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I EXECUTIVE SUMMARY

“El Dorado County has long been viewed by its neighbors as a special recreation destination—an area of forests, lakes, rivers, mountains, agriculture and history. Recent and explosive population growth, however, has placed demands on the County for more traditional recreation services for its residents, and awakened a concern for the preservation of open space” (*El Dorado County Interim Master Plan for Parks, Recreation Facilities and Trails*). This statement, made in 1992, accurately frames El Dorado County’s situation today. A booming west slope population brings with it a need for parks, recreation, and open space services of the same magnitude. With a variety of public and private providers in this area, decisions about responsibility for the development and financing of those services are increasingly complex.

State mandates enacted in 2000 establish requirements for LAFCO to conduct comprehensive reviews of all municipal services in El Dorado County (Section II). This Service Review for West County Parks, Recreation, Open Space, and Related Services also complies with Guidelines adopted by the Governor’s Office of Planning and Research (Section II C). It will be available to other agencies and to the public and will serve as a basis for consideration of future sphere of influence determinations and government reorganizations.

The information contained herein does not explicitly plan for the future development of parks and recreation services, nor will any action or change in services result directly as a result of LAFCO’s adoption of the document. The service review and LAFCO’s adoption of a resolution making determinations are categorically exempt from the California Environmental Quality Act (Class 6, §15306) (Section VII). In undertaking this service review and making determinations, LAFCO considered its responsibilities under federal and state civil rights and environmental justice laws (Section VIII).

The Service Review for West County Parks, Recreation, Open Space, and Related Services provides a description of existing services in the western portion of the county and is inherently retrospective, taking a “snapshot” of existing conditions. LAFCO will consider the study as a basis for future sphere of influence determinations and government reorganizations.

Section IV defines the broad spectrum of park, recreation, and open space activities considered in the study. Each provider of these services is described in Section V. The four community services districts in the study area are the focus of the analysis and determinations contained in Section IX. Those districts are Cameron Park CSD, El Dorado Hills CSD, Holiday Lake CSD and Springfield Meadows CSD.

On July 28, 2004 the Commission adopted Resolution L-04-10 making determinations for each of the nine required categories. The determinations recognize the following: unique land use and planning conditions, government organization and fiscal circumstances that affect the provision of services, 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 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 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 often lack sufficient information needed to make informed decisions on projects that come before them. The CLG further recognized that two of the fundamental purposes of LAFCO, 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, were generally not being met. These concerns culminated in the CLG's recommendation that LAFCOs be required to collect and review information needed to guide decisions before specific proposals are made. 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 Section 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 subregion, 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) Infrastructure needs or deficiencies.
 - (2) Growth and population projections for the affected area.
 - (3) Financing constraints and opportunities.
 - (4) Cost avoidance opportunities.

-
- (5) Opportunities for rate restructuring.
 - (6) Opportunities for shared facilities.
 - (7) Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers.
 - (8) Evaluation of management efficiencies.
 - (9) Local accountability and governance.
- (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.

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 Section 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 response to, and anticipation of, proposals to amend the spheres of influence of west slope parks and recreation service providers.

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 nine 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 STUDY METHODOLOGY

D. Selection

Faced with a state mandate to complete service reviews by 2006, El Dorado LAFCO held a workshop at its January 23, 2002 meeting. Staff presented background material on the scope of and need for these studies. Prioritization of these studies was suggested by staff based on the following criteria:

- Spheres of influence are substantially deficient.
- Services are provided by agencies affected by pending applications.
- Services are deteriorating; there is an anticipated inability to provide services; there are identified adverse public health or environmental issues or studies in process.
- Service reviews have been requested.
- All or partial funding is available from outside agency resources.
- Reviews are less complex and may be completed with minimal technical analysis.

After discussing the issues at the workshop, staff recommended that the Municipal Service Review for West County Parks, Recreation, Open Space, and Related Services be initiated based on the following criteria: (1) the review would include service providers with substantially deficient SOIs, (2) the review would include service providers that are affected by pending proposals, and (3) alternative funding sources were available including voluntary contributions by private project proponents. Staff also determined that this particular service review would be less complex from a technical review perspective and would therefore be a good candidate for the first review.

E. Study Area

The study area for this service review is roughly bounded by Sacramento County on the west, Folsom Lake/South Fork American River on the north, Greenstone Road on the east, and the Latrobe area on the south (see Appendix A for study area maps). This area is generally considered to be the most rapidly growing area on the western slope of the county.

F. Subject Agencies

A total of 12 government agencies and several other providers are included in the study.

- Special Districts:

-
- Cameron Park Community Services District
 - El Dorado Hills Community Services District
 - El Dorado Irrigation District
 - Holiday Lake Community Services District
 - Springfield Meadows Community Services District
 - School Districts:
 - Buckeye Union School District
 - El Dorado Union High School District
 - Latrobe School District
 - Rescue Union School District
 - El Dorado County General Services Department, Division of Airports, Parks, and Grounds
 - California Department of Parks and Recreation
 - U.S. Bureau of Land Management
 - American River Conservancy
 - Homeowners' Associations
 - Other Providers

G. Agency and Public Participation

Following approval by the Commission, a memorandum and attached questionnaire were sent out to a mailing list of 35 potential service providers with the purpose of identifying districts/agencies that provide parks, recreation, and/or open space services and facilities within the study area. A total of 15 responses were received. Based on the information gathered through the questionnaire, LAFCO staff set up a "kick-off" meeting on March 1, 2002 at the El Dorado Hills Community Services District offices. Staff distributed at this meeting a comprehensive questionnaire both in hard copy and electronic format for purposes of eliciting additional specific information from service providers. A follow-up letter was sent on March 8, 2002 to agencies unable to attend the meeting, enclosing a copy of the questionnaire. Subsequent to the last letter the LAFCO consultant and LAFCO staff expended numerous hours on follow-up telephone calls and meetings collecting data from participating agencies. Information gathered through both the questionnaire and interview process was compiled into this report.

Staff would like to note the difficulty in obtaining information for this service review. Two types of barriers often impeded research: (1) an explicit lack of accurate and complete data, reports, and plans; and (2) an unwillingness or inability to provide those data, reports, and plans. Many service providers operate under informal procedures and unwritten plans and have no mechanisms set up to track and record data. Institutional knowledge rests with individual staff members who have often moved or retired. In addition, from a top-down perspective, El Dorado County has not yet adopted a legally valid general plan with policies for land use and parks and recreation. The second barrier was less prominent but nonetheless affects the quality of research embedded in this report. Some agency representatives did not have the time to gather information for the questionnaires or were unwilling to provide information needed to

complete the study. These barriers support the disclaimer that “a municipal service review is only as good as the data on which it is based” (OPR Guidelines).

LAFCO staff circulated excerpts from the administrative draft service review among the subject agencies for a two-week technical review period on November 28, 2003. A majority of the agencies responded, and the additional information was compiled into the public review draft service review. The public review draft was presented to the Commission at a public hearing on July 28, 2004. The public review period began 21 days before the hearing, during which time the report was distributed to the four affected special districts and County Parks and posted on the El Dorado LAFCO website. Other affected agencies and project proponents were notified by e-mail of the document’s availability. The Commission took into consideration written comments received during the 21-day public review period and oral comments received at the hearing before adopting determinations for the final service review.

A copy of the final service review was distributed to the four affected special districts, County Parks, and interested agencies and individuals. The final service review is also posted on the El Dorado LAFCO website.

IV INTRODUCTION TO PARKS, RECREATION, OPEN SPACE, AND RELATED SERVICES

Parks, recreation, open space, and related services encompass a broad spectrum of activities and functions. Generally speaking, these services provide opportunities for leisure, entertainment, sports, education, and fitness through various facilities and programs. Recreation and its related services can be separated into two basic categories: active recreation and passive recreation.

Active recreation consists of planned and organized leisure, entertainment, sports, education, and fitness activities, often social in nature. Active recreation generally requires support infrastructure and services. It often needs ongoing program facilitation by staff or volunteers. Typical active recreation activities include league, team, and individual sports (such as basketball, golf, diving), practice of the arts (such as dancing, painting), organized cultural events (such as drama, movies, book clubs), and classes for all kinds of activities. Active recreation in western El Dorado County is organized by public and private providers, both non-profit and for profit.

Active recreation often requires use of buildings, sports courts/fields, and other facilities that are developed to accommodate organized recreation. Active recreation infrastructure must be adequately sized for the intensity of use associated with the correlating activity. Such spaces or facilities may be highly specialized, as in the example of a skate park or an Olympic-sized pool for competitive swim leagues. Active recreation facilities usually include amenities that enable more frequent and prolonged public access, such as parking lots and restrooms.

Passive recreation is leisure, entertainment, sports, and fitness activities that are not necessarily structured or organized. It is less intensive and does not require facilitation by an organization or agency. Typical passive recreation includes such activities as informal neighborhood sports play, picnicking, bird watching, nature walks, scenic hiking, etc. Passive recreation activities may occur in areas such as unimproved parks, natural preserves, trails, water bodies, nature areas, or landscaped corridors. Passive recreation activities can occur in areas designed for active recreation, in improved recreational spaces, or in mixed use areas.

A parks, recreation, and open space service provider's responsibilities will likely include active and passive recreation and the support infrastructure needed for a variety of activities.

Within the active and passive categories, parks and recreation infrastructure exists at the neighborhood, community, and regional levels. These categories are largely determined by the size of the land and facilities, but location and amenities can also define the user base. The Proposed 2004 El Dorado County General Plan's policies provide a useful criteria for parks based in part on size and a useful discussion of uses based on national standards:

- Neighborhood Parks (Policy 9.1.1.2): Neighborhood parks shall be primarily focused on serving walk-to or bike-to recreation needs. When possible, neighborhood parks should be adjacent to schools. Neighborhood parks are generally 2 to 10 acres in size and may include a playground, tot lot, turf areas, and picnic facilities.
- Community Parks (Policy 9.1.1.3): Community parks and recreation facilities shall provide a focal point and gathering place for the larger community. Community parks are generally 10 to 44 acres in size, are for use by all sectors and age groups, and may include multi-purpose fields, ball fields, group picnic areas, playgrounds, tot lots, multi-purpose hardcourts, swimming pools, tennis courts, and a community center.
- Regional Parks (Policy 2.1.1.4): Regional parks and recreation facilities shall incorporate natural resources such as lakes and creeks and serve a region involving more than one community. Regional parks generally range in size from 30 to 10,000 acres with the preferred size being several hundred acres. Facilities may include multi-purpose fields, ball fields, group picnic areas, playgrounds, swimming facilities, amphitheaters, tennis courts, multi-purpose hardcourts, shooting sports facilities, concessionaire facilities, trails, nature interpretive centers, campgrounds, natural or historic points of interest, and community multi-purpose centers.

In addition, a provider may own land and facilities without providing any programs, may provide programs without owning any facilities, or may provide programs with its own facilities. For example, El Dorado Irrigation District owns Bass Lake and the surrounding territory but leases the property to other agencies that organize sports activities on the Bass Lake fields. The western slope contains numerous volunteer sports leagues programs which use only school-owned fields. Cameron Park Community Services District and El Dorado Hills Community Services District offer recreational programs at district-owned parks. This variety of programs, organizations, locations affirms that no one combination of active and passive facilities and programs offers an inherently higher level or quality of service.

Quimby Act

Parks, recreation, and open space infrastructure is generally acquired through a mechanism established in state planning law known as the Quimby Act (see Appendix D). Enacted in 1996, the Act allows cities and counties to require land developers to dedicate up to five acres of land per 1,000 persons or to pay in-lieu fees for park or recreational purposes. El Dorado County's Major Land Division Ordinance requires the maximum amount. If a public agency other than the county will be providing park and recreation services to the subdivision, the amount and location of land to be dedicated or the fees to be paid is jointly determined by the county and the public agency. Parkland and facilities may also be obtained through other financing mechanisms such as grants, bonds, and impact fees.

The 2003 El Dorado County General Plan Draft EIR discusses the Quimby Act as follows: "It should be noted that the Quimby Act only applies to the acquisition of new parkland; it does not apply to the physical development of new park facilities or associated operations and maintenance

costs. Therefore the Quimby Act effectively preserves open space needed to develop park and recreation facilities, but it does not ensure the development of the land or the provision of park and recreation services to County residents. In addition, the Quimby Act only applies to residential subdivisions. Other projects such as ministerial residential development and commercial, could contribute to the demand for park and recreation facilities without providing land or funding for such facilities, but in many cases Quimby fees were paid at the time the residential lots were created.”

Service providers include public agencies at the federal, state, regional, county, and local (special district) levels; non-profit organizations; community groups and volunteers; and private businesses.

The National Recreation and Park Association’s website describes the array of park and recreation providers in this way: “The park and recreation industry encompasses a unique blend of professional and citizen stewards dedicated to enhancing the quality of life for all people.” Parks, recreation, and open space service providers add value to a community by enabling and encouraging leisure, fitness, and educational activities. They can also provide indirect economic benefits by increasing property values and promoting tourism, although these benefits are often immeasurable.

Other related services discussed in this report include library; solid waste management; cable television; enforcement of covenants, conditions, and restrictions (CC&Rs) and design review; and street lighting and landscaping where they relate to special district services.

V DESCRIPTION OF AGENCIES

Table 2 contains a description of the parks, recreation, and open space facilities under each agency's jurisdiction.

H. Cameron Park Community Services District

The Cameron Park Community Services District (CPCSD) was formed on June 26, 1961 by Resolution 97-61 of the Board of Supervisors. The CPCSD boundary includes most of the Cameron Park community between El Dorado Hills, Shingle Springs, and Rescue (see Appendix B for a boundary map). Services and facilities are concentrated around the Cameron Park Drive/Cambridge Road corridor between Highway 50 and Green Valley Road. Most of the district's territory is built-out, resulting in a high population density relative to the extensive undeveloped areas surrounding the district. In total, CPCSD's boundary encompasses approximately 4,269 acres/6.7 square miles and contains an estimated population of 16,554 (5,340 developed residential parcels x 3.1 persons per dwelling unit).

Infrastructure, Facilities, Services

Empowered services under Government Code Section 61000 et seq. include provision of water for domestic, irrigation, sanitation, industrial, fire protection, and recreation uses; collection, treatment, or disposal of sewage, waste, and stormwater; garbage collection and disposal; fire protection; parks and recreation; street lighting; mosquito abatement; police protection; library services; and maintenance of roads, bridges, and culverts. The formation resolution includes all empowered services. According to the district's budget, provided services include fire protection, emergency services, parks and recreation, street lighting and landscaping, and enforcement of covenants, conditions, and restrictions (CC&Rs). Fire protection and emergency services are not part of this study, but will be examined in a future service review.

Parks

CPCSD currently operates approximately 15 parks and other facilities, comprising an estimated total of 104.2 developed and 48 undeveloped acres (see Table 2). Cameron Park Lake is the primary community facility, centrally located within the district. In 2003-2004 approximately 18,000 people were admitted at the lake entrance, 15.6% of which were non-district residents. In addition, a total of 1,000 people were admitted to the skate park at Christa McAuliffe Park with 25% coming from outside the district. The district jointly funds, but does not currently participate in, operation and maintenance of Bass Lake Park with El Dorado Hills Community Services District.

Recreation

The district administers year-round recreational programs for a variety of age and interest groups including adult and youth athletic programs, senior programs, day camps, classes, holiday events, and community recreational events. Approximately 39 programs are offered throughout the year, drawing an attendance of nearly 3,900 in 2003-2004. Of this amount,

approximately 27% of program participants were non-district residents. Some programs remain constant over the years, such as youth sports, but others change with recreation trends. District staff use CPCSD's quarterly newsletter to recruit residents interested in teaching a specialty class. The annual Summer Spectacular is the district's largest community event, with an estimated attendance of 8,000 in 2004 and a budget of \$40,000 for 2005.

Cooperative Agreements and Shared Facilities

CPCSD rents a 1,100-square foot facility known as the Mira Loma Building for dance and art classes. Most other classes and programs are held at local school facilities as space is available. The district uses the gym and soccer field at Ponderosa High School (El Dorado Union High School District), gyms and classrooms at Buckeye School, Blue Oak School, and Camerado Springs Middle School (Buckeye Union School District), and the gym at Rescue School (Rescue Union School District). According to the district, many of CPCSD's programs have limited offerings contingent on the schedule of the school districts and on CPCSD's ability to arrange for multiple facilities at peak times. Recreation staff coordinate with EDHCSD to co-sponsor nine programs that benefit residents of both areas but do not draw a large enough attendance from either area by itself. These joint programs and others that require specialized facilities, such as a commercial kitchen, are held at EDHCSD's facilities due to CPCSD's lack of adequate facilities.

Street Lighting and Landscaping

Street lighting and landscape buffers along certain streets are maintained by way of 17 lighting and landscaping assessment districts (LLADs). Most assessment district boundaries correspond to subdivision units. Operation and maintenance of some neighborhood parks are also funded through assessment districts, such as David West Park and Eastwood Park. Some maintenance services are provided by district maintenance staff while others are contracted out. The district contracts with PG&E for street lighting. The assessment for each district is based on an individual engineering report and the 17 annual assessments range from \$63 to \$240 per parcel.

Enforcement of CC&Rs and Design Review

In November 1985 district voters passed Measure B, giving CPCSD the authority to enforce CC&Rs and maintain a uniform standard of development within the district. At the same election, voters approved a special tax of not more than \$12 per year per parcel to be used for any expenses incurred by the district in carrying out such purposes. The tax is currently levied at the maximum amount and collected on the county's annual tax roll. The mission of the CC&R Department is to "enforce the CC&Rs and review residential home and landscaping construction plans to insure compliance with the CC&Rs." CPCSD's role with regard to CC&Rs is twofold. Compliance issues for existing structures are handled by the CC&R Compliance Officer. The Architectural Review Committee meets weekly to review new construction plans.

Solid Waste Collection

The county, at the request of CPCSD and a majority of voters within the district, amended

County Ordinance No. 4319 to establish mandatory waste collection effective March 1, 1999. The district itself does not provide waste collection services. However, the ordinance requires owners of each improved property within district boundaries to contract with El Dorado Disposal, a private company. Services include weekly solid waste collection, recycling, and bagged yard waste collection.

Infrastructure, Plans, Capacity

The *Recreation Facilities Master Plan* (November 2000), an update of the 1993 master plan, identifies the recreational needs of the existing and future residents of CPCSD. The plan attempts to prioritize the allocation of resources to meet different needs and provides a map and sequence of needed park and recreation improvements. In preparation of the master plan, the board of directors held two public workshops in summer 2000. Public input was used to identify the following needs and priorities in facilities and improvements to serve the existing population:

- Construct three large sports complexes in the north, south, and east areas of the district
- Expand passive outdoor facilities at unimproved parks
- Add sports fields and improve access at Bonanza Park
- Limit neighborhood park development depending on resident support
- Declare Knollwood Park, Hacienda Park, Sandpiper Park, and portions of Bonanza Park surplus
- Add a sports field at Gateway Park

The plan states that it will take several years to complete all planned facilities if the funding is totally dependent on development impact fees. In addition to these fees, the plan suggests alternative financing sources such as general obligation bonds, certificates of participation, loans, or surplus property sales.

Deficiencies Identified by CPCSD

As of January 2000, the master plan determines that CPCSD lacks 33.8 acres of developed parkland and 32 acres of open space to serve its current population. Deficits also exist for all types of sports fields and courts, swimming pools, and community centers. The plan also notes that CPCSD lacks sufficient indoor facilities for its many classes and programs. The district rents facilities such as the Mira Loma Building and multi-purpose rooms at local schools on an hourly basis. This deficiency particularly impacts after-school programs and the limited range of activities offered for seniors.

To meet current facilities standards as set by the district through 2015, CPCSD will need a total of 98 acres of developed parkland, 98 acres of open space, four baseball diamonds, four softball diamonds, five tennis courts, two basketball courts,

eight soccer fields, two swimming pools, and one community center. Many of the capital improvements identified in the plan will help the district accomplish these standards.

The *Park & Recreation Facilities Plan and Nexus Study Update* (February 2003) addresses the relationship between future development and new facility needs within the district through the year 2015. According to the nexus study, estimated new facilities required to serve new development within that time frame at the current level of service include 10.8 acres of developed parkland, a community center, a swimming pool, a youth recreation activity facility, and administrative and maintenance space. The total construction cost for these facilities, including district and county administrative costs, amounts to \$10.1 million.

The nexus study recommends that new development fund 100% of the cost of the developed park acres, the youth recreation activity facility, and additional administrative and maintenance space. The cost for a new 33,000-square foot community center with an accompanying swimming pool and administrative space, estimated at \$7.6 million, is shared with existing residents based on the proportion of existing need. Based on these recommendations, CPCSD raised development impact fees in 2003 to \$4,167 for single family/duplex residential units and \$3,810 for multi-family and mobile home residential units. These fees reflect an increase of \$1,836 and \$1,574, respectively, over the prior year. The Board of Supervisors approved the increase with the condition that the district must recalculate the fees no later than six months after a county general plan is adopted to account for new population projections.

Community Center and Park Development

In August 2001 district residents rejected a \$10 million general obligation bond issue to build a 34,000-square foot community center on district-owned property adjacent to the Cameron Park Library. Although the measure received 65% of the vote, a two-thirds majority was required. Following the election, the community center research committee, assisted by an architectural firm, conducted three community design workshops to develop a conceptual design for the center. The committee also examined planning and financing issues. The proposed center will include competition and recreational swimming pools, a gymnasium, large banquet facilities with a full kitchen, assembly hall/theater, dance and aerobics rooms, a youth activity center, classrooms for recreation programs, and meeting rooms for community use. A new bond measure will likely be placed on the March 2005 ballot based on the community's recommendations to the board of directors. El Dorado County has also allocated \$1 million in community enhancement funds toward the facility.

In February 2003 the board authorized a feasibility study for the development of Bonanza Park. A consulting firm began research on the project but the district was unable to provide the detailed information needed to complete the study. A new request for proposals may be sent out in 2004 while the project is stalled. The Cameron Park Rotary Club has considered co-sponsoring the construction of a new sports field at Gateway Park, but according to the district

those plans remain incomplete. Park renovation efforts are currently focused on Cameron Park Lake, according to district staff.

Other

LAFCO is not currently reviewing any proposals for annexation to CPCSD, although proposals in the Silver Springs and Bell Woods areas are anticipated. The CPCSD board has indicated interest in expanding its sphere of influence and boundaries to include contiguous developments but no formal action has been taken. Long-range plans are on hold pending transition of a new general manager hired in spring 2004.

Administration, Management, Operations

CPCSD is governed by a 5-member elected board of directors with four-year terms of office and an appointed general manager. The board members also sit on standing committees for budget/finance, CC&Rs, parks and recreation, and fire and emergency services as well as ad hoc committees. The district retains board-appointed legal counsel. District operations are separated functionally by department. The district as a whole and each individual department have their own mission statement. Staff report that district-wide by-laws and policies were last amended in 2000. The district does not have a strategic plan or goals and objectives by which to measure performance. CPCSD is a member of the California Special Districts Association.

CPCSD utilizes both paid and volunteer staff. In total, the district employs nine full-time staff and approximately 50-60 seasonal employees. Paid staff include the general manager, a parks supervisor, four parks maintenance personnel, two recreation supervisors, a CC&R compliance officer, and an account clerk. While certain parks and programs are staffed by paid professionals such as lifeguards and program instructors, other special event programs utilize volunteers for additional help. CPCSD has a memorandum of understanding with the Administration, Parks, and Recreation employee's association for the years 2003-2008.

The previous general manager retired in mid-2003 and the position was not filled until spring 2004. Most of the district's plans and studies will remain on hold during the transition period.

The mission of the Administration Department is to "provide administrative support services including, but not limited to, community liaison, program and facilities registration, District publications and information, personnel, payroll, accounting, central purchasing, reception, typing, filing, and mail distribution for the operation service departments...It also manages established Special Assessment Districts." El Dorado County provides payroll services.

According to its mission statement, the Parks Department "acquires, improves, preserves and maintains land and water resources suitable for public use as parks, open spaces, greenbelts, landscape buffers, forests, groves, wetlands, lakes, ponds, streams, and the like for the visual and recreational enjoyment of Cameron Park residents and visitors to their community." The district's website provides information on each park facility and recreation program. The page for each park lists, as applicable, location, park hours, facilities, entrance fees, reservation requirements, age restrictions, availability of restrooms and parking, and any prohibitions

against pets, alcohol, and nighttime lighting.

The Recreation Department's mission states that it "provides suitable recreation programming and activities at the District's parks, lakes, playing fields, and open spaces, or at other developed resources under contract to the CSD, desired by the community for the leisure and recreational enjoyment of Cameron Park residents and visitors to their community." The district's website, as well as a quarterly newsletter, provide information on current and upcoming recreation programs and events. Members of the public can register for the district's recreation programs at the district office, by mail, or by phone. Registration forms are also available online.

Funding, Budget

CPCSD is funded through a variety of sources, including property taxes, assessments, development impact fees, grants, Quimby Act land dedications/in-lieu fees, park entrance fees, program registration fees, and facility rental fees. The adopted total budget for 2003-2004 is \$3,933,062, with \$90 appropriated as contingency funds (see Appendix C for a budget summary). There are no budgeted reserves, and carry-over reserves from the previous year are used as revenues to cover projected expenditures. Of the total budget, the Administration Department accounts for \$278,023 (7%), the Parks Department accounts for \$629,018 (16%), the Recreation Department accounts for \$349,609 (9%), and the Fire Department accounts for \$2,676,412 (68%). The budget is balanced for each department. Salaries and benefits account for 73.5% of the district's funds. The adopted Gann limit for 2003-2004 is \$5,376,021.90.

The district receives, on average, 21% of the property tax increment. These revenues are allocated to each department as follows: 9.75% to Administration, 17% to Parks, 3.25% to Recreation, and 70% to Fire. In 2002-2003 the district received \$2,285,142 in property tax revenues, constituting nearly two-thirds of total revenues. A slight increase of \$77,814 is budgeted for 2003-2004. LLAD reimbursements are projected to generate \$78,066 for Parks and \$16,000 for Administration. Recreation plans to receive \$263,600 in recreation revenue from programs and events. Rental income is directed to Administration. Although development impact fees were raised to \$4,167 for single family/duplex residential units and \$3,810 for multi-family and mobile home residential units for 2003-2004, only \$36,000 in impact fee reserve revenue is budgeted. No Quimby fees are budgeted.

CPCSD does not have any capital improvement plans or capital outlay funds for its park and recreation functions, although a five-year plan is in place for the Fire Department. The district uses the Recreation Facilities Master Plan and the Park and Recreation Facilities Plan and Nexus Study Update to determine the timing and funding of capital projects and park renovations.

CPCSD deposits all funds into the El Dorado County Treasury. The County Auditor-Controller charges a 1% administration fee on all revenues collected and administers receivables and payables. The district was last audited for the fiscal year ended June 30, 2003 by John Warden,

CPA. The Special District Risk Management Authority, a joint powers agreement among 290 special districts and other agencies, provides property and liability insurance. Workers' compensation insurance is provided by the Northern California Special Districts Insurance Authority.

The district receives state grant money based on population and is also eligible for competitive grants. Proposition 12 allocated \$106,000 to CPCSD through the Per Capita Grant Program in 2000. Through the Per Capita Grant Program of Proposition 40, the 2003-2004 state budget appropriated \$220,000 to CPCSD, the minimum amount for districts with less than 50,025 people. The district received the grant contract in March 2004 to be used toward capital improvement projects.

CPCSD recovers some of its costs through direct user fees at some of its facilities. Cameron Park Lake charges different fees at the gate for district residents, non-residents, seniors, children, and carloads. Individual and family season passes are available to district residents only. The lake features a concession stand with food and drink for purchase. A gazebo and picnic area are available to rent for group occasions such as weddings and parties, and lifeguard services are available at an extra charge.

According to board policy, all recreation programs and special activities must be self-funded by registration fees. Fees are based on instructor/facilitator compensation, cost of materials and advertising, cost of rental facility (if applicable), and administrative costs. Higher fees are charged to non-residents. Major community events such as the annual Summer Spectacular are co-sponsored to offset some of the costs.

I. El Dorado Hills Community Services District

The El Dorado Hills Community Services District (EDHCSD) was formed on May 21, 1962 by Resolution 98-62 of the Board of Supervisors. The EDHCSD boundary includes most of the El Dorado Hills community in the westernmost portion of the county (see Appendix B for a boundary map). Services and facilities are concentrated around the mostly built-out El Dorado Hills Boulevard/Silva Valley Parkway corridor north of Highway 50. However, the district's jurisdiction extends northward to Folsom Lake and includes extensive undeveloped territory south of Highway 50 and east to Bass Lake, as well as several large open space areas, resulting in a relatively low overall population density. EDHCSD's boundary does not include the existing developed areas of Springfield Meadows, Marble Mountain, Green Springs Ranch, Arroyo Vista, and Hickok Road. In total, the district's boundary encompasses approximately 14,373 acres/22.5 square miles and contains an estimated population of 28,024 (8,492 developed residential parcels x 3.3 persons per dwelling unit).

Infrastructure, Facilities, Services

Empowered services under Government Code Section 61000 et seq. include provision of water for domestic, irrigation, sanitation, industrial, fire protection, and recreation uses; collection, treatment, and disposal of sewage, waste, and stormwater; garbage collection and disposal; fire protection; parks and recreation; street lighting; mosquito abatement; police protection; library services; and maintenance of roads, bridges, and culverts. The formation resolution includes all empowered services. According to the district's budget, provided services include parks and recreation, enforcement of covenants, conditions, and restrictions (CC&Rs), street lighting and landscaping, solid waste management, and cable television services.

Parks

EDHCSD currently operates over 31 parks and other facilities, comprising an estimated total of 211.41 acres (see Table 2). By district policy, 90% of any individual park must be suitable for active use. Park capacities range from 50 to 300 people depending on the size and type of park and the nature of the activities. The primary recreation facilities and programs are centralized at the Community Park and Community Activities Building, also home to the district offices.

Recreation

The district also administers year-round recreational programs for a variety of age and interest groups including adult and youth athletic programs, senior programs, fitness and athletic instruction, social events, youth camps, after-school programs, tours, and holiday events. As of December 12, 10,496 participants registered for recreation programs in 2003. In addition to this figure, the CSD reports 5,175 participants in twelve special events, 1,250 participants in five youth dances, 2,500 participants in five teen dances, 28,495 participants in recreation swim, 1,560 participants in the weekly open gym, 1,760 participants in adult sports teams, 2,587 participants in the year-round day camp, and an unknown number of participants in various free senior programs. The district estimates total recreation programs to be 70% full, although some individual programs are impacted. About 18% of program participants are from outside the

district.

In 2003 EDHCSD offered 137 different special interest classes, many with multiple sessions. Additionally, the district offered three preschool programs, 18 sessions of pee wee sports, ten youth sports camps, three youth basketball leagues, 16 adult sports leagues, and 112 youth and adult group tennis lessons. The aquatics program offered 661 swimming and diving lessons and 14 specialized programs. The Community Pool also houses Oak Ridge High School's physical education classes and swim and dive teams and the El Dorado Hills Swim Team. The district subsidizes classes and events for the Senior Activities Council, a group of volunteers elected by their peers. The Council offers special interest classes and five annual special events with an average attendance of 250-300 seniors per event. The classes are led by volunteers and offered free to the participants. The CSD also offers fee-based senior exercise programs.

Cooperative Agreements and Shared Facilities

Some programs are held at remote locations, such as the kayaking class, but most take place at the Community Activities Building classrooms. Certain contract classes are co-sponsored with the City of Folsom Recreation Department and Cameron Park Community Services District. Some special events are co-sponsored with the El Dorado Hills Chamber of Commerce, El Dorado Hills Lions Club, and El Dorado Hills Rotary Club.

EDHCSD participates in several joint use agreements and memoranda of understanding for shared facilities with other local agencies. With school districts, EDHCSD shares facilities at Jackson School with Rescue Union School District, William Brooks School and Oak Meadow School/Allan Lindsey Park with Buckeye Union School District, and the Community Pool and Oak Ridge High School with El Dorado Union High School District. Plans to jointly fund and use a parking lot with Oak Ridge High School are in progress. EDHCSD and the school districts have varying responsibilities for maintenance and scheduling of the joint facilities depending on the terms of the agreements.

EDHCSD also operates and jointly funds Bass Lake Park with Cameron Park Community Services District. The Community Activities Building is rented out by several community organizations throughout the year. The county's Senior Nutrition Program uses the kitchen and meeting rooms at no charge. The Harvard Way bike path was jointly funded by the CSD and the County Department of Transportation, and the El Dorado Hills Rotary Club donated \$105,000 toward construction of the CSD's teen center.

Most recently, EDHCSD and El Dorado County signed a memorandum of understanding in December 2003 for the Creekside Greens Project Area and Drainage Zone of Benefit. The district is responsible for the long-term management and maintenance of the open space areas and bike/walking trail within Creekside Greens. The county is responsible for all flood control measures.

Enforcement of CC&Rs and Design Review

In November 1983 district voters passed Measure B, authorizing EDHCSD to enforce CC&Rs. At the same election, voters approved a district-wide special tax of not more than \$10 per year, per parcel to be used for any expenses incurred by the district in carrying out that enforcement. The tax, collected on the county tax roll, is currently levied at the maximum amount and is deposited into a separate budget fund with its own accounting. The total CC&R budget combines the special tax revenues with the property improvement application fees, which collected by EDHCSD at the district office and deposited into a separate bank account. A planned increase in these fees in 2004 will make the CC&R budget self-sustaining without subsidy from the general fund for the first time in five years.

EDHCSD fulfills two roles with regard to CC&Rs. First, CC&R violations on existing structures are enforced by the CC&R Compliance Officer and the CC&R Citizens Advisory Committee, composed of up to two district-appointed representatives from each residential village. The Committee meets monthly. Second, the Design Review Committee (DRC) meets weekly to examine and approve applications for property improvements/new construction based on the CC&Rs deeded on that property or a set of policy guidelines. The district website provides complaint forms, a step-by-step guide to amending CC&Rs, an application for committee membership, and agendas and minutes from committee meetings. The district also administers a DRC customer service questionnaire and e-mail address to allow for feedback, which the district reports have been very successful.

Street Lighting and Landscaping

Street lighting and 24 acres of landscape buffers along certain streets are maintained by way of 25 lighting and landscaping assessment districts (LLADs). The assessment for each district is based on an individual engineering report and the 25 annual assessments range from \$17.48 to \$362.00 per parcel. The districts generally represent subdivision units, but some are used to fund community parks. EDHCSD responsibilities include the maintenance and repair of buildings, park facilities, landscapes, open space, irrigation systems, lighting, fences, walls, and signs. Mowing and median maintenance are contracted out and these expenses are included in the LLAD budgets.

Solid Waste Management

EDHCSD was empowered to provide solid waste management services upon formation in 1962. The district later adopted an ordinance establishing mandatory garbage collection and outlining rules and regulations. These services are now contracted out through a franchise agreement with Waste Management Company expiring in 2015. The company pays EDHCSD 5% of gross revenues to administer the franchise. In March 2003 the board adopted a comprehensive multi-cart recycling program, improving the district's ability to meet the state landfill diversion mandate. Recyclable materials generated within the district are processed and sold on the secondary market with proceeds used to maintain lower rates to district customers. The district manages compliance with the ordinance and the agreement, assists in resolving customer

complaints, coordinates and manages community events, and administers other duties. Staff participates in the County Waste Management Task Force and assists with the preparation and review of the Source Reduction and Recycling Plan which is submitted to the California Integrated Waste Management Board. Staff monitors collection of recyclable materials district-wide, even from other providers, to ensure compliance with state law.

Cable Television

Cable television services are provided through a contract with Comcast, which purchased AT&T Broadband in 2002. The district's current 20-year contract expires in December 2023. The district assists with resolving subscriber complaints, monitors franchise agreement compliance, and maintains information regarding rates, regulations programming, and subscriber counts. EDHCSD receives 5% of gross revenues as a franchise fee from Comcast, totaling \$60,000 in 2003-2004 and projected to increase to \$100,000 in 2004-2005.

Infrastructure, Plans, Capacity

The *Recreation Facilities Master Plan* (January 2000), an update of the 1992 master plan, identifies numerous new facilities needed to serve existing and future residents. The plan seeks to prioritize the investments in capital improvements in order to provide the largest public benefit. An update to the plan is in progress to make the document more readable and to better align the planned facilities with current district goals. Among the new facilities identified in the master plan and reported by staff involved with the update are:

- 20 soccer and baseball fields in various new parks
- Picnic, playground, and turf improvements for Lake Forest Park, Fairchild Park, and Windsor Point Park
- Approximately 12 new neighborhood parks in growing areas
- Skateboard park at the Community Park
- Renovation of Bertelsen Park
- Teen center
- New recreation building at Community Park
- 18-acre Promontory community park
- 15-acre Serrano Village J community park
- 22-acre Valley View community center/sports complex with 25-meter swimming pool

The estimated cost of the 37 improvements and new facilities accounted for in the master plan totals approximately \$16.4 million. The plan states that it will take about 20 years to complete all planned facilities if the funding is totally dependent on development impact fees. To accelerate the construction of the major facilities, the plan identifies the option of a district-wide bond but makes no recommendations. The plan also states that a supplemental source of revenue from benefit assessments may be necessary to cover the increased maintenance costs associated with these new facilities. New data and district goals have essentially superseded the plan and estimates contained therein, however.

Park Development

A key conclusion of the master plan finds that the existing major recreation facilities, such as the Community Activities Building and the Community Pool, have reached their maximum service capacity. It is important to note that the plan was adopted over four years ago and the capacity of these facilities has remained the same while demand continues to increase. Improvements are planned through the Community Park Master Plan to begin in 2004. Phase I improvements include a temporary administration building, 14,000-foot skate park, Harvard Way bicycle trail, Community Park parking lot, and 8,500-square foot maintenance building. Phase II includes renovation of the Pavilion meeting room and a teen center.

According to the 2003-2004 Proposed Final Budget Message, three neighborhood parks are projected for development in the current fiscal year. The parks, Creekside Greens, Fairchild, and Highland View, will all be maintained through voter-approved park maintenance assessments. Creekside Greens Park will be partially funded with Quimby in-lieu fees. The budget includes funds for facility design plans for the Teen Center, Pavilion renovation, Community Park parking lot connector, Promontory Community Park, and Community Pool expansion.

The Capital Improvement Plan for 2004-2009 allocates a total of \$28,452,278 to eight neighborhood park projects, four community park projects, nine community facility projects, and various other capital improvement and equipment expenses. Each project is planned separately according to funding sources and timelines to receive funding. Funds are budgeted for design, construction, inspection and administration, and contingency. Funds come from one or more of five sources: general fund reserve, in-lieu fees, impact fees, grants, or project-specific co-sponsors.

Other

LAFCO is currently reviewing several proposals for annexation to EDHCSD, as summarized in Table 1 below.

TABLE 1 EDHCSD ANNEXATION PROPOSALS				
Project Name	Acres	Location	Subject Agencies	EDHCSD SOI
Green Springs Ranch Reorganization	602	Green Valley and Deer Valley Rds. in Rescue	EDHCSD, EID	Within SOI
Euer Ranch Reorganization	154	South of Hwy. 50 near White Rock and Latrobe Rds.	EDHCSD, EDHCWD, EID	Amendment required
Carson Creek Reorganization	554	South of Hwy. 50 between Latrobe Rd. and Sacramento County	EDHCSD, EDHCWD, EID	Amendment required

While the Green Springs Ranch subdivision is 79% built-out, the Euer Ranch and Carson Creek areas need additional entitlements before development may commence. The Carson Creek Specific Plan provides for four neighborhood parks, totaling seven acres, and one 30-acre regional park. The estimated 3,900 new residents will most likely use the community facilities and programs provided by EDHCSD, the nearest community park and recreation service provider. Annexation will provide the district with property tax and impact fee revenues necessary to serve these residents.

Administration, Management, Operations

EDHCSD is governed by a 5-member elected board of directors with four-year terms of office and an appointed general manager. Board members sit on standing committees such as Administration and Finance, Parks and Planning, and CC&Rs, as well as various ad hoc committees. The district retains board-appointed legal counsel. The district employs 34 benefitted employees, of which 25 are full-time. The district also employs an additional 110 part-time recreation leaders, instructors, lifeguards, coaches, and other seasonal program employees and recruits teen and adult volunteers for extra assistance. The district processes its own payroll and participates in an annual memorandum of understanding with the El Dorado Hills Community Services District Employee Association Local No. 1. The district is a member of the California Special Districts Association. Policies and procedures are continually updated.

The mission of EDHCSD is to “improve the quality of life for El Dorado Hills residents through responsible leadership and by providing superior service and facilities.” The Two-Year Goals through 2005 are as follows:

1. Create opportunities to make district operations more efficient and effective
2. Enhance district services to improve quality of life in El Dorado Hills
3. Develop facilities to meet community needs
4. Develop strong community relations and keep the community informed
5. Attract, retain, and develop quality staff
6. Establish additional revenue resources

The 27 accompanying objectives form a plan linked to the goals they are intended to implement, who is responsible, and completion date. The budget transmittal report includes a section on department highlights with activities linked to specific objectives.

The Recreation Department is responsible for all aspects of planning and implementing the recreational programs. This includes identifying needs, creating programs, and securing facilities. The district’s website, a monthly newsletter published in a local newspaper, and seasonal recreation activities guides provide information on current and upcoming recreation programs and events. These activities are categorized by type and age group.

Members of the public can register for the district’s recreation programs at the district office, by

mail, by fax, or by phone. Online registration is planned for the near future. Registration forms are available online, at the district office, or in the guide and must be completed along with an emergency release form before attendance at any program.. The district accepts major credit cards. Gift certificates are available for specific programs or for any dollar amount.

Within the Recreation Department, the Aquatics Staff prepares an annual Aquatic Guide for the Community and Oak Knoll swimming pools. The guide details activities related to recreational swim, family passes, pool rentals, swim lessons, diving lessons, aquatic classes, triathlon, special events, pool rules, and registration.

The Parks Department is responsible for property and equipment maintenance and implementation of new construction projects. All district facilities are under the Parks Department's jurisdiction, including parks, lighting and landscaping corridors, buildings, vehicles, aquatic facilities, and playground equipment. Maintenance staff check all parks and facilities at least weekly for safety. The level of inspection depends on the type of equipment and the manufacturer's recommendations. The Parks Department also works with the County Planning Department in the design of new facilities before responsibility for construction is fully transferred to the CSD.

The Planning Department is responsible for development, implementation, and administration of projects pertaining to district operations. Projects can relate to planning, land acquisition, capital improvements, cable television and waste management franchise oversight, and special funding such as assessment districts, revenue bonds, development impact fees, and donation programs. The department reviews subdivision maps to determine the district's requirements for parkland dedications and in-lieu fees. This involves meeting with developers to negotiate park sites that will support active recreation, landscaped corridors with paths, street lights, open space, and trail systems. Staff is also involved with county planning processes to ensure district requirements are met and to verify growth projections and permits. Staff interfaces with the County Department of Transportation on such matters as

soundwalls and updates to the county's Bikeway Master Plan.

The Administration Department is responsible for all aspects of office management. Duties include budget preparation, agenda and minutes preparation, accounting, risk management, computer management, publications, and customer service. Other responsibilities include administration of payroll and benefits, human resources, website management, policy manuals, and LLAD assessments. The Administration Department provides support to all other departments, such as preparation of finance reports for construction projects and invoices.

Funding, Budget

EDHCSD is funded through a variety of sources, including property taxes, assessments, development impact fees, grants, Quimby Act land dedications/in-lieu fees, park/pool user fees, program registration fees, special event entrance fees, facility rental fees, lease payments, and franchise fees. The County Auditor-Controller's Office collects property and special taxes, CC&R taxes, LLAD assessments, and development impact fees (via the County Building Department). Impact fees are only distributed to the district upon proof of a new capital project. The county imposes a 1% fee on all monies collected. EDHCSD partially separated from the County Treasury within the last ten years in order to earn higher interest rates than those earned by county investment policies. The district invests the funds it now holds separately in the Local Agency Investment Fund (LAIF).

DRC funds are collected and managed by the CSD in a separate bank account and registration fees are collected directly from the instructors. EDHCSD collects and holds separately grant income and Quimby in-lieu fees. The California Special Districts Association provides insurance services through the Special District Risk Management Authority, a joint powers agreement among 290 special districts and other agencies. Insurance includes property and liability and workers' compensation.

The adopted budget for 2003-2004 projects total general fund revenues of \$4,611,891 including reserves and fund balance (see Appendix C for a budget summary). Departmental revenues are projected as follows: \$112,146 for Parks, \$721,460 for Recreation, \$2,869,737 for Administration, \$303,769 for Planning and Special Projects, and \$195,645 for CC&R Enforcement. The district receives, on average, 10% of the property tax increment. Property tax revenues in 2002-2003 totaled \$2,522,340, constituting nearly two-thirds of total revenues. The district reports that a 16.9% increase in assessed values of taxable properties will result in increased tax revenues of \$404,954 for the 2003-2004 fiscal year. Park and recreation revenues are the second largest source of income for the district overall. Per board policy, the general fund contingency reserve is set at 10%. The adopted Gann limit for 2003-2004 is \$5,771,389. The district's last audit was conducted by Mike Doody for the fiscal year 2002-2003.

The capital projects fund, with \$2,664,960 in revenues budgeted for 2003-2004, accounts for the acquisition and construction of capital assets as outlined in the five-year capital

improvement plan. This fund receives revenue from the general fund, development impact fees, Quimby in-lieu fees, debt, special assessments, donations, grants, and miscellaneous funding sources. In January 2004 the district refunded general obligation bonds issued in 1994 for the Community Park but has not issued new debt in the last decade. The development impact fees for 2003-2004 are set at \$4,417 based on a nexus study. This fund also includes a capital replacement reserve based on a comprehensive 2003 study of district facilities and a 10% contingency reserve.

Several of EDHCSD's parks are funded through assessment districts, which generally cover operation and maintenance costs only. These parks include Wild Oaks, Oak Knoll, Highland View, Creekside Greens, and Fairchild. The latter three parks will be developed within the next three years, 2004-2006. Highland View Park is designed to "grow" within its assessment district. It is currently assessed as an undeveloped turf park, but residents are raising money for the CSD to install playground equipment and other facilities. Once installed, the CSD will assume liability for the safety and maintenance of the facilities and the residents will subsequently raise the assessment to cover those increased costs. Ridgeview Park is currently funded and maintained by a homeowners' association but is covered by a "shell" assessment district to be utilized by EDHCSD in the future if the homeowners' association ceases its maintenance responsibility. Staff states they have board direction not to take on responsibility for neighborhood parks unless maintenance funding is available, such as an assessment district.

The district receives state grant money based on population and is also eligible for competitive grants. Proposition 12 allocated \$128,000 to EDHCSD through the Per Capita Grant Program in 2000. These funds are budgeted for the Bertelsen Park and Harris Park renovation projects in 2004. The district applied for funding for the Promontory Park/Nature Area under Proposition 12's Robert-Z' Berg-Harris Non-Urbanized Need Basis Grant Program but was denied. Through the Per Capita Grant Program of Proposition 40, the 2003-2004 state budget appropriates \$220,000 to EDHCSD, the minimum amount for districts with less than 50,025 people. These funds can only be used for capital outlay on existing or new parks and facilities. A contract between the CSD and the state is in progress. EDHCSD has not yet allocated the funds. The district uses funds from the federal Drug Free Communities grant, extended for another year, to support teen programs.

The Parks Department rents the CSD's indoor and outdoor district facilities for such activities as practices, tournaments, receptions, dances, and fundraisers. Facilities for rent include the Community Activities Building gym, classrooms, and kitchen; the Pavilion meeting/reception room; Community Park swimming pool; Oak Knoll pool and clubhouse; four tennis courts; picnic areas; five soccer fields; and six ballfields. District residents may register up to a month in advance of the general public. Fees are lowest for co-sponsored groups, district employees/board members, or events approved by the board, and increase for civic/community service organizations, government agencies, school districts, and non-profit groups. The

highest fees are charged for fundraising events, kitchen use only, private use, and political activities. Multi-room discounts may be applicable. Restrictions include minimum rental periods and security deposits.

Recreation programs are designed to be self-funding. Fees cover the cost of supplies and staff but do not include overhead costs for utilities, building-related costs, depreciation, etc., which are paid from the general fund. The district explains that fully-loaded fees would be too expensive. District recreation staff estimate that 18% of participants are from outside the district. Non-district residents are charged higher fees. The district receives income from use of its parks, fields, and swimming pools as well. In 2002-2003, total parks and recreation revenue was \$962,452, about 25% of total revenues.

The district also receives rental fees from the lease of eight wireless telecommunications towers on district property. One of the towers was added recently in late 2003. In 2002-2003 rental revenues totaled \$21,496.

J. El Dorado Irrigation District

The El Dorado Irrigation District (EID) was formed in 1925 under the Irrigation District Act (Water Code §20500 et seq.). The district is located on the western slope of the county, roughly bounded by Sacramento County to the west, the South Fork American River to the north, the Eldorado National Forest to the east, and the North Fork Cosumnes River to the south. EID's boundary currently encompasses approximately 136,960 acres/214 square miles and contained 100,000 residents as of 2002, according to the district.

Infrastructure, Facilities, Services

Empowered services under Water Code §20500-29976 include provision of water for beneficial use; irrigation drainage; the purchase or lease of electric power and the acquisition, operation, and control of plants for the generation, transmission, etc. of electric power; operation of an airport or aviation school; flood control works; wastewater reclamation for beneficial use; sewage disposal if approved by a majority of district voters; and the construction, maintenance, and operation of recreational facilities in connection with dams, reservoirs, or other work owned and constructed by the district. Provided services include provision of municipal and industrial water (both retail and wholesale), provision of irrigation water, wastewater treatment and reclamation, recreation, and hydroelectric services. Although the provision of recreation services is not EID's main function, the district's mission statement includes as a goal, "Ensure opportunities for quality recreation."

Within the study area EID owns Bass Lake and the surrounding territory. Bass Lake is used as a back-up for the reclaimed water supply to the Serrano development, and as such human contact with the water is prohibited. The Bass Lake property, totaling approximately 157.5 acres, is currently leased to the El Dorado Hills Community Services District, Cameron Park Community Services District, and Rescue Union School District. The lease, dated September 20, 1999 and lasting for a period of 20 years, allows the lessees to construct, operate, and

maintain public park and recreational facilities conditional on the lake remaining a non-body contact facility and the northern portion of the property being used only for passive recreation. Three parcels are included in the lease, excepting the actual lake and approximately nine acres for the location of a future water treatment plant.

The current lease incorporates the provisions of a previous lease between EID, EDHCSD, and CPCSD dated 1993 for three acres of the Bass Lake property. Those provisions allowed the lessees to construct, operate, and maintain a multipurpose sports field conditional on the prohibition of amplified public address systems and permanent or portable field lighting. The resulting Bass Lake Park is accessible by permit only from the lessees. Both leases reference a 1993 memorandum of understanding for the property's use and development between EDHCSD, CPCSD, RUSD, and El Dorado Hills Development Company.

EID is one of many partners in a cooperative management agreement for the Pine Hill Preserve, centered around the Rescue community. The district has contributed millions of dollars to the purchase of lands for the expansion of the ecological preserve. In the late 1990s the district implemented a water meter surcharge for rare plant recovery related to the Cameron Park Unit of the Preserve. In 2001, the State Water Resources Control Board issued Permit 21112 to EID and the El Dorado County Water Agency for the withdrawal of 17,000 acre-feet of water from Folsom Lake. The permit includes as a condition, "EID shall cooperate with El Dorado County in establishing preserve sites for eight sensitive plant species known as the Pine Hill endemics and their habitats." For more information on the Preserve, see discussion under Bureau of Land Management, below.

Administration, Management, Operations

The district is governed by a 5-member elected board of directors with four-year terms of office and an appointed general manager who presides over paid staff. The board holds semi-monthly open meetings and posts agendas and minutes on the district website. Most meetings are characterized by thorough media coverage and public interest. EID also maintains an internal radio station to inform employees and sends out a periodic newsletter with ratepayer bills. The district is a member of the California Special Districts Association.

Though EID has a Recreation Department and a Director of Recreation, time and funds are mostly dedicated to larger recreational facilities outside of the study area, such as the Sly Park Recreation Area and Project 184. Matters relating to the Bass Lake property are handled by property management staff.

Funding, Budget

EID is financially independent of the county and the communities it serves. Funding is generated from property tax, general obligation bonds, and revenue from the sale of water and wastewater service, including hook-up charges and other fees. An outside firm audits the district's annual financial statements. Richardson & Company performed the audit for the

2002-2003 fiscal year.

EID does not have a separate budget for Bass Lake. EID staff indicate that at the time of the lease's execution in 1999, the board of directors gave a clear direction to not spend any funds for recreational purposes at Bass Lake. Ownership expenses are paid from district-wide property management funds. County Parks originally contributed \$150,000 for construction of the ballfields. CPCSD and EDHCSD jointly fund operation and maintenance costs. Rescue Union School District was included in the lease due to the proximity of its schools but has not yet contributed any funding or proposed any school-related programs or facilities.

K. Holiday Lake Community Services District

The Holiday Lake Community Services District (HLCSD) was formed on September 16, 1970 by LAFCO Resolution 12-70. The district is located south of Mother Lode Drive, approximately one mile east of French Creek Road, in the Shingle Springs area (see Appendix B for a boundary map). HLCSD, preceded by the Holiday Hills Recreation Development Corporation, serves the subdivisions of Holiday Hills and Holiday Lake Ranches. Each of these subdivisions also participates in its own homeowners' association. The district's boundary encompasses approximately 140 acres and contains an estimated population of 136 (59 developed residential parcels x 2.3 persons per dwelling unit).

Infrastructure, Facilities, Services

Empowered services, as stated in the formation resolution, are "the development and maintenance of a recreational aquatic park and such other purposes as may be adopted by the District's voters as provided in Section 61600 of the California Government Code." No additional services have been added since the district's formation. The district maintains a 30-acre lake, dam, and 0.9-mile dirt walking trail around the lake. The lake parcel is owned by the community, assessed with the surrounding residential parcels receiving the benefit of higher property values. The common areas (lake right-of-ways) along the shore of the lake and three access routes are owned by Holiday Lake Ranches Homeowners' Association. HLCSD does not contract with any public or private recreational providers for joint use of the facilities.

Consistent with the surrounding rural residential neighborhoods, the lake remains in a natural, undeveloped state. The district does not provide landscaping, but recently installed stepping stones across the spillway to improve trail access during the winter flood season. According to the district's Rules and Regulations, sail and rowboats are allowed on the lake, but boats with motors are prohibited. Homeowners may moor their boats on the water's edge but docks are not allowed. Bicycles are allowed on the trail only when the path is dry enough so as to not cause damage to the area.

HLCSD periodically hires independent contractors to chemically treat the lake water, spray for weeds within the lake, mow weeds and clear brush around

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d the lake, and remove trees.

These services are requested on an as-needed basis rather than by contract. The district organizes a community clean-up around the lake and trail once or twice per

year.

Administration, Management, Operations

HLCSD is governed by a five-member elected board of directors with four-year terms of office. The board holds bi-monthly open meetings with agenda notice also given through e-mail. Agendas are posted at bulletin boards at the two entrances to the community. Meetings are held at the Buckeye Union School District offices in the evenings. The district does not have any paid employees or a designated general manager/secretary pursuant to Government Code §61240. The district board delegates special issues to an interested resident or a committee of residents and board members. The district prepares an annual report that details the progress and status of old and new business. Current issues include clearing paths for emergency vehicle access and installing rock culverts around the lake.

The Rules and Regulations of HLCSD (amended 1997) specify that the lake is under the general jurisdiction of the Department of Fish and Game. As such, fishing licenses are necessary and certain state limits and restrictions on fishing activities apply. In addition, all boats must be registered and children under the age of 16 must wear life vests. Certain Department of Water Resources regulations and annual dam inspection requirements also apply to the district.

The district considers the lake a private facility and restricts access to non-residents. The lake entrances are gated and several signs are posted that prohibit trespassing and clearly designate the lake as a private area for resident use only. Visitors must obtain a guest pass from a resident.

As noted in the County Auditor-Controller's last audit report, the district contracts for errors and omissions insurance for its board members but has not contracted for public liability and property damage insurance since 1996. It also does not participate in the State Compensation Insurance Fund for California Worker's Compensation for its board members and district volunteers. According to the district, prior to 1996 HLCSD had a \$1,000,000 insurance policy for a \$500 annual premium. The policy covered the lake and the roads in the Holiday Lake Ranches subdivision west of the lake. Residents on the east side complained that district funds were spent to cover the insurance costs of a private homeowners' group within district territory. The policy was subsequently canceled in 1996. The district reports that a committee of board members and residents researched the possibility of purchasing a new policy to cover the lake only, but several insurance companies quoted a premium of \$2,000-\$3,000 per year if fencing was installed. The district ceased its efforts to obtain insurance due to the higher costs, and has instead issued warnings to homeowners that they should increase their homeowners' insurance policies to cover liability for the lake.

Funding, Budget

HLCSD adopts an annual budget and submits the documents to the County Auditor-Controller's office (see Appendix C for a budget summary). The county is also responsible for conducting an audit every five years. The last audit was conducted in February 2003 for the fiscal years ending 1995-2000. The district's total budget for fiscal year 2003-2004 is \$16,552.

Of this, \$5,952 is appropriated for contingencies. The fund balance carried over from 2002-2003 is \$9,026. A \$150 special tax on all district parcels supplements the property tax revenue.

Property tax revenues received in 2002-2003 totaled \$2,742, and special tax revenues totaled \$4,600. The district's budgeted expenses in the last three years included insurance premiums, equipment maintenance, park maintenance, lake maintenance, and various administrative expenses. The adopted Gann appropriations limit for 2003-2004 is \$37,000.

In the past HLCSD contracted for regularly-scheduled maintenance services. In the late 1990s the rising costs of these services led the district to hold an election to raise the special tax to \$105. The measure failed, and the district responded in two ways. First, the district ceased to contract for these services, instead hiring contractors on an as-needed basis to save costs. The district also began budgeting a maximum contingency of \$10,000 to cover future increases in the costs of these services.

The district reports that the State Water Resources Control Board quadrupled its annual dam inspection fees beginning in 2004. The fees increased from about \$1,000 to \$4,000, prompting the district to consider raising the special tax on district parcels. In late 2003 the district established a resident committee to evaluate the issue and report back to the board. At a June 2004 election, voters raised the tax to \$150.

L. Springfield Meadows Community Services District

The Springfield Meadows Community Services District (SMCSD) was formed on July 11, 1978 by LAFCO Resolution 78-55. The district is located south of Highway 50, north of White Rock Road, adjacent to the Sacramento County border in the El Dorado Hills area (see Appendix B for a boundary map). SMCSD serves the residential subdivisions of Shadow Hills Estates, Springfield Meadows, and Stonebriar. The district's boundary encompasses approximately 257 acres and will contain an estimated population of 971 (294 developed residential parcels x 3.3 persons per dwelling unit) upon occupancy of newly-built homes.

Infrastructure, Facilities, Services

Empowered services, as stated in the formation resolution, include maintenance of roads, bridges, and culverts; recreation; and street lighting. According to the budget, the district provides all empowered services. Road maintenance and related services are not part of this study, but will be examined in a future service review.

According to the district, SMCSD executed an agreement in 1993 or 1994 with Lewis Homes regarding developer responsibility for dedication and development of neighborhood parks and open space within Springfield Meadows, Shadow Hills Estates, and Stonebriar. Lewis Homes eventually transferred this agreement over to Lyon Homes. The homebuilder owns and maintains the parks and open space areas for one year after dedication before transferring title and responsibility to the district.

County Assessor's data shows that SMCSD currently owns 23.09 acres of land. This land includes Berkshire Park, located in the Springfield Meadows subdivision, and three open space areas containing two detention ponds. Not distinguishable from the Assessor's data, the district states that Berkshire Park is 2.5-3.0 acres in size and consists of a large grassy area. In addition, Lyon Homes transferred title and maintenance responsibility of a 10-acre park in the Stonebriar subdivision to SMCSD several months behind schedule in June 2004. The park currently contains a non-regulation size baseball diamond and soccer field. (See Table 2.) SMCSD plans to install playground equipment and picnic tables based on resident requests. Residents were originally raising funds on their own and were planning to purchase the equipment by December 2003. The 2003-2004 budget includes \$50,000 for the district to purchase the equipment.

SMCSD contracts with several private landscaping companies to maintain the park and open space areas under its jurisdiction. The district administers and provides periodic and infrequent social events and holiday parties for its residents but does not provide any recreational programs or services. The district does not contract with any public or private recreational providers for joint use of its facilities.

Street lighting is provided through a contract with PG&E. A flat fee is paid for each pole rather than metered electricity use.

Administration, Management, Operations

SMCSD is governed by a 3-member elected board of directors with four-year terms of office. Two of the current board members were appointed by the District II County Supervisor after their predecessors' resignations left the board without a quorum. The board has monthly open meetings and posts agendas and minutes on the district website. Meeting notices are also posted at the entrances to each subdivision. The district does not have any paid employees or a designated general manager/secretary pursuant to Government Code Section 61240. Legal services are obtained as needed from a private lawyer. The district has no adopted by-laws or policies, operating only under the guidance of county ordinances. Procedures for policy development were considered in spring 2003 but never drafted. The district is a member of the California Special Districts Association.

A Recreation Committee of six residents was formed in spring 2003 to advise the board on residents' concerns. The committee began circulating a quarterly district newsletter in late 2003 and is planning a dedication and naming party for the Stonebriar park. The district-affiliated Architectural Control Committee (ACC) has domain over CC&R enforcement for each subdivision and operates independently of SMCSD. In June 2003 the board discussed a possible election to merge the ACC's actions into the responsibility of the CSD. The board informally decided to keep its operations independent of the Committee, although the two groups share meeting time and joint agendas/minutes.

Long-term plans for new facilities and district expansion are on hold pending the proposed El Dorado Hills incorporation. The district anticipates transferring its responsibilities to the proposed city.

Funding, Budget

SMCSD adopts an annual budget and submits the documents to the County Auditor-Controller's office (see Appendix C for a budget summary). All district funds are deposited into the County Treasury and the Auditor's office manages receivables and payables. The county also performed the district's last audit in 1993. County audit staff sent an engagement letter to the district in April 2001 but the district has not responded or taken any action, according to county staff. The district did not adopt a Gann appropriations limit for 2003-2004.

The total budget for fiscal year 2003-2004 is \$132,550, down from the prior year's budget of \$236,949. A \$200 special tax on all district parcels supplements the property tax revenue. Property tax revenues totaled \$22,956 in 2002-2003 and special tax revenues totaled \$50,126. Similar amounts are budgeted for 2003-2004, with \$49,450 in fund balance and reserves carrying over from 2002-2003. The California Special Districts Association provides insurance services through the Special District Risk Management Authority, a joint powers agreement among 290 special districts and other agencies.

Lyon Homes hired a consultant in spring 2003 to generate a schedule of the areas of maintenance responsibility within the district over the next sixty years. Based on the schedule, another consultant prepared an engineering report with a recommendation to raise the district's special tax to \$350 with an annual escalation clause. In August 2003, after hearing public comment at numerous district meetings, the board voted to decline to hold an election to raise the tax. Residents contested that they never received proper justification of the figures from the original report. The board was waiting until title of the Stonebriar park was transferred before making a decision on the tax. The decision will be based on Lyon Homes' estimate of maintenance costs incurred during the year prior to the transfer.

M. Buckeye Union School District

The first Buckeye School opened in 1857 to serve the community of Shingle Springs. Through growth and development over the years, the Buckeye Union School District (BUSD) has evolved into a seven-school district including the following schools:

- Blue Oak School, grades K-5, on Merrychase Drive in Cameron Park
- Buckeye School, grades K-5, on Buckeye Road in Shingle Springs
- Camerado Springs Middle School, grades 6-8, on Merrychase Drive in Cameron Park
- Oak Meadow School, grades K-5, on Silva Valley Parkway in El Dorado Hills
- Rolling Hills Middle School, grades 6-8, on Silva Valley Parkway in El Dorado Hills
- Silva Valley YRE School, grades K-5, on Golden Eagle Lane in El Dorado Hills
- William Brooks School, grades K-5, on Park Drive in El Dorado Hills

BUSD encompasses 54 square miles of territory and is located entirely within the study area. Students attending these schools reside in Shingle Springs, southern portions of El Dorado Hills and Cameron Park, and unincorporated areas in southwestern El Dorado County. As of October 2001 total district enrollment was 4,100 students. The district's enrollment steadily increased between 1983 and 2001 by approximately 175%, although growth has slowed in the past few years. The district estimates a 66% increase in enrollment by the year 2011 based on historical growth rates and approved new residential development.

Infrastructure, Facilities, Services

Existing recreational facilities at each of the seven schools include gymnasiums, multi-purpose rooms, soccer fields, baseball/softball fields, and classrooms and school libraries for meeting use (see Table 2). The board of trustees adopted a policy in October 1999 for community use of school facilities. The policy authorizes the use of school facilities by community groups for purposes provided for in the Civic Center Act (Education Code §38130-38139) when such use does not interfere with school activities.

BUSD's facilities may be used for recreational meetings; supervised recreational activities including, but not limited to, sports league activities that are arranged for and supervised by entities; a community youth center; and other purposes deemed appropriate by the board (Education Code §38131). The district does not charge fees to non-profit organizations, clubs, or associations organized to promote youth and school activities (Scouting groups, parent-teacher associations, etc.). Other groups requesting use of school facilities are charged at least direct costs. The fee schedule outlines hourly direct cost fees for each type of facility. Fees for field use have a monthly maximum per organization. Profit-making and commercial events, including non-profit organization fundraising events, are charged hourly at fair rental value for each type of facility used. All fees are paid in advance. Other clauses in BUSD's policy provide for application guidelines, restrictions, and damage and liability.

Some of the many groups that use the district's fields include Foothill Girls' Softball, local Little Leagues, and El Dorado Hills and Prospector Soccer Clubs. In addition, some groups that use the district's indoor facilities include Girl Scouts, Boy Scouts, Camp Fire, 4-H, El Dorado Hills Community Services District, and Cameron Park Community Services District. Joint use agreements are in place with EDHCSD for mutual field/facility use at William Brooks School and Oak Meadow School.

While the facilities are in fairly good to excellent condition, depending on the age of the school, extensive use by outside groups requires additional upkeep beyond the level necessitated by normal student use. The district states that it is unable to meet the needs of all the user groups with its limited facilities. Demand for recreational space is consistently greater than capacity.

The *Facility Master Plan* (June 2002) identifies several future school sites within district boundaries, including sites in the Marble Valley, Valley View, and Bass Lake Hills developments. The district utilizes the *Guide to School Site Analysis and Development 2000* prepared by the California Department of Education. The master plan states, "Sites will be provided with field areas, hardcourt areas and apparatus areas in accordance with recommended State standards." These sites will enhance recreation opportunities in the future.

Administration, Management, Operations

BUSD is governed by a 5-member elected board of trustees. The board has monthly open meetings and posts agendas and minutes on the district website. Management strategies have been instituted to provide a decentralized approach to problem solving and the standardization of educational delivery systems so as to satisfy the needs of the particular school site while also meeting state standards. School site councils are established at each site to represent community values to the school and to articulate school programs to the community. The County Office of Education is required by statute to provide fiduciary services and administer legally-mandated services.

BUSD's *Strategic Plan 2001-2004* (October 2000) includes a mission statement, guiding principles, tenets, and goals and objectives. The plan includes a review and evaluation process for the board of trustees, administration, and staff. Following the evaluation process, the district plans for the implementation of program improvements in site plans, professional development, and resource allocations. Throughout the process, program alignment to state curriculum frameworks, state standards, program quality review, and district-level needs is emphasized.

Funding, Budget

BUSD maintains financial and administrative policies and practices similar to other El Dorado County school districts. In June 2002 the district received a Standard and Poor's bond rating of A. The district is required to deposit all receipts and collections of monies with the El Dorado County Treasurer's investment pool (Education Code §41001). The district maintains several

budgeted reserves, including a general fund reserve (Education Code recommends 3%). There is an adopted plan for utilization of these reserves, as well as an asset disposition plan. The adopted Gann limit for 2003-2004 is \$16,920,954. BUSD participates in the Schools Insurance Authority and Schools Excess Liability Fund public entity risk pool (joint powers agreements) for property and liability coverage with several other school districts. The district's last audit was conducted by Goodell, Porter, and Fredericks, LLP for the year ended June 2002.

For facility construction and modernization projects, BUSD is financed in much the same way as the El Dorado Union High School District (see EDUHSD discussion, below). BUSD receives funding from the State Allocation Board, the El Dorado Schools Financing Authority, developer fees, and certificates of participation (COPs). The COPs are a debt financing vehicle used to provide capital for the building of facilities. Funds from the financing authority and developer fees are used to pay the debt service on the COPs. According to the *School Facilities Needs Analysis* (November 2002), the district's application for new construction funding was approved by the State Allocation Board, and the district meets the eligibility criteria for levying Level 2 and Level 3 fees. It has issued debt and incurred obligations for capital outlay in an amount exceeding 30% of local bonding capacity and at least 20% of its teaching stations are relocatable. The 2002 fees for grades K-8 were \$1.86 per square foot for Level 2 and \$3.72 per square foot for Level 3.

N. El Dorado Union High School District

The El Dorado Union High School District (EDUHSD) began as El Dorado County High School in 1905, part of the El Dorado County School District operated by the El Dorado County Superintendent of Schools and Board of Education. In 1922 it became the El Dorado High School District and in 1963 assumed its current name.

Although the district operates four comprehensive high schools, three alternative education schools, and one charter school, only two schools are located in the geographical area for this study. The subject schools are Oak Ridge High School on Harvard Way in El Dorado Hills and Ponderosa High School on Ponderosa Road in Shingle Springs. Enrollment projections for these schools for 2003/2004 total 3,704 students.

Infrastructure, Facilities, Services

Existing recreational facilities at Oak Ridge High School include two gymnasiums, a theater, a performing arts center, a football field, a track, two soccer fields, three softball fields, two baseball fields, four tennis courts, and 15 basketball courts. Existing recreational facilities at Ponderosa High School include two gymnasiums, a theater, a swimming pool, a football field, a track, two soccer fields, three softball fields, two baseball fields, seven tennis courts, and 18 basketball courts. (See Table 2). Other facilities at both schools include classrooms, multi-purpose rooms, cafeterias, kitchens, and school libraries. The board of trustees adopted a policy in February 1992 for community use of school facilities (last revised April 1999). The policy authorizes the use of school facilities by community groups for purposes provided for in the Civic Center Act (Education Code §38130-38139) when such use does not interfere with school activities.

EDUHSD's facilities may be used for recreational meetings; supervised recreational activities including, but not limited to, sports league activities that are arranged for and supervised by entities; a community youth center; and other purposes deemed appropriate by the board (Education Code §38131). Priority of users is given first to school-related activities, followed by educational and recreational youth groups and then other public agencies.

Direct cost fees are charged to non-profit organizations, clubs, and associations organized to promote youth and school activities (Scouting groups, parent-teacher associations, etc.). These fees may not exceed the direct costs of facility and grounds use. Fair rental value fees are charged to groups using school facilities for entertainment or meetings where admission is charged or contributions solicited for profit-making purposes. The district business office is responsible for preparing an annual schedule of charges that reflects current wages, supply costs, and utility rates. Hourly fees are charged by type of facility and paid in advance. Special flat-rate fees may be granted by the board for long-term or seasonal use. Other clauses in EDUHSD's policy provide for application guidelines, restrictions, and damage and liability.

The age of the facilities varies from one to thirty plus years, and condition ranges from good to excellent. The fields are used year-round by the district, youth and adult athletic organizations, and the community at large. The buildings are also used after school hours by community groups, churches, and athletic organizations. The district participates in mutual service agreements with various groups such as Little League and YMCA.

If state and local revenues are realized as projected over the term of the *Draft 1999/00-2008/09 Facilities Master Plan* (August 1999, never adopted), as of 1999, the district needed to raise an additional \$15 million in order to accomplish all of the facilities priorities proposed for those ten years. If additional revenue cannot be obtained through an increase in residential growth and fee income above the district's projections or through a successful general obligation bond issue, some of the facilities priorities must be delayed, scaled back in scope, or eliminated. The only recreational facilities included in the list of proposed projects through 2008-2009 are four additional tennis courts at Oak Ridge High School. Construction is scheduled to begin in 2008-2009 and finish in August 2009, according to district staff.

EDUHSD is focusing its planning priorities in the Bass Lake and Latrobe areas due to a projected increase in student population in the western portion of the district. A fifth high school site has been purchased south of Green Valley Road and west of Bass Lake Road. Rescue Union School District opened Pleasant Grove Middle School on an adjacent site in August 2003. Construction on the high school is scheduled to begin in 2004 and finish by August 2007. The school is scheduled to open in 2007 with all necessary infrastructure complete, including water and sewer service. While out-of-agency agreements for water and sewer service are in place for both the middle school and the high school site, future annexation to the El Dorado Irrigation District is still required. After the fifth high school is developed, another new high school is also planned south of Highway 50 in the study area.

Administration, Management, Operations

The district is governed by a 5-member elected board of trustees. The board holds semi-monthly open meetings and posts agendas and minutes on the district's website. The 2000-2003 Strategic Planning Goals are grouped into five categories, including Curriculum and Instruction, School Climate, School-to-Career, Technology, and Budget and Finance. The County Office of Education is required by statute to provide fiduciary services and administer legally-mandated services. Active parent groups include Friends of Oak Ridge; Ponderosa Principal's Parents Forum; booster clubs for athletics, agriculture, music, and drama; school improvement programs; and school site councils.

Funding, Budget

EDUHSD maintains financial and administrative policies and practices similar to other El Dorado County school districts. In September 2001 the district received a Standard and Poor's bond rating of AAA. The district is required to deposit all receipts and collections of monies with the El Dorado County Treasurer's investment pool (Education Code §41001). To increase buying power, the El Dorado Union High School Financing Corporation issues certificates of participation (COPs) on behalf of EDUHSD to obtain up-front funds for certain projects as needed. The district maintains several budgeted reserves, including a general fund reserve of 3.4% (Education Code recommends 3%). There is an adopted plan for utilization of these reserves, as well as an asset disposition plan. The adopted Gann limit for 2003-2004 is \$35,776,689. EDUHSD participates in the Schools Insurance Authority and Schools Excess Liability Fund public entity risk pool (joint powers agreements) for property and liability coverage with several other school districts. The district's last audit was conducted by Vavrinik, Trine, and Day, LLP for the year ended June 2003.

EDUHSD receives funding from the State Allocation Board and local sources, including developer/mitigation fees, local tax measures, Mello-Roos fees, and contributions. Statutory local facilities funding sources, which can be imposed without a public vote, are limited to developer fees, previous mitigation fees adopted by the county, and revenue from the El Dorado Schools Financing Authority. The latter is a tri-district Mello-Roos District that covers the El Dorado Hills Specific Plan and has annexed three smaller developments. Income generated by this district will help to cover the EDUHSD's anticipated share of new school construction in the El Dorado Hills area, including expenses for the new high school at the Bass Lake site and for portions of expansion projects on the Oak Ridge High School campus. Mello-Roos bonds will be sold to provide EDUHSD's 50% match for a new high school. EDUHSD plans to receive all state money for which it is eligible, including 50% of the total project cost for growth projects and 80% for modernization projects.

The El Dorado Schools Financing Authority Community Facilities District No. 1 was formed on May 20, 1991 through a joint powers agreement between EDUHSD, Buckeye Union School District, and Rescue Union School District. The boundaries of the Mello-Roos District are located entirely within the EDUHSD boundaries and encompass approximately 3,648 parcels.

The special tax levy for this district will terminate upon completion of certain authorized improvements or the issuance of \$78,000,000 in debt. All parcels were levied at 100% of the maximum special tax rate for fiscal year 2003/2004. The residential rate was \$0.3279 per square foot and the commercial/industrial rate was \$0.0557 per square foot. Undeveloped residential lots are taxed at the rate of one 2,500-square foot residence until the issuance of a building permit, at which time the rate becomes fixed.

Proposition 1A (1998), a statewide school bond issue, raised \$6.7 billion for K-12 schools and established a new State School Facilities Program. The program provides 50% of the funding for new construction and school replacement and 80% for modernization. The enabling legislation, Senate Bill 50, also provided school districts with the authority to impose three different levels of developer fees to supplement state funds. These funds are designed to offset the cost of school facilities made necessary by enrollment growth from new construction.

Level 1 fees are identical to those previously imposed by school districts, known as AB 2926 or Stirling fees. A developer fee justification study, based on requirements established in Education Code Sections 17620-17621 and Government Code Sections 65995 et seq., is required to impose Level 1 fees. The current fee amounts as adjusted for inflation are \$2.14 per square foot for residential and \$0.34 per square foot for commercial/industrial. These fees are split 39/61 with the feeder elementary school districts. Since EDUHSD qualifies for Level 2 fees, the residential Level 1 fee is only applied to additions to existing homes.

To impose Level 2 fees, a needs analysis must be prepared annually in accordance with Government Code Section 65995.6. EDUHSD's *Needs Analysis: School Facilities Fees* (March 2003) incorporates state law, State Allocation Board regulations, residential development data, historical building permits, historical student yield rates, State Allocation Board construction grant allowance per student, inflationary increases in construction costs, and California Department of Education guidelines on site size requirements. Additionally, a school district must file an eligibility application with the State Allocation Board and meet two out of four statutory requirements as set forth in Government Code Section 65995.5(b)(3) to receive new construction funding.

Level 3 fees were established by SB 50 under Government Code Section 65995.7 and take effect only in the event that state funds for new facility construction are not available. The difference between Level 2 and Level 3 fees is that Level 2 fees are based on 50% of school construction costs while Level 3 fees are based on 100%.

Level 2 and Level 3 fees are alternatives to the traditional Level 1 fees. Level 2 fees are calculated using a formula that combines new residential square footage (5-year housing unit projection by type x average square footage per unit), unhoused students (5-year housing unit projection by type x student yield rate), construction cost (unhoused students x state grant per student [adjusted for inflation]), total cost (construction cost + site acquisition cost at 50% + site development cost at 50%), and net cost (total cost - other local funds). The net cost divided

by the new residential square footage equals the Level 2 fee per square foot. Level 3 fees are calculated by adding construction cost, site acquisition cost, and site development cost and dividing the total by residential square footage.

On December 12, 2000, the EDUHSD board of trustees authorized the filing of forms. SAB 50-01 (Enrollment Certification/Projection), SAB 50-02 (Existing School Building Capacity), and SAB 50-03 (Eligibility Determination) for the Oak Ridge/Ponderosa High Schools attendance areas. The application received State Allocation Board certification on January 23, 2002, meeting the eligibility condition to impose Level 2 and Level 3 fees. The district also meets two of the four statutory requirements needed to impose Level 2 fees. The first condition requires a district to have issued debt or incurred obligations for capital outlay totaling 15% of the local bonding capacity. EDUHSD incurred debt equal to 21.1% of the bonding capacity. The second condition requires at least 20% of the district's teaching stations to be relocatable. Forty-two percent of EDUHSD's classrooms are relocatable. Based on these requirements, along with the adoption of a 2003 needs analysis, EDUHSD is eligible to impose Level 2 and Level 3 fees for new construction funding.

Based on the needs analysis, the maximum fees that EDUHSD may impose per square foot on new single- and multi-family residential construction in 2003 are \$1.09 for Level 2 and \$2.18 for Level 3. In 2002, the fees were \$1.09 for Level 2 and \$2.18 for Level 3, and in 2001, the fees were \$1.12 for Level 2 and \$2.24 for Level 3.

O. Latrobe School District

The Latrobe School District (LSD) became unionized in 1947 with the consolidation of Carson Creek, Brandon, and Latrobe School Districts. The original Latrobe schoolhouse dates back to the 1860s. Today, the district is comprised of two schools, both located on South Shingle Road near the intersection with Latrobe Road. Latrobe School serves grades K-3 and Miller's Hill School serves grades 4-8.

Although the study area does not include either of LSD's schools, it does include the northern portion of the district's 35 square miles of territory. The district is bounded by Sacramento County to the west, Amador County to the south, Mother Lode Union School District to the east, and Buckeye Union School District to the north. Enrollment projections for 2003/2004 total 200 students.

Infrastructure, Facilities, Services

Existing recreational facilities at Miller's Hill School include an undeveloped soccer/softball field and a small multi-purpose room. The only recreational facility at Latrobe School is a playground. (See Table 2.) The board of trustees adopted a policy in January 1997 for community use of school facilities. The policy authorizes the use of school facilities by community groups for purposes provided for in the Civic Center Act (Education Code §38130-38139) when such use does not interfere with school activities.

LSD's facilities may be used for recreational meetings; supervised recreational activities including, but not limited to, sports league activities that are arranged for and supervised by entities; a community youth center; and other purposes deemed appropriate by the board (Education Code §38131). The district does not charge fees to non-profit organizations, clubs, or associations organized to promote youth and school activities (Scouting groups, parent-teacher associations, etc.). Groups that are closed to the general public, charge admission fees, or collect dues or contributions and do not compensate their elected officers are charged part cost use fees. Religious groups are charged direct cost fees. Groups that are closed to the general public, charge admission fees, or collect dues or contributions and compensate their elected officers are charged fair rental value fees. Facility use permits may not be issued for a period lasting longer than the school year. Other clauses in LSD's policy provide for application guidelines and restrictions.

Latrobe School is thirty years old and while the existing facilities are reported to be in good condition, construction of needed new facilities such as a multi-purpose room and kitchen is not possible due to school site limitations. Miller's Hill School is twenty years old with existing facilities reported to be in good condition and new facilities planned to accommodate projected enrollment growth. The multi-purpose room at Miller's Hill School is used for student lunches, non-regulation games, and community meetings upon request. The district does not currently have any joint use agreements with other public or private agencies.

The *Facility Master Plan* (April 1996) identifies the need to construct new schools within the Carson Creek/Euer Ranch development area upon construction of the first housing units. According to the plan, these sites must be mutually agreeable to the school district and the developer. Another section of the plan states that “sites will be provided with field areas, hardcourt areas and apparatus areas in accordance with recommended State standards.” These sites will enhance recreation opportunities in the future.

Administration, Management, Operations

The district is governed by a 3-member elected board of trustees. Parents serve on the school site council as an integral part of district programs and planning. The district’s mission statement and goals, first adopted in 1983, are annually reviewed by the board. Each year specific short-term goals are established to implement the long-term goals across all areas of district operation. The school-based collaboration model is used to include parents, teachers, and administrators in the ongoing program development process. The County Office of Education is required by statute to provide fiduciary services and administer legally mandated services.

Funding, Budget

LSD is funded through a combination of the revenue limit formula and the necessary small school allowance. The district levies Level 1 developer fees on new construction. The district is required to deposit all receipts and collections of monies with the El Dorado County Treasurer’s investment pool (Education Code §41001). The district maintains several budgeted reserves. The adopted Gann limit for 2003-2004 is \$937,249. The district’s last audit was conducted by Goodell, Porter, and Fredericks, LLP for the year ended June 2003.

P. Rescue Union School District

The Rescue Union School District (RUSD) became unionized in 1950 with the consolidation of Deer Valley, Live Oaks, Tennessee and a portion of Negro Hill School Districts. The district has grown over the years from one school in 1858 (Deer Valley School) to the present six schools:

- Green Valley School, grades K-5, on Bass Lake Road in Cameron Park
- Jackson School, grades K-5, on Francisco Drive in El Dorado Hills
- Lake Forest School, grades K-5, on Salisbury Drive in El Dorado Hills
- Marina Village School, grades 7-8, on Francisco Drive in El Dorado Hills
- Pleasant Grove Middle School, grades 6-8, on Green Valley Road in Rescue
- Rescue School, grades K-6, on Green Valley Road in Rescue

RUSD encompasses 51 square miles of territory and is located almost entirely within the study area. Students attending RUSD schools reside in Rescue and the northern portions of El Dorado Hills, Cameron Park, and Shingle Springs. Enrollment projections for 2003/2004 total 4,240 students. Since 1984 the district has seen steady and sustained growth in enrollment, with the same pattern of growth projected through 2007.

Infrastructure, Facilities, Services

Existing recreational facilities at each of the six schools include gymnasiums, multi-purpose rooms, soccer fields, baseball/softball fields, tennis courts, and classrooms and school libraries for meeting use (see Table 2). The board of trustees adopted a revised policy and regulation in February 1997 for community use of school facilities. The policy authorizes the use of school facilities by community groups for purposes provided for in the Civic Center Act (Education Code §38130-38139) when such use does not interfere with school activities. The regulation outlines application and administration procedures for facility use permits.

RUSD's facilities may be used for recreational meetings; supervised recreational activities including, but not limited to, sports league activities that are arranged for and supervised by entities; a community youth center; and other purposes deemed appropriate by the board (Education Code §38131). When an alternative location is not available, the district does not charge fees to non-profit organizations, clubs, or associations organized to promote youth and school activities (Scouting groups, parent-teacher associations, etc.). Other groups requesting use of school facilities are charged no more than direct costs. Fair rental value fees are charged to groups using school facilities for entertainment or meetings where admission is charged or contributions solicited for profit-making purposes. The fee schedule outlines hourly direct cost fees for each type of facility. Fields have a monthly maximum per organization. All fees are paid in advance. Other clauses in RUSD's policy provide for application guidelines, restrictions, and damage and liability.

There is a joint use agreement in effect with El Dorado Hills Community Services District for the Jackson School multi-purpose room. The age of the facilities varies from a few months to thirty plus years and condition ranges from good to excellent. The district states that field space at Green Valley School is insufficient to serve the community's recreation requests due to the placement of portable classrooms.

The *Facility Master Plan* (March 1998) identifies several future school sites within district boundaries, including sites in the Serrano and Promontory developments in El Dorado Hills. These sites will enhance recreational opportunities as they are built.

Administration, Management, Operations

The district is governed by a 5-member elected board of trustees. The board holds monthly open meetings and work sessions and posts agendas and minutes on the district website. School site councils are established at each site to represent community values to the school and to articulate school programs to the community. Advisory committees include each school's Facility Task Force and the district-wide Budget Task Force. In August 2002, the district adopted a strategic plan and mission statement. The County Office of Education is required by statute to provide fiduciary services and administer legally mandated services.

Funding, Budget

RUSD maintains financial and administrative policies and practices similar to other El Dorado County school districts. In April 2000 the district received a Standard and Poor's bond rating of AAA. The district is required to deposit all receipts and collections of monies with the El Dorado County Treasurer's investment pool (Education Code §41001). The district maintains several budgeted reserves, including a 5% general fund reserve (Education Code recommends 3%). There is an adopted plan for utilization of these reserves, as well as an asset disposition plan. The district did not provide information on an adopted Gann limit. RUSD participates in the Schools Insurance Authority and Schools Excess Liability Fund public entity risk pool (joint powers agreements) for property and liability coverage with several other school districts. The district's last audit was conducted by Stephen Roatch Accountancy Corporation for the year ended June 2001.

RUSD is financed in much the same way as the El Dorado Union High School District (see EDUHSD discussion, above). RUSD receives funding from the State Allocation Board, the El Dorado Schools Financing Authority, developer/mitigation fees, general obligation bonds, certificates of participation, and local tax measures. The district did not provide information related to the levying of Level 2 and Level 3 fees for new construction.

Q. El Dorado County General Services Department, Division of Airports, Parks and Grounds

Formed in 1986, Airports, Parks, and Grounds is a division of the El Dorado County Department of General Services. Within the study area, County Parks currently owns Bradford Park and Bass Lake Park. The Division is also responsible for developing, implementing, and monitoring master plans for rivers, trails, and parks countywide.

Infrastructure, Facilities, Services

Parks

Bradford Park, a 0.91-acre park located in Shingle Springs, was originally developed over ten years ago by the Lions Club but is currently owned and maintained by the county. The park contains a playground, small sports field, and covered picnic areas. The *El Dorado County Interim Master Plan for Parks, Recreation Facilities and Trails* (1992) identifies the Bass Lake area as ideal for the development of a regional park site. In spring 2001 the county acquired 41 acres north and east of Bass Lake through a land trade for commercial property in the Cameron Park area. The park will be financed, developed, and maintained by County Parks, with construction scheduled to begin in spring 2005 and finish in spring 2009. As a regional park, the park will serve multiple communities and provide opportunities for active, organized, and passive recreation as well as facilities for non-athletic events and open space areas. Approximately 20 acres of land owned by the El Dorado Irrigation District north of the lake may be incorporated into the park through an easement or lease arrangement, although no formal action has been taken by either party.

County Parks plans to develop and operate a 30-acre regional park within the Carson Creek Specific Plan area south of Highway 50. The specific plan developer contributed \$6,140 in fiscal year 2002-2003 to partially fund a master plan and feasibility study for development of the park. Although the funds carried over into County Parks' 2003-2004 budget, the division manager states they were returned to the developer in March 2004 as the project was not likely to proceed in the near term. Neither the county nor the developer has taken any steps to reinitiate the planning process to date.

Cooperative Agreements and Shared Facilities

County Parks utilized joint use agreements with Latrobe School District and El Dorado Union High School District for fields at Mille

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r's Hill School and Ponderosa High School. The county constructed a baseball field at Miller's Hill at a cost of \$200,000 and a soccer field at Ponderosa, both of which are maintained and sched

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The River Management Advisory Committee (RMAC) adopted an updated *El Dorado County River Management Plan* (November 2001) for the purpose of establishing a set of operational rules for commercial and private boaters navigating the 20.7-mile stretch of the South Fork American River between Chili Bar and Salmon Falls. Funding for the update was secured through the river trust fund, a savings account created in 1981 for the deposit of commercial river use permit fees and user day fees. Two loans were also made to the river trust fund from the fleet management trust fund and the county general fund.

The plan regulates the amount of river use, the number of boater education programs, the safety and emergency response system, environmental protection activities, and the relationship between whitewater recreation and residents' rights. The stated objectives of the plan are as follows:

- To promote ongoing community and user participation in river management.
- To provide adequate facilities and suitable services to support river-related activities, where there is a documented need to support such activities; protect the natural, cultural and human resource values of the river; and preserve the quality of life in the area and experience.
- To preserve and enhance the unique range of experiences and historic character of the river.
- To employ equity as a guiding principle when defining rights, responsibilities and obligations of all river users.
- To achieve a balance between countywide economic benefits, costs and impacts associated with river recreation.
- To preserve and protect environmental and cultural resources.
- To enhance educational programs on river safety and etiquette, respect for private and public lands, natural and historical resources, and river rules and regulations.
- To establish the county's primary role in facilitating coordinated river management, in cooperation with the Bureau of Land Management and other resource agencies and groups.
- To enhance safety through education, enforcement, facilities, and coordinated rescue response.
- To promote adequate law and (rational) code enforcement to protect public health, safety, and welfare; property; and natural resources.

In addition, the plan lists as a county management action, "The County will maintain existing County-owned trails within the river corridor and will coordinate with other land management

agencies to explore opportunities for additional trail development.”

The plan requires a River Management Plan Annual Report to the El Dorado County Planning Commission. County Parks is responsible for preparing a status report on plan implementation and elements for which funding was approved in the river trust fund budget. The El Dorado County Planning Department provides annual post-season information regarding river operations in the form of special use permit inspections. A river use summary, RMAC recommendations, and public comments are also included in the annual report.

Trails

The *Hiking & Equestrian Trails Master Plan* (April 1989), amended in 1990, establishes the following goals:

- To provide a safe, functional and cost-effective countywide hiking and equestrian trails system in El Dorado County.
- To integrate existing and proposed national, state, regional, county, city and local hiking and equestrian trails for public use.
- To link existing and planned residential and employment areas with existing and planned parks, recreation and open space areas within the county and to abutting counties.
- To maximize use of the trail system by the physically handicapped and developmentally disabled.

The plan identifies 228 miles of proposed regional trail corridor that could be considered county responsibility to acquire, develop, and maintain. Although desired, County Parks staff confirm that the county has never created a comprehensive map of existing trails on the western slope. Policy (c) requires that every general plan amendment, rezoning, tentative map, and other discretionary entitlement as well as public facilities planning and other county actions be evaluated with regard to their ability to implement the trails master plan.

County Parks recently acquired the rights to manage the El Dorado County portion of the 28-mile trail system in the Sacramento-Placerville Transportation Corridor. Division staff plan to leave most of the trails in a natural condition at this time.

Bikeways

The most recent *Bikeway Master Plan* was adopted in 1979. The plan included responses to the Ad Hoc Bicycle Committee’s Bikeways Questionnaire to Citizens of El Dorado County. Objectives established in the plan include:

- To provide routes that will enable the majority of school children to walk or bicycle safely to their schools.
- To provide routes and facilities that will enable the residents in populated areas to conduct their commerce by cycling or walking.
- To provide routes paralleling the major arterial roads for long-distance bicycle travel.
- To provide routes for trans-county bicycle travel with connections to existing or planned

- routes of neighboring counties.
- To provide routes for recreational travel providing access to important recreational areas of El Dorado County.
- To provide convenient and secure bicycle parking facilities on public property and to request provision for the same by the private sector.

The El Dorado County Transportation Commission is responsible for most of the bikeway planning in El Dorado County. A draft *Bicycle Transportation Plan* was prepared in 1995 but never adopted. The Transportation Commission is currently in the early stages of developing a new county-wide bicycle and pedestrian master plan. County Parks staff has meetings with the Transportation Commission about once a month to discuss issues of mutual jurisdiction, and Commission staff members occasionally attend meetings of the Trails Advisory Committee. The Transportation Commission has a memorandum of understanding with the Sacramento Area Council of Governments (SACOG) for programming and funding projects. SACOG is currently developing a *Draft Regional Bicycle, Pedestrian, and Trails Master Plan* (October 2003), which will establish eligibility to receive funding under the Bicycle and Pedestrian Funding Program adopted by SACOG in September 2003.

Master Plan

The Interim Master Plan for Parks, Recreation Facilities, and Trails was intended to be refined and finalized upon completion of the Parks and Recreation Element of the 2010 El Dorado County General Plan. The interim master plan sets priorities consistent with the three plans discussed above, providing the following summary recommendations:

- The county will provide primarily regional parks, recreation facilities, and trails.
- The county shall cooperate, including partnerships, in providing community parks.
- The county will assist with the provision of neighborhood parks through the Quimby Ordinance.
- The county will continue management of the South Fork American River.
- The county will continue dialogue with state and federal agencies who provide recreation opportunities for El Dorado County residents and visitors.

Many of these recommendations were incorporated into the Parks and Recreation Element of the Proposed 2004 General Plan.

Parks staff launched preliminary work on a countywide needs assessment study and master plan update for park and recreation facilities in late 2003. The division manager compiled a report on school district field availability and conditions in the Bass Lake area, indicating a critical need for additional sports fields. The next step was to identify a scope of work and budget for the study. The County Parks April 2004 project status report indicates the “effort is on hold until resolution of staffing and organization issues facing the Division.” The project is postponed until resources can be guaranteed for project completion.

Library

Although not related to County Parks, the El Dorado County Library Department (County Service Area 10) owns and operates a main library in Placerville with branch libraries in Cameron Park and El Dorado Hills. Both libraries offer such recreational services as storytimes for children, book clubs and other reading programs, homework assistance, interpretive nature walks, arts and crafts faires, and other programs. Operations are funded through the county general fund, accumulated capital outlay fund, and community enhancement funds.

The Cameron Park Library, a 12,000-square foot facility, opened in 1994. According to the library website, funding for the facility was secured through a federal grant and county bonds. The county periodically upgrades the facility and adds new features, such as a new quiet room budgeted for 2003-2004.

El Dorado Hills residents are currently served by a joint use library at Oak Ridge High School until the opening of the planned El Dorado Hills Library in 2005. The joint use agreement was originally approved in 1982 upon construction of the high school. The proposed 16,000-square foot library will include reading rooms for adults and children as well as a large community meeting room. A Friends of the Library group is actively working to raise additional funds and support for the new building.

Funding for the new library was secured through a variety of sources. El Dorado County budgeted \$2 million in 2003-2004 community enhancement funds for construction, project management, and design. A state Jobs-Housing Balance Incentive Grant provided \$723,000. The Serrano subdivision provided the 4-acre parcel on which the building will be constructed and residents will contribute \$2 million for construction through Mello-Roos fees. The planned Valley View development contributed \$2 million. El Dorado Hills residents will fund operation through a \$25 parcel assessment approved by voters in March 2002.

Administration, Management, Operations

County Parks administration and management is currently being reorganized by the county. Division staff responsible for parks and recreation includes a division manager, parks project coordinator, river supervisor, and grounds supervisor, as well as administrative and maintenance staff. Grounds staff maintain the landscaping around county buildings and county parks. The 2004 county reorganization plan proposed by the Chief Administrative Officer includes merging the Division into the new Public Works Department, with corresponding reductions in staff and budget.

The River Management Advisory Committee, appointed by the Board of Supervisors, makes recommendations to the Board and the County Planning Commission on matters related to whitewater recreation and campground development on the South Fork American River. Membership is as follows: a permitted outfitter, a non-commercial boater, two local business representatives, two local residents, and a member-at-large. The Committee has monthly open meetings from January to October and posts agendas and minutes on the county website.

The Trails Advisory Committee, appointed by the Board of Supervisors, makes recommendations to the Board on the development of trails within the county and oversees the implementation of the Hiking and Equestrian Trails Master Plan and the Bikeway Master Plan. Members represent the public and organized recreation. The Committee has monthly open meetings and posts agendas and minutes on the county website.

The Parks and Recreation Commission, appointed by the Board of Supervisors, oversees the development and maintenance of a regional park system in the county. The Commission advises the Board on parks and recreation issues and works closely with Division staff and other local agencies. One member is appointed from each supervisorial district. The Commission has monthly open meetings and posts agendas and minutes on the county website.

Funding, Budget

The interim master plan identifies a number of potential funding sources for its implementation including state and federal grants, local bond issues, general fund support, user fees, county service area funds, impact fees, and benefit assessment districts. The following strategies for using these sources are recommended:

- Reliance on a mix of existing and new funding sources.
- Equitable distribution of burden.
- Minimize acquisition and development costs.
- Develop funding partnerships with cities and local districts.
- Create the incentive for local entities to provide neighborhood and full community park facilities.

Objective 9.2.1 of the 1996 General Plan Parks and Recreation Element states, “Secure adequate funds to implement the Interim Master Plan, the Trails Master Plan, the Bikeway Master Plan, and the River Management Plan to provide for the acquisition, development, maintenance, and management of parks and recreation facilities.”

Currently, the majority of funding for County Parks comes from the county general fund and state grants. El Dorado County’s proposed 2003-2004 budget appropriated \$3,187,526 to the entire division (\$720,612 net county cost), including airports, facility maintenance, and the County Museum. Thirteen full-time equivalent positions were included in the figure. The final budget is not separated by division. The final budget for the General Services Department, comprised of six divisions, is \$6,090,205, approximately equal to the prior year’s actuals. The 2003-2004 parks construction budget, including both new and carryover projects countywide, is \$1,530,179. The prior year’s budget was \$944,062. Many of these projects are funded by the accumulated capital outlay (ACO) fund, which is largely self-supporting (no net county cost).

According to the 2003-2004 parks construction budget, \$5,000 is requested from the Quimby

Ponderosa Trust for Bradford Park renovation. For Bass Lake Park construction, \$564,000 is requested from Proposition 12 funding. Proposed carryover for the Bass Lake Park master plan, environmental impact report, construction documents, and infrastructure development is \$126,268, with the majority of funding coming from the general fund and the remainder coming from the ACO fund balance.

The budget report lists as a key issue for the entire General Services Department in the 2003-2004 fiscal year, "Work with communities and the Board to lower expectations regarding large scale or long term projects, such as parks, cemeteries, or new facilities, consistent with declining fiscal resources." The Airports, Parks, and Grounds Division is included in the county's annual audit.

Until 1992, the county allocated a portion of the property tax to the provision of park and recreation services in areas not served by a city or a park and recreation district. The Legislature's re-allocation of substantial property tax revenues to ERAF in 1993-1994 caused the county to discontinue these park and recreation allocations at a set level. To secure some of this lost property tax revenue, County Parks formed three zones of benefit within County Service Area 9. Of the three zones, Gold Trail (Zone 16), Mother Lode/Ponderosa (Zone 17), and Pollock Pines/Camino (Zone 18), only Pollock Pines/Camino was ever operational. The other zones merely established a framework for funding. Currently, Pollock Pines/Camino has a fund balance of \$48, reflective of the fact that the zones were never fully utilized.

On December 9, 2003, the Board of Supervisors approved a uniform annual river use permit application fee of \$200 for commercial rafting companies. Previously, the companies were charged a day fee at \$2 per passenger. These fees, deposited into the river trust fund, are designed to recover the cost of implementing the River Management Plan. The 2003-2004 river trust fund budget is \$144,782. Some user fees may be charged at Bass Lake Park, although no details are yet available. Parks staff indicate that adoption of a countywide park impact fee is needed to enhance revenues. Policy 9.2.2.5 of the 1996 General Plan states, "the County shall study the feasibility of adopting an impact fee schedule and a County-wide benefit assessment district." No study has been completed to date.

Proposition 12, the \$2.1 billion "Safe Neighborhood Parks, Clean Water, Clean Air, and Coastal Protection Bond Act of 2000," allocated \$824 million to State Parks for grants to local governments. Through the Per Capita Grant Program, \$564,000 was appropriated to El Dorado County based on population. County Parks secured the full amount of this grant for Bass Lake Park construction.

Proposition 40, the \$2.6 billion "California Clean Water, Clean Air, Safe Neighborhood Parks, and Coastal Protection Act of 2002," allocated \$832.5 million to State Parks for local assistance grants. Through the Per Capita Grant Program, the 2003-2004 state budget appropriates \$1.2 million to El Dorado County,

the minimum allocation amount for a county with less than 440,590 residents. These funds can only be used for capital outlay. County Parks submitted an application for these funds in October 2003 for the acquisition and development of park and recreation facilities at Bass Lake Park. Conditions of the grant require the county to provide funds for operation and maintenance of the park, which will be budgeted in fiscal year 2007-2008.

R. California Department of Parks and Recreation

The origin of California State Parks dates back to the late 1800s and hinges on the passage of a bill in 1901 authorizing state funds for the purchase of redwood property in Santa Cruz County.

Unlike national parks, state parks did not have to prove economically useless to any mining, timber, or grazing interests before being granted park status. Further, unlike newly-established western national parks, which were already on federally-owned land, most California park purchases were from private owners.

Before 1927, no comprehensive plan existed for preserving California's recreational, natural, historical, and cultural resources. Control of these resources remained with independent boards and commissions until 1921, when legislation began to organize responsibility for each resource category. In 1928, the newly-established State Park Commission conducted a statewide survey of potential parklands that defined basic long-range goals and provided guidance for the acquisition and development of state parks.

The early formation of the State Park System was followed by decades of enormous growth in parklands and facilities, increased demand for recreational facilities, and heightened public interest in protecting wildlands from encroaching development. Numerous bond acts and parkland acquisitions, along with intense internal restructuring in the 1960s, led to the creation of what is known today as the California Department of Parks and Recreation.

Infrastructure, Facilities, Services

After its small beginning with one redwoods park in 1902, the State Park System entered the 21st century with 266 park units; nearly 300 miles of coastline; 625 miles of lake and river frontage; 15,200 campsites; 3,000 miles of hiking, biking and equestrian trails; and 450 miles of off-highway vehicle trails on nearly 1.3 million acres.

Contained within the study area is a portion of the Folsom Lake State Recreation Area (SRA). In 1955, the U.S. Bureau of Reclamation took responsibility over the newly-constructed Folsom and Nimbus Dams. The following year, the California Department of Parks and Recreation entered into an agreement with the Bureau to design, build, and operate recreation facilities at Folsom Lake and Lake Natoma, later designated as Folsom Lake SRA. Most of the lands within the SRA are owned by the Bureau and managed by State Parks through a lease agreement, although State Parks does own some of the land. A master plan for the recreation facilities was completed in 1957, and one year later the first permanent recreation facilities opened for public use. Today, the park is one of the most popular units in the State Parks system with approximately 1.5 million visitors annually (Gold Hills District 2000 Visitor Counts).

The lake and recreation area encompass a total area of 18,000 acres, with 75 miles of shoreline around Folsom Lake. Facilities and activities include ten miles of paved bike trails; eight miles of advanced mountain bike trails; 60 miles of equestrian trails; several hiking and nature trails;

beach wheelchairs; environmental, family, and group campsites; fishing; picnic areas; swimming; wildlife viewing; windsurfing; boat ramps; parking; concessions; restrooms; recreational vehicle dump stations; and visitors' centers. Water-dependent activities account for 85% of park visits. The primary recreation season coincides with the summer months, with 75% of visits occurring from April to September. The daily summer season runs from April 1 to October 14. There are several park entrances accessible by local bus services, private vehicles, bicycles, horses, or pedestrian travel.

Aside from regular recreational activities, Folsom Lake SRA hosts many special events. Bass fishing tournaments, rowing competitions, foot races, horseback endurance rides, sailboat regattas, and various other organized activities occur frequently throughout the year. The administration office issues special events permits and film permits for certain events on an individual basis. School programs and interpretive talks are available by prior arrangement based on staff availability. Summer educational programs include Junior Lifeguard, SMART (Sacramento Metropolitan Aquatic Rescue Training), and other water safety programs co-sponsored by the Sacramento Water Safety Coalition, the Department of Boating and Waterways, and the American River District.

The Public Resources Code requires each state park to adopt a general plan subject to approval by the State Park and Recreation Commission, and federal regulations require a resource management plan to be in place for federally-owned lands. The current Folsom Lake SRA General Plan was adopted in 1979. State Parks, in partnership with the U.S. Bureau of Reclamation, began the *Folsom Lake State Recreation Area General Plan/Resource Management Plan Update* in June 2002. This two-year process will update the current plan and the long-range vision for the park. Specifically, the goals of the updated plan are to:

- Identify significant natural, cultural, aesthetic, and recreational resources and values;
- Determine uses and visitor activities that are appropriate and compatible with park resources and surrounding areas;
- Establish guidelines for operations, protection and preservation of resources, development of facilities, and interpretation of resource values;
- Identify possible significant environmental effects of land uses and visitor activities and integrate possible means of mitigation; and
- Fulfill the requirements of the California Environmental Quality Act (CEQA) and the National Environmental Protection Act (NEPA) through preparation of a programmatic Environmental Impact Report and Environmental Impact Statement.

The *Folsom Lake State Recreation Area Resource Inventory Document–Draft* (April 2003), prepared in conjunction with the general plan update, provides comprehensive baseline information on the current conditions, resources, and infrastructure of Folsom Lake SRA. The data is organized into the following categories: meteorology and air quality, geology, soils, hydrology, water quality, noise, plant life, animal life, recreation resources, scenic resources, cultural resources, land use, traffic, and utilities. The recreation resources element lists limited

capacity and overflow as primary concerns for marinas, boat launches, whitewater rafting facilities, campgrounds, day use facilities, and trails at Folsom Lake SRA.

As part of the update process, various alternative concepts for the entire park, as well as specific geographic areas within the park, will be developed and analyzed as a means of exploring future opportunities and determining a future management approach. The first step in determining this approach was to establish management zones based on the defining characteristics of a particular area, a strategy recommended by federal and state park planning guidelines but not used in the current plan. Each management zone was delineated based on a number of factors, including existing and potential type and intensity of land use, visitor experience, resource values, and the practicalities of day-to-day management and operations. The plan identifies 22 zones on Folsom Lake, each to be managed as a distinct subarea. Nine of these zones are located wholly or partially within the study area:

- Skunk Hollow/Salmon Falls (rafting, picnic tables, drinking fountains, restrooms, parking)
- El Dorado Shore South
- Brown's Ravine (marina, boat launch, concession, gas station, barbeques, picnic areas, drinking fountains, Brown's Ravine-Folsom Point trail, public telephone, restrooms, parking)
- Mormon Island Cove (Brown's Ravine-Folsom Point trail)
- Mormon Island Preserve (wetland preserve)
- Folsom Point (boat launch, barbeques, Brown's Ravine-Folsom Point trail, picnic areas, public telephone, restrooms, parking)
- Upper South Fork (aquatic)
- Middle South Fork (aquatic)
- Folsom Lake (aquatic)

The general plan incorporates two alternative concepts with regard to land use designations, key issues involving public controversy or substantial impacts, and other management issues and options. Alternative 1 focuses on enhancing and improving existing facilities with only minor additions, while Alternative 2 proposes not only improving existing facilities but adding major new facilities. These two alternatives are applied to upland and aquatic recreation facilities and trails. Based on public and staff input regarding the alternatives, the general plan team will develop a draft plan, environmental impact report, and environmental impact statement.

Each alternative concept addresses key management issues regarding land acquisition, off-road vehicle use, interpretation and education, public access and circulation, and concessions and special events. Other, less discretionary management issues are planned and analyzed in the same manner for both alternatives. These include invasive exotic plant species, cultural resources management, wildlife management, vegetation management, water quality management, and visual resources. The general plan team recommends developing a long-term plan or program for each of these issues.

Administration, Management, Operations

After its initial restructuring as a state department, State Parks underwent further reorganization in the 1990s after determining that its layered reporting structure had become ineffective. The regional layer of the Department's reporting structure was eliminated and the 55 districts were consolidated into 23. Modern business management practices were implemented soon after the reorganization was completed, and the Department became the first state agency to receive the Eureka Award for Quality and Service in 1994, 1995, and 1997. In the late 1990s, the Department continued to reassess its entire operation and structure, identifying core programs and adopting performance-based budgeting as a means of managing performance, a system that was awarded in 1999 with the Capital Region Best Practices Award for Strategic Leadership.

The legal charter of California State Parks, as required by the Public Resources Code and the California Code of Regulations, directs it to "administer, protect, provide for recreational opportunity, and develop the State Park System; to interpret the values of the State Park System to the public; to operate the Off-Highway Motor Vehicle Recreation Program; to administer the California Historical Resources Protection Program; and to administer federal and state grants and bond funds to local agencies." The Department's mission is "to provide for the health, inspiration, and education of the people of California by helping to preserve the state's extraordinary biological diversity, protecting its most valued natural and cultural resources, and creating opportunities for high-quality outdoor recreation." State Parks utilizes five core programs to carry out its mission: Resource Protection, Education/Interpretation, Facilities, Public Safety, and Recreation.

In planning for the acquisition, development, and management of park units and resources, the Department serves three constituencies: nearby neighbors and communities surrounding the park, a statewide constituency of all Californians, and a constituency of the next seven generations of Californians. The Department envisions strengthening its traditional bond with governmental partners, cooperating associations and foundations, user groups, and environmental organizations, and seeking new partnerships with a broad range of service providers.

The Department's eight strategic initiatives, each with its own implementation plan and outcome, include: Increase Diversity, Increase Leadership in Parks and Recreation, Focus on Cultural Resources, Utilize Technology, Increase Leadership in Natural Resource Management, Develop a New Image, Create and Urban Connection, and Expand Recreational Opportunities.

The Folsom Lake SRA office is currently operating under the existing general plan and three past amendments until completion of the general plan update.

Funding, Budget

Major funding for the development and improvement of state parks has traditionally come from a variety of sources. These include the state's general fund, special funds (including proceeds from environmental license plate sales, user and regulatory fees, and other sources), federal funds, and proceeds from general obligation bonds. While bonds played an especially

important role in parks development in the 1970s and 1980s, they diminished as a funding source through the 1990s. Virtually all of the \$7.2 billion in resource-related bond funds approved between 1970 and 1999 is depleted.

In March 2000, California voters approved the \$2.1 billion “Safe Neighborhood Parks, Clean Water, Clean Air, and Coastal Protection Bond Act of 2000” (Proposition 12). Approximately \$525 million of these funds was allocated to State Parks for the acquisition, protection, development, and rehabilitation of parklands. To receive these funds, State Parks must submit an annual comparative evaluation of needs.

In March 2002, California voters approved the \$2.6 billion “California Clean Water, Clean Air, Safe Neighborhood Parks, and Coastal Protection Act of 2002” (Proposition 40). Proposition 40 allocated \$225 million to State Parks for park acquisitions and improvements. Of this amount, not more than 50% may be used for acquisitions. In its analysis of the proposition, the Legislative Analyst’s Office recommended that the Legislature require State Parks to submit a funding plan for future obligations associated with land acquisitions from Proposition 40 funds. It was recommended that the plan include an estimate of the costs necessary to permit public access to the property and, to the extent known, potential additional development and ongoing operating costs based on the planned or possible uses of the parcel.

State Parks receives federal grants and other assistance from such National Park Service programs as the Rivers, Trails, and Conservation Assistance Program; Land and Water Conservation Fund; Urban Park and Recreation Recovery; National Trails Training Partnership; Federal Lands to Parks; and Partnership Wild and Scenic Rivers Program.

Most park planning, including funding, is executed at the state level via systemwide recreation surveys. The governor ultimately sets the rates for park entrance fees statewide with little or no control over the amounts given to the local park operators. According to Folsom Lake SRA staff, individual parks face the impact of surrounding development without the ability to raise entrance fees, collect development impact fees, or utilize other means of financial mitigation.

S. U.S. Bureau of Land Management

The U.S. Bureau of Land Management (BLM) was formed during a government reorganization in 1946 as a successor to two former federal agencies, the General Land Office and the U.S. Grazing Service. The BLM manages 262 million surface acres of land and 700 million acres of sub-surface mineral estate. The 262 million surface acres under BLM management comprise one-eighth of America's land surface and amount to 41% of the land under federal ownership. The BLM manages such activities as outdoor recreation, livestock grazing, mineral development, and energy production and conserves natural, historical, cultural, and other resources on public lands.

Infrastructure, Facilities, Services

Within the study area, the BLM owns and manages the 3,000-acre Pine Hill Preserve. Created to preserve eight rare plants within the gabbro soil areas in El Dorado County, the Preserve is a partnership between the BLM, American River Conservancy, California Department of Fish and Game, California Department of Forestry and Fire Protection, El Dorado County, El Dorado Irrigation District, U.S. Bureau of Reclamation, and U.S. Fish and Wildlife Service.

The Board of Supervisors approved a cooperative management agreement between these agencies in 2001. The agreement outlines the authorities, goals, responsibilities, and administrative process by which the participants will work together to prepare a management plan for the ecological preserve program. By separate agreement, El Dorado County and the BLM have created funding to employ a preserve manager who is responsible for developing the management plan, still in its early stages. Elements of the plan will address public access, ongoing public education, and fuel reduction/fire management, using the Endangered Species Act as a partial guide. The plan will evaluate public use decisions related to visitation, trails, mountain bike access, equestrian access, walking access, camping, river recreation, and off-road vehicles. Related to the management plan is the U.S. Fish and Wildlife Service's *Recovery Plan for Gabbro Soil Plants of the Central Sierra Nevada Foothills*, finalized in August 2002.

The Pine Hill Preserve is composed of five separate preserve sites: Salmon Falls, Cameron Park, Pine Hill, Penny Lane Ridge, and Martel Creek. These sites were chosen based on their ranking among 22 potential preserve sites identified by the El Dorado Rare Plant Advisory Committee (formed by the Board of Supervisors in 1992). The five sites are scattered from Folsom Lake to Highway 50 between El Dorado Hills and Rescue. The 1996 General Plan designates most of the lands as low density residential, with some open space, rural residential, and medium density residential. These basic designations are coupled with various overlays, including ecological lands, non-jurisdictional lands, and platted lands.

The Preserve is visited regularly by classes from local schools, universities, and various interest groups. Its geology and plant life have been the subject of numerous

academic research projects over the last 20 years. Several volunteer programs, including Volunteer Naturalists, Habitat Restoration Team, and Preserve Watch, help maintain the Preserve and facilitate public involvement. A secondary goal of the Preserve is to “provide low impact recreational opportunities that are appropriate to the Preserve and compatible with the Preserve’s primary and other secondary goals,” which include preservation of rare plant species, research, education, and fire/fuels management.

Weber Creek, portions of which lie within the Pine Hill Preserve, receives a variety of recreational uses such as boating, off-road vehicle use, and fishing activities. Approximately 600-1,000 commercial rafters use this site on an annual basis, with activity centered around the creek’s confluence with the South Fork American River.

In September 2000, the BLM began a community-based planning effort to develop a guide for management of public lands along the South Fork American River corridor for the next 20 years. The plan includes the 12.5 miles of river frontage owned by the BLM, as well as other public lands. The goal was to create a plan that would supplement the *Sierra Planning Area Management Framework Plan* (1988), taking into account new land acquisitions and specific activities not discussed in the old plan. The resulting *South Fork American River Draft Management Plan and Environmental Assessment* (March 2003) contains separate goals for each planning unit under the BLM’s jurisdiction. The recommended management actions for the Pine Hill Preserve

Planning Unit relate to general public access, roads, trails, camping, facilities, prospecting, and other activities. With regard to recreation, the environmental assessment states, “Opportunities for land-based recreation are somewhat limited because of the small size and scattered nature of the public lands, for instance, there is no long-distance recreational trail system because it would have to pass through private properties.” The Pine Hill Preserve management team will address these and other issues in their own management plan and may use the final river management plan as a guide.

Administration, Management, Operations

The BLM’s mission statement is “to sustain the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations.” The BLM takes an ecosystem approach to land management, aimed at promoting biological diversity and sustainable development. The BLM’s mandate under the Federal Land Policy and Management Act of 1976 requires the agency to accommodate multiple uses of the land it manages. Some of these uses include to “preserve and protect certain public lands in their natural condition” and to “provide for outdoor recreation” (43 U.S.C. 1701). All BLM policies, procedures, and management actions must be consistent with this act and the other laws that govern public land use.

The *Bureau of Land Management Strategic Plan* (September 1997) addresses the following Blueprint Goals:

- Serve current and future publics
- Restore and maintain the health of the land
- Promote collaborative management

- Improve business practices
- Improve human resources management

Documents linking and complementary to the strategic plan include annual performance plans, annual budget requests, annual work plans, strategic plans for specific program areas and local offices, and program evaluations and performance reports.

Headquartered in Washington, D.C., the BLM has about 10,000 full-time permanent employees, most of whom work in field offices throughout the 12 western states. El Dorado County, along with 12 other counties, lies within the jurisdiction of the Folsom Field Office. This office is divided functionally into the following staff groups: field manager and associate field manager, lands/minerals, recreation, natural resources, law enforcement, support services, and fire and fuels management. Depending on the season, the office employs about 35-40 people. Most staff time is dedicated to the office's top priorities of recreation and fire/fuels management.

The BLM authorizes specified recreational uses of public lands and related waters by way of special recreation permits. They are issued as a means to manage visitor use, protect natural and cultural resources, and provide a mechanism to accommodate commercial recreational uses.

Authorized by the Land and Water Conservation Fund Act of 1965, there are five types of uses for which these permits are required: commercial, competitive, vending, individual or group use in special areas, and organized group activity and event use. The objectives of the permitting system are "to satisfy recreational demand within allowable use levels in an equitable, safe, and enjoyable manner while minimizing adverse resource impacts and user conflicts."

Funding, Budget

In an effort to reach the recovery plan's goal of 5,000 acres for the Pine Hill Preserve, the American River Conservancy and the Department of Fish and Game continually seek out millions of dollars in grants and other funding from the U.S. Bureau of Reclamation and U.S. Fish and Wildlife Service for the purchase of additional lands within the recovery plan outline. Funds come from such grants as the Land and Water Conservation Fund and the Central Valley Project Improvement Act. Historically, the state and federal agencies involved have contributed matching funds after local entities such as the county and El Dorado Irrigation District first commit local funds. To help with the purchase of the Cameron Park unit, in 1998 El Dorado County established an ecological preserve mitigation requirement and in-lieu fee schedule for certain development projects in the western county. El Dorado Irrigation District also implemented a water meter and delivery surcharge for rare plant recovery.

The national BLM budget request for fiscal year 2004 is approximately \$1.7 billion. Funding is focused on the following four categories: resource protection, resource use, recreation, and serving communities. The state BLM office appropriates these funds through a continued resolution to each field office. The state also coordinates budgeting, including detailed reporting on how appropriated funds are used. The Folsom Field Office received an allocation

of approximately \$1.5 million for fiscal year 2004, \$360,000 of which will be used for recreation.

T. American River Conservancy

The American River Conservancy (ARC) is a member-supported, non-profit organization founded in 1989 to conserve fisheries, wildlife habitat, endangered species habit, recreational lands, and scenic vistas within the American and Cosumnes River watersheds. Since its founding under the name American River Land Trust, the Conservancy has completed 51 public land projects to protect over 7,500 acres of riparian lands, endangered species habitat, trail corridor, and public parklands in El Dorado County. Property acquisitions are chosen with the intention of adjoining nearby public lands and/or extending existing wildlife and greenbelt corridors. The organization is based in Coloma at the ARC Nature Center.

Infrastructure, Facilities, Services

Two of the Conservancy's projects lie within the study area. One, along the South Fork American River, is a proposed eight-mile greenbelt and hiking trail corridor linking the Folsom Lake State Recreation Area at Salmon Falls with Highway 49. The trail corridor along the lower South Fork is part of a larger concept for a Sutter Fort-to-Sutter's Mill trail that would stretch from Sacramento to Marshall Gold Discovery State Park in Coloma. The Conservancy has already acquired over 2,000 acres in this corridor in partnership with the Bureau of Land Management and the State Department of Fish and Game. The last land holding along this route, 440 acres near Salmon Falls Bridge, is currently under contract for ARC to purchase by July 2004. After this last purchase the corridor will be turned over the Bureau of Land Management. A Conceptual Area Protection Plan is being developed for the project among the regulatory agencies, and trail construction is scheduled for completion by summer 2006. The second project, the Pine Hill Preserve, is discussed above under the Bureau of Land Management.

ARC is also working with landowners to record donations of conservation easements to protect sensitive riverfront lands along Weber Creek. Other projects to restore local ecosystems are underway at various sites in El Dorado Hills, with a goal of engaging community volunteers.

The Conservancy administers year-round educational programs and events throughout the county, including a lecture series, nature walks, kids' discovery days, summer camp, festivals, workshops, seasonal docent training, clean-ups, and school events. Quarterly newsletters and program guides detail these events. In addition, Conservancy staff and volunteers conduct stream monitoring and habitat restoration services throughout the American River and Cosumnes River watersheds.

Administration, Management, Operations

The Conservancy's mission is "to protect and enhance natural habitats where biodiversity can flourish; and to promote, through environmental education, a broad ethic of stewardship, assuring healthy ecosystems now and for future generations." ARC is governed by a volunteer board of thirteen community members. The organization has seven paid staff members in the areas of management, environmental education, community outreach, volunteer coordination, land protection, and administrative/bookkeeping services. A support base of 720 individuals and families provides funding and volunteer time.

Funding, Budget

ARC acquires wildlife and plant habitat by purchasing or accepting donations of land from willing landowners. This is generally accomplished through fee title acquisition or through conservation easements, each of which ARC either purchases at fair market value or accepts as a donation. ARC utilizes the Sierra Nevada Alliance's "Tools That Land Trusts Use" as a guide for this process. Funds are raised from private and public donors and from grants administered by the State Wildlife Conservation Board, State Resources Agency, and others. The Conservancy is also an affiliate of Earth Share of California, which provides charitable giving opportunities in the workplace.

In August 2003 the Board of Supervisors voted to fund the purchase of an additional 12.3 acres of land for the Pine Hill Preserve. This stretch of land, costing \$170,000, links two other sections of land in the Salmon Falls Unit. The ARC has close to \$3 million remaining to spend on land purchases from willing sellers with over half of that amount coming from the federal government. These funds will be used to purchase the remaining land in the South Fork trail corridor along with an additional \$2.5 million in fundraising for trail construction.

U. Homeowners' Associations

Based on preliminary questionnaires sent out to a number of homeowners' associations (HOAs) located within the study area and information received from other service providers, three associations were identified that provide services related to recreation for their residents. There may be other HOAs in the study area that were not identified in LAFCO's research efforts.

1. *Bridlewood Canyon*

Located in the Bass Lake area, the covenants, conditions, and restrictions (CC&Rs) for this association identify the following recreational facilities for the use of its residents: recreation center, lounge, two tennis courts, swimming pool, hard court, lake, and boat docks. Landscaped and open space areas are maintained through easements. The HOA regulates water treatment, boating, fishing, and docks. Owners of property abutting the lake pay annual lake assessments. All property owners pay assessments for maintenance of the recreational facilities and other common areas.

2. *Sterlingshire*

Located in El Dorado Hills, the CC&Rs for this association identify open space lots and easements to be used specifically for walking and jogging trails, picnic areas, vista overlooks, rest areas, and stream and pond access. Each property owner is assessed a yearly fee to "be used exclusively to promote the recreation, health, safety and welfare of the residents and the Property and for the improvement and maintenance of the Common Area." The base year assessment was \$403.32, with an allowance for the board of directors of the HOA to increase the amount no more than 20% per year.

3. *The Summit*

Located in El Dorado Hills, the CC&Rs for this association identify a landscaped scenic corridor with recreational facilities and a creek. The Summit HOA collects a maximum annual landscaping assessment of \$786.96 per lot for the Lake Forest Owners Association, which is responsible for maintenance of the scenic corridor.

EDHCSD staff noted in their questionnaire that this subdivision maintains tennis courts.

4. *Serrano*

Serrano, a master-planned community in El Dorado Hills, contains private park and recreational lands and facilities that are owned and managed by two separate groups:

Serrano Associates owns and operates the 34,000-square foot Serrano Country Club and 200-acre Serrano Golf Course. The country club provides recreational services for its members and hosts banquets, weddings, and other events. The company also owns and maintains approximately 1,100 acres of open space and owns a 45-acre archery range that is licensed to El Dorado Hills Bowmen (see discussion under Other Providers).

The Serrano Homeowners' Association owns and maintains 10 developed parks plus two undeveloped parks in the design phase and one proposed park in the planning phase (37.8 total park acres). Two parks within the Serrano community were dedicated to El Dorado Hills CSD after they were developed by Serrano. Another park, in Village J, is planned for possible future dedication.

V. Other Providers

The El Dorado County Visitor's Authority and various community websites and publications identify several recreation providers on the western slope of the county. A few of the multitude of providers are briefly profiled below, although many others may not have been identified for the study.

American Sewing Guild

American Sewing Guild is a national non-profit organization dedicated to sewing and sewing education. The volunteer members of the Gold Country Chapter sponsor community service projects, fashion shows, newsletters, educational programs, speakers, and eight neighborhood sewing/embroidery groups in Placerville and El Dorado Hills. Annual chapter dues are \$40 for new members and \$35 for membership renewal.

BeautifulVista

BeautifulVista organizes 30 different bicycle rides throughout the western region of El Dorado County. The organization provides descriptions of each ride, including the level of difficulty, riding time, elevation, seasonal weather conditions, and route maps. Links to local bicycle shops are provided on the website. The organization's services are free.

Boys and Girls Club

The Boys and Girls Club is a non-profit organization that provides youth programs and activities in a dedicated facility. After a citizen volunteer group known as the Teen Center Committee opened the Shingle Springs/Cameron Park Teen Center in October 2003, the Boys and Girls Club took over the facility. The group also contributed a \$15,000 grant for the center. The club has since moved out of the facility, however, and is negotiating with other local organizations for a newer facility with more security.

Boy Scouts

Boy Scouts of America "was incorporated to provide a program for community organizations that offers effective character, citizenship, and personal fitness training for youth." The Golden Empire Council, Districts of El Dorado and Rio Del Oro achieve these three aims through small group patrols, outdoor programs and camps, associations with adults, and conservation activities. The Boy Scouts are organized into six age groups. Members buy their own uniforms, handbooks, and personal equipment and pay their own camp fees.

Camp Fire

Camp Fire USA is a not-for-profit youth development organization that administers the following core programs through the Sacramento Sierra Council: small group clubs and mentoring, leadership development, camping and environmental education, child care, and self-reliance and self-learning classes. Various fees are charged for classes and camps.

Dance

Within the study area, dance studios and fitness centers offering dance classes include:

- Center Stage Dance Academy on Francisco Drive in El Dorado Hills
- Dance Expressions on Golden Foothill Parkway in El Dorado Hills
- Dianna’s Dance Studio on South Shingle Road in Shingle Springs
- Foothills Dance and Performing Arts Studio on Durock Road in Shingle Springs
- Mueller Fitness on Francisco Drive in El Dorado Hills
- Pacific Dance Arts on Durock Road in Shingle Springs
- Tinseltown Presents on South Shingle Road in Shingle Springs
- Tumble Time Gymnastics near Shingle Lime Mine Road in Shingle Springs

El Dorado Arts Council

The El Dorado Arts Council “serves as the county's umbrella organization for individual artists and arts organizations, providing them with a variety of programs and services.” The El Dorado Arts Council is a non-profit organization funded in part by the California Arts Council as well as through grants, memberships, donations, and fundraising events. Programs and services include student performances, art exhibits and art studio tours, film showings, poetry readings, writing workshops, trips to museums and theaters, and musical and theatrical performances. Annual membership dues range from \$17 for seniors and students to \$1,000 for high-level

donors.

El Dorado County Farm Trails Association

The El Dorado County Farm Trails Association includes over 110 farms, ranches, wineries, and recreational facilities in the western half of the county. Many members also belong to the El Dorado County Christmas Tree Growers Association, El Dorado County Wine Grape Growers Association, El Dorado County Winery Association, and Historic Country Inns of El Dorado County. The Farm Trails Association also holds a summer certified farmer's market at Christa McAuliffe Park in Cameron Park. Located within the study area are:

- Beautiful View Iris Garden on Hickok Road in El Dorado Hills
- Chevalier Winery on French Creek Road in Shingle Springs
- Forty Mile Ranch on Mother Lode Drive in Shingle Springs
- Leota's Iris Garden on Meder Road in Shingle Springs
- Rose Springs Farm on Meadow Circle in Rescue
- Sogno Winery and Vineyards on Ponderosa Road in Shingle Springs
- Truly Vine Ripened Gardens on Jackie Lane in Shingle Springs
- White Moon Ranch on Semor Drive in Shingle Springs

El Dorado Hills Bowmen

El Dorado Hills Bowmen is an archery club with a 45-acre fixed target course on El Dorado Hills Boulevard. The course is open to the public for a \$2 daily fee per archer. Members can participate in monthly club shoots, a hunting league, a monthly newsletter, and other club events such as picnics and barbeques.

El Dorado Hills and Sierra Swim Teams

The El Dorado Hills and Sierra Swim Teams are non-profit, community-sponsored local swim teams participating in the Suburban Swim League with other local teams in the greater Sacramento area. Registration fees for the El Dorado Hills team are \$200 for the first child, \$180 for the second child, and \$172 for each additional child. Fees for the Sierra team are \$125 for the first child, \$105 for the second child, and \$85 for each additional child.

El Dorado Hills Youth Basketball

El Dorado Hills Youth Basketball is a non-profit volunteer youth basketball program serving the El Dorado Hills community. Registration fees are \$120 including uniform.

El Dorado Hills and Ponderosa Youth Football and Cheer

The El Dorado Hills and Ponderosa Youth Football and Cheer programs are members of the Northern California Sports Alliance, part of the National Alliance for Youth Sports. The

National Alliance is a non-profit youth sports educator and advocate. The Youth Football and Cheer programs are divided into five groups according to age and weight (football only). El Dorado Hills registration fees are \$325 for football and cheer including uniform. Ponderosa registration fees range from \$205-\$225 for football including jersey and \$130-\$150 for cheer plus the cost of the uniform.

El Dorado Youth Soccer League

The California Youth Soccer Association is a non-profit corporation supported through player registration fees, league fees, sponsorships, and donations. Affiliated with this association is the El Dorado Youth Soccer League. Within the league, the El Dorado United Competitive Club and the recreational El Dorado Hills Soccer Club and Prospector Club serve thousands of children within the study area. Registration fees are \$900 including uniform for the competitive club, \$70 per child for the first two children/\$35 for each additional child plus the cost of uniform for the El Dorado Hills Soccer Club, and \$100 for recreational teams/\$200-\$300 for select teams including uniform for the Prospector Soccer Club.

Foothill Girls' Softball

Foothill Girls' Softball, located at Buckeye Elementary School, is affiliated with the Northern California Girls' Softball Association. The league is divided into five age categories and also offers two competitive divisions. Players may participate in the spring, winter, or all stars programs. Registration fees are \$85 for the first child and \$70 for each additional child.

Foothill Cruisers

Foothill Cruisers is a car club in Cameron Park. The club organizes an annual custom and classic car show sponsored by Cameron Park CSD. All proceeds from this event benefit Christa McAuliffe Park improvements. The club makes other donations to the CSD through varying cooperative agreements.

Girl Scouts

Girl Scouts of the USA is administered by non-profit councils through troops, groups, activity centers, and events. Girl Scouts of Tierra Del Oro administers the Sierra Pines and Foothill Gold service units within the study area. The Girl Scouts are organized into five age groups. The annual membership fee is \$7.

Golf Courses/Country Clubs

Several private golf courses are located within the study area, including:

- Bass Lake Golf Course on Alexandrite Drive in Rescue (140 acres)
- Cameron Park Country Club on Royal Drive in Cameron Park (112 acres)
- El Dorado Hills Golf Club on El Dorado Hills Boulevard in El Dorado Hills (67 acres)
- Serrano Country Club and Golf Course on Serrano Parkway in El Dorado Hills (200 acres)

Some golf courses/country clubs offer other amenities such as swimming pools, tennis courts, and banquet facilities.

Kampgrounds of America

Kampgrounds of America (KOA) operates a year-round campground on Shingle Springs Drive in Shingle Springs. The campground offers 112 sites for recreational vehicles (RVs) and tents/tent villages as well as eight cabin rentals. Many modern amenities are available, as well as a swimming pool, hot tub/sauna, pavilion/meeting room, kitchen, snack bar, mini golf course, tours, fishing, bicycle rentals, day trips, and various planned activities. Daily fees for tent sites range from \$20-\$27, RV sites range from \$27-\$50, and cabins range from \$40-\$60.

Little League

Little League, Inc. is a national youth athletic organization serving the western slope of the county through the El Dorado Hills (North and South), Ponderosa, Pony Express, and Timber Little Leagues, part of District 54 of the California Section of the Western Region. The local leagues are further divided into eight divisions based on the players' age and skill level. Registration fees are \$35 for in-house sessions and \$45 for traveling teams.

Marble Valley Center for the Arts

Marble Valley Center for the Arts is a non-profit public benefit corporation in the process of building a regional arts center in the Marble Valley area south of Highway 50. The building, still in the fundraising stages, will house visual and performing arts with a 900-seat theater, indoor and outdoor art galleries, and other features. The organization also plans concerts, festivals, and art tours. Membership/donor gift levels start at \$25.

Rafting

At least 50 rafting outfitters from El Dorado, Placer, and Sacramento Counties operate on the South Fork American River. Thirty-five are permitted with El Dorado County. Every year more than 100,000 people ride the 20.7-mile river run from Chili Bar to Salmon Falls.

Rotary Club

Local Rotary Clubs, affiliated with Rotary International, unite volunteers for various community service projects and fundraising efforts.

The Cameron Park Rotary Club is planning to open an observatory in Cameron Park in 2005. The observatory will feature a retractable roof and will be open to the public with an emphasis on educating schoolchildren about astronomy.

The El Dorado Hills Rotary Club has contributed over \$100,000 toward a new teen center for El Dorado Hills CSD.

Shingle Springs Community Center

COMMISSION

The Shingle Springs Community Center is owned by a group of citizen volunteers who rent out the facilities to other community organizations and residents. The main facility hosts weddings, dances, etc. as well as the County Senior Nutrition Program and Meals-on-Wheels for seniors. A small park adjoins the main building and contains a soccer field and horseshoe pits.

Sierra Club

The Sierra Club, a volunteer environmental organization, seeks to protect and preserve the environment through activism, public education, lobbying, and litigation. The Maidu Group of the Mother Lode Chapter organizes outings such as day hikes and tours for residents of El Dorado County.

Sports Central

Located in Shingle Springs, Sports Central has batting cages and ranges available for practice.

**TABLE 2
DESCRIPTION OF PARKS, RECREATION, AND OPEN SPACE FACILITIES**

Facility and Location	Acres	Description/Amenities
<i>Cameron Park Community Services District</i>		
Bass Lake Park (Joint Use) Bass Lake Road	3	Multi-use fields, picnic area
Blue Oak School (Joint Use) Merrychase Drive		Multi-purpose room
Bonanza Park Spill Way	13.6	Undeveloped
Buckeye School (Joint Use) Buckeye Road		Multi-purpose room
Camerado Springs Middle School (Joint Use) Merrychase Drive		Gym, classrooms
Cameron Meadows East of Rasmussen Park	22	Undeveloped
Cameron Park Lake Cambridge Road	51.4	Lake, 4 tennis courts, volleyball court, playground, walking/jogging trails, fishing, boat rentals, swimming lagoon, picnic areas, barbecues, concession, gazebo area, restrooms
Christa McAuliffe Park Merrychase Drive	6	Soccer field, playground, skate park, picnic areas, concession, restrooms
Community Center site Country Club Drive	4.1	Undeveloped

**TABLE 2
DESCRIPTION OF PARKS, RECREATION, AND OPEN SPACE FACILITIES**

Facility and Location	Acres	Description/Amenities
David West Park Crazy Horse	2.1	Baseball field, soccer field, picnic areas
Eastwood Park Meder Road	2.6	Landscaped open space, informal picnic area
Gateway Park Cambridge Road	7.8	Trails, informal youth ballfield, informal picnic area
Hacienda Park Hacienda Drive	4.9	Trails, par course, picnic areas
Knollwood Park Knollwood Drive	6.5	Undeveloped
Mira Loma Building (Rented) Mira Loma Drive	1,100 sq. ft.	Classrooms
Northview Park Meder Road	6	Greenbelt, playground
Ponderosa High School (Joint Use) Ponderosa Road		Gym, soccer field, swimming pool, classrooms
Rasmussen Park Mira Loma Drive	10	2 soccer fields, 2 softball fields, t-ball, playground, concession, picnic area, barbecues, horseshoe pits, restrooms
Rescue School (Joint Use) Green Valley Road		Multi-purpose room
Royal Oaks Park Country Club Drive	10.4	Trails, informal picnic area
Sandpiper Park Bass Lake Road	1.8	Undeveloped
<i>El Dorado Hills Community Services District</i>		
Allan H. Lindsey Park (Joint Use) Silva Valley Parkway	5	2 baseball fields, large turf area for soccer, covered picnic area
Art Weisberg Park Francisco Drive	4.27	Turf, horseshoe pits, picnic tables, barbecues
Bass Lake Park (Joint Use) Bass Lake Road	3	Multi-use fields, picnic area

**TABLE 2
DESCRIPTION OF PARKS, RECREATION, AND OPEN SPACE FACILITIES**

Facility and Location	Acres	Description/Amenities
Community Park El Dorado Hills Boulevard	39.5	3 multi-use sports fields, nature area, picnic tables, barbecues, playground, horseshoe pit, portable toilet, courtyard, swimming pool, meeting/banquet facilities, kitchen
Creekside Greens South of Highway 50	1.7	Irrigation and turf, walkways, picnic tables
Crescent Hills Indian Grinding Rock Arches Avenue	0.15	Permanent cultural resources preserve
Fairchild Park Brackenwood Place	0.76	Permanent cultural resources preserve
Fairchild Park Brackenwood Place	2.75	Under construction; planned turf area, playground, walkways, picnic tables
Fairchild Open Space Tam O'Shanter Drive	10.25	Open space with trail
Governor/Crown Valley Open Space Between Governor and Crown Villages	18.22	Undeveloped/permanent open space
Governors West Park Governor Drive	0.75	Undeveloped
Highland View Park Aberdeen Way	4	Irrigation and turf
Jackson School (Joint Use) Francisco Drive		Multi-use building, sports fields, playground
Kalitheia Park Gillett Drive	3.8	Soccer and baseball fields, covered picnic area and play equipment, vista overlooks
Marina/Lake Forest Park Francisco Drive	9.7	Undeveloped
New York Creek Nature Trail Harvard Way	27.9	1.5-mile trail from Community Park to vicinity of Art Weisberg Park and Jackson School, trails, benches, nature area, interpretive signage, staging areas, creek and riparian habitat
Oak Knoll Park Alyssum Circle	2.6	Neighborhood clubhouse, swimming pool, turf and picnic areas, playground, trails
Oak Ridge High School (Joint Use)	10	Turf athletic fields

**TABLE 2
DESCRIPTION OF PARKS, RECREATION, AND OPEN SPACE FACILITIES**

Facility and Location	Acres	Description/Amenities
Harvard Way		
Overlook Park Kensington Drive	1.18	Playground, small turf area
Parkview Heights Park Governor Drive	1.18	Picnic tables, barbecues, horseshoe pit, playground, sport court, turf play area
Peter Bertelsen Memorial Park Arrowhead Drive	10.7	Swimming pool (closed), playground, picnic tables, barbecues, large lawn area, restrooms
Promontory Community Park Alexandra Way	18.7	Undeveloped; planned lighted sports fields, playground, concession, restrooms, parking
Reid White Memorial Ponds at Governors Park Governor Drive	1.9	Turf, ponds, benches, bridge, nature area, picnic tables
Ridgeview Park Ridgeview Drive	4.35	Turf area, playground, picnic tables, barbecues
Ridgeview Unit 7 Park Powers Drive	0.6	Playground, benches, turf area
St. Andrews, Lot E Riviera Circle	4.25	Open space area
St. Andrews Park El Dorado Hills Boulevard	4.73	Turf play area, playground, picnic tables, barbecues
Stephen Harris Memorial Park Tam O'Shanter Drive	5.71	Soccer field, 4 tennis courts, practice wall, playground, picnic tables, benches, fitness track/course, basketball court
Village Green Park Silva Valley Parkway	10	Large pond and waterfall, large grassy area, nature area with trail, children's play area, picnic tables
Waterford Park Carnelian Circle	1.15	Large lawn area, play area, picnic tables
Wild Oaks Park El Dorado Hills Boulevard	8.2	Natural area/open space with no active development, some trails and pathways
William C. "Bill" McCabe Memorial Field Redwood Drive	3	Softball/soccer/football lighted field, horseshoe pits, picnic tables, community bulletin board, portable toilet
William Brooks School (Joint Use)	10.3	Multi-purpose room, small soccer field

TABLE 2 DESCRIPTION OF PARKS, RECREATION, AND OPEN SPACE FACILITIES		
Facility and Location	Acres	Description/Amenities
Park Drive		
Windsor Point Park Francisco Drive	1.41	Undeveloped
<i>El Dorado Irrigation District</i>		
Bass Lake Park (Joint Use) Bass Lake Road	3	Leased to EDHCSD, CPCSD, and RUSD
<i>Holiday Lake Community Services District</i>		
Holiday Lake Holiday Lake Drive	30	Lake, walking trail
<i>Springfield Meadows Community Services District</i>		
Berkshire Park	3	Grassy area
Haddington Pond		Detention pond
Manchester Pond		Detention pond
Stonebriar Park	10	Multi-use baseball/soccer field
<i>Buckeye Union School District</i>		
Blue Oak School (Joint Use) Merrychase Drive	10.2	Multi-purpose room, multi-use field can hold 2 softball or 2 soccer fields
Buckeye School (Joint Use) Buckeye Road	10	Multi-purpose room, multi-use field can hold 3 softball fields or 1 soccer field
Camerado Springs Middle School (Joint Use) Merrychase Drive	19.85	Gym, multi-purpose room, multi-use field can hold 4 baseball/softball fields or 1 soccer field
Rolling Hills Middle School Silva Valley Parkway	22.93	Gym, multi-purpose room, multi-use field can hold 2 softball fields or 1 soccer field
Oak Meadow School (Joint Use) Silva Valley Parkway	3.2	Multi-purpose room, adjacent to Allan H. Lindsey Park
Silva Valley YRE School Golden Eagle Lane	10	Multi-purpose room, multi-use field can hold 1 baseball field and 2 softball fields or 1 soccer field
William Brooks School (Joint Use) Park Drive	10.3	Multi-purpose room, small soccer field

TABLE 2 DESCRIPTION OF PARKS, RECREATION, AND OPEN SPACE FACILITIES		
Facility and Location	Acres	Description/Amenities
<i>El Dorado Union High School District</i>		
Oak Ridge High School (Joint Use) Harvard Way		2 gyms, theater, performing arts center, football field, track, 2 soccer fields, 3 softball fields, 2 baseball fields, 4 tennis courts, and 15 basketball courts
Ponderosa High School (Joint Use) Ponderosa Road	38	2 gyms, theater, swimming pool, football field, track, 2 soccer fields, 3 softball fields, 2 baseball fields, 7 tennis courts, and 18 basketball courts
<i>Latrobe School District</i>		
Latrobe School South Shingle Road	3.5	Playground
Miller's Hill School South Shingle Road	10.01	Multi-purpose room, 1 undeveloped soccer/softball field
<i>Rescue Union School District</i>		
Green Valley School Bass Lake Road		Multi-purpose room, 2 baseball fields, 1 soccer field
Jackson School (Joint Use) Francisco Drive		Multi-purpose room, 2 baseball fields, 1 soccer field
Lake Forest School Salisbury Drive		Multi-purpose room, 1 baseball field, 1 soccer field
Marina Village School Francisco Drive		Multi-purpose room, gym, 2 baseball fields, 1 soccer field
Pleasant Grove Middle School Green Valley Road		Multi-purpose room, 3 baseball fields, 1 soccer field
Rescue School (Joint Use) Green Valley Road		Multi-purpose room, 2 baseball fields, 1 soccer field
<i>El Dorado County General Services Department, Division of Airports, Parks and Grounds</i>		
Bass Lake Regional Park Bass Lake Road	41	Currently in design stage; anticipated to contain 2 baseball fields, 2 basketball courts, 2 soccer fields, disc golf course, community center, interpretive nature center, 2 playgrounds, trail, dog park
Bradford Park Motherlode Drive	0.91	Playground, small sports field, covered picnic areas
Sacramento-Placerville Trail Corridor	28 miles	El Dorado County's portion of a 28-mile trail corridor. Natural condition at this time.

TABLE 2 DESCRIPTION OF PARKS, RECREATION, AND OPEN SPACE FACILITIES		
Facility and Location	Acres	Description/Amenities
	total	
South Fork American River	20.7 miles	Whitewater rafting
<i>California Department of Parks and Recreation</i>		
Folsom Lake State Recreation Area	18,000	Within study area: lake, marina, boat launches, concession, gas station, barbeques, picnic areas, trails, wetland preserve, restrooms
<i>Bureau of Land Management</i>		
Pine Hill Preserve	3,000	Partnership between BLM, ARC, California Department of Fish and Game, California Department of Forestry and Fire Protection, El Dorado County, EID, U.S. Bureau of Reclamation and U.S. Fish and Wildlife Service to protect 8 rare plant species
<i>American River Conservancy</i>		
South Fork American River trail corridor	2,400	Currently working on completing a greenbelt and hiking trail corridor linking the Folsom Lake State Recreation Area at Salmon Falls with Highway 49

VI DESCRIPTION OF PRIOR LAFCO STUDIES

In the last ten years, LAFCO conducted two sphere of influence studies in the study area: *Issues and Alternatives in Updating the Spheres of Influence of Special Districts in the Cameron Park Area* (June 1998) and *El Dorado Hills Community Services District Sphere of Influence Report* (June 1998).

X. Cameron Park Study

This study was undertaken by a consultant to LAFCO at the request, and with the assistance, of the Cameron Park Community Services District with the following objectives:

- To describe the services of special districts in and around Cameron Park.
- To describe problems created in the delivery of park and recreation services by the competing financial needs of these districts.
- To identify different ways of addressing the perceived mismatch between park and recreation service demand in Cameron Park and the jurisdictional boundaries of CPCSD.
- Recommend to LAFCO policy actions and a process for reviewing spheres of influence so that appropriate actions to address service problems may be taken by LAFCO and the affected agencies in the future.
- Recommend to LAFCO policy changes to prepare for amending district spheres of influence and processing proposals for changes to the boundaries and organization of specific districts in the Cameron Park area.

As part of the study, six special districts were examined:

1. Cameron Park Community Services District
2. Rescue Fire Protection District
3. Cameron Estates Community Services District
4. El Dorado Hills Community Services District
5. El Dorado Hills County Water District
6. El Dorado County Fire Protection District

Analysis of the above issues resulted in a recommendation that LAFCO review and revise its policies in preparation for periodic review of special district spheres of influence. Within the structure of the revised policies, the study recommended that the Commission seek active involvement of the special districts in the Cameron Park vicinity in the revision of their existing spheres of influence.

The study further concluded that in making sphere determinations for districts in the Cameron Park area, the Commission will need to draw distinctions between:

- Short term allocation problems that should be addressed by the affected agencies themselves (with additional growth and investment) and long term problems that require boundary changes;
- The need for changes of organization that equitably re-allocate revenues and the simple need for increased revenues; and
- The extent to which special district boundaries and jurisdiction can/should be used to define and reinforce the identifies of the unincorporated communities (Cameron Park, Rescue, Shingle Springs, and El Dorado Hills) and instances in which district boundaries must extend to wider areas.

As a result of the study, in November 1998 the Commission revised exiting policies and adopted new policies for general sphere of influence issues, periodic review and maintenance, limited service spheres, criteria for review of sphere amendments, and other related policies. At the same meeting, LAFCO established an original sphere of influence and a limited service sphere of influence for Cameron Park CSD that separated parks and recreation services from fire protection services.

Y. El Dorado Hills Study

This study was conducted by a consultant to LAFCO to consider nearby agencies as they relate to the El Dorado Hills Community Services District and to identify potential areas of LAFCO concern such as boundaries, services, and possible incorporation of the community. Included in the report was an analysis of alternatives and recommendations for revision of the EDHCSD sphere of influence. The following six districts were considered during the course of the study:

1. El Dorado Hills Community Services District
2. El Dorado Hills County Water District
3. Springfield Meadows Community Services District
4. Marble Mountain Homeowners Community Services District
5. Hickok Road Community Services District
6. Arroyo Vista Community Services District

Based on the analysis conducted in this study, the consultant recommended that LAFCO approve an expanded sphere of influence for the EDHCSD encompassing the urbanizing areas east of the county boundary and west of Cameron Park in anticipation of significant population growth, accelerating demand for the district's services, and possible incorporation as a single city. Areas recommended for inclusion in the sphere included Springfield Meadows, the portion of Marble Valley not already within the EDHCSD sphere, Marble Mountain, the El Dorado Hills Business Park, and Carson Creek. As a result of the study, in June 1999 LAFCO adopted a technically adequate and enlarged sphere of influence for EDHCSD that includes Green Springs Ranch and Marble Valley. Annexation of the Green Springs Ranch area is currently pending at LAFCO, and a new application from Marble Valley is expected in the near

term.

VII ENVIRONMENTAL REVIEW

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 for West County Parks, Recreation, Open Space, and Related Services is specific to this study and may differ from the environmental review of other service reviews and other LAFCOs.

Preliminary Review

The Public Resources Code (§21000 et seq.), also known as the California Environmental Quality Act (CEQA), requires public agencies to evaluate the potential environmental effects of their actions. CEQA applies only to discretionary government activities that are defined as "projects." A project is defined as the whole of an action that has the potential for resulting in either a direct physical change to the environment or a reasonably foreseeable indirect physical change to the environment. A project is discretionary if it requires the public agency to exercise judgment or to deliberate when it decides to approve or disapprove the project (CEQA Guidelines §15378). In order for CEQA to apply to a municipal service review, the service review must be considered a project under CEQA.

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. Government Code §56430 states that LAFCO shall conduct service reviews "before, or in conjunction with, but no later than the time it is considering an action to establish a SOI." This legislatively mandated sequence implies that service reviews are the first step toward implementing discretionary SOI projects. CEQA projects must consider the whole of an action and may not be segmented into applicable and non-applicable categories. Therefore, service reviews are discretionary projects and are subject to CEQA review.

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 qualifies for a Class 6 categorical exemption as outlined in Public Resources Code Section 15306. This exemption "consists of basic data collection, research, experimental management, and resource evaluation activities which do not result in a serious or major disturbance to an environmental resource. These may be strictly for information gathering purposes, or as part of a study leading to an action which a public agency has not yet approved, adopted, or funded" (CEQA Guidelines §15306). This service review may lead to actions such as government reorganizations and SOI updates that could potentially affect the environment.

**TABLE 3
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	
Cameron Park	14,549	13,421 (92.2%)	92 (0.6%)	129 (0.9%)	209 (1.4%)	18 (0.1%)	273 (1.9%)	407 (2.8%)	975 (6.7%)
El Dorado Hills	18,016	16,234 (90.1%)	139 (0.8%)	83 (0.5%)	740 (4.1%)	30 (0.2%)	247 (1.4%)	543 (3.0%)	896 (5.0%)
Shingle Springs	2,643	2,423 (91.7%)	10 (0.4%)	34 (1.3%)	43 (1.6%)	4 (0.2%)	35 (1.3%)	94 (3.6%)	175 (6.6%)
El Dorado County	156,299	140,209 (89.7%)	813 (0.5%)	1,566 (1.0%)	3,328 (2.1%)	209 (0.1%)	5,547 (3.5%)	4,627 (3.0%)	14,566 (9.3%)

Source: 2000 Census
Percentages may not add due to rounding

The census area boundaries do not correspond to CSD boundaries or General Plan Community Region boundaries, but the data provides a demographic framework for the evaluation of environmental justice issues.

Data is available from the El Dorado County Office of Education regarding ethnicity of student populations. These statistics are based on school attendance areas and school districts. For school areas generally contained in the study area the data confirms that minority populations are small and dispersed, with the largest ethnic minority population listed as Hispanic/Latino (approximately 4-9% of total student population).

The El Dorado Community Foundation recently conducted a study of the needs of Latino populations in the county. The Foundation estimated that the Latino population of El Dorado County might be about 24.7% of the total county population. Census data above notes 14,566 Hispanic or Latino persons in the county population, about 9.3%. Spanish-speaking volunteers conducted a home-based survey in areas where clusters of Latinos live near one another in areas outside the LAFCO study area (Placerville and Pollock Pines). The Cameron Park portion of their survey is a part of the LAFCO study area. Their analysis was more anecdotal and identified only pockets and small clusters of Latinos.

The demographic data from the census suggests that the study area is relatively homogenous with low numbers of racial or ethnic minorities counted. The census data supports that only a very small number of minority individuals are in the service review study area. Income data available from the census does not suggest that there are low income population concentrations in the study area. No specific neighborhoods could be identified by LAFCO staff that are underserved by public facilities. Infrastructure and housing distribution is relatively even throughout the developed portions of the study area. No low income/minority neighborhoods were identified where facilities and uses that pose a significant hazard to human health and safety were found.

The County Proposed 2004 General Plan does not address environmental justice directly. Although the Environmentally Constrained Alternative did contain related land use and housing policies, the 1996 Alternative and the Proposed 2004 General Plan (Interim Review Draft of June 10, 2004) do not contain those sections. The Proposed 2004 General Plan Housing Element includes Goal HO-1: To provide housing that meets the needs of existing and future residents in all income categories. The housing element also discusses the following special needs groups: people with disabilities, seniors, agricultural employees, female heads of households, homeless persons, and large families and households.

IX SERVICE REVIEW ANALYSIS AND DETERMINATIONS

The analysis and determinations for the nine required factors focus on the four agencies wholly contained within the study area for which LAFCO must establish a sphere of influence: Cameron Park Community Services District, El Dorado Hills Community Services District, Holiday Lake Community Services District, and Springfield Meadows Community Services District.

The nine factors are listed as follows in Government Code §56430:

- (1) Infrastructure needs or deficiencies.
- (2) Growth and population projections for the affected area.
- (3) Financing constraints and opportunities.
- (4) Cost avoidance opportunities.
- (5) Opportunities for rate restructuring.
- (6) Opportunities for shared facilities.
- (7) Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers.
- (8) Evaluation of management efficiencies.
- (9) Local accountability and governance.

Infrastructure Needs and 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.

OPR Definition: The term, “infrastructure,” is defined as public services and facilities, such as sewage-disposal systems, water-supply systems, other utility systems, and roads (General Plan Guidelines).

For park and recreation related services, infrastructure includes land areas such as real estate property, lakes, easements, etc. Infrastructure also includes a wide range of improvements and facilities such as buildings, playground equipment, swimming pools, boat docks, and other structures, installed and maintained by the provider.

The OPR definition further explains “infrastructure needs and deficiencies” as the status of existing and planned infrastructure and its relationship to the quality and levels of service that can or need to be provided.

Park and recreation infrastructure service “units” cannot be defined or quantified as easily as infrastructure intensive services such as water or wastewater treatment.

Analysis of park and recreation infrastructure “needs and deficiencies” includes both subjective and objective measures of service. The amount of lands and areas for recreation, the type of facilities and activities available relative to demand, location of such lands and facilities relative to various populations, and analysis of underserved areas relative to current and projected population are considered here.

Planning law (Quimby Act), the National Recreation and Park Association (NRPA), and the El Dorado County General Plan articulate standards for the amount of parkland infrastructure necessary to support population. These are one measure of adequacy or capacity.

The types and quantity of needed park infrastructure mirror the age, interests, preferences, and expectations of the community. These needs necessarily change over time as the character of the community changes. Service providers must be responsive to service users’ needs and must modify infrastructure and services to maintain high quality services over the long term. This is an important, but more subjective, measure of adequacy or capacity.

Land Area

Planning law (Quimby Act), National Recreation and Park Association (NRPA) standards, and the El Dorado County General Plan specify an amount of general parkland that should be set aside based on population. All three standards are set at 5 acres per 1,000 persons.

TABLE 4 PARK AREA STANDARDS		
Park Type	Acres Per 1,000 Persons	Size
Neighborhood Parks	2	2-10 acres
Community Parks	1.5	10-44 acres
Regional Parks	1.5	30-10,000 acres
<i>Total</i>	5	-
Specific Standards (Neighborhood and Community Parks)		
Cameron Park CSD	5	-
El Dorado Hills CSD	5	-
Planned Communities	5	-
Source: Proposed 2004 El Dorado County General Plan		

Each parks and recreation provider works toward the attainment of these standards within its territory. Open space and other natural, undeveloped areas, which may be included in a provider’s territory, generally are not credited toward the standards. Some providers have adopted policies for open space standards in addition to parkland standards.

New development can meet the requirements for parkland dedication with a combination of public and private lands and facilities. Planned

developments can receive a credit allowance of 50-75% of the amount of required parkland and dedication or in-lieu fees if they contain park and recreational lands that will be privately owned and maintained

by
the
future
residents.

Although these lands may be inside the territory of a public park and recreation provider, they generally are not credited toward that provider's standards.

**TABLE 5
PARK AREA BY AGENCY**

Agency	Total Population	Total Park Acres¹	Total Acres Required to Meet Standard	School Site Acres	Other Recreational Areas⁴
Cameron Park CSD	16,554	152.20	82.77	30.05	112+
El Dorado Hills CSD	28,024	211.41	140.12	51.43 ³	390.8+
Holiday Lake CSD	136	30.00 ²	0.68	0	0
Springfield Meadows CSD	971	33.09	4.85	0	0
<p>1 Estimated total includes developed and undeveloped parks, joint use parks, and some open space. 2 Privately-owned lands maintained by district. 3 Does not include four schools for which data was unavailable. 4 Not a comprehensive estimate; includes golf courses, private parks, county parks, etc.</p>					

The NRPA also provides space standards for each type of facility and land use within developed parkland. Under the umbrella term “parkland,” specific park types and features are largely determined by local needs and circumstances as interpreted by the local service provider. See Table 2 for a detailed inventory of parks, recreation, and open space facilities for each agency included in the study.

Type and Amount

The types and quantity of needed park infrastructure mirror the age, interests, preferences, and expectations of the community. In this context, infrastructure refers to organized programs and facilities (buildings and structures installed and maintained by service provider). This infrastructure is most commonly associated with active recreation. The type and amount of service needed is difficult to quantify, and future needs are hard to predict. National Recreation and Park

Standards provide general standards for facilities (size and space) and also set standards for special facilities.

Demand, Capacity, and User Base

There are no standards or formulas to predict the number of potential park and recreation service users. Citizens in a particular district may or may not use all or any of the park and recreation services available. Theoretically, an agency should have the capacity to serve every resident, but if every agency in the study area maintained the capacity to serve its entire population, the likely result would be a surplus of park and recreation areas and facilities because there is no precise means to forecast users and distinguish them from non-users until the point of service.

The base of potential service users and the need for service varies with the interests, preferences, accessibility, and convenience of services. Use may be greater for services that are available to the general population rather than limited to residents of the agency itself. Demand for service may be decreased, however, when one agency's citizens use services provided by others, including another district's facilities or private recreational opportunities. To add a further layer of complexity, some recreation services may be principally used by out-of-county residents (camping, rafting, etc.). Thus, there is no simple formula to determine the number of potential park and recreation service users within an agency's boundary.

Agencies calculate and predict demand for park and recreation services in several ways. Their approach to quantifying service needs enables them to meet those needs and avoid deficiencies. Integrated planning for services will also assist an agency to provide more service at a lower overall cost. Capital improvement programs (CIPs), facilities plans, master plans, and nexus studies (for development impact fees) contain research and information that allow agencies to define the long term needs and plan capacity. These analyses use population and demographic projections and may also identify current and future infrastructure deficiencies. Such plans sometimes pose strategies for unmet needs and filling the deficiencies. In the study area, El Dorado Hills CSD has used research to identify needs proactively by conducting professional surveys and polls. This is a systematic means of identifying and integrating the desires of residents into the planning process.

Other methods for identifying needs and providing capacity are more reactive to immediate demand. Projection of immediate needs and priorities for services is typically done on a short term basis in the agency's budget. Agencies also solicit public input at workshops and hearings held to develop master plans or facility plans. Often citizens or groups request certain facilities or programs directly and an agency may respond to the request. For programs and classes, under-enrollment or over-enrollment will trigger more or less sessions and provide immediate feedback to the district about needs and deficiencies. This self-correcting short term "market" can identify shortages and respond to them to a certain extent. Unfortunately, reliance on simple feedback from existing facilities and programs cannot address long term service needs and anticipated deficiencies.

In particular, capital intensive infrastructure needs are better identified and provided through an

objective planning process.

Infrastructure Needs Change Over Time

Park and recreation service needs change over time as the character of the community changes. Neighborhoods with a high density of young families will need Little League programs more than neighborhoods with fewer children. Service providers must be responsive to service users' needs and must modify infrastructure and services to maintain high quality services over the long term. This is an important, but more subjective measure of adequacy or capacity.

An agency could theoretically meet the national standard for acres of parkland but develop that parkland in a way that may or may not meet the needs of the community. A community with ample tennis courts, for example, may still lack sufficient baseball fields or swimming pools. Over time certain types of infrastructure may become mismatched with the community. Infrastructure needs and deficiencies are not simply a matter of compliance with acreage standards, but also of local circumstances and agency responsiveness to the expectations of the community.

Optimally, public and private providers would coordinate their planning and reporting systems to identify gaps in service and excess capacity and respond to fill demand. While informal channels of communication do exist, there is currently no established system of coordinated planning among the subject agencies, or between the agencies and private providers.

As this area reaches build-out and service demand stabilizes, the various providers may need to consider integrating their methods of calculating infrastructure needs. Some agencies have taken preliminary steps in this direction. For example, El Dorado Hills CSD includes as a planning objective, "Identify mutual needs of other organized groups, organizations, and agencies" by June 2004.

Location

See Appendices A and B for maps of CSD boundaries, recreational lands, and study area boundaries.

Location of park and recreation land and park infrastructure is an important component of its adequacy. The location of park infrastructure within the study area complements population density. Most larger park sites are situated in the most urbanized areas of the county, along the El Dorado Hills Boulevard/Silva Valley Parkway corridor and Cameron Park Drive/Cambridge Road corridor. These corridors contain high-density residential subdivisions, most of which have one or more of their own neighborhood parks. Neighborhood parks are intended to serve a smaller population group among the surrounding homes and are usually less than five acres in size. They are generally comprised of non-regulation size fields and facilities, often combined in one area and designed for informal use and passive recreation. Neighborhood parks require regular maintenance and safety inspections which are best provided by an organized public or private body with adequate fundraising capabilities.

Both Cameron Park CSD and El Dorado Hills CSD contain central large community park areas. Both centers are near population centers and adjoin major transportation corridors. They are easily accessible by residents and non-residents. Community center facilities and administration services are located at the Community Park in El Dorado Hills. In Cameron Park, Cameron Park Lake and the surrounding parks are the central activity center. Administrative offices are temporarily located in rented space until construction of new offices on the Fire Station 89 site, which was damaged in a 2003 fire. Construction is scheduled to finish in September 2004. Program space is located in a separate rented building.

Non-governmental and private park, recreation, and open space areas are dispersed throughout the study area.

Regional and/or community parks are planned at Bass Lake (41 acres) to be completed in 2009 and within the Carson Creek Specific Plan (30 acres).

State park areas are located at Folsom Lake in the northwestern portion of the study area, as described previously in section IV, subsection R.

In addition, the American River Conservancy administers over 7,500 acres of open space and plans to purchase additional lands including the last land holding for a proposed eight-mile greenbelt and trail corridor along the South Fork American River in June 2004. Lands administered by federal agencies (Bureau of Land Management) are also located in the study area.

Regional trail systems are identified by and managed under the El Dorado County Hiking and Equestrian Trails Master Plan (1989) and the El Dorado County Bikeway Master Plan (1979). County Parks staff confirm that although desired, the county has never created a comprehensive map of trails on the western slope.

The presence of park lands, open space, and facilities owned or operated by other public or private entities and located within the region augments the capacity of existing park and recreation infrastructure provided by local government agencies.

Underserved Areas

Portions of the Cameron Park community and the El Dorado Hills community lack parks and recreational land and facilities. Much of the area south of Highway 50 appears to have a deficiency of parks and facilities, as do the communities of Latrobe, Shingle Springs, and Rescue.

Some of these areas consist of undeveloped lands or lands developed with low densities and a rural character. County land use policy does not support the extension of park and recreation services into these areas, and LAFCO's original spheres of influence did not include these areas or intend that such services would be extended .

An additional significant problem exists in the areas surrounding Cameron Park CSD, which provides both fire and park and recreation services. For many years the county did not require the extension of park and recreation services to developing parcels in the vicinity of CPCSD because the lands were already served by an alternate fire service provider. Residents of these subdivisions have an unmet need for park and recreation services and tend to use CPCSD facilities although they do not contribute financially to the district nor are they entitled to participate in district affairs such as elections.

A similar problem exists near El Dorado Hills CSD. Springfield Meadows CSD provides a significantly lower level of service in an area that is rapidly developing with a demographic that needs and expects a high level of park and recreation services. Springfield Meadows CSD may be unable to meet the needs of residents in its newer subdivisions.

South of Highway 50, the Carson Creek Specific Plan identifies a planned 30-acre regional park. Preliminary efforts toward a feasibility study for the park dissolved in late 2003 when County Parks returned funds contributed by the specific plan developer. County Parks staff state this project is not likely to develop in the near term. Neighborhood and community parks, trails, and open space south of the highway will be dedicated in accordance with Quimby Act standards as the Valley View, Marble Valley, and Carson Creek Specific Plans build out. Valley View is inside the boundary of El Dorado Hills CSD, Marble Valley is within its sphere of influence, and Carson Creek has applied to LAFCO for a sphere amendment and reorganization.

Cameron Park CSD

The *Recreation Facilities Master Plan* (November 2000, update of the 1993 master plan) calculates that CPCSD lacks 33.8 acres of developed parkland and 32 acres of open space to serve its current population. The district's current standards require a total of 98 acres of developed parkland and 98 acres of open space through 2015.

The 2003 El Dorado County General Plan Draft EIR analysis states that the district administers 56.2 acres of developed parkland serving a population of 16,564. At this population level the district should have a total of 82.8 acres of developed parkland to meet district standards and is 27 acres short of the standard.

LAFCO estimates of 104.2 acres of developed parks and facilities and 48 undeveloped acres are higher and include lands where CPCSD has different roles or responsibilities (i.e. joint use, lease, etc.).

The CPCSD master plan also identifies the following needed facilities:

- Construct three large sports complexes in the north, south, and east areas of the district
- Expand passive outdoor facilities at unimproved parks
- Add sports fields and improve access at Bonanza Park

COMMISSION

- Limit neighborhood park development depending on resident support
- Declare Knollwood Park, Hacienda Park, Sandpiper Park, and portions of Bonanza Park surplus
- Add a sports field at Gateway Park

The district’s current facilities standards require four baseball diamonds, four softball diamonds,

five tennis courts, two basketball courts, eight soccer fields, two swimming pools, and one community center through 2015.

Deficits have also been identified for

all types of sports fields and courts, swimming pools, and community centers. CPC SD lacks sufficient indoor facilities for its many classes and programs and must rent facilities such as the Mira Loma

Building and multi-purpose rooms at local schools on an hourly basis.

LAF CO staff confirmed the location of two public schools within the CSD's boundary. The district recognizes that this defici

ency particularly impacts after-school programs and the limited range of activities offered for seniors.

The *Park & Recreation Facilities Plan and Nexus Study Update* (February 2003) calculates that future development and new facility needs at the current level of service include 10.8 acres of developed parkland, a community center, a swimming pool, a youth recreation activity facility, and administrative and maintenance space.

El Dorado Hills CSD

The *Recreation Facilities Master Plan* (January 2000, an update of the 1992 master plan) identifies numerous new parks and facilities needed to serve existing and future residents, including:

- 20 soccer and baseball fields in various new parks
- Picnic, playground, and turf improvements for Lake Forest Park, Fairchild Park, and Windsor Point Park
- Approximately 12 new neighborhood parks in growing areas
- Skateboard park at the Community Park
- Renovation of Bertelsen Park
- Teen center
- New recreation building at Community Park

- 18-acre Promontory community park
- 15-acre Serrano Village J community park
- 22-acre Valley View community center/sports complex with 25-meter swimming pool

The 2003 El Dorado County General Plan Draft EIR states, “Based on the Master Plan, the El Dorado Hills CSD administers 86.03 acres of developed park land serving a population of 19,388 residents within its service boundaries. At this population level, this CSD should have a total of 96.9 acres of developed parkland to meet district standards. The existing developed park area is approximately 11 acres less than the standard prescribes.”

The master plan finds that the existing major recreation facilities, such as the Community Activities Building and the Community Pool, have reached their maximum service capacity. Capacity has remained the same while demand continues to increase as the community grows.

Condition of Facilities

Renovation of aging infrastructure is scheduled and budgeted according to a Capital Renovation Study completed in the 2002-2003 fiscal year. During the 2003-2004 fiscal year, Peter Bertelsen Park will undergo a major renovation including removal of the original swimming pool and replacement with a spray-ground water feature and group events facility. Steven Harris Park will also receive a new tennis court overlay, possible tennis court lighting, play equipment, and other improvements. The 2003-2004 budget report states that six of the 13 district-operated neighborhood parks are over 25 years old and have deferred maintenance problems that are not addressed in this year’s budget.

Levels of Service

El Dorado Hills CSD is located in the most populous and rapidly-developing area of the county. As such, the district faces a high demand for park and recreation services that consistently outpaces its ability to raise funds and construct new facilities. Demand for services is higher than the capacity to serve and places a strain on existing infrastructure, especially sports fields.

The district estimates total recreation programs to be 70% full. According to the Recreation Department, some programs are fully impacted and cannot be expanded until additional facilities are available. These programs include morning preschool programs, senior programs and activities, and youth and adult programs requiring sports fields. Local youth sports leagues use district and school fields seven days a week for games and practices. Over 1,500 children participate in the El Dorado Hills Soccer Club alone. Due to a shortage of playing fields, each team is allotted one hour of practice time per week. Heavy use by these private leagues contributes to a lack of available fields, preventing the district from expanding its sports programs. In addition, the district is actively researching the need for more teen programs but is constrained by a lack of adequate facilities. LAFCO staff confirmed the location of eight public schools within CSD boundaries.

Holiday Lake CSD

Holiday Lake CSD has not prepared a master plan, facility plans, a capital improvement program, or long range goals or priorities. No facilities or services exist within the district to meet the active

recreation needs of the community or the public. Residents travel out of the district to meet these needs, using the facilities and services of other providers. The district does provide passive recreation and open space with 30 acres of lake and 0.9 mile of trail around the lake. Under the county and National Recreation and Park Association standard of 5 acres per 1,000 persons, a total of only 0.68 acres of park area would be required for the population of 136. This district has park area in excess of the standard. Although the district is a public agency, the lake is effectively a private facility, posted and gated to prohibit public use.

The park and recreation analysis in the 2003 El Dorado County General Plan Draft EIR does not mention Holiday Lake CSD.

No significant development is planned for the area and no boundary changes have been proposed at LAFCO. Capacity and demand will likely remain constant in the future.

Springfield Meadows CSD

Springfield Meadows CSD has not prepared a master plan, facility plans, a capital improvement program, or long range goals or priorities. SMCS D does not provide typical recreation services or programs to meet the active recreation needs of the community or the public. Residents travel out of the district to meet these needs, using the facilities and services of other providers. El Dorado Hills CSD is immediately adjacent and fully contiguous along two sides of the district. With regard to parks and recreation infrastructure, Springfield Meadows CSD currently functions only to provide maintenance for existing neighborhood parks and open space.

It has been the practice of the district to acquire land only by way of Quimby Act dedications of neighborhood parks as required by the County Planning Department with development approvals.

County Assessor's data shows that SMCS D own 23.09 acres of land (Berkshire Park, located in the Springfield Meadows subdivision, and three open space areas containing two detention ponds). Information from the district refers only to a 2.5-3.0 acre park and a large grassy area. LAFCO staff will further research this discrepancy. In addition, title of a 10-acre park in Stonebriar was transferred from the developer to the CSD in June 2004. The district's population is estimated at 971 persons (includes occupancy of homes under construction). Based on the county and National Recreation and Park Association standard of 5 acres per 1,000 residents, the district should have 4.9 acres of park land. The district does not have a deficiency of park land for its current population.

The district has a non-regulation size baseball diamond and soccer field available for informal use. Residents of the district initiated their own fundraising effort to install playground equipment. The district has since joined that effort with construction of playgrounds and picnic tables planned in 2004. No other facilities or services exist within the district to meet the active recreation needs of the community. Residents must travel out of the district to meet these needs by using the facilities and services of other providers in the El Dorado Hills area such as nearby El Dorado Hills CSD.

Subdivisions are currently under construction in SMCS D that will fully build-out the district.

Intense development of adjacent Euer Ranch and Carson Creek will also occur soon.

The lack of district staff, developed recreation facilities, and planning strategies are significant impediments to the provision of needed services.

In order to fully meet all the park and recreation needs of its existing and future residents, the district would have to initiate and develop plans for new community parks, indoor facilities such as a community center or classrooms, recreational programs, and other facilities and services as desired by residents. The quantity and scope of these new responsibilities would tax the abilities of the volunteer board of directors, which successfully managed the CSD for many years when it served only a single small subdivision. The district's current planning and financing methods would be inadequate to fund these future improvements, especially capital improvements and other advance costs.

District representatives state that long term plans are on hold pending the incorporation of the proposed city of El Dorado Hills.

The park and recreation analysis in the 2003 El Dorado County General Plan Draft EIR does not mention Springfield Meadows CSD.

Determinations Related to Infrastructure Needs and Deficiencies: Capacity

Determination 1-1

Demand for recreational space is consistently greater than capacity.

Determination 1-2

Rapid population growth, with a demographic profile associated with high service demand, has contributed to chronic park and recreations infrastructure shortages in the study area.

Determination 1-3

Active outdoor sports activities are the most popular form of recreation activity in the study area. The demand for active sports areas and facilities is greater than the current capacity.

Determination 1-4

The study area is lacking in major regional facilities such as sports complexes, aquatic centers, senior centers, community centers, and recreation centers.

Determination 1-5

The National Recreation and Park Association standards are an appropriate guide for evaluating infrastructure needs, including space standards for each type of facility and land use within developed parkland. There is no universal formula, however, to determine the number of potential park and recreation service users within an agency's boundary.

Determination 1-6

The types and quantity of needed park infrastructure mirror the age, interests, preferences ,and expectations of the community.

Determination 1-7

Community needs change over time as the character of the community changes. Service providers must be responsive to service users' needs and must modify infrastructure and services to maintain adequate capacity for services over the long term.

Determination 1-8

Over the years, conditions added to or omitted from development approvals by the county have contributed to the creation of areas without needed park and recreation services. Residents in these areas create demand for facilities and programs although they do not fully contribute financially to the districts that provide them.

Determination 1-9

County land use policy does not support the extension of park and recreation services into areas developed with low densities and/or a rural character. As higher levels of service have become available and accessible in nearby higher density areas, residents in low density areas have increased use and demand for higher levels of service.

Determination 1-10

Non-resident use of park and recreation facilities and programs may create an unanticipated demand and may negatively impact the facilities and services provided to resident users. User fees cannot fully offset the long term and capital costs of infrastructure.

Determination 1-11

The presence of park lands and facilities and open space areas owned or operated by other public or private entities and located within the boundaries of local recreation providers can augment the capacity of existing park and recreation infrastructure provided by community services districts. School sites and facilities partially offset shortages; however, the school sites are insufficient to meet the needs of all the user groups with their limited facilities.

Determination 1-12

For programs and classes, under-enrollment or over-enrollment will trigger more or less sessions and provide immediate feedback to districts about needs and deficiencies. This self-correcting short term "market" can identify shortages and respond to them to a certain extent. Unfortunately, reliance on simple feedback from existing facilities and programs cannot address long term service needs and anticipated deficiencies. In particular, capital intensive infrastructure needs are better identified and provided through an objective planning process.

Determination 1-13

The lack of paid staff, developed recreation facilities, and planning strategies are significant

impediments to the provision of needed services by some agencies.

Determinations Related to Infrastructure Needs and Deficiencies: Quality

Determination 1-14

Service providers must be responsive to service users' needs and must modify infrastructure and services to maintain high quality services over the long term.

Determination 1-15

Accelerated development in the Cameron Park and El Dorado Hills areas will place more pressure on Cameron Park CSD, El Dorado Hills CSD, and Springfield Meadows CSD to augment their role in preserving and maintaining open space areas, landscaped corridors, and natural undeveloped open space and scenic park lands.

Determination 1-16

The need for a comprehensive pedestrian and bicycle trail system through open space and along major streets will increase as development proceeds. The need for pedestrian and bicycle trails is greatest in and between commercial and industrial areas and school zones.

Determination 1-17

Renovation of aging infrastructure will be needed to maintain quality of service, especially in facilities where use is higher than original design capacity. Extensive use of active recreation facilities requires additional upkeep beyond the level necessitated by normal use.

Determinations Related to Infrastructure Needs and Deficiencies: Levels of Service

Determination 1-18

The base of potential service users and the need for service varies with the interests, preferences, accessibility, and convenience of services.

Determination 1-19

For some districts current planning and financing methods will be inadequate to fund future improvements, especially capital improvements and other advance costs.

Determination 1-20

Over time certain types of infrastructure may become mismatched with the community needs. Infrastructure needs and deficiencies are defined by demand and expectations of users.

Determination 1-21

In areas with homogenous population densities and service expectations, a single government agency, rather than several agencies, is better able to assess and be accountable for community

service needs.

Determination 1-22

Where an agency provides lower levels of service than are available from other nearby agencies, use and demand for service will shift to the agency providing higher levels of service. In rapidly developing areas with populations that need and expect high levels of park and recreation services the agency providing the lower level of service may be unable to meet demand.

Determination 1-23

Deficiencies in existing infrastructure are compounded as demand for service increases. New development is the principal source of new infrastructure for the county and community services districts. However, such development alone will not offset existing deficiencies in the level of park and recreation services.

Determination 1-24

Financial constraints are greater for community services districts with little growth and levels of service may be affected.

Determinations Related to Infrastructure Needs and Deficiencies: Existing and Planned Users

Determination 1-25

Integrated planning for services assists an agency to provide higher levels of service at a lower overall cost.

Determination 1-26

Special districts in the study area that engage in comprehensive, long term planning have identified shortages and deficits in infrastructure. The agencies that do not prepare long term plans and programs have not identified shortages or deficits.

Determination 1-27

Reliance on simple feedback from park and recreation users cannot address long term service needs and anticipated deficiencies.

Determination 1-28

Although informal channels of communication do exist to coordinate public and private providers, there is currently no established system of coordinated planning among the subject agencies, or between the agencies and private providers who serve the same user base. No existing model or vehicle for such coordination currently exists. Better coordination of services could enhance services.

Determination 1-29

As this area reaches build-out and service demand stabilizes, the various providers may need to consider integrating their methods of calculating infrastructure needs.

Determination 1-30

Historic land use uncertainties in the county, especially the lack of a general plan, have made it difficult, if not impossible, for service provider agencies to adequately plan for services.

Determination 1-31

Historic actions by LAFCO, especially the lack of adequate spheres of influence, did not adequately address future growth, service levels, or need for service.

Determination 1-32

Uncertainties and changes within El Dorado County government, such as internal reorganization, financial shortages, and staffing reductions have delayed, deferred, and postponed park and recreation planning and implementation of those plans for many years.

Growth and Population Projections for the Affected Area

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

Countywide Growth

The 2000 Census contains population data for three of the communities included in this study area. The census area boundaries do not correspond to CSD boundaries or General Plan Community Region boundaries, but the data provides a general demographic framework for the area. See Table 3 for census population data.

The definitive growth projections and analysis for El Dorado County, however, are contained in the *El Dorado County Land Use Forecasts for Draft General Plan* (March 2002), prepared by Economic & Planning Systems (EPS). Land use sets the stage for determining population growth and density. Until the county adopts a legally valid general plan, it is difficult to accurately project land use patterns and population growth. This uncertainty is compounded by the nonconformance of the current El Dorado County Zoning Ordinance to the Proposed 2004 General Plan. However, the EPS report remains the most reliable source of data for this service review.

The EPS report contains land use forecasts for three of the general plan alternatives (the 2001 Project Alternative, the No Project Alternative, and the 1996 General Plan Alternative). The forecasts are based solely on the land use designations and associated densities for each alternative.

According to EPS, the report does not consider the effects of general plan policies or other policies such as Measure Y on the cost, extent, and location of future development. In addition, the report does not consider constraints such as water supply uncertainty, which has historically placed significant limitations on growth.

El Dorado County's population increased steadily between 1980 and 2000, growing by 70,487 people at an average annual growth rate of 3.2%. As shown in Table 6 below, significant growth will likely continue during the period 2000 to 2025. These population projections are based on market research and historical growth patterns. They include approximately 15,000 units in existing commitments that will be absorbed by 2015 according to EPS forecasts. These existing commitments translate into 37,000 new residents.

TABLE 6 EL DORADO COUNTY LAND USE FORECAST¹				
	2000	2010	2020	2025
Population	122,000	153,000	185,000	200,000
Additional Population from Previous Period	26,000	31,000	32,000	15,000
Average Annual Growth Rate from Previous Period	2.4%	2.3%	1.9%	1.6%
¹ Excludes Tahoe Basin Source: Economic & Planning Systems, Inc. 2002				

EPS projects a new housing unit demand of 32,000 by 2025, including existing commitments. The 1996 General Plan Alternative has excess capacity to absorb these units.

Study Area Growth

Sacramento Area Council of Governments (SACOG) forecasts show a total of 13,370 new households in the El Dorado Hills/Cameron Park/Shingle Springs area from the period 2000 to 2025. The EPS land use report states that approximately 50-60% (depending on the alternative) of the total county development capacity is concentrated between the market areas of El Dorado Hills and Cameron Park/Shingle Springs/Rescue. Typically, one could predict the maximum number of additional homes with reasonable certainty by multiplying acreage by maximum residential density. However, with general plan uncertainties and a nonconforming zoning ordinance, these calculations are impossible.

Table 7 below shows the county’s existing development commitments located within the study area. The data is organized into market areas, sub-regions defined by EPS based on established socio-economic trends. EPS defines existing commitments as parcels that, as of January 1999, had an approved project in one of the following four categories: (1) a building permit was issued but construction is not complete, (2) a tentative parcel map was approved but not recorded, (3) a tentative subdivision map was approved but not recorded, or (4) the parcel is subject to a development agreement for a specific plan. This definition does not account for annexations and other boundary changes necessary for full development entitlement. Under reasonable assumptions, including water supply availability, EPS predicts that these units will more than likely be absorbed by 2015.

Market Area	Issued Permit	Tentative Parcel Map	Development Agreement/ Specific Plan	Tentative Subdivision Map	Total Existing Commitments
El Dorado Hills					
Bass Lake Hills ¹	0	0	315	0	315
Carson Creek ¹	0	0	1,700	0	1,700
Promontory	0	0	1,097	0	1,097
Serrano	0	0	3,860	0	3,860
Valley View	0	0	2,837	0	2,837
Other	200	17	0	1,398	1,615
Cameron Park/Shingle Springs/Rescue					
Bass Lake Hills ¹	0	0	710	0	710
Serrano	0	0	120	0	120
Other	198	14	0	1,054	1,266
Latrobe	19	2	0	133	154
TOTAL	417	33	10,639	2,585	13,674
¹ Adequate water supply and annexation for entitlements will be required before development Source: Economic & Planning Systems, Inc. 2002					

Land Use Character

Residential land use dominates the territory north of Highway 50. The highest density development is clustered around the El Dorado Hills Boulevard/Silva Valley Parkway and Cambridge Road/Cameron Park Drive corridors. Concentric land use patterns decrease in density into the outlying rural areas. Commercial and industrial uses are most common along the immediate borders of Highway 50 and are disproportionately lower than the quantity of residential development in the study area. Residents of the western slope generally commute westward to Sacramento County and beyond for employment.

The territory south of Highway 50 is generally more rural and less developed than the territory north of Highway 50. Between the Sacramento County line and Latrobe Road, the Springfield Meadows and Euer Ranch/Carson Creek areas contain existing and planned high- and medium-density residential and multi-family residential development. The El Dorado Hills Business Park is designated for research and development and industrial land uses. East of Latrobe Road, the Valley View Specific Plan is slated for high-density residential development. The low-density residential areas of Marble Mountain and Marble Valley lie further east. South of the Highway 50 corridor,

the upper Latrobe area is substantially rural residential with some agricultural preserves.

Population Calculations

The methods and sources for determining each CSD's populations are extremely varied. While gathering population information for this report, staff found different sets of data from the 2000 Census, SACOG, State Department of Finance, County Planning Department, County Geographic Information Systems, County Assessor, County Building Department, local fire districts, consulting firms, and the community services districts themselves. The timing of data collection and the formula for converting dwelling units to population seemed to have the most impact on the end figures. Previously in this report, staff determined population based on the number of residentially developed parcels in the Geographic Information Systems data layer (based on property assessment data collected by the Assessor) and the estimated number of persons per dwelling unit for each community area based on the 2000 Census (as reported by the Planning Department). Alternative population estimates are presented below for each district.

Cameron Park CSD

In February 2003 EPS projected the population within the Cameron Park CSD boundary to increase from 17,268 in 2003 to 19,249 in 2015. This represents an average annual growth rate of 0.9%, given an estimate of 2.46 and 2.69 persons per unit for multi-family and single-family residential, respectively. This formula was derived from the Cameron Park CSD Fire Department's historical growth data from the period 1987 to 2000, data from the 2000 census, and the assumption that most of the district's territory was built-out by 2003. The Fire Department based its data on the number of building permits issued each year by the County Building Department and data from the 1990 census. An average of 100 permits were issued each year from 1995-2000, with enough undeveloped residential parcels remaining in December 2000 to continue the growth trend through the next five-year period. EPS projected an increase of 50-85 housing units per year through 2015.

Another population estimate, from Wade Associates in 2000, projected the district's population to increase from 16,400 in 2000 to 19,608 in 2015. This estimate was based on existing commitments of 694 single-family units and remaining undeveloped land within the district. The firm projected an increase of 350-500 persons and 100-150 housing units per year through 2015 at an average annual growth rate of 1-2%. The firm predicted that as the community matures and the population ages, the average household size will diminish and overall population growth will decelerate.

In addition to this modest growth inside the district's current boundary, Cameron Park CSD expects to serve the developments of Silver Springs, Verde Vista, Cameron Meadows, Sierra Crossing and Cameron Valley Estates, all of which are either undeveloped or partially developed and are contiguous to the district's boundary. The future development of these new subdivisions will increase the demands on the district's existing parks and recreation services with or without annexation. LAFCO is not currently reviewing any proposals for annexation to Cameron Park CSD. However, it is likely that annexations will be requested by landowners after a county general plan is adopted.

El Dorado Hills CSD

The majority of growth within the El Dorado Hills CSD is slated to occur through the build-out of a number of specific plans. These community master plans address land use entitlements and obligations for public infrastructure, quantifying projected growth for the area. The uncertainty of this growth lies in its timing, as development is often dependent on the adoption of public facilities financing plans, timely availability of water, school construction, and various permitting requirements. According to estimates from Wade Associates in 2000, future growth within current district boundaries totals 11,895 new dwelling units, or 39,153 new residents (based on an average of 2.8 and 3.3 persons per unit for multi-family and single-family residential, respectively). If averaged over a 20-year period, the annual growth rate would be approximately 7% based on LAFCO's 2003 population estimate of 28,024. Wade Associates states that construction of about 600 dwelling units per year is substantially higher than the average of 381 units from the period 1990-2000.

In addition to this considerable growth inside the district's boundary, El Dorado Hills CSD expects to serve the developments of Green Springs Ranch, Oak View, Marble Valley, Euer Ranch, and Carson Creek. While Green Springs Ranch is mostly built-out, the future development of the other areas will increase the demands on the district's existing parks and recreation services regardless of annexation, although Euer Ranch and Carson Creek have applied to LAFCO for annexation (see Table 1).

Holiday Lake CSD

Holiday Lake CSD serves 67 parcels, eight of which are undeveloped. The eight parcels include the lake, three common areas, and four residential parcels. The 1996 General Plan designates all district parcels as medium-density residential. The HLCSD board characterizes the area as a retirement community with little or no growth. The district's population could increase slightly with the possible addition of no more than four single-family homes. Compared to the current population of 136, an increase of 10 persons (2.3 persons per dwelling unit) translates to a maximum growth of 7.4% distributed over an unknown future period. The projected maximum population increase will not affect services. The surrounding territory is medium- and low-density residential.

Springfield Meadows CSD

Springfield Meadows CSD was originally formed to serve only the Springfield Meadows and Springfield Ranch subdivisions (39 developed residential lots). Two other subdivisions within the CSD's boundary, Shadow Hills Estates and Stonebriar, are developing and will likely reach build-out in the immediate future. The CSD boundary now contains 630 residential lots, 82% of which are developed. Upon build-out of the new subdivisions and the remaining lots from the original

subdivisions, the district's current population of 971 would increase to 1,188 (630 residential parcels x 3.3 persons per dwelling unit). This represents an 821% increase over the estimated population in 1978. The 1996 General Plan designates the westernmost portion of the district as open space, the southernmost portion as multi-family residential, and the remaining majority of territory as high- and medium-density residential.

Determinations Related to Growth and Population Projections for the Affected Area

Determination 2-1

The population on the western slope of the county will continue to increase, causing an increasing demand for parks, recreation facilities and programs, and open space.

Determination 2-2

Population increases result from (1) an increase in births over deaths in existing developed areas, (2) new residents moving into existing developed areas, and (3) occupancy of new residential development. New residential development will cause the greatest growth in population within the study area.

Determination 2-3

Land use sets the stage for determining population growth and density. Approximately 50-60% of the total county development capacity is concentrated between the market areas of El Dorado Hills and Cameron Park/Shingle Springs/Rescue.

Determination 2-4

The methods and sources for determining each CSD's population are extremely varied. Population growth projections are less precise due to general plan uncertainties and a nonconforming zoning ordinance.

Determination 2-5

Residential land use dominates the territory north of Highway 50. The territory south of Highway 50 is generally more rural and less developed than the territory north of Highway 50. Residents of the western slope generally commute westward to Sacramento County and beyond for employment.

Determination 2-6

The demographic profile of residents (average household size and age) within the study area contributes to demand for services.

Determination 2-7

As a community matures and the population ages, the average household size may diminish and overall population growth may decelerate. This may contribute to changes in demand for park and recreation services.

Determination 2-8

Population growth associated with development in areas adjacent to CSD boundaries will produce a

high demand on district services from non-district residents.

Determination 2-9

As undeveloped lands build out, the need for open space lands, such as viewsheds, landscape corridors, and other open areas, will increase.

Financing Constraints and Opportunities

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

A successful financing plan for parks and recreational facilities requires the right match between the type of expense and the source of funds. Expenses generally fall into one of three categories: (1) acquisition of land, (2) development or improvement of facilities, and (3) ongoing operation and maintenance. Potential funding sources for agencies in the study area are identified in the El Dorado County Interim Master Plan for Parks, Recreation Facilities and Trails (1992). These funding sources include:

- Existing residents in the form of general fund expenditures (including ad valorem property taxes), benefit assessment districts, general obligation bonds, certificates of participation, and loans
- Future residents in the form of development impact fees, Quimby Act land dedications/in-lieu fees, and property tax increments
- Users of parks and recreation facilities in the form of entrance or program fees, concessions (including sales and franchise fees), and rental fees
- Groups or individuals who volunteer time or donate money or land
- State, federal, and other grants
- Partnerships with private developers
- Partnerships/contracts with private and public recreation providers

The county's interim master plan defines the primary criteria that should be considered when evaluating potential funding sources as availability, adequacy to meet the need, equity between existing and future residents, stability, and ability to cover operating and maintenance costs as well as acquisition and development costs.

Funding Sources

Property Taxes

All of the districts discussed in this study are primarily dependent on property taxes as their single most important source of revenue. Since the approval of property tax limitations under Proposition 13 in 1978, the sufficiency of these revenues to fund local facilities and services has steadily declined. The ERAF shift further diminishes the property tax revenues available to park

and recreation providers by 29% or more. Property tax revenue is important for its long-term consistency but is insufficient to fund major capital improvements and the associated increase in operating and maintenance costs. Districts have the option of negotiating a larger share of the tax base, but must compete with other insufficiently-funded agencies in a zero sum formula. Consequently, most districts turn to other financing methods to supplement limited and diminishing property tax dollars.

Benefit Assessments/Special Taxes

Benefit assessments are levied on property owners at a maximum amount of the increase in property value created by the installation of nearby public improvements. Assessments must be approved by a weighted majority of property owners and are more feasible in a limited geographic area. Special taxes are legally restricted as to use and must be approved by a two-thirds majority of registered voters. Either of these two revenue vehicles can be used for capital improvements, bonding for improvements, ongoing maintenance costs, overhead and administration costs, land acquisition, and facility and grounds improvement. Special taxes and assessments are collected on the county's annual tax roll. Revenues are generated annually over many years; hence benefit assessments have limited effectiveness for raising funds up-front for large construction projects.

This funding source is attractive to recreation providers because of its versatility and long-term stability. However, securing a special tax or assessment requires registered voter or property owner support and a district must expend time and funds to generate that support. Political factors can influence a successful ballot measure, and timing and presentation must be carefully considered. For these reasons, this funding source may be unavailable to a district even if it is the most logical and effective means to raise funds.

Community Facilities Districts

Community facilities districts (CFDs) can cover a broader range of public improvements and facilities than special assessment districts, namely the purchase, construction, expansion, or rehabilitation of governmental facilities that have a useful life of five years or more. Usually improvements funded by CFDs provide a general benefit to the community such as school facilities or major thoroughfares. The ongoing costs of police and fire protection services, ambulances, recreation, library services, parkways maintenance, flood control, and storm drainage maintenance are some of the other services funded by this mechanism.

CFDs are funded via special taxes approved only after a public hearing and a favorable two-thirds vote of property owners or sometimes by registered voters who live within the proposed community facilities district. Unlike assessment districts, CFD taxes are levied against the areas where proposed services or facilities are to be provided. The special taxes are levied on the "rate and method of apportionment" approved by the voters at the time of formation (of the CFD). This "rate and method" typically allows for different levels of taxation based on land use. Billing is generally on the tax roll, though alternate billing is possible following an election conducted by the governing party. Single owner developers of large sites that require a substantial infrastructure investment often utilize community facilities districts as a funding mechanism well before homeowners are

ever involved.

After the district is formed, governing agency boards typically review and approve the levy of the special tax on the properties, a requirement that assessment districts do not have. The bonded, land-secured districts used to pay for infrastructure may be paid off between 10 and 40 years. Service-related CFDs have the option of going on in perpetuity.

Debt

Districts can borrow money in the form of general obligation bonds, limited obligation bonds, certificates of participation, bank loans, or Mello-Roos community facilities districts bonds. Debt is an effective means to collect funds up-front for large capital facility construction. Bonds generally require two-thirds majority approval from voters. Larger agencies with higher credit ratings and more stable incomes are generally more successful with debt. For smaller agencies that lack these qualifications, community facilities districts (Mello-Roos districts) are a viable option. As with special taxes and assessments, debt is also subject to political factors and voter preferences.

Quimby Act

Certain provisions within planning law shift parkland acquisition costs to developers. Within the 1996 California Subdivision Map Act, the Quimby Act stipulates that “a city or county may, by ordinance, require the dedication of land or impose a requirement of the payment of fees in lieu thereof, or a combination of both, for park or recreational purposes as a condition to the approval of a tentative map or parcel map, provided that...the dedication of land, or the payment of fees, or both, shall not exceed...five acres per 1,000 persons residing within a subdivision...” (Government Code §66477, see Appendix D). This exact language is incorporated in El Dorado County’s Major Land Division Ordinance (Quimby Ordinance).

The ordinance also specifies that if a public agency other than the county or a city will be providing park and recreation services to the subdivision, the amount and location of land to be dedicated or the fees to be paid shall be jointly determined by the county and the public agency. If the fees are not committed within five years of their payment or after the issuance of half of the building permits, whichever is later, they are redistributed to the property owners according to lot size. Developers may receive a 50-75% credit if the subdivision contains privately-owned and operated parklands. Commercial and industrial subdivisions are exempt from the Quimby Act requirements, and residential subdivisions of 50 parcels or less may only be required to pay in-lieu fees.

Conditioning subdivision approval on the dedication of parklands or payment of in-lieu fees must be based on an adopted general plan containing standards for park and recreational facilities (Government Code §66477(d)). The county, as well as the community services districts, cannot receive any Quimby Act dedications or fees until the adoption of a valid general plan.

Development Impact Fees

These fees are charged to developers to secure advanced funds for the expansion of existing facilities or construction of new facilities needed to serve new development. Fees are based on a

nexus study that identifies the relationship between new development and the cost of new facilities and improvements. These fees are also used to partially fund existing programs and services based on the degree to which new users will increase demand. Development impact fees are absorbed into the cost of new homes and are therefore indirectly paid by new residents.

As defined in County Ordinance 13.30.010, an impacted district (1) “has adopted a resolution declaring the district to be impacted by new development such that additional mitigation is necessary to provide funding for new parks and recreation capital facilities and equipment to serve such new development,” and (2) has adopted a “parks and recreation capital facilities and equipment plan.” The impacted district must request that the Board of Supervisors adopt the fee, and the Board must hold a public hearing on the adoption. The Board must review the fee annually and the district must update its plan annually. Certain types of development are exempt from impact fees, such as senior housing projects and non-residential development.

User Fees

Agencies can recover costs directly from park and recreation service users by charging fees. Fees may be charged for park entrance or program registration. Direct user fees supplement the indirect revenues acquired through taxes, developer fees, etc. Most agencies’ fees are structured so that higher fees are charged to non-resident customers who otherwise do not fully contribute an equitable share of district costs.

Public Grants

Grant income is subject to state and federal planning priorities and voter discretion. As such, local agencies have little or no authority over the availability of this funding source. After passage of grant propositions, the state or federal government must then appropriate the funds into its budget and the local agency may have to compete for the funds with thousands of other park and recreation providers statewide. Conditions of use often apply as well. Grant money is a one-time source that is useful in funding certain special projects but may be too unreliable or variable for ongoing expenses or recurring needs.

Proposition 12, the \$2.1 billion “Safe Neighborhood Parks, Clean Water, Clean Air, and Coastal Protection Bond Act of 2000,” allocated \$824 million to State Parks for grants to local governments. Funds were appropriated to County Parks, Cameron Park CSD, and El Dorado Hills CSD through the Per Capita Grant Program based on population. All agencies secured the full amount of this grant. El Dorado Hills CSD applied for funding for the Promontory Park/Nature Area under Proposition 12’s Robert-Z’Berg-Harris Non-Urbanized Need Basis Grant Program but was denied.

Proposition 40, the \$2.6 billion “California Clean Water, Clean Air, Safe Neighborhood Parks, and Coastal Protection Act of 2002,” allocated \$832.5 million to State Parks for local assistance grants. Through the Per Capita Grant Program, the 2003-2004 state budget appropriated funds to County Parks, Cameron Park CSD, and El Dorado Hills CSD based on population. County Parks secured the full amount of this grant, and contracts are in various stages for El Dorado Hills CSD and Cameron Park CSD. Holiday Lake CSD and Springfield Meadows CSD are not eligible for this

grant. Eligible districts, as defined in the grant program's procedural guide, must employ a full-time park and recreation director and offer year-round park and recreational services on lands and facilities owned by the district.

In addition to the Per Capita Grant Program, new grant funding available to the county and all subject community service districts under Proposition 40 is the Robert-Z'Berg-Harris Grant Program. Funds available for Non-Urbanized Area Need Basis Grants total \$27.8 million statewide and will be available on a competitive basis in a future state budget. Applications for these funds are due by June 1, 2004. Applicants must provide an amount of non-state funds equal to 30% of the project to be eligible. None of the subject agencies have applied for this grant.

Another Proposition 40 grant program, available to County Parks, Cameron Park CSD, and El Dorado Hills CSD only, is the Youth Soccer and Recreation Development Program. Funds available, totaling \$50 million, will be split with the State Urban Parks and Healthy Communities Program and may be used for acquisition or development of land and/or facilities to improve the property's public usage and access for new youth soccer, baseball, softball, and basketball opportunities. Applicants that provide a commitment for matching contributions will be more competitive in the program. None of the eligible agencies have applied for this grant.

To receive grant funds from Proposition 40, the agency must first enter into a contract with State Parks to become a grantee. If the contract is not executed before June 30, 2006, available funds will revert to the Legislature to be re-appropriated. Once an official grantee, the agency must submit individual project applications containing (as applicable) a cost estimate, acquisition schedule, list of sources of additional funds, CEQA documentation, land tenure documentation, leases or agreements, maps, permits, and site plans for each proposed project. The projects must be completed by June 30, 2011 or the funds will revert back to the Legislature. Funding may be requested after project completion or in advance, subject to certain limitations. State Parks may perform an audit of the completed project.

Other public grants include the Recreational Trails Program, an annual federal program that provides funds for the acquisition and development of recreational trails and trail-related facilities. Various agencies are eligible, including counties, districts, and non-profit organizations with management responsibilities over public lands.

Private Grants

From time to time private grant funding may be available as a funding source to park and recreation and open space providers. Funding from foundations and charitable organizations could be available through a local regional foundation, Packard Foundation, Resources Legacy Fund Foundation, local corporate foundations, or local family foundations.

Cameron Park CSD

The territory within Cameron Park CSD's boundary is substantially built-out. Development of the remaining residential parcels will contribute to an increase in the assessed valuation of land within

the district by an unknown amount. The Cameron Park/Shingle Springs/Rescue market area contains 2,096 existing commitments in dwelling units but the figure includes 830 units from the Bass Lake Hills Specific Plan and El Dorado Hills Specific Plan, which are outside of Cameron Park CSD's boundary. New development hinges on the adoption of a legally valid general plan, water availability, and a number of other issues. For 2003-2004, Cameron Park CSD budgeted \$36,000 in impact fee reserve revenue and no Quimby Act in-lieu fees.

As new development progresses in areas surrounding Cameron Park CSD, the district will need to capture revenues to serve new non-resident customers. Annexations in these areas will mitigate the impact of new development. Without annexation, revenues from non-resident customers are limited to user fees at certain parks and program registration fees. LAFCO anticipates annexation proposals in the Silver Springs area. District staff indicate that any annexation plans are on hold during the transition of a new general manager in 2004.

Financing is also constrained for infrastructure needed to serve the existing population. A new community center is needed to house classes and programs that are currently held in rented facilities or are not offered due to lack of facilities. Elections to approve bonds to finance the community center have failed twice. Although other options have been considered, a new bond measure will likely be placed on the March 2005 ballot.

Approximately 68% of the district's total 2003-2004 budget is allocated to the Fire Department, plus a share of the Administration Department's allocation. The Parks Department will receive \$629,018 (16%) and the Recreation Department will receive \$349,609 (9%), plus a share of Administration. These amounts are insufficient to fund major projects identified in the district's master plan, such as capital improvements, parkland acquisition, and building construction in addition to ongoing operation and maintenance costs. The district's budget does not contain any separate funds for capital outlay. A grant contract for Proposition 40 funds was secured in March 2004 for capital improvement projects.

El Dorado Hills CSD

El Dorado Hills CSD utilizes a variety of financing mechanisms (see Table 8). Steady development within the district boundary over the last five years has contributed to increased property tax revenues and a stable influx of Quimby Act in-lieu fees and development impact fees. The district reports that a 16.9% increase in assessed values of taxable properties will result in increased tax revenues of \$404,954 for 2003-2004. Property taxes are used primarily to fund district administration and general fund expenditures. Dedications/in-lieu fees and impact fees can only be used for capital improvements and parkland acquisition. A funding deficiency exists for ongoing maintenance, operation, and renovation costs.

The district is considering a possible district-wide benefit assessment based on the results of a public opinion survey conducted in October 2002. The assessment would fund the maintenance and improvement of park and recreation facilities as well as open space acquisition. The survey

recommends that the district move forward with an assessment of \$20-\$30 per parcel based on cautious support from homeowners. According to the survey report, homeowners are more likely to support an assessment if it is linked to accountability conditions such as a citizen's oversight committee and independent audits. In response to the survey's recommendations, El Dorado Hills CSD's 2004-2005 budget forecast includes a possible campaign to raise support for the assessment.

In January 2004 the district refunded general obligation bonds issued in 1994 for the Community Park but has not issued new debt in the last decade. According to the district's finance manager, El Dorado Hills CSD does not have enough experience and history with bonds to qualify for a formal bond rating and does not plan to issue debt in the near term.

Holiday Lake CSD

Holiday Lake CSD is funded through property taxes and a long-standing district-wide special tax. The district currently operates and maintains one park and does not administer any recreational programs. The district has no plans for expansion of its facilities, future administration of recreational programs, or annexation of new territory.

As operation and maintenance costs for the existing facilities at Holiday Lake rise in the future, district residents could approve an increase in the special tax with a two-thirds vote. The rise in costs will likely follow the cost of inflation, which would make the tax increase proportionate to the cost of living in the area. If such an increase was not approved, the district would have to develop a strategy to cover the costs. In 1999 a similar situation occurred when the increasing costs of maintenance services led the district to hold an election to raise the special tax from \$75 to \$105. When the measure failed, the district responded by limiting services and budgeting a larger contingency for future cost increases.

The district reports that the State Water Resources Control Board quadrupled its annual dam inspection fees beginning in 2004. The fees increased from about \$1,000 to \$4,000, prompting the district to consider raising the annual assessment on district parcels. In late 2003 the district established a resident committee to evaluate the issue and report back to the board. Based on the committee's recommendations, an election was called in June 2004 and voters raised the assessment to \$150.

Springfield Meadows CSD

Springfield Meadows CSD is funded through property taxes and a district-wide special tax. The district currently owns and maintains two parks and does not administer any recreational programs. An increase in the special tax may be needed to fund additional maintenance for the Stonebriar park, which was transferred to the district in June 2004. The district has not finalized any plans for operation and maintenance of the new park. Both park sites were acquired through Quimby Act dedications and the homebuilder is responsible for park development and construction.

Lyon Homes hired a consultant in spring 2003 to generate a schedule of the areas of maintenance responsibility within the district over the next sixty years. Based on the schedule, another consultant prepared an engineering report with a recommendation to raise the district’s special tax to \$350 with an annual escalation clause. In August 2003, after hearing public comment at numerous district meetings, the board declined to hold an election to raise the tax. Residents contested that they never received proper justification of the figures from the original report. The board was waiting until title of the Stonebriar park was transferred before making a decision on the tax. The decision will be based on Lyon Homes’ estimate of maintenance costs incurred during the year prior to the transfer.

With the increase in growth, previously adequate funding arrangements may no longer be adequate. To fund the infrastructure needed to support new residents and potential future annexations, the district may need to utilize new financing mechanisms such as impact fees, grants, and partnerships. A nexus study and capital improvement plan would be needed to fairly distribute the burden of future costs among existing and future residents. A consultant would likely need to be hired to complete the necessary studies and to obtain grant funding, and the district may need to hire permanent staff. Absent such changes, the district would be unable to meet the needs of its growing population and their demand for high quality recreation and park services.

If the district continues its current level of service and executes developer agreements similar to the one used for the existing park sites, the revenues from imposing the existing special tax on new residents could be sufficient to cover new maintenance costs. This situation may not be a feasible means of meeting the district’s service responsibilities. The new and anticipated residents will likely need larger capital facilities and parks as well as recreation programs. Such services could not be sufficiently funded under the existing tax structure. In addition, developers may be resistant to contributing to maintenance costs. Without professional financial staff and consultants to assist the growing district, it may be impossible to take advantage of many funding opportunities.

**TABLE 8
FINANCING METHODS BY AGENCY**

Agency	Property Tax Increment	Benefit Assessment/ Special Tax	Recent Debt	Impact Fees	Grants	User Fees	Joint Funding
Cameron Park CSD	21% (includes fire)	17 LLADs	None	\$3,810 mf \$4,167 sf	Per Capita 2000, 2002	All programs, some parks	Some parks
El Dorado Hills CSD	10%	25 LLADs, assessments for some parks	None	\$4,417 mf, sf	Per Capita 2000,2002; Federal	All programs	Some parks
Holiday Lake CSD	Varies/ unknown	\$150 special tax district-wide	None	None	None	None	None
Springfield	Varies/	\$200 special tax					

Meadows CSD	unknown	district-wide	None	None	None	None	All parks
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Determinations Related to Financing Constraints and Opportunities

Determination 3-1

The sufficiency of property tax revenues to fund local facilities and services has steadily declined.

Determination 3-2

There are significant financing constraints in developed areas. It is difficult or impossible to maintain existing service levels as costs increase over time. It is difficult or impossible to improve or increase services as demand goes up and needs change over time.

Determination 3-3

Benefit assessments or special taxes are an excellent means of providing or improving service because this financing device is versatile and has long-term stability. Benefit assessments have limited effectiveness for raising funds up-front for large construction projects because revenues are generated annually over many years. Supra-majority voter approval and technical requirements may make benefit assessments and special taxes unavailable to a district even if it is the most logical and effective means to maintain or improve services.

Determination 3-4

In areas with growth in service demand due to planned new development, financing opportunities exist that enable agencies to provide service to new residents.

Determination 3-5

Developer dedications of parkland under the Quimby Act will remain the primary source for parkland acquisition.

Determination 3-6

Developer in-lieu fees under the Quimby Act will remain a primary source for capital improvements for new and existing facilities.

Determination 3-7

Community facilities districts may be most effective for providing services for substantial infrastructure investments on large sites owned by a single developer.

Determination 3-8

One-time development impact fees are an effective financing opportunity for the expansion of existing facilities or construction of new facilities needed to serve new development. The long term costs of the service needs of the new population must be financed in other ways.

Determination 3-9

Development increases the assessed value of property and the total property tax amount paid to underwrite the cost of government services. In areas where annexations are needed to support development, AB 8 property tax negotiations provide a financing opportunity; however, all service provider agencies must compete for a share to support a wide range of needed services. A careful cost-benefit analysis by agencies, including evaluation of long term costs of providing service, should be a beneficial prerequisite to accepting annexations.

Determination 3-10

Parklands that cannot be fully developed due to size, terrain, and other conditions limit the potential for active park development. Proceeds from the sale of this surplus property could be used for development of suitable parkland. Rezoning of surplus land prior to its sale could increase its value and, potentially, its sale price.

Determination 3-11

Designing recreation facilities to accommodate multiple uses and activities will reduce acquisition costs.

Determination 3-12

Efforts to secure grant funding could be increased by agencies. The cost of professional staff to prepare applications and administer grant funds is not inconsequential. Grants restrictions and the unpredictability of securing funds may make this source infeasible for long range planning, but it may be feasible for parkland acquisition and improvement.

Cost Avoidance Opportunities

Purpose: To identify practices or opportunities that may aid in eliminating unnecessary costs

OPR Definition: Actions to eliminate unnecessary costs derived from, but not limited to, duplication of service efforts, higher than necessary administration/operation cost ratios, use of outdated or deteriorating infrastructure and equipment, underutilized equipment or buildings or facilities, overlapping/inefficient service boundaries, inefficient purchasing or budgeting practices, and lack of economies of scale.

Duplication of Service

From the data gathered and information compiled for this report, it appears that agencies in the study area provide complementary services. Cameron Park CSD and El Dorado Hills CSD offer combined programs for residents of both districts where enrollment would be too low in either district.

Active recreation programs and services are not provided by Springfield Meadows CSD and Holiday Lake CSD. Holiday Lake CSD's facilities are considered private by the district and are provided to a limited neighborhood.

Both Cameron Park CSD and El Dorado Hills CSD have facilities designed for flexible uses and both have numerous cooperative public and private partnerships to reduce costs.

Higher Than Necessary Administration/Operation Cost Ratios

Cameron Park CSD utilizes both paid and volunteer staff. In total, the district employs nine full-time staff and approximately 50-60 seasonal employees. Paid staff include the general manager, a parks supervisor, four parks maintenance personnel, two recreation supervisors, a CC&R compliance officer, and an account clerk. While certain parks and programs are staffed by paid professionals such as lifeguards and program instructors, other special event programs utilize volunteers for additional help. Cameron Park CSD has a memorandum of understanding with the Administration, Parks, and Recreation employee's association for the years 2003-2008. Administration Department costs appear to be 7% of the total 2003-2004 budget.

El Dorado Hills CSD employs 34 benefitted employees, of which 25 are full-time. The district also employs an additional 110 part-time recreation leaders, instructors, lifeguards, coaches, and other seasonal program employees and recruits teen and adult volunteers for extra assistance. The district processes its own payroll and participates in an annual memorandum of understanding with the El Dorado Hills Community Services District Employee Association Local No. 1. Administration costs appear to be 23.8% of the total 2003-2004 budget.

Holiday Lake CSD does not have any paid employees or a designated general manager/secretary as required by Government Code Section 61240. The district board delegates special issues to an interested resident or a committee of residents and board members.

Springfield Meadows CSD does not have any paid employees or a designated general manager/secretary as required by Government Code Section 61240 and relies on volunteers for its administrative services.

From the data gathered and information compiled for this report, it appears that Cameron Park CSD and El Dorado Hills CSD do not have high administrative costs. Comparisons were not made with comparable agencies outside the county. Springfield Meadows CSD and Holiday Lake CSD have unusually low administrative costs because volunteers provide administrative services, there is no paid staff, and services are not provided that would generate a significant administrative workload.

Use of Outdated or Deteriorating Infrastructure and Equipment

Cameron Park CSD and El Dorado Hills CSD have identified and planned for needed maintenance and replacement of aging facilities. El Dorado Hills CSD commented that the ultimate cost of deferred maintenance can be avoided through regular maintenance and upkeep of facilities.

Underutilized Equipment, Buildings, Facilities

All of the information received and reviewed for this report supports the conclusion that park and recreation lands and facilities and open space areas in the study area are heavily used.

Overlapping/Inefficient Service Boundaries

Park, recreation, open space, and related service boundaries do not overlap in the study area. Unlike fixed infrastructure such as water and wastewater lines, the users of park, recreation, and open space areas and programs travel to the point of service. Boundaries do not define access to parks and open space infrastructure and are not directly related to efficiency.

Inefficient Purchasing/Budgeting Practices

Small districts lack economies of scale in operations and purchasing. The two small districts in this study area provide limited service and have relatively small budgets associated with their park, recreation, and open space services. Options for efficiencies exist in irrigation practices, landscaping and water use, water conservation programs, cooperative sharing of facilities with larger agencies, etc.

Information on insurance programs was not provided by Springfield Meadows CSD but the district

is insured through the California Special Districts Association. Holiday Lake CSD contracts for errors and omissions insurance for its board members but has not contracted for public liability and property damage insurance since 1996. It also does not participate in the State Compensation Insurance Fund for California Worker's Compensation for its board members and district volunteers. Securing adequate and complete insurance is an important opportunity to avoid costs.

Planning as Cost Avoidance

As discussed elsewhere in this report, integrated planning is an effective tool for providing quality services at the lowest possible cost. The value of master plans that incorporate financing, service needs, and community preferences can assist even small agencies to develop a vision for the future, identify service needs and priorities, and implement those priorities proactively.

Determinations Related to Cost Avoidance Opportunities

Determination 4-1

Low administrative cost is not necessarily an indication of efficiency.

Determination 4-2

The relationship between cost and service levels is important. Where simple services are provided to a small stable neighborhood, basic administrative functions may be efficiently performed at a low cost by volunteers. In areas with growing populations or complex service needs, it may become difficult or impossible for a small agency to administer needed services efficiently at the lowest possible cost.

Determination 4-3

Adequate insurance is an effective cost avoidance measure.

Determination 4-4

Integrated planning, especially long range planning, is an important part of cost avoidance.

Determination 4-5

Use of volunteers is an appropriate cost avoidance strategy to the extent that volunteers possess adequate knowledge, skills, and experience.

Opportunities for Rate Restructuring

Purpose: To identify opportunities to positively impact rates without decreasing service levels

OPR Definition: Rate restructuring does not refer to the setting or development of specific rates or rate structures. During a municipal service review, LAFCO may compile and review certain rate related data, and other information that may affect rates, as that data applies to the intent of the CKH Act (§56000, §56001, §56301), factors to be considered (§56668), SOI determinations (§56425) and all required municipal service review determinations (§56430). The objective is to identify opportunities to positively impact rates without adversely affecting service quality or other factors to be considered.

Rates typically refer to user charges directly paid for services. User fees for park and recreation services include registration fees for classes and programs and entrance fees for parks.

Cameron Park CSD

Cameron Park CSD recovers some of its costs through direct user fees at one of its facilities. Cameron Park Lake charges different fees at the gate for district residents, non-residents, seniors, children, and carloads. Individual and family season passes are available to district residents only. All recreation programs and special activities must be self-funded by registration fees. Fees are based on instructor/facilitator compensation, cost of materials and advertising, cost of rental facility (if applicable), and administrative costs. Higher fees are charged to non-residents. In 2003 approximately 25% of program participants were non-district residents. Major community events such as the annual Summer Spectacular are co-sponsored to offset some of the event costs.

In 2002-2003, total parks and recreation revenue was \$240,836, about 6% of total revenues (including revenues associated with fire services). It was not possible to distinguish user fees as a separate revenue source in the budget data.

El Dorado Hills CSD

The El Dorado Hills CSD Parks Department rents the CSD's indoor and outdoor district facilities for such activities as practices, tournaments, receptions, dances, and fundraisers. Facilities for rent include the Community Activities Building gym, classrooms, and kitchen; Pavilion meeting/reception room; Community Park swimming pool; Oak Knoll pool and clubhouse; four tennis courts; picnic areas; five soccer fields; and six ballfields. District residents may register up to a month in advance of the general public. Fees are lowest for co-sponsored groups, district employees/board members, or events approved by the board, and increase for civic/community service organizations, government agencies, school districts, and non-profit groups. The highest fees are charged for fundraising events, kitchen use only, private use, and political activities. Multi-room discounts may be applicable. Restrictions include minimum rental periods and security deposits.

Recreation programs are designed to be self-funding. Fees cover the cost of supplies and staff but do not include overhead costs for utilities, building-related costs, depreciation, etc., which are paid from the general fund. The district explains that fully-loaded fees would be too expensive. District recreation staff estimate that 18% of participants are from outside the district. Non-district residents are charged higher fees. The district receives income from use of its parks, fields, and swimming pools as well. In 2002-2003, total parks and recreation revenue was \$962,452, about 25% of total revenues. It was not possible to distinguish user fees as a separate revenue source in the budget data.

The district also receives rental fees from the lease of eight wireless telecommunications towers on district property. In 2002-2003 rental revenues totaled \$21,496.

Holiday Lake CSD

Holiday Lake CSD does not offer any programs, classes, or special events. Fees are not charged by Holiday Lake CSD and non-residents are not permitted to use the lake or trail. No entrance or user fees are charged at the lake.

Springfield Meadows CSD

No user fees are charged by Springfield Meadows CSD.

Determinations Related to Opportunities for Rate Restructuring

Determination 5-1

Recreation programs offered by Cameron Park CSD and El Dorado Hills CSD are predominantly self-supporting through the use of registration fees charged at rates designed to offset direct program costs. These user fees do not underwrite the districts' capital costs.

Determination 5-2

Non-resident use of Cameron Park CSD services and El Dorado Hills CSD services is high.

Determination 5-3

Higher rates charged to non-residents do not adequately offset their pro-rata share of indirect capital and maintenance costs. Charging higher fees to non-residents is an appropriate way for districts to recover part of the cost of providing recreation programs to members of the general public who do not contribute to agencies via property taxes.

Determination 5-4

Restructuring rates to ensure user fees fully pay total direct and indirect costs, including infrastructure acquisition and maintenance, would cause the fees to be unreasonably expensive for the service benefits received by the users.

Opportunities for Shared Facilities

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

Inter-agency sharing of facilities as well as public-private partnerships are widespread within the study area and include joint use agreements with schools, joint programs for Cameron Park CSD residents held in El Dorado Hills CSD facilities, and cooperative multi-agency efforts for regional parks and facilities. Sharing of facilities can maximize use of limited facilities and partially offset capacity shortages. Among the impediments to increased sharing are geographic distance, political preferences, and limited space for organized recreation activities throughout the study area. Some agencies also have sharing arrangements with private entities. The main opportunity for enhanced sharing of resources and facilities is the execution of additional cooperative agreements among and between agencies, including school districts.

Use of School Facilities for Active Recreation

Sports fields are in the greatest demand among park and recreation facilities, and school fields make ideal shared facilities due to limited weekday school hours and the availability of onsite parking, restrooms, and other accessory features.

Education Code Section 35275 requires school districts to “meet with appropriate local government recreation and park authorities to review all possible methods of coordinating planning, design, and construction of new school facilities and schoolsites or major additions to existing school facilities and recreation and park facilities in the community.” Each school district has identified possible future school sites in areas planned for growth by the county.

Cameron Park CSD and El Dorado Hills CSD could contribute funding at the early stages of school site design to allow construction of fields of adequate size for organized sports activities in addition to student use. El Dorado Hills CSD is willing to contribute toward maintenance costs for school fields in order to bring them up to organized recreation standards.

Opportunities for joint use of existing school fields are limited by the size and condition of the

fields. School districts project sustained growth in student enrollment in the near term. Expansion of existing school facilities to accommodate these new students often involves the purchase of portable classrooms and placement of classrooms on existing school fields and open space/recreational areas, reducing their size and suitability. The fields at the planned new schools will serve more as replacements of, rather than additions to, the reduced existing facilities.

Regional Cooperation

Regional parks and recreation facilities add an excellent option for cooperative sharing among recreation providers and will improve service among district and non-district residents. Bass Lake Regional Park, although completely under the jurisdiction of County Parks, will benefit residents of Cameron Park CSD and El Dorado Hills CSD as well as the under-served populations in Rescue to the north and Shingle Springs to the south. Both CSDs are contributing ideas for the planning and design of the park, as it lies along their shared border. Other county-maintained areas, such as the South Fork American River and regional trail systems, provide a similar benefit. South of Highway 50, opportunities for shared facilities may arise as the population grows in the future and existing park and recreation service providers contemplate the expansion of their boundaries. The regional park planned by the county for the Carson Creek area is one example.

Limitations/Constraints

While sharing of resources and facilities is often stimulated by revenue or capacity shortages, there are geographical, infrastructure, and political limitations that restrict sharing opportunities. Existing infrastructure limitations and financial constraints within Cameron Park CSD and El Dorado Hills CSD have motivated creative sharing and joint use agreements between the two districts and with other public or private parties. While shortages of needed programs and park space have motivated these districts to seek cooperative sharing arrangements to maximize the services that can be provided, the capacity of their own facilities limits their ability to make those resources available to others.

Use of school facilities by the two CSDs is limited by the schools' own programs and activities.

Cameron Park CSD

Cameron Park CSD rents space for dance and art classes. Most classes and programs are held at local school facilities when space is available. The district uses classrooms, gymnasiums, and fields at numerous schools in the three school districts that overlap its boundary. The swimming pool at Ponderosa High School is the only facility of its type in Cameron Park and is used for the CSD's aquatics programs. Nine programs that do not draw a large enough attendance from either Cameron Park CSD or El Dorado Hills CSD alone are available by combining attendance from the two districts. These nine programs plus programs requiring specialized facilities that Cameron Park lacks (such as a commercial kitchen) are held at El Dorado Hills CSD's facilities.

A new community center will reduce Cameron Park CSD’s dependence on shared facilities. The planned community center will contain all of the types of facilities currently shared or rented by the district. The county is assisting with funding for the center.

Cameron Park CSD jointly funds maintenance of Bass Lake Park with El Dorado Hills CSD, which operates its three acres of multi-use ballfields. Once Cameron Park CSD is able to take an active role in park operation, the district will enhance its opportunities for additional sports fields.

El Dorado Hills CSD

El Dorado Hills CSD participates in numerous joint use agreements and memoranda of understanding for shared facilities and programs with El Dorado County, City of Folsom Recreation Department, Cameron Park CSD, El Dorado Hills Chamber of Commerce, El Dorado Hills Lions Club, El Dorado Hills Rotary Club, and others.

The CSD utilizes joint use agreements or rental agreements with the three school districts that overlap its boundary. El Dorado Hills CSD and the school districts have varying responsibilities for maintenance and scheduling of the joint facilities depending on the terms of the agreements.

El Dorado Hills CSD also operates and jointly funds Bass Lake Park with Cameron Park CSD. The Community Activities Building is used by community organizations and the county’s Senior Nutrition Program. The Harvard Way bike path was jointly funded by the CSD and the County Department of Transportation.

El Dorado Hills CSD and El Dorado County have a memorandum of understanding for the Creekside Greens Project Area and Drainage Zone of Benefit. The district is responsible for the long-term management and maintenance of the open space areas and bike/walking trail. The county is responsible for all flood control measures.

The district has made efforts to partner with other local agencies in park development and is continually seeking out additional opportunities to enhance the recreation opportunities it provides.

A unique opportunity for shared facilities exists with the 18,000-acre Folsom Lake SRA, which adjoins the CSD at its northern boundary. An extensive trail system with opportunities for hiking, biking, and horseback riding exists around the lake and connects to other regional Sacramento area trails. The trail system also connects to a proposed eight-mile trail corridor and greenbelt currently being developed by the American River Conservancy along the South Fork. El Dorado Hills CSD could conceivably tie in to this system from its existing New York Creek Nature Trail in conjunction with upcoming regional trails plans being developed by SACOG and the El Dorado County Transportation Commission.

Holiday Lake CSD

Holiday Lake CSD is geographically separated from other park and recreation service providers.

Although access to the district's lake is currently restricted by the board of directors, Holiday Lake could be used as a community-wide park to serve the park and recreation needs of the population in the Shingle Springs area. Shingle Springs is currently without any other local park and recreation service provider. The availability of a second community park in the territory south of Highway 50 would relieve some of the non-resident demand on Cameron Park CSD. County Parks would be the logical funding and management partner for such a venture; however, budget reductions and administrative uncertainty in County Parks may restrict this opportunity for shared facilities. In addition, use of the lake could make it possible for Cameron Park CSD and Holiday Lake CSD to provide or expand programs for non-motorized boating, such as kayaking, canoeing, wind-surfing, etc.

Holiday Lake CSD's current policy restricting use of the public facilities to only homeowners is a significant impediment to maximizing the public benefit of these recreation facilities. At present, the district may be further limited in this opportunity for shared facilities because of its decision to discontinue its liability insurance.

Springfield Meadows CSD

Springfield Meadows CSD's Berkshire Park and Stonebriar park are intended for neighborhood use only. The parks are not ideal for large events and will have limited use for organized recreation. District board members and residents have voiced concerns over keeping the parks limited to neighborhood use only.

There are no schools within the CSD's boundary and no regional parks are planned for the area in the near future. The Carson Creek Specific Plan, including the planned regional park, has applied to LAFCO for annexation to El Dorado Hills CSD.

Because of the close geographic proximity to El Dorado Hills CSD facilities and the likelihood of Springfield Meadows CSD residents using El Dorado Hills CSD programs as non-residents, El Dorado Hills CSD has previously expressed interest in the possibility of using Springfield Meadows CSD parks for its programs. No sharing agreements, however, have been negotiated.

County Parks

El Dorado County is an important partner in providing recreation and park facilities through grants, funding assistance, and cooperative agreements. County Parks has joint use agreements with Latrobe School District and El Dorado Union High School District for fields at Miller's Hill School and Ponderosa High School. The county constructed a baseball field at Miller's Hill at a cost of \$200,000 and a soccer field at Ponderosa. Both sites are maintained and scheduled by the school districts. County Parks also contributed \$150,000 toward the development of a multi-use ballfield at Bass Lake through a joint use agreement between El Dorado Irrigation District, El Dorado Hills CSD, Cameron Park CSD, and Rescue Union School District.

Most recently, the county allocated \$1 million in community enhancement funds to Cameron Park CSD for its new community center. El Dorado Hills CSD and El Dorado County provide enhanced recreation through the joint flood control-recreation use agreement for Creekside Greens described above. The county may also ensure development of a regional park in the Carson Creek Specific Plan area as discussed earlier in this report.

Determinations Related to Opportunities for Shared Facilities

Determination 6-1

Inter-agency sharing of facilities as well as public-private partnerships are widespread within the study area.

Determination 6-2

Sharing of facilities can maximize use of limited facilities and may partially offset capacity shortages. Cooperative agreements are a highly effective means of sharing the cost of parkland acquisition, development, and maintenance, as well as maximizing the use of available lands.

Determination 6-3

Enhanced sharing of resources and facilities would result from additional cooperative agreements among and between agencies, including small special districts and school districts.

Determination 6-4

Agencies that pro-actively seek and secure agreements for shared facilities provide higher levels of service than agencies without sharing agreements.

Determination 6-5

School facilities such as classrooms, gymnasiums, pools, and fields make ideal shared facilities because school use is usually limited to weekday school hours and parking, restrooms, and other accessory features are available.

Determination 6-6

Opportunities for joint use of existing school facilities are limited by the size and condition of fields and the scheduling of curricular and extracurricular school activities.

Determination 6-7

Open space areas and sports fields will decrease as schools add classrooms to accommodate growing student enrollment.

Determination 6-8

New county and regional parks in the study area will add capacity in park infrastructure and create new opportunities for cooperation such as joint planning and design, multi-function facilities, and maximum use.

Determination 6-9

A new community center in Cameron Park will reduce Cameron Park CSD's dependence on shared facilities elsewhere and provide new opportunities for sharing to others.

Determination 6-10

Existing impediments to greater sharing of resources and facilities include geographic separation (location), political preferences (agency policy), and limited infrastructure (land and improvements) available for organized recreation activities.

Determination 6-11

Holiday Lake could be used as a community-wide park to serve the park and recreation needs of the population in the Shingle Springs area. Holiday Lake CSD's current policy restricting the use of public facilities to homeowners only is a significant impediment to maximizing the public benefit of these recreation facilities.

Determination 6-12

Improving and sharing of existing and future parks within Springfield Meadows CSD would maximize the public benefit of those park lands for citizens in El Dorado Hills.

Determination 6-13

Direct control of facilities by park and recreation providers through ownership or long-term leases and management agreements is necessary for the long-term availability and quality of recreation, park, and open space services.

Government Structure Options

Purpose: To consider the advantages and disadvantages of various government structures to provide service

Government Structure and Existing Structure in the Study Area

Government Code §56001 declares the policy of the state to encourage orderly growth and development essential to the social, fiscal, and economic well-being of the state. The Code further states that “this policy should be effected by the logical formation and modification of the boundaries of local agencies, with a preference granted to accommodating additional growth within, or through the expansion of, the boundaries of those local agencies which can best accommodate and provide necessary governmental services.”

Parks, recreation, open space, and related services are provided by a diversity of government agencies in the study area, including four community services districts (CSDs), El Dorado County, El Dorado Irrigation District, various state and federal agencies, and school districts. Because of LAFCO’s role in evaluating boundaries, services, and spheres of influence, this discussion of government structure options will focus on the four CSDs that are the principal local providers of recreation and park services. The agencies are Cameron Park CSD, El Dorado Hills CSD, Holiday Lake CSD, and Springfield Meadows CSD. El Dorado Irrigation District’s role in recreation is minimal within the study area.

Of the various types of districts of limited purposes, community services districts are empowered to provide the greatest range of services to their communities. Most CSDs in El Dorado County exercise only one or two of the powers authorized under Government Code §61000 et seq. With this government structure arrangement, services are decentralized with separate agencies providing different services such as fire, water, wastewater, drainage, road maintenance, etc. within each CSD boundary. The structure of local government in El Dorado County consists of many overlapping single purpose special districts.

In regions with separate, distinct communities that are geographically remote from each other, services are most logically provided by several local single purpose agencies. Among such communities, service needs may vary widely based on community preferences, civic cooperation, and available revenues. County Policy 9.1.5.1 of the 1996 General Plan Parks and Recreation Element states, “Encourage the formation of independent rural recreation districts to provide rural

community and neighborhood parks for those areas desiring a higher level of service.” In this setting, a combination of several single purpose special districts may be the best arrangement for providing governmental services.

In contrast, large parts of the study area that once contained several distinct communities now contain widely developed areas between the original small communities. Agency boundaries that once reflected the core community have become mismatched to areas that have grown up since the agencies were created. There is no longer a universal understanding of the location of community boundaries. For example, some residents who reside in the Cameron Park CSD perceive that they live in the community of Rescue, and vice versa. Service needs of populations inside and outside agency boundaries may be exactly the same. New residents who have moved into areas with recent rapid growth are demographically more homogenous to each other, have generally similar service needs, and may have expectations for higher levels of service than can easily be provided by several individual special districts designed for lower levels of service. The decentralized government structure that may have been most effective in providing services to unique, separate communities may no longer be the best structure for public services where development and growth have created a larger population base with homogenous service needs.

Government Structure and Cost Effectiveness

Multi-purpose service providers and larger agencies generally have the advantage of economies of scale, cohesive planning, and fundraising capability. Administration and overhead costs for several separate agencies will likely be higher than those for a single larger agency. Within a highly populated urban area where service needs are relatively homogenous, segmenting service among several providers will be unlikely to result in the highest service levels at the lowest possible cost. Where service levels vary among the agencies, as in the study area, the service cost burden is not equitably distributed among residents, even when the parks, programs, and open space amenities are available to all.

Cameron Park CSD

Cameron Park CSD is organized to provide two principal groups of services. In addition to park and recreation related services, fire and emergency services are provided, now through a contract with California Department of Forestry and Fire Protection. For many years, the county approved development in areas contiguous to Cameron Park CSD without requiring annexation, since Cameron Park CSD is completely surrounded by El Dorado Hills County Water District (Fire District), Rescue Fire Protection District, and El Dorado County Fire Protection District. LAFCO had never adopted a sphere of influence for Cameron Park CSD to guide the county regarding Cameron Park CSD annexations or to resolve the question of whether single service agencies were more appropriate than multi-service agencies. Thus the county made no provision for needed park and recreation services in the developments contiguous to Cameron Park CSD.

Development inside the CSD boundary and immediately adjacent to it are virtually identical. The service needs of these areas are equivalent, and the non-resident populations have created a significant impact on the district. The organizational structure of multiple single service agencies has caused a significant long term boundary-service mismatch and a serious lack of park and recreation services adjacent to Cameron Park CSD.

LAFCO adopted a sphere of influence which includes the “limited service” sphere designation to separate Cameron Park CSD’s park and recreation from its fire service areas. The limited service sphere identifies areas appropriate for annexation without concurrent detachment from the neighboring fire district.

While this arrangement is not ideal from the perspective of government organization, it has allowed the extension of needed park and recreation services to recently developing areas adjacent to the CSD. Several more possible annexations will propose annexation to Cameron Park CSD without detachment from the fire protection district.

In the 1998 *Issues and Alternatives in Updating the Spheres of Influence of Special Districts in the Cameron Park Area* LAFCO reviewed the possible separation of the two groups of services provided by the CSD and reorganization to form two agencies for fire protection and parks and recreation. This action would be needed if subsequent reorganizations were desired to consolidate fire services with other fire protection districts or if park and recreation services were to be combined with El Dorado Hills CSD, either by consolidation or by annexation actions. The advantages and disadvantages of such changes would be considered in detail in analyses of the agencies’ spheres of influence and in any reorganization studies.

Although not determined by LAFCO to be the most desirable government structure option in 1998-1999, detachments from nearby fire districts and annexation for all services from Cameron Park CSD continues to be an available alternative.

While not immediately under consideration, community leaders have expressed interest in incorporation of a new city in the Cameron Park CSD area.

Changes in the structure of governmental organization may assist with some of Cameron Park CSD’s service provision inequities. Such changes alone cannot address the need for increased revenues needed to provide services.

El Dorado Hills CSD

El Dorado Hills CSD is organized to principally provide park and recreation related services but is also the symbolic civic center of the community and the hub for a wide variety of civic and community activities including many district and non-district community programs, meetings, and events. The currently pending proposal for incorporation of El Dorado Hills reflects a community desire for a new government structure that would organize and provide additional local government services through a multi-service provider city. The proposal dissolves the CSD with its services

subsequently provided by the city.

Two small community services districts provide services immediately adjacent to El Dorado Hills CSD. Springfield Meadows CSD is contiguous along a portion of El Dorado Hills CSD's southern boundary and provides road maintenance services along with park, recreation, and open space services. When formed as a new agency, Springfield Meadows CSD served a small distinct subdivision forming a community separated from El Dorado Hills CSD by Highway 50 and undeveloped lands. Continued growth within and adjacent to the boundaries of Springfield Meadows CSD has erased the distinction between the communities. Citizens from these two districts identify with and consider themselves part of the general El Dorado Hills community. The housing density and type in Springfield Meadows CSD and the fact that the district does not provide park and recreation services desired by its residents will contribute to demand for the type of services provided by El Dorado Hills CSD.

Marble Mountain Homeowners CSD provides only road maintenance services and forms an island within El Dorado Hills CSD. The more rural character of Marble Mountain Homeowners CSD and its very low density suggests that this area may not impact services provided by El Dorado Hills CSD.

Both districts may dissolve with the incorporation of the proposed city.

Unlike Cameron Park CSD, annexations to El Dorado Hills CSD have been proposed and approved as development of surrounding areas occurred.

Historically, LAFCO has excluded the El Dorado Hills Business Park from the sphere of influence and boundary of El Dorado Hills CSD. Spokespersons for the business park have persuaded LAFCO to exclude that area because of its non-residential land uses. The 2003 El Dorado County General Plan Draft EIR, however, notes that "other land uses, such as commercial development, can also contribute to the demand for park and recreation facilities."

The most likely option for restructuring El Dorado Hills CSD services is the proposed incorporation. Other alternatives that LAFCO might evaluate would include a reorganization of the park and recreation services provided by Springfield Meadows CSD. This could occur in several ways: 1) SMCSO discontinues park and recreation services and annexes to EDHCSD while retaining its road maintenance responsibilities, or 2) SMCSO dissolves entirely with concurrent annexation to EDHCSD and the transfer of road services to an alternate provider such as a road zone

of benefit (County Service Area 9). Additionally, SMCSO could enter into functional consolidation of its services with EDHCSO through contract, memorandum of understanding, or other such agreement.

Holiday Lake CSD

Holiday Lake CSD is organized and structured to serve a small distinct community consisting of the Holiday Lake Ranches and Holiday Hills subdivisions. It is not geographically linked to other park and recreation providers in the study area and the community/neighborhood it serves is not a growing area. This may be the most appropriate structure for maintaining the lake and providing simple public services. However, this study has identified two important issues. There is no public access to the district's facilities and they are considered private facilities for homeowners and guests only. Secondly, the district does not carry liability insurance and could incur devastating financial liabilities. In the event of such a financial failure, the county would likely be required to assume responsibility.

A private association might more accurately reflect the community's needs and desire to operate the lake as a private facility. Two homeowners' associations exist within district boundaries that could feasibly provide the same level of service for the same cost as the district would incur. The homeowners' association insurance or the individual homeowners could then absorb the risk that would otherwise be carried by an uninsured government agency (and ultimately the county).

The county is the only other park and recreation service provider in the area. Services could be shifted to the county through a zone of benefit (County Service Area 9).

Springfield Meadows CSD

Springfield Meadows CSD is organized to provide two groups of services. Aside from its role as a road maintenance agency, Springfield Meadows CSD currently provides limited park maintenance, street lighting, and landscaping services. The district does not provide recreational programs or services other than occasional holiday parties.

Springfield Meadows CSD is contiguous to El Dorado Hills CSD. When formed as a new agency, Springfield Meadows CSD served a small distinct subdivision forming a community separated from El Dorado Hills CSD by Highway 50 and undeveloped lands. Continued growth within and adjacent to the boundaries of Springfield Meadows CSD has erased the distinction between the communities. Citizens from these two districts identify with and consider themselves part of the general El Dorado Hills community. Because of the housing density and type in Springfield Meadows CSD and the fact that it does not provide park and recreation services desired by its residents, demand for the type of services provided by El Dorado Hills CSD such as recreational

programs, swimming pools, trails, etc. will continue.

Without an administrative staff, it may not be feasible for Springfield Meadows CSD to grow into the new services and responsibilities associated with the population growth within its boundaries.

Options for restructuring recreation and park services in the Springfield Meadows CSD boundaries include dissolutions of the agency concurrent with approval of the proposed incorporation of El Dorado Hills. Springfield Meadows CSD could discontinue park and recreation services and annex to El Dorado Hills CSD while retaining its road maintenance responsibilities. Springfield Meadows CSD could dissolve entirely with concurrent annexation to El Dorado Hills CSD and a transfer of road services to an alternate provider such as a road zone of benefit (County Service Area 9). Additionally, Springfield Meadows CSD could enter into functional consolidation of its services with El Dorado Hills CSD through contract, memorandum of understanding, or other such agreement.

Another option would shift responsibility for maintaining neighborhood parks and trails to a private association with annexation to El Dorado Hills CSD. Homeowners could retain local control over their neighborhood parks while still contributing property taxes and other funds toward El Dorado Hills CSD's community-level operations. Such an arrangement could be successful for the neighborhoods in the district, Springfield Meadows, Stonebriar, and Shadow Hills Estates. Funds would be equitably divided among the CSD and the HOAs according to the level of service responsibility of each.

Determinations Related to Government Structure Options

Determination 7-1

The structure of local government in the study area consists of many overlapping single purpose special districts. In regions of the county with separate, distinct communities that are geographically remote from each other, public services are most logically provided by a combination of several single purpose special districts.

Determination 7-2

The decentralized government structure that may have been most effective in providing services to separate communities may no longer be the best structure for public services in places where development and growth have created a population with similar service needs both inside and outside of district boundaries.

Determination 7-3

Multi-purpose service providers and larger agencies generally have the advantages of economies of scale, cohesive planning, and greater fundraising capability. Assuming the same levels of service, administration and overhead costs for several separate agencies will likely be higher than those for a single larger agency. Within a highly populated region segmenting service among several providers is unlikely to result in high service levels at the lowest possible cost.

Determination 7-4

Where service levels vary among the agencies in the study area, the service cost burden is not equitably distributed among all residents who use parks, recreation, and open space services.

Determination 7-5

The organizational structure of several single service agencies has caused a significant mismatch between agency boundaries and service needs in the areas adjacent to Cameron Park CSD. Non-resident users of Cameron Park CSD services have created a significant impact on the district. Existing and planned development contiguous to the boundary of Cameron Park CSD and in the Rescue and Shingle Springs areas will continue to impact the district's park and recreational infrastructure.

Determination 7-6

Separating Cameron Park CSD's service area for fire protection from its service area for other services, while not ideal from the perspective of government organization, has allowed the extension of needed park and recreation services to recently developing areas inside other fire protection districts. Limited service annexations should continue until other restructuring alternatives become feasible.

Determination 7-7

Changes to the organization and structure of government alone cannot address the problem of insufficient revenues to support desired services.

Determination 7-8

The most likely option for restructuring El Dorado Hills CSD and Springfield Meadows CSD services is the proposed incorporation of the proposed city of El Dorado Hills.

Determination 7-9

Restructuring the services of Springfield Meadows CSD so that park and recreation services are provided by El Dorado Hills CSD will provide a higher level of service to residents of Springfield Meadows CSD and reduce negative impacts of non-resident use of El Dorado Hills CSD facilities.

Determination 7-10

Restructuring the services of Holiday Lake CSD to a private association might more accurately reflect the community's needs and its desire to operate the lake as a private facility. District and county residents would be better protected from financial risk if services were provided by an entity with appropriate insurance. Feasibility of this option should be further explored.

Evaluation of Management Efficiencies

Purpose: To evaluate the quality of public services in comparison to cost.

OPR Definition: The term, “management efficiency,” refers to the organized provision of the highest quality public services with the lowest necessary expenditure of public funds. An efficiently managed entity (1) promotes and demonstrates implementation of continuous improvement plans and strategies for budgeting, managing costs, training and utilizing personnel, and customer service and involvement, (2) has the ability to provide service over the short and long term, (3) has the resources (fiscal, manpower, equipment, adopted service or work plans) to provide adequate service, (4) meets or exceeds environmental and industry service standards, as feasible considering local conditions or circumstances, (5) and maintains adequate contingency reserves. According to CLG staff, “Management Efficiencies” was not about union issues or collective bargaining, but was generally seen as organizational efficiencies including the potential for consolidations.

The purpose of management is to effectively carry out the principal function and purpose of an agency. Good management will ensure that the agency’s mission is accomplished and that the agency’s efforts are sustainable into the future. A large part of the evaluation of management quality and efficiency is subjective.

The lack of objective standards for management in general complicates the evaluation of government management efficiency. Without objective standards relating to the whole of management performance, objective factors have to be reviewed in a piecemeal fashion. Objective standards include winning awards, having adequate reserves, adopting policies and procedures to ensure continuity, avoiding financial failures, and planning for future responsibilities. Beyond such indirect indicators of management quality, understanding management effectiveness and efficiency is relative and subjective. Determining quality is dependent on agency characteristics that can only be indirectly measured and cannot be directly seen or observed. A few simple characteristics or events must be used to infer broader conclusions.

Evaluating efficiency is not simply related to high levels of service. An agency with a generous budget need not be efficient to be effective. Where resources are scarce, one indication of management efficiency may be how effectively the available resources are applied to the agency’s highest priorities and whether available resources are spent to provide the highest levels of service possible.

LAFCO staff identified one measure of reviewing services and cost. The table below apportions agency expenditures to population as an approximation of service units. It is important to note that service levels, as described elsewhere in this report, vary widely among the agencies and a comparison of actual service levels to cost is necessarily subjective.

**TABLE 9
AGENCY EXPENDITURES PER CAPITA**

Agency	Current Population	2002-2003 Budget		2002-2003 Actual		2003-2004 Budget		2003-2004 Actual	
		Operating Expenditures	Per Capita						
Cameron Park CSD	16,554	\$1,075,992	\$65.00	-	-	\$1,166,059	\$70.44	\$1,210,639	\$73.13
El Dorado Hills CSD	28,024	\$3,437,277	\$122.65	\$3,157,734	\$112.68	\$3,863,213	\$137.85	\$3,474,000	\$123.97
Holiday Lake CSD	136	\$8,890	\$65.37	\$7,731	\$56.85	\$10,600	\$77.94	\$12,352	\$90.82
Springfield Meadows CSD ¹	971	\$212,600	\$218.95	\$197,989	\$203.90	\$80,750	\$83.16	- ²	-

1 All data includes road maintenance services.
2 District did not provide requested information.

El Dorado Hills CSD provides an extensive range of services and very high level of service to its residents. Cameron Park CSD also provides high level services for park and recreation with a somewhat more limited range of programs and services. Holiday Lake CSD and Springfield Meadows CSD provide much lower levels of service and no active recreation services. Please note that budget data for Springfield Meadows CSD includes both road and park services. See Appendix C for agency budget summaries.

Cameron Park CSD

“(I) promotes and demonstrates implementation of continuous improvement plans and strategies for budgeting, managing costs, training and utilizing personnel, and customer service and involvement”

Cameron Park CSD board members sit on standing committees for budget/finance, CC&Rs, parks and recreation, and fire and emergency services as well as various ad hoc committees. District operations are separated functionally by department. Cameron Park CSD utilizes both paid and volunteer staff and retains board-appointed legal counsel. The district has a memorandum of

understanding with the Administration, Parks, and Recreation employee's association for the years 2003-2008.

The district as a whole and each individual department have their own mission statement. The district does not have a strategic plan or goals/objectives by which to measure performance. Staff report that district-wide by-laws and policies were last amended in 2000.

Cameron Park CSD is a member of the California Special Districts Association.

The previous general manager retired in mid-2003 and the position was not filled until spring 2004. This may have had a significant effect on the management efficiency of the agency.

The budget is balanced for each department, and a Gann limit for 2003-2004 was set at \$5,376,021.90.

All recreation programs and special activities must be self-funded by registration fees. Fees are based on instructor/facilitator compensation, cost of materials and advertising, cost of rental facility (if applicable), and administrative costs. Higher fees are charged to non-residents. Major community events are often co-sponsored to alleviate costs, such as the annual Summer Spectacular.

The district receives state grant money based on population and is also eligible for competitive grants. Proposition 12 allocated \$106,000 to Cameron Park CSD through the Per Capita Grant Program in 2000. Through the Per Capita Grant Program of Proposition 40, the 2003-2004 state budget appropriated \$220,000 to Cameron Park CSD, the minimum amount for districts with less than 50,025 people. These funds can only be used for capital outlay. The district secured a grant contract for these funds in March 2004.

The district was last audited for the fiscal year ended June 30, 2003 by John Warden, CPA.

The district's website, as well as a quarterly newsletter, provide information to the public on current and upcoming recreation programs and events.

“(2) has the ability to provide service over the short and long term”

The district uses the *Recreation Facilities Master Plan (2000)* and the *Park & Recreation Facilities Plan and Nexus Study 2003 Update* to determine the timing and funding of capital projects and park renovations. Cameron Park CSD does not have any capital improvement plans or capital outlay funds for its park and recreation functions, although a five-year plan is in place for the Fire Department.

The Special District Risk Management Authority and Northern California Special Districts

Insurance Authority provide insurance services.

“(3) has the resources (fiscal, manpower, equipment, adopted service or work plans) to provide adequate service”

Cameron Park CSD utilizes both paid and volunteer staff. In total, the district employs nine full-time staff and approximately 50-60 seasonal employees. The district has an adopted *Recreation Facilities Master Plan* (2000) and *Park & Recreation Facilities Plan and Nexus Study 2003 Update: Final Report*.

“(4) meets or exceeds environmental and industry service standards, as feasible considering local conditions or circumstances”

National park standards, discussed elsewhere in this report, focus on capacity standards for lands and facilities. Information regarding industry standards was not provided by Cameron Park CSD.

“(5) and maintains adequate contingency reserves”

Cameron Park CSD has no budgeted reserves and carry-over reserves from the previous year are used as revenues to cover projected expenditures.

El Dorado Hills CSD

“(1) promotes and demonstrates implementation of continuous improvement plans and strategies for budgeting, managing costs, training and utilizing personnel, and customer service and involvement”

El Dorado Hills CSD utilizes both paid and volunteer staff and retains board-appointed legal counsel.

El Dorado Hills CSD has an annual memorandum of understanding with the El Dorado Hills Community Services District Employee Association Local No. 1.

The district is a member of the California Special Districts Association.

Board members sit on standing committees such as Administration and Finance, Parks and Planning, and CC&Rs, as well as various ad hoc committees.

Policies, by-laws and procedures are adopted. The mission, goals, and objectives are linked with performance accountability for these standards.

The budget is balanced and the adopted Gann limit is set annually. The district's last annual audit

was conducted by Mike Doody for the fiscal year 2002-2003.

The district uses a wide variety of funding sources including contracts and numerous grants. Recreation programs are designed to be self-funding.

Customer service efforts are extensive, including the district's website, a monthly newsletter published in a local newspaper, and seasonal recreation activities guides on current and upcoming recreation programs and events. The district accepts major credit cards. Gift certificates are available for specific programs or for any dollar amount.

“(2) has the ability to provide service over the short and long term”

El Dorado Hills CSD has an adopted mission and two-year goals adopted through 2005. Twenty-seven accompanying objectives form a plan linked to the goals they are intended to implement.

The *Recreation Facilities Master Plan* (January 2000) seeks to prioritize the investments in capital improvements in order to provide the largest public benefit. The district has an adopted Capital Improvement Plan for 2004-2009.

The El Dorado Hills CSD Planning department works closely with developers, the County Planning Department, and the County Department of Transportation to ensure planning efforts and coordination are timely and adequate.

The California Special Districts Association provides insurance services through the Special District Risk Management Authority. Excess insurance covers additional risk.

“(3) has the resources (fiscal, manpower, equipment, adopted service or work plans) to provide adequate service”

The district employs 34 benefitted employees, of which 25 are full-time. The district also employs an additional 110 part-time recreation leaders, instructors, lifeguards, coaches, and other seasonal program employees and recruits teen and adult volunteers for extra assistance. The district has adopted detailed service and work plans with implementation of the goals through performance standards and review of accomplishments.

“(4) meets or exceeds environmental and industry service standards, as feasible considering local conditions or circumstances”

National park standards, discussed elsewhere in this report, focus on capacity standards for lands and facilities.

El Dorado Hills CSD lists numerous awards such as Trail Days Agency Award (1997), California

Parks and Recreation Society/Triathlon Achievement Awards (2001-2002), SDRMA Risk Management Safety Award for Excellence (2003), NorCal Aquatic Managers Association (2003), etc.

“(5) and maintains adequate contingency reserves”

Per board policy, the general fund contingency reserve is 10%.

Holiday Lake CSD

“(1) promotes and demonstrates implementation of continuous improvement plans and strategies for budgeting, managing costs, training and utilizing personnel, and customer service and involvement”

Holiday Lake CSD is not a member of the California Special Districts Association.

The district board delegates special issues to an interested resident or a committee of residents and board members.

The district has adopted Rules and Regulations of Holiday Lake CSD (amended 1997) regarding use of the lake. The district has not adopted other policies, by-laws, or standards.

Holiday Lake CSD adopts an annual budget and submits it to the County Auditor-Controller’s office. The Auditor’s office assumes responsibility for conducting an audit every five years. The last audit was conducted in February 2003 for the fiscal years ending 1995-2000.

“(2) has the ability to provide service over the short and long term”

The board delegates special issues to an interested resident or a committee of residents and board members.

The district contracts for errors and omissions insurance for its board members but has not contracted for public liability and property damage insurance since 1996. It also does not participate in the State Compensation Insurance Fund for California Worker’s Compensation for its board members and district volunteers.

The district does not have an adopted mission statement, goals, objectives, or strategic plans.

“(3) has the resources (fiscal, manpower, equipment, adopted service or work plans) to provide adequate service”

The district’s total budget for fiscal year 2003-2004 is \$16,552.

The district does not have any paid employees or a designated general manager/secretary pursuant to Government Code Section 61240. The district does not have legal counsel.

Holiday Lake CSD periodically hires independent contractors to chemically treat the lake water, spray for weeds within the lake, mow weeds and clear brush around the lake, and remove trees. These services are requested on an as-needed basis rather than by contract.

No adopted service or work plans were provided by the district for this study.

“(4) meets or exceeds environmental and industry service standards, as feasible considering local conditions or circumstances”

National park standards, discussed elsewhere in this report, focus on capacity standards for lands and facilities.

No information was provided by the district regarding awards, recognition, or compliance with industry standards.

“(5) and maintains adequate contingency reserves”

The district’s total budget for fiscal year 2003-2004 is \$16,552. Of this, \$5,952 is appropriated for contingencies.

**Springfield Meadows
CSD**

“(1) promotes and demonstrates implementation of continuous improvement plans and strategies for budgeting, managing costs, training and utilizing personnel, and customer service and involvement”

Springfield Meadows CSD has no adopted by-laws or policies, operating only under the guidance of county ordinances. Procedures for policy development were considered in spring 2003 but never drafted.

The district is a member of the California Special Districts Association.

Springfield Meadows CSD adopts an annual budget and submits the documents to the County Auditor-Controller’s office. All district funds are deposited into the County Treasury and the Auditor’s office manages receivables and payables. The county also performed the district’s last audit in 1993. County audit staff sent an engagement letter to the district in April 2001 but the district has not responded or taken any action, according to county staff. The district did not adopt a Gann appropriations limit for 2003-2004.

The district does not have any paid employees or a designated general manager/secretary pursuant

to Government Code Section 61240. Legal services are obtained as needed from a private lawyer.

The district has a website.

“(2) has the ability to provide service over the short and long term”

The district has not previously prepared strategic or service plans. Currently, the district states that long-term plans for new facilities and district expansion are on hold pending the proposed El Dorado Hills incorporation. The district anticipates transferring its responsibilities to the proposed city.

The California Special Districts Association provides insurance services through the Special District Risk Management Authority.

“(3) has the resources (fiscal, manpower, equipment, adopted service or work plans) to provide adequate service”

The district does not have any paid employees or a designated general manager/secretary pursuant to Government Code Section 61240.

A Recreation Committee of six residents was formed in spring 2003 to advise the board on residents' concerns.

Springfield Meadows CSD contracts with several private landscaping companies to maintain the park and open space areas under its jurisdiction. The district administers and provides periodic and infrequent social events and holiday parties for its residents but does not provide any recreational programs or services.

“(4) meets or exceeds environmental and industry service standards, as feasible considering local conditions or circumstances”

National park standards, discussed elsewhere in this report, focus on capacity standards for lands and facilities. Information regarding industry standards was not provided by the district.

“(5) and maintains adequate contingency reserves”

The district did not budget any reserves for 2003-2004.

Determinations Related to Evaluation of Management Efficiencies

Determination 8-1

The management policies and practices of an agency affect every aspect of operations and services.

Determination 8-2

Management will ensure that the agency's mission is accomplished and that the agency's efforts are sustainable into the future.

Determination 8-3

Special district management can be provided directly by a board of directors. Where all management is by the board, the directors' individual skills, knowledge, experience, qualifications, motivation, and the time they have available for their duties determine the effectiveness of the agency and its efficiency.

Determination 8-4

There is no coordinated support system in El Dorado County to guide or assist small agencies with planning, legal, administrative, and management decisions. Member services of the California Special Districts Association can assist districts with management issues.

Determination 8-5

Part-time volunteer district boards acting informally without adequate education or legal support are unlikely to understand their responsibilities and may find it difficult to implement and comply with state laws and agency service obligations.

Determination 8-6

In El Dorado County, CSDs may overlap territory and services with private homeowners' associations, leading to confusion about functions, funding, and service responsibility.

Determination 8-7

Cameron Park CSD appears to be very efficient because a relatively high level of service is provided at a per capita cost comparable to other agencies whose service levels are much lower. For other agencies considered above, the per capita costs may be proportionate to service levels, but such evaluations are subjective.

Local Accountability and Governance

Purpose: To evaluate the accessibility and levels of public participation associated with agencies decision making and management processes

OPR Definition: The term, “local accountability and governance,” refers to public agency decision making, operational and management styles that include an accessible staff, elected or appointed decision-making body and decision making process, advertisement of, and public participation in, elections, publicly disclosed budgets, programs, and plans, solicited public participation in the consideration of work and infrastructure plans; and regularly evaluated or measured outcomes of plans, programs or operations and disclosure of results to the public.

In May 2000, the State’s Little Hoover Commission published “Special Districts: Relics of the Past or Resources for the Future?” The report found that “special districts are often invisible to the public and to policy-makers, compromising oversight and accountability.” The report notes that districts are required to adopt budgets at open public meetings and file their budgets with county auditors. They are required to have annual or biennial independent audits. Districts are subject to the Ralph M. Brown Act for meetings, agendas, and minutes. They are also subject to the Public Records Act. Election of district board members provides accountability, although in many cases the Board of Supervisors must appoint district board members due to lack of candidates to stand for election.

This report states that complying with the minimum open meetings and information requirements is not sufficient to allow an adequate amount of visibility and accountability. Outreach efforts, including convenient meeting times, additional notice of meetings, and dissemination of district information are desirable. In particular, the Little Hoover report urged better financial disclosure, noting that budgets and audits are public documents.

Agencies in the study area enhance local accountability and governance in many ways, depending on local conditions and circumstances. Park and recreation agency governance is often invisible to the public. Users of park, recreation, and open space services can easily access those facilities without establishing a service account or receiving statements or bills. Some members of the public may never even use available services. On the western slope, public involvement and agency accessibility exist on varying levels for each district.

Cameron Park CSD

Cameron Park CSD consistently integrates local accountability and governance in its management style and operations. The public has the opportunity to contribute to planning and decision-making in all areas of district service, including the annual budget. However, the district does not have any adopted goals and objectives by which to measure performance and report back to the public. The County Auditor-Controller handles district accounting and an independent audit is conducted annually.

The CSD publishes a quarterly newsletter that details upcoming programs and events. The district website provides information on administration, park operations, recreation programs, special events, and announcements as well as registration forms and contact information for district staff and board members. An e-mail address is available for comments or questions from the public.

The five members of the board of directors are elected district-wide. Voter turnout at district elections varies widely. At the last election, in 2002, three full term directors were affirmed without election. In 2001 an election for a community center bond drew a 29.6% turnout, and in 2000 two full term directors were elected with a 78.3% turnout. The board holds monthly open meetings in the evening at the district office. Meetings are noticed and conducted in accordance with the Brown Act and agendas and minutes are also posted online.

El Dorado Hills CSD

One of El Dorado Hills CSD's Two-Year Goals through 2005 is to "develop strong community relations and keep the community informed." The implementation of this goal begins at the district office. The administration and recreation counters were recently consolidated into a single public service counter open weekdays. An extensive literature rack at the counter and an outdoor bulletin board provide current information on district operations, program registration, and community events. An electronic marquee is budgeted for 2003-2004 along El Dorado Hills Boulevard. The district also distributes information via seasonal recreation activity guides, monthly inserts in a local newspaper, and frequent press releases on important events.

The board president writes a column in the newspaper insert outlining district priorities. The district also publishes quarterly progress reports on strategic goals implementation. An annual audit is conducted by an independent audit firm. The district website provides department information, announcements, forms, contact information, and fee schedules, as well as the current district budget and meeting agendas/minutes. Online registration is planned for the near future. An e-mail address and paper survey form are available for citizens to provide feedback on CC&R enforcement.

The five members of the board of directors are elected district-wide. The last three district elections, from 1999-2002, drew a voter turnout averaging 75.5%. The board holds monthly open meetings in the evening at the district office. Meetings are noticed and conducted in accordance

with the Brown Act, with agendas posted at the district bulletin board and fire stations throughout the community. Special assistance at meetings is available per the Americans With Disabilities Act.

In October 2002, consultants to El Dorado Hills CSD conducted a public opinion survey to (1) identify residents' needs and priorities with respect to parks, recreation, and open space and to (2) evaluate property owner support for the establishment of a benefit assessment to fund open space acquisitions as well as the maintenance and improvement of parks and recreation facilities. The public opinion information serves as a springboard for the district to launch future projects and financing mechanisms. In April 2004 the board authorized a contract with the same consultants to conduct a community needs assessment that would survey customer satisfaction, recreation needs, and community support for certain issues. The district also utilizes input from various Community Advisory Committee reports.

This information affirms El Dorado Hills CSD's strenuous efforts to integrate public accessibility and involvement into district operations and planning. The district takes a proactive approach to local accountability and governance that surpasses legal requirements and makes it a model for other public agencies.

Holiday Lake CSD

Holiday Lake CSD does not have a public office, paid staff, regular publications, a website, or a public phone line. Board members were affirmed without election in the last three elections from 1999-2003. The board holds bi-monthly open meetings with agenda notice also given through e-mail. Agendas are posted at bulletin boards at the two entrances to the community. Meetings are held at the Buckeye Union School District offices in the evenings. The last two district elections, from 1999-2004, drew a voter turnout averaging 50%. The board prepares an annual report on district affairs and major expenditures. Records are retained at the secretary's home. The County Auditor-Controller handles district accounting and conducts an audit every five years.

Based on this information, it appears Holiday Lake CSD is open to public involvement in district operations and planning but does not actively promote it. Accessibility to district information is limited based on the availability of the board officers. However, efforts to increase public access and awareness appear to be proportionate to the district's geographical size and population. Delivering a district announcement door-to-door may be just as effective as posting the information online, without the need for funding, designing, and maintaining a website.

Springfield Meadows CSD

Springfield Meadows CSD does not have a public office, paid staff, regular publications, or a public phone line. A website is in place, however, to deliver information to the public. The website provides general information on the district, links to other sources about CSD governance, district maps, CC&Rs for each subdivision, links to community information, and meeting agendas/minutes.

Residents can subscribe to a district e-mail list. A resident advisory committee publishes a quarterly newsletter.

The three members of the board of directors are elected district-wide or appointed by the Board of Supervisors in the absence of a quorum. Board members were either appointed or affirmed without election in the last three elections from 1998-2002. The board holds monthly open meetings in the evening at a resident's home. Meeting notice is provided on the website and at the entrances to each subdivision.

Springfield Meadows CSD does not have any adopted goals and objectives by which to measure performance and report back to the public. The district adopts an annual budget at a public hearing but has not been audited since 1993.

Determinations Related to Local Accountability and Governance

Determination 9-1

All CSDs in the study area encourage participation in district affairs. Notice of meetings exceeds minimum legal requirements.

Determination 9-2

Disclosure of district information to the public is difficult for smaller agencies. Pursuant to LAFCO requests for information, some agencies have difficulty locating and providing records, including financial records.

Determination 9-3

For districts that lack administrative staff, public accessibility to district information is limited and is often based on the availability of the board officers.

Determination 9-4

Cameron Park CSD and El Dorado Hills CSD integrate public participation in their planning and operations and take an active approach to public outreach and accountability.

Determination 9-5

El Dorado Hills CSD has a strong commitment to public outreach and involvement in its planning and operations. The district provides a diversity of opportunities for participation via committees, workshops, town hall meetings, surveys, etc.

Determination 9-6

Holiday Lake CSD is open to public involvement in district operations. Holiday Lake CSD facilitates direct communication with its citizens by posting, e-mail, mail, and door-to-door distribution of materials. These efforts are proportionate to the district's geographical size and population.

Determination 9-7

Springfield Meadows CSD is open to public involvement in district operations and provides public outreach through its webpage. The district should consider improved financial reporting/disclosure by conducting an audit.

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