

LEAD ABATEMENT COUNTY SERVICE AREA MUNICIPAL SERVICE REVIEW FINAL

November 29, 2012

Prepared for the Local Agency Formation Commission of Alameda County by Baracco and Associates, Policy Consulting Associates, LLC

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1. AGENCY OVERVIEW

The Lead Abatement County Service Area (LACSA) provides supplemental funding to the Alameda County Lead Poisoning Prevention Program (ACLPPP) for property-based lead abatement services in the cities of Alameda, Berkeley, Emeryville, and Oakland. LACSA was last reviewed in a municipal service review that was adopted in May 2006.

FORMATION

LACSA was formed on September 19, 1991 as a dependent special district. LACSA was created as a funding mechanism for ACLPPP.

The principal act that governs LACSA is the County Service Area (CSA) law.¹ The principal act authorizes CSAs to provide a wide variety of municipal services, including street maintenance, fire protection, extended police protection, water and sewer services.² A CSA may only provide those services authorized in its formation resolution unless the Board of Supervisors adopts a resolution authorizing additional services. All districts must apply and obtain LAFCo approval to exercise latent powers or, in other words, those services authorized by the principal act but not provided by the district at the end of 2000.³

BOUNDARY

The boundary area of LACSA includes all of unincorporated Alameda County and the cities of Alameda, Berkeley, Emeryville, and Oakland. The total land area within the boundary of the CSA is 506.8 square miles.

Prior to 2009, as areas were annexed into the cities within the County, the territory was automatically detached from LACSA.⁴ However, the CSA law was adjusted in 2009, removing the allowance for the automatic adjustment of a CSA's boundaries upon annexation to a city. Consequently, LACSA's bounds, as they exist now, include portions of the cities that have annexed territory since 2009, which includes Hayward, Livermore and Pleasanton. Each city annexation post-2009 that affects LACSA is shown in Figure 1-1. LAFCo staff is aware of this issue and plans to correct LACSA's bounds in accordance with

¹ California Government Code §25210 et seq

² California Government Code §25213.

³ Government Code §56824.10.

⁴ Streets and Highways Code §22613.

legal requirements. LACSA's bounds, as shown in Figure 1-2, reflect the adjusted bounds to account for the anticipated corrections.

Extra-territorial Services

LACSA does not provide lead abatement service outside its bounds.

Unserved Areas

There are no services provided in the unincorporated areas of Alameda County using LACSA funds.

SPHERE OF INFLUENCE

The SOI for LACSA was established in 2006. At that time, the Commission elected to establish an SOI coterminous with its boundaries. Prior to 2009, as areas were annexed to the non-participating cities, the territory of LACSA was automatically adjusted pursuant to State law; however, the CSA's SOI were never automatically adjusted to reflect these changes. Consequently, as areas have been annexed into cities between 2006 and 2009, these areas were detached from LACSA but not it's SOI. After 2009, as these areas were annexed to the cities, the territory remained within LACSA's bounds and SOI. Each city annexation which has occurred since 2006 which affects LACSA is shown in Figure 1-1. Future city annexations will include concurrent detachment from all affected CSAs as appropriate. LACSA's SOI will be updated following the adoption of this MSR to reflect any necessary changes.

Applicant Name	Proposal Name	LAFCo No.	Acreage	Impact bounds or SOI?
City of Dublin	Fallon Crossing Reorganization	2006-47	75.18	SOI
City of Dublin	Casamira Valley Reorganization PA-03- 060 and 06-030	2007-09	244.12	SOI
City of Dublin	Dublin Ranch North Annexation Area	2010-04	157.7	Bounds and SOI
City of Hayward	Mission Garin Reorganization	2006-12	246	SOI
City of Hayward	Mt. Eden Annexation – Phase I	2007-02	137.66	SOI
City of Hayward	Mt. Eden Annexation – Phase II	2010-02	61	Bounds and SOI
City of Livermore	Las Positas Road Reorganization No. 6	2008-05	9.4	SOI
City of Livermore	Las Positas Reorganization #5 (Hilliker Place)	2009-05	45	Bounds and SOI
City of Livermore	Southeast Area National Labs Reorganization	2011-08	1,022	Bounds and SOI
City of Livermore	Pleasanton Gravel Company Detachment of APN 904-0010-007 (from City of Livermore)	2009-03	1.09	Bounds and SOI
City of Pleasanton	Annexation No. 151 Dutra	2008-01	10.5	SOI
City of Pleasanton	Vineyard Avenue Annexation/Detach- ment No. 148	2008-02	8.4 + 2.79 annex 6.73 detach	
City of Pleasanton	Annexation No. 152 – Martin Ave Buffer Zone	2011-01	13.26	Bounds and SOI
City of Pleasanton	Staples Ranch Reorganization No. 149	2011-02	163*	Bounds and SOI
Note: *Also Detachment of .1	2 acre from & annexation of .13 acre to city of Livern	nore		

Figure 1-1: City Annexations Post 2006

Figure 1-1: Lead Abatement CSA Boundaries and SOI

ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a defined complaint process designed to handle all issues to resolution, and 3) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

LACSA was formed as a dependent special district with the Alameda County Board of Supervisors as its governing body. There are five members of the governing body of LACSA. The five supervisors are elected by district to four-year terms of office.

The governing body meets weekly. Agendas for each weekly meeting are posted by the Board Clerk on the internet and at the County Administration building. The Board Clerk provides notice for meetings and disseminates minutes, and Board actions and meeting minutes are available via the internet. Through the county website, the public has access to live audio/visual webcasts and archived audio and/or visual webcasts of regular Board meetings for viewing online at their convenience. The agency also discloses finances, plans and other public documents via the internet.

Lead Abatement CSA								
District Contact Information								
Contact:	Mark Allen, Deputy Director							
Address:	2000 Embarcadero, Suite 300, Oakland, CA 94606							
Telephone:	(510)567-8280							
Fax	(510)567-8272							
Email/website:	www.aclppp.org							
Board of Directors								
Member Name	Position	Term Expiration	Manner of Selection	Length of Term				
Scott Haggerty	Supervisor, Dist. 1	January 2013	Elected	4 years				
Richard Valle	Supervisor, Dist. 2	January 2015	Elected	4 years				
Wilma Chan	Supervisor, Dist. 3	January 2015	Elected	4 year				
Nate Miley, President	Supervisor, Dist. 4	January 2013	Elected	4 years				
Keith Carson, Vice President	Supervisor, Dist. 5	January 2013	Elected	4 years				
Meetings								
Date:	Every Tuesday at 9:30am.							
Location:	Meetings are held in the Baord Chambers at 1221 Oak Street, 5th floor in Oakland.							
Agenda Distribution:	Posted on internet and County Administration Building.							
Minutes Distribution:	Available on County website.							

Figure 1-2: Lead Abatement CSA Governing Body

ACLPPP is governed by a Joint Powers Authority Board of Directors comprised of a representative of the City Council of each County Service Area city and the Alameda County Board of Supervisors, and a Community Representative.

To inform constituents of LACSA and lead poisoning prevention program activities, Alameda County maintains a website with quarterly reports on CSA activities and with information on lead abatement programs and services. ACLPPP conducts a variety of other education and outreach activities, such as health fairs, classes, Facebook page, and making resources available for medical providers.

Customers are able to express their complaints about the lead poisoning prevention program by calling the Infoline number posted on ACLPPP website. ACLPPP receives feedback, including suggestions for improvements, from clients through feedback forms and surveys. Although this feedback is not considered "complaints", program management follows up as-needed. ACLPPP did not receive any formal complaints in 2011, however, it received and responded to two inquiries about service area fee.

LACSA demonstrated accountability in its disclosure of information and cooperation with the LAFCo questionnaires and other requests for information.

MANAGEMENT AND STAFFING

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

The ACLPPP employs 25 full-time employees and one part-time employee. The health services manager, housing services manager, environmental services manager, communications manager and operations manager oversee the various operations of the agency. Each of the managers reports to the assistant deputy director who reports to the deputy director. Of these 25 full-time employees, 17 are affiliated with LACSA where they dedicate approximately 400 hours total per week.

LACSA conducts performance evaluations with a review of quarterly and monthly reports that contain statistics on services performed, productivity and service needs (i.e., lead poisoning cases).

Staff reports monthly to the Alameda County Lead Poisoning Prevention Program Joint Power Authority Board of Directors on progress toward LACSA's objectives. Staff also reports to the State Department of Health Services (DHS) on a bi-annual basis and provides quarterly program reports to the U.S. Department of Housing and Urban Development (HUD) on progress toward objectives funded by federal grants.

Management practices conducted by the agency include performance-based budgeting (where budgets are determined by annual performance goals) and annual financial audits. LACSA did not identify benchmarking practices.

ACLPPP has a mission statement and adopts annual goals and objectives for various lead abatement activities such as public education, hazard control, and training. Although

LACSA does not have a strategic plan specific to the CSA, the countywide lead abatement program has adopted a strategic plan.

As noted in the prior MSR, in 2000, LACSA received an award from HUD for best practices in services to housing communities. In 2005, both the County and the City of Alameda commended LACSA for National Childhood Lead Poisoning Prevention Week at the Alameda Hospital.

The Alameda County Lead Poisoning Prevention Program's unique multi-disciplinary approach has received federal and state funding from HUD, the federal Centers for Disease Control (CDC), Environmental Protection Agency (EPA) and the state DHS. The Program was the recipient of a HUD Special Recognition Award in 2009.

GROWTH AND POPULATION PROJECTIONS

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

Land Use

LACSA's boundary area is approximately 506.8 square miles. The County is the land use authority for the unincorporated areas. Cities are the land use authorities within the respective city boundaries. LACSA encompasses every land use designated by the County and cities.

Existing Population

As of 2010, the population of the area in LACSA was 658,559. Its population density— 1,299 residents per square mile—is lower than the countywide density of 1,840 people per square mile.

Projected Growth and Development

Based on Association of Bay Area Governments (ABAG) growth projections, the population of the area within LACSA is anticipated to grow by 27 percent and reach 839,039 by 2035, with an average annual growth rate of one percent. Per ABAG population projections, the rate of growth in the CSA is expected to be similar to the countywide growth rate through 2035. From 2010 to 2035, the population of the County as a whole is anticipated to grow by 27 percent while the unincorporated area of Alameda County is estimated to grow by 21.6 percent.

LACSA reported that growth patterns have not been affecting service demand for the CSA in the last few years. Demand for lead abatement services is more aligned with the amount of older housing in an area than population growth.

Slow or no population growth is anticipated by LACSA within its boundary area in the next several years; however, no formal projections were made by the CSA.

Growth resulting from new development does not impact the demand for LACSA services, as new housing must adhere to legal requirements regarding lead based paint.

FINANCING

The financial ability of agencies to provide services is affected by available financing sources and financing constraints. This section discusses the major financing constraints faced by the LACSA and identifies the revenue sources currently available to the district.

LACSA reported that current financial levels are adequate to deliver services. However, the CSA identified multiple financing challenges. There has been no increase in service charges since 1992. According to LACSA, state law⁵ and the economic climate make it extremely unlikely that there will be a service charge increase in the near future. Reductions in the nature and scope of the services provided has been somewhat mitigated by the leveraging of federal, state and private foundation funds. However, the ability to access these funds is also in jeopardy, due to the economic downturn and the resulting dramatic reductions in state and federal funding.

Since its inception, ACLPPP reviews and evaluates program performance; however, since 2005, ACLPPP has been aggressively and consistently retooling its services in an attempt to reduce costs. The nature of the services provided and the method of service delivery are constantly under review and evaluation, and are discussed with the Joint Power Authority Board of Directors. The Program is part of an extensive network, including the National Center for Healthy Housing and the National Safe and Healthy Housing Coalition, which assesses and evaluates primary prevention best practices across the country. Staff attend national conferences to establish and review standardized practices. Employees also attend statewide meetings to ensure adherence to guidelines and protocols for the case management of lead-poisoned children. The economic impact of the recession on non-profit and municipal partners is also making collaborative service delivery more difficult because of the reduced staff and resources available. The ability of property owners to maintain their properties and address lead hazards has been greatly compromised by present economic conditions, meaning there has been fewer requests for service. This is also true of vacant and foreclosed homes that reached peak levels during the recession.

⁵ Proposition 218.

Revenues

The revenues for LACSA for FY 10-11 were \$1,981,593. The revenue sources included property assessments which constituted over 99 percent of LACSA's total income. The remainder of the revenue came from interest on investments, program income and other revenues.

Services to LACSA property owners are funded by assessments, which are paid by pre-1978 residential units in the cities of Alameda, Berkeley, Emeryville, and Oakland. A total of 201,424 units were assessed in FY 10-11 for a total amount of \$1,979,878. The assessment amount per unit is \$10. Countywide services to children affected by lead poisoning and their families are funded by a grant from the state Department of Health Services.

Expenditures

Expenditures in FY 10-11 for LACSA were \$2,017,469, which consisted of administrative costs (59 percent), discretionary services and supplies (24 percent), and non-discretionary services and supplies (17 percent). In addition, a small share of expenses was dedicated to the management of lead rehabilitation loans and grants. Total expenditures exceeded total revenues by \$35,876. Any expenditures in excess of revenues are covered by LACSA's fund balance.

Liabilities and Assets

LACSA does not have any long-term debt.

LACSA had a fund balance of \$19,043 at the end of FY 2010-11. LACSA does not have a policy on a specific financial reserve target.

LACSA does not own any equipment or facilities. Therefore, it does not have a need to finance capital projects.

Financing Efficiencies

LACSA engages in joint financing arrangements related to insurance by participating in the County workers' compensation and liability coverage. The County receives excess workers compensation and liability coverage through the California State Association of Counties Excess Insurance Authority—a joint powers authority.

2. MUNICIPAL SERVICES

LEAD ABATEMENT SERVICES

Service Overview

LACSA serves as a financing mechanism for services provided by ACLPPP in the cities of Alameda, Berkeley, Oakland, and Emeryville. Services provided by ACLPPP include a direct information line, public outreach and education, in-home consultations, lead evaluation site visits, State Unsafe Work Practices classes, and Federal Renovation, Repair, and Painting classes.⁶

Through a contract with the state DHS, ACLPPP provides direct case management services to lead-poisoned children and their families throughout Alameda County, advocacy for blood lead screening via collaboration with other health programs, and marketing and consultations to the medical provider community and MediCal managed care organizations.

With federal funding, ACLPPP provides lead hazard reduction services, and increases local capacity to address lead hazards and promote lead-safe practices. The ACLPPP works with housing rehabilitation programs, housing authorities, and property owners to further expand their capacity to safely remediate lead hazards in low-income rental housing in the cities of Alameda, Berkeley and Oakland. Other federal funding enables ACLPPP to reduce the severity of respiratory problems and frequency of emergency visits for children 0-18 years of age.

ACLPPP also works collaboratively with the Alameda County Environmental Health Department to enforce actions against property owners that refuse to take appropriate action to protect lead poisoned children.

Demand for Services

Demand for lead abatement services is driven by the quantity of housing that pre-dates 1978 limitations on the use of lead-based paint, by the volume of construction and

⁶ The CSA provides property-based services that supplement countywide lead case management services provided by the Alameda County Lead Poisoning Prevention Program (ACLPPP). ACLPPP provides public health nurse case management of lead poisoned children and their families countywide. ACLPPP works with local and state organizations to prevent and reduce childhood lead poisoning. ACLPPP services provided countywide include lead hazard identification, blood lead screening, nurse case management, and outreach and education to the public.

rehabilitation activity in such housing, due to dust related to lead-based paint, and by regulatory compliance levels among landlords and property sellers.

The proportion of housing built before 1980 is declining in Alameda County. Countywide, 78 percent of housing units were built before 1980. In Berkeley, 95 percent of housing pre-dates the prohibition of lead-based paint. The share of housing pre-dating this regulation varies throughout the CSA: Alameda (83 percent), Emeryville (59 percent), Oakland (90 percent), and unincorporated (79 percent). Within the unincorporated areas, the prevalence of older housing varies from a high of 95 percent in San Lorenzo to a low of 77 percent in Castro Valley, with Ashland at 81 percent and Cherryland at 84 percent.

The future demand for lead abatement services is also closely aligned with redevelopment efforts within older cities. The LACSA boundaries include many older cities that are expected to continue to grow and older housing that may be remodeled or redeveloped to accommodate the expected population increase.

The number of housing units with lead-based paint will not grow; however, rehabilitation of older housing, if not properly managed, may increase demand for lead abatement services, and an increase in health problems associated with lead poisoning.

Infrastructure and Facilities

LACSA's key infrastructure includes one office in the City of Oakland. The office space is leased by ACLPPP.

Infrastructure Needs or Deficiencies

No infrastructure needs or deficiencies were identified by LACSA as it does not own or operate any facilities or equipment.

Shared Facilities and Regional Collaboration

LACSA engages in joint financing arrangements related to insurance via the County's purchasing pool. The CSA shares its facilities with other agencies and departments.

There may be opportunities for further collaboration between LACSA and the building permit and code enforcement functions at the respective land use authorities within the CSA. Rehabilitation of pre-1978 housing increases the possibility of lead poisoning through dust, and such collaboration may help reduce the risk of lead poisoning.

Service Adequacy

This section reviews indicators of service adequacy, including service complaints and continued willingness of agencies and landowners to work with and contract with LACSA.

Complaints are submitted by customers about services provided by the lead poisoning prevention program as a whole. As noted previously, ACLPPP did not receive any formal complaints in 2011, but it received and responded to two inquiries about service area fee.

LACSA received HUD Round XVI and Round XIX Lead Hazard Control Grants that will provide ongoing funding for the CSA's various lead hazard reduction services. These competitive grants also allow LACSA to strengthen existing partnerships and establish new ones.

LACSA continues to fund property owner education programs through ACLPPP to ensure that lead hazard information is disseminated to the community. Property owners in the cities of Oakland, Berkeley, Alameda, and Emeryville are provided with primary prevention education services. In addition to the Program's website (www.aclppp.org), presentations are made by staff to various targeted community organizations throughout the year. Annually the Program participates in over 35 outreach and education events, conducts over 150 In-Home Consultations, and provides an additional 500 individual consultations via email or the Information Line.

3. MSR DETERMINATIONS

Growth and Population Projections

- ✤ As of 2010, the population within the Lead Abatement County Service Area (LACSA) was 658,559.
- Based on ABAG growth projections, the population of LACSA is anticipated to be 839,039 by 2035, which is equivalent to 27 percent growth over that period.

Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence

Using Census Designated Places, Alameda LAFCo determines that there are no disadvantaged unincorporated communities that meet the basic state-mandated criteria within the County. Alameda LAFCo recognizes, however, that there are communities in the County that experience disparities related to socio-economic, health, and crime issues, but the subject of this review is municipal services such as water, sewer, and fire protection services to which these communities, for the most part, have access.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

- Demand for lead abatement services is driven by the quantity of housing that predates 1978, limitations on the use of lead-based paint, and by the volume of construction and rehabilitation activity on pre-1978 housing stock.
- Older housing is more prevalent in the northern portion of the County, particularly in Berkeley, Oakland, San Lorenzo and Piedmont. In newer growth areas, there is less housing that pre-dates the 1978 prohibition on the use of lead-based paint.
- LACSA has been making cutbacks in response to the economic downturn.
- ✤ No significant infrastructure needs were noted.

Financial Ability of Agency to Provide Services

 LACSA is primarily financed by assessments, and secondarily by public agency and private not-for-profit grants.

- Given that lead poisoning and risk factors are more prevalent in low-income communities, there are limited opportunities to impose assessments to recoup program costs.
- The economic downturn and reductions in state and federal funding have been negatively affecting LACSA financing.
- LACSA has been aggressively retooling its services and attempting to reduce costs. Lead Abatement CSA learns and applies best practices and gets its staff educated on new guidelines and protocols.
- Financing opportunities include increased grant funding. Opportunities requiring majority property owner approval include increased assessments which would require a 2/3 majority voter approval.

Status and Opportunities for Shared Facilities

- ✤ LACSA economizes on office costs by sharing space with other agencies and departments.
- ◆ LACSA engages in joint financing arrangements related to insurance.
- There may be opportunities for further collaboration between LACSA and the building permit and code enforcement functions within the cities served by LACSA.

Accountability for Community Services, Including Governmental Structure and Operational Efficiencies

- LACSA is governed by the Alameda County Board of Supervisors. The Board updates constituents, broadcasts its meetings, solicits constituent input, discloses its finances, and posts public documents on its website.
- LACSA demonstrated accountability in its cooperation with the LAFCo information requests.
- No alternative governance structure options with regard to LACSA were identified.

4. SPHERE OF INFLUENCE UPDATE

Existing Sphere of Influence

The Commission established a coterminous SOI for LACSA (including all unincorporated territory in Alameda County as well as the cities of Alameda, Berkeley, Emeryville, and Oakland) following the last round of MSRs in 2004. Prior to 2009, as areas were annexed to the cities, the territory of all CSAs were automatically adjusted pursuant to State law; however, the CSAs' SOIs have not been automatically adjusted to reflect these changes. Consequently, as areas were annexed into non-member cities between 2006 and 2009, these areas were detached from LACSA and not it's SOI, which was coterminous with the CSA's boundaries as of 2006. After 2009, as these areas were annexed to the cities, the territory remained within LACSA's bounds and SOI.

SOI Options

Two options were identified with respect to LACSA's SOI.

Option #1 – SOI reduction to exclude areas annexed to non-member cities

The SOI for LACSA was established in 2006 during the latest SOI updates as coterminous with its boundaries. Service is efficiently provided and neither the service provider nor recipients have requested an alternative SOI. Should the Commission wish to continue to reflect an existing service boundary (including all unincorporated territory in Alameda County as well as the cities of Alameda, Berkeley, Emeryville, and Oakland), then a reduced SOI would be appropriate. This option would eliminate those areas that have been annexed into cities since 2006.

Option #2 – Extend SOI to be countywide

If the Commission determines that the SOI should include all territory in the County and give other cities an opportunity to be annexed into LACSA, then establishing a countywide SOI would be appropriate.

Recommended Sphere of Influence

Given the fact that LACSA did not propose any changes to its sphere, and no additional cities were identified that wish to annex to the CSA, it is recommended that the Commission reaffirm a coterminous SOI for LACSA.

Proposed Sphere of Influence Determinations

Present and planned land uses, including agricultural and open-space lands

- The boundary area includes a diverse mix of land uses including agricultural and open-space lands.
- The SOI is consistent with planned land uses.
- While some agricultural and open space lands exist in the area, there are no impacts on agricultural and open space lands or Williamson Act contracts as lead abatement services are not considered growth inducing.

Present and probable need for public facilities and services

- There is a present and probable need for lead abatement services as shown by the level of demand for LACSA's services which is correlated with the amount of housing stock built before 1978 when stricter lead-based paint policies went into effect, and with the level of remodeling done on that housing stock.
- The future demand for lead abatement services relates to redevelopment efforts within older cities. LACSA's boundaries include many older cities that are expected to continue to grow and older housing may be remodeled or redeveloped to accommodate the expected population increase.

<u>Present capacity of public facilities and adequacy of public services that the agency</u> <u>provides or is authorized to provide</u>

- LACSA appears to have sufficient capacity to provide an adequate level of services based on sufficient funding levels, types of services and efforts to improve service provision through adopting best practices.
- LACSA conducts performance evaluations, productivity monitoring and performance-based budgeting to improve service efficiency.

Existence of any social or economic communities of interest

LACSA was formed to provide lead abatement services to unincorporated Alameda County and the cities in the County that wish to participate. Within its boundaries, there are various neighborhoods and incorporated cities that comprise social and economic interests.