

Focus Areas

21 Focus Area: Shared Services

21.1 County Overview

21.1.1 Defining Shared Services

Shared services, as defined for this report, includes any strategy in any form for delivering services on a shared basis that improves economies of scale, efficiencies or effectiveness. It is not limited to merely the sharing of programs or functions, but also relates to the sharing of infrastructure and facilities.

21.1.2 Shared Services in Local Government

Municipalities have been sharing services and facilities in Santa Clara County for years. Regional fire services provided by the Santa Clara County Fire Department, wastewater treatment through San Jose’s wastewater treatment facility, and contracted law enforcement services from the Santa Clara County Sheriff’s Office are three examples of inter-municipal cooperation in the County that have endured for well over 40 years.

Cooperation between local agencies can be as simple as two cities sharing a piece of park equipment, but in many cases the issues are more complex. Determining a governance model, assigning operational and administrative responsibility among participants, developing liability and risk management protocols, developing equitable cost allocation and funding methodologies, identifying dissolution strategies, and deciding on the form of agreement are all complexities that agencies must address in creating shared services models.

In most cases, successful service sharing is tested against the “Three E’s”:

- **Economy:** Does the arrangement reduce current program costs now or in the future?
- **Efficiency:** Does the arrangement improve the current delivery of programs or services?
- **Effectiveness:** Does the arrangement allow the participants to deliver improved services from qualitative perspectives that, individually, would be difficult to replicate?

Shared services arrangements need not meet all of the Three E’s, but any one of the three may be met in order for a service to be considered successful.

Shared services in which a municipality may participate take many different forms. Each is described below.

- ***Joint powers agreement (JPA):*** entities created by two or more public entities jointly exercising powers common to all of them under California Government Code §6502.
- ***Contracts between public agencies:*** these typically take three forms in a shared services model:
 - ***Memorandum of understanding (MOU):*** a multilateral agreement between two or more parties with a common intent to act together towards a set of common purposes.
 - ***Joint use agreement (JUA):*** a formal agreement between two or more parties to share use of property or facilities.

- **Contracts or other agreements:** shared services may also simply take the form of a contract for service, with one or multiple parties having an agreement with the service provider.
- **Public-Private Partnerships:** a contractual arrangement whereby the resources, risks and rewards of both a public agency and private company are combined to provide greater efficiency, better access to capital, and improved compliance with a range of government regulations regarding the environment and workplace.

In the purest sense, shared services typically do not include outsourcing arrangements, whereby an entity has decided to contract services to another party or entity. However, in many situations these outsourcing arrangements are becoming shared services arrangements. The outsourcing of law enforcement services to the County Sheriff's Office is a prime example. As more agencies contract with the Sheriff, the overall provision of law enforcement in the region changes the nature from a one-to-one contract to that of a region shared service. The contractual relationship is between the Sheriff and the contracting agency, but the provision of the services take the form of a true cooperation among agencies. For purposes of this report, outsourced services are included in the analysis of shared services across the County.

Special Districts are a separate form of local government established under state law to meet a specific community need that a city or county may not otherwise be able to provide. Special districts represent an alternate form of providing services within their established boundaries. However, for purposes of evaluating shared services in a cities services review, special districts are not included in this shared services analysis as their jurisdictional authority allows them to provide services within or across multiple agencies. However, to the extent that cities contract for services with special districts outside of the district's normal service boundaries, those contracts have been noted herein.

21.1.3 Shared Services at a Glance – An Overview of Shared Services in the County

Throughout the course of the Cities Service Review, Management Partners spoke with each agency to determine the nature and extent of shared services in which they participate. This study did not include fire or water services as those were covered in previous LAFCO service reviews.

Shared services that were identified in this cities services review in Santa Clara County are grouped into the following three categories:

1. Joint Powers Agreements
2. Contracts Between Public Agencies
3. Public-Private Partnerships

21.1.3.1 JOINT POWERS AGREEMENTS

Table 211 provides an overview of the JPAs in place throughout Santa Clara County and are broken down by service area.

Table 211. Joint Powers Agreements in Santa Clara County

Service / Name of JPA	Members	Governance Structure	Purpose
Animal Control			
Silicon Valley Animal Control Authority	<ul style="list-style-type: none"> • Campbell • Monte Sereno • Mountain View • Santa Clara 	Board of Directors composed of one councilmember from each member agency	Animal care and control services for the residents of the communities comprised of the four member agencies
Law Enforcement			
Silicon Valley Regional Interoperability Authority	<ul style="list-style-type: none"> • Campbell • Cupertino • Gilroy • Los Altos • Los Gatos • Milpitas • Morgan Hill • Mountain View • Palo Alto • Santa Clara • San Jose • Saratoga • Sunnyvale 	Board of Directors consisting of elected officials as follows: <ul style="list-style-type: none"> • One representing Campbell, Cupertino, Monte Sereno, Saratoga and Los Gatos • One representing Los Altos, Mountain View and Palo Alto • One representing County Board of Supervisors • Two representing San Jose • One representing the County Sherriff's Office • One representing Milpitas, Santa Clara and Sunnyvale • One representing Morgan Hill and Gilroy • One as a City Selection Committee appointee for Santa Clara County 	Identify, coordinate and implement public safety communications interoperability solutions to its members

Service / Name of JPA	Members	Governance Structure	Purpose
Library			
Santa Clara County Library District	<ul style="list-style-type: none"> • Campbell • Cupertino • Gilroy • Los Altos • Los Altos Hills • Milpitas • Monte Sereno • Morgan Hill • Saratoga • County of Santa Clara 	Board of Directors consisting of one member of each of the nine member city councils, and two members from the Santa Clara County Board of Supervisors	Library services
Solid Waste			
West Valley Solid Waste Management Authority	<ul style="list-style-type: none"> • Campbell • Los Gatos • Monte Sereno • Saratoga 	Board of Directors consisting of elected officials from its four member agencies	Arrange for and manage the collection, disposal, recycling and landfill diversion of solid waste originating in the four member municipalities
Stormwater			
San Francisquito Creek Joint Powers Authority	<ul style="list-style-type: none"> • Palo Alto • Menlo Park • East Palo Alto • County of San Mateo • Santa Clara Valley Water District 	Board of Directors consisting of elected leaders from its five member agencies	Address flooding, environmental and recreational concerns along the San Francisquito Creek and San Francisco Bay
Wastewater			
South County Regional Wastewater Authority	<ul style="list-style-type: none"> • Gilroy • Morgan Hill 	Board of Directors representing the cities of Gilroy (three appointees) and Morgan Hill (two appointees)	Wastewater treatment management for the cities of Gilroy and Morgan Hill

Service / Name of JPA	Members	Governance Structure	Purpose
Other			
Santa Clara Valley Habitat Agency	<ul style="list-style-type: none"> • Gilroy • Morgan Hill • San Jose • County of Santa Clara • Santa Clara Valley Water District • Santa Clara Valley Transportation Authority 	Governing Board comprised of two representatives of each of the four participating jurisdictions (three cities plus the County)	Implementation of the Habitat Plan, providing streamlined state and federal permitting for public and private projects, and addressing impacts of projects on endangered and threatened species and their habitats

21.1.3.2 CONTRACTS BETWEEN PUBLIC AGENCIES

Table 212 provides an overview of the contracts in place between various agencies within Santa Clara County. They are identified by city.

Table 212. Contracts Between Public Agencies in Santa Clara County

Provides Services To		Receives Services From	
Service	Agencies	Service	Agency
Campbell			
Other – Information Technology Services	<ul style="list-style-type: none"> • Monte Sereno 	Law Enforcement – Public Safety Dispatch (Shared)	<ul style="list-style-type: none"> • Milpitas
		Public Works – Equipment (Shared)	<ul style="list-style-type: none"> • Cupertino • Los Gatos
		Recreation Facilities – Sports Fields	<ul style="list-style-type: none"> • Campbell Union High School District
Cupertino			
		Animal Control	<ul style="list-style-type: none"> • San Jose
		Law Enforcement – Police	<ul style="list-style-type: none"> • Santa Clara County Sheriff
		Public Works – Equipment (Shared)	<ul style="list-style-type: none"> • Campbell • Los Gatos
Gilroy			
Recreation Facilities – Gymnasium, Aquatics	<ul style="list-style-type: none"> • Christopher High School • Gilroy High School 	Other – Environmental Services Manager	<ul style="list-style-type: none"> • Morgan Hill
		Law Enforcement – SWAT (Shared)	<ul style="list-style-type: none"> • Morgan Hill

Provides Services To		Receives Services From	
Service	Agencies	Service	Agency
		Stormwater – Compliance (Shared)	<ul style="list-style-type: none"> Morgan Hill
Los Altos			
		Animal Control	<ul style="list-style-type: none"> Palo Alto
		Law Enforcement – SWAT (Shared)	<ul style="list-style-type: none"> Palo Alto Sunnyvale
		Law Enforcement – Public Safety Dispatch (Shared)	<ul style="list-style-type: none"> Mountain View Palo Alto
		Recreation Services – Program (Shared)	<ul style="list-style-type: none"> Los Altos Hills
		Wastewater – Treatment	<ul style="list-style-type: none"> Palo Alto
Los Altos Hills			
		Animal Control	<ul style="list-style-type: none"> Palo Alto
		Law Enforcement – Police	<ul style="list-style-type: none"> Santa Clara County Sheriff
		Recreation Services – Program (Shared)	<ul style="list-style-type: none"> Los Altos
		Wastewater – Treatment	<ul style="list-style-type: none"> Palo Alto
Los Gatos			
Law Enforcement – Emergency Operations Center	<ul style="list-style-type: none"> Monte Sereno 	Animal Control	<ul style="list-style-type: none"> San Jose
Law Enforcement – Police	<ul style="list-style-type: none"> Monte Sereno 	Public Works – Equipment (Shared)	<ul style="list-style-type: none"> Campbell Cupertino
		Recreation Services (Contract)	<ul style="list-style-type: none"> Los Gatos-Saratoga Recreation District
Milpitas			
		Animal Control	<ul style="list-style-type: none"> San Jose
		Law Enforcement – Public Safety Dispatch (Shared)	<ul style="list-style-type: none"> Campbell
		Wastewater - Treatment	<ul style="list-style-type: none"> San Jose / Santa Clara Regional Wastewater Facility
Monte Sereno			
		Law Enforcement – Emergency Operations Center	<ul style="list-style-type: none"> Los Gatos
		Law Enforcement – Police	<ul style="list-style-type: none"> Los Gatos

Provides Services To		Receives Services From	
Service	Agencies	Service	Agency
		Other – Information Technology Services	<ul style="list-style-type: none"> Campbell
		Recreation Services (Contract)	<ul style="list-style-type: none"> Los Gatos-Saratoga Recreation District
Morgan Hill			
Other – Environmental Services Manager	<ul style="list-style-type: none"> Gilroy 	Stormwater – Compliance (Shared)	<ul style="list-style-type: none"> Gilroy
Law Enforcement – SWAT	<ul style="list-style-type: none"> Gilroy 		
Mountain View			
Law Enforcement – Special Events	<ul style="list-style-type: none"> Santa Clara 	Law Enforcement – Public Safety Dispatch (Shared)	<ul style="list-style-type: none"> Los Altos Palo Alto
Wastewater – Collection and Transfer	<ul style="list-style-type: none"> Moffett Field (NASA) 	Recreation Facilities – Sports Fields	<ul style="list-style-type: none"> Mountain View-Whisman School District
		Solid Waste – Processing, Recycling and Transfer	<ul style="list-style-type: none"> Sunnyvale
		Wastewater – Recycled Water	<ul style="list-style-type: none"> Palo Alto
		Wastewater – Treatment	<ul style="list-style-type: none"> Palo Alto
Palo Alto			
Animal Control	<ul style="list-style-type: none"> Los Altos Los Altos Hills 	Law Enforcement – SWAT (Shared)	<ul style="list-style-type: none"> Los Altos Sunnyvale
Wastewater – Recycled Water	<ul style="list-style-type: none"> Mountain View 	Law Enforcement – Public Safety Dispatch (Shared)	<ul style="list-style-type: none"> Los Altos Mountain View
Wastewater – Treatment	<ul style="list-style-type: none"> Los Altos Los Altos Hills Mountain View Moffett Field (NASA) 	Recreation Facilities – Sports Fields	<ul style="list-style-type: none"> Palo Alto Unified School District
		Solid Waste – Processing, Recycling and Transfer	<ul style="list-style-type: none"> Sunnyvale
San Jose			
Animal Control	<ul style="list-style-type: none"> Cupertino Los Gatos Milpitas Saratoga 		
Library – Facilities	<ul style="list-style-type: none"> San Jose State University 		

Provides Services To		Receives Services From	
Service	Agencies	Service	Agency
Wastewater – Treatment (Jointly Owned with San Jose)	<ul style="list-style-type: none"> • Milpitas • Cupertino Sanitary District • West Valley Sanitation District • County Sanitation Districts 2-3 • Burbank Sanitary District 		
Santa Clara			
Wastewater – Treatment (Jointly Owned with San Jose)	<ul style="list-style-type: none"> • Milpitas • Cupertino Sanitary District • West Valley Sanitation District • County Sanitation Districts 2-3 • Burbank Sanitary District 	Law Enforcement – Special Events	<ul style="list-style-type: none"> • Mountain View • Sunnyvale
Saratoga			
		Animal Control	<ul style="list-style-type: none"> • San Jose
		Law Enforcement – Police	<ul style="list-style-type: none"> • Santa Clara County Sheriff
		Recreation Facilities – Sports Fields	<ul style="list-style-type: none"> • Campbell Union High School District
		Recreation Services (Contract)	<ul style="list-style-type: none"> • Los Gatos-Saratoga Recreation District
Sunnyvale			
Solid Waste – Processing, Recycling and Transfer Station	<ul style="list-style-type: none"> • Mountain View • Palo Alto 		
Wastewater – Collection and Transfer	<ul style="list-style-type: none"> • Moffett Field (NASA) 		
Wastewater – Recycled Water	<ul style="list-style-type: none"> • Moffett Field (NASA) 		

21.1.3.3 PUBLIC-PRIVATE PARTNERSHIPS

Table 213 provides an overview of the public-private partnerships that were identified by city staff during the course of the cities services review.

Table 213. Public-Private Partnerships Identified by Cities

City	Private Partner(s)	Service
Palo Alto	Avenidas	Senior services provided to residents from City-owned facilities through a rent-free use agreement
Morgan Hill	YMCA of Silicon Valley	Operation of Centennial Recreation Center and Senior Center, providing recreation and senior programs to the community
San Jose	Various non-profit agencies	Leases 42 of 54 city-owned community centers to nonprofit organizations to provide recreation and community services at no or low cost

21.1.4 Opportunities for Additional Shared Service Arrangements

Several areas were identified as opportunities for further expansion of cooperative models of shared services. Some of these opportunities are underway in various stages of discussion, while others would require further research by agencies throughout the County.

Shared service opportunities identified in the Cities Service Review are summarized below.

21.1.4.1 ANIMAL CONTROL AND SHELTER SERVICES

In order to protect the health and safety of the community, cities will typically enact ordinances that establish laws regarding animals within its jurisdictional boundaries. These laws are administered through animal control services. Cities may decide to handle animal control themselves, partner with other agencies to provide those services, or outsource those service to a third party (typically a nonprofit organization such as a humane society). The cities of Palo Alto and San Jose both handle their own animal control and shelter services, and share those services with other agencies. Similarly, the SVACA JPA serves Campbell, Monte Sereno, Mountain View and Santa Clara. Palo Alto indicated the potential to spin off their animal control services to a nonprofit humane society in the future should the costs for providing those services become prohibitive. Counties such as San Mateo have consolidated all of their animal control services to a nonprofit humane society whose contract is managed by the County. There may be greater opportunities to explore a larger animal control network within the County to provide economies of scale in serving the County's animal control and sheltering needs.

21.1.4.2 LAW ENFORCEMENT DISPATCH

Every city in Santa Clara County provides a public safety answering point (PSAP) within its jurisdiction. A PSAP is a call center responsible for answering calls to an emergency telephone number (9-1-1) for police, fire or ambulance services. Five agencies in the County are currently sharing public safety dispatch services in some fashion, and most agencies have backup arrangements with other public safety answering points (PSAPs) for dispatch services when a PSAP is unable to receive or dispatch calls. Police dispatch is an area where many agencies in the region have identified opportunities to consolidate services. Consolidated fire dispatch has had greater success in recent years than consolidated police dispatch. Nevertheless, there are opportunities to eliminate redundant or duplicative services depending on call volume during peak periods to allow for consolidated police dispatch services among county PSAPs.

21.1.4.3 ATHLETIC FIELDS AND PARKS FACILITIES

Cities continue to seek ways to meet the demands for recreational services and facilities in the Bay Area. The growing population in the County is placing greater demands for such amenities as

athletic fields to support youth and adult sports leagues such as baseball, softball, soccer and football. Palo Alto's soccer fields are being used at capacity, while other fields such as softball or baseball fields have excess capacity that could be shared with other communities and the schools. In addition, Palo Alto is also exploring opportunities with the local school districts to provide park use during school hours. Doing so will provide opportunities to share the cost of parks maintenance. There are several other opportunities to share existing open space to meet the growing demands placed on the region through increased commercial investments and housing within the County. These would require developing joint use agreements, MOUs, or other forms of agreement.

21.1.4.4 RECREATION SERVICES AND FACILITIES

As indicated above, the growing population in the County is placing greater demands for recreation services and facilities. Adult education classes, senior services, youth classes and event, and other recreation opportunities continue to be in demand, and yet some jurisdictions have multiple facilities or service providers that in some cases may be providing overlapping recreational services. Cupertino is one such city where this is occurring. Staff indicated that the City and the library (operated by the Library District) in some cases overlap recreational services such as adult education, classes for preschoolers, and after school programs. Both the City and the Library are providing these types of classes to their respective constituents. There could be opportunities for Cupertino, and perhaps the other cities that participate in the Santa Clara County Library District, to enter into shared services arrangements to enhance and eliminate duplicated services in a more seamless fashion.

In addition, the Rancho Rinconada Recreation and Park District is a small special district that operates a recreation facility with swimming pool, playground, and other recreational amenities within the City of Cupertino. There may be opportunities to explore shared services with the District to serve Cupertino and other neighboring cities, including western San Jose, Saratoga and Campbell. There may be several other opportunities for agencies to work more closely with private facilities (e.g., private community centers, athletic facilities) to extend existing recreational services at a reasonable cost based on growing demands for services.

21.1.4.5 SOLID WASTE MANAGEMENT AND RECYCLING PROGRAMS

California adopted its first statewide, general recycling program in 1989 with the passage of AB939 that required jurisdictions to implement a program to achieve a 25% diversion of all solid waste from landfills by January 1, 1995, and 50% diversion rate by January 1, 2000. Prior to 2007, diversion rates were calculated using an adjustment method that relied on a complicated formula that took into account taxable sales adjusted for inflation, employment and population. In 2007, solid waste diversion calculations were changed to reflect a per capita system that relies on existing reporting systems and uses a simple formula based solely on disposal and population. In 2011, the Legislature enacted AB341, establishing a statewide policy goal of 75% recycling, including source reduction, recycling and composting by 2020, using the period from 1990 to 2010 as the benchmark. CalRecycle was established as the oversight agency to ensure the state goals are met. CalRecycle works with local jurisdictions through permitting processes to ensure that state goals are achieved. Local agencies continue to work with their solid waste service providers to ensure these goals are achieved.

Regional collaboration becomes more important in this new solid waste management era. Examples of regional solid waste recycling and management programs include the West Valley Solid Waste Management Authority, a JPA serving Campbell, Los Gatos, Monte Sereno and Saratoga. The JPA allows those agencies to combine efforts in managing the collection, disposal, recycling and landfill

diversion of solid waste originating in those municipalities. Twelve agencies in San Mateo County through the South Bayside Waste Management Authority have experienced the benefits of combining resources to procure solid waste services from one provider and achieve greater diversion rates. In addition, the regional collaboration provides for economies of scale to lower costs for collection, disposal, and recycling services for the communities. This opportunity should be explored further within Santa Clara County to allow agencies to work together in meeting their collective solid waste goals and provide economic and efficiency benefits within their communities.

21.1.4.6 STORMWATER MANAGEMENT

In order to stop the spread of pollution into the nation’s water supply, the Water Pollution Control Act (or “Clean Water Act”) creates a framework for regulating storm water discharges under the National Pollutant Discharge Elimination System (NPDES) Permit system. Cities and other jurisdictions that operate storm water systems must apply for a municipal storm water permits. In 2013, the State Water Resources Control Board issued new permitting standards for “Phase II Small MS4 Permits” that introduced new, more stringent standards relative to stormwater runoff discharge standards and water quality issues after projects are built. These new federal and state requirements for managing stormwater run-off were mentioned by several agencies as a difficult issue they are addressing. A few cities indicated interest in greater collaboration regarding effective strategies to handle the reporting and administrative aspects of the new regulations. All agencies are working with one another in this regard. All agencies except for Gilroy and Morgan Hill (due to geographic constraints) participate in the Santa Clara Valley Urban Runoff Pollution Prevention Program, or SCVURPPP, which is an association of the cities, the County, and the Santa Clara Valley Water District, to prevent pollutants generated from activities in urban service areas from entering runoff to the fullest extent practicable. Through SCVURPP, member agencies share a common NPDES permit to discharge stormwater to South San Francisco Bay. Gilroy and Morgan Hill are working together in the same fashion towards NPDES permitting and compliance issues. It was felt, however, there could be advantages to having agencies within the County sharing management oversight of each system’s discharge requirements and working more closely with maintenance operations in each agency.

21.1.4.7 UTILITIES—COMMUNITY CHOICE AGGREGATION

In 2002, AB 117 enabled communities to form community choice aggregations to create alternatives to investor-owned utilities for the procurement of electricity. Community choice aggregations (CCA) allow communities to gain greater control of electricity and energy pricing, provide greater local economic benefits with reduced power costs, and the opportunity to accelerate the implementation of clean power initiatives such as solar. A CCA becomes a shared service in that multiple agencies may partner together to acquire clean energy that reduces costs and provides economies of scale for their constituents similar to regional collaborations for the procurement of solid waste providers. Several communities in the County have been discussing the opportunity to create a CCA. Sunnyvale, Cupertino, Mountain View, Monte Sereno and the County have approved an agreement to move forward on the CCA and are sharing funding of a technical feasibility study. Lower electricity costs will be beneficial for both the agencies and the communities they serve.

21.1.4.8 WASTEWATER TREATMENT—RECYCLED WATER

The drought currently being experienced in California is requiring all agencies in the state to become more efficient in its use of this precious resource. Where desalination plants were a primary focus along the California coastline, more agencies are now capitalizing on improvements in recycled water technology as a means of managing their water resources on a long-term basis.

Palo Alto, through its wastewater treatment plant, provides recycled water within its community and is currently exploring opportunities to provide that water to other agencies. Mountain View indicated its interest in recycled water for the areas along Middlefield and North Whisman. San Jose and Santa Clara’s treatment plants are providing recycled water for landscaping, and are now in the process of identifying possible improvements to create potable water sources in their plant upgrade and expansion plans.

Opportunities exist to expand the conversion of wastewater discharges into usable water resources within the region. Recycled water delivery systems (or “purple pipe” as they are known) can be costly to put in place. Further advancements in recycled water technology such those being investigated in San Jose could eliminate these costs by returning potable drinking water back in existing water delivery systems. Agencies that run treatment plants are already in various stages of exploring recycled water opportunities, and engagement in these initiatives should also involve water utilities and other clean water initiatives within the County.

21.1.4.9 OTHER SERVICES

- **Large Equipment Maintenance.** The cities of Santa Clara, Cupertino and Campbell are discussing an opportunity to share large pieces of equipment used by their public works and parks maintenance operations. While most cities need recurring, everyday equipment readily at hand to serve their communities, other large pieces of equipment used on a less frequent basis (e.g., sewer vacuum jet trucks) can save acquisition and maintenance costs if shared.

21.1.4.10 OTHER SERVICE OPPORTUNITIES OUTSIDE OF THE CITIES SERVICE REVIEW

Agencies identified other service opportunities outside the scope of services reviewed in the Cities Service Review. These additional opportunities are identified below.

- **Consolidated Fire Dispatch.** San Mateo County implemented a countywide shared services model for fire dispatch in the late 1990s that has provided economies of scale and more effective dispatch of fire and emergency medical services throughout the County. Collaboration among cities and the county, fire agencies, dispatch centers in each city (known as PSAPs), and ambulance providers was required to implement the model that is able to successfully manage large-scale countywide responses, such as the San Bruno Pipeline Explosion in 2010. Mountain View, Palo Alto, San Jose and the County are currently discussing joint fire dispatch; an opportunity that may wish to be explored countywide.
- **Ambulance Transport.** When the Emergency Medical Services Act was implemented in the 1980s, agencies that were providing ambulance transport services were grandfathered into the new legislation and allowed to maintain their transport rights under section 1797.201 of the California Health and Safety Code. Otherwise, those rights vested with the County. In Santa Clara County, Palo Alto is the only city that maintains its so-called “201 rights.” Palo Alto is interested in exploring opportunities within state law to provide ambulance transport services to other agencies adjacent to it, or otherwise seek other means of reducing operating costs in a more collaborative model countywide without losing its rights under existing state law.
- **Emergency Preparedness and Operations.** The Town of Los Gatos and City of Monte Sereno share an emergency operations center, and Los Gatos has provided emergency preparedness training to Monte Sereno for over 10 years. Most other cities have their own operations centers, and during emergency events tend to provide support as necessary.

There are shared services opportunities in the form of community preparedness training, staff emergency operations training, and operation center use agreements that could support a more robust emergency response within the County.

- **Community Shuttle System.** Mountain View is working with its largest employer, Google, to develop a community shuttle system that would serve the various Google facilities and provide opportunities for the general public within the city. As cities look to explore means of dealing with increased traffic demands, partnering with the Santa Clara County VTA, other local agencies, and the local business community could provide opportunities to provide lower cost transportation alternatives for those cities with dense housing and commercial areas.

21.1.4.11 SHARED SERVICES DETAILS FOR EACH AGENCY BY REGION

The following sections provide greater details regarding the shared services models currently used by agencies. The agencies have been categorized based on region to reflect the localized nature of service sharing presently taking place within Santa Clara County.

21.2 North County

North County, as defined for this section, includes Los Altos, Los Altos Hills, Mountain View, Palo Alto, and Sunnyvale. Because of their geographic proximity, these cities have combined efforts in several areas, including wastewater treatment, animal control services, recreation services, and in some cases have identified further shared services opportunities as discussed below.

21.2.1 Los Altos

Los Altos is engaged in shared services in several key areas of municipal service delivery through the use of JPAs, contracts, and partnership agreements. Through a partnership agreement with the City of Palo Alto, Los Altos is one of five member agencies that use a portion of the Palo Alto RWQCP capacity for wastewater treatment. The City is one of nine served by the County's library district. Animal control services are provided on a contract basis by the City of Palo Alto. A tri-city interoperability partnership between Los Altos, Palo Alto, and Mountain View offers a local dispatch center. While there is no formal agreement in place, the City of Los Altos and the Town of Los Altos Hills have a history of sharing senior program and sports league services.

21.2.2 Los Altos Hills

Los Altos Hills is engaged in extensive shared services in several key areas of municipal service delivery through the use of JPAs, contracts and partnership agreements. Through a partnership agreement with the City of Palo Alto, the Town is one of five member agencies that use a portion of the Palo Alto Regional Water Quality Control Plant's capacity for wastewater treatment. The Town is one of nine agencies served by the County's library district. The Town receives law enforcement services through a contract with the County Sheriff's Office. Animal control services are provided on a contract basis by the City of Palo Alto. The City of Los Altos and the Town of Los Altos Hills have a history of sharing senior program and sports league services.

The Town elected to not actively participate in the Silicon Valley Regional Interoperability Authority (SVRIA) because police dispatch services is included with the County Sheriff's Office contract. However inasmuch as the County participates in that JPA, the Town is an indirect participant in that initiative.

21.2.3 Mountain View

Mountain View is engaged in sharing municipal service delivery in several service areas through the use of JPAs, contracts and partnerships. The City is one of four member agencies in the Silicon Valley Animal Control Authority for animal control services. Through a partnership agreement with Palo Alto, the City is one of five member agencies that use a portion of the Palo Alto Regional Water Quality Control Plant's capacity for wastewater treatment. The plant also provides recycled water to the North Bayshore region. Mountain View also acts as a transfer point for wastewater collected by Moffett Field that is transported to the plant.

The City maintains an agreement with the Mountain View-Whisman School District which allows for joint use of school athletic fields and facilities by residents. The School District also allows the City to build and maintain facilities on school sites. Mountain View participates in a consolidated public safety dispatch system with Los Altos and Palo Alto. Mountain View also uses the Sunnyvale SMaRT Station for solid waste processing, recycling, and as a transfer station for disposal.

Mountain View is looking to expand its cooperative agreements with other public entities and private partners as follows:

- The City is interested in expanding recycled water access to the Middlefield and North Whisman areas in the future, but costs to extend "purple pipe" to those areas will need to be a partnership with the commercial areas that will be served by it.
- The City is an active participant in conversations regarding consolidated fire dispatch with Palo Alto, San Jose, and the County.
- There is interest in seeking shared services opportunities in the areas of wastewater, stormwater and fleet management services.
- The City and Google have a longstanding relationship as a result of Google's investment in the community. They are exploring opportunities to provide a community shuttle system to residents and Google employees using an all-electric fleet.

21.2.4 Palo Alto

Palo Alto is engaged in sharing municipal service delivery through the use of contracts and partnerships in several areas. Palo Alto provides wastewater treatment services to several communities through partnership agreements with those agencies, and through its treatment plant, which has the ability to provide recycled water for non-potable purposes. Palo Alto has an agreement with the Palo Alto Unified School District to share the use of elementary and middle school athletic fields. The City has partnered with a nonprofit agency, Avenidas, to provide senior program services. Avenidas leases building space from the City at no charge, and provides residents with senior services.

Palo Alto provides animal control services on a contract basis to Los Altos and Los Altos Hills, but has indicated that it needs to find new partners or more expansive shared services opportunities to maintain the service. Otherwise, it may seek the services of a nonprofit humane society to operate the service. Palo Alto participates with Los Altos and Mountain View in a consolidated public safety dispatch system. Palo Alto also uses the Sunnyvale SMaRT Station for solid waste processing, recycling, and as a transfer station for disposal.

The City has rights under state law to provide ambulance transport services, and is seeking ways within the law to extend those services to other local agencies.

Finally, the City is interested in greater shared facilities opportunities for its athletic fields and parks with other cities and local school districts.

21.2.5 Sunnyvale

Sunnyvale is the primary service provider for most major municipal services, and participates in relatively few shared services arrangements with other agencies. One key area of shared service is providing wastewater treatment capacity and services to Moffett Field. The City also works collaboratively with the police departments of Palo Alto, Mountain View and Los Altos on police SWAT services and training.

Sunnyvale owns the Sunnyvale Materials Recovery and Transfer Station (SMaRT Station), which is operated by a private company under contract with the City, to provide solid waste processing, recycling and as a transfer station for solid waste disposal. The SMaRT Station also serves the cities of Mountain View and Palo Alto under services agreements with those cities.

The City is analyzing the possibility of sharing such services as electricity provision through a CCA, wastewater treatment capacity (Sunnyvale's current system is reaching capacity), and a more regional approach to recycled water provision by tying in the Palo Alto, San Jose/Santa Clara, and Sunnyvale treatment systems.

21.3 West Valley

The West Valley consists of Campbell, Cupertino, Los Gatos, Monte Sereno, and Saratoga. These communities share several similar traits, including low- to moderate-density housing, a high focus on recreational amenities and open space, and a similar demographic mix. Their geographic proximity to one another has led to shared services opportunities in the area of solid waste, wastewater collection and treatment, recreation services, and law enforcement, as further discussed below.

21.3.1 Campbell

Campbell is engaged in sharing several key areas of municipal service delivery through the use of JPAs, special districts, contracts and partnership agreements. Campbell collaborates with neighboring jurisdictions in the areas of solid waste (through the West Valley Solid Waste Management Authority) and wastewater collection (through the West Valley Sanitation District). The City is one of nine served by the County's library district. The City is one of four member agencies in the Silicon Valley Animal Control Authority for animal control services.

Campbell Union High School District also partners with the City to share school fields. Campbell provides information technology management and support to the City of Monte Sereno. Campbell and Milpitas are providing shared public safety dispatch services with one another through an agreement. The City also shares maintenance equipment with the cities of Campbell, Cupertino and Los Gatos.

Campbell is currently in discussions with the City of San Jose about Hammond Park. If discussions are successful, Campbell would maintain the park in exchange for San Jose's providing rangers on the park's trails. Campbell shares the Hamilton and Bascom roadways with San Jose, so these two cities coordinate needed maintenance.

Campbell has an MOU with San Jose to maintain signal infrastructure at shared intersections, and Campbell indicated interest in expanding this agreement.

21.3.2 Cupertino

Cupertino is engaged in extensive shared services in several key areas of municipal service delivery through the use of JPAs, contracts and special districts. The City is one of nine served by the County's library district. The City receives law enforcement services through a contract with the County Sheriff's Office. Animal control services are provided on a contract basis by San Jose. Cupertino also partners with the Cupertino Union High School District to share school fields.

There is the potential for expanded recreational service sharing in two areas. The City, Cupertino Library (operated by the County Library District), and Rancho Rinconada Recreation and Park District provide overlapping recreation services within its municipal boundaries. The City is interested in discussing opportunities to consolidate or eliminate redundant services through a shared services model.

The City is also interested in exploring ways that community emergency preparedness training can be provided on a regional basis.

21.3.3 Los Gatos

Los Gatos is engaged in extensive shared services in several key areas of municipal service delivery through the use of JPAs, contracts and special districts. As part of the West Valley Solid Waste Management JPA, Los Gatos collaborates with neighboring jurisdictions to provide solid waste service to residents. Wastewater treatment is handled by the San Jose-Santa Clara Regional Wastewater Facility. Los Gatos and Monte Sereno have a joint Police Department that serves the two jurisdictions with Los Gatos employees. Recreation and senior services are provided through a contract with the Los Gatos-Saratoga Recreation District. The City of San Jose provides animal control services to the City.

21.3.4 Monte Sereno

Monte Sereno is the smallest community in the County and relies extensively on shared services agreements for several key areas of municipal service delivery. Monte Sereno collaborates with neighboring jurisdictions in the areas of solid waste (through the West Valley Solid Waste Management Authority) and wastewater collection (through the West Valley Sanitation District). The City is one of nine served by the County's library district. Monte Sereno receives parks and recreation services through a contract with the Los Gatos-Saratoga Recreation District. Los Gatos and Monte Sereno have a joint Police Department that serves the two jurisdictions with Los Gatos employees, which is housed in a facility in Los Gatos. The City has a contract with Campbell for information technology services.

Monte Sereno and Los Gatos share an emergency operations center, and Monte Sereno employees have trained with Los Gatos for the past ten years in emergency operations management. However due to capacity issues, Monte Sereno has begun to explore the possibility of sharing this function with other West Valley cities.

Monte Sereno recently began to explore the possibility of contracting with a nearby city for building inspections. The City has had discussions in the past with Los Gatos about sharing additional functions, such as human resources and public works. Finally, Monte Sereno is discussing opportunities with other cities in the area and the County to participate in the CCA efforts for electricity sharing.

21.3.5 Saratoga

Saratoga is engaged in extensive shared services in several key areas of municipal service delivery through the use of JPAs, contracts and special districts. Saratoga collaborates with neighboring jurisdictions in the areas of solid waste (through the West Valley Solid Waste Management Authority) and wastewater collection (through the West Valley Sanitation District). The City is one of nine served by the County's library district. The City receives law enforcement services through a contract with the County Sheriff's Office. Animal control services are provided on a contract basis by the City of San Jose. The City receives parks and recreation services through a contract with the Los Gatos-Saratoga Recreation District. Saratoga also partners with the Campbell Union High School District to share school fields.

Saratoga is interested in exploring opportunities with other agencies to address the increased stormwater management issues relative to the new federal and state regulations on stormwater discharge and treatment.

Finally, the City is partnering with the Midpeninsula Regional Open Space District to create a new park within Saratoga for the benefit of residents within the City and the region.

21.4 South County

The South County consists of Morgan Hill and Gilroy. The undeveloped area between south San Jose and Morgan Hill creates a natural buffer that makes it difficult for these two cities to share services to any great extent with the rest of the cities or other agencies in the County. Their adjacency and similarity in issues surrounding open space, environmental protection and agricultural lands allow these two agencies to share services in several areas, as more fully described below.

21.4.1 Morgan Hill

Morgan Hill is engaged in extensive shared services, particularly with Gilroy, for several key areas of municipal service delivery. The City is one of nine served by the County's library district. The City shares its SWAT and negotiation team services with Gilroy. In addition, Morgan Hill and Gilroy are partners in the operation of the South County Regional Wastewater Authority.

Recently, Morgan Hill and Gilroy provided joint funding for a shared position to ensure compliance with stormwater requirements. While both cities provide funding for the position, the shared environmental services manager is housed in the City of Morgan Hill.

Along with the cities of San Jose, Gilroy, the County of Santa Clara, the Santa Clara Valley Water District and Santa Clara VTA, Morgan Hill helped prepare the Santa Clara Valley Habitat Plan, which provides a long-term coordinated program for habitat restoration and conservation.

Morgan Hill partners with the YMCA of Santa Clara Valley for the operation of the Centennial Recreation Center and senior center.

The City would like to explore other opportunities for collaboration of shared services to address issues such as housing and transportation.

21.4.2 Gilroy

Gilroy is engaged in extensive shared services, particularly with Morgan Hill, for several key areas of municipal service delivery. The City is one of nine served by the County's library district. The City

obtains SWAT and negotiation team services from Morgan Hill. In addition, Gilroy and Morgan Hill are partners in the operation of the South County Regional Wastewater Authority.

Recently, Gilroy and Morgan Hill provided joint funding for a shared position to ensure compliance with stormwater requirements. While both cities provide funding for the position, the shared environmental services manager is housed in the City of Morgan Hill.

Along with the cities of San Jose, Morgan Hill, the County of Santa Clara, the Santa Clara Valley Water District and Santa Clara VTA, Gilroy helped prepare the Santa Clara Valley Habitat Plan, which provides a long-term coordinated program for habitat restoration and conservation.

Staff noted that the shared wastewater treatment plant runs with extra capacity, but significant capital improvements to repair, replace or upgrade portions of the plant are anticipated. The JPA is addressing these needs as they arise. The South County Regional Wastewater Authority JPA shares a stormwater manager position with Morgan Hill, housed in the Environmental Services Division.

Gilroy High School has a city-owned gymnasium on its campus, which the City is able to use in the evenings and during the summer. The City owns a second gymnasium and co-owns a new aquatics facility at Christopher High School. Gilroy does not have joint use of fields or other campus facilities with the schools due to security concerns.

21.5 Milpitas/Santa Clara/San Jose

Milpitas, Santa Clara and San Jose are combined into this final section. While Milpitas shares a border with San Jose, Milpitas in many regards confronts issues and shared services opportunities that reflect their adjacency to Fremont and other cities in Alameda County more so than their proximity to San Jose. Santa Clara and San Jose jointly operate a wastewater treatment facility, but otherwise provide or participate in shared services with a mix of other jurisdictions in the County. These are more fully described below.

21.5.1 Milpitas

Milpitas is geographically located in the northeastern-corner of the County that makes it more challenging to share services with other agencies in the County. While Milpitas desires to participate in shared services with other agencies in the County, the most ideal opportunity to share services would be with the City of Fremont, which is located in Alameda County. Accordingly, Milpitas is the provider for most services within the city, but is engaged in a few shared services opportunities in several key areas of municipal service delivery through the use of contracts and a JPA. Animal control services are provided through a contract with San Jose. Wastewater treatment is provided through a contract with the San Jose-Santa Clara Regional Wastewater Facility. Campbell and Milpitas are providing shared public safety dispatch services with one another through an agreement. The City is one of nine served by the County's library district.

City staff indicated in interviews that Milpitas could explore the possibility of combining training functions for fire operations with neighboring municipalities, including neighbors outside Santa Clara County (Milpitas is located on the Santa Clara County and Alameda County border). Through a long-standing agreement with the City of Fremont, a second alarm in Milpitas summons assistance from Fremont.

Another area identified for potential service sharing is in the building division, where Milpitas is having challenges due to recent increases in construction. However, given the increased development within the County, it is uncertain whether there is excess capacity in other agencies.

21.5.2 San Jose

Through the use of contract and partnership agreements, San Jose is engaged in a significant number of shared services arrangements in several areas of municipal service delivery. The City offers its animal control services to several jurisdictions in the County through contract agreements for service as identified above. San Jose co-owns and co-operates the wastewater treatment plant, San Jose-Santa Clara Regional Wastewater Facility, with the City of Santa Clara.

The City's library system partners with SJSU to offer a joint-use library facility that serves both SJSU students and San Jose residents at the Martin Luther King Junior Library in downtown San Jose. Nonprofit organizations lease 42 of the City's 54 community centers for no or low cost through the City's facility re-use program. Along with the cities of Gilroy and Morgan Hill, the County of Santa Clara, the Santa Clara Valley Water District and Santa Clara VTA, San Jose helped prepare the Santa Clara Valley Habitat Plan, which provides a long-term coordinated program for habitat restoration and conservation.

Although not a consideration within the Cities Service Review, San Jose noted an interest in the regionalization of fire services, and is exploring opportunities with the County and other local fire departments toward that end.

The City is creating a joint use agreement template with the local school districts as a means of further sharing its existing park infrastructure. This will reduce the need for additional parks space and will allow overall parks maintenance costs to be shared.

21.5.3 Santa Clara

Through the use of contract and partnership agreements, the City of Santa Clara is engaged in shared services in several areas of municipal service delivery. Santa Clara co-owns and co-operates the wastewater treatment plant, San Jose-Santa Clara Regional Wastewater Facility, with the City of San Jose. Santa Clara is engaged in a double badging program with Sunnyvale and Mountain View, whereby officers from the two agencies' police departments are paid as Santa Clara contract employees and provided badges indicating them as Santa Clara police officers during various events held at Levi's Stadium.

Santa Clara is exploring opportunities for sharing maintenance equipment with Cupertino and Campbell. Paramedic services are an area of growing concern in that the development of Levi's Stadium is placing pressure on the City's ability to meet paramedic needs during events held at the stadium. The City is exploring shared services models with neighboring fire departments to provide paramedic support similar to the double badging program for police officers mentioned above.