

DRAFT
**Cosumnes River Community
Services District
Municipal Service Review and
Sphere of Influence Update**

January 2017

EL DORADO LOCAL AGENCY FORMATION COMMISSION

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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 Cosumnes River Community Services 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 road maintenance and 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 both the *Streets and Highways Municipal Services Review* - which reviewed all of the road maintenance service providers in the county and was adopted by the Commission in December 2007 - and the *General Government Services / Municipal Services Review* - which reviewed all of the park and recreation service providers in the county (among other services) and was adopted by the Commission in February 2008. However, starting with the second cycle of MSR/SOI studies, LAFCO utilized a different approach. Each local agency under LAFCO jurisdiction which provides public services will be reviewed in an individual MSR, instead of a single comprehensive report. For more detailed information on the other agencies which provide similar services, please visit the LAFCO website under the "MSRs" tab.

Cosumnes River CSD is like all other single-purpose or limited-purpose districts in El Dorado County. It is small, it provides a small number of services to a rural community (that likely started off as a small subdivision). It is fairly isolated, and its small size prevents it from not only having the ability to expand but also from having diversified sources of revenue, employed staff or having competitive elections. Where it differs is in the level of quality of the services. The paved roads are very smooth, with few cracks or potholes in the pavement. The gravel roads look to be in fair shape. The park, while small, appears to have ample parking, is clean and has enough amenities (park benches, horse ties and easy access to the Middle Fork of the Cosumnes River) for the community.

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

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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 Cosumnes River Community Services District, Sections IV and V contain the service review and sphere of influence determinations, Sections VI and VII cover the environmental review and environmental justice determinations, Section VIII contains the references, and Section IX contains maps.

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.

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II **BACKGROUND**

A. **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.

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- (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.
 - (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:

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- 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.”

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.

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- (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.

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.

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- 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.

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III AGENCY DESCRIPTION

Cosumnes River Community Services District

Contact Information

Address: PO Box 133, Somerset, CA 95684-0133
Phone: 530-334-6441
Website: www.cosumnesrivercsd.org

Management Information

Manager: Ken Balthaser
Governing Body: Board of Directors
Board Members:
Dave Boucke 12/2011-12/2015
Kirk Daugherty 12/2011-12/2015
John Kahling 12/2013-12/2017
Jodie Moran 12/2013-12/2017
Steve Schlemmer 12/2013-12/2017

Board Meetings: Bi-monthly

Staffing: 1

Refer to District website for the listing of other staff

Service Information

Empowered Services: Road maintenance and parks and recreation services
Services Provided: Road maintenance and parks and recreation services
Latent Powers: N/A
Area Served: 1,349 acres
Population Served: 250
Major Infrastructure: 13 miles of road network

Fiscal Information

Budget: \$55,715 (FY2014-15)
Sources of Funding: Property taxes, special tax
Assessments: \$150 per parcel

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Background and Services Provided

Cosumnes River Community Services District (District) was formed in 1983 to maintain a community park and common road network. These public road ways provide access to residential homes within the District's boundaries. The District is located south of Sand Ridge Road and north of the Middle Fork of the Cosumnes River, approximately one mile southwesterly of Bucks Bar Road in the Somerset area of El Dorado County. **Figure 2.7-1** shows the District's current boundaries (yellow parcels) and Sphere of Influence (orange parcels).

Located within the District, along the Cosumnes River, is a community park. This park covers approximately one acre and includes a parking area, picnic tables and benches, and equestrian tie-ups. The park is open to all residents of the District and is also open to the general public with a day use fee.

The District's network includes the maintenance of approximately 13 miles of gravel and paved roadways (marked in red in the map below). Several roadways within the District connect to Sand Ridge Road, a public roadway. There are several privately maintained roadways in addition to the district-maintained network within the District's boundaries.

The District is empowered and regulated by Government Code 61101-61120 for Community Services Districts. The District does not provide additional services outside of their enabling legislation and the provision of services does not extend beyond designated service boundaries. The District is not contracted to provide service to other service providers.

The only service issue identified by the District is the enforcement of the no disorderly behavior, no drugs or alcohol, no animals off leash and no open flames or fires rules within the park.

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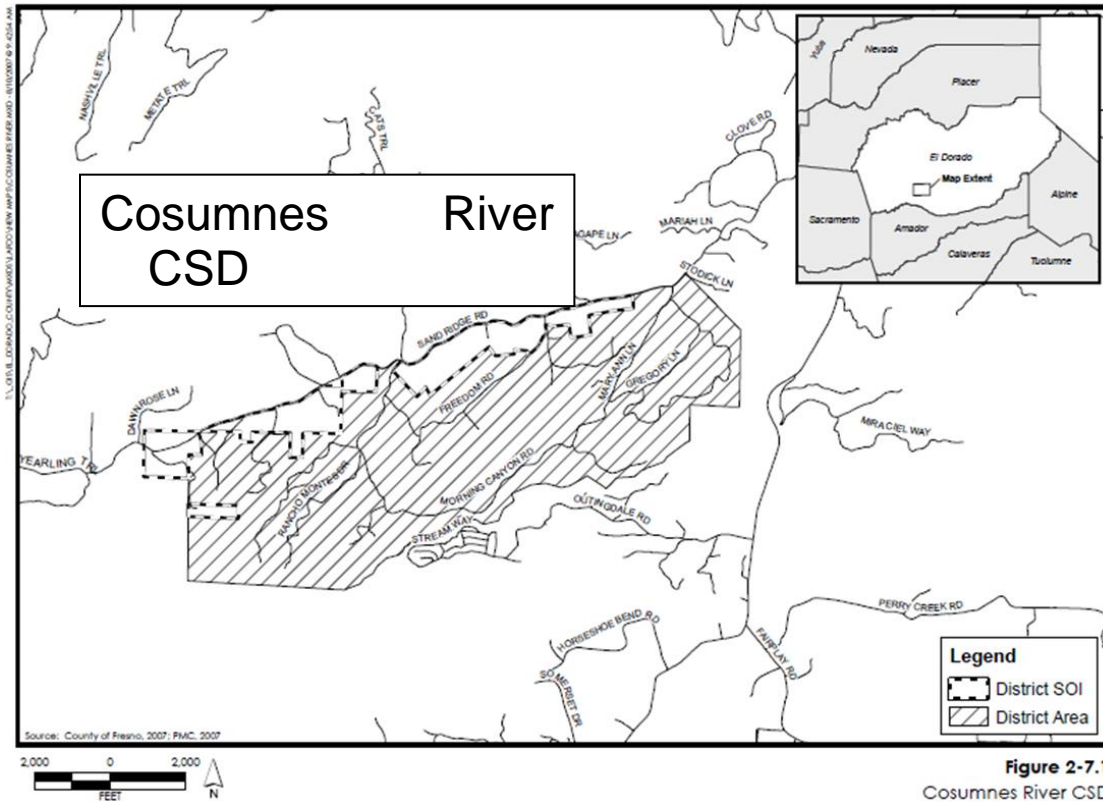
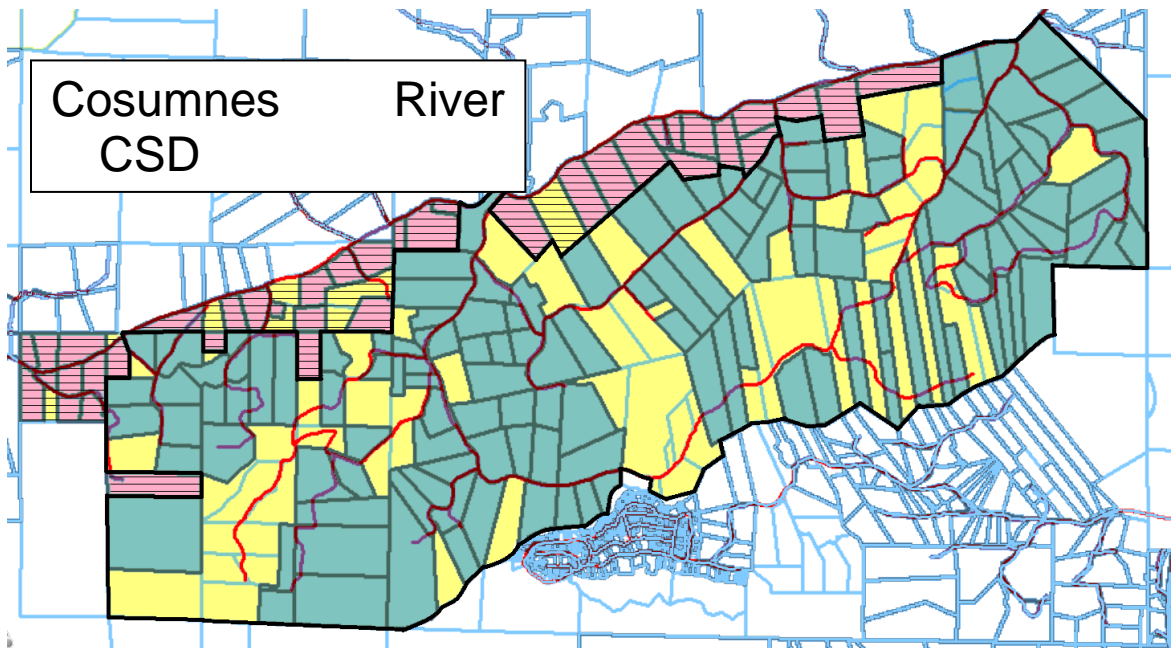


Figure 2-7.1
 Cosumnes River CSD

Population and Growth

The District currently is providing recreation services to 192 parcels covering approximately 1,349 acres. While the District does not currently anticipate any significant future growth in boundaries, the population may increase somewhat because of the number of vacant parcels within the District’s boundaries. These undeveloped parcels are marked in lighter shade in the map below. The rate of developed versus undeveloped parcels is 27% (as opposed to the undeveloped rate of 17% in CRCSD’s SOI). Having said that, no significant growth or population increases are expected that will affect the District’s ability to provide services. The District does not have any plans for future expansion beyond its SOI.

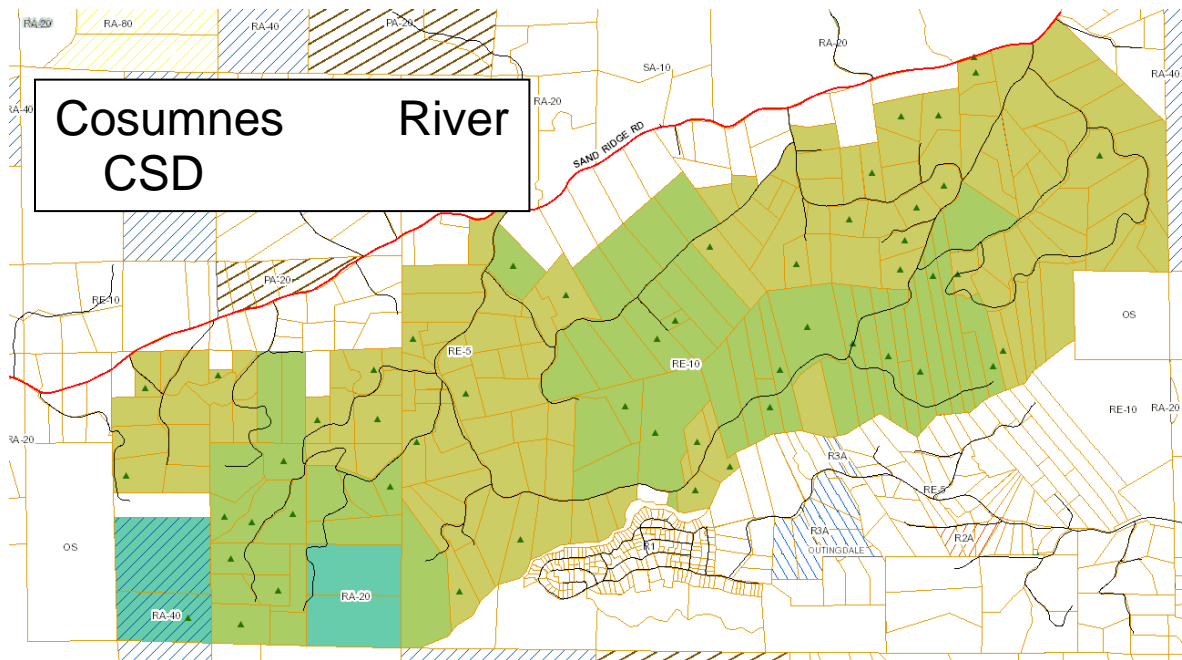
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The map below shows the land use designations in the County's General Plan for the parcels within the District. Vacant lots are designated with a triangle. Darker shaded parcels have the designation of RE-10, rural residential estates, 10-acre minimum. The medium shaded parcels are RE-5, rural residential estates, 5-acre minimum. The only vacant parcel in the diagonal shade is designated RA-40, rural residential agricultural, 40 acre minimum. As it can be seen, there should not be a significant increase in population when and if these parcels are developed. First, they are not large enough in their respective land use area to be subdivided significantly, resulting in more than one residence being built per current parcel. Second, with the average number of residents in the County being at less than three people per residence, a new home in every one of these parcels will not result in a huge jump in population. In addition, the District's location, in south El Dorado County, makes it unlikely that the density of these parcels will be changed.

Regarding the number of vacant parcels in the District's SOI, as noted earlier, the vacant parcel rate in this area is smaller. Also, all but one parcel has a land use designation of RE-5.

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Personnel and Staffing

CRCSD does not have paid personnel. It has a volunteer general manager who oversees a group of volunteers that performs various types of maintenance and special projects around the District, most visibly around the community park. The District boasts that its volunteers log over 1000 volunteer hours yearly. Most of these volunteer hours are used to maintain the park clean.

Administration and Management

Board of Directors

The District's governing Board of Directors is composed of five officials, elected by voters to four-year terms. The board elections are held every two years. Terms for Board members 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. According to its website, District board meetings are held "bi-monthly at 10 am or 2:00 pm on the second Saturday of each even numbered month at a place designated by posted notice at the entrances to the District.... Generally these meetings take place at the District Park on Morning Canyon Road." Meeting announcements are posted prior to the board meeting on the District's website, <http://www.cosumnesrivercsd.org>, and on signs located at the entrances to the five largest roads leading into the District. Board meetings and notices appear to be consistent with Brown Act requirements which govern open meetings for local

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government bodies. There appears to be ample opportunities for public involvement and input at meetings.

The Board divides itself into five officers: President, Vice President, Secretary, Road/Safety Officer and Park Officer. The District's Bylaws spell out the duty of each officer. Officers are elected annually during the first meeting in December.

Approximately once a year, the District mails a newsletter to residents within the District, which includes news and updates about the District, the District's budget, and board member contact information. The newsletter is not accessible online.

Legal Structure

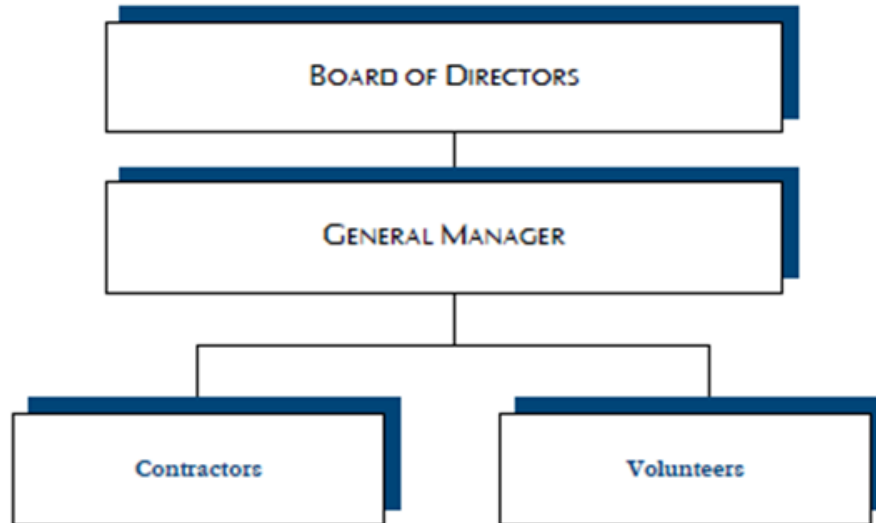
This section considers the appropriateness and adequacy of the legal structure of the service provider, as well as the adequacy of the existing physical boundaries and SOI of the District. California Government Code Section 61101-61120 enables the formation of Community Services Districts to provide roadway services. Cosumnes River CSD is an independent special district which has a separate board of directors not governed by other legislative bodies (either a city council or a county board of supervisors).

The District, in its current legal form, is able to function under its current governmental structure. The existing structure of the District as a community services district is sufficient to allow it to continue service provision in the foreseeable future. There are no legal or administrative limitations on the District to future service provision.

The District operates under a Board of Directors, with a General Manager who was appointed by the Board of Directors in 2004. The District employs contractors when needed and utilizes volunteers when possible. The District's organizational structure is shown below:

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COSUMNES RIVER CSD ORGANIZATIONAL CHART



Boundaries

Residents within the District appear to be the primary users of the District's roadways. Other users of the District's roadways include visitors to the District's park. Service provided is adequate within the District's existing boundaries and services do not extend beyond designated boundaries. The District's service boundaries are appropriate for the current services provided.

The District has not expressed interest in changing the current District boundaries. An adjustment to the District's SOI may be warranted, however. Several parcels in the SOI abut public roadways. These parcels can either be accessed through the public roads or are not accessible through the District's roadways. As a result, there is no incentive for the landowners to join the District and there is no compelling public reason for these parcels to be annexed into the District.

Infrastructure and Operations

Roads

The County's roadway standards for repair and maintenance are not applicable to special districts, thus it is left to each agency to determine the extent of maintenance programs. As a result, the adequacy of the District's roadways are left to the District's self-assessment and local preferences setting the expectations for roadway quality, repair frequency, and overall roadway operations. Typical roadway maintenance services include pothole repair, crack sealing, resurfacing, and roadway reconstruction. The District's current infrastructure consists of approximately 13 miles of paved and gravel roadway. Approximately six miles of the District's total roadways are currently paved. The District has stated its goal is to maintain the roads

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in usable condition as they are. As it will be seen in the Funding and Budget section below, it is doubtful whether it has the funding to implement such an ambitious plan.

Roadway maintenance and repairs are currently prioritized and ranked using three levels of criteria: usage, damage, and the ability to maintain drivability throughout winter. The District's roadways are susceptible to damage from winter storms each year, requiring maintenance after severe weather. The District's roadways are also susceptible to damage from speeding automobiles, as the District's gravel roadways are not designed for excessive speeds. The speed limit on gravel roadways is 15 miles per hour. Every year, the District repairs potholes and erosion, which according to its 2015 newsletter, this sort of maintenance is more expensive to do on the gravel roads than it is on chipped and sealed roadways. A visual review of gravel roads during the summer of 2016 revealed them to be in adequate condition.

In contrast, CRCSD's paved roads are in very good condition. While these roadways were narrow and unmarked, a driving tour by LAFCO staff revealed smooth pavement with few cracks or potholes. There were a small number of areas where part of the roadway has eroded away, mostly around curves and bends where it is conceivable for water (and sometimes snow) to accumulate. None of these holes were larger than 2-feet long by 1-foot wide. The current speed limit for paved roads is 15 miles per hour with signage clearly visible throughout. The signage is coupled with the placement of speedbumps at regular intervals to enforce the speed limit.

As noted earlier, one of the District's Directors serves as "Road/Safety Officer" whose duties are defined in the CRCSD Bylaws as maintaining "surveillance of District road conditions and report needed maintenance and safety concerns to the Board and shall discharge all such other duties of the office as prescribed by the Board."

New private roadways are currently being constructed within the District's boundaries. District staff has stated that the owners would have to petition the District to include those roads for maintenance by the District. The District is not interested in maintaining additional roadways, due to a limited budget and no increase in funding to maintain new roadways. The District would also have to do research to determine the process by which it could legally accept new roads into its network.

Map 1 in Section IX contains the CRCSD-maintained roads. The following is an alphabetical list of these District-maintained roads:

- Almosta Road
- Cosumnes View Trail
- Cutaway Lane
- Elderberry Road
- Freedom Road

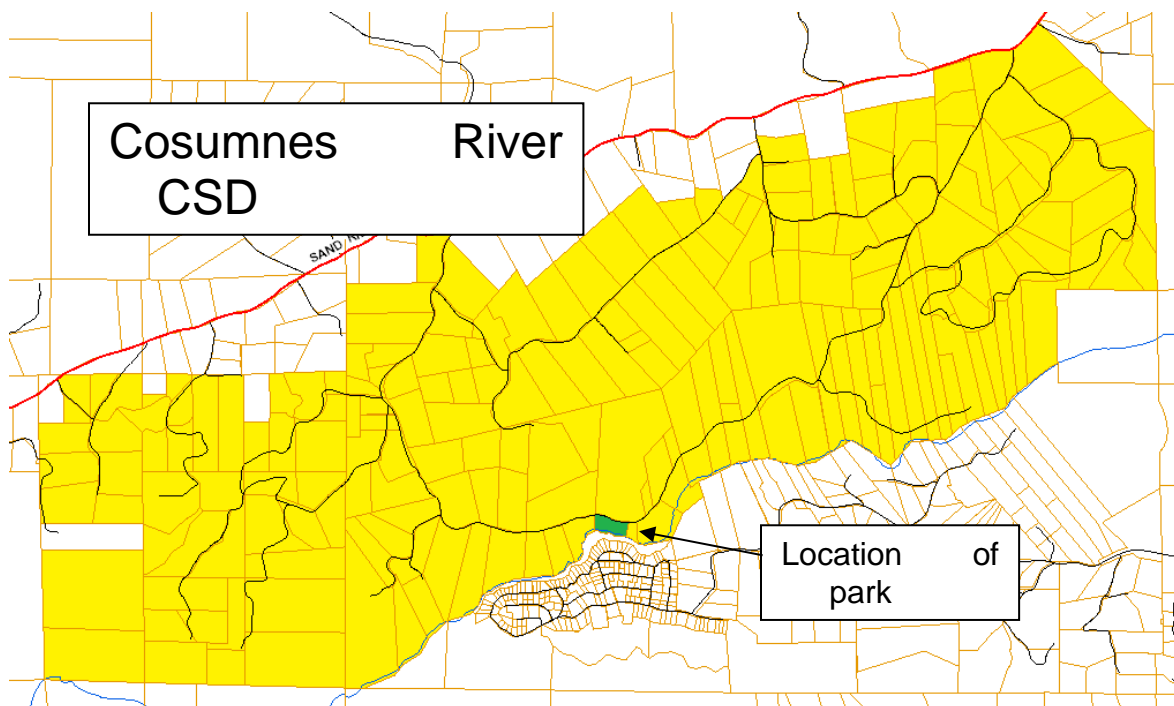
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- Gorge View Drive
- Gregory Lane
- Mary Ann Lane
- Morning Canyon Road
- Morning Canyon Road East
- Rancho Montez Drive
- Starburst Lane

All other roadways within the District are assumed to be private and the landowners are responsible for their maintenance and repair.

Parks and Recreation

The District’s current recreation infrastructure consists of a single park, located near the southernmost part of the District, along the Cosumnes River as marked below. This park covers approximately two acres and includes a parking area, picnic tables and benches, and equestrian tie-ups. The park is open to all residents of the District and is also open to the general public with a day use fee. A visual tour of the park revealed a clean and well-kept park. There was a guard on duty and the entrance gate can be closed if necessary. There was also ample parking and one portable toilet.



Maintenance and repairs to the park are generally performed by volunteers. Materials are often donated for the completion of small projects. District funds are utilized for park maintenance as needed. The District indicated that it had upgraded

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and replaced several picnic tables in the last few years and that no new infrastructure is planned for the park.

As mentioned earlier, one of the District's Directors serves as "Park Officer" who is responsible for maintaining "surveillance of general conditions of the Community Park and its equipment and assume custody and responsibility for control of use permits and maintenance of records pertaining thereto and shall discharge all such other duties of the office as prescribed by the Board."

The District's Bylaws state that the Community Park is "owned by the District and is held for the exclusive use and enjoyment of the property owners of the District." The District regulates the use of the park via a permit, issued to each property owner of the District by the Park Officer. The permit must be displayed on the vehicles parked in the parking lot. Guests may use the park but only with the accompaniment of the host property owner. Minors must have an adult property owner present. The District does not employ a lifeguard. Park rules are posted on site but not on CRCSD's website. According to the District, about 177 non-residents were turned away in 2015. The District charges user fees for use of the park. These fees are \$0 for residents, \$20 for non-resident users, and \$1 per visitor if the number of guests invited by a resident exceed 6 people.

Funding and Budget

LAFCO requested the most recent audit for CRCSD from the El Dorado County Auditor-Controller. The financial audit provided was from FY 2005-06 to FY 2014-15. Its finding across all ten years was that it did not identify any deficiencies in CRCSD's internal controls that the audit found to be material weaknesses. However, one finding was found to be a significant deficiency, that CRCSD should conduct an audit every five years as opposed to every ten years, as it was in this case. This may sound contradictory, but the finding is nuanced. A *material weakness* is a deficiency, or a combination of deficiencies, in internal control such that there is a reasonable possibility that a material misstatement of the District's financial statements will not be prevented, or detected and corrected on a timely basis. A *significant deficiency* is a deficiency, or a combination of deficiencies, in internal control that is less severe than a material weakness, yet important enough to merit attention. Again, the finding was that CRCSD should conduct more timely audits, a recommendation that the Board Chair has shared that he and the rest of the Board of Director agrees with and will commit to more regular periodic audits in the future.

LAFCO retrieved the information from the last five CRCSD budgets, assessment collections and the assessed values from the County Auditor-Controller's website. By way of illustration, the FY 2015-16 budget estimates major revenues from property taxes (\$8,215) and direct assessments (\$28,200) and other miscellaneous income, totaling \$36,715. The carryover fund balance from the previous fiscal year was \$28,296. Major expenses budgeted include roadway maintenance (\$67,550),

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professional services (\$9,100), and insurance (\$2,055), with total expenditures of \$82,930. Financing sources available exceed current year expenditures, with \$1,000 appropriated for contingencies.

While not included in Table 1 immediately below, it should be noted that for fiscal years 2007, 2008 and 2009 the Federal Emergency Management Agency (FEMA) provided assistance funding to the District for repair of road damages caused by the 2005-06 Winter Storms. The District received \$87,433 from FEMA during fiscal years 2007, 2008 and 2009. This assistance funding, however, will be reflected in the two long-term charts below.

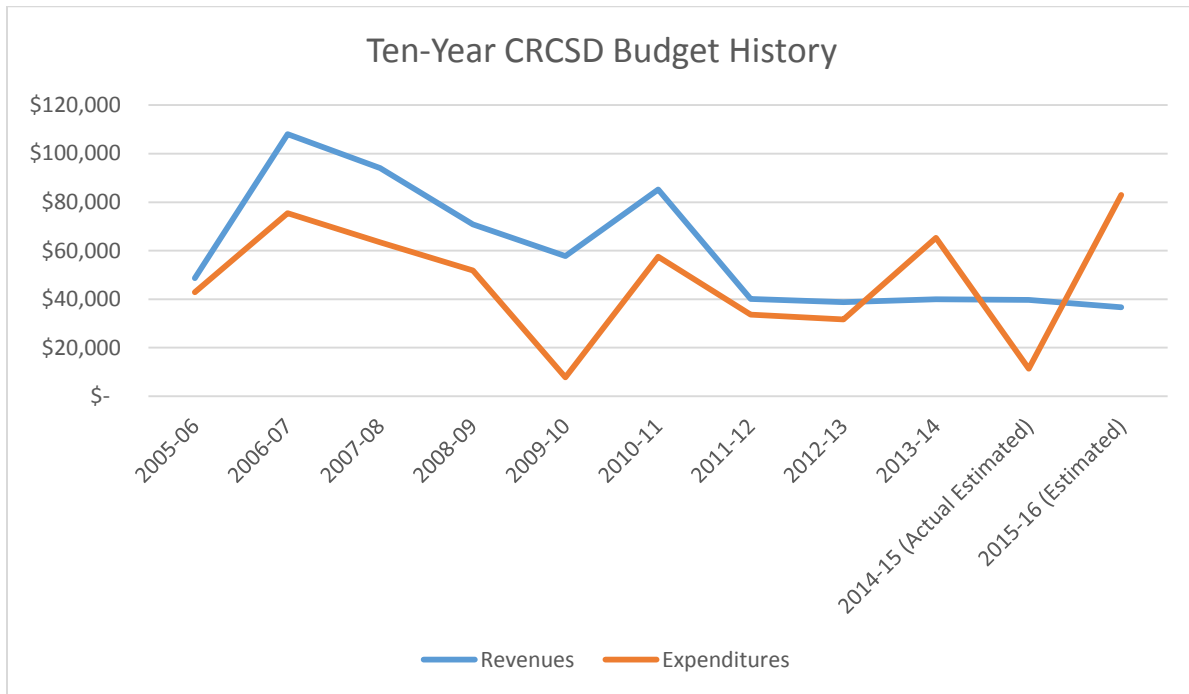
Table 1: District Revenues, Expenditures and Net Assets in Detail (FY 2011-12 to 2015-16)

	2011-12 (Actual)	2012-13 (Actual)	2013-14 (Actual)	2014-15 (Actual)	2015-16 (Adopted by District)
Revenues – Property Taxes	\$8,497	\$9,379	\$8,750	\$9,062	\$8,215
Revenues – Direct Assessment	\$29,117	\$28,667	\$29,792	\$29,267	\$28,200
Revenues – Other	\$2,448	\$715	\$1,419	\$1,319	\$300
Total Revenues	\$40,063	\$38,760	\$39,960	\$39,648	\$36,715
Expenditures – Road Maintenance	\$23,302	\$21,851	\$51,363	\$0	\$67,550
Expenditures – Park Maintenance	\$481	\$502	\$1,427	\$486	1,475
Expenditures – Insurance	\$2,239	\$2,287	\$2,229	\$2,131	\$2,055
Expenditures – Administrative	\$540	\$335	\$920	\$511	\$1,750
Expenditures – Professional Servs	\$7092	\$6,672	\$9,411	\$8,224	\$9,100
Expenditures – Appropriations for Contingencies	\$0	\$0	\$0	\$0	\$1,000
Total Expenditures	\$33,654	\$31,647	\$65,350	\$11,352	\$82,930
Net Revenue (Deficit)	\$6,409	\$7,113	\$(25,390)	\$28,296	\$(46,215)
Fund Balance: \$48,497 June 30, 2010	\$27,774* June 30, 2011	\$6,409* June 30, 2012	\$7,113* June 30, 2013	\$(25,390)* June 30, 2014	\$28,296* June 30, 2015 (Estimated)

* Approximate amount estimated by LAFCO staff; County Auditor Special District Final Budget Reports no longer include Fund Balance information beyond FY 2010-11.

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For a longer perspective and to bridge this MSR to the Cycle 1 MSRs, the chart below tracks the ten-year budget history for the District:



The District’s annual expenditures vary from year to year, with significantly greater expenditures in FYs 2006-07, 2010-11 and FY 2013-14. The greater expenditures in those years are due to increased amounts spent on road maintenance. The usual way the District operates is that it accumulates funds every year to be expended for roadway maintenance every few years. Additional financing opportunities, such as grants, are needed to support the anticipated maintenance demands.

Revenues

The District is financed primarily through property taxes and property assessments. Most, if not all, of this assessment goes towards road maintenance. User fees are collected for use of the park.

The District’s annual revenues are relatively stable over time. There are no additional factors that are expected to affect them. The District’s net assets include cash with County Treasury and imprest cash. District staff have indicated that the District’s revenue funds available are “barely adequate” to maintain roads. This is supported by the low balances and reserves of the District, relative to the service demands associated with roadway maintenance demands. The District needs to obtain additional funding.

Property Taxes – During FY2014-15, Cosumnes River CSD received an average property tax share of 5.328% from each parcel within the District service area. This

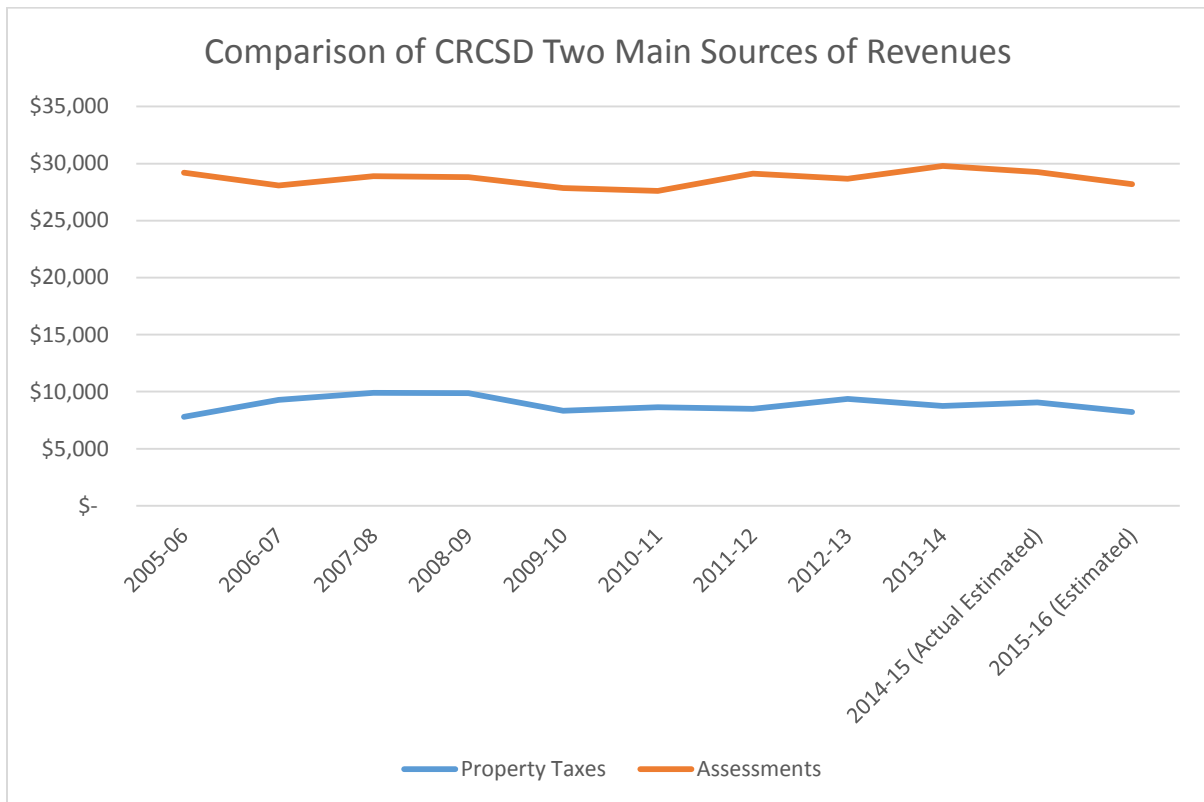
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is approximately a little over five cents of every dollar collected in property tax revenue. The ad-valorem property taxes are calculated by the County and transferred to the District. For FY2014-15, the total property tax collected amounted to \$9,062; for FY2015-16, it is projected to be \$8,215.

Direct Assessments – Subject to voter approval, special districts have the option to levy an additional assessment upon the parcels within their boundaries. Cosumnes River CSD collects an annual assessment of \$150 per parcel, which amounted to \$29,267 in FY2014-15; it is projected that the District will collect \$28,200 for FY2015-16. These property assessments were last raised in 1995 and have remained at the same level since then. The most recent attempt by the District to raise property assessments in 2015 but the measure was defeated by a margin of eight votes. If approved, this measure would have increased a previously approved special parcel tax — a kind of property tax based on units of property rather than assessed value — from \$150 to \$250 per parcel per year. Revenue from this tax was designed to be used for the costs of maintaining, upgrading and improving roads within the district. The General Manager indicates the District may try again in the next general election.

In terms of size and importance, there is no question that the assessments generate most revenue for the District and are stable over time. In any given year, the collected assessment amounts are 2-3 times larger than the funds collected from property taxes. As seen in the chart below, both revenue streams are relatively stable and the amounts collected by the District do not fluctuate much from year to year.

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Fiscal Administration

The County handles the District’s fiscal administration. All the District’s funds are deposited into the County Treasury and the Auditor’s office manages the District’s receivables and payables. The District submits payment requests for reimbursements to the County, which in turn sends payments to contractors. The District currently does not have any outstanding debt.

The District utilizes a competitive bid process for the maintenance and upgrades of the existing roadway. Requests for proposals are sent out and advertised in the newspaper, depending on the need and the availability of funds. The competitive bid process has been effective in controlling costs, as it allows the District to select the lowest cost qualified contractor to provide services.

Community members within the District have also been able to reduce District costs by volunteering to perform park maintenance activities and/or minor roadway maintenance activities instead of waiting for the District to perform this task.

The District is a member of the Special District Risk Management Authority (SDRMA), an intergovernmental risk sharing joint powers authority. This membership has resulted in a reduction of the District’s general liability insurance costs through pooling insurance with other special districts.

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The District appears to utilize a sufficient range of cost avoidance measures to avoid or defray costs. The District does not share any facilities with another service provider. Cosumnes River CSD is a fairly isolated district in southern El Dorado County. No significant opportunities for shared facilities have been identified because there are no adjacent independent special districts. No opportunities to share facilities with the County Department of Transportation have been explored.

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IV MSR DETERMINATIONS

In January 2008, the Legislature consolidated the nine factors used in the inaugural cycle down to six. In 2011 the Legislature further altered the factors. These factors are listed in Government Code §56430:

- (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) 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.

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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 road and park maintenance services.

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 Cosumnes River CSD indicates that demands for roadway services and recreation services are not increasing. Current and future land uses are anticipated to remain primarily residential and the District's area is generally built out. No significant growth or population increases are anticipated given the zoning for the parcels that are currently undeveloped in the CSD's service area and its sphere of influence.

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

Purpose: To identify underserved areas in or around the district.

According to information from the County's Community Development Department, there are no disadvantaged communities within or adjacent to the District's service area or in its sphere of influence. LAFCO was unable to identify a disadvantaged community utilizing the resources available from the United States Census, the Sacramento Area Council of Governments or from the California Department of Water.

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.

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.

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

Road services – Cosumnes River CSD’s current infrastructure consists of approximately 13 miles of paved and gravel roadway. Cosumnes River CSD does not own major roadway maintenance equipment. It contracts for roadway maintenance services. These are currently provided adequately for the current demand, as determined by adherence to local preferences and expectations for roadway quality, repair frequency, and overall roadway operations. Cosumnes River CSD does not have plans for expansion of roadway infrastructure or facilities.

CRCSO’s sphere of influence is currently “positive,” which means that its service area could expand to include the parcels between its current northern boundary and Sand Ridge Road. The owners of these parcels can access their property through County public roads or private driveways that are not connected to the District’s road network. In addition, the CSD also does not have the capacity to expand its services further. Consequently, it brings into question whether there is a need for the CSD to have these parcels in its SOI.

Park services – Cosumnes River CSD’s current recreation infrastructure consists of a single park along the Cosumnes River. The park is approximately two acres in size and includes a parking area, and picnic area with tables and benches. The park is maintained by the District as needed. It utilizes volunteers for some clean up and maintenance. Cosumnes River CSD does not have plans for expansion of recreation infrastructure or facilities.

4. Financial Ability of Agencies 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.

Road services - These are financed by assessments and property taxes. CRCSO receives an average property tax share of 5.328% and assessments are \$150 per parcel per year. District staff considers these revenue sources as barely adequate to fund services. The District does not have outstanding debts. The District has attempted to increase property assessments in the past, but these efforts were rejected by voters. The District deploys a similar strategy as other road maintenance CSDs in the county, which is to accumulate reserves over several years to be expended for roadway maintenance periodically when needed. Additional financing opportunities are needed.

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The Cosumnes River CSD appears to be utilizing a sufficient range of cost avoidance opportunities, including bidding of contracted services, utilizing contract services, utilizing community volunteers for minor maintenance services, applying for reimbursements from FEMA, and pooling of insurance to reduce costs.

Park services – The Cosumnes River CSD charges \$20 for the use of the park by non-residential users and \$1 for residents of the District. Financing for the improvement and maintenance of recreational facilities may come from grants or other sources. The CSD uses volunteers to park clean up and minor maintenance.

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 Cosumnes River CSD is the only agency providing roadway maintenance and recreational services within its jurisdictional boundary. Funding levels notwithstanding, the overall management structure of the District is sufficient to perform the necessary services and maintain operations. The Cosumnes River CSD's service boundaries are appropriate for the current level of services provided.

The District's Board of Directors appointed the current General Manager in 2004. The District does not currently employ any staff and contracts out for services when needed.

The Cosumnes River CSD does not own any roadway facilities and does not share any facilities with another provider. Although the CSD is in a fairly remote area of El Dorado County, it has four fellow CSDs located relatively nearby. Of these, Golden West, Showcase Ranches and Nashville Trail CSDs provide road maintenance and/or park and recreation services. However, Golden West and Nashville Trail CSDs are on the other side of rivers and streams (Martinez Creek and Camp Creek, respectively) from Cosumnes River CSD. Showcase Ranches CSD could be a potential partner given its relative proximity, but this has yet to be explored by either district or by LAFCO. With both districts using volunteer staffs, it is unknown what kind of structure this potential partnership can form. No significant opportunities for shared facilities have been identified.

The Cosumnes River CSD's Board is elected by voters within the District. Board meetings appear to be held and noticed consistent with the Brown Act. There appear to be ample opportunities for public involvement and input. The Cosumnes River CSD is able to inform the public via the District's website and the annual newsletter mailed to residents. The District's website, however, only contains the 2009 newsletter.

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

Purpose: The protection of open space and agricultural resources is one of LAFCO's four core missions.

Information in this section addresses #5 of LAFCO Policy 4.4, which is:

- Potential effects on agricultural and open space lands.

The services provided by the District have no effect on agricultural and open space lands. Park services have no growth inducing effects. While the creation of roads may have growth inducing effects, CRCSD is not in the business of creating new roads. Most of the road network the District maintains is within the core of the District and it is private driveways that spread out from that network into the District's outer regions. Most of the land is on Cosumnes River CSD's periphery is built out or slated for development as low density rural residential.

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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 Cosumnes River Community Services District:

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

Present land uses within the District are primarily rural residential. Planned land uses in the undeveloped parcels are anticipated to remain the same as current land uses.

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, although at limited levels of service. Probable needs for public facilities and services are not currently anticipated to vary from present needs, as future demands are expected to remain roughly the same.

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 barely adequate to serve the existing community; although, roadway improvements are limited based on available financing and priorities established by the District.

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 no social or economic communities of interest in the area. Nearby communities include the Somerset area.

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.

While CRCSD does not provide any municipal services as defined in Government Code 56425(e)5, LAFCO has not identified any disadvantaged communities within the District's boundaries or on its sphere of influence.

The last review of Cosumnes River CSD's Sphere of Influence was in 2008. Based upon the information contained in this report, it is recommended that the CSD's SOI be shrunk. The District's Sphere of Influence extends beyond the District's current

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service area. Many of the parcels' in CRCSD's SOI lie between the service boundary and Sand Ridge Road. More than half of the residents in these SOI parcels access their property through private driveways connected to a County-maintained road rather than a District-maintained road. It is unknown how often these residents access the District's park, and of those who do, how many of them would join CRCSD just to take advantage of that amenity. As a result, there is little incentive for these properties to become part of Cosumnes River CSD. Shrinking the District's SOI as shown in Map 2 in Section IX may be appropriate, based on the low probability of many of these properties annexing into District.

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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 Cosumnes River 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.

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VII 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 six determinations, LAFCO used an open public participation process to screen for and identify environmental justice issues.

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 or respondents is not as large as the pool for the decennial Census. It must be acknowledged, however, that information from the ACS is at the tract level, which is the smallest level in which ACS information can be aggregated. In a rural county, with a dispersed population and few concentrated communities, this means that tracts cover large geographic areas.

Specific to Cosumnes River CSD, we can only approximate, as the District boundaries do not conform to any demographic area in the Census. As it can be seen in Map 3 in Section IX, Census Tract 314.02, which encompasses CRCSD, also includes the communities of Outingdale, Mt. Aukum, Fairplay, Grizzly Flat and

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Somerset. As a result, the information summarized in the table below from the 2010-14 ACS should not be interpreted as solely representing Cosumnes River. For comparative purposes, information from the 2010-14 ACS on El Dorado County is also included.

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	181,465	158,367 (87.3%)	1,781 (1.0%)	1,629 (1.0%)	6,885 (3.8%)	191 (0.1%)	6,368 (3.5%)	6,244 (3.4%)	22,411 (12.4%)
Census Tract 314.02	5,107	4,818 (94%)	15 (0%)	64 (1%)	11 (0%)	20 (0%)	9 (0%)	170 (0%)	322 (6%)

Sources: 2010-2014 American Community Survey by the U.S. Census
Percentages may not add due to rounding

Table 2: Poverty Status in the Past 12 Months by Sex and Age (Census Tract 315.03)

	Total	Under 11	12-17	18-34	35-64	65+
Male	0	0	0	0	0	0
Female	0	0	0	0	0	0

Sources: 2010-2014 American Community Survey by the U.S. Census

The data behind the poverty numbers in Table 3 indicated there was no one who lived in poverty in the past 12 months of the ACS survey in Census Tract 314.02. The data was run across different iterations to confirm its accuracy because the State Department of Water Resources had found a disadvantaged community around Grizzly Flat (refer to Map 4 in Section IX). The only way to reconcile these apparently contradictory data is that the definition of “disadvantaged community” is a group of individuals whose annual earnings are 80% of the statewide median. It is possible to live in a disadvantaged community but not necessarily live in poverty.

Another set of demographic data to use are the student information collected by the State Department of Education. These contain other limitations as well. CRCSD resides in the Pioneer Union School District. As it can be seen from Map 5 in Section

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IX, the Pioneer Union School District includes the communities of Somerset, Mt. Aukum, Fairplay; Outingdale and Grizzly Flat. The following statistics are based on school attendance at Pioneer Elementary, Walt Tyler Elementary, and Mountain Creek Middle School. Information about reduced priced meals, which can be used as a proxy for the level of poverty in a community, is also provided here. Unfortunately, these data are aggregate since the Department of Education does not provide racial or ethnic breakdowns by gender. Further, because the elementary and middle schools cover an area larger than CRCSD, it is not possible to determine whether any student participating in the reduced meal program comes from a family living within Cosumnes River CSD.

Table 3: Student Enrollment Population by Race – Pioneer Elementary

	Total	White	Black or African American	American Indian and Alaska Native	Asian	Native Hawaiian and Other Pacific Islander	Two or More Races	Hispanic or Latino
	128	82	0	1	0	0	17	28
English Learners	10							
Reduced Meals	90							

Source: California Department of Education’s DataQuest

Table 4: Student Enrollment Population by Race – Walt Tyler Elementary

	Total	White	Black or African American	American Indian and Alaska Native	Asian	Native Hawaiian and Other Pacific Islander	Two or More Races	Hispanic or Latino	Not specified/ Declined to state
	26	22	0	0	0	0	1	2	1
English Learners	0								
Reduced Meals	14								

Source: California Department of Education’s DataQuest

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Table 5: Student Enrollment Population by Race – Mountain Creek Middle

	Total	White	Black or African American	American Indian and Alaska Native	Asian	Native Hawaiian and Other Pacific Islander	Two or More Races	Hispanic or Latino	Not specified /Declined to state
	136	104	0	4	1	0	7	18	2
English Learners	2								
Reduced Meals	75								

Source: California Department of Education's DataQuest

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VIII 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

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

Governing and Defining Legislation:

Government Code Section 61000 et seq.

Agency:

By-Laws of the Cosumnes River Community Services District (as revised December 5, 2009)

By-Laws of the Cosumnes River Community Services District (as revised June 9, 2012)

Cosumnes River Community Services District Annual Newsletter, 2015

County of El Dorado, Independent Special Districts Fiscal Budgets for the Fiscal Years 2005-2016

County of El Dorado, Cosumnes River Community Services District Audit Report on the Financial Statements for Fiscal Years from FY 2000-01 to FY 2004-05

Correspondence and conversations (by phone) with Ken Balthaser, General Manager, Cosumnes River Community Services District

Correspondence and conversations (in person and by phone) with Dave Boucke, Board President, Cosumnes River Community Services District

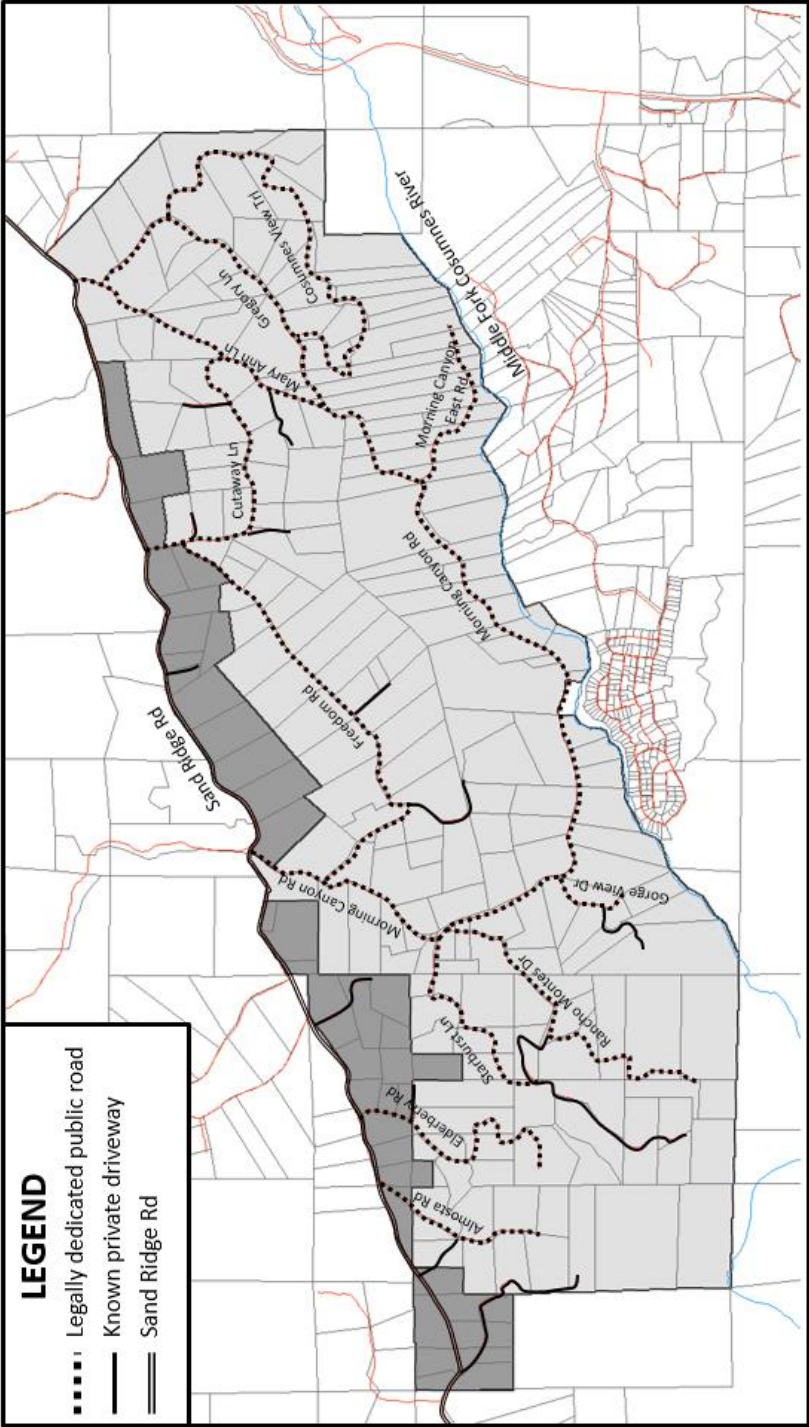
Goodell, Porter, Sanchez & Bright, LLP, Financial Statements and Independent Auditor's Report for the years ended June 30, 2006, June 30, 2007, June 30, 2008, June 30, 2009, June 30, 2010, June 30, 2011, June 30, 2012, June 30, 2013, June 30, 2014 and June 30, 2015

Phone Conversation with Kirk Daugherty, Park Officer and Board member, Cosumnes River Community Services District.

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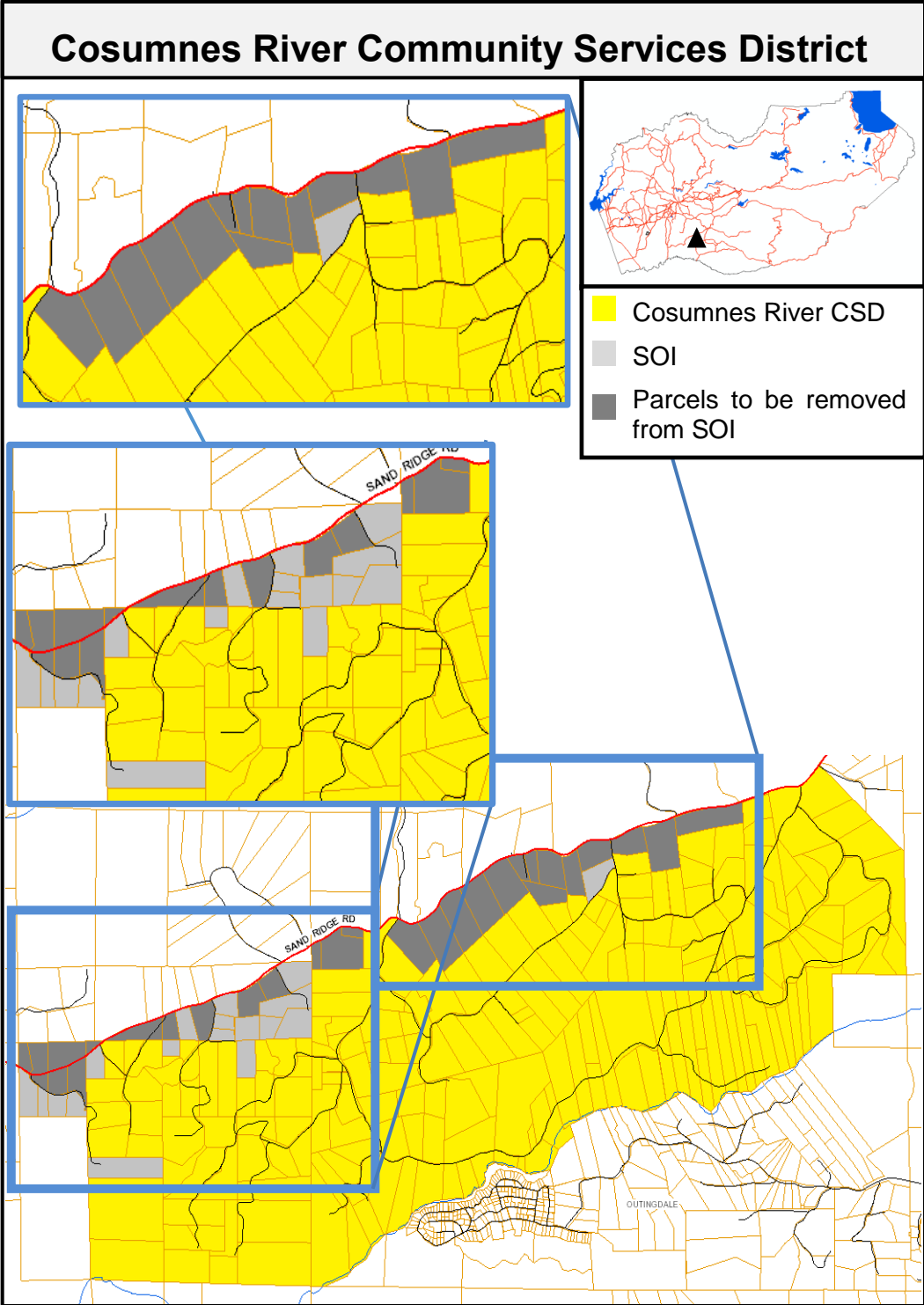
IX MAPS

A. Map 1 – Map of Roads Maintained by Cosumnes River CSD



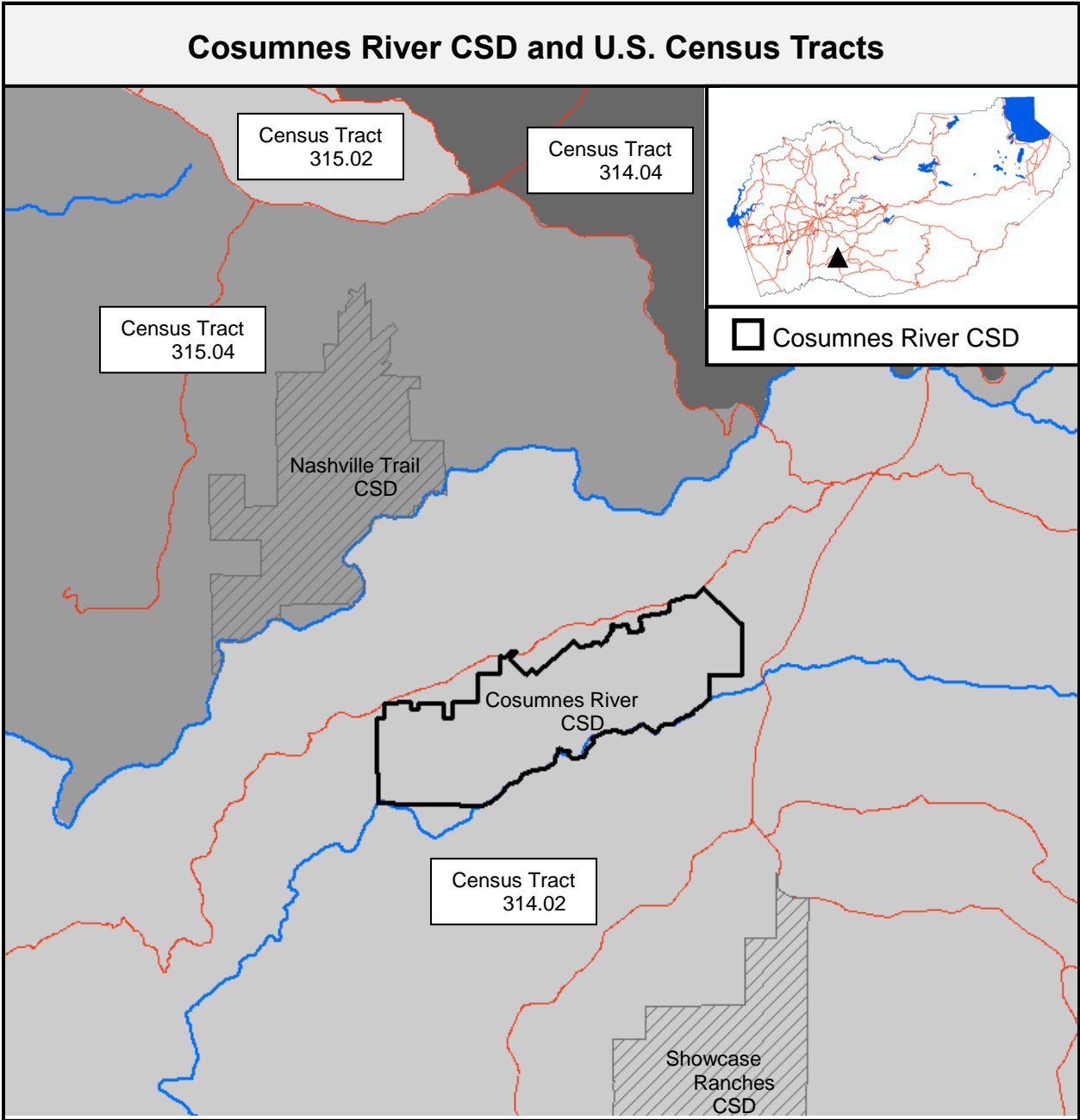
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B. Map 2 – Recommended Sphere of Influence for Cosumnes River CSD



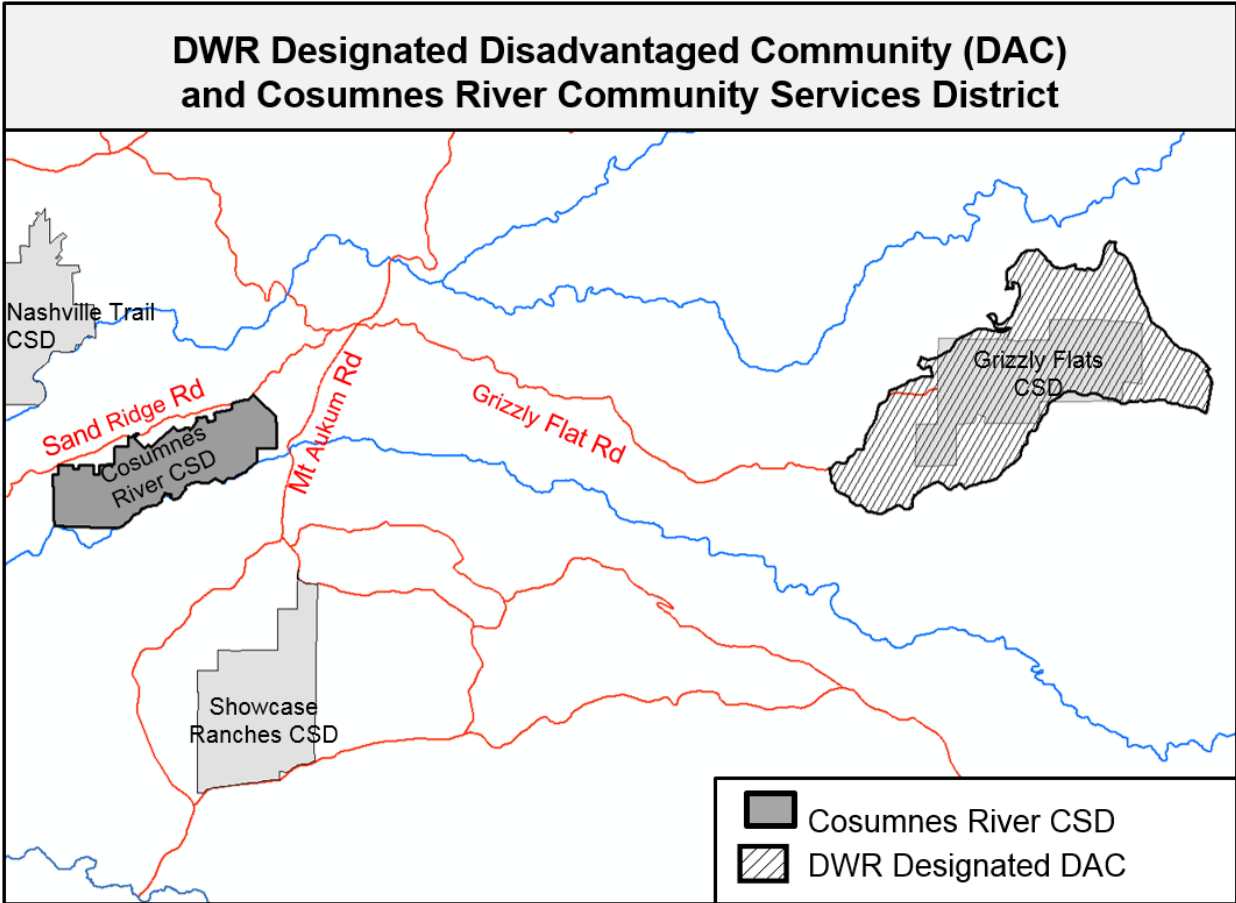
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C. Map 3 – Census Tract 314.02 and Cosumnes River Community Services District



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D. Map 4 – California Department of Water Resources-identified Disadvantaged Community and Its Proximity to Cosumnes River Community Services District



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E. Map 5 – Local School District and Cosumnes River Community Services District

