

EL DORADO LAFCO

LOCAL AGENCY FORMATION COMMISSION

**El Dorado County and
Georgetown Divide
Resource Conservation Districts
Municipal Service Review and
Sphere of Influence Update**

February 2020

EL DORADO LAFCO
LOCAL AGENCY FORMATION COMMISSION

EL DORADO COUNTY AND GEORGETOWN DIVIDE
RESOURCE CONSERVATION DISTRICTS

MUNICIPAL SERVICE REVIEW

FEBRUARY 2020

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I **EXECUTIVE SUMMARY**

Background – El Dorado County Resource Conservation District

The El Dorado County Resource Conservation District (EDCRCD) was formed in 1939 by election of the landowners pursuant to the provisions of the California Public Resources Code. At the time, it was the second resource conservation district in California. Prior to formation, the area was an Erosion Control Demonstration Area administered by the Soil Erosion Service. Due to serious erosion problems on hillside orchards, the District was reorganized as the EDCRCD. This District was created to address soil and other resource management problems in the southern portion of El Dorado County and promote sound land management practices by working with landowners on a voluntary basis to promote good stewardship. The original Board of Directors declared that the purpose of the District is "to conserve, improve and properly use all the soil, water, wildlife, plant, and related resources for the benefit of all the people."

The original District covered 28,684 acres with the boundaries coinciding with the El Dorado Irrigation District. Over the years, transfers of land and additions to the District have resulted in the current total of 617,241 acres. Generally, the EDCRCD area includes land within El Dorado County south of the South Fork of the American River, excluding the Tahoe basin.

Over half of the land within EDCRCD is in the Eldorado National Forest. Other publicly owned lands include those of the U.S. Bureau of Land Management and the State of California. The latter two are relatively small acreages. Approximately 370,000 acres are owned by the National Forest and is generally situated east of Pollock Pines and above the 3,000-foot elevations. The remainder of the land in this area is owned by private lumber companies or individual landowners. The District is experiencing a rapid growth of residential areas on the western half, with lots as small as one acre. Primary land uses within the District includes orchards, livestock, and some timber production. Recreational uses are also increasing on these privately owned lands.

The elevations of the District range from about 300 feet in the Latrobe area on the southwest end of El Dorado County to 9,963 feet at Pyramid Peak in the Sierra Nevada Mountains. There is no great expanse of flat land in the District. The slopes vary from gently rolling foothills and divide to steep canyon sides and rugged, rocky mountain summits. The principal watershed drainages are Weber Creek and its tributaries, Camp Creek and its tributaries, and the North, Middle, and South Forks of the Cosumnes.

In the last several years, the EDCRCD has taken on new resource and watershed management roles in the county. Due to increasing residential development, the County is facing growth in the urban/wildland interface. Fire suppression over the last 50 to 100 years has led to significant fuel loads. EDCRCD is helping shape the

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present and future needs of a county faced with a rapidly growing population and greater demands on the area's natural resources.

Background – Georgetown Divide Resource Conservation District

The Georgetown Divide Resource Conservation District (GDRCD) was formed in 1953 under the provisions of the California Public Resources Code, Division 9, followed by a resolution of approval by the El Dorado County Board of Supervisors in 1956. It was organized to address resource management problems and promote sound management of natural resources in northern El Dorado County.

At the time of formation, GDRCD contained 224,678 acres and gradually increased in size to its present maximum of 345,060 acres. It is located on the western slope of the Sierra Nevada, generally north of the South Fork of the American River and west of the crest of the Sierras.

The elevations of the District range from 400 feet at Folsom Lake on the west to 9,500 feet at the crest of the Sierra Nevada near the eastern boundary. Essentially there is little or no flat land in the District. The slopes vary from gently rolling foothills and divides to very steep canyon sides and rugged, rocky mountain summits. The principal watershed drainages are the Rubicon River, the Middle and South Forks of the American River, and Silver Creek and its tributaries.

Over half the land east of Georgetown is federally owned and under the supervision of the Eldorado National Forest. The remainder of the land in this area is owned by private lumber companies and individuals, with some owned by the United States Bureau of Land Management and the United States Bureau of Reclamation. The land south and west of Georgetown is mostly privately owned and is used for livestock, orchards and some timber production. Recreational uses are increasing on these privately owned lands.

Services Provided

Each RCD within the State of California is an autonomous special district; as such, each district is able to define its own local goals and objectives based on the issues and needs within its service areas, defined by population and development. The vision of both the El Dorado County and Georgetown Divide RCDs is to enhance the quality of life for residents of El Dorado County by supporting the responsible management of natural resources. This consists of three primary areas: to be an effective provider for on-the-ground conservation projects; to create long-term relationships with conservation partners and the public; and to communicate with landowners about their natural resource concerns including watershed improvement, fuels and vegetation management, and erosion control. The Districts are actively engaged in initiatives, programs, and projects that support this vision.

The mission of the El Dorado County and Georgetown Divide RCDs is complementary to that of other public agencies in the County, as highlighted by their working relationship with other groups. Both the El Dorado County and Georgetown Divide RCDs work closely with the National Resource Conservation Service

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(NRCS), a federal agency that provides technical assistance to local districts via a memorandum of understanding. The NRCS is the leading federal agency charged with conserving natural resources on private lands and is part of the United States Department of Agriculture as a result of the initial Soil Conservation Service. The NRCS accomplishes its mission through the local RCDs. The RCDs act as a liaison between the NRCS and private landowners to bring locally led conservation to the County. They also work to ensure that local conservation issues are addressed, while the NRCS seeks to balance specific local needs within the context of a national conservation effort.

Each district can at times have a specific focus distinct from the other. For example, EDCRCD may look to address soil erosion control, while GDRCD addresses noxious weeds and forestry management. But largely, the Districts will provide service in similar ways. Currently, both the El Dorado County and Georgetown Divide RCDs offer the following programs and services:

Landowner Assistance: The El Dorado County and Georgetown Divide RCD/NRCS staffs provide assistance to private landowners with the following:

- Erosion and sediment control
- Agricultural development
- Forestry improvement
- Environmental compliance
- Wildlife improvement and restoration

The NRCS offers many services including conservation planning assistance, soils information, advice on soil erosion control methods, engineering designs, how to manage forest land to reduce wildfire threat, and new agricultural techniques. The NRCS offers its services at no cost and in some cases, through NRCS conservation programs, may provide matching funds to implement practices that will protect El Dorado County's natural resources.

The partnership with the NRCS brings the Federal Farm Bill which offers voluntary conservation programs that promote agricultural production and environmental quality as compatible national goods. Through cost-share programs, farmers and ranchers may receive financial and technical help to install or implement structural and management conservation practices on eligible agricultural lands.

Developer Assistance: The Districts provide service to developers in the county by conducting an initial review of the Erosion and Sediment Control Plans for their project, and ensuring compliance with the County Grading Ordinance and State Stormwater Construction Permit. District staff are certified by the state as Qualified Stormwater Developers and Practitioners, as well as licensed Certified Professionals in Erosion and Sediment Control – as such, the Districts have the authority to review and make recommendations to ensure compliance with local, regional, and state regulations.

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The Districts, in cooperation with County officials, attend a pre-construction meeting, at which time the development plans are reviewed and discussed. The RCDs are able to provide on-site assistance and training to any development site without additional costs to the developer throughout the entire time that the development permit is active. The Districts provide a final certification when all permanent stabilization measures are installed, and the developer is seeking to close the permit.

The Districts also work closely with the County Code Enforcement Department. When a violation, or threat of violations, is affecting a project, Code Enforcement may advise the developer to contact the El Dorado or Georgetown RCD to obtain technical assistance. As a non-enforcement, non-regulatory agency, the RCDs can provide assistance to developers to address any deficiencies with site stabilization in an economically efficient and timely manner.

Wildfire Protection and Community Assistance: In cooperation with the California Department of Forestry and Fire Protection (CAL FIRE), the Sierra Nevada Conservancy, and the USFS, the Districts have administered several community wildfire protection and forest health projects. Over \$5,962,200 in State funding has been brought into the County under the Greenhouse Gas Reduction Fund and the California Climate Investment Program Grants for on-the-ground vegetation management to reduce the threat of catastrophic wildfire.

Forest Improvement and Fuels Management: The South Fork American River Cohesive Strategy (SOFAR) and Fire Adapted 50 Collaborative Strategy are an All-Lands Wildland Fire Management approach involving collaborative efforts among a dedicated group of diverse members. The Collaborative increases pace and scale of management actions that promote healthy, productive forest ecosystems across all lands consistent with the Forest Carbon Plan. On a watershed scale, the Districts work to create a fire-resilient ecosystem that supports viable populations of all native species, sustainable fisheries, functioning and restored watersheds and water quality, protected cultural resources, and diverse recreational opportunities.

Erosion Control: The Subdivision Review Program has evolved to address water quality concerning potential impacts from accelerated erosion and sedimentation. The RCDs review proposed projects prior to construction to determine whether site characteristics (i.e. runoff from off-site areas, soils, topography) are taken into account in the design. The RCDs also review projects during construction and provide on-site technical assistance with project designers, regulatory personnel, and landowners. As such, the RCDs serve as a liaison between landowners and regulatory agencies, simultaneously promoting development and sound resource conservation. Technical resources, including vegetation establishment guidelines, BMP specifications, and soil mapping, are all available.

Water Quality Monitoring: For the past 22 years, the Watershed Education Summit (WES) has brought together students and teachers from local high schools with resource specialists, in an extensive watershed monitoring project in the Crystal

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Basin of the Eldorado National Forest.

The program's success comes from strong support from within the school districts and from its partnerships with local agencies such as the El Dorado County and Georgetown Divide RCDs. The RCDs provide planning and financing to ensure student access to state of the art monitoring equipment. There is also a strong relationship with the U.S. Forest Service which provided guidance and technical support of the program.

Since its origins in 1997, the primary objectives for the WES program have been focused on students' experience in learning watershed-monitoring techniques, connecting classroom lessons to on-the-ground application, and providing students with exposure to natural resource career choices. These objectives have remained consistent throughout the WES program. Data collected during WES monitoring aims to improve watershed conditions through increased understanding — achieved through a comprehensive, long-term data set shared with natural resource decision-makers in the South Fork American watershed.

Public Outreach and Education: It is the objective of the RCDs to fill the training and resource management information needs of homeowners, landowners, and resource users.

According to the Districts' Strategic Plans, the RCDs have a significant role to play in filling the resource management information and education needs of landowners and homeowners, along with other agencies including the University Extension, CAL FIRE, the County, and water purveyors. The RCDs identify instances where they have capabilities or interests, and coordinate efforts with the other agencies.

The Districts' educational strengths include: greater flexibility in staffing than other government agencies, the ability to obtain grants targeted to RCDs, skills in administering grants, and a broad countywide focus.

As part of their public outreach, EDCRCD and GDRCD have built demonstration gardens which provide the public with information on drought-tolerant plants and water-saving landscape methods.

As the county's population increases, so will the demands on the Districts. In particular, the RCDs expect to play an increasing role in cooperative watershed planning and management, and in the preparation and administration of grants for watershed projects. These roles will place increasing demands and responsibilities on the Districts' directors and staff. Because of these circumstances, the Districts should examine and improve their organizational capacity.

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II AGENCY DESCRIPTION

El Dorado County Resource Conservation District

Contact Information

Address: 100 Forni Road, Suite A, Placerville, CA 95667

Phone: (530) 303-5328

Website: <http://edgdrcd.wpengine.com/>

Management Information

Board of Directors:	Chuck Mitchell	11/2016 – 11/2020
	Dale Pierce	11/2016 – 11/2020
	Chrisandra Jo Flores	11/2018 – 11/2022
	John C. James	11/2016 – 11/2020
	Sarah Jones	11/2018 – 11/2022
	Peter Melnicoe, Associate	On-going

Board Meetings: Monthly 1st Tuesday, 7:00 p.m.

Staff: Mark Egbert, District Mgr.
Cameron Spencer, Project Coordinator
Fred Hunt, Soil Technician

Service Information

Principal Act: Division 9, Resource Conservation, Public Resources Code

Empowered Services: Resource conservation
(at the time of formation)

Services Currently Provided: Resource conservation

Latent Powers: None
(LAFCO approval required)

Area Served: 617,241 Acres

Population Served: About 130,000

Major Infrastructure: None

Fiscal Information

2018-19 Budget: \$543,851.42 – Adopted by District

Sources of Funding: Grants and County General Fund

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Georgetown Divide Resource Conservation District

Contact Information

Address: 100 Forni Road, Suite A, Placerville, CA 95667
Phone: (530) 303-5328
Website: <http://edgdrcd.wpengine.com/>

Management Information

Board of Directors: Tim Palmer 12/2018 – 12/2022
William Bennett 12/2016 – 12/2020
David Delongchamp 12/2018 – 11/2022
Ray Griffiths 12/2016 – 12/2020
Amara Smallwood 12/2016 – 12/2020

Board Meetings: Monthly 3rd Monday, 7:00 p.m.

Staff: Mark Egbert, District Mgr.
Cameron Spencer, Project Coordinator
Fred Hunt, Soil Technician

Service Information

Principal Act: Division 9, Resource Conservation, Public Resources Code

Empowered Services: Resource conservation
(at the time of formation)

Services Currently Provided: Resource conservation

Latent Powers: None
(LAFCO approval required)

Area Served: 345,060 Acres

Population Served: About 20,000

Major Infrastructure: None

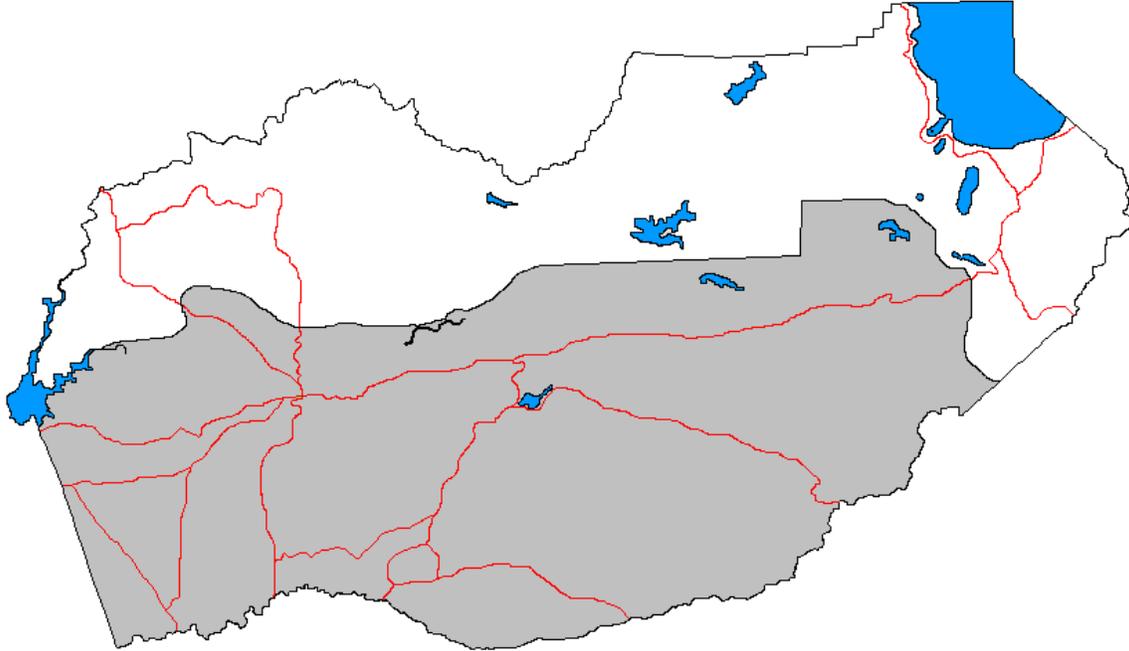
Fiscal Information

2018-19 Budget: \$681,569.87 – Adopted by District

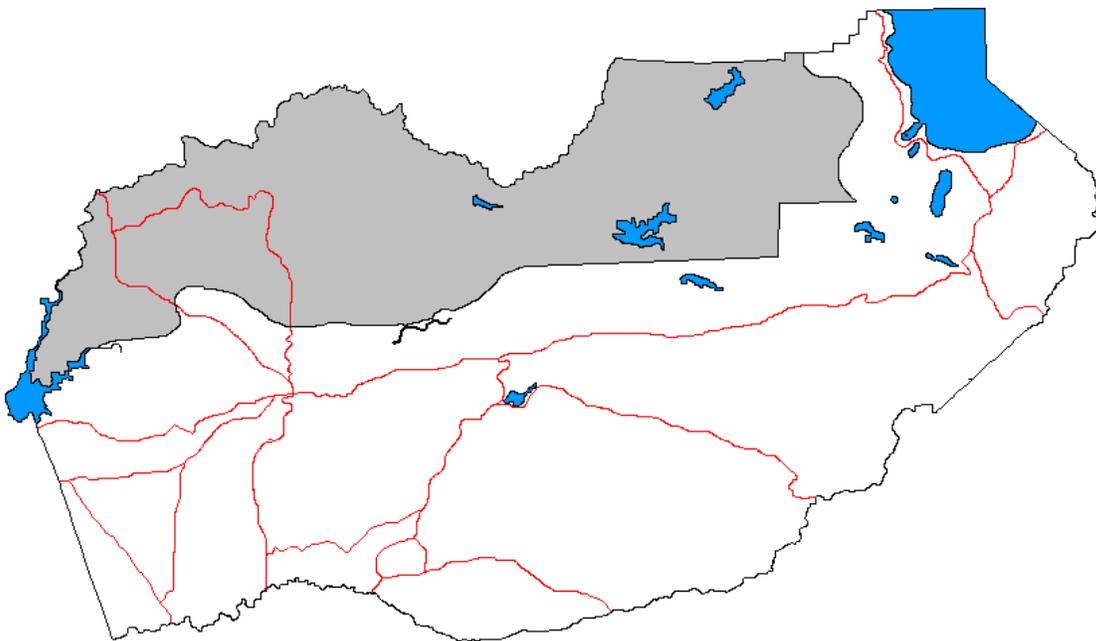
Sources of Funding: Grants and County General Fund

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El Dorado County RCD Boundaries and Coterminous Sphere of Influence:



Georgetown Divide RCD Boundaries and Coterminous Sphere of Influence:



III **MSR DETERMINATIONS**

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

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

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

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

Because of the shared staff, coordination of programs and the close working relationship between the respective governing boards, the MSR determinations summarized below are for, and apply to, both agencies.

1. Growth and population projections for the affected area.

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

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

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

El Dorado County encompasses 1,805 square miles of the Sacramento Metropolitan area and had an estimated population of 185,000 people in 2017. Countywide, El Dorado County has experienced a significant population increase since 1990. This surge, largely occurring on the Western Slope, is attributed to a desire for a higher quality of life and the convenience of close proximity to Sacramento.

Although the EDCRCD and GDRCD service areas have not expanded since their respective formation, the Districts have experienced an increased demand for their services due to growth in the County's population and an increased awareness of, and demand for, the Districts' educational programs. Service levels in response to this growth are reaching the limit of the RCDs' available financial resources. Because of these trends, the Districts are concerned that current funding levels may not keep up with the future demand.

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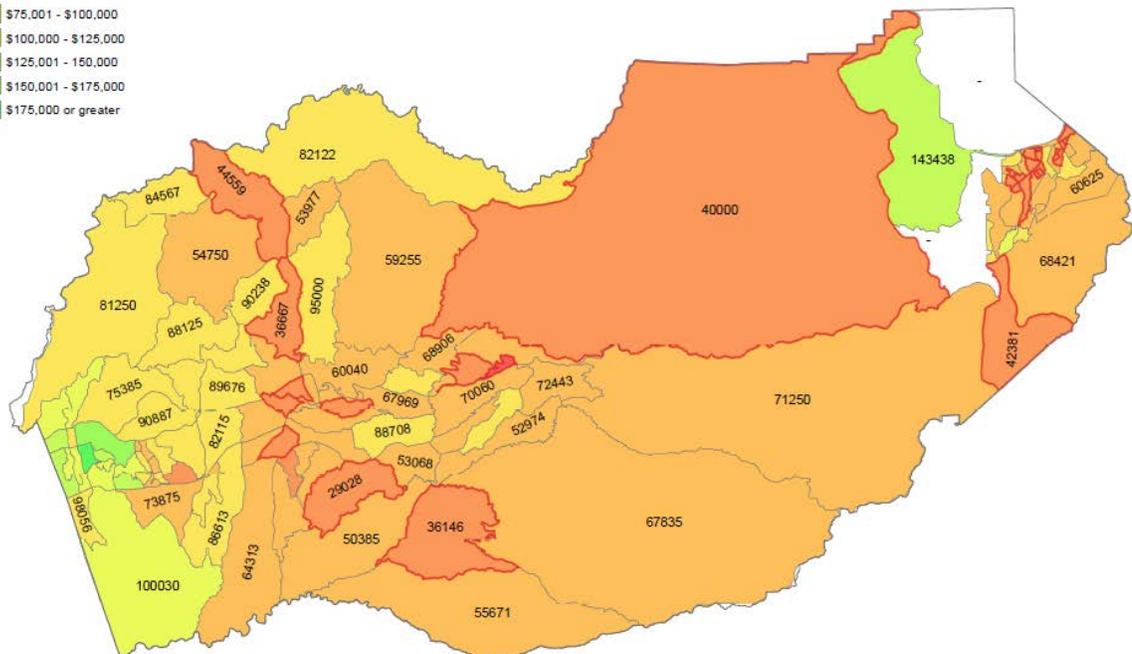
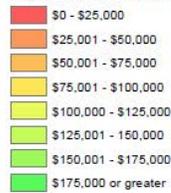
2. The location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence.

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

Within the RCDs are multiple areas that are considered disadvantaged communities. Disadvantaged Unincorporated Communities (DUCs) are defined as inhabited territory (12 or more registered voters) that constitutes all or a portion of a community with an annual median household income that is less than 80 percent of the statewide annual median household income. The 2017 statewide median household income was \$67,169 (U.S. Census Bureau 2013-2017 American Community Survey 5-Year Estimates), making the median household income for a disadvantaged community as defined by the Water Code \$53,735.

The 2014-15 Census data shows several areas in the boundaries of El Dorado and Georgetown Divide RCD as belonging to a disadvantaged community:

Census_Block_Groups_2014_Median_Income
F2014_Median_Household_Income



However, pursuant to Government Code Section 56430, disadvantaged unincorporated communities also lack water, waste water, and structural fire protection services. The RCDs do not provide any of these services. Most of the areas that are considered disadvantaged by the Census receive water and wastewater services from the Georgetown Divide Public Utility District or the El Dorado Irrigation District. These areas also are within the service boundaries of one of the County's fire suppression agencies.

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

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

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

- Service capacity, level and types of services currently provided by the agency, and areas where these services are provided.
- A description of the services that will be provided to any areas which may be added to the sphere and the timing and method for funding expansion of facilities or services.

Operations

Both Districts operate with a volunteer Board of Directors and a shared staff of three, including a general manager. The collaboration between the El Dorado County and Georgetown Divide RCDs staff provides the cost-saving benefits of a consolidated district while retaining the ability to focus each District's resources on the unique land characteristics and specific needs of their respective service areas. The District Manager takes separate directions from both the El Dorado County RCD and Georgetown Divide RCD Board of Directors. The Districts share a website that provides an abundance of information and publications. In addition, staff is very receptive to public inquiries regarding the various programs and services that are available to landowners within the respective districts.

Infrastructure

The El Dorado County and Georgetown Divide RCDs themselves do not own or maintain infrastructure beyond geographic information system (GIS) files, and general office equipment such as computers, utilized for administrative functions. The Districts operate in a consolidated office in Placerville, which is also shared with NRCS staff. Not only does this allow for greater efficiency in sharing resources, it is also a great money saver for the RCDs because of the Districts' arrangement with the NRCS whereby the federal agency pays for all rent and maintenance costs to the building.

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4. Financial ability of agencies to provide services.

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

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

- Financial capabilities and costs of service.

Funding and Budget

This section analyzes the financial operations of the Districts to assess their long-term financial viability. Some of the information was obtained from the County Auditor-Controller's Office, some was obtained from District responses. Actual numbers were used in order to reflect true expenditures with the exception where actual data has not been compiled yet.

Budget History – El Dorado County RCD

Budget Year	County Contribution	Grant Funding (pass-through)	Expenditures
FY 2014-15 (Actual)	\$73,819	\$72,886	\$186,812
FY 2015-16 (Actual)	\$77,363	\$152,886	\$358,405
FY 2016-17 (Actual)	\$406,750 (5-Year Agreement through FY 2020-21)	\$1,664,339	\$578,609.22
FY 2017-18 (Actual)		\$1,700,563	\$1,316,611.74
FY 2018-19 (Adopted by District)		\$400,176	\$543,851.42

Budget History – Georgetown Divide RCD

Budget Year	County Contribution	Grant Funding (pass-through)	Expenditures
FY 2014-15 (Actual)	\$73,819	\$147,731	\$125,922
FY 2015-16 (Actual)	\$77,363	\$22,000	\$88,265
FY 2016-17 (Actual)	\$406,750 (5-Year Agreement through FY 2020-21)	\$1,627,720	\$627,549.34
FY 2017-18 (Actual)		\$1,492,808	\$1,107,838.73
FY 2018-19 (Adopted by District)		\$575,893	\$681,569.87

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Budget Summary – El Dorado County RCD

FY 2017-18 Budget		
<i>El Dorado County General Fund</i>	\$81,350*	4.5%
<i>Grant Funding</i>	\$1,700,563	94.5%
<i>Interest Revenue</i>	\$5,323.48	0.3%
<i>Charges for Services/Misc. Revenue</i>	\$12,348.92	0.7%
Revenue		\$1,799,585.40
Expenditures		(\$1,316,611.74)
Carry Over Into FY 2018-19		\$482,973.66

**yearly apportionment of Five-Year, \$406,750 agreement with the County*

Budget Summary – Georgetown Divide RCD

FY 2017-18 Budget		
<i>El Dorado County General Fund</i>	\$81,350*	5.1%
<i>Grant Funding</i>	\$1,492,808	94.5%
<i>Interest Revenue</i>	\$6,169.27	0.4%
<i>Charges for Services/Misc. Revenue</i>	\$0	0%
Revenue		\$1,580,327.27
Expenditures		(\$1,107,838.73)
Carry Over Into FY 2018-19		\$472,488.54

**yearly apportionment of Five-Year, \$406,750 agreement with the County*

The above tables show that, although it makes up the majority of revenue, the grant funding that the Districts receive can vary widely from year to year. Although the Districts' staff is proficient in securing grants (since the 2016-17 fiscal year, the General Manager estimates that the combined Districts' success rate for grants is 95%), this form of funding is not always a reliable form of income year after year.

The Districts currently have in place a five-year agreement (beginning in FY 2016-17) with the County in which they received \$406,750 from the County general fund, to be apportioned in annual increments throughout the five years (\$81,350 per year). This agreement is adjusted each fiscal year according to the actual percentage change of the prior year's County general fund growth in assessed value. Meaning, if there is additional growth, the County will make the additional annual payment on top of the \$81,350, while if the assessed value decreases, the Districts will reimburse

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the difference. Given that the agreement goes through FY 2020-21, it does present the Districts with some financial consistency. However, it should also be noted that this County general fund allotment is a relatively small portion of the Districts' overall revenue, and is still not as consistent of a source as, say, property taxes.

Revenue Sources

The primary source of funding is State and Federal grants. Grant funding is secured through a competitive process whereby the RCDs coordinate with other local agencies and organizations to align strategic priorities. The primary source of federal funding is from the U.S. Forest Service and the USDA Natural Resources Conservation Service. State funded programs have been provided by CAL FIRE, Sierra Nevada Conservancy, Department of Conservation, and the Department of Water Resources.

Before Prop 13 was enacted, State legislation through Division 9 of the Public Resources Code gave RCDs the option of regular assessments to contribute to the support of the RCDs programs. This assessment was limited to two-cents (\$0.02) on each \$100 of assessed valuation of land within the RCD boundaries. During the 1960's, the RCDs were requested by the then Board of Supervisors to relinquish this capacity and be funded through annual appropriations equal to regular assessments. The RCDs agreed to continue on this basis, rather than divert a share of taxes after Prop 13. Each year, the RCDs would bring forth an annual agreement with a budget based on the percent change of the prior year's general fund growth in assessed property valuation. Specifically, each year the two Districts would have their annual budget increased by the percentage of increase in assessed value within the County. For example, if the assessed value in the County went up by 4.8% during the current year, the subsequent budgets for the RCDs would also increase by 4.8%.

Financing Constraints and Opportunities

As mentioned earlier, the El Dorado County and Georgetown Divide RCDs are funded primarily through a base-contribution from the County General Fund and by various grants awarded to the Districts. Over the past years, both Districts have experienced a fluctuation in grant funding: EDCRCD's grant revenues varied by \$1,627,677 and GDRCD's by \$1,605,720 (refer to the tables above). During the same period, however, EDCRCD was able to vary its expenditures by \$1,129,799 and GDRCD did the same by \$1,019,573. This indicates that despite the decrease in new revenue, the Districts have been able to continue normal operations on a smaller operating budget without significantly affecting their operations or services. However, it is unclear whether this is entirely due to managerial efficiencies; the re-prioritization of programs; or as a result of budgetary necessity to operate within limited means.

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Cost Avoidance Opportunities

The El Dorado County and Georgetown Divide RCDs appear to be very adept at cost avoidance measures and sharing of facilities. The Districts' use of the same staff allows them to minimize the duplication of administrative resources. In addition to sharing office space with the NRCS, the Districts maintain a strong collaborative relationship with numerous local, state and federal agencies that are working toward a common goal of resource conservation within El Dorado County. By collectively pooling the distinctive resources and staff expertise of each agency, the Districts are able to accomplish much more than they would by working solely as an autonomous entities.

Opportunities for Rate Restructuring

This section is not applicable to the El Dorado County and Georgetown Divide RCDs, as they do not have an established fee schedule and provide the majority of services and informational materials to the public at no charge.

Grants

Grant funding, which the Districts actively pursue, offers the greatest opportunity to maintain capacity to serve the needs of the community. As mentioned earlier, since the 2016-17 fiscal year, the Districts have achieved a 95% success rate for grants applied for vs. obtained. They have received the following grants since 2017 that are currently being implemented:

- El Dorado County Collaborative Watershed Management Strategy. \$190,000. Good Neighbor Agreement between CAL FIRE and the RCD. Scope: Joint NEPA/ CEQA Environmental Analysis on 1,625 acres of lands in the Wildland-Urban Interface. Project Partners: RCD, CAL FIRE, Sierra Pacific Industries, El Dorado Irrigation District, private landowners.
- Sly Park Vegetation Management Project. \$150,000. Stewardship Agreement between USFS/ Mule Deer Foundation and the RCD. Scope: Joint NEPA/ CEQA Environmental Analysis on 2,800 acres of land in the Wildland-Urban Interface. Project Partners: RCD, CAL FIRE, USFS, private landowners.
- Fire Adapted 50 Phase I: \$972,000. Scope: Vegetation Management on 675 acres of lands in the Wildland-Urban Interface within the priority area of the SOFAR. Project Partners: RCD, CAL FIRE, Sierra Pacific Industries, El Dorado Irrigation District, private landowners.

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- Fire Adapted 50 Phase I.a: \$975,000. Scope: Vegetation Management on 925 acres of lands in the Wildland-Urban Interface. Project Partners: RCD, CAL FIRE, Sierra Pacific Industries, El Dorado Irrigation District, private landowners.
- Fire Adapted 50 Phase I.snc: \$500,000. Scope: Vegetation Management on 380 acres of lands in the Wildland-Urban Interface. Project Partners: RCD, CAL FIRE, El Dorado Irrigation District, private landowners.
- Fire Adapted 50 Phase II: \$1,975,000. Scope: Vegetation Management on 1,625 acres of lands in the Wildland-Urban Interface. Project Partners: RCD, CAL FIRE, Sierra Pacific Industries, USFS, El Dorado Irrigation District, SMUD, BLM, private landowners.
- Tahoe Central Sierra Partnership: \$200,000. Scope: Develop community protection plans and complete CEQA for five (5) communities in the Wildland-Urban Interface encompassing 1680 acres.
- Fire Safe Council (FSC) partnership and capacity building is an important component of this workplan. The RCD currently manages over \$1,200,000 in grants for the FSC. Coordination with the FSC and the community organizations will result in the Community Wildfire Protection Plan containing strategic priorities.

GDRCD and EDCRCD do not share grant funding or other finances specifically; however, when one district applies for a grant that requires a cash-match or in-kind contribution, the other district can provide or assist with the matching funds. The Districts also have an MOU with one another that allows them to work in both jurisdictions, to conduct joint projects or to prepare joint strategic plans. Because each District is a separate entity with a separate budget, there are instances in which both Districts are simultaneous applicants for a competitive grant. Strategically, this competition increases the chances that at least one of the districts will receive the funding.

With grant funding being a primary source of funds, it is integral to utilize each District when seeking out, and competing for, state-wide grant funding programs. For example, the California Department of Forestry and Fire Protection (CAL FIRE) administered the Greenhouse Gas Reduction Fund which offered competitive grants to individual eligible entities. Each District applied for and received grant awards for restoration activities on private lands affected by the King Fire and the Sand Fire.

5. Status of, and opportunities for, shared facilities.

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

The RCDs already participate in a number of cooperative efforts with public, private, and volunteer organizations with respect to protecting and restoring natural resources in El Dorado County. The organizations the Districts regularly work with include:

- Ag in the Classroom
- AmeriCorps
- Apple Hill Growers Association
- Associated California Loggers
- California Association of RCDs
- California Association of Resource Conservation Districts
- California Department of Forestry and Fire Protection (CAL FIRE)
- California Licensed Foresters Association (CLFA)
- City of Placerville
- Cosumnes, American, Bear, and Yuba River Watersheds Integrated Regional Water Management Planning Committee
- County Department of Transportation
- El Dorado County
- El Dorado County Agricultural Watershed Group
- El Dorado County Department of Education
- El Dorado County Fair
- El Dorado County Farm Bureau
- El Dorado County Fire Safe Council
- El Dorado County Fire Safe Council and most of the 23 satellite councils.
- El Dorado County Fish & Game Commission
- El Dorado County Grape Growers Association
- El Dorado County Growers Association
- El Dorado County Noxious Weed Management Group
- El Dorado County Water Agency

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- El Dorado Irrigation District
- Forest Challenge
- Georgetown Divide Public Utility District
- National Associations of RCDs
- Natural Resources Conservation Service (NRCS)
- PG&E
- Private Citizens
- Regional Water Quality Control Board
- Sacramento Municipal Utility District (SMUD)
- Sacramento Valley Water Quality Coalition
- SAGE
- Sierra Nevada Conservancy
- Sierra Pacific Industries
- South Fork American River Cohesive Strategy
- South Fork American River Watershed Group
- State Water Resources Control Board
- UC Berkley – Blodgett Research Forest
- United States Bureau of Reclamation
- United States Forest Service – Eldorado National Forest
- University of California Extension

The Districts are two of only three RCDs in the County, and already share a general manager, staff, and office space. The third resource conservation district, Tahoe RCD, has a specific focus on the Tahoe Basin environment, which makes joint contracting irrelevant given the Basin's unique environment and specific resource conservation needs.

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

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

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

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

Board of Directors

Each District is governed and managed by a locally elected or appointed volunteer board of directors, consisting of five, seven or nine trustees that reside within their district. The Board members may be elected or appointed by the Board of Supervisors based upon the recommendations of the supervisor(s) representing the District area.

El Dorado County and Georgetown Divide Resource Conservation District Board of Directors

I. El Dorado County RCD Directors

Member	Role	Term Expires
Chuck Mitchell	President	11/2020
Dale Pierce	Vice President	11/2020
Chrisandra Flores	Secretary	11/2022
Sarah Jones	Member	11/2020
John C. James	Member	11/2022
Peter Melnicoe	Associate	On-going

II. Georgetown Divide RCD Directors

Member	Role	Term Expires
Tim Palmer	President	12/2022
William J. Bennett	Vice President	12/2020
David Delongchamp	Secretary	12/2022
Ray Griffiths	Member	12/2020
Amara Smallwood	Member	12/2020

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Personnel and Staffing

Although EDCRCD and GDRCD have separate governing boards, they share a staff of three employees for all of their administrative and operational functions.

**El Dorado County and Georgetown Divide Resource Conservation District
Shared Staff**

Position	Wage per Hour	Full or Part Time?	Health/Retirement Benefits? (Y/N)
District Manager	\$51.28/hr	FT	Y
Soil Technician	\$27.89/hr	FT	Y
Project Coordinator	\$27.89/hr	FT	Y

Government Structure Options

Although the El Dorado County and Georgetown Divide RCDs share staff, office space, and resources, there is no recommendation for the two districts to merge into a single district at this time. While the stated Mission Statement of each District is the same, each are recognizably different from each other. Similarities between the Districts exist which are associated with such things as internal controls, policies, procedures and other related administrative processes. However, each District has its own independent Board of Directors which function independently to ensure natural resource concerns and local priorities are addressed.

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

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

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

- Potential effects on agricultural and open space lands.

One of the goals of the Districts is to promote the responsible stewardship of the natural resources within their service boundaries. This is accomplished, in part, by discouraging the premature conversion of agricultural, open space, or forest land to urban uses. The services provided by the Districts protect farmland and the agricultural economy by assisting private landowners and local agencies in the efficient management of local natural resources.

The 2004 General Plan directs unincorporated growth to already existing population centers or “community regions.” Therefore, it is reasonable to expect areas such as El Dorado Hills, Cameron Park, Diamond Springs, Georgetown, Garden Valley, and Cool to be further developed to a medium or higher density in the coming years. The

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“in-between” areas will most likely remain in an agricultural or open space use or be converted to low-density rural residential, if developed.

IV SOI DETERMINATIONS

In determining the sphere of influence for each local agency, Government Code §56425(e) requires the Commission to consider and prepare a written statement of determinations with respect to four factors, which are listed in Appendix A. Staff recommends the following determinations for amending the sphere for the El Dorado County and Georgetown Divide Resource Conservation Districts:

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

Present land use in the EDCRCD area varies depending on the location, and includes low to high-density residential, commercial, industrial, and agricultural related activities such as orchards, vineyards, livestock, and timber production. Primary residential areas within the district tend to follow along the major road arteries, with the heaviest concentration clustering in the City of Placerville, El Dorado Hills and Cameron Park areas. Areas between the City and community regions are primarily agricultural and rural residential. Over half of the land within EDCRCD, mostly on the eastern side, is publicly owned by the US Forest Service. Future land uses are expected to remain relatively unchanged, with population growth consistent with the 2004 General Plan within already-established community regions.

Present land use in the GDRCD area includes primarily low to medium-density residential, commercial, industrial, and agricultural related activities such as orchards, vineyards, livestock, and timber production. Primary residential areas within the district tend to follow along the major road arteries, with the heaviest concentration clustering in the communities of Georgetown, Garden Valley and Cool. Areas between these community regions are primarily agricultural and rural residential. Over half of the land within GDRCD, on the northern and eastern sides, is publicly owned by the US Forest Service. Future land uses are expected to remain relatively unchanged, with population growth consistent with the 2004 General Plan within already-established community regions.

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

EDCRCD serves an estimated population of 125,293 people and has experienced an amplified demand for services due to growth in the County's population and an increased awareness of, and demand for, the districts' educational programs. As more development occurs on the western slope, discretionary permits will require that more resource conservation practices are implemented to minimize their effects on the local environment. As the County's population grows further, so will the demands on the district. In particular, EDCRCD will probably play an increasing role in cooperative watershed planning and management, and in the preparation and administration of grants for watershed projects. These roles will place escalating demands and

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responsibilities on the District directors and staff.

GDRCD serves an estimated population of 16,600 people and has experienced an amplified demand for services due to growth in the County's population and an increased awareness of, and demand for, the districts' educational programs. As more development occurs on the western slope, discretionary permits will require that more resource conservation practices are implemented to minimize their effects on the local environment. As the County's population grows further, so will the demands on the district. In particular, GDRCD will probably play an increasing role in cooperative watershed planning and management, and in the preparation and administration of grants for watershed projects. These roles will place escalating demands and responsibilities on the District directors and staff.

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

EDCRCD appears to provide an above-average level of resource conservation services to district residents. Instead of receiving an increment of local property taxes, EDCRCD receives revenue to fund its programs through various grants, and a base-contribution from the El Dorado County General Fund. Although the majority of the revenue is only semi-stable due to the uncertain nature of grants and the informal funding agreement with the County, the District does not appear to have difficulties in financing its operations at this time.

GDRCD appears to provide an above-average level of resource conservation services to district residents. Instead of receiving an increment of local property taxes, GDRCD receives revenue to fund its programs through various grants, and a base-contribution from the El Dorado County General Fund. Although the majority of the revenue is only semi-stable due to the uncertain nature of grants and the informal funding agreement with the County, the District does not appear to have difficulties in financing its operations at this time.

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

EDCRCD serves multiple distinct communities including the City of Placerville, El Dorado Hills, Cameron Park, and Diamond Springs, which represent the primary concentrated, social or economic communities of interest within the district. Also included in the EDCRCD boundaries are the areas of Rescue, Latrobe, Coloma, Camino, Pleasant Valley and Fairplay.

GDRCD serves multiple distinct communities within the Georgetown Divide, including Georgetown, Garden Valley, Cool, Greenwood, Pilot Hill, Kelsey, Quintette and Volcanoville. Georgetown and Garden Valley represent the primary concentrated, social or economic communities of interest within the District.

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

While LAFCO has identified disadvantaged communities within the El Dorado County and Georgetown Divide service area boundaries, the Districts do not provide any of the municipal services as defined in Government Code 56425(e)(5).

Service Area and Sphere of Influence

The spheres of influence for the Districts were last updated on December 5, 2007. The SOIs set by the Commission at the time affirmed the original spheres.

Based upon the information contained in this report, it is recommended that the El Dorado County and Georgetown Divide RCD spheres of influence be updated to affirm the original spheres, as shown in **Maps 1 and 2**.

V ENVIRONMENTAL REVIEW

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

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

Exemption

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

VI REFERENCES AND SOURCES

General Background Information:

2004 El Dorado County General Plan: A Plan for Managed Growth and Open Roads; a Plan for Quality Neighborhoods and Traffic Relief, adopted July 19, 2004

Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, prepared by Assembly Committee on Local Government, last updated November 2019

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

2010 U.S. Census, Quick Facts, El Dorado County

Governing and Defining Legislation:

Government Code, Division 9, Resource Conservation, Public Resources Code

El Dorado County/Georgetown Divide RCD:

County of El Dorado, Independent Special Districts Fiscal Budgets for the Fiscal Years 2014-2018

District Website (<http://edgdrcd.wpengine.com/>)

El Dorado County Resource Conservation District Annual Plan, Fiscal Year 2016-17

El Dorado County Resource Conservation District Final Budgets, Fiscal Years 2014-2015, 2015-16, 2016-17, 2017-18, 2018-19

Georgetown Divide Resource Conservation District Annual Plan, Fiscal Year 2016-17

Georgetown Divide Resource Conservation District Final Budgets, Fiscal Years 2014-2015, 2015-16, 2016-17, 2017-18, 2018-19

Written Comments from General Manager Mark Egbert

VII APPENDICES

A. Appendix I: Background on MSR/SOI

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

This review is part of El Dorado LAFCO's Third Cycle of municipal service reviews (2013-2021). El Dorado County/Georgetown Divide RCDs were previously reviewed in the Resource Conservation District MSR as part of the First Cycle of municipal service reviews. In the First Cycle of MSRs, LAFCO reviewed each public agency providing similar public services in a single, comprehensive service-based report; therefore, one agency may be covered in multiple MSRs for different services. However, LAFCO utilized an agency-based approach for the Second and Third Cycle MSRs, so each agency will be reviewed in an individual MSR, covering all services provided by the agency. For past reviews of El Dorado County/Georgetown Divide RCD, or for more detailed information on the other agencies which provide similar services, please visit the LAFCO website under the "MSRs" tab.

Background

Legislative Framework

In 1997, the State Legislature established the Commission on Local Governance for the 21st Century (CLG). The CLG was tasked with assessing governance issues and making recommendations, directing special attention to the Cortese-Knox Local Government Reorganization Act of 1985, the then-57 Local Agency Formation Commissions governed by the Act and citizen participation in local government. CLG members included a broad spectrum of constituent groups and perspectives including counties, cities, special districts, educators, industry and elected officials.

The CLG determined that LAFCOs needed more specific information in order to make informed decisions on projects that came before them. It was

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

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

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

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various alternatives for improving efficiency and affordability of infrastructure and service delivery within and contiguous to the sphere of influence, including, but not limited to, the consolidation of governmental agencies.

- (c) In conducting a service review, the commission may include a review of whether the agencies under review, including any public water system as defined in Section 116275, are in compliance with the California Safe Drinking Water Act (Chapter 4 (commencing with Section 116270) of Part 12 of Division 104 of the Health and Safety Code). A public water system may satisfy any request for information as to compliance with that act by submission of the consumer confidence of water quality report prepared by the public water system as provided by Section 116470 of the Health and Safety Code.
- (d) The commission may request information, as part of a service review under this section, from identified public or private entities that provide wholesale or retail supply of drinking water, including mutual water companies formed pursuant to Part 7 (commencing with Section 14300) of Division 3 of Title 1 of the Corporations Code, and private utilities, as defined in Section 1502 of the Public Utilities Code.
- (e) The commission shall conduct a service review before, or in conjunction with, but no later than the time it is considering an action to establish a sphere of influence in accordance with Section 56425 or Section 56426.5 or to update a sphere of influence pursuant to Section 56425.

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

- Section 56378 authorizes LAFCOs to initiate and make studies of existing governmental agencies. “In conducting those studies, the commission may ask for land use information, studies, and plans of cities, counties, districts, including school districts, community college districts, and regional agencies and state agencies and departments. (Those agencies) shall comply with the request of the commission for that information...”
- Section 56846 states, “Every officer of any affected county, affected city, or affected district shall make available to a reorganization committee any records, reports, maps, data, or other documents which in any way affect or pertain to the committee’s study, report, and recommendation and shall confer with the committee concerning the problems and affairs of the county, city, or district.”
- Section 56844 authorizes the Commission to undertake a study or report in place of a reorganization committee, thereby transferring those access rights.

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Relationship Between Spheres of Influence and Service Reviews

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

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

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

- (1) The service capacity, level and types of services currently provided by the agency and the areas where these services are provided.
- (2) Financial capabilities and costs of service.
- (3) Topographic factors and social and economic interdependencies.
- (4) Existing and planned land uses, land use plans and policies; consistency with county and city general plans and projected growth in the affected area.
- (5) Potential effects on agricultural and open space lands.
- (6) A description of the services that will be provided to any areas which may be added to the sphere and the timing and method for funding expansion of facilities or services.
- (7) An analysis of the effects a proposed sphere of influence on other agencies and their service capabilities.

Service Review Guidelines

The Governor’s Office of Planning and Research (OPR) was directed by statute (§56430) to prepare guidelines to assist LAFCOs in complying with the new service review requirements. In that regard, the final *Local Agency Formation Commission Municipal Service Review Guidelines* was released in August 2003. OPR’s intent in developing these guidelines was “to provide a structure to assist LAFCOs to carry out their statutory responsibility of promoting orderly growth and

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development, preserving the state's finite open space and agricultural land resources, and working to ensure that high quality public services are provided to all California residents in the most cost effective and efficient manner." These guidelines were utilized in the preparation of this service review document.

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

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

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

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

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

B. Appendix II: Background on Disadvantaged Unincorporated Communities

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

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

"Disadvantaged communities" are defined as inhabited territory with 12 or more registered voters that constitutes all or a portion of a "disadvantaged community,"

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which is defined in the Water Code to be "a community with an annual median household income that is less than 80 percent of the statewide annual median household income."

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

C. Appendix III: Environmental Justice

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

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

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

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

Demographic data for the study area is limited and generally does not clearly distinguish between population groups of different races, cultures, and incomes. Demographic data for the County as a whole is limited. Typically analysts rely on Census data, specifically information gleaned from the Census' American

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Community Survey since that data tends to be more recent even if the pool of respondents is not as large as the pool for the decennial Census.

U.S. Census area boundaries do not correspond directly with the boundaries of the RCDs (i.e., the El Dorado County boundary minus the Tahoe basin), but the data for the County as a whole provides a demographic framework for the evaluation of environmental justice issues. The most recent data available, from the 2013-2017 American Community Survey 5-Year Estimates shows the following racial populations:

Table 1: Study Area Population by Race

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

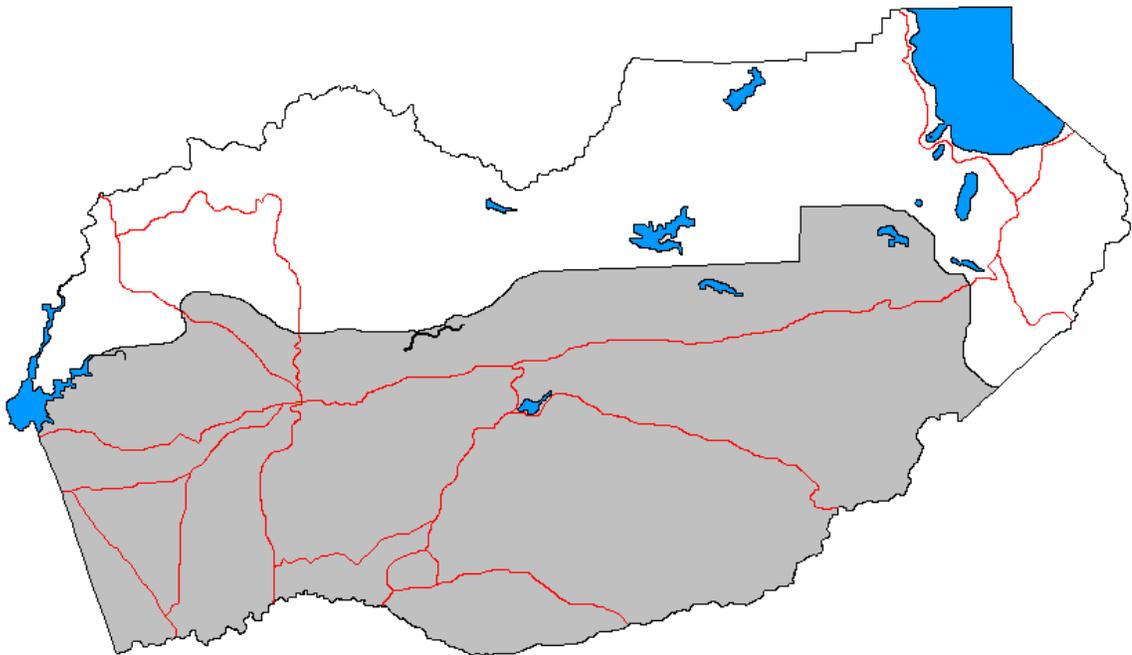
Sources: 2013-2017 American Community Survey by the U.S. Census
Percentages may not add due to rounding

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

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

VIII MAPS

Map 1 – El Dorado County Resource Conservation District Current and Recommended Sphere of Influence

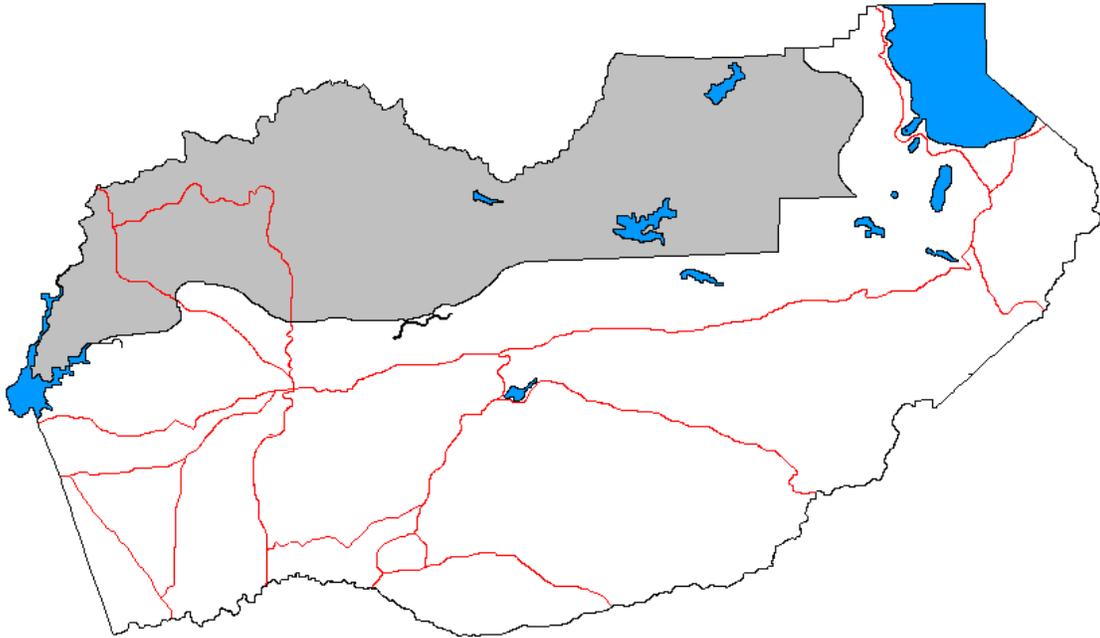


El Dorado County Resource Conservation District

■ Current and proposed Sphere of Influence
(coterminous with district boundaries)

EL DORADO LOCAL AGENCY FORMATION COMMISSION

Map 2 – Georgetown Divide Resource Conservation District Current and Recommended Sphere of Influence



Georgetown Divide Resource Conservation District

■ Current and proposed Sphere of Influence
(coterminous with district boundaries)

