

## **County Service Area #9**

### Agency Profile

County Service Area #9 (CSA 9) is a dependent special district that encompasses the western slope of El Dorado County. The CSA was formed in 1983 to provide an alternative method of furnishing extended government services and the levy of taxes. The County Department of Transportation (DOT) manages CSA 9. Empowered services include:

- Road Improvement and Maintenance
- Drainage Facility/Easement Improvement and Maintenance, including Landscaping and Wetlands Maintenance
- Street and Highway Lighting
- Public Cemetery Services
- Parks, Recreation and Parkway facilities

Of the services listed above, the CSA does not currently provide parks and recreation services. Therefore, only the four active services listed above will be used to determine CSA 9's sphere.

In addition, not all services are provided agency-wide. CSA 9 is divided into 95 zones of benefit, which are areas that receive particular services from the CSA.

- Road maintenance zones – 25
- Street lighting zones – 3
- Drainage and maintenance zones – 48
- Road and drainage maintenance without advisory committee zones – 12
- Road and drainage maintenance with advisory committee zones – 3
- Road maintenance and street lighting zones – 1
- Road maintenance, drainage and landscaping zones – 1
- Road maintenance, lighting and wetlands maintenance zones – 1
- Public cemetery maintenance zones – 1

The zones of benefit do not cover all areas within the boundaries of CSA 9. The service area excludes the City of Placerville and areas within the service boundaries of another provider, such as another special district, the County or private organizations.

### *Land Use Character*

Countywide, over 78% of the county residents live in unincorporated areas. Because CSA 9 includes such a large portion of the county (981,850 acres), land use varies across the region. Major residential communities on the western slope tend to follow along Highway 50, such as El Dorado Hills, Cameron Park and Shingle Springs, and serve as suburban areas to the Sacramento Metropolitan Region. The southern and northernmost portions of the CSA are predominantly rural and interspersed with small, historic communities. The primary land uses in these areas are residential, agricultural and recreational.

*Level of Service*

Road Improvement and Maintenance

CSA 9 maintains approximately 86.01 miles of roadway within its boundaries. The agency appears to provide an adequate level of road improvement and maintenance services based on the CSA's self-assessment, as determined by adherence to local preferences and expectations for roadway quality, repair frequency, and overall roadway operations. Services and supplies for roadway maintenance account for a significant portion of CSA 9's expenditures. The \$4,755 per-mile funding stream (Fiscal Year 2005-06) is average compared to other road maintenance districts in the county. CSA 9 is almost exclusively financed through benefit assessments and special taxes, which vary according to each of the zones of benefit. The Shadow Lane Zone of Benefit, which provides road maintenance, is the only zone within CSA 9 which receives an increment of the property tax revenue.

CSA 9 maintains only County-owned roads within the zones of benefit, which does not include all roadways within CSA 9's boundaries. County-maintained roads and other privately maintained roads may run through or exist within each zone of benefit and are not the responsibility of the CSA. The roadway surfaces range from asphalt to dirt. CSA 9 has approximately 13 miles of gravel or dirt roadway, with the remaining 73 miles being a combination of chip sealed and asphalt concrete. Approximately five miles of roadway are within Class 1 subdivisions that were built by developers as a condition of approval for the subdivisions they serve. Roads in the newly constructed Class I subdivisions are in excellent condition. In the long established road zones of benefit, roadway conditions range from fair to poor.

All maintenance work is generally performed either under contract by private contractors or through the use of volunteers. Maintenance varies annually based on the goals of each individual zone, and is generally limited to pothole patching and applications of chip seal or slurry seal. Although the administration for CSA 9 is staffed and managed by the County, County maintenance staff is not authorized to perform roadway maintenance work within zones of benefit with an advisory committee, which currently includes all pre-1999 zones within CSA 9. The maintenance work must be performed by private contractors or volunteers.

Drainage

CSA 9 provides drainage maintenance within 63 zones of benefit. Of these, 12 also include road maintenance service and three are managed by advisory committees. The drainage facilities in these zones are County-maintained. They include approximately 20 miles of above-ground drainage canals, ditches and rock lined swales. Additionally, there is an un-inventoried amount of underground storm drain facilities for which the DOT, through the zones of benefit, has responsibility to maintain inlets and outlets. Above-ground drainage ditches are primarily maintained through weed abatement by spraying herbicide every two to three months once standing vegetation is removed.

Landscaping and Wetlands Maintenance

Landscape maintenance is provided in two zones of benefit under contract with an outside provider. Maintenance needs and frequency of services are planned based on seasonal needs.

Street and Highway Lighting

Lights and lighting poles are located in five zones of benefit. There are a total of 182 lighting poles within the zones.

Public Cemetery Services

CSA 9 is responsible for the maintenance and operations of three cemeteries in the Georgetown area through a single public cemetery zone of benefit. At this time, only two of the three cemeteries remain active. All operations of the zone of benefit are overseen by an advisory committee. CSA staff is responsible for administration of the cemeteries, while interring services and basic maintenance services for the cemeteries are contracted out to a private entity. However, the County grounds maintenance staff does provide assistance with unexpected repairs and tree maintenance on an as-needed basis. The primary source of income comes from a special assessment levied on properties within the zone of benefit, currently set at \$10 for improved lots and \$3 for unimproved lots. Two of the three cemeteries have established endowment care funds in place for perpetual future maintenance.

Services Not Provided

Although CSA 9 is empowered to provide a variety of public services, according to the General Government Services I Municipal Services Review, scheduled to be considered by the Commission on February 27, 2008, the CSA does not provide parks and recreation services. Therefore, the Commission should consider these powers as authorized but not currently utilized by CSA 9.

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 road maintenance, general government services and cemetery services addressed these requirements as noted below. All citations are from the Final *Streets and Highways Municipal Services Review* (Road MSR) adopted on December 5, 2007, the Final *General Government Services I Municipal Services Review* (GGSI) scheduled to be considered by the Commission on February 27, 2008, and the Final *Public Cemetery Services Municipal Services Review* (Cemetery MSR) adopted on September 26, 2007.

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

- Road Maintenance – Refer to the Road MSR pages 2.9-4 to 2.9-6, “Section III – Infrastructure;” and page 2.9-14, “Section X – Infrastructure;”

- Drainage, Lighting, Landscaping and Wetlands Maintenance Services – Refer to GGSI MSR pages 2.10-2 to 2.10-5, “Section III – Infrastructure;” and page 2.10-12, “Section X – Infrastructure;”
- Public Cemetery Services – Cemetery MSR page 39, “Section – Interment Operations;” pages 39 to 40, “Section – Maintenance Operations;” and pages 40 to 41, “Section – Land and Infrastructure.”

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

- Road Maintenance – Refer to the Road MSR pages 2.9-6 to 2.9-10, “Section IV – Financing and Rate Restructuring;” page 2.9-10, “Section V – Cost Avoidance Opportunities;” page 2.9-14, “Section X – Financing Constraints and Opportunities,” “Section X – Rate Restructuring,” and “Section X – Cost Avoidance Opportunities;”
- Drainage, Lighting, Landscaping and Wetlands Maintenance Services – Refer to GGSI MSR pages 2.10-5 to 2.10-9, “Section IV – Financing and Rate Restructuring;” pages 2.10-9 to 2.10-10, “Section V – Cost Avoidance Opportunities;” page 2.10-13, “Section X – Financing Constraints and Opportunities,” “Section X – Rate Restructuring,” and “Section X – Cost Avoidance Opportunities;”
- Public Cemetery Services – Refer to the Cemetery MSR pages 44 to 45, “Section – Fee Schedule;” pages 45 to 47, “Section – Funding and Budget.”

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

- Road Maintenance – Refer to the Road MSR pages 2.9-1 to 2.9-2, “Section I – Setting;”
- Drainage, Lighting, Landscaping and Wetlands Maintenance Services – Refer to GGSI MSR pages 2.10-1 to 2.10-2, “Section I – Setting;”
- Public Cemetery Services – Refer to the Cemetery MSR page 38, “Background.”

**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***

- Road Maintenance – Refer to the Road MSR pages 2.9-1 to 2.9-2, “Section I – Setting;” page 2.9-2, “Section II – Growth and Population;” and page 2.9-14, “Section X – Growth and Population;”
- Drainage, Lighting, Landscaping and Wetlands Maintenance Services – Refer to GGSI MSR pages 2.10-1 to 2.10-2, “Section I – Setting;” page 2.10-2, “Section II – Growth and Population;” and page 2.10-12, “Section X – Growth and Population;”
- Public Cemetery Services – Refer to the Cemetery MSR page 38, “Population and Growth;” and page 96, “Growth and Population Projections for the Affected Area.”

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

CSA 9 serves almost the entire western slope of the county, which includes a variety of land uses, from the urban to rural. While the CSA does include areas designated for agricultural and open space uses, the services provided by CSA 9 do not introduce growth-inducing effects or lead to the conversion of agricultural or open space resources.

**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**

- Road Maintenance – Refer to the Road MSR pages 2.9-4 to 2.9-6, “Section III – Infrastructure;” and page 2.9-14, “Section X – Infrastructure;”
- Drainage, Lighting, Landscaping and Wetlands Maintenance Services – Refer to GGS MSR pages 2.10-2 to 2.10-5, “Section III – Infrastructure;” and page 2.10-12, “Section X – Infrastructure;”
- Public Cemetery Services – Refer to the Cemetery MSR pages 40 to 41, “Land and Infrastructure;” and pages 95 to 96, “Infrastructure Needs and Deficiencies.”

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

Not applicable for this agency; CSA 9 does not provide service to the unincorporated areas within its territory that are served by another provider or outside of a zone of benefit.

**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 CSA 9:

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

Present land use in the CSA 9 area varies depending on the location. The land use character ranges from urban (high density, commercial and industrial), particularly in areas along Highway 50, to primarily agricultural and rural residential areas between the community regions. In general, population centers tend to be mostly concentrated along arterials, such as Highways 50, 49 and 193. Future land uses are expected to remain relatively unchanged, with population growth consistent with the 2004 General Plan along already-established community regions.

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

Present needs for public facilities and services are currently being met. Probable needs for public facilities and services are not currently anticipated to vary from

present needs, as future demands are expected to remain relatively the same. No significant growth or population increases are currently anticipated to affect the CSA's ability to provide of services.

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

The present capacity of public facilities and services provided by CSA 9 is adequate to serve the community. The CSA has sufficient funding to continue a consistent level of service.

**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.***

CSA 9 serves multiple distinct communities including but not limited to El Dorado Hills, Cameron Park, the Georgetown Divide, Diamond Springs, Somerset, Pollock Pines, and the area immediately surrounding the City of Placerville. There are no social or economic communities of interest in the area that are split as a result of CSA 9's current sphere of influence, nor are there any areas that will require special consideration from the Commission in this matter.

Based upon the information contained in this document, it is recommended that the County Service Area #9 Sphere of Influence be updated to affirm its current sphere, which is coterminous with its existing boundaries, as shown in the map labeled "Exhibit A" and attached to Resolution L-2008-16.