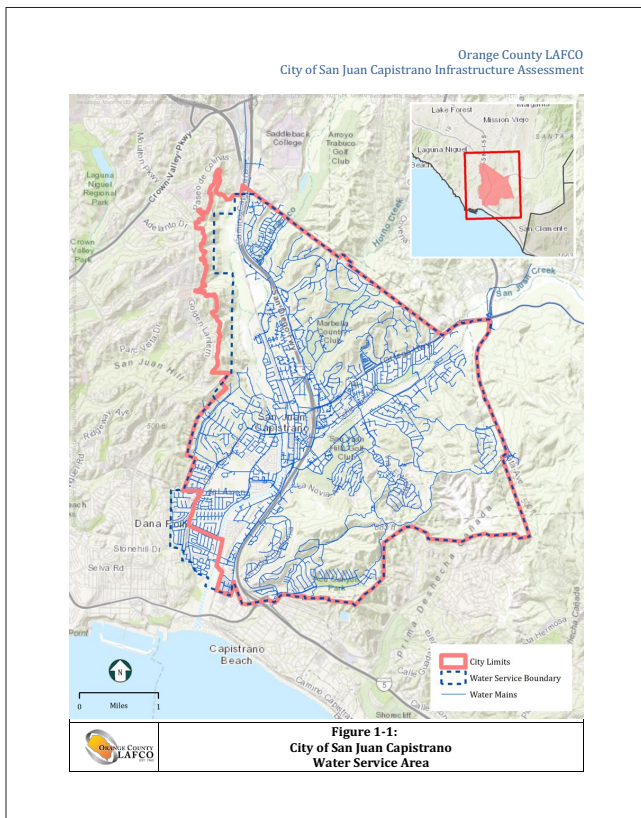
**Contact:**

Jose Henriquez, Executive Officer  
550 Main St E  
Placerville, CA 95667

**Ph:** (530) 295-2707

**Email:** JHenriquez@edLAFCO.us

QK was contracted by the El Dorado LAFCO to prepare the MSRs and SOI updates for both the Placerville and the City of South Lake Tahoe. The City of Placerville is the county seat of El Dorado County located in central El Dorado County along Highway 50 and has a population of approximately 10,000 residents. The City of South Lake Tahoe is in eastern El Dorado County, abutting the California/Nevada state line, and has a population of approximately 21,000 residents. These projects were done as individual reports with separate data collection and analysis to determine the appropriate findings and ultimately Sphere of Influence determinations. The MSRs were adopted by the El Dorado LAFCO Commission August 2017 and September 2016, respectively.



**FINAL DRAFT**

**EL DORADO LOCAL AGENCY FORMATION  
COMMISSION (LAFCO)**

**CITY OF PLACERVILLE  
MUNICIPAL SERVICES REVIEW  
AND SPHERE OF INFLUENCE  
UPDATE**

The complex block contains a title page for a report. At the top, it says 'FINAL DRAFT' in bold, black, uppercase letters. Below that, the title is centered: 'EL DORADO LOCAL AGENCY FORMATION COMMISSION (LAFCO)', 'CITY OF PLACERVILLE', 'MUNICIPAL SERVICES REVIEW', 'AND SPHERE OF INFLUENCE', and 'UPDATE', all in bold, black, uppercase letters. At the bottom of the page, there is a photograph of a two-story brick building with a tall, metal water tower on its roof. The sky is blue with some light clouds.

# Anticipated Approach/ Scope

## Project Understanding

Sonoma LAFCO (LAFCO) is tasked with updating MSRs and reviewing the Spheres of Influence (SOI) of local agencies within its jurisdiction. LAFCO is seeking the assistance of a consulting firm for the preparation of an MSR and SOI review for the Town of Windsor (Town or Windsor) in Sonoma County in accordance with the Cortese-Knox-Hertzberg Reorganization Act of 2000 (CKH), LAFCO Service Review Guidelines, and the Sonoma LAFCO's Policies and Guidelines. This single agency approach to the MSR and SOI Review would allow for a comprehensive analysis of this agency in conjunction with the subsidiary district that provides municipal water service as well as the range of other municipal services Windsor provides to its residents. The MSR and SOI update will review Windsor's potential growth based on development proposals identified within the city limits and SOI in accordance with state and local mandated requirements, discussed below. Lastly, QK would be acting solely as an extension of LAFCO staff and the Executive Officer and therefore would provide the third-party point of view that LAFCOs are mandated to offer as it relates to urban growth, municipal service delivery, and agricultural land/open space preservation issues.

Local service providers' operations are generally financed through property tax collection, special assessments and/or fees for services. The delivery of those municipal funded services by the agency is a prime issue that LAFCOs are tasked with evaluating. CKH envisions the MSR/SOI review process to aid in achieving LAFCO's mandate and responsibility to promote "logical and orderly development and coordination of local governmental agencies subject to the jurisdiction of the commission to advantageously provide for the present and future needs of the county and its communities."

MSRs that are prepared for LAFCO must contain an analysis of the identified service providers and a written statement of determinations with respect to each of the following areas of review:

1. Growth and population projections for the affected area.
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.
4. Financial ability of agencies to provide services.
5. Status of, and opportunities for, shared facilities.
6. Accountability for community service needs, including governmental structure and operational efficiencies.
7. Any other matter related to effective or efficient service delivery, as required by commission policy.

Following completion of the MSR, the information and analysis that has been generated will be used to conduct a review of the existing SOI for Windsor. The SOI Update report must then evaluate the suitability of the existing SOI and include a written statement of determinations with respect to each of the following issues:

1. The present and planned land uses in the area, including agricultural and open space lands.
2. The present and probable need for public facilities and services in the area.
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.



- 5. For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

The goal of this MSR and SOI Review would be to provide a summary of any past findings but to conduct a new, independent review as it relates to the current state of their operations and service delivery to residents within Windsor and the sphere of influence, in accordance with CKH and Sonoma LAFCO policies.

## Anticipated Issues

According to Sonoma LAFCO staff, this review of Windsor would include the municipal services including a review of water service provided by the subsidiary district provided to residents with the exception of fire and medical services (which are provided by another independent special district) and law enforcement (which is provided by the County Sheriff.

The purpose of the MSR is to inform determinations of the Commission with regard to extending the sphere of influence of the Town to align with a recently-approved Urban Growth Boundary, and further to align the sphere of influence of the subsidiary district with the Town’s sphere.

## General Approach to Project

Our general approach to completion of the MSR/SOI Update follows a process that we have used in many of the documents we have successfully prepared for other LAFCOs. The basic steps are summarized below.

**Task 1 – Initiate Project:** This important first step establishes the foundation upon which the subsequent tasks are built, and includes a review of the scope of work, schedule, and deliverables.

**Task 2 – Contact Agencies and Collect Data:** The Town of Windsor will be the primary source of considerable data that we will use to prepare the MSR/SOI. Our data collection process includes the use of a questionnaire, as well as initial and follow-up personal communications.

**Task 3 – Conduct Data Analysis:** We will organize and analyze the data that we have collected in order to address each of the topic areas, or determinations, prescribed in the CKH Act for MSRs and SOI Update.

**Task 4 – Solicit Feedback on Data Collect and Analyze Data:** We will submit our preliminary analyses to the agencies in order for each of them to corroborate the accuracy of our preliminary analyses. This accuracy check will focus on MSR issue areas 1, 2, and 3:

1. Growth and population projections for the affected area.
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

**Tasks 5 through 9 – Prepare Administrative Draft, Draft, and Final MSR/SOI Update, Meet with LAFCO staff, and LAFCO Commission:** These steps provide for LAFCO staff to first review the thoroughness of the document before it is presented to local agencies, the public and subsequently to the Commission for consideration. We will support LAFCO staff in the public hearing process.

**Task 10 – Project Management, Coordination, and Quality Assurance:** This task will be applied throughout the scope of work, and involves ongoing communication with LAFCO staff, proactive attention to and resolution of issues, and skillful project management in order to meet LAFCO’s needs.

## Detailed Scope of Work

The following tasks describe our proposed scope of work for completion of the MSR/SOI Update from project initiation through Commission approval. A proposed schedule is also provided.

### TASK 1 INITIATE PROJECT

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Upon contract execution and notice to proceed, QK's project manager will meet with Sonoma LAFCO staff in person to initiate the scope of work described herein. Topics to be covered at the meeting will include the following:

1. Establish communication protocols and communication expectations between the QK team and LAFCO staff;
2. Collect available relevant data from the Town, districts, County of Sonoma and LAFCO;
3. Identify documents and data expected to be available from the identified agencies;
4. Review scope of work and schedule and make revisions as directed by LAFCO staff; and
5. Prepare questionnaire that will be sent to the County of Sonoma as well as other utility service providers to obtain information.

#### Deliverables:

- Data collection questionnaire

### TASK 2 CONTACT AGENCIES AND COLLECT DATA

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Establishing a good relationship with the staff of the agencies will be of critical importance. The first step in this task is to contact, either in person or by phone, primary points of contacts in order to establish working relationships and effective lines of communication. In this initial communication, we will also summarize the scope of our work.

As noted in Task 1, QK will prepare a questionnaire that, after being reviewed and approved by LAFCO staff, will be sent to the agency contacts to obtain the information needed to complete certain parts of the analysis in accordance with the issue areas listed in Task 3. The questionnaire will not be the sole means of communication with staff; rather, it should be viewed as a convenient checklist that will facilitate the task of identifying and collecting the requested information.

As a follow-up to information provided in the questionnaire, we will conduct personal interviews either in person or by telephone to fill any information gaps and/or obtain answers to any unanswered questions.

### TASK 3 CONDUCT DATA ANALYSIS

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The QK team will analyze the data collected in Task 2 as pertains to the issue areas identified in the CKH Act.

The CKH Act requires analysis of, and determinations for, seven issue areas, as listed below.

1. Growth and population projections for the affected area.
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.
3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.



4. Financial ability of agencies to provide services.
5. Status of, and opportunities for, shared facilities.
6. Accountability for community service needs, including governmental structure and operational efficiencies.
7. Any other matter related to effective or efficient service delivery, as required by commission policy.

In addition, the CKH Act specifies that SOI studies include analyses and determinations for the following five issue areas:

1. The present and planned land uses in the area, including agricultural and open-space lands.
2. The present and probable need for public facilities and services in the area.
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.
4. The existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.
5. For an update of a sphere of influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, that occurs pursuant to subdivision (g) on or after July 1, 2012, the present and probable need for those public facilities and services of any disadvantaged unincorporated communities within the existing sphere of influence.

#### **TASK 4 SOLICIT FEEDBACK ON DATA COLLECTED AND ANALYZE DATA**

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The purpose of this task is to confirm that the agencies consider the data we collected to be factual and acceptable before the QK team presents its analysis and makes preliminary determinations in accordance with the CKH issue areas. Once the collected data have been organized in accordance with the issue areas described above, the issue areas that will warrant corroboration by the local agencies are MSR issue areas 1, 2, and 3, as listed above.

This strategy has been very successful for us in the past. The additional step of requesting feedback and buy-in about the facts at hand has been shown to facilitate completion of a factual and useful MSR/SOI study. Once all parties are in agreement with the facts, it is easier to focus on MSR and SOI determinations while avoiding arguments over facts.

##### **Deliverables:**

- Memorandum – Preliminary Analysis of MSR Issue Areas 1, 2, and 3

#### **TASK 5 PREPARE ADMINISTRATIVE DRAFT MSR/SOI UPDATE**

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The QK team will prepare an Administrative Draft of the MSR/SOI Update in accordance with Sonoma LAFCO's preferred format. The reports will address the issue areas listed in Task 3 and will be supported by tables, graphics, and GIS-based maps, as appropriate.

##### **Deliverables:**

- Administrative Draft MSR/SOI Update (one electronic file copy).



## **TASK 6 MEET WITH LAFCO STAFF**

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Upon completion of the Administrative Draft, we will schedule a meeting or conference call with Sonoma LAFCO staff in order to review the information contained in the reports. This version of the report will contain preliminary determinations. We will look to LAFCO staff to confirm and validate these preliminary determinations before they are incorporated into the public Draft MSR/SOI.

## **TASK 7 PREPARE DRAFT MSR/SOI UPDATE**

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The QK team will prepare the Draft MSR/SOI Update based on feedback, comments and direction on the Administrative Draft received from LAFCO staff in Task 6. We will prepare copies of the Draft MSR/SOI

Update as described below.

### **Deliverables:**

- Draft MSR/SOI Update (10 hard copies and one electronic file copy)

## **TASK 8 ATTEND AND PARTICIPATE IN LAFCO COMMISSION HEARINGS**

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QK will attend and participate in one Commission hearing at which the Draft MSR/SOIs are considered. We assume that the MSR and SOI Update will be considered at a single Commission meeting. Our level of participation will be in accordance with LAFCO staff request and can include making a presentation of the key conclusions and determinations contained in the report.

## **TASK 9 PREPARE FINAL MSR/SOI UPDATE**

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QK will prepare the Final MSR/SOI Update following the Commission hearing. The Final reports will address and respond to any direction provided by LAFCO staff as a result of the Commission hearing described in Task 8.

### **Deliverables:**

- Final MSR/SOI Update (10 hard copies and one electronic file copy)

## **TASK 10 PROJECT MANAGEMENT, COORDINATION, AND QUALITY ASSURANCE**

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This task covers ongoing project management, quality assurance/quality control, and communications between the QK management team and LAFCO staff. We strongly believe in being proactive in identifying and solving issues. Accordingly, if we encounter any obstacles to completing the tasks described in this proposal, we will immediately contact LAFCO staff to discuss possible remedies. We will maintain ongoing telephone and e-mail contact with LAFCO staff in accordance with communication protocols that will be identified during Task 1. While formal meetings are specifically identified in the task descriptions above, we would, for example, be happy to provide status reports via telephone or e-mail on a weekly or bi-weekly basis, if requested.



**QK's experience with a variety of agencies and preparing MSR/SOI documents provides a firm foundation for conducting a similar analysis for Sonoma LAFCO.**

# Conflicts of Interest

QK is not aware of any potential conflicts of interest with the local agencies in Sonoma County.



**Steve Brandt, AICP was a Staff Analyst for Tulare County LAFCO and the Planning Manager for the City of Visalia.**

## **Sonoma LAFCO Staff Assistance**

QK assumes that LAFCO staff would discuss and refine the scope of work during the project initiation meeting, provide advice, review, and feedback on interim deliverables, and collaborate on the presentations to be made at the LAFCO hearings.

Furthermore, it is assumed that LAFCO staff will initiate contact with the local agencies under review in order to better facilitate the collection of data and information for use in the report.



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# Schedule

	Month 1	Month 2	Month 3	Month 4	Month 5	Month 6	Month 7	Month 8
<b>Task 1 - Initiate Project</b> LAFCo Contract Approval Meet with Subject Agency Staff								
<b>Task 2 - Contact Agencies and Collect Data</b> Review Agencies' website for existing information Send data request for information to agencies Agencies response due to QK								
<b>Task 3 - Conduct Data Analysis</b> Organize and analyze collected data per CKH Act								
<b>Task 4 - Solicit Feedback</b> Agency follow-up and site visits Analyze collected data, request additional data as needed Prepare memorandum of initial findings								
<b>Task 5 - 9 - Prepare Administrative Draft, Draft and Final MSR, Meet with LAFCo staff, and the Commission</b> Prepare Administrative Draft Municipal Services Review/SOI Update Agencies' staff edits to Administrative Draft MSR/SOI Updates due to QK Review and Incorporate agencies' staff edits as appropriate Draft MSR/SOI Updates to LAFCo staff Comment period for Draft MSR/SOI Updates Respond to comments and prepare Final MSR/SOI Update Presentation of Final MSR/SOI Update at Commission Meeting								
<b>Task 10 - Project Management, Coordination, and Quality Assurance</b>								

- Agency Meeting
- Deliverables
- Public Meeting or Public Hearing

**NOTE 1:** The integrity of the timeline is maintained only if each event is accomplished without additional delays which could be caused by events such as the discovery of an issue or concern that warrants additional work, timely responses from the LAFCo or affected agencies, changes to the project, significant public controversy, etc..

**NOTE 2:** This schedule is preliminary only and subject to revisions based on discussions with the LAFCo regarding the scope of work, and desired deadlines.



“ QK’s expertise has been very useful during the MSR development process. They listened to all of our concerns and desires and acted as a liaison between LAFCO and the City. Project deliverables submitted to LAFCO for review/comment were received on time. ”

— Ben Giuliani, Executive Officer, Tulare County LAFCO



# Team Availability

Our proposed project team has the following availability to commit to the Sonoma County LAFCO:

Team Member	Title	Role	Percent Availability
Steve Brandt, AICP	Principal Planner	Principal-in-Charge and Quality Assurance/Quality Control	15%
Jerome Keene, AICP	Senior Planner	Project Manager and Primary Point of Contact	25%
Trevor Stearns	Associate Planner	Research & Analysis, Report Writing	35%



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# Anticipated Project Cost

## Not to Exceed Total Budget Amount

QK proposes the services as outlined in our Scope of Work for a fixed fee of \$32,448 (with contingency).

## Cost and Estimated Work Hours

Task Description	Personnel Hours					Budget				
	Principal Planner	Senior Planner	Associate Planner	Clerical/Project Administrator	Total Hours	TOTAL LABOR	Miscellaneous Expenses	Mileage	TOTAL NON-LABOR EXPENSES	TOTAL WITH EXPENSES AND CONTINGENCY
<b>Labor Rates</b>	\$165	\$155	\$97	\$88				\$0.670		
<b>General</b>										
1 - Initiate Project/Kickoff Meeting	2.0	4.0	4.0	1.0	11.0	\$1,426	—	—	\$0	\$1,426
2 - Contact Agencies and Collect Data	1.0	4.0	15.0		20.0	\$2,240	—	—	\$0	\$2,240
3 - Conduct Data Analysis	1.0	4.0	10.0		15.0	\$1,755	—	—	\$0	\$1,755
4 - Solicit Feedback on Data Collected and Analyzed Data	3.0	6.0	12.0		21.0	\$2,589	—	—	\$0	\$2,589
5 - Prepare Administrative Draft Municipal Services Review/SOI Update	5.0	16.0	40.0	4.0	65.0	\$7,537	—	—	\$0	\$7,537
6 - Meet with LAFCo Staff			8.0		8.0	\$1,240		\$268	\$268	\$1,508
7 - Prepare Draft Municipal Services Review/SOI Update	5.0	7.0	10.0	4.0	26.0	\$3,232	\$200	—	\$200	\$3,432
8 - Attend and Participate in LAFCo Commission Workshop			8.0		8.0	\$1,240		\$268	\$268	\$1,508
9a - Prepare Final Draft Municipal Services Review/SOI Update	2.0	4.0	10.0		16.0	\$1,920	\$200	—	\$200	\$2,120
9b - Attend and Participate in LAFCo Commission Public Hearing			8.0		8.0	\$1,240		\$268	\$268	\$1,508
10 - Project Management and Coordination		25.0			25.0	\$3,875	—	—	\$0	\$3,875
<b>Subtotals</b>	<b>19.0</b>	<b>94.0</b>	<b>101.0</b>	<b>9.0</b>	<b>223.0</b>	<b>\$28,294</b>	<b>\$400</b>	<b>\$804</b>	<b>\$1,204</b>	<b>\$29,498</b>
Contingency Budget										\$2,950
<b>TOTALS</b>	<b>19.0</b>	<b>94.0</b>	<b>101.0</b>	<b>9.0</b>	<b>223.0</b>	<b>\$28,294</b>	<b>\$400</b>	<b>\$804</b>	<b>\$1,204</b>	<b>\$32,448</b>

**Notes:** Contingency Budget only expended with authorization of client

## Hourly Rates for Proposed Team

Team Member	Title	Role	Hourly Rate
Steve Brandt, AICP	Principal Planner	Principal-in-Charge and Quality Assurance/Quality Control	\$165
Jerome Keene, AICP	Senior Planner	Project Manager and Primary Point of Contact	\$155
Trevor Stearns	Associate Planner	Research & Analysis, Report Writing	\$97



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## Previously Completed MSRs

Accompanying this proposal are the following samples of our work:

- Madera Area Municipal Service Review and Sphere Of Influence Update: Completed for Madera LAFCO
- City of Placerville Municipal Services Review and Sphere of Influence Update: Completed for El Dorado LAFCO



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