

EL DORADO LAFCO

LOCAL AGENCY FORMATION COMMISSION

**County Service Area 9
Municipal Service Review and
Sphere of Influence Update**

**FINAL
December 2020**

El Dorado Local Agency Formation Commission

COUNTY SERVICE AREA 9
MUNICIPAL SERVICE REVIEW
DECEMBER 2020

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I **EXECUTIVE SUMMARY**

Background

History of CSAs

Counties and cities are general-purpose local governments with broad police powers that let them regulate private behavior in the public interest. In contrast, special districts are limited-purpose governments that have only the powers that the Legislature has delegated to them. State law lets districts provide public facilities and services, but rarely gives them regulatory powers, such as the authority to regulate land use.

A county service area is a type of government organization called a “dependent” special district, so-called because its governing board is not independently elected. Instead, a CSA’s governing board is its county board of supervisors. CSAs are similar to other special districts because they share four distinguishing characteristics with independent special districts:

- It is a form of local government,
- It is governed by a board,
- It actively provides services and facilities,
- It operates within defined boundaries.

CSAs were created to be administrative units for county boards to use them as a “method to finance and provide needed public facilities and services” within the unincorporated areas, according to Government Code 25210.1(f). CSAs were created in 1953 by the Legislature as the result of a bruising political battle between cities and counties. At the time, city officials had complained about the perceived inequities that resulted when county governments spent countywide property tax revenues on services that benefited only unincorporated areas. CSAs, then, were seen as an alternative method to finance and provide extended governmental services in a more targeted manner.

General History of County Service Area 9

CSA 9 was formed in 1983 and encompasses the entire western slope of El Dorado County, except the City of Placerville, utilizing zones of benefit (ZoB or simply “zones”); defined as geographic areas authorized under the County Service Area Law, to raise revenue and provide extended services not already being provided by any other entity. In other words, ZoBs demarcate where and what types of services will be provided within its area. The map below shows the current boundaries of CSA 9, which cover approximately 982,788 acres.

Services Provided

Currently, CSA 9 is empowered to provide cemetery, recreation or park facilities, road maintenance, drainage facility/easement improvement and maintenance (including landscaping and wetlands maintenance), and street and highway lighting services. The CSA's empowered services have changed over time; additional services were added when necessary or desired:

- Resolution 146-83 of the El Dorado County Board of Supervisors established CSA 9 to provide extended services: local parks, recreation or parkway facilities, road improvement and/or maintenance, drainage easement improvement and/or maintenance services and public cemetery services on the Western Slope of El Dorado County, except for the area within the boundaries of the City of Placerville.
- Resolution 283-84 added street and highway lighting to the CSA's empowered services;
- Resolution 343-86 added parking services;
- Resolution 67-88 added landscape improvement and maintenance services;
- Resolution 224-92 added wetlands related services;
- Resolution 57-84 created Georgetown Cemetery Zone of Benefit (Zone 3) for the purposes of funding acquisition of new property and for continued maintenance of the old Georgetown Pioneer Cemetery. The Georgia Slide Cemetery was established in 1995 as a new cemetery for Georgetown Divide residents. The Renke Annex to the Pioneer Cemetery was added in 2002 for additional burial space when the land was donated to the County by the Renke family.

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CSA 9 is divided into 102 such zones of benefit. These zones do not cover all areas within the boundaries of CSA 9. For the sake of clarity, this summary will categorize the various services according to their respective zones of benefit.

Road zones – 33	Cemetery zones – 1
Drainage zones – 49	Recreation zones – 4
Landscaping zones - 2	Street lighting zones – 1
Multi-purpose zones – 13	

It should be noted that CSA 9 is not an exclusive provider of services within its boundaries. Several areas inside CSA 9 are served by another provider, such as another special district, County services, or private organizations, like homeowner’s associations or landowners on their own.

Road Maintenance Services

CSA Law (Government Code Section 25210 et seq.) gives CSAs the authority to provide roadway maintenance and related services [GC 25213(i)]. CSA 9 maintains approximately 91.08 miles of roadways within its boundaries. Within CSA 9, there are 32 road services-only Zones of Benefit, shown in the table below:

COUNTY SERVICE AREA 9 ROAD MAINTENANCE ZONES OF BENEFIT

Zone	Zone	Zone	Zone
Arrowbee Ranch	Blanchard Estates	Carlson Drive	Creekside Drive
Devil’s Gate	Dolly Varden Lane	East El Largo	Fernwood-Cothrin Ranch
Gilmore Vista	Green Valley Oaks	Hidden Lake Estates	Holly Drive
King of the Mountain	Lynx Trail	Many Oaks	Maverick
Meadowview Acres	Nance	Oakleaf Circle	Pilot View
Pineoakio	Rancho Ponderosa	Randolph Canyon	River Pines Estates
Rolling Ranch	Ryan Ranch	Shadow Lane	Sundance Trail
Tegra Road	Texas Hill	Walnut Drive	West Greensprings

Roadway maintenance services are necessary to ensure that roads remain usable and safe for residents and visitors to the area. The need for services varies from year to year based primarily on roadway usage and weather conditions. Fluctuations in service demand are expected with this type of service, and maintenance activities must be adaptable and responsive to local conditions in order to be effective and efficient.

Drainage Services

Drainage services are also empowered by CSA Law under GC25213(v). *Drainage* is the natural or artificial removal of a surface's water and sub-surface water from an area with excess of water. CSA 9 complements natural drainage patterns through the design, construction, maintenance, repair and operations of storm water collection and treatment systems, including everything from culverts and ditches. These services may be provided in tandem with roadway services but more than likely involve projects and infrastructure independent of roads. Service issues within CSA 9 include the availability and retention of trained personnel needed to complete work on drainage facilities that are included in the County maintenance system and differing project conditions in adjacent developments that result in the proliferation of zones of benefit with various purposes and/or assessment amounts. Within CSA 9, there are 49 drainage services-only ZoBs, shown in the table below:

COUNTY SERVICE AREA 9 DRAINAGE ZONES OF BENEFIT

Zone	Zone	Zone	Zone
Bar J	Bass Lake	Bass Lake Units 8-13	Cambridge Oaks
Cameron Ridge	Cameron Valley Estates	Camino Vista	Carson Crossing
Cavalry Meadows	Creekside Estates	Creekside Greens	Crescent Ridge
Crown Valley	Eastwood Park	Euer Ranch 1-5	Euer Ranch 6 & 7
Fairchild Village	Francisco Oaks	Fremont's Peak	Governor's West
Green Valley Hills	Highland Hills	Highland View	Highland View 3B&4
Highland View 5&6	Highland Village 4A	La Cresta	Longview Estates
Marina Hills	Marina Woods	Oak Tree Meadows	Parkview Heights
The Plateau	Ridgeview Village	Ridgeview West 1&2	Rolling Hills
Serrano	Sierra Sunrise	Southpointe	Stonegate Village
Stoneridge Village	Summit	Sundown Estates	Twin Canyon
Village Center	Waterford	The Watermark	Winterhaven
Woodleigh Heights			

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Multi-Purpose

Within CSA 9, there are 13 multi-service ZoBs, shown in the table below. All but one provide road maintenance services and drainage. The exception is Emerald Meadows, which provides drainage, lighting and landscaping:

COUNTY SERVICE AREA 9 MULTI-PURPOSE ZONES OF BENEFIT

Zone	Zone	Zone	Zone
Black Oak Estates #6	Black Oak Estates	Creekside Greens 2 & 3	Deerfield Estates
Eastwood Park Unit #5	Emerald Meadows	Highland View Unit 3A	Hollow Oak
Pioneer Place aka Sierra Crossings	Silver Springs	Travois	West Valley Village

Cemetery

Cemetery services include the acquisition and maintenance of land that is used as the burial ground for the dead. Cemetery services are authorized under GC 25213(r) and within CSA 9 there is one cemetery zone of benefit: Georgetown Cemetery District. Consisting of 96 square miles (2,330 parcels) in the far northwestern portion of El Dorado County, the Georgetown Cemetery District's the boundaries are identical to the Georgetown Fire Protection District's boundaries.

Recreation

Recreation services are authorized under GC 25213(c) and involve the purchase, acquisition, maintenance of parks and facilities for active or passive recreation (defined as a "leisurely activity"). Within CSA 9, there are four Recreation ZoBs, shown in the table below:

COUNTY SERVICE AREA 9 RECREATION ZONES OF BENEFIT

Zone	Zone	Zone	Zone
Gold Trail	Mother Lode	Pollock Pines/Camino	Ponderosa

According to County staff, these four zones no longer receive funding, but are now "Quimby" zones, in which certain fees called Quimby fees can be charged to the area for park or recreation purposes.

Street Lighting and Landscaping

Lastly, there is only one street lighting services-only ZoB, Diamond Springs Estates. Authorized under GC 25213(j), lighting and landscaping ZoBs are vehicles to pay for landscaping, lighting and other improvements and services in public areas. It should be noted that Emerald Meadows also provides this service; however it is listed among the multi-purpose ZoBs above.

II AGENCY DESCRIPTION

County Service Area 9

Contact Information

Address: 2850 Fairlane Court
Placerville, CA 95667

Phone: (530) 621-5900, Option 3

Website: <https://www.edcgov.us/Government/dot/Pages/Zones-of-Benefit.aspx>

Management Information

Board of Directors:	John Hidahl	2017-2021
	Shiva Frentzen	2017-2021
	Brian Veerkamp	2017-2021
	Lori Parlin	2019-2023
	Sue Novasel	2019-2023

Board Meetings: Most Tuesdays at 8:00 am at the Board of Supervisor's Meeting Room, located at 330 Fair Lane, Bldg A, in Placerville

Staff: 2.5 Shanann Findley, Department Analyst
Julianne Melchor, Administrative Analyst (cemetery only)
Vickie Sanders (parks and recreation only)

Service Information

Principal Act: Govt. Code Section 25210

Empowered Services: Cemetery, drainage, including landscaping and wetlands maintenance, road maintenance, street and highway lighting and parks and recreation
(at the time of formation)

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Services Currently Provided: Cemetery, drainage, including landscaping and wetlands maintenance, road maintenance, street and highway lighting and parks and recreation

Latent Powers: All other services authorized in Government Code 25213
(LAFCO approval required to activate) not currently being provided

Area Served: Approximately 982,788 acres

Population Served: Approximately 140,000

Major Infrastructure: None

Fiscal Information

Budget: \$2,451,577 (total)

Sources of Funding: Property taxes and property assessments (according to each zone of benefit)

III **MSR DETERMINATIONS**

In preparing a municipal service review, Government Code §56430 requires the Commission to prepare a written statement of its determinations. Appendix A contains a summary of the current determinations.

In addition, the Commission's Policies and Guidelines Section 4.4 require that additional determinations be made in an MSR prior to establishing a sphere of influence. These additional determinations are included among the Government Code §56430 determinations below and in Appendix A.

To the extent that is feasible, both sets of determinations will be addressed in this section. In addition, the following sections will detail the meaning of each factor and explain how it applies to the services provided by this agency.

Please note that determination #7 below is not in Government Code. This is because the Government Code §56430(a)7 allows for the Commission to review "any other matter related to effective or efficient service delivery as required by commission policy." El Dorado LAFCO chose to study the potential effects of service delivery and/or extension on agricultural land as its seventh determination.

1. Growth and population projections for the affected area.

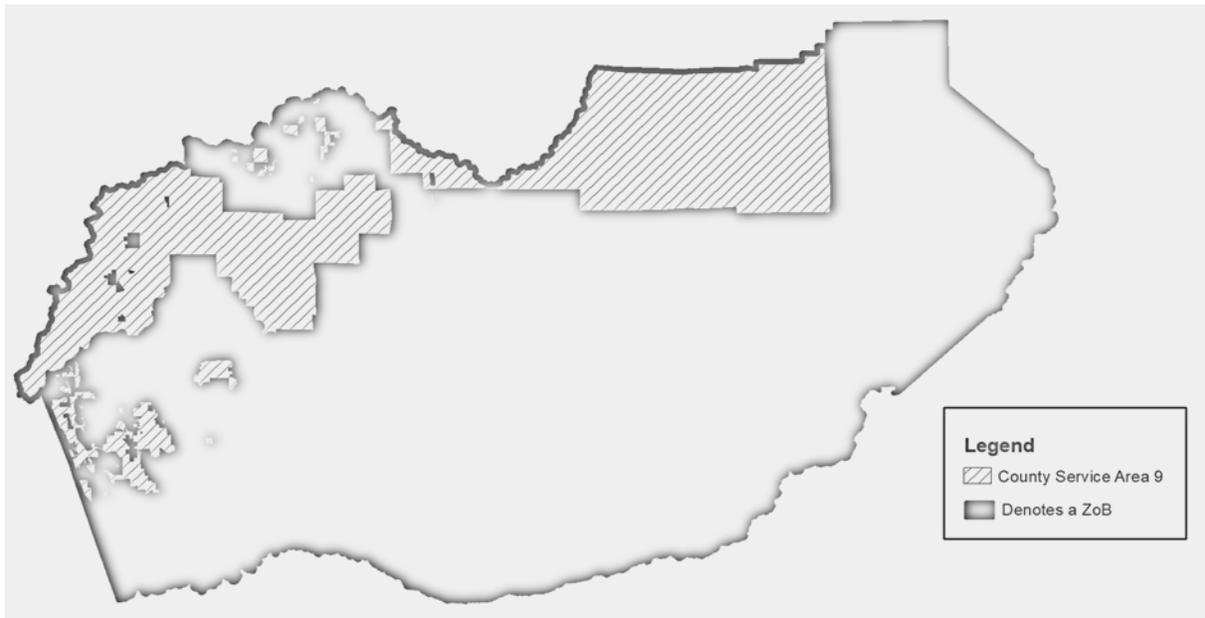
Purpose: To evaluate service needs based on existing and anticipated growth patterns and population projections.

Information in this section addresses the following factors in LAFCO Policy 4.4:

- Topographic factors and areas of social and economic interdependencies.
- Existing and planned land uses, land use plans and policies, consistency with county and city general plans, and projected growth in the affected area.

Growth and Population

CSA 9 serves the western slope of El Dorado County with the exception of the City of Placerville. Its active powers are cemetery, drainage, including landscaping and wetlands maintenance, road maintenance, street and highway lighting and parks and recreation services. Its latent powers are all other services authorized under Government Code Section 25213 that are not one of the services currently being provided by CSA 9. The map below shows the area's current boundaries. The dark areas depict the many Zones of Benefit where CSA 9 provides services.



While CSA 9 encompasses most of the Western Slope of El Dorado County, services from CSA 9 are not provided to everyone in the unincorporated territory. Instead, CSA 9 services are delivered only to the residents within its 102 zones of benefit. In addition, comparable services can be provided to other residents in the unincorporated territories via one of several other special districts currently within the boundaries of CSA 9 providing road and road maintenance, parks and recreation and/or by private and public entities that provide road maintenance, street lighting and cemetery services.

The 2004 General Plan serves as the overall guiding policy document for land use, development, and environmental quality for the unincorporated portions of El Dorado County. The Land Use Element of the General Plan designates the general distribution and intensity of all present and future uses of land in the community, anticipating future growth, future land uses, population increases, and development over a time span of 20 years. The General Plan Diagram is the site-specific map that illustrates the desired arrangement and location of land uses. Development that occurs within unincorporated portions of the County must be consistent with the County's General Plan and Zoning Ordinance.

The County's Zoning Ordinance and Zoning Map, Title 11 of the El Dorado County Municipal Code, provide specific development and land use regulations for the County. The Zoning Ordinance, adopted in 2015 and modified in 2018, is designed to implement the General Plan and promote, protect, and preserve the general public health, safety, and welfare of the residents within the County.

No significant growth or population increases are currently anticipated by CSA 9 staff to affect their ability to adequately provide roadway maintenance or other services. Any expansion of the CSA 9 service area would involve the creation of a

separate, self-contained Zone of Benefit to provide services to that area. Thus, any new areas created would not impact existing Zones of Benefit.

The issue with CSDs

In the past 15 years, County Department of Transportation (DOT), which provides staff to CSA 9, has been contacted by several smaller community services districts (CSDs) providing roadway maintenance services about dissolution and converting their service area into a Zone of Benefit under County Service Area 9. This process is not unprecedented. Shadow Lane CSD made such a conversion in 2002; the independent special district dissolved and its former service area became Shadow Lane ZoB. A citizen's advisory committee may be formed to advise DOT staff about prioritizing service, setting service levels or budgetary expenditures.

In prior discussions with DOT staff, the concern about such proposals has been the financial cost to the County to bring up the CSDs' roads to County standards. This is an incorrect assumption. In fact, the opposite is true. Converting these CSDs into ZoBs allows the County to maintain the roads at a different level of service than the rest of its road network. Presumably, unless the residents of these CSDs raise their revenue levels, the amount of maintenance of these roads would be proportionate to the available funding.

While no analysis of the potential benefits of such a conversion has been conducted in this study, it is clear that some savings will occur. Since the 2005 CSD Law re-write, CSDs have been expected to operate like junior cities. This means that they have almost the same operational and reporting requirements as municipalities, including reporting financial information to the State Controller and having certain information readily available on their websites. Most of the CSDs in El Dorado County have not grown much since their inception in the 1970s and 80s. They rarely have competitive elections for the districts' board of directors, most have volunteer staff (if any) and their annual collected revenues have not kept up with costs. As a result, there will be some administrative cost savings through conversion of these CSDs into ZoBs because some expenditures no longer have to be covered by those limited revenues, namely election and administrative costs. In addition, DOT can leverage its economies of scale and expertise (engineering and administrative) towards maintaining these CSD roads and likely create strategic plans for long-term planning and maintenance; something that has not occurred in several districts.

There is no indication that conversion of these CSDs into ZoBs would result in introducing growth inducing pressures. Any significant growth will be in an increase in the total population served by CSA 9, an increase in the number of roadway miles maintained by CSA 9, and an increase in service demand. No land use changes would be associated with such a change in government structure.

Growth in the Maintenance of Cemeteries?

County staff has floated a couple of ideas related to cemetery services in the recent past. First, as indicated in the 2006 Cemetery Services MSR, County staff was considering bringing in two privately-owned and maintained cemeteries located within Zone 3 into the Georgetown Cemetery ZoB.

Second, in September 2019, County staff discussed with the Board of Supervisors the possibility of the County creating a ZoB encompassing the CSA 9 service area except for the areas currently served by an existing cemetery ZoB or a cemetery district. The impetus for this expansion is that County officials cite that cemetery costs in El Dorado County are “getting out of hand.” California counties are required by State Law to take over cemeteries if they become unowned or abandoned. Increasingly, privately-maintained cemeteries are falling into those categories or coming into disrepair as families move away, costs become too high or there is no one left to operate them. As a result, the County is left with no other choice but to step in as required by law. More and more cemeteries are going from privately owned to publicly owned, with the General Fund monies being used to pay for it all.

According to the September 2019 presentation, the County has assumed the maintenance of 19 historic cemeteries, seven of which the County does not have a title to the property. In the 2015-16 fiscal year, the County budgeted about \$73,000 for cemetery maintenance. That number more than doubled to \$152,000 by 2018-19. Since the last fiscal year, the County has taken over more cemeteries and officials estimate that General Fund support could rise to \$250,000.

With this increased fiscal pressure, the Board of Supervisors approved placing a ballot measure on the 2022 ballot to establish a dedicated source of funding through a voter-approved special tax. One of the options is creating a zone of benefit to encompass the maintenance of historic cemeteries within CSA 9 but outside of the Georgetown Zone 3 ZoB and asking voters to approve a parcel tax as a dedicated source of funding to maintain these and other cemeteries the County would assume maintenance of in the future. This type of action would not involve LAFCO and can be accomplished administratively by the Board of Supervisors.

Should the County want to start maintaining historic cemeteries within the City of Placerville, then it would need to add the City to the CSA 9 service area and that action would require LAFCO approval.

2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

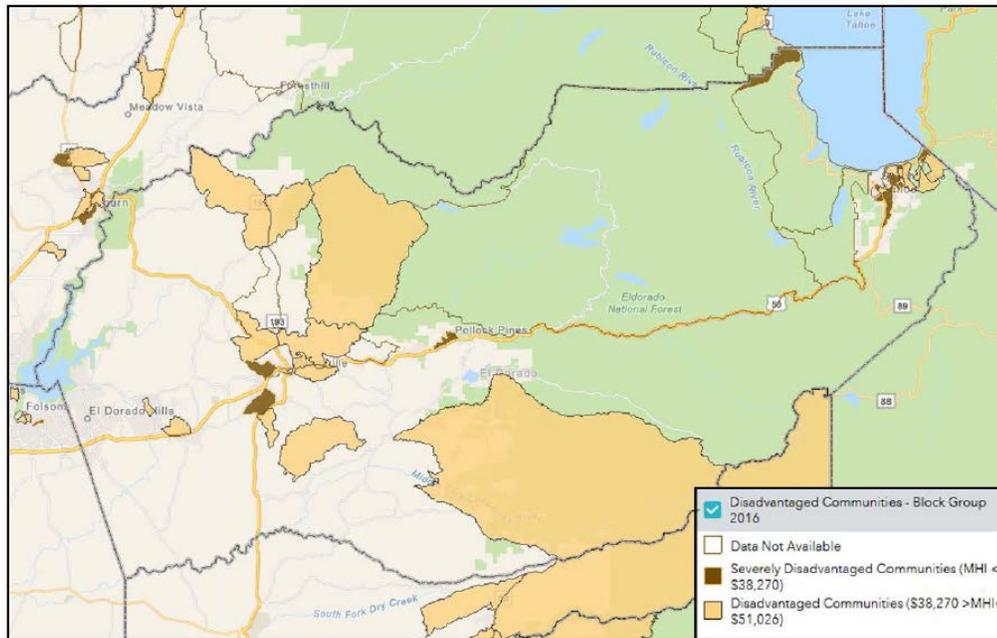
Purpose: To identify the communities within the agency’s service area or sphere of influence that have been traditionally unserved or underserved.

Encompassing the Western Slope, CSA 9 contains multiple areas that are considered disadvantaged communities. As defined by the California Water Code, a Disadvantaged Unincorporated Community (DUC) is an area of inhabited territory (12 or more registered voters) located within an unincorporated area of a county in which the annual median household income is less than 80 percent of the statewide median household income. According to the most recent 5-year estimate data from the U.S. Census American Community Survey (2014-2018),

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the California statewide annual medium household income is \$71,228; eighty percent of the statewide median household income is \$56,982.

The California Department of Water Resources (DWR) designated several areas in or around the center of CSA 9 as belonging to a disadvantaged community as noted in the map below:

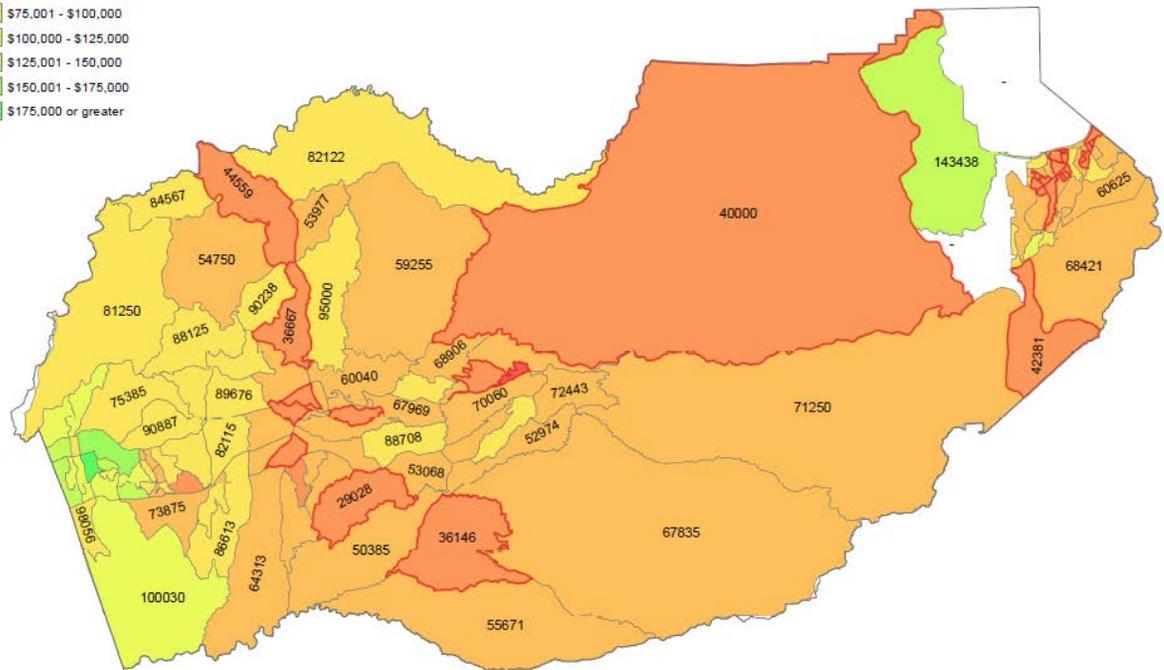
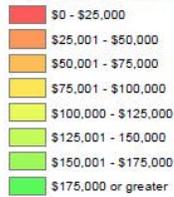


Pursuant to Government Code Section 56430, disadvantaged unincorporated communities also lack water, waste water, and structural fire protection services. CSA 9 does not provide any of these services. For the disadvantaged areas identified by DWR, water and wastewater services in all but one of the Block Groups are provided by either the Georgetown Public Utility District (GPUD) or the El Dorado Irrigation District (EID). Fire suppression is provided by either Cameron Park CSD, Diamond Springs/El Dorado, El Dorado County, Garden Valley, Georgetown, or Pioneer Fire Protection District.

The 2014/15 Census data show similar areas on CSA 9. It should be noted that there are differences, with the Census map identifying more disadvantaged areas than the DWR map. The Census map also does not identify two large block groups in the South County and the Divide as being disadvantaged. Specifically, areas to the east of Garden Valley and areas to the south east of the Grizzly Flat community are not labelled as disadvantaged by the Census, but these have that designation in the DWR map:

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Census_Block_Groups_2014_Median_Income
F2014_Median_Household_Income



As indicated above, disadvantaged unincorporated communities also lack water, waste water, and structural fire protection services, services not provided by CSA 9. Most of the areas that are considered disadvantaged by the Census receive water and wastewater service from GPUD and EID. These areas also are within the service boundaries of one of the following fire suppression agencies: Diamond Springs/El Dorado, El Dorado County, Garden Valley, Georgetown, or Pioneer Fire Protection District.

3. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies, including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.

Purpose: To evaluate the infrastructure needs and deficiencies of a district in terms of capacity, condition of facilities, service quality, and levels of service and its relationship to existing and planned service users, especially those in areas that have been traditionally unserved or underserved.

Information in this section addresses the following factors in LAFCO Policy 4.4:

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

Infrastructure and Operations

County Service Area 9 currently maintains infrastructure in 47 road maintenance zones, 62 drainage zones, 17 multi-purpose zones, one cemetery zone, four recreation zones, and three street lighting zones. Facilities are constructed on a subdivision by subdivision basis and are constructed according to County standards and approvals. Pertinent County staff reviews plans and provides input during construction.

Road and Road Maintenance Services

As it relates to the maintenance of roads, CSA 9 does not own any infrastructure, equipment, or facilities. For new developments within CSA 9, the requirement is that of an irrevocable offer of dedication for road and public utility easements, to be granted to the County. CSA 9 contracts with private providers for roadway services as needed.

CSA 9 maintains approximately 91.08 miles of roadway, with roadway surfaces ranging from asphalt to dirt. CSA 9 has approximately 78 miles being a combination of chip sealed and asphalt concrete, with the remaining 13 miles of gravel or dirt roadway. The Advisory Committees prefer to have all road surfaces asphalt paved or chip sealed.

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.

As stated earlier, CSA 9 only maintains the County owned roads within the Zones of Benefit. While the Zones of Benefit do not include all roadways within CSA 9's boundaries, it is possible for County-maintained roads to run through a Zone of Benefit. In addition, there can be other privately maintained roadways within a ZoB, such as secondary roadways maintained through a property owners' association.

Drainage Services

The drainage facilities in these zones of benefit 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 DOT, through the zones of benefit, has responsibility to maintain inlets and outlets. Above ground drainage ditches are primarily maintained through weed abatement. Once standing vegetation is removed, the facilities are sprayed using Aquamaster herbicide. Following vegetation removal, the herbicide is sprayed every two to three months in order to prevent regrowth.

Drainage and lighting facilities are planned and built on a subdivision by subdivision basis. The existing landscaping and lighting facilities within CSA 9 were developer built and are based on County approved plans, ensuring facilities are sufficient to accommodate existing demands. Future development and expansion is subject to similar conditions. Should upgrades be required, financing would come from zone of benefit funds or another source.

Cemetery Services

In terms of capacity, the Zone 3 cemeteries appear to have adequate land available to serve the residents of Georgetown and the surrounding area. Prior MSRs noted that the County had not sold plots at the Georgetown Pioneer Cemetery; however, County staff indicated that it started selling plots in the last two years. A Ground-Penetrating Radar Survey (GPR Survey) conducted in the early 2000s resulted in a map that shows space available where plots can be placed, which is why the County resumed selling plots. As of 2020, the Pioneer Cemetery has 2,193 interments/pre-needs (including 348 unknowns). Because space is available, plots are created at Pioneer Cemetery as needed and are designating these new plots as they are requested. As a result, the County is not able to estimate the number of plots that may be available.

In addition, there are almost 500 ground plots available within the Georgia Slide and Renke Annex Cemeteries. County staff provided the following:

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Georgetown Pioneer-Renke Annex

	Total	Purchased	Available
Full Plots (5x10)	219	142	77
Cremaains Plots (2x2)	83	21	62
Public Niches	96	2	94
Veterans' Niches	96	6	90

Georgia Slide

	Total	Purchased	Available
Full Plots (5x10)	288	66	222
Full Plots (Green Sec.)	66	4	62
Cremaains Plots (2x2)	61	6	55

As it can be seen in the tables above, Georgia Slide has 339 plots available and Renke Annex has 139 plots available (not including niche spaces).

Basic maintenance services for the cemeteries within Zone 3 are contracted out to a private entity. Volunteer efforts from members of the Georgetown Cemetery Advisory Committee also support the landscaping of the cemeteries. Regular maintenance includes weed abatement, brush and tree trimming, removal of leftover flower arrangements and garbage. All maintenance and beautification of the cemeteries is done under the direction of the Cemetery Director with recommendations being made by the Georgetown Zone of Benefit Cemetery Advisory Committee.

Currently, the Georgetown Pioneer, Renke Annex and Georgia Slide Cemeteries are “brown” cemeteries, requiring minimal routine maintenance. The 2006 Cemetery MSR noted that the Renke Annex was a “green” cemetery in terms of landscaping. That was correct up until 2020. Green landscaped cemeteries require more intensive regular maintenance of a sprinkler system and mow strips between grave rows. Due to escalating costs and how little the cemetery revenues have grown, the Cemetery Advisory Committee has volunteered to handle landscape maintenance; however, because of how labor intensive it is and the amount of time and physical labor it requires, the maintenance has been minimal in the last couple of years according to County staff. There is no automatic watering system at Renke (the watering is done by using hoses and sprinklers, which must be moved manually), consequently the Renke Annex has essentially reverted to a brown cemetery. This has resulted in considerably less cost incurred for landscape maintenance over the last three years.

County staff indicates that the Georgia Slide Cemetery is “green” in a different sense than landscaping. “Green” burials are designed to leave the landscape only temporarily impacted by burials. Only natural materials may be used for burials, bodies cannot be embalmed, and markers are not allowed. Although native flower seeds were introduced to this section, and the section was watered for a couple of years to assist with the development of the native vegetation, the area is not mowed and is no longer watered. Georgia Slide doesn’t receive landscape maintenance more than twice a year, and usually just annually, to clean up the needles as the trees suppress the growth of other vegetation.

Non-County Maintained Cemeteries Within Zone 3

Three additional, inactive cemeteries (Spanish Dry Diggins, Volcanoville and Mount Gregory) are within the Georgetown Cemetery Zone of Benefit assessment area, although they are not maintained by the CSA. Spanish Dry Diggins Cemetery is located in Greenwood and is currently maintained by El Dorado County staff (see the Local Accountability section below for additional information). The other two cemeteries are located in Volcanoville: Volcanoville Cemetery is cared for by the Native Sons of the Golden West and the Mount Gregory Cemetery has little or no supervision or maintenance, according to County staff. The 2006 Cemetery Services MSR noted some support among the County Cemetery Administration staff for the expansion of the Georgetown Cemetery Zone of Benefit to include the maintenance of these cemeteries. At the time, staff stated that, “it would greatly benefit the community to have these cemeteries under the Zone’s jurisdiction.” Other County staff have expressed their skepticism that County intervention is needed or be would be welcomed.

If the County wanted to expand ZoB services to include any or all of these cemeteries, it could be accomplished by a resolution from the Board of Supervisors and would not require LAFCO approval.

Parks and Recreation Services

Four zones of benefit are empowered to provide parks and recreation services, however; none of these zones receive a dedicated allocation of funds, either in the form of a share of property taxes, benefit assessment or special taxes. Funding for parks and recreation services comes from Quimby Act fees paid to the County by developers as a condition of the approval of a tentative or parcel subdivision map. These funds are then allocated to one of these zones when available. The County does not provide active recreational services or programs.

Lighting and Landscaping Services

Lights and lighting poles are located in three zones of benefit, with a combined total of 182 lighting poles within them. All street lights are utility owned and maintained by Pacific Gas and Electric (PG&E). The ZoBs in this case act as revenue generators to pay for the maintenance and upkeep of the lighting poles.

4. Financial ability of agencies to provide services.

Purpose: To evaluate factors that affect the financing of needed improvements.

Information in this section addresses the following factors in LAFCO Policy 4.4:

- Financial capabilities and costs of service.

Funding and Budget

County Service Areas in El Dorado County can typically rely upon property taxes, benefit assessments, special taxes, and volunteers to provide services. For the sake of clarity, the numbers below attempt to break down funding and expenditures by service types.

Revenues

CSA 9 is primarily financed through benefit assessments and special taxes. The following is from "Zone of Benefit Advisory Committee Manual" created by the County Department of Transportation:

The amount of either a special tax or benefit assessment is supported by the engineer's report submitted with the application to form zone of benefit. It must include allowance for the administrative costs previously described, as well as the maintenance costs.

A special tax requires two-thirds majority approval of the registered voters voting within the zone boundaries. A special tax is a uniform amount to each property, except that unimproved properties may be taxed at a lower rate. A special tax can be established with an escalator and/or with a "sunset clause". Any proposed increase exceeding the approved amount requires a two-thirds majority voter approval in another election.

In the case of a proposed benefit assessment, a report prepared by a licensed engineer explaining the proportional benefit received by each parcel is submitted. Each owner of interest in a parcel of land within the zone boundaries will then receive a ballot on which they express their approval of or objection to the proposed assessment. Responses are weighted, based on amount of the proposed assessment to the property and the percent of ownership interest for each ballot cast, in relation to all of the ballots cast. If a majority of the weighted ballots received protest the assessment, it cannot be levied.

Any subsequent proposed increase would be subject to the same documentation requirements and approval process. Once established, benefit assessments are confirmed annual by the Board of Supervisors. Any zone resident or property owner may appear before the Board to speak on the proposed assessments.

Once approved through the appropriate process, the benefit assessment or special tax is added to the property tax bill for each parcel. The funds are

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collected with the property taxes and deposited into an interest bearing account for use within the zone. The County Administrator’s Office’s “Community Development Finance Unit.” administers all funds. Monies are not placed in the General Fund and cannot be used for any other purposes.

Any property taxes going to CSA 9 are calculated by the County and transferred to CSA 9’s fund for general purposes. The only ZoB collecting user fees is Zone 3 Cemeteries for burial services.

Road Services

County DOT provided the following list of road services ZoBs, the revenue amount generated for the entire zone, the number of assessed parcels within the ZoBs, the administrative charge from the County Auditor, and the type of source of these funds (special tax or benefit assessment).

<u>Zone Name/FAMIS</u>	<u>Tax Amount</u>	<u>Parcel Count</u>	<u>Auditor Charge - 18/19</u>	<u>Net Revenue to budget FY 18/19</u>	<u>Source</u>
Arrowbee/ A**	\$41,800.00	209	342.82	\$41,457.18	Assessment
Blanchard Estates	\$3,360.00	12	162.00	\$3,198.00	Assessment
Carlson Drive	\$21,770.00	70	218.61	\$21,551.39	Assessment
Creekside Drive	\$2,437.96	6	156.00	\$2,281.96	Assessment
Devils Gate	\$0.00		0.00	\$0.00	
Dolly Varden Lane	\$2,100.00	21	171.00	\$1,929.00	Special Tax
East El Largo	\$8,760.00	19	169.00	\$8,591.00	Assessment
Fernwood Cothrin	\$39,600.00	264	389.92	\$39,210.08	Special Tax
Gilmore Vista	\$7,220.00	46	195.54	\$7,024.46	Assessment
Green Valley Oaks	\$26,090.84	95	242.18	\$25,848.66	Assessment
Hidden Lake / B**	\$26,400.00	132	275.53	\$26,124.47	Assessment
Holly Drive	\$6,900.00	46	195.54	\$6,704.46	Special Tax
King of the Mountain	\$5,250.00	21	171.00	\$5,079.00	Assessment
Lynx Trail	\$22,500.00	75	222.77	\$22,277.23	Special Tax
Many Oaks	\$12,125.00	97	244.12	\$11,880.88	Assessment
Maverick	\$10,350.00	23	173.00	\$10,177.00	Special Tax
Meadowview Acres	\$32,900.00	94	241.21	\$32,658.79	Special Tax
Nance	\$1,800.00	6	156.00	\$1,644.00	Special Tax
Oakleaf Circle	\$7,980.00	58	206.85	\$7,773.15	Assessment
Pilot View	\$14,400.00	72	220.57	\$14,179.43	Special Tax
Pineoakio	\$12,150.00	27	176.73	\$11,973.27	Special Tax
Rancho Ponderosa	\$6,525.00	29	178.71	\$6,346.29	Assessment
Randolph Canyon	\$6,000.00	10	160.00	\$5,840.00	Assessment
River Pines	\$25,850.00	94	241.21	\$25,608.79	Assessment

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Rolling Ranch	\$9,900.00	22	172.00	\$9,728.00	Special Tax
Ryan Ranch	\$40,500.00	81	228.59	\$40,271.41	Special Tax
Shadow Lane**	\$2,600.00	13	163.00	\$2,437.00	Special Tax

Road Services (continued)

<u>Zone Name/FAMIS</u>	<u>Tax Amount</u>	<u>Parcel Count</u>	<u>Auditor Controller Charge - 18/19</u>	<u>Net Revenue to budget FY 18/19</u>	<u>Source</u>
Sundance Trail	\$12,000.00	40	189.60	\$11,810.40	Special Tax
Tegra	\$5,980.00	23	173.00	\$5,807.00	Assessment
Texas Hill	\$43,740.00	108	253.74	\$43,486.26	Special Tax
Walnut Drive	\$24,375.00	75	222.77	\$24,152.23	Assessment
West Greensprings	\$5,775.00	21	171.00	\$5,604.00	Assessment

Drainage

The table below shows the revenue generated for drainage services. The source of the information and the column descriptions are the same as the table above:

<u>Zone Name/FAMIS</u>	<u>Tax Amount</u>	<u>Parcel Count</u>	<u>Auditor Controller Charge - 18/19</u>	<u>Net Revenue to budget FY 18/19</u>	<u>Source</u>
Bar J	\$13,700.00	548	623.58	\$13,076.42	Assessment
Bass Lake	\$0.00			\$0.00	
Bass Lake Village Units 8-13	\$23,701.00	173	312.05	\$23,388.95	Special Tax
Cambridge Oaks	\$33,400.00	167	306.43	\$33,093.57	Special Tax
Cameron Ridge	\$18,400.00	92	240.17	\$18,159.83	Special Tax
Cameron Valley Estates	\$24,000.00	120	265.27	\$23,734.73	Special Tax
Camino Vista	\$1,904.00	8	158.00	\$1,746.00	Special Tax
Carson Crossing Rd Drainage	\$4,522.10	378	483.32	\$4,038.78	Assessment
Cavalry Meadows	\$1,210.00	11	161.00	\$1,049.00	Assessment
Creskide Estates	\$6,031.00	163	302.68	\$5,728.32	Assessment
Creskide Greens	\$2,745.00	61	209.79	\$2,535.21	Assessment
Crescent Ridge	\$7,632.00	212	345.59	\$7,286.41	Assessment
Crown Valley	\$7,820.00	68	216.65	\$7,603.35	Assessment
Eastwood Park	\$5,920.00	148	290.75	\$5,629.25	Assessment
Euer Ranch (Units 1-5)	\$67,788.00	252	379.02	\$67,408.98	Special Tax
Euer Ranch Units 6&7	\$54,967.00	209	342.82	\$54,624.18	Special Tax
Fairchild Village	\$4,662.00	333	448.10	\$4,213.90	Assessment
Francisco Oaks	\$9,177.00	69	217.63	\$8,959.37	Special Tax
Fremont's Peak	\$0.00		0.00	\$0.00	

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Governor's West	\$0.00		0.00	\$0.00	
Green Valley Hills	\$4,440.00	222	354.82	\$4,085.18	Assessment
Highland Hills	\$0.00		0.00	\$0.00	
Highland View	\$22,250.00	89	236.36	\$22,013.64	Special Tax
Highland View 3B & 4	\$11,475.00	75	222.77	\$11,252.23	Special Tax

Drainage (continued)

<u>Zone Name/FAMIS</u>	<u>Tax Amount</u>	<u>Parcel Count</u>	<u>Auditor Controller Charge - 18/19</u>	<u>Net Revenue to budget FY 18/19</u>	<u>Source</u>
Highland View 5 & 6	\$14,514.00	82	229.56	\$14,284.44	Special Tax
Highland Village Unit 4A	\$2,043.00	9	159.00	\$1,884.00	Special Tax
La Cresta	\$3,640.00	104	249.90	\$3,390.10	Assessment
Longview Estates	\$3,400.00	40	189.60	\$3,210.40	Assessment
Marina Hills	\$2,475.00	33	182.67	\$2,292.33	Assessment
Marina Woods	\$10,335.00	159	298.94	\$10,036.06	Assessment
Oak Tree Meadows	\$120.00	2	152.00	-\$32.00	Assessment
Parkview Heights	\$3,050.00	122	267.19	\$2,782.81	Assessment
Ridgeview Village	\$5,424.00	113	258.55	\$5,165.45	Assessment
Ridgeview West 1&2	\$25,398.00	102	247.98	\$25,150.02	Special Tax
Rolling Hills	\$0.00		0.00	\$0.00	
Serrano	\$0.00		0.00	\$0.00	
Sierra Sunrise	\$200.00	2	152.00	\$48.00	Assessment
Southpointe	\$3,432.00	78	225.68	\$3,206.32	Assessment
Stonegate Village	\$5,824.00	448	545.05	\$5,278.95	Assessment
Stoneridge Village	\$3,680.00	80	227.62	\$3,452.38	Assessment
Summit	\$10,140.00	195	332.66	\$9,807.34	Assessment
Sundown Estates	\$1,000.00	10	160.00	\$840.00	Assessment
The Plateau	\$4,725.00	21	171.00	\$4,554.00	Special Tax
The Watermark	\$6,512.00	32	181.68	\$6,330.32	Special Tax
Twin Canyon	\$2,025.00	9	159.00	\$1,866.00	Special Tax
Village Center	\$150.00	2	152.00	-\$2.00	Assessment
Waterford	\$8,253.00	393	496.55	\$7,756.45	Assessment
Winterhaven	\$4,136.00	88	235.39	\$3,900.61	Assessment
Woodleigh Heights	\$3,000.00	12	162.00	\$2,838.00	Special Tax

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Cemetery Services

<u>Zone Name/FAMIS</u>	<u>Tax Amount</u>	<u>Parcel Count</u>	<u>Auditor Controller Charge - 18/19</u>	<u>Net Revenue to budget FY 18/19</u>	<u>Source</u>
Georgetown Cemetery	\$17,712.00	2,299	1,781.14	\$15,930.86	Special Tax

In addition to these revenues, CSA 9 also collects other revenues from interments and other burial-related services. Endowment fees are also collected for the long-term maintenance of the cemeteries. As detailed immediately below, there are limitations to what these fees cover. Burial fees collected are sufficient to cover the costs of burials, but only for the actual burial. Administrative fees collected do not cover the cost of County staff time. Endowment fees collected are not sufficient to cover future costs, particularly because the County sells only a handful of plots in each fiscal year. The County does not advertise or promote its cemetery services. Doing so would probably create a catch-22 scenario. More advertising would increase the number of plot sales, it would also increase staff costs. The current balances for endowment funds are:

- Renke = \$30,169.86;
- Georgia Slide = \$63,837.77.

These funds are tracked separately, but are handled in aggregate with other funds the County holds. Some of the limitations of the fees collected for this service:

- The County collects an administrative fee to help cover the cost of paperwork related to burials. This fee is not sufficient to cover the entire cost of processing a burial. Cemetery Administration is working towards making processes more efficient, first by developing a new database that will collect more information; eventually reducing the amount of research time currently needed to verify data when processing a burial. Future implementation phases of the new database will allow required forms to be completed automatically, and also enable electronic internal approvals, saving considerable time over the current process. It is doubtful that the current administrative fee will totally cover the cost to process a burial, even after the new database is fully implemented, but it will be closer than it is currently. Staff are also planning to conduct a cemetery fee benchmark study to research fees at other cemeteries.
- Revenue from plot sales is low, in terms of both the plot price and the number of plots sold, and these revenues cannot cover the current cost to maintain cemeteries. The Georgetown Cemetery Advisory Committee performs much of the landscape maintenance and repairs at the Georgetown cemeteries, which significantly reduces the cash required to maintain the cemeteries. However, the current members of the committee are aging and it will be necessary to recruit other volunteers to handle some of these tasks to keep the costs down for maintenance and repairs.

- Currently the County is not supplementing ongoing maintenance costs with General Fund monies, mostly due to the involvement of volunteers that handle landscape maintenance, but also due to the availability of zone of benefit funds that have not been used from previous years. However, these funds have been tapped for various improvement projects at the cemeteries, and are no longer accumulating but being reduced annually. If contracted maintenance services need to be utilized more frequently in the future, or several proposed improvement projects are completed, or if fees are not adjusted, then the County will have to evaluate if General Fund monies will be needed to provide services for these cemeteries.

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Recreation Services

As noted earlier, there is no dedicated source of funding for the four recreation ZoBs (Gold Trail, Mother Lode, Pollock Pines/Camino and Ponderosa). These now receive funding only when Quimby mitigation funds become available.

Multipurpose ZoBs

Because some ZoBs are multipurpose, the following table shows the amounts collected for road and drainage zones. Again the source of the information and the column descriptions are the same:

<u>Zone Name/FAMIS</u>	<u>Tax Amount</u>	<u>Parcel Count</u>	<u>Auditor Controller Charge - 18/19</u>	<u>Net Revenue to budget FY 18/19</u>	<u>Source</u>
Black Oak Estates #6	\$5,678.00	17	167.00	\$5,511.00	Special Tax
Black Oaks Estates	\$14,700.00	50	199.01	\$14,501.00	Special Tax
Creekside Greens Units 2 & 3	\$29,267.00	113	258.55	\$29,008.45	Special Tax
Deerfield Estates	\$5,226.00	13	163.00	\$5,063.00	Special Tax
Eastwood Park Unit #5	\$12,600.00	35	184.65	\$12,415.35	Special Tax
Highland View Unit 3A	\$8,090.00	10	160.00	\$7,930.00	Special Tax
Hollow Oak	\$43,263.00	99	246.06	\$43,016.94	Special Tax
Pioneer Pl., aka, Sierra Crossing	\$24,426.00	138	281.24	\$24,144.76	Special Tax
Silver Springs	\$17,400.00	58	206.85	\$17,193.15	Special Tax
Travois	\$8,658.00	26	175.74	\$8,482.26	Special Tax
West Valley Village	\$234,624.00	1,664	1,404.66	\$233,219.34	Special Tax

And this is the amount collected for Emerald Meadows, whose ZoB provides drainage and lighting and landscape services:

<u>Zone Name/FAMIS</u>	<u>Tax Amount</u>	<u>Parcel Count</u>	<u>Auditor Controller Charge - 18/19</u>	<u>Net Revenue to budget FY 18/19</u>	<u>Source</u>
Emerald Meadows	\$23,532.00	111	256.63	\$23,275.37	Assessment

Revenues are only one half of the equation; the other half is the expenditure amounts for each ZoB. Unfortunately, the County lists expenditures for CSA 9 in the aggregate. County staff provided one year's expenditures for each ZoB. Since these amounts are for FY 2018-19 only, the amounts listed below should be seen as a snapshot in time and not indicative of annual expenditures or as ongoing allocations to be used every year.

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Zone Name/FAMIS	FY 18/19 Expenditures
Arrowbee/ A**	\$254,512.81
Bar J	\$8,605.27
Barnett Business Park	\$306.88
Zone Name/FAMIS	FY 18/19 Expenditures
Bass Lake	\$0.00
Bass Lake Village Units 8-13	\$6,829.13
Black Oak Estates #6	\$1,689.63
Black Oaks Estates	\$725.43
Blanchard Estates	\$4,531.42
Cambridge Oaks	\$7,536.98
Cameron Ridge	\$6,964.78
Cameron Valley Estates	\$10,011.96
Camino Vista	\$537.42
Carlson Drive	\$3,004.51
Carson Crossing Rd Drainage	\$397.44
Cavalry Meadows	\$397.44
Creekside Drive	\$243.55
Creekside Estates	\$2,257.75
Creekside Greens	\$1,197.53
Creekside Greens Units 2 & 3	\$2,662.69
Crescent Ridge	\$4,145.63
Crown Valley	\$2,496.86
Deerfield Estates	\$828.22
Devils Gate	\$0.00
Diamond Springs Lighting*	\$9,998.96
Dolly Varden Lane	\$675.41
East El Largo	\$1,253.85
Eastwood Park	\$1,798.23
Eastwood Park Unit #5	\$3,398.37
Emerald Meadows	\$21,424.53
Euer Ranch (Units 1-5)	\$15,372.21
Euer Ranch Units 6&7	\$16,389.09
Fairchild Village	\$1,019.95
Fernwood Cothrin	\$14,385.18
Francisco Oaks	\$3,364.07
Fremont's Peak	\$0.00
Georgetown Cemetery	\$23,757.03
Gilmore Vista	\$8,864.43

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Governor's West	\$0.00
Green Valley Hills	\$2,328.73
Green Valley Oaks	\$4,360.13
Hawk View	\$786.77
Hidden Lake / B**	\$35,981.72
Highland Hills	\$0.00
<u>Zone Name/FAMIS</u>	<u>FY 18/19 Expenditures</u>
Highland View	\$8,251.84
Highland View 3B & 4	\$3,145.24
Highland View 5 & 6	\$4,902.46
Highland View Unit 3A	\$831.27
Highland Village Unit 4A	\$651.92
Highlands Village	\$8,204.42
Hollow Oak	\$8,288.63
Holly Drive	\$28,487.07
King of the Mountain	\$5,582.73
La Cresta	\$1,350.15
Long View Estates	\$873.79
Lynx Trail	\$32,418.86
Many Oaks	\$2,703.48
Marina Hills	\$454.80
Marina Woods	\$5,180.69
Maverick	\$8,300.42
Meadowview Acres	\$4,979.33
Nance	\$340.10
Oak Tree Meadows	\$18.02
Oakleaf Circle	\$8,219.43
Parkview Heights	\$397.47
Pilot View	\$1,937.43
Pineoakio	\$6,054.39
Pioneer Pl., aka, Sierra Crossing	\$180,473.77
Rancho Ponderosa	\$942.13
Randolph Canyon	\$747.26
Ridgeview Village	\$991.49
Ridgeview West 1&2	\$8,288.00
River Pines	\$13,138.40
Rolling Hills	\$0.00
Rolling Ranch	\$1,300.94
Ryan Ranch	\$186,850.35

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Serrano	\$0.00
Shadow Lane**	\$1,769.99
Sierra Sunrise	\$18.02
Silver Springs	\$2,088.99
Southpointe	\$855.26
Stonegate Village	\$2,620.55
Stoneridge Village	\$397.47
Summit	\$4,958.86
<u>Zone Name/FAMIS</u>	<u>FY 18/19 Expenditures</u>
Sundance Trail	\$3,492.50
Sundown Estates	\$397.44
Tegra	\$722.92
Texas Hill	\$37,755.63
The Plateau	\$1,425.07
The Watermark	\$1,719.09
Travois	\$1,173.31
Twin Canyon	\$538.42
Village Center	\$18.03
Walnut Drive	\$31,824.86
Waterford	\$2,767.27
West Green Springs	\$880.37
West Valley Village	\$142,214.95
Winterhaven	\$1,207.24
Woodleigh Heights	\$636.70

5. Status of, and opportunities for, shared facilities.
Purpose: To evaluate the opportunities for a jurisdiction to share facilities and resources to develop more efficient service delivery systems.

This section addresses the sharing of facilities by the agency, and the potential for CSA 9 to utilize additional facilities sharing options in order to reduce costs or increase efficiency within its operations.

Road and Road Maintenance, Drainage and Park and Recreation Services

CSA 9 currently shares space within two County-owned facilities. Two offices in the Department of Transportation Maintenance Division Building are used by CSA 9 Zone of Benefit staff, one in the Maintenance Division and the other in Construction Engineering. The admin staff for ZOB is located in Building C – 2850 Fairlane Court No other significant opportunities for shared facilities have been identified.

Cemetery Services

The Georgetown Cemetery Zone of Benefit appears to already be implementing all of the opportunities for shared facilities available. The CSA utilizes existing County Cemetery Administration staff for administration operations and has the option of utilizing County Parks and Grounds Maintenance staff and equipment for maintenance operations when contracting or volunteering opportunities are not available. Consolidating resources with another entity outside of, or instead of, the County is not likely to be beneficial to the Zone 3 cemeteries.

Street Lighting Services

No facilities are needed at the County since PG&E owns, maintains and repairs all lighting poles.

6. Accountability for community service needs, including governmental structure and operational efficiencies.

Purpose: To consider Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers; an evaluation of management efficiencies; and local accountability and governance.

Information in this section addresses the following factors in LAFCO Policy 4.4:

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

LOCAL ACCOUNTABILITY

California Government Code Section 25210.1 - 25211.33 enables the formation of County Service Areas to provide various services. CSA 9 is a dependent special district that is governed by the County of El Dorado's Board of Supervisors (or simply "The Board") acting as the Board of Directors for CSAs. The Board oversees the operation of County government and has legislative, executive, and quasi-judicial powers under the California Constitution and the County of El Dorado Charter. The County is subdivided into five supervisorial districts of roughly equal populations. The voters within each supervisorial district elect a representative to serve on the Board to a four-year term. The terms are staggered so that there are Board elections held every two years. The County Charter has "soft term limits." This means that supervisors can serve for a maximum of two consecutive terms before sitting out at least four years before running for up to two additional terms again. Board members are comprised of registered voters within the County and are paid just under \$76,877 per year, an amount that has not changed since 2007.

The Board of Supervisors creates policy by adopting resolutions or ordinances through duly noticed public hearings. Serving as the "district's board," the Supervisors meetings are held most Tuesdays at 8:00 am in the Board of Supervisor's Meeting Room, located at 330 Fair Lane, Building A, in Placerville.

Additional meetings are held as necessary. Meeting announcements are posted at the County office and on the County's website. Board meetings are held and noticed consistent with the Brown Act. CSA business is comingled with regular County of El Dorado business. Each Agenda has the following statement:

The Board meets simultaneously as the Board of Supervisors and the Board of Directors of the Air Quality Management District, In-Home Supportive Services, Public Housing Authority, Redevelopment Agency and other Special Districts.

There appear to be ample opportunities for public involvement and input. Information regarding the County is readily available to members of the public. Even during the Covid-19 pandemic, the Board kept its meeting schedule and continued to manage its public business through video conference meetings. Public participation was welcomed and accommodated in these virtual forums.

Additional information regarding CSA 9 may be found on the County's website at www.edcgov.us; however, it is not easy to find. Although budget numbers for CSA 9 can be found, the numbers are in the aggregate; they are not broken down by ZoB. Financial data and the financial statements for CSA 9 are comingled with other County departments and functions. As a result, a private citizen would have to be familiar with the governmental nature of dependent districts and adept at navigating the County's website to find financial information on CSA 9. For example, to find the budget, one must know to go to the Auditor Controller's page, click on "Auditor Controller Menu" and select "Special Districts Governed by the Board of Supervisors" under the "Current Year County Budget" submenu. In addition, CSAs are not audited separately but are included in the financial statement for the entire County government.

It should be noted that the governing structure or financial arrangement described above is not unusual. All but one county in California intermix the business of dependent special districts with the regular Board of Supervisors business. A different county audits their CSAs separately from the rest of the county; all other counties surveyed do not.

General Oversight Structure

Road and Road Maintenance Services, Drainage Services and Street Lighting and Landscape Services

The County Board of Supervisors appoints an "advisory committee" for the Zones of Benefit established prior to 1999. These committees serve in a consultative capacity to direct and determine the roadway maintenance required within each Zone of Benefit. The Advisory Committees are also subject to the same provisions regarding open meeting laws that govern the Board of Supervisors. For all ZoBs created after 1999, the appointment of an Advisory Committee is optional.

The purpose of an advisory committee is to meet periodically with property owners and residents within the zone to determine the priority of specific projects, establish an annual budget and discuss other issues of importance to the constituency

related to service provision. The advisory committee then makes service-related recommendations to the Board of Supervisors, which approves or denies the recommendations. Each advisory committee is required to meet at least four times each year. All advisory committee meetings are open to the public and must be noticed accordingly. The advisory committee develops a recommended budget, including specific projects to be completed and any changes to the assessment or tax to be levied. These recommendations are then forwarded to the Board of Supervisors for approval, amendment or denial.

Cemetery Services

The Georgetown Zone of Benefit Cemetery Advisory Committee (GCAC) reports to the Board of Supervisors and makes recommendations regarding matters applicable to the Georgetown Cemeteries. Recommendations are made through the Cemetery Director. However, the GCAC does not have the authority to act upon operational matters or to provide direction to County staff. The committee consists of five members that make recommendations on maintenance, development issues and operations of the Georgetown cemeteries.

The GCAC is required to have monthly meetings and is responsible for providing budget recommendations for the Georgetown Cemeteries. The Georgetown Cemetery Advisory Committee meetings are typically held the 4th Tuesday of every month at 6:30 pm at the Government Building (Suite B) on Orleans Street in Georgetown. An agenda is posted prior to the meetings in the office window. The Committee acts in full compliance with the guidelines delineated in the Brown Act.

There are various avenues in which a member of the public can provide feedback for a Georgetown Zone Cemetery: through discussions with County Cemetery Administration personnel or by addressing either the Georgetown Cemetery Advisory Committee or the Board of Supervisors directly during a publicly held meeting. The Georgetown Cemetery Advisory Committee and the Board of Supervisors provide sufficient notice to hearing items and agendas according to the guidelines delineated in the Brown Act.

Park and Recreation Services

CSA 9 does not have an advisory committee for these ZoBs since these services do not have an independent source of revenue outside of Quimby Act fees.

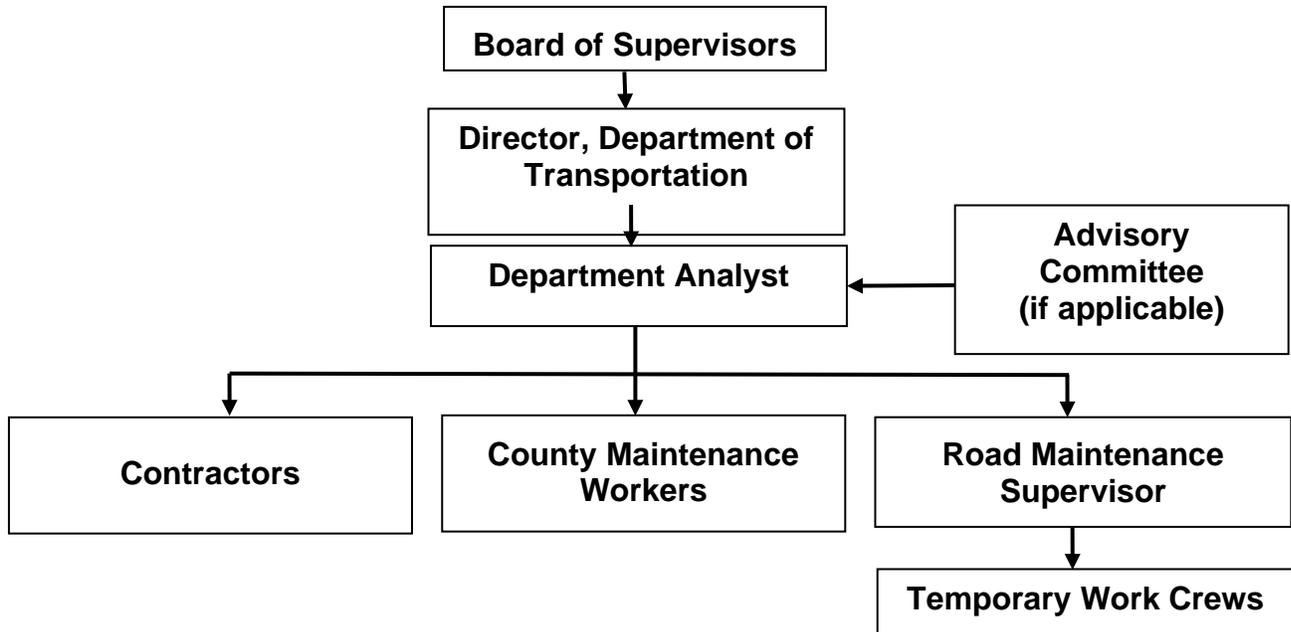
Staffing

Road and Road Maintenance Services, Drainage Services and Street Lighting and Landscape Services

County Service Area Number 9 is able to operate efficiently under its existing structure, with a one full-time Department Analyst, dedicated to the county service area Zone of Benefit program, with direct funding provided collectively by all of the road, drainage and street lighting and landscaping services ZoBs within the county. One Deputy Director provides program oversight. CSA 9 also has one full time

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Road Maintenance Supervisor who devotes approximately half of their time to roadway maintenance, and four part time temporary employees, whose primary assignment is for drainage maintenance and associated weed abatement in the West Slope drainage zones where there are no advisory committees. The figure below shows CSA 9's current organization structure when it comes to these services.



Road Maintenance and Drainage

Each Zone of Benefit Advisory Committee recommends the type of work to be performed within the ZoB. The County writes and administers the contract for services with a private contractor and/or the DOT crew who then performs the work. The work performed by road crews varies, but generally speaking cover the following:

Maintenance Work

- Routine, recurring work to preserve roads and ditches
- Patching, chip and slurry seal, crack seal
- Culvert and ditch clearing
- Some contractors are on call for emergency maintenance services

Construction Work

- Improving, fixing or reconstructing roads or ditches
- All new construction and installation

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Recreation Services

The County Parks Division oversees the maintenance of five parks/playgrounds and various hiking trails in El Dorado County. The maintenance for parks within the four parks & recreation ZoBs would be housed in this division; however, these four zones no longer receive County General Fund funding. Instead, these ZoBs are now financed via Quimby fees exclusively.

Street Lighting Services

CSA 9 acts as the funding mechanism to pay for power to the street lamps. PG&E owns and maintains all street lamps.

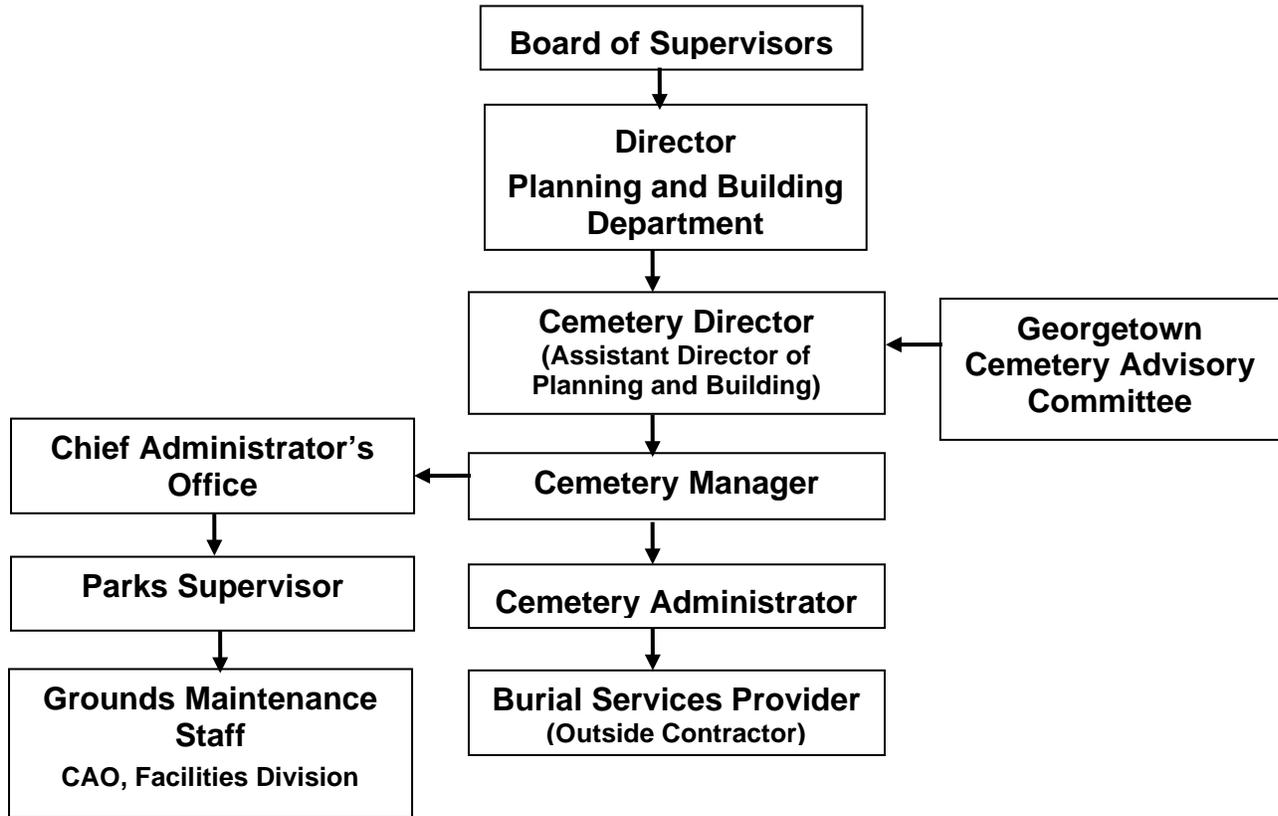
Table 1: County Administrative Positions

Position	Wage Range	Full/Part Time	Benefits
Department Analyst	\$27.48-37.11	Full	Yes
County Maintenance Worker	\$18.45-29.06	Part	No
Road Maintenance Supervisor	\$30.020-36.50	Full	Yes

Cemetery Services

The organizational chart for cemetery services is a little different than that of the other services. El Dorado County Planning and Building Department staff manages all of the County-maintained cemeteries in addition to the CSA 9, Zone 3 cemeteries. The Assistant Director of Planning and Building is designated as the Cemetery Director and reports to the Director, Planning and Building Department. The Director of General Services supervises the Manager of Support Services, who in turn provides direction to the Cemetery Administration staff. The latter is composed of a Cemetery Administrator, Maintenance Supervisor and a four-person grounds-keeping staff. The organizational structure is as follows:

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The Cemetery Manager, under the direction of the Cemetery Director, oversees the Cemetery Administration staff in the provision of the following services:

- Maintenance of all cemetery records including cemetery plot maps, plot sales, interment, financial and maintenance records;
- Administering the sale and recording of burial plots and depositing all funds received from sales and for services with the County Treasurer's Office;
- Meeting with the families and/or authorized designees in order to coordinate burial arrangements with funeral directors, arranging for opening and closing of graves and assuring representative attendance at all committal services;
- Arranging for any needed maintenance, improvements or repairs deemed appropriate by the Cemetery Director and/or the Board of Supervisors either by observation or upon recommendation of the Cemetery Advisory Committee;
- Reviewing the current fee schedule and proposing any adjustments thereto as needed and assisting in the preparation of the annual budget for the Zone of Benefit.

El Dorado County has a full time employee with several duties, including that of Cemetery Administrator. Three-quarters of their time is spent on cemeteries under the direction of the Cemetery Manager, who is responsible for keeping an accurate

inventory of the County-operated cemeteries, including updated records and maps as necessary and depositing funds and maintaining financial ledgers. The Administrator handles all public interaction regarding burials and monument placement and serves as the Cemetery Director alternate member of the Cemetery Advisory Committee. The Cemetery Administrator also records plot sales, make burial records available to the public and coordinates repairs and maintenance with the County’s Facilities Division or outside contractors.

All burials in the Zone 3 cemeteries are recorded by the County in a combined computer database that stores the updated information for these cemeteries and all cemeteries maintained by the County. Each cemetery has a plot map that is updated periodically to record new plot sales and burials. A copy of the cemetery maps and plot plans, which clearly indicate the status of each plot (e.g. sold, available, etc.), is maintained at the office of the Cemetery Administrator. Accurate records of all plot sales, interments and disinterments, showing the date of sale and interment or disinterment, location, plot owner and funeral home conducting the committal service, can be found in the office of the Cemetery Administrator as well.

The office of the Cemetery Administrator is also responsible for keeping all financial records pertaining to the Georgetown Cemeteries. A form is completed at the time of each plot sale, interment, disinterment or other service performed or to be performed within a CSA 9, Zone 3 cemetery. The form reflects the complete list of any charges or fees, the name of the person or firm paying for the services, and the applicable plot and file number. The original is maintained in the office of the Cemetery Administrator and a copy serves as a customer receipt.

Cemetery maintenance includes weed control, brush removal, refuse removal and general cleanup as needed for natural cemeteries. All landscaping and grounds-related maintenance responsibilities are performed by contracted vendors. These five types of County employees are full time; however, they devote part of their work schedules to the cemeteries. County staff is available on call for repairs or problems throughout the year.

Table 2: County Cemetery Administrative Positions

Position	Wage Range	Full/Part Time	Benefits
Cemetery Manager	\$41.08-49.93	Full	Yes
Cemetery Administrator	\$30.53-37.11	Full	Yes
Grounds Maintenance Supervisor	\$22.87-27.79	Full	Yes
Grounds Staff (4 Employees)	\$16.66 – \$22.50	Full	Yes

Government Structure Options & Evaluation of Management Efficiencies

Road and Road Maintenance Services, Drainage Services and Street Lighting and Landscape Services

The overall management structure of CSA 9 is sufficient to perform necessary services and maintain operation in an efficient and effective manner. The service boundaries of CSA 9 are appropriate for the current services provided. As discussed below, an alternative governmental structure option to reduce administrative complexities would involve combining services with another county service area, most likely to be County Service Area Number 2. Additionally, several smaller independent districts in the area may be more effectively served as a zone of benefit within CSA 9.

County Service Area 2

CSA 2 was formed in 1963 by the County Board of Supervisors as a mechanism to collect revenue for the provision of road maintenance and related services on two zones of benefit within the Coloma-Lotus area. The CSA maintains approximately 15.62 miles of roadway within its boundaries, which encompass approximately 2,039 acres. CSA 2 is located at the northwest side of the intersection at Luneman Road and Coloma/Lotus Road, on the east side of the South Fork of the American River.

CSA 9 completely surrounds CSA 2. While unusual, this arrangement does not violate the Government Code's prohibition against two or more agencies providing similar services on the same geographic region because CSA 9 does not provide services outside of its zones of benefit. However, since both CSAs are overseen by the County Board of Supervisors, are coordinated by the same County departments, utilize the same staff, have comparable funding mechanisms and provide the same services, it is logical for CSA 2 to be dissolved and have its service area annexed by CSA 9.

One additional advantage is that under CSA 9, the County could adjust the boundaries to the homes CSA 2 currently serves to accommodate them based on current circumstances. For example, there are some homeowners within CSA 2 that no longer use CSA 2's road network to access their properties. In addition, there are other properties that are outside of CSA 2 that do use its network for access.

In the mid-2010s, County staff at DOT met with LAFCO staff to discuss this reorganization; however, the initiative appears to have lost momentum with the turnover at DOT's upper management and staff retirements. County DOT should revisit this idea.

Because CSA 9's boundaries already encompass CSA 2, LAFCO involvement would be limited to the designation of a zero sphere for CSA 2, the dissolution of CSA 2 and the designation of CSA 9 as the successor entity that would take over services of CSA 2's two ZoBs. No annexation into CSA 9 would be required.

Road CSDs

Periodically, staff at DOT have been contacted by several small community services districts (CSDs) for the purpose of converting to zones of benefit within CSA 9. These CSDs have a lot in common: they are single purpose districts (their only authorized power is roadway maintenance services), provide service to a small area (usually just the internal circulatory streets of a subdivision), are primarily staffed by volunteer directors and general managers (if they have a person in the latter role), generate revenues that are insufficient to keep up with inflation and are too small to generate competitive elections to their respective boards of directors. The conversion would involve the dissolution of the CSD by LAFCO and the creation of a separate, self-contained Zone of Benefit to provide services to that CSD's former service area. This approach is not unprecedented given the dissolution of Shadow Lane CSD in the early 2000s.

These districts were created in the 1970s and 80s in response to the conundrum for the County at the time: how to approve additional developments without having to maintain additional miles of roads. The original solution for some of these areas was to form homeowner's associations to maintain the roads; however, these proved unworkable when residents refused to pay their dues. County leaders, with assistance from LAFCO, converted these HOAs into CSDs so that the revenues to support these services now come in the form of an allocated portion of property taxes. Over time, finances (costs for maintaining roads increased while revenues remain flat) and CSD Law (its 2005 rewrite now requires CSDs to operate like junior cities) have gotten away from these CSDs. Among other things, CSDs are now required to have a general manager, maintain a website and submit financial reports to the State of California.

Since these districts cannot afford paid, dedicated staff to oversee operations – and in some cases have had directors who have served for many years – dissolving them and turning them into ZoBs makes the most sense from an organizational, operational and governmental standpoint. One of the main obstacles to that is that DOT directors have consistently stated the department does not want to maintain more miles of roads, let alone some roads that have lacked regular maintenance. Part of it is the misconception that the roads would have to be brought up to County standards should the County assume the maintenance of these roads. In fact, the “Zone of Benefit Advisory Committee Manual” created by the County Development Agency has the following in its Frequently Asked Questions section:

Are we required to bring our road up to any particular standards? Is there a requirement as to the level of maintenance and/or improvements we must provide?

Answer: At this time there is no standard established for existing zone roads, although compliance with Fire Safety Regulations is recommended. The property owners and residents in the zone determine the level of

improvements and/or maintenance for roads within their zone, subject to approval of the Board of Supervisors.

Because the roads would be under a ZoB, they can be maintained at a separate standard than the County standard for County roads, commensurate with the revenues generated within the ZoB. This ensures the roads are managed and overseen by a qualified engineer within DOT, someone who cannot be retained by the district currently. It also eliminates the CSDs having to spend their limited revenues on governance (compliance with the Brown Act, maintain websites, pay for elections, etc.). Finally, any newly created ZoB would not impact existing Zones of Benefit. But until DOT is willing to consider the idea of conversion, it is unknown when and if these small CSDs will apply to become ZoBs within CSA 9.

Cemetery Services

Cemeteries within CSA 9, Zone 3 seem to be properly managed under the current government structure. Local responsibility appears to provide well-maintained and managed cemeteries for residents within the greater Georgetown community, while still capturing economies of scale through utilizing County Cemetery staff for administration and operations.

Western Slope Cemetery Zone of Benefit

The County of El Dorado oversees the maintenance and operation of 14 cemeteries outside of the Georgetown ZoB. Health and Safety Code section 8131 states, "All public cemeteries within the county that are not owned by a city or by a fraternal or beneficial association or society are under the jurisdiction and control of the Board of Supervisors of the county in which they are situated." This maintenance does not have a dedicated funding source; as a result, the County is using more General Fund revenues to pay for the upkeep and maintenance of these cemeteries.

There are other cemeteries that are currently not County-maintained but are asking for the County's involvement in the future. The legal entity responsible for the maintenance of these cemeteries is either inactive or will soon be inactive. Should that occur, the risk is that the cemeteries will be abandoned, neglected and slowly decline to such a state of disrepair that they will become a nuisance and pose a threat to public safety. A staff report for a June 2018 Board of Supervisors hearing notes, "At this time, the County does not have a comprehensive policy approach to dealing with the large number of these cemeteries located within the county. In the event these cemeteries are abandoned, under our current model the responsibility for many of these cemeteries may fall to the County." Further, County staff fears that many cemeteries that the County may take ownership of in the future will have unidentified capital needs – lighting, parking, roads, inadequate accommodations per the Americans with Disabilities Act, etc.

County staff is proposing the creation of one large zone of benefit on the western slope within CSA 9, funded by a special tax (of between \$8 and \$10) to fund

services. On November 5, 2019, the Board of Supervisors voted to form this ZoB subject to voter approval of the special tax in the November 2022 election. The initial formation of this ZoB would not require LAFCO action; however, should the County expand the ZoB, and therefore CSA 9, into the City of Placerville, then both the expansion of CSA 9's sphere of influence and annexation would require LAFCO action. The November Board action and the meetings that preceded it did not contemplate the County taking over any cemeteries within Placerville.

7. The potential effect of agency services on agricultural and open space lands.

Purpose: To determine the extent in which the provision of services by the agency, or its potential expansion of services, impact agriculture and open space, both on lands within the agency or surrounding it.

Information in this section addresses the following factors in LAFCO Policy 4.4:

- Potential effects on agricultural and open space lands.

In other places around the state, countywide CSAs can lead to growth and development pressures if the services being provided are water and wastewater. In the case of CSA 9, one of the services it provides, road and road maintenance can be growth inducing in that new routes can make more lands accessible to development; however, CSA 9 does not provide any of its empowered services outside of a zone of benefit. As a result, it is unlikely that CSA 9's services would induce urban growth or the premature conversion of agricultural land to urban uses. CSA 9 has no plans to expand road maintenance services, either by adding more roadway zones of benefit or by providing services outside of a ZoB. The two places it could expand, either through the creation of a West Slope Cemetery ZoB or by taking over services for CSA 2, should not have or add additional impacts to the economic viability of surrounding agricultural operations.

IV **SOI 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, which are listed in Appendix A. Staff recommends the following determinations for amending the sphere for CSA 9:

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

Present land uses within the CSA 9 include residential, commercial, industrial, institutional, and open space. Planned land uses are defined in the County's general plan land use designations. CSA 9 does not extend services outside its designated zones of benefit.

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

Present needs for public facilities and services are being met. Needs for public facilities and services are expected to remain the same within the designated zones of benefit. There may be two services with areas for growth for CSA 9:

Cemetery Services: Should the voters approve a special tax to support the proposed Western Slope Cemetery Zone of Benefit, the County would be responsible for the maintenance and upkeep of numerous cemeteries under the umbrella of CSA 9 (as opposed to the current situation of maintaining them under general services with financial support from the General Fund).

Roadway Services

- **CSA 2:** Because roadway services are provided by CSAs 2 and 9 by the same staff and CSA 9's service territory includes that of CSA 2 (though there is no overlap in services because CSA 9 only provides services within its roadway maintenance zones of benefit), then dissolving CSA 2 and turning over its zones of benefit to CSA 9 is logical from a governmental structure perspective. It is unknown whether there will be internal administrative savings to County personnel, although it is conceivable that there will be some given that both CSAs require financial and operational tracking given that they are separate legal entities.
- **Road Maintenance CSDs:** For the several CSDs that have been struggling with governance and operations, it would be orderly to have CSA 9 absorb those districts and take over the road maintenance functions. Reluctance on the part of Department of Transportation staff (over service impacts and the increase in service demand) and on the part of these CSD's Board of Directors (loss of local control) prevent these reorganizations from occurring.

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 provided is adequate for the current level of service demanded, although desired levels of service in some zones of benefit are not presently met due to financial limitations.

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.

There are many communities within the western slope of El Dorado County, however; given the diversity in size and location of the ZoBs, there are no social or economic communities of particular relevance to CSA 9.

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

Although CSA 9's service area encompasses many disadvantaged communities, none of the services provided by CSA 9 are applicable to this section.

Sphere of Influence Conclusions and Recommendations

County Service Area 9's SOI which was last updated on February 27, 2008. Based upon the information contained in this report, it is recommended that the sphere of influence for CSA 9 be affirmed to be concurrent with its existing service area.

V ENVIRONMENTAL REVIEW

The California Environmental Quality Act (CEQA, Public Resources Code §21000 et seq.) requires public agencies to evaluate the potential environmental effects of their actions. OPR’s Service Review Guidelines Chapter 7, *Integrating Municipal Service Reviews with the California Environmental Quality Act*, advises that “no two municipal service reviews will be exactly alike and each needs to be evaluated on its specific merits and characteristics.” The environmental review for El Dorado LAFCO’s service review of County Service Area 9 is specific to this study and may differ from the environmental review of other service reviews and other LAFCOs.

Service reviews are intended to support sphere of influence updates, including the creation and amendment of SOI boundaries, as well as other government reorganization proposals. Such activities could influence future growth patterns, and as such are considered discretionary projects under CEQA. LAFCO has the principal responsibility for carrying out and approving this service review and therefore the principal responsibility for preparing CEQA documents as lead agency.

Exemption

This service review and accompanying sphere of influence determinations qualify for a statutory exemption as outlined in Public Resources Code §15061(b)(3). These activities are covered by the general rule that CEQA applies only to projects which have the potential for causing a significant effect on the environment. Where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA. The MSR and sphere of influence update have no possibility for causing a significant effect on the environment. Any future projects that make use of this service review and the information contained herein will be subject to separate environmental review under CEQA.

VI REFERENCES AND SOURCES

General Background Information:

2004 El Dorado County General Plan: A Plan for Managed Growth and Open Roads; a Plan for Quality Neighborhoods and Traffic Relief, adopted July 2004

Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, prepared by Assembly Committee on Local Government, last updated November 2017

Local Agency Formation Commission Municipal Service Review Guidelines, Governor's Office of Planning and Research, August 2003

LAFCO Procedures Guide, 2013 Edition, San Diego County LAFCO

El Dorado LAFCO's Streets and Highways Municipal Service Review (prepared by PMC), 2008

Governing and Defining Legislation:

Government Code §61000 et seq.

County Service Area 9:

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Shanann Findley, Department Analyst, County of El Dorado

Julianne Melchor, Administrative Analyst, County of El Dorado

Elizabeth Zangary, Department Analyst II (retired), County of El Dorado

County of El Dorado, County Budget - Special Districts Governed by the Board of Supervisors for the Fiscal Years 2006-2017

County of El Dorado, *County Financial Statements for Fiscal Years from FY 2010 to FY 2019*

El Dorado LAFCO:

General Government Services I Municipal Services Review, prepared by Pacific Municipal Consultants (PMC) for the El Dorado Local Agency Formation Commission, adopted 2008

Public Cemetery Services Municipal Services Review, prepared by El Dorado LAFCO staff, adopted 2007

Streets and Highway Municipal Services Review, prepared by Pacific Municipal Consultants (PMC) for the El Dorado Local Agency Formation Commission, adopted December 2007

West County Parks and Recreation Municipal Services Review, prepared by El Dorado LAFCO staff, adopted 2004

I **APPENDICES**

A. **Appendix I: Background on MSR/SOI**

State mandates enacted in 2000 establish requirements for a Local Agency Formation Commission to conduct comprehensive reviews of all municipal services (MSRs) in its county. This service review includes a summary and analysis of the County Service Area #9, along with a subsequent update to its sphere of influence. The MSR serves as a basis for the accompanying sphere of influence determinations and considerations for future government reorganizations. The information contained in this document does not explicitly plan for future services, nor will any action or change in services result directly as a result of LAFCO's adoption of the document. This service review provides a description of existing resource conservation-related services provided by the district and is inherently retrospective, taking a "snapshot" of existing conditions. However, this document will be used as a guide for future decisions by LAFCO in determining the agency's ability to provide services. The report complies with all guidelines adopted by the Governor's Office of Planning and Research and will be available to other agencies and to the public.

This review is part of El Dorado LAFCO's Third Cycle of municipal service reviews (2013-2021). County Service Area #9 was previously reviewed in several MSRs since it is a multi-service provider. If the reader recalls, in the First Cycle of municipal service reviews, LAFCO reviewed each public agency providing similar public services in a single, comprehensive service-based report; therefore, one agency may be covered in multiple MSRs for different services. As a result, CSA 9 was analyzed in the following reports:

- General Government Services I MSR
- Public Cemetery Services MSR
- Streets and Highway Services MSR

LAFCO utilized an agency-based approach for the Second and Third Cycle MSRs, so each agency will be reviewed in an individual MSR, covering all services provided by the agency. For past reviews of County Service Area #9, or for more detailed information on the other agencies which provide similar services, please visit the LAFCO website under the "MSRs" tab.

Background

Legislative Framework

In 1997, the State Legislature established the Commission on Local Governance for the 21st Century (CLG). The CLG was tasked with assessing governance issues and making recommendations, directing special attention to the Cortese-Knox Local Government Reorganization Act of 1985, the then-57 Local Agency Formation Commissions governed by the Act and citizen

participation in local government. CLG members included a broad spectrum of constituent groups and perspectives including counties, cities, special districts, educators, industry and elected officials.

The CLG determined that LAFCOs needed more specific information in order to make informed decisions on projects that came before them. It was recommended that LAFCOs be required to collect and review the information necessary to guide decisions before specific proposals were made. The CLG concluded that this information was necessary for LAFCOs to encourage orderly growth and to provide planned, well-ordered, efficient urban development patterns and to advantageously provide for the present and future needs of each county and its communities. Specifically, the CLG recommended that information on public service capacity and issues be gathered through periodic service reviews. These service reviews would ultimately constitute a statewide body of knowledge that could be used to resolve California's growth-related public service issues. Based on these recommendations, the State Legislature enacted Government Code §56430 as part of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH), which became effective on January 1, 2001.

Section 56430 of the CKH Act, in part, and as amended effective January 1, 2012, states as follows:

- (a) In order to prepare and to update spheres of influence in accordance with Section 56425, the commission shall conduct a service review of the municipal services provided in the county or other appropriate area designated by the commission. The commission shall include in the area designated for service review the county, the region, the sub-region, or any other geographic area as is appropriate for an analysis of the service or services to be reviewed, and shall prepare a written statement of its determinations with respect to each of the following:
 - (1) Growth and population projections for the affected area.
 - (2) The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.
 - (3) Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies, including needs or deficiencies related to sewers, municipal and industrial water, and structural fire protection in any disadvantaged, unincorporated communities within or contiguous to the sphere of influence.
 - (4) Financial ability of agencies to provide services.
 - (5) Status of, and opportunities for, shared facilities.
 - (6) Accountability for community service needs, including governmental structure and operational efficiencies.

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- (7) The potential effect of agency services on agricultural and open space lands.
- (b) In conducting a service review, the commission shall comprehensively review all of the agencies that provide the identified service or services within the designated geographic area. The commission may assess various alternatives for improving efficiency and affordability of infrastructure and service delivery within and contiguous to the sphere of influence, including, but not limited to, the consolidation of governmental agencies.
- (c) In conducting a service review, the commission may include a review of whether the agencies under review, including any public water system as defined in Section 116275, are in compliance with the California Safe Drinking Water Act (Chapter 4 (commencing with Section 116270) of Part 12 of Division 104 of the Health and Safety Code). A public water system may satisfy any request for information as to compliance with that act by submission of the consumer confidence of water quality report prepared by the public water system as provided by Section 116470 of the Health and Safety Code.
- (d) The commission may request information, as part of a service review under this section, from identified public or private entities that provide wholesale or retail supply of drinking water, including mutual water companies formed pursuant to Part 7 (commencing with Section 14300) of Division 3 of Title 1 of the Corporations Code, and private utilities, as defined in Section 1502 of the Public Utilities Code.
- (e) The commission shall conduct a service review before, or in conjunction with, but no later than the time it is considering an action to establish a sphere of influence in accordance with Section 56425 or Section 56426.5 or to update a sphere of influence pursuant to Section 56425.

In addition, several sections of CKH empower LAFCOs to obtain information for service reviews:

- Section 56378 authorizes LAFCOs to initiate and make studies of existing governmental agencies. “In conducting those studies, the commission may ask for land use information, studies, and plans of cities, counties, districts, including school districts, community college districts, and regional agencies and state agencies and departments. (Those agencies) shall comply with the request of the commission for that information...”
- Section 56846 states, “Every officer of any affected county, affected city, or affected district shall make available to a reorganization committee any records, reports, maps, data, or other documents which in any way affect or pertain to the committee’s study, report, and

recommendation and shall confer with the committee concerning the problems and affairs of the county, city, or district.”

- Section 56844 authorizes the Commission to undertake a study or report in place of a reorganization committee, thereby transferring those access rights.

Relationship Between Spheres of Influence and Service Reviews

The CKH Act requires LAFCOs to develop and determine the sphere of influence (SOI) for each applicable local governmental agency that provides services or facilities related to development. Government Code §56076 defines a SOI as “a plan for the probable physical boundaries and service area of a local agency.” Service reviews must be completed prior to the establishment or update of SOIs (§56430(a)). Spheres of influence must be reviewed and updated, as necessary, not less than once every five years (§56425). El Dorado LAFCO’s policies already contain the update requirement (Policy 4.2).

The information and determinations contained in a municipal service review are intended to guide and inform SOI decisions. Service reviews enable LAFCO to determine SOI boundaries and to establish the most efficient service provider for areas needing new service. They also function as the basis for other government reorganizations. Section 56430, as noted above, states that LAFCO can conduct these reviews “before, in conjunction with, but no later than the time it is considering an action to establish a SOI.”

In addition to the factors in Government Code §§56425 and 56430, the Commission’s Policies and Guidelines Section 4.4 require that it make the following determinations prior to establishing a sphere of influence:

- (1) The service capacity, level and types of services currently provided by the agency and the areas where these services are provided.
- (2) Financial capabilities and costs of service.
- (3) Topographic factors and social and economic interdependencies.
- (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.
- (5) Potential effects on agricultural and open space lands.
- (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.
- (7) An analysis of the effects a proposed sphere of influence on other agencies and their service capabilities.

Service Review Guidelines

The Governor's Office of Planning and Research (OPR) was directed by statute (§56430) to prepare guidelines to assist LAFCOs in complying with the new service review requirements. In that regard, the final *Local Agency Formation Commission Municipal Service Review Guidelines* was released in August 2003. OPR's intent in developing these guidelines was "to provide a structure to assist LAFCOs to carry out their statutory responsibility of promoting orderly growth and development, preserving the state's finite open space and agricultural land resources, and working to ensure that high quality public services are provided to all California residents in the most cost effective and efficient manner." These guidelines were utilized in the preparation of this service review document.

The guidelines identify several possible goals and objectives for municipal service reviews to be achieved through written determinations in the seven required areas. These goals and objectives are as follows:

- Promote orderly growth and development in appropriate areas with consideration of service feasibility, service costs that affect housing affordability and preservation of open space, important agricultural land and finite natural resources.
- Encourage infill development and direct growth to areas planned for growth in general plans.
- Learn about service issues and needs.
- Plan for provision of high quality infrastructure needed to support healthy growth.
- Provide tools to support regional perspectives or planning that address regional, cross-county or statewide issues and processes.
- Develop a structure for dialogue among agencies that provide services.
- Develop a support network for smaller or ill-funded districts that provide valuable services.
- Provide backbone information for service provider directories or inventory reference documents for counties that do not have them.
- Develop strategies to avoid unnecessary costs, eliminate waste and improve public service provision.
- Provide ideas about opportunities to streamline service provision through use of shared facilities, approval of different or modified government structures, joint service agreements, or integrated land use planning and service delivery programs.
- Promote shared resource acquisition, insurance policies, joint funding requests or strategies.

The guidelines emphasize that “LAFCOs may need to modify these recommendations to reflect local conditions, circumstances and types of services that are being reviewed.” To that end, El Dorado LAFCO also utilized its own set of policies for service reviews (Policy 5 et seq.), which incorporate the goals and objectives listed above.

Determinations for Amending the Sphere for an Agency per Government Code §56425:

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

B. Appendix II: Background on Disadvantaged Unincorporated Communities

Senate Bill 244, which became effective on July 1, 2012, is the State Legislature’s attempt to address the issue of poor fringe communities lacking in basic municipal services, despite their proximity to cities and other local agencies providing those services. Among other things, SB 244 was written to assist disadvantaged communities that have been traditionally unserved or underserved. The statute now requires an MSR to 1) identify said communities, and 2) document deficiencies in service related to basic public services, such as domestic water, sanitary sewers, paved streets, storm drains, and street lights. Beyond the MSR process, the bill also encourages local agencies to bring services to the disadvantaged communities up to the same standard as surrounding communities.

SB 244 focuses on “disadvantaged *unincorporated* communities” (DUCs) and its overall intent is to bring services up to the same standards as other communities by incorporating them (annexing them into a city). That approach is faulty as it applies to El Dorado County for two reasons. First, there are only two cities in El Dorado County and neither is in a financial or geographical position to extend services to all DUCs in the county. Second, in this county it is special districts that provide a significant amount of municipal services, not cities. For these reasons, this MSR focuses on all areas meeting the definition

of a “disadvantaged community”, regardless of their location inside or outside a city. “DUC” is used interchangeably in this MSR to include both incorporated and unincorporated disadvantaged communities.

“Disadvantaged communities” are defined as inhabited territory with 12 or more registered voters that constitutes all or a portion of a "disadvantaged community," which is defined in the Water Code to be "a community with an annual median household income that is less than 80 percent of the statewide annual median household income."

A census tract is a geographic area defined by the United States Census Bureau and used for the census. The geographic size of census tracts varies widely depending on the density of population; a census tract typically has around 4,000 residents, but can range from 1,200 to 8,000. Census tracts are further divided into census block groups, generally defined to contain between 600 and 3,000 people, and then finally census blocks for understanding locations in at a community level.

C. Appendix III: Environmental Justice

State law defines environmental justice as “the fair treatment of people of all races, cultures, and incomes with respect to the development, adoption, implementation, and enforcement of environmental laws, regulations, and policies” (Government Code §65040.12(e)). OPR explains that “as the primary agency with responsibility for approving changes in boundaries, LAFCOs play an important role in coordinating growth and ensuring that proposed changes are consistent with environmental justice obligations.” Changes of organization must be consistent with spheres of influence, and the information contained in this service review will guide future updates to agency spheres of influence.

OPR identifies several uses for data obtained in the service review process:

1. Improving the community participation process.
2. Identifying low-income/minority neighborhoods under-served by public facilities and services that enhance the quality of life.
3. Considering the equitable distribution of public facilities and services.
4. Considering infrastructure and housing needs.
5. Identifying low-income/minority neighborhoods where facilities and uses that pose a significant hazard to human health and safety may be over-concentrated.
6. Screening of issues for potential environmental justice implications.

Consideration of the issues listed above will assist LAFCO and other public agencies in identifying, preventing, and reversing historical problems of procedural and geographic inequity. In undertaking this service review and making the seven determinations, LAFCO used an open public participation

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process to screen for and identify environmental justice issues. Having said that, some challenges remain:

- Demographic data for the study area is limited and generally does not clearly distinguish between population groups of different races, cultures, and incomes.
- Demographic data for the County as a whole is limited. Typically analysts rely on Census data, specifically information gleaned from the Census' American Community Survey since that data tends to be more recent even if the pool of respondents is not as large as the pool for the decennial Census.
- U.S. Census area boundaries do not correspond directly with the boundaries of CSA 9 (i.e., the El Dorado County boundary minus the Tahoe basin), but the data for the County as a whole provides a demographic framework for the evaluation of environmental justice issues. The most recent data available, from the 2013-2017 American Community Survey 5-Year Estimates shows the following racial populations:

Table 1: Study Area Population by Race

Area	Total	RACE							Hispanic or Latino (Of Any Race)
		White	Black or African American	American Indian and Alaska Native	Asian	Native Hawaiian and Other Pacific Islander	Some Other Race	Two or More Races	
El Dorado County	185,015	161,881 (87.5%)	1,789 (1%)	1,347 (0.7%)	7,864 (4.3%)	333 (0.2%)	5,026 (2.7%)	6,775 (3.7%)	23,279 (12.6%)

Sources: 2013-2017 American Community Survey by the U.S. Census

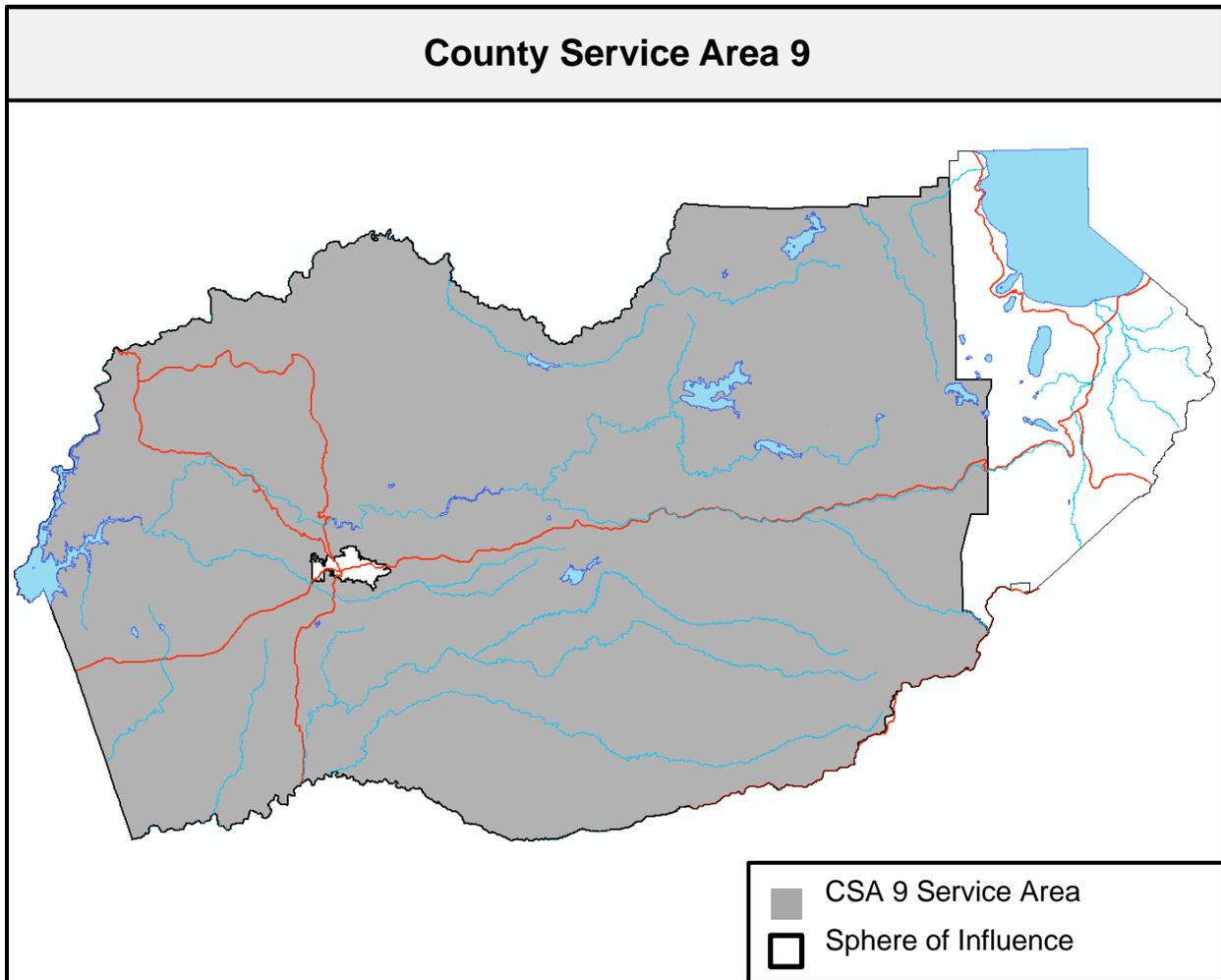
Percentages may not add due to rounding

The demographic data from the Census suggests that the unincorporated county is relatively homogenous with low numbers of racial or ethnic minorities counted. Income data available from the census does not suggest that there are low income population concentrations in the countywide study area. While service levels vary greatly within the county, no specific ethnic or economic neighborhoods could be identified by LAFCO staff that are underserved by public facilities. Infrastructure and housing distribution is relatively even throughout the developed areas of the county with much lower levels of infrastructure and housing in the more outlying communities. No low income/minority neighborhoods were identified where facilities and uses pose a significant hazard to human health and safety.

Finally, the 2004 County General Plan does not address environmental justice directly. Although the Environmentally Constrained Alternative did contain related land use and housing policies, the 1996 Alternative and the 2004 General Plan do not contain those sections. The 2004 General Plan Housing Element includes Goal HO: “To provide housing that meets the needs of existing and future residents in all income categories.” The housing element also discusses the following special needs groups: people with disabilities, seniors, agricultural employees, female heads of households, homeless persons, and large families and households. Consequently, the extent that the County’s planning documents address environmental justice is in its discussion of these special needs groups.

II MAPS

Map 1 – County Service Area 9 Current and Recommended Sphere of Influence



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Map 2 – 2014-15 El Dorado County Census Block Groups

Census_Block_Groups_2014_Median_Income
F2014_Median_Household_Income

- \$0 - \$25,000
- \$25,001 - \$50,000
- \$50,001 - \$75,000
- \$75,001 - \$100,000
- \$100,000 - \$125,000
- \$125,001 - \$150,000
- \$150,001 - \$175,000
- \$175,000 or greater

