

**Georgetown Divide  
Recreation District  
Municipal Service Review**

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**October 2011**

GEORGETOWN DIVIDE  
RECREATION DISTRICT  
MUNICIPAL SERVICE REVIEW  
OCTOBER 2011

Commissioners

*Chair Ron Briggs*

*Bruce Grego*

*Ken Humphreys*

*Wendy Mattson*

*Don Mette*

*Harry J. Norris*

*James R. Sweeney*

Alternates

*Shiva Frentzen*

*Carl Hagen*

*Ray Nutting*

*Norm Rowett*

Staff

*José C. Henríquez*

*Erica Sanchez*

*Denise Tebaldi*

*Andrew Morris*

APPROVED

EL DORADO LAFCO

LOCAL AGENCY FORMATION COMMISSION

**RESOLUTION NUMBER L-2011-11**

**Update to the Georgetown Divide Recreation District  
Sphere of Influence**

**LAFCO Project No. 2011-02**

**WHEREAS**, the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 governs the organization and reorganization of cities and special districts by local agency formation commissions established in each county, as defined and specified in Government Code Sections 56000 et seq. (unless otherwise indicated all statutory references are to the Government Code); and

**WHEREAS**, Section 56425 et seq. provides that the local agency formation commission in each county shall develop and determine the sphere of influence of each local governmental agency within the county, and enact policies designed to promote the logical and orderly development of areas within the spheres of influence, as more fully specified in Sections 56425 et seq.; and

**WHEREAS**, Section 56430 requires that local agency formation commissions conduct a municipal service review (MSR) prior to, or in conjunction with, consideration of actions to establish or update a sphere of influence (SOI) in accordance with Sections 56076 and 56425; and

**WHEREAS**, pursuant to Section 56430, in order to prepare and update the sphere of influence, the Commission conducted a Municipal Service Review of the Georgetown Divide Recreation District and adopted a written statement of determinations in conjunction with this sphere of influence update on October 26, 2011; and

**WHEREAS**, the Executive Officer reviewed the sphere of influence update pursuant to the California Environmental Quality Act (CEQA), and recommended that the project is exempt from CEQA under Section 15061(b)(3) because it is 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, and, based thereon, the Executive Officer prepared a Notice of Exemption; and

**WHEREAS**, the Executive Officer set a public hearing for October 26, 2011 for consideration of the environmental review and the sphere of influence update for the Georgetown Divide Recreation District and caused notice thereof to be posted, published and mailed at the times and in the manner required by law at least twenty-one (21) days in advance of the date; and

**WHEREAS**, on October 26, 2011 the sphere of influence update came on regularly for hearing before LAFCO, at the time and place specified in the Notice; and

**WHEREAS**, at said hearing, LAFCO reviewed and considered the sphere of influence, and the Executive Officer's Report and Recommendations; each of the policies, priorities and factors set forth in Government Code Section 56425 et seq.; LAFCO's Policies and Guidelines related to spheres of influence, starting with Policy 4.0; and all other matters presented as prescribed by law; and

**WHEREAS**, at that time, an opportunity was given to all interested persons, organizations, and agencies to present oral or written testimony and other information concerning the proposal and all related matters; and

**WHEREAS**, the Commission received, heard, discussed, and considered all oral and written testimony related to the sphere update, including but not limited to protests and objections, the Executive Officer's report and recommendation, the environmental document and determinations and the service review; and

**WHEREAS**, on February 27, 2008, at the time of its last review, the Commission established the functions and classes of services provided by the Georgetown Divide Recreation District as follows: park and recreation services; and

**WHEREAS**, the Commission does hereby make the following determinations regarding the proposal pursuant to Government Code Section 56425(e):

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

The Georgetown Divide Recreation District serves approximately 412 square miles, most of which is rural, except for the small community centers of Cool, Garden Valley, Georgetown, Greenwood, Kelsey and Pilot Hill. Present land uses range from low-density and rural residential to agricultural production and open space. Future land uses are anticipated to remain the consistent with current land uses; though, it is possible that some agricultural and timber production parcels may eventually be converted to residential uses in the future as the population grows.

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

Present needs for public facilities and services are currently being met and probable needs are not anticipated to increase substantially, as future demands are expected to remain the same.

The District has expressed an interest in expanding to Coloma/Lotus so that it can better serve all residents on the Georgetown Divide. Given that there are currently no park and recreation service providers in that area and the area was added to the District's sphere of influence in February 2008, potential annexation of the Coloma/Lotus area would be a logical extension of services. The expansion of District boundaries south to the South Fork of the American River would be a logical extension of service boundaries, given the topographical area.

**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 park and recreational facilities provided is adequate to serve the existing communities of the Georgetown Divide.

**4. The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.**

The District serves various communities on the Georgetown Divide, including the towns of Georgetown, Greenwood, Cool, Pilot Hill, Kelsey and Garden Valley. The Coloma/Lotus community remains outside of the District's current service boundaries; however it was added to the District's sphere of influence in 2008. There are no social or economic communities of interest that require further Commission consideration for the recommended sphere update.

**NOW, THEREFORE, BE IT HEREBY RESOLVED, DETERMINED, ORDERED AND FOUND:**

Section 1. Each of the foregoing recitals is true and correct.

Section 2. The Notice of Exemption prepared by the Executive Officer is approved as the appropriate environmental document for this project.

Section 3. Pursuant to Government Code Section 56425(i)(2), the Commission does hereby establish the functions and classes of services provided by the Georgetown Divide Recreation District as follows: park and recreation services.

Section 4. The update to the Georgetown Divide Recreation District sphere of influence to affirm the current sphere is orderly, logical and justifiable.

Section 5. The Executive Officer is directed to file a Notice of Exemption under Section 15061(b)(3) in compliance with the California Environmental Quality Act and local ordinances implementing the same.

Section 6. The Georgetown Divide Recreation District sphere of influence is updated to affirm its current sphere as shown on the attached map, marked Exhibit A, attached hereto and incorporated herein by this reference.

**PASSED AND ADOPTED** by the El Dorado Local Agency Formation Commission at a regular meeting of said Commission, held October 26, 2011 by the following vote of said Commission.

Frentzen, Grego, Humphreys,

AYES: Mattson, Rowett, Sweeney, Briggs

NOES: None

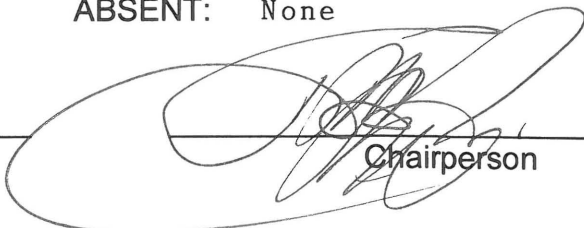
ABSTENTIONS: None

ABSENT: None

ATTEST:



Interim Clerk to the Commission

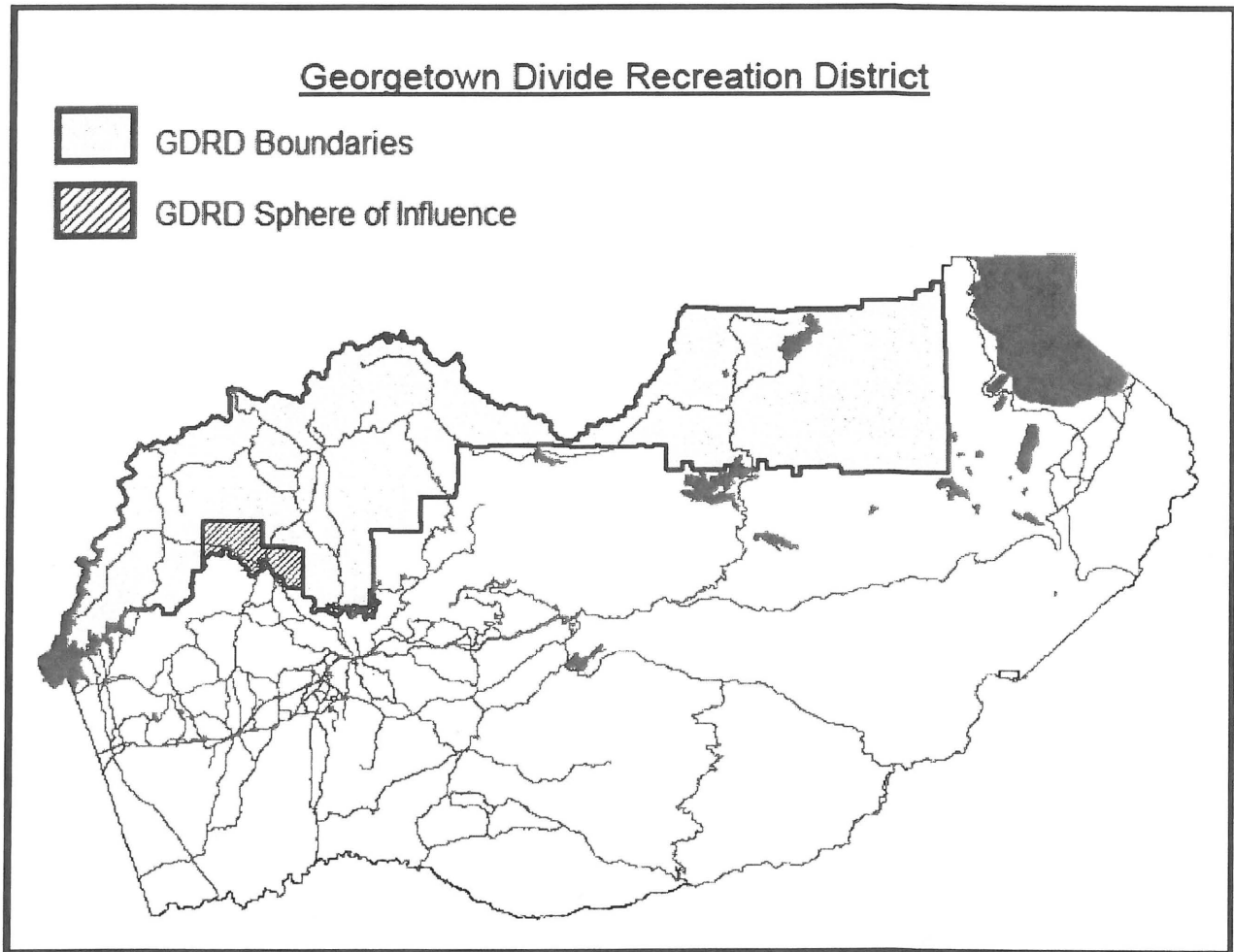


Chairperson

APPROVED

EXHIBIT A

Georgetown Divide Recreation District Sphere of Influence Update  
LAFCO Project No. 2011-02



# EL DORADO LAFCO

LOCAL AGENCY FORMATION COMMISSION

## NOTICE OF EXEMPTION

TO:  Office of Planning and Research  
1400 Tenth Street, Room 121  
Sacramento, CA 95814

County Clerk  
County of El Dorado

FROM: El Dorado LAFCO  
550 Main Street, Suite E  
Placerville, CA 95667  
(530) 295-2707

**FILED**

NOV 15 2011

WILLIAM E. SCHULTZ, Recorder-Clerk

By *Jessica Blum*

Project Title: Georgetown Divide Recreation District SOI Update; LAFCO Project No. 2011-02

Project Location - Specific: In the northeastern portion of El Dorado County, commonly known as the "Georgetown Divide", between the Middle and South Forks of the American River.

Project Location - City: N/A Project Location - County: El Dorado

Description of Project: Update the sphere of influence of the Georgetown Divide Recreation District to reaffirm the current sphere of influence, which was last updated in February 2008.

Name of Public Agency Approving Project: El Dorado LAFCO

Name of Person or Agency Carrying out Project: El Dorado LAFCO

Exempt Status: (check one)

- Ministerial (Sec. 21080(b)(1);15268);  
 Declared Emergency (Sec.21080(b)(3);15269(a);  
 Categorical Exemption. State type and selection number: \_\_\_\_\_  
 Statutory Exemptions. State code number: 15061(b)(3)

Reasons why project is exempt: The activity is 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. This sphere of influence update has no possibility for causing a significant effect on the environment.

Lead Agency Contact Person: José C. Henríquez (530) 295-2707

If filed by applicant:

1. Attach certified document of exemption finding.  
2. Has a notice of exemption been filed by the public agency approving the project?  Yes  No

Signature: *José C. Henríquez* Date: October 27, 2011 Title: Executive Officer

Signed by Lead Agency

Date received for filing at OPR:

Signed by Applicant



EL DORADO CO. RECORDER/CLERK

DATE POSTED: 11/15/11

DATE REMOVED: 01/13/12

DATE RETURNED: 01/17/12



**TABLE OF CONTENTS**

**I EXECUTIVE SUMMARY ..... 2**

**II BACKGROUND..... 4**

    A. Legislative Framework..... 4

    B. Relationship Between Spheres of Influence and Service Reviews ..... 5

    C. Service Review Guidelines ..... 6

**III AGENCY DESCRIPTION ..... 8**

    Georgetown Divide Recreation District ..... 8

**IV MSR DETERMINATIONS..... 15**

**V SOI DETERMINATIONS..... 19**

**VI ENVIRONMENTAL REVIEW..... 21**

**VII REFERENCES AND SOURCES ..... 22**

**LIST OF TABLES**

Table 1: Three-Year History of District Revenues ..... 13

Table 2: Three-Year History of District Expenditures ..... 14

## **I EXECUTIVE SUMMARY**

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 Georgetown Divide Recreation District, 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 parks and recreation 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.

As part of the inaugural cycle of municipal service reviews (2001-2008), El Dorado LAFCO contracted with PMC to prepare the *General Government Services / Municipal Services Review*, adopted by the Commission in February 2008, which reviewed all of the park and recreation service providers (among other services) in the County. However, for the second cycle, LAFCO will utilize a different approach. Each public agency under LAFCO jurisdiction which provides public services will be reviewed in an individual MSR, instead of a single comprehensive report.

This MSR and LAFCO's adoption of a subsequent resolution making sphere of influence determinations are statutorily exempt from the California Environmental Quality Act [Class 6, §15061(b)(3)]. In undertaking this service review and making sphere of influence determinations, LAFCO considered its responsibilities under federal and state civil rights and environmental justice laws. The 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.

The structure of this report is as follows: Section II contains important background information, Section III contains a description of the Georgetown Divide Recreation District, Section IV contains the service review and sphere of influence determinations, Section V contains the SOI determinations, Section VI contains the environmental review determinations, and Section VII contains the references.

For each of the six categories of required determinations, staff has prepared recommended determinations recognizing the following: unique land use and planning conditions, government organization and fiscal circumstance that affect the provision of service, effects of rapid demographic changes and growth, communities with different and similar service needs, and efforts to enhance service and impediments to doing so.

## II **BACKGROUND**

### **A. Legislative Framework**

In 1997, the State Legislature established the Commission on Local Governance for the 21<sup>st</sup> 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, 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) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.
  - (3) Financial ability of agencies to provide services.
  - (4) Status of, and opportunities for, shared facilities.
  - (5) Accountability for community service needs, including governmental structure and operational efficiencies.

- (6) 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.
- (c) 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.

## **B. 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.”

The subject service review is being conducted in order to comply with the legislative requirement for LAFCO to complete all MSR and SOI updates every five years.

### **C. 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 six 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.

### III **AGENCY DESCRIPTION**

#### **Georgetown Divide Recreation District**

##### Contact Information

**Address:** 4401 Highway 193  
Greenwood, CA 95635

**Phone:** (530) 823-9090 or 333-4000

**Website / Email:** www.gdrd.org  
cclark@gdrd.org

##### Management Information

**General Manager:** Carl Clark

**Governing Body:** Board of Directors

**Board Members:** Ken Spencer, Garden Valley/Kelsey, Chair  
Chris Martinez, Georgetown  
Aloha Adams, Cool  
Kris Syversen, Pilot Hill  
Vacant, Greenwood

**Board Meetings:** Monthly – Fourth Thursday

**Staffing:** 2 full-time, 4 part-time staff members

##### Service Information

**Empowered Services:** Parks and Recreation, Public Transportation (not provided)

**Services Provided:** Parks and Recreation

**Area Served:** Approximately 412 square miles

**Population Served:** Approximately 13,400 residents / 7,153 registered voters

**Major Facilities:** Seven parks, totaling 160 acres: Georgetown Park, Garden Valley Park, Buffalo Hill Pedestrian Path, Bayley House Historic Park, Greenwood Park, Regional Park at Greenwood and Banner Park

##### Fiscal Information

**2009-2010 Budget:** \$849,151

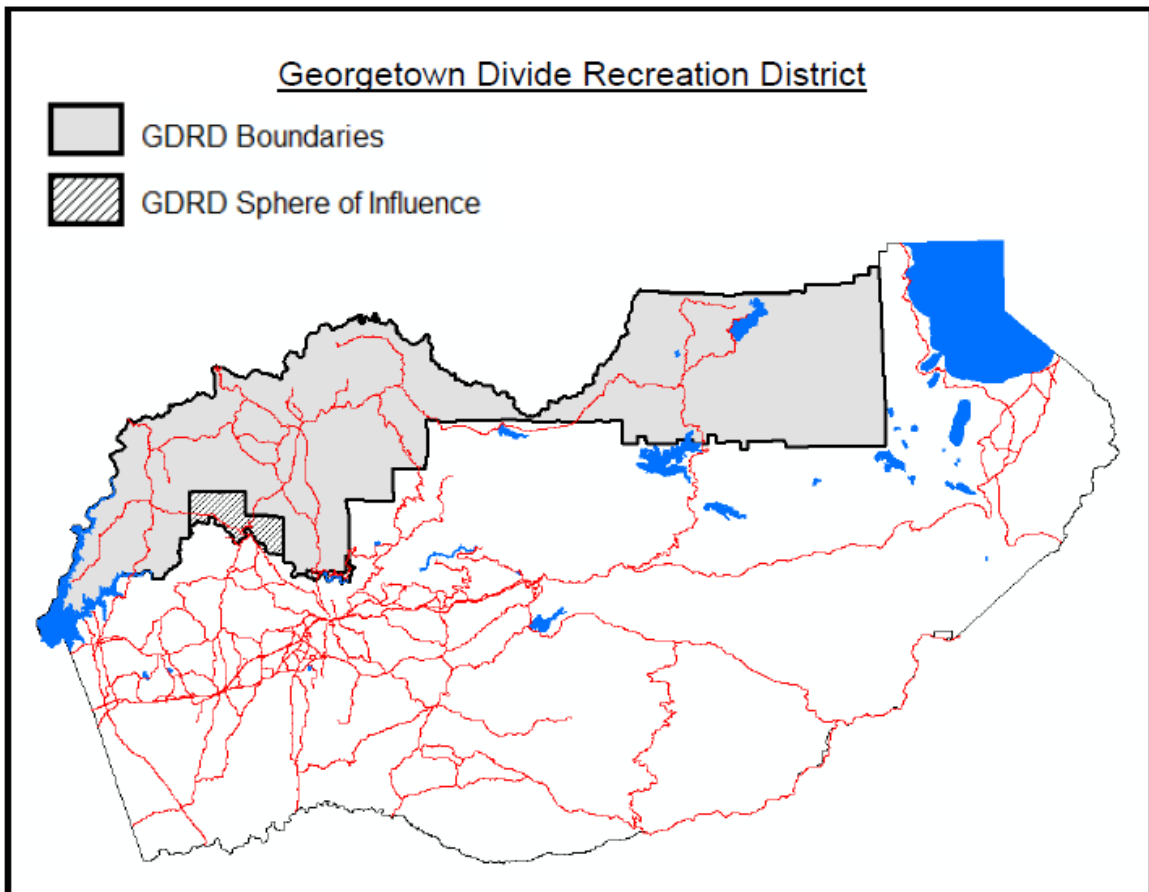
**Sources of Funding:** Property taxes, user fees and grant funds

**Assessments:** None



**Background**

The Georgetown Divide Recreation District (hereafter referred to as GDRD or the District) was established in 1988 pursuant to Public Resources Code §5780 et seq. for the purpose of providing recreational sites, facilities and programs to residents of the Georgetown Divide. The “Divide,” as it’s commonly called, is located in the northernmost portion of El Dorado County, physically dividing the Middle and South Forks of the American River. The boundaries of the GDRD encompass approximately 412 square miles of the Divide, including the communities of Cool, Garden Valley, Georgetown, Greenwood, Kelsey and Pilot Hill. GDRD’s stated goal is to develop a community park in each established community as well as a regional park complex.



**Population and Growth**

The District serves an estimated population of 13,400 residents. Major residential areas within the district tend to follow along the major road arteries, with the heaviest concentration clustering in the communities of Georgetown, Garden Valley and Cool. Areas between these community regions are primarily agricultural and rural residential. Over half of the land within GDRD, primarily on the eastern side, is publicly owned by the US Forest Service. Future land uses are expected to remain relatively unchanged, with population growth consistent with the 2004 General Plan within already-established community regions.

While the District encompasses most of the communities of the Divide, its service area does not extend to the Coloma/Lotus area, whose residents often utilize the District's facilities. The District's Board of Directors has expressed an interest in annexing the Coloma/Lotus community so that the District can encompass all Divide residents; however, no timeline has been identified for this project.

### **Services Provided**

GDRD is empowered to provide parks and recreation and public transportation services; however, the District only provides parks and recreation services. GDRD does not currently provide public transportation services, nor has it in the past. Therefore, the Commission should consider public transportation powers as authorized, but not currently utilized by the District. Ongoing service challenges for the District are providing adequate funding for acquisition, development and maintenance of park and recreation facilities and activities.

GDRD operates a Community Partners Program, which is a regional coalition to share resources and programming abilities and provide volunteer services to the District. The program currently has 33 community groups and non-profit organizations as members. The goal for GDRD is to partner with these groups to jointly provide successful activities to residents of the Divide. The partner groups are involved in various operations, with interests ranging from sports to equestrian and others. The Community Partners program enables members to obtain event insurance, which can be costly and difficult to purchase, as well as provides opportunities for partners to promote their events or activities through the Partners Post bi-monthly mailings.

Along with GDRD's Community Partners, the District offers a wide variety of classes for youth and adults, including volleyball, basketball, martial arts, cardio, guitar, cooking, sewing, woodworking, intro to music, softball and more. Current class listings and registration is available on the District's website. Registration forms can be filled out and submitted online or downloaded, printed, and mailed to the District office.

The District is continuously looking for new course instructors to teach new classes and programs that benefit the Divide Community. Interested individuals can contact the District's Recreation Coordinator for more information or download various forms from GDRD's website, including an instructor's handbook and course proposal form, among others.

GDRD also coordinates a Recreation Assistance Fund for District residents age 17 and under who are economically disadvantaged and would not otherwise be able to pay for District programs. The limited funding is provided by local organizations, businesses and individuals. Eligibility is based on income limits established by the State Department of Education. Recipients who receive support are strongly encouraged to contribute a small amount back into the fund

when they are able or to volunteer services. The confidential application, to be completed by the parent or legal guardian, is available on GDRD’s website.

GDRD also has an agreement with the Black Oak Mine Unified School District for joint use of facilities and sharing program costs. GDRD regularly posts a calendar of Community Partner events and activities on its website.

The GDRD Board recently implemented a plan to shift the District’s purpose to a recreation facilitator rather than a recreation provider in an effort to support the largest portion of the community in general. The plan emphasizes maintenance of facilities for use by Community Partners over District-operated programs.

**Recreational Facilities**

**Existing Infrastructure Facilities and Conditions**

GDRD currently maintains a total of six parks, covering more than 160 acres. This is a considerable increase from prior to 2005, when the District had only four parks, totaling 18 acres. However, in the past six years the District has been able to expand one park and add two additional parks through property transfers and long-term leases.

Park facilities include a baseball field, an historic park, barbeque and picnic areas, grassy areas, various playground equipment, trails and open space. GDRD maintains a total of 37 miles of trails, including 25 miles which are developed and 12 miles which are currently undeveloped. Facilities can be reserved for rental by mail, online through the District’s website, by telephone or in-person at the District office.

Facility	Total Area	Location	Status
Beam Field	3 acres	Georgetown	Developed
Georgetown Park	2.7 acres	Georgetown	Developed
Garden Valley Park	5.3 acres	Garden Valley	Developed (5 acres) / Undeveloped (0.3 acres)
Greenwood Park	0.3 acres	Greenwood	Undeveloped
Regional Park	140 acres	Greenwood	Undeveloped
Bayley Historic Park	11 acres	Pilot Hill	Developed (4 acres) / Undeveloped (7 acres)
Banner Park	0.1 acres	Cool	Developed

**Planned Facilities**

Current capital projects have encountered unforeseen obstacles due to funding challenges with targeted grant and reserve funding. The planned swimming pool

and recreation center projects have been complicated with unexpected land-tenure issues and differing visions of desired facilities features. Subsequently, the District has made a decision to move the projects from Golden Sierra High School site to the Regional Park in Greenwood. GDRD also received an extension on the required grant funds. Acquisition of the leased Georgetown Community Center is currently under negotiation.

### **Personnel and Staffing**

GDRD has a total of six employees; two full-time positions, Recreation Supervisor and Maintenance Supervisor, and four part-time staff positions including a General Manager, Community Partners Coordinator, Office Coordinator and Maintenance Worker. The majority of these positions have been filled within the past five years.

The District operates under a Joint Powers Agreement for both liability insurance and workers compensation insurance and contracts with a private firm for legal counsel.

The GDRD office is located inside the Greenwood Community Center at 4401 Highway 193 in Greenwood. Office hours are currently from 9:00 am to 4:00 pm, Monday through Friday.

### **Administration and Management**

GDRD is an independent special district which is governed by a Board of Directors that acts as the authoritative and legislative body of the entity. The Board of Directors is composed of five members elected to represent the following communities of the Divide: Georgetown, Cool, Pilot Hill, Garden Valley, Kelsey and Greenwood. Board members are elected to four-year alternating terms. Board elections are held every two years and board member terms are staggered, with two or three terms maximum expiring at the same time. Board members are comprised of registered voters within the District. Board positions are unpaid. The Board creates policy by adopting resolutions or ordinances through duly noticed public hearings. District board meetings are held on the fourth Thursday of each month.

District board meetings are held on the fourth Thursday of each month. Unless otherwise posted, all meetings take place at the Greenwood Community Center at 7:00 pm. All regular meeting agendas are posted at least 72 hours before each meeting at the District office, on the bulletin board at five local post offices and on the District's website. Notices are emailed to a list of approximately 120 people and mailed to those individuals requesting it. Additional Special Board Meetings are scheduled as necessary and all meetings are noticed in accordance with the Brown Act.

The District receives feedback by conducting customer satisfaction surveys. Additional feedback is received in public hearings. The District prepares a

District-wide newsletter every two months, which is distributed electronically to approximately 1,800 residents and is posted on its website.

**Funding and Budget**

This section analyzes the financial operations of the GDRD, including financial statements, audits, and other budgetary documents, to assess the long-term financial viability of the District. All monetary amounts cited in this section are rounded to nearest whole number and based on fiscal year (FY) 2009-10 budgetary information received from both the District and the County Auditor-Controller’s Office. GDRD maintains its funds in the County Treasury and the Auditor-Controller’s Office serves as the accounts payable for the District. GDRD pays a nominal fee for each transaction performed by these County offices.

**Revenues**

**Table 1: Three-Year History of District Revenues**

Revenues	2007-2008 Actual	2008-2009 Actual	2009-2010 Actual
Fund Balance Available	404,234	412,948	385,406
Property Taxes*	338,814	349,870	327,490
Interest and Rent Revenue	14,055	7,995	6,248
State Revenue	195,790	0	29,272
Other Government Revenue	97,560	0	16,208
Charges for Services**	1,600	4,680	82,974
Miscellaneous Revenue and Donations	15,180	495	1,553
<b>Total Revenues</b>	<b>\$ 1,067,233</b>	<b>\$ 776,057</b>	<b>\$ 849,151</b>

\* Includes State Homeowners Property Tax Relief and Fines, Forfeitures and Penalties

\*\* Includes Parks and Recreation and transfers from the General Fund to the Recreation Fund

GDRD receives the majority of its funding from property taxes and grants from the State and other government agencies. Further funding comes from user fees for programs and use of facilities and community donations. Program fees are updated every two months and facility rental fees are reviewed annually as part of the budget process.

GDRD receives a portion of the property taxes collected for each parcel within the District. During FY 2009-10, GDRD received an average property tax increment of 3.1635% from each of the properties within the District service area, which is approximately three cents of every dollar collected in property tax revenue. The total assessed value in the District was approximately \$1,485,576,877 in FY 2009-10, and has decreased further in FY 2010-11. Property taxes are collected by the County and then allocated to the District.

Expenses

**Table 2: Three-Year History of District Expenditures**

<b>Expenditures</b>	<b>2007-2008 Actual</b>	<b>2008-2009 Actual</b>	<b>2009-2010 Actual</b>
Salaries and Benefits	63,407	83,093	149,737
Administrative Costs	55,996	61,128	55,331
Maintenance and Operations	50,901	40,364	76,232
Professional Services	47,062	51,552	64,446
Other Charges	52,323	60,964	60,313
Fixed Assets	395,676	85,815	83,747
Contingencies/Reserves	0	0	42,000
<b>Total Expenditures</b>	<b>\$ 665,367</b>	<b>\$382,917</b>	<b>\$531,807</b>

The District does not have any outstanding debt.

## **IV MSR DETERMINATIONS**

In January 2008, the Legislature consolidated the nine factors used in the inaugural cycle down to six. These factors are listed in Government Code §56430:

- (1) Growth and population projections for the affected area.
- (2) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.
- (3) Financial ability of agencies to provide services.
- (4) Status of, and opportunities for, shared facilities.
- (5) Accountability for community service needs, including governmental structure and operational efficiencies.
- (6) Any other matter related to effective or efficient service delivery, as required by commission policy. On January 30, 2008, the Commission adopted the following determination as the sixth factor to study: “The potential effect of agency services on agricultural and open space lands.”

In addition, 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.

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 Georgetown Divide Recreation District.

**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 #3 and #4 of LAFCO Policy 4.4, which are:

- 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.

The Georgetown Divide Recreation District provides park and recreation services to an estimated population approximately 13,400 residents spread out over approximately 412 square miles. The eastern portion of the District is primarily designated for rural and low density residential land use, with some medium density residential and agricultural use as well. The western half of the District is almost exclusively designated as natural resources, the majority of which is federally owned and under the supervision of the Eldorado National Forest. The remainder of the land in this area is owned by private lumber companies and individuals, the United States Bureau of Land Management and the United States Bureau of Reclamation.

There are no plans for additional services within the current service boundaries. The District's Board of Directors previously expressed an interest in annexing the Coloma/Lotus areas so that the District can encompass all Divide residents; however, no timeline has been identified for this project.

**2. Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs or Deficiencies**

*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.*

Information in this section addresses #1 and #6 of LAFCO Policy 4.4, which are:

- 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.

The District currently maintains a total of seven parks, covering more than 160 acres, a substantial increase from prior to 2005 when the District maintained only four parks totaling 18 acres. Current park facilities include a baseball field, a historic park, barbeque and picnic areas, grassy areas, various playground equipment, trails and open space. The recent acquisition of lands and planned construction of new facilities will ensure adequate opportunities for recreational activities to District residents.



### **3. Financial Ability of the Agency to Provide Services**

*Purpose: To evaluate factors that affect financing constraints and opportunities, cost avoidance opportunities, and opportunities for rate restructuring.*

Information in this section addresses #2 of LAFCO Policy 4.4, which is:

- Financial capabilities and costs of service.

The Georgetown Divide Recreation District appears to operate with financial stability. Financial statements show that the District operated with a net positive revenue for the years reviewed. Revenue primarily comes from property taxes, user fees, and grants. GDRD collects user fees for the participation in recreation programs; fees are also charged for the use of recreation facilities. Fees for recreation programs are reviewed every two months and facilities rental fees are evaluated every year as part of the District's budget process.

GDRD utilizes sufficient cost avoidance strategies such as operating under a Joint Powers Agreement for liability insurance and workers compensation insurance and utilizing volunteer services through the Community Partners Program and non-profit organizations.

The District is in the process of developing a 20-year Capital Improvement Program which will provide long-range financial planning for infrastructure improvements. GDRD may also consider alternative funding mechanisms to raise revenue, including the establishment of park impact fees or an assessment district.

### **4. 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.*

The Georgetown Divide Recreation District has an agreement with the Black Oak Mine Unified School District for joint use of facilities and sharing program costs. The District also operates a regional partnership with 33 community groups and non-profit organizations to share resources and programming abilities to jointly provide successful activities to residents of the Divide.

### **5. 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 #7 of LAFCO Policy 4.4, which is:

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

The Georgetown Divide Recreation District operates efficiently under its current governing structure by a five-member board of directors. GDRD has two full-time and four permanent part-time staff members, including a General Manager. The District appears to have sufficient staffing to conduct the District's business and to operate efficiently. The Board reviews the General Manager's performance annually. The current management structure enables the District to operate efficiently.

GDRD provides current news and information to its residents through the District website and a District-wide newsletter which is distributed electronically every two months and is available on the District's website.

GDRD board meetings are held on the fourth Thursday of each month. Meeting notices are posted at the District office and at five post office bulletin boards throughout the Georgetown Divide. Notices are also emailed to a list of approximately 120 people and mailed to those requesting to receive this mailing, consistent with the Brown Act. Public feedback is received in public hearings and through customer satisfaction surveys.

**6. 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 #5 of LAFCO Policy 4.4, which is:

- Potential effects on agricultural and open space lands.

The 2004 General Plan directs unincorporated growth to already existing population centers, or "community regions," such as the Georgetown and Cool areas. Although the District contains agricultural parcels, it is unlikely that the services provided by GDRD would induce urban growth or the premature conversion of those parcels to urban uses. Even considering the potential annexation of areas south of the District, there should be no additional impacts to those parcels or the surrounding areas.

## **V 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. Staff recommends the following determinations for amending the sphere for the Georgetown Divide Recreation District:

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

The Georgetown Divide Recreation District serves approximately 412 square miles, most of which is rural, except for the small community centers of Cool, Garden Valley, Georgetown, Greenwood, Kelsey and Pilot Hill. Present land uses range from low-density and rural residential to agricultural production and open space. Future land uses are anticipated to remain consistent with current land uses; though it is possible that some agricultural and timber production parcels may eventually be converted to residential uses in the future as the population grows.

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

Present needs for public facilities and services are currently being met and probable needs are not anticipated to increase substantially, as future demands are expected to remain the same.

The District has expressed an interest in expanding to Coloma/Lotus so that it can better serve all residents on the Georgetown Divide. Given that there are currently no park and recreation service providers in that area and the area was added to the District's sphere of influence in February 2008, potential annexation of the Coloma/Lotus area would be a logical extension of services. The expansion of District boundaries south to the South Fork of the American River would be a logical extension of service boundaries, given the topographical area.

**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 park and recreational facilities provided is adequate to serve the existing communities of the Georgetown Divide.

**4. The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.**

The District serves various communities on the Georgetown Divide, including the towns of Georgetown, Greenwood, Cool, Pilot Hill, Kelsey and Garden Valley. The Coloma/Lotus community remains outside of the District's current service boundaries; however, it was added to the District's sphere of influence

in 2008. There are no social or economic communities of interest that require further Commission consideration for the recommended sphere update.

Based upon the information contained in this report, it is recommended that no changes be made to the Georgetown Divide Recreation District sphere of influence at this time and that the Commission reaffirm the current SOI, which was last updated in February 2008.

## **VI 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 Greenstone Country Community Services District 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.

## **VII 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 2008

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

LAFCO Procedures Guide, 2006 Edition, San Diego County LAFCO

### **Governing and Defining Legislation:**

Public Resources Code, Division 5 (Parks and Monuments), Chapter 4 (Park and Recreation Districts)

### **Georgetown Divide Recreation District:**

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

County of El Dorado, Independent Special Districts Final Budgets, Georgetown Divide Recreation District Budget Actuals, Fiscal Years 2007-08, 2008-09, 2009-10