



**LOCAL AGENCY FORMATION COMMISSION**  
550 Main Street, Suite E. Placerville, CA 95667  
(530) 295-2707 • lafco@edlafco.us • www.edlafco.us

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## **REQUEST FOR PROPOSALS FOR A MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE STUDY FOR THE EL DORADO IRRIGATION DISTRICT**

### **I. INTRODUCTION**

#### **General Information**

The El Dorado Local Agency Formation Commission (LAFCO) seeks proposals from professional consulting firms to prepare a Municipal Service Review and Sphere of Influence Study for the El Dorado Irrigation District (EID). This work is to be completed in compliance with applicable California Government Code provisions, the LAFCO Service Review Guidelines as prepared by the Governor's Office of Planning and Research, and El Dorado LAFCO's Policies and Guidelines.

The purpose and scope of this MSR/SOI study, and the subject of this RFP, will be the El Dorado Irrigation District. This review is to be conducted by a professional consulting firm under the direction of the LAFCO Executive Officer. To be considered, a response to this request must be received by José C. Henríquez, Executive Officer, El Dorado Local Agency Formation Commission, 550 Main Street, Suite E, Placerville, CA 95667, by close of business, Tuesday, April 30, 2019. LAFCO reserves the right to reject any or all proposals submitted.

During the evaluation process, LAFCO reserves the right, where it may serve LAFCO's best interest, to request additional information or clarifications from responders, or to allow corrections of errors or omissions. At the discretion of LAFCO, firms submitting proposals may be requested to make oral presentations as part of the evaluation process.

LAFCO reserves the right to retain all proposals submitted and to use any ideas in a proposal regardless of whether that proposal is selected. Submission of a proposal is acceptance by the firm of the conditions contained in this request for proposals, unless clearly and specifically noted in the proposal submitted and confirmed in the contract between LAFCO and the firm selected.

It is anticipated the selection of a firm will be completed in May 2019. Following the notification of the selected firm, it is expected a contract will be executed between both parties no later than June 2019, allowing work on the MSR to begin July 1, 2019.

#### **LAFCOs**

In 1963, the State Legislature created Local Agency Formation Commissions (LAFCOs) to help direct and coordinate California's growth in a logical, efficient, and orderly manner. Each county within California is required to have a LAFCO. LAFCOs are charged with the responsibility of making difficult decisions on proposals for new cities and special districts, spheres of influence, consolidations, and annexations.

LAFCOs are required by the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 ("CKH Act", Government Code §56000 et seq.) to prepare service reviews of local agencies

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#### **COMMISSIONERS**

Public Member: Michael Powell • Alternate Public Member: Dyana Anderly  
City Members: Mark Acuna, Cody Bass • Alternate City Member: Kara Taylor  
County Members: Shiva Frentzen, Brian Veerkamp • Alternate County Member: John Hidahl  
Special District Members: Tim Palmer, Vacant • Alternate Special District Member: Holly Morrison

#### **STAFF**

José C. Henríquez, Executive Officer • Erica Sanchez, Assistant Executive Officer  
Riley Nork, Assistant Policy Analyst • Denise Tebaldi, Interim Commission Clerk • Kara K. Ueda, Commission Counsel

(§56430). LAFCOs are required to conduct these reviews prior to, or in conjunction with, updating spheres of influence (SOIs, §56425).

### **Background of El Dorado LAFCO**

El Dorado LAFCO is a seven-member commission, consisting of the following categories: two members from the El Dorado County Board of Supervisors, two members from city councils, two members from special district boards of directors and one member from the public at large. Each of the four categories has an alternate Commissioner who serves in the absence of the regular member. Current staff to El Dorado LAFCO includes an Executive Officer, Assistant Executive Officer, Assistant Policy Analyst, part-time Administrative Assistant and legal counsel. El Dorado LAFCO also utilizes consultant assistance on a limited basis to supplement staff efforts.

LAFCO is responsible for establishing, reviewing and updating as necessary the SOIs for two cities, six dependent special districts and 57 independent special districts in El Dorado County. In preparing service reviews and SOI updates, the Commission is implementing a phased work plan involving a combination of countywide, sub-area and individual agency reviews.

### **II. SCOPE OF SERVICES:**

A discussion on the MSR's scope of service as currently envisioned by LAFCO is included immediately below. A final scope of services will be negotiated with the firm selected to conduct these service reviews and will be included with the professional services agreement to be approved by LAFCO.

The CKH Act requires LAFCO to prepare an analysis of each service provider and a written statement of 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.

*(Note: several of these elements overlap in terms of subject matter. The report may consolidate sections, but should provide a set of recommended determinations that indicate the required element to which they apply.)*

A discussion on the SOI's scope of service as currently envisioned by LAFCO is included immediately below. A final scope of services will be negotiated with the firm selected to conduct these service reviews and will be included with the professional services agreement to be approved by LAFCO.

The CKH Act requires LAFCO to prepare an analysis of each service provider and a written

statement of determinations with respect to each of the following:

- (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.

In Sections 4 and 5 of the “Commission Policies and Guidelines,” El Dorado LAFCO outlines its methodology guidelines for preparation of municipal service reviews and sphere of influence studies. These can be found on the “Resources” tab on the LAFCO website, [www.edlafco.us](http://www.edlafco.us). The Governor’s Office of Planning and Research has additional information for preparing service reviews.

El Dorado LAFCO has compiled some information that will be made available to the qualified applicant if necessary. The report should reflect local LAFCO policies. Specific information can be found on the LAFCO website.

The consultant is expected to use any and all available information relevant to the MSR/SOI study, including interviews, surveys, previous research, reports, District planning documents, County general plans, previous sphere studies, authorities under the law, etc. Sufficient data and information should be collected to construct a clear, concise and comprehensive report. LAFCO desires to focus efforts on a district’s capacity and capability to provide services (and where applicable feasible opportunities for more efficiency) rather than study all services at same level of detail. It is therefore important for a proposal to demonstrate an approach that gets to the relevant discussion without becoming a huge compendium of information.

### **El Dorado Irrigation District**

The El Dorado Irrigation District is an irrigation special district under the California Irrigation District Law (Water Code §20500, et seq.) and authorizing statutes (Water Code §22975, et seq.). EID was formed in 1925 and serves nearly 110,000 residents within approximately 220 square miles on the western slope of El Dorado County. The District’s Sphere of Influence (SOI) encompasses an additional 376 square miles, with the majority located to the northwest and south of the District’s current boundaries. EID’s annual budget was approximately \$70 million in FY 2017-18. EID is empowered to provide, and actively provides, the following services:

- Water
- Wastewater
- Hydroelectric Power
- Parks and Recreation

### Water

EID provides water for domestic, commercial/industrial, agricultural, and irrigation use through five water treatment plants and 36 storage reservoirs. The District's primary sources of water supply include the District-owned and operated Jenkinson Lake, Project 184 Forebay, Folsom Lake, and pre-1914 ditch water rights. The water system within EID's contiguous service area includes storage, conveyance, treatment and distribution facilities as well as a separate ditch system that serves some agricultural irrigation accounts. The satellite systems that serve Strawberry and Outingdale include water treatment, storage, and distribution facilities. At the time of EID's most recent MSR in 2008, EID had water supplies of 70,200 acre feet per year, with a firm yield of 60,550 acre feet and a safe yield of 58,753 acre feet.

EID has three primary water service zones within its contiguous service area; the Eastern Region includes Lotus/Coloma, Swansboro, Camino, Pleasant Valley, Sly Park, Pollock Pines, North Placerville, and South Placerville; the Western Region includes Bass Lake, Cameron Park, Shingle Springs, Logtown, Diamond Springs, and El Dorado; and the third zone is the El Dorado Hills service area. EID also has two satellite service areas for Outingdale and Strawberry. The ditch system that serves irrigation customers is separate from the domestic system. The District's water system infrastructure includes storage, conveyance, treatment, and distribution systems for both treated and untreated water.

### Wastewater

In addition to water service, EID also provides wastewater collection, conveyance, treatment and disposal services within three wastewater service areas: El Dorado Hills, Deer Creek, and Motherlode. The District operates two wastewater treatment plants and three satellite systems, along with the related collection and conveyance systems. The two main treatment plants serve the El Dorado Hills/Cameron Park areas and produce recycled water that meets Title 22 standards and is used for golf courses, landscape irrigation and single-family residential irrigation in communities where recycled water is available. The three local treatment facilities include a septic system that serves Gold Ridge Forest and facilities with primary treatment, ponds, and spray fields that serve Rancho Ponderosa and Camino Heights.

### Hydroelectric Power

EID's Project 184 is a 21-megawatt hydroelectric plant on the South Fork of the American River. The Project includes four storage reservoirs, diversion dams, conveyance facilities, penstock, a powerhouse with two generators, and a switchyard. EID sells the power generated on the open market and does not provide any retail electric utility service.

### Parks and Recreation

EID operates numerous recreational facilities, inside and outside of its service boundaries, which offer a variety of recreation opportunities such as camping, picnic areas, barbeque pits, boating, fishing, swimming, biking, hiking and equestrian trails. District recreational facilities include the Sly Park Recreation Area/Jenkinson Lake, Forebay Reservoir, Echo Lake, Lake Aloha, Pyramid Creek/Horsetail Falls, Silver Lake, Silver Lake West Campground and Caples Lake.

### **Purpose of the Report:**

MSR/SOI studies are intended to (1) provide data bases needed to promote orderly growth and development with consideration of service issues, costs and practices that affect housing, water supply, open space and important agricultural land; (2) provide contextual information to guide LAFCO actions such as project-specific decisions; (3) identify service issues and providers and update service provider records; (4) initiate dialogues among service providers with the objective of avoiding unnecessary costs, excess construction and waste, and improving services while

planning for necessary infrastructure; and (5) identify appropriate government structure changes which could benefit service users.

**Process:**

Preparation of the report will include the following steps:

1. Data collection, including but not limited to, interviews, surveys and research of existing information and documents
2. Interpretation and analysis
3. Produce administrative draft report of MSR/SOI with appropriate findings, determinations and recommendations for LAFCO staff review. The MSR/SOI report must be readable and suitable for use by elected officials, service providers and the public. The consultant shall present issues in the most succinct manner possible while including necessary content and ensuring readability including:
  - Brief background section (CKH Overview, purpose and study methodology as presented in the scope of work).
  - Brief description of MSR/SOI study area and affected providers including a Table of Providers (See sample in Attachment 2)
  - Summary of important issues, conclusions, and analyses by evaluation category.
  - Service level/industry standards comparison tables
  - Draft MSR determinations and recommendations
  - Draft SOI determinations and recommendations
4. Presentation of draft MSR to El Dorado LAFCO for distribution to affected and interested agencies for comment
5. Review of draft report by LAFCO Commission, LAFCO staff, affected/interested agencies and the public
6. Preparation of final draft addressing comments from LAFCO Commission, LAFCO staff, affected/interested agencies and the public, including findings, determinations and recommendations
7. Presentation of final report to Commission at public hearing
8. Commission's adoption of final report and determinations
9. Organize supporting documents.

El Dorado LAFCO is committed to providing MSR/SOIs that are conducted in a fair, accurate and objective manner. The intent is to provide valuable and practical conclusions for improvements to service provision where possible. Also, the Commission wishes to provide effective and meaningful opportunities for public participation in the review process.

**Data**

To the extent appropriate and feasible, research for preparation of the service review should include the following sources and subjects. LAFCO will make available as many resources, data and information at its disposal; however, the consultant is expected to gather data from the agencies or other sources if necessary. Some information sources may be specific to the agency.

- Principal acts
- General plans/zoning ordinances

- Recent and proposed projects
- Master service plans
- Agency maps
- District policies
- Board, management and administrative manuals/procedures
- Existing spheres of influence
- Demographic information
- Projected growth
- Communities of interest
- Regional agencies providing support
- Criteria/best practices as used by appropriate industry groups
- Capital improvement plans
- Existing operating/capital improvement budgets
- Environmental impact reports, if applicable and/or available
- Existing joint agreements and contracts
- Infrastructure map
- Current and planned financing plans for service upgrades and capacity improvements
- Agency bond ratings
- Agency investment policies, if applicable
- Joint financing/shared facilities
- Agency budgets and financial reports, including revenue sources and expenditures
- District cost avoidance practices
- Insurance
- Customer needs and preferences
- Per mile service cost
- Competitive bid policies
- Comparable rate information
- Current organizational chart
- Mission statement
- Continuing education/training
- Staffing levels
- Opportunity for customer comments
- Available revenues
- Amounts and types of reserves
- Adopted policies for reserves
- AB 8 share/Gann limit
- Surplus property policies
- Board policies and practices

- Days/hours of operation
- Annual reports/status reports
- Newsletters
- Voter participation

These data should result in a report that:

- a) Provides flexible and creative alternatives for agencies in need of new service options
- b) Provides logical and reasonable recommendations, yet also makes innovative suggestions for solutions to service and policy issues
- c) Includes the appropriate charts, graphs and maps to provide clear and organized documentation for its findings, conclusions and recommendations
- d) Includes recommended findings, conclusions and actions to present to the Commission for their determination based on the research done in this study.

### **III. BUDGET:**

Proposals that demonstrate that the final product will meet the requirements of the CKH Act and provide useful information in a concise format at the lowest cost will be looked upon in a favorable light. A final budget amount for this project will be negotiated with the firm selected for the work prior to an agreement being recommended to LAFCO for adoption.

### **IV. SCHEDULE:**

The final schedule for this project will be negotiated with the firm selected for the work prior to an agreement being recommended to LAFCO for adoption.

### **V. PROPOSAL REQUIREMENTS:**

Responses to this RFP must include all of the following:

1. A statement about the firm that describes history, competencies and résumés of the principal and of all professionals who will be involved in the work. This statement should address the following criteria:
  - A management level understanding of how the full range of municipal services are financed and delivered
  - A familiarity with the CKH Act, the role and functions of LAFCOs, and the service review process
  - Experience in governmental organization analysis, including performance measurement and evaluation
  - Ability to facilitate and synthesize input from a variety of sources
  - Ability to interpret varied budget and planning documents
  - Experience in identifying and fostering multi-agency cooperation
  - Public input processes and handling the presentation and dissemination of information to local agencies and the public for review and comment
  - The ability to work cooperatively with divergent interests
  - Specifically substantiated statement of the firm's or individual's qualifications to perform the work, ability to stay within budget and meet deadlines

2. Identification and designation of the individuals who would be available to perform the work, including résumés documenting their experience and competence to perform that work. Include a contact person with telephone number.
3. Identification of any sub-consultants who will be involved. If sub-consultants are proposed, describe the work they will perform and include the same information for each sub-consultant as required for items 1 and 2 above.
4. Information about the availability of all the professionals who will be involved in the work, including any sub-consultants.
5. A statement of similar or related experience accomplished in the last three years and references for each such project, including the contact name, address and telephone number.
6. Description of the anticipated approach for this project, explicitly discussing and identifying any suggested changes to the draft scope of services (see section II above).
7. Disclosure of potential conflicts of interest with local agencies in El Dorado County.
8. Identification of any information, materials and/or work assistance required from El Dorado LAFCO to complete the project.
9. Project schedule, including the timing of each work task.
10. The anticipated project cost, including:
  - a. A not-to-exceed total budget amount
  - b. The cost for each major sub-task identified in the draft scope of services
  - c. The hourly rates for each person who will be involved in the work, including the rates for any sub-consultants
11. One copy of a completed MSR which your firm has prepared, if applicable.

#### **Other Information Required in Proposal**

The firm shall make a positive statement that it has the required insurance policies in force in acceptable amounts of coverage for Professional Liability, Workers Compensation, Comprehensive General Liability and Auto (Owned and Non-Owned). Prior to any commencement of services, the firm will be required to provide certificates of insurance coverage to LAFCO.

#### **Submittal Requirements:**

**DUE DATE:**

On or before 5 P.M., Tuesday, April 30, 2019.

**NUMBER OF COPIES:**

Four (4) original copies and one (1) fully reproducible copy.

**DELIVER TO:**

El Dorado LAFCO  
550 Main Street, Suite E  
Placerville, CA 95667

Note: If the delivery is to be made in person, please first call the LAFCO office (530-295-2707) to arrange a delivery time.

## **VI. EVALUATION CRITERIA**

Proposals will be evaluated based upon their response to the provisions of this Request for Proposal and by the following criteria:

- Expertise with writing MSRs
- Ability to work with pertinent parties and knowledgeable experts
- Provide detailed outline of cost estimates

*Please note that this will be a competitive selection process.*

Based on the criteria above, the completeness of the responses, cost and the overall project approach identified in the proposals received, the most qualified firms will be invited, at their expense, for an interview with the selection committee. The selection committee may be composed of Commissioners, the Executive Officer, other LAFCO staff and possibly representatives from the District.

Following interviews, the most qualified firm will be selected and a recommended agreement including budget, schedule and a scope of services will be negotiated. Final selection will be made by LAFCO by approving a professional services agreement for the work.

## **VII. OTHER INFORMATION**

This request does not constitute an offer of employment or contract. Firms are encouraged to contact José C. Henríquez, Executive Officer at (530) 295-2707 with any questions relating to this RFP.