

## Cameron Park Community Services District

### Agency Profile

Located on the West Slope of El Dorado County, the Cameron Park Community Services District (District) was formed in 1961 by a voter-approved measure and County Board of Supervisors Resolution Number 97-61. The District is empowered to provide a wide range of services, including water, sewer, solid waste, fire protection and emergency services, parks and recreation, landscaping and street lighting, mosquito abatement, police protection, library services, road maintenance, drainage, CC&R enforcement and weed abatement. However, not all powers are active. For a complete list of services currently provided by the District, refer to *Types of Services* below.

The district contains an estimated 2007 population of 16,554 and is bounded on the west by El Dorado Hills County Water District and El Dorado Hills CSD, on the north by Rescue Fire Protection District, and on the east and south by El Dorado County FPD and on the south by Cameron Estates CSD. Some portions of the Cameron Park CSD overlap with Rescue and El Dorado County FPDs. These areas, called "limited service areas," were annexed by LAFCO to Cameron Park CSD to receive services other than fire suppression. Major access roads/inhabited corridors include Highway 50, Cameron Park Drive, Cambridge Road and Green Valley Road.

### *Land Use Character*

Cameron Park is a broad, relatively flat valley that extends in a north-south direction, from the vicinity of the El Dorado Royal Country Club to north of Green Valley Road. Two north-south trending ridgelines, roughly parallel the boundary of the District, form the valley. The two major north-south roads in the area are located along the bases of these ridges; Cameron Park Drive on the east and Cambridge Road on the west.

Most of the district's territory is built-out with high density residential development as the dominant land use, resulting in a high population density relative to the extensive undeveloped areas surrounding the district. As noted above, the District has two service boundary areas. For fire protection only, the service boundary encompasses approximately 4,269 acres or 8.5 square miles. For all other services, the Cameron Park Community Services District service area encompasses about 4,303 acres, or 6.7 square miles.

### *Types of Services*

Although the District is empowered to provide a variety of public services, according to the *Service Review for West County Parks, Recreation, Open Space, and Related Services* (adopted by the Commission in July 28, 2004); the *Countywide Fire Suppression and Emergency Medical Services Municipal Services Review* (adopted by the Commission in August, 2006); the *General Government Services II Municipal Services Review* and the *Streets and Highway Services Municipal Services Review* (both adopted by the Commission in December, 2007); the *Water, Wastewater and Power Municipal Services Review* (adopted by the Commission in January 2008); and

the *General Government Services / Municipal Services Review* (adopted by the Commission in February, 2008), the District only provides the following services:

- Contracts, covenants and restrictions administration
- Emergency medical services (*outsourced*)
- Fire suppression (*outsourced*)
- Street lighting and landscaping services
- Parks and recreation services
- Solid waste collection (*outsourced*)
- Weed abatement services

Therefore, the Commission should consider, consistent with Government Code §§56425(i) and 61002(h), all other authorized powers as latent for the District, including but not limited to:

- Drainage
- Law enforcement services
- Library services
- Mosquito abatement services
- Road and road maintenance services and other related services
- Water services
- Wastewater services

Of the seven active services, the sphere of influence analysis below will not cover solid waste collection and weed abatement services because the District performs these services through other mechanisms. Solid waste services are outsourced to Waste Management, Inc. through a contract. While the District Board of Directors has oversight of the administration of the contract, the District itself does not have dedicated staff to conduct these services. The current solid waste contract will come up for renewal in 2012 and the County and the District are currently in the process of creating a franchise agreement for solid waste services. In addition, weed abatement services are performed by the Cameron Park Fire Department in conjunction with other fire suppression duties.

#### *Levels of Service*

The District has several revenue sources to fund services:

Contracts, covenants and restrictions administration: Cameron Park CSD receives funding from a \$12 property assessment that is dedicated for CC&R enforcement. The funding appears sufficient to meet current District needs, as the District reported revenues in excess of expenditures for the three fiscal years 2001-02 through 2003-04. The District maintained a CC&R fund balance of \$118,542 as of June 30, 2004, which

was 123% of total annual revenues. The only other CSD with CC&R enforcement powers is El Dorado Hills CSD and its assessment is \$10 per parcel.

Fire Suppression and Emergency Services: Cameron Park CSD provides a high-to-moderate level of fire suppression and emergency services district-wide. The per capita cost of services (\$117.57 in Fiscal Year 2003-2004) is one of the lowest in the County for its size, composition and the various programs it offers. Its main funding mechanisms for these services are property taxes and development impact fees. Its two fire stations provide adequate coverage for the district; however, it is planning on building a third station on the district's western end. The average per capita expenditure in El Dorado County was \$230.78 in FY 2003-04.

Street lighting and landscaping services: Landscaping and lighting service is provided to several sub-districts within Cameron Park Community Services District. Each landscaping and lighting district pays a specific amount, based on the services provided, and the number of residents receiving the services. The fees levied for each sub-district range from a low of \$0.00 in Silver Springs (the next lowest is \$14.88 in Cambridge Oaks) to a high of \$324.00 in Northview. This range excludes the Goldorado sub-district since the fee is determined by parcel size (ranging from \$21.29 to \$817.79).

Parks and recreation services: For individual recreation programs, the District charges fees per participation enrollment. These fees are intended to cover the costs of the programs. The District also charges fees for entrance into and use of Cameron Park Lake.

To build park infrastructure, the District collects park impact fees from new developments and they are used to purchase new parklands and develop facilities and recreation areas. An alternative method is for the District to acquire parkland under the 1972 Quimby Act requirements. The 2006 Park Impact Fee Nexus Study recommended that the CSD's fees be updated to better reflect the costs of purchasing park lands.

#### *Limited Service Sphere*

Cameron Park CSD is completely surrounded by three other fire and emergency services districts. LAFCO established a limited service sphere for Cameron Park CSD's parks, recreation, and related services in 1998. This designation allows for Cameron Park CSD's sphere and boundary to overlap territory within another fire district without concurrent detachment for fire services. While overlapping boundaries may not be ideal in terms of orderly government, the limited service sphere is a viable option for developing areas outside of Cameron Park CSD's boundary that will need parks and recreation services.

The limited service designation has been used to successfully annex two areas to Cameron Park CSD without detachment from a neighboring fire district. While these annexations helped to mitigate a long term boundary service mismatch for Cameron Park CSD for parks and recreation services, they did not alleviate the issues of service

mismatch for fire suppression and emergency services as the Cameron Park CSD fire department tends to be the first responder. Consequently, there appears to be some divisions of “communities of interest” in these limited service areas since the residents believe that they receive all of their services from Cameron Park CSD and are often surprised to find out that they belong to a separate fire district.

Commission’s Policies and Guidelines

LAFCO Policy 4.4 requires the Commission to review the following topics before making sphere of influence determinations. The Commission’s review of fire suppression and emergency services as well as general government services addressed these requirements as noted below. All citations are from the following studies:

*Final West County Parks, Recreation, Open Space, and Related Services Municipal Services Review (WCPR)* adopted on July 28, 2004.

*Final Countywide Fire Suppression and Emergency Services Municipal Services Review (Fire MSR)*, adopted on August 23, 2006

*Final General Government Services II Municipal Services Review (GGs II)* adopted on December 5, 2007.

*General Government Services I Municipal Services Review (GGs I)*, scheduled to be adopted on February 27, 2008.

**1. Service capacity, level and types of services currently provided by the agency, and areas where these services are provided**

Contracts, Covenants and Restrictions Administration

GGs II – Refer to page 13, “Determinations: 1. Infrastructure Needs and Deficiencies.”

Fire Suppression and Emergency Services

Fire MSR – Refer to pages 25 to 27, “Services and Programs;” page 28, “Infrastructure and Facilities;” page 29, “Equipment and Vehicles;” pages 30 to 31, “Personnel and Staffing;” page 289, “Table 107 – Comparative Ratio of Firefighters to Population per Agency;” page 300, “Cameron Park CSD (CAM)” and Map 7 – “West County Stations”.

Lighting and Landscaping

GGs I – Refer to pages 2.3-7 to 2.3-8, “III Infrastructure: Landscaping and Lighting.”

Parks and Recreation Services

WCPR – Refer to pages 10 to 12, “Infrastructure, Facilities, Services;” pages 12 to 14, “Infrastructure, Plans, Capacity;” page 85, “Table 5 – Park Area By Agency;” page 87, “Location;” page 88, “Underserved Areas;” and pages 89 to 90, “Cameron Park CSD.”

GGs I – Refer to pages 2.3-5 to 2.3-7, “III Infrastructure: Parks and Recreation;” pages 2.3-8 to 2.3-9, “III Infrastructure: Planned Facilities;” page 2.3-15, “X Municipal Service Review Determinations: Infrastructure.”

## **2. *Financial capabilities and costs of service***

### Contracts, Covenants and Restrictions Administration

GGs I – Refer to page 2.3-11, “IV Financing and Rate Restructuring: CC&R.”

GGs II – Refer to pages 13 to 14, “Determinations: 3. Financing Constraints and Opportunities;” page 14, “Determinations: 4. Cost Avoidance Opportunities;” and pages 15 to 16, “Determinations: 5. Opportunities for Rate Restructuring.”

### Fire Suppression and Emergency Services

Fire MSR – Refer to pages 34 to 35 “Funding and Budget;” pages 323 to 325, “Agency Funding;” page 346, “Table 113 – Comparative Ratio of Fire Protection Expenditures to Population per Agency;” and page 347, “Table 114 – Comparative Personnel Cost Percentage of Total Budget per Agency.”

### Lighting and Landscaping

GGs I – Refer to pages 2.3-9 to 2.3-10, “IV Financing and Rate Restructuring: Financial Statements;” pages 2.3-11 to 2.3-12, “IV Financing and Rate Restructuring: Landscape and Lighting Districts;” pages 2.3-15, “X Municipal Service Review Determinations: Financing Constraints and Opportunities;” and page 2.3-17, “X Municipal Service Review Determinations: Rate Restructuring.”

### Parks and Recreation Services

WCPR – Refer to pages 15 to 16, “Funding, Budget;” pages 108 to 109, “Cameron Park CSD;” page 118, “Cameron Park CSD;” and page 134, “Table 9 – Agency Expenditures Per Capita.”

GGs I – Refer to pages 2.3-9 to 2.3-10, “IV Financing and Rate Restructuring: Financial Statements;” pages 2.3-10 to 2.3-11, “IV Financing and Rate Restructuring: Parks and Recreation;” page 2.3-12 “V Cost Avoidance Opportunities;” and page 2.3-17, “X Municipal Service Review Determinations: Rate Restructuring” and “X Municipal Service Review Determinations: Cost Avoidance Opportunities.”

## **3. *Topographic factors and areas of social and economic interdependencies***

### Contracts, Covenants and Restrictions Administration

GGs II – Refer to pages 12 to 13, “IV Cameron Park Community Services District: Description.”

### Fire Suppression and Emergency Services

Fire MSR – Refer to pages 23-25, “Cameron Park Community Services District;” and page 313, “Table 111 – El Dorado County Land Use Forecasts.”

Lighting and Landscaping

GGG I – Refer to page 2.3-1, “I Setting: Area Served.”

Parks and Recreation Services

WCPR – Refer to page 10, “Cameron Park Community Services District;” page 87, “Location;” pages 88 to 89, “Underserved Areas;” page 99, “Land Use Character;” page 100, “Cameron Park CSD;” and pages 127 to 128, “Cameron Park CSD.”

GGG I – Refer to page 2.3-1, “I Setting: Area Served.”

**4. Existing and planned land uses, land use plans and policies, consistency with county and city general plans, and projected growth in the affected area**

Contracts, Covenants and Restrictions Administration

GGG II – Refer to pages 12 to 13, “IV Cameron Park Community Services District: Description;” and page 13, “Determinations: 2. Growth and Population Projections for the Affected Area.”

Fire Suppression and Emergency Services

Fire MSR – Refer to pages 312 to 316, “Growth and Population Projections for the Affected Area.”

Lighting and Landscaping

GGG I – Refer to page 2.3-1, “I Setting: Area Served;” page 2.3-5, “II Growth and Population;” and 2.3-14, “X Municipal Service Review Determinations: Growth and Population.”

Parks and Recreation Services

WCPR – Refer to pages 98 to 103, “Growth and Population Projections for the Affected Area.”

GGG I – Refer to page 2.3-1, “I Setting: Area Served;” page 2.3-5, “II Growth and Population;” and 2.3-14, “X Municipal Service Review Determinations: Growth and Population.”

**5. Potential effects on agricultural and open space lands**

There are no lands in active agricultural use within the District. A variety of industrial uses include the Cameron Park Airport and related uses on Cameron Park Drive and along Durrock Road. Commercial areas are dispersed at major access road intersections throughout the district. Other land uses include a golf course and several community and neighborhood parks.

Surrounding the District, there are no agricultural districts; however, there are sensitive habitat preservation areas. For the most part, the District is surrounded by residential areas in all directions but north. Because of the increase in population on the West Slope, the District finds that residents from unserved or underserved areas to the south and east are utilizing the District’s recreation facilities. In addition, the

call data indicates that the Districts responds to more “mutual aid” calls outside of its service area than it received from other districts responding into CPCSD due to the location and proximity of the Cameron Park CSD fire stations.

**6. A description of the services that will be provided to any areas which may be added to the sphere and the timing and method for funding expansion of facilities or services**

Contracts, Covenants and Restrictions Administration

GGs II – Refer to page 13, “Determinations: 1. Infrastructure Needs and Deficiencies.”

Fire Suppression and Emergency Services

Fire MSR – Refer to pages 25 to 27, “Services and Programs;” page 28, “Infrastructure and Facilities;” page 29, “Equipment and Vehicles;” pages 30 to 31, “Personnel and Staffing;” page 289, “Table 107 – Comparative Ratio of Firefighters to Population per Agency;” page 300, “Cameron Park CSD (CAM)” and Map 7 – “West County Stations”.

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Parks and Recreation Services

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GGs I – Refer to pages 2.3-5 to 2.3-7, “III Infrastructure: Parks and Recreation;” pages 2.3-8 to 2.3-9, “III Infrastructure: Planned Facilities;” page 2.3-15, “X Municipal Service Review Determinations: Infrastructure.”

**7. An analysis of the effects of a proposed sphere of influence on other agencies and their service capabilities:**

Contracts, Covenants and Restrictions Administration

GGs II – Refer to page 15, “Determinations: 7. Government Structure Options.”

Fire Suppression and Emergency Services

Fire MSR – Refer to pages 341 to 344, “Government Structure and Cost Effectiveness.”

Lighting and Landscaping

GGs I – Refer to page 2.3-13, “VII Government Structure and Management Efficiencies;” and page 2.3-17, “X Municipal Service Review Determinations: Government Structure Options.”

Parks and Recreation Services

WCPR – Refer to pages 126 to 127, “Government Structure and Existing Structure in the Study Area;” and pages 127 to 128, “Cameron Park CSD.”

GGIS I – Refer to page 2.3-13, “VII Government Structure and Management Efficiencies;” and page 2.3-17, “X Municipal Service Review Determinations: Government Structure Options.”

**DETERMINATIONS**

In determining the sphere of influence for each local agency, Government Code §56425(e) requires the Commission to consider and prepare a written statement of determinations with respect to four factors. Staff recommends the following determinations for updating the sphere for Cameron Park CSD:

**1. *The present and planned land uses in the area, including agricultural and open space lands.***

The District area is mostly built out with residential and commercial development. There are limited other land uses within the District’s area and limited area internally for growth. The County is considering various development proposals to the north, southwest and east.

**2. *The present and probable need for public facilities and services in the area.***

The District will require the construction of a new community center, and acquisition and development of parklands in order to maintain the District’s preferred level of service. Because of construction costs, the District had to scale back plans for its recreation center, hoping that the facilities the bond will be able to finance will increase revenues sufficiently to complete other amenities in the near future.

The increase in development around Cameron Park CSD on the north, southwest and east poses a policy quandary. As the new residents moving into those unserved and underserved areas utilize Cameron Park CSD’s parks and recreation facilities, they begin to identify themselves with the Cameron Park community; however, they are not part of the District that has traditionally served that community. Annexation into the District for parks and recreation services has not traditionally posed as much of a challenge as annexing into the district for fire suppression and emergency services. While the District is usually the first responder for fire and emergency medical services in the immediately surrounding areas, breaching the incongruence between service capacity and service areas has proven to be politically sensitive.

**3. *The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide.***

The District provides adequate public services, and will continue service provision at acceptable levels, with the construction of the community center, and acquisition of parklands.

**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.**

The District is located within the unincorporated community of Cameron Park; however, the community of Cameron Park includes areas presently outside the Cameron Park CSD boundary and sphere of influence. No additional communities of interest are located within the District boundaries. Nearby economic communities of interest include Cameron Estates, El Dorado Hills, Rescue and Shingle Springs.

Based upon the information contained in this document, it is recommended that the Cameron Park CSD Limited Service Sphere of Influence be updated to expand into the designated areas, as shown in the map attached to Resolution L-2008-11. The additional parcels proposed for inclusion are:

070-261-60	070-261-61	070-261-62	070-261-63
070-261-64	070-261-65	070-261-66	070-261-67
070-261-68	070-261-69	070-261-70	070-261-71
070-261-72	070-261-73	070-261-74	070-261-75
070-261-76	070-261-77	070-261-78	070-261-79
070-261-80	070-261-81	070-261-82	083-010-02
102-030-10	102-210-12	102-220-13	