

# EL DORADO LAFCO

LOCAL AGENCY FORMATION COMMISSION

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## *AGENDA OF AUGUST 23, 2006*

### *REGULAR MEETING*

**TO:** Ted Long, Chairman, and  
Members of the El Dorado County Local Agency Formation  
Commission

**FROM:** José C. Henríquez, Executive Officer

**AGENDA ITEM #5:** CONSIDERATION AND ADOPTION OF THE SPHERE OF  
INFLUENCE AMENDMENT FOR CAMERON PARK  
COMMUNITY SERVICES DISTRICT

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#### **RECOMMENDATION**

Staff recommends that the Commission:

1. Receive and discuss the proposed amendment to the Cameron Park Community Services District's sphere of influence for the provision of park and recreation services and fire suppression and emergency services;
2. Open the public hearing on this matter;
3. Accept the Mitigated Negative Declaration of Environmental Impact for the Bell Woods Project, adopted in April 2005 as the appropriate environmental review;
4. Adopt the proposed amendment to the Cameron Park Community Services District's sphere of influence; and
5. Direct staff to complete the necessary filings and transmittals as required by law.

#### **REASON FOR RECOMMENDED ACTION**

An amendment to the Cameron Park Community Services District's sphere of influence is necessary to proceed with the Commission's consideration of the Bell Woods II Reorganization to Cameron Park CSD and El Dorado Hills CSD, LAFCO Project 2006-01 (Agenda Item #7).

#### **BACKGROUND**

The Bell Woods II Reorganization to Cameron Park Community Services District and El Dorado Hills Community Services District, LAFCO Project 2006-01 ("Bell Woods") is complete for the Commission's review. However, by law, the Commission can only consider the annexation of lands already within the agency's sphere of

influence (SOI). The proposed amendment to Cameron Park CSD's SOI for parks and recreation services and fire suppression and emergency services would allow the Bell Woods project to proceed. The acceptance of the Mitigated Negative Declaration of Environmental Impact for the Bell Woods Project, adopted by the County in April 2005, would satisfy the CEQA requirements for this action.

### Agency Profile

Cameron Park CSD, located on the western slope of the county between El Dorado Hills, Rescue, and Shingle Springs, was formed by the Board of Supervisors in June 1961 (pre-dating LAFCO, refer to Map 1). The district provides fire protection, emergency services, parks and recreation, street lighting and landscaping, and CC&R enforcement. In November 1998 LAFCO established an original sphere of influence and a limited service sphere of influence for the district that separated fire and emergency services from parks, recreation, and related services. The Commission's last review of CPCSD's SOI for parks and recreation services was in October 2004. A review of CPCSD's SOI for fire suppression and emergency services has not been reviewed since the Cortese-Knox-Hertzberg Local Reorganization Act went into effect in 2001.

### *Land Use Character*

Cameron Park is a substantially built-out community largely consisting of high density single family homes with a high demand for municipal services. This core area is surrounded by planned developments in the edge areas along Bass Lake Road, Green Valley Road, and other major roads and by the semi-rural communities of Rescue and Shingle Springs. Cameron Park CSD's boundary closely approximates the core area and the district is the main provider of parks, recreation, and related services to the community and surrounding areas.

### *Level of Service*

**Parks and Recreation Services:** Cameron Park CSD provides a moderate range of high level park and recreation services on a neighborhood and community scale. Services were provided at a per capita cost of \$73.13 in 2003-2004, which is comparable to other nearby CSDs whose service levels are much lower. In 2003-2004, approximately 27% of recreation program participants were non-district residents.

The district utilizes a variety of financing mechanisms but a funding gap exists for capital improvements. The district is taking steps towards building and completing a planned community center that will provide needed indoor facility space. The new center is approximately less than a mile from the Bell Woods site.

**Fire Suppression and Emergency Services:** Cameron Park CSD provides a high-to-moderate level of fire suppression and emergency services district-wide. The per capita cost of services (\$117.57 in Fiscal Year 2003-2004) is one of the lowest in the County for its size, composition and the programs it offers. Its main funding mechanisms for these services are property taxes and development impact fees. Its two fire stations provide adequate coverage for the district; however, it is planning on building a third station on the district's western end.

### *Limited Service Sphere*

Cameron Park CSD is completely surrounded by three other fire and emergency service districts. LAFCO established a limited service sphere for Cameron Park CSD's parks, recreation, and related services in 1998. This designation allows for Cameron Park CSD's sphere and boundary to overlap territory within another fire district without concurrent detachment. While overlapping boundaries may not be ideal in terms of orderly government, the limited service sphere is a viable option for developing areas outside of Cameron Park CSD's boundary that will need parks and recreation services.

The limited service designation has been used to successfully annex two areas to Cameron Park CSD without detachment from a neighboring fire district. These annexations helped to mitigate a long term boundary service mismatch for Cameron Park CSD for parks and recreation services but did not alleviate the issues of a service mismatch for fire suppression and emergency services.

The Cortese-Knox-Hertzberg Act requires LAFCOs to conduct service reviews "in order to prepare and update spheres of influence" (Government Code §56430(a)). On July 28, 2004 the Commission adopted written determinations for the "Service Review for West County Parks, Recreation, Open Space, and Related Services" ("Parks and Rec MSR"), with CPCSD included in the report as a parks and recreation provider. The district's fire and emergency services was recently reviewed in the "Countywide Fire Suppression and Emergency Services Municipal Services Review," first reviewed by the Commission as a draft in June, 2006 and scheduled to be adopted as a final MSR in August, 2006 ("FS&ES MSR" – Agenda Item #4).

### Commission's Policies and Guidelines

LAFCO Policy 4.4 requires the Commission to review the following topics before making sphere of influence determinations. The Commission's recent review of park and recreation services and fire suppression and emergency services addressed these requirements as noted below. All citations are from the Final Parks and Rec MSR and the public review draft of the FS&ES MSR.

#### **1. *Service capacity, level and types of services currently provided by the agency, and areas where these services are provided***

Parks and Recreation: Refer to pages 10-12, "Infrastructure, Facilities, Services;" pages 12-14, "Infrastructure, Plans, Capacity;" page 85, "Table 5 – Park Area By Agency;" page 87, "Location;" page 88, "Underserved Areas;" and pages 89-90, "Cameron Park CSD."

Fire Suppression and Emergency Services: Refer to pages 25-27, "Services and Programs;" page 28, "Infrastructure and Facilities;" page 29, "Equipment and Vehicles;" pages 30-31, "Personnel and Staffing;" page 289, "Table 107 – Comparative Ratio of Firefighters to Population per Agency;" page 300, "Cameron Park CSD (CAM)" and Map 7 – "West County Stations".

**2. Financial capabilities and costs of service**

Parks and Recreation: Refer to pages 15-16, "Funding, Budget;" pages 108-109, "Cameron Park CSD;" page 118, "Cameron Park CSD;" and page 134, "Table 9 – Agency Expenditures Per Capita."

Fire Suppression and Emergency Services: Refer to pages 34-35 "Funding and Budget;" pages 323-325, "Agency Funding;" page 346, "Table 113 – Comparative Ratio of Fire Protection Expenditures to Population per Agency;" and page 347, "Table 114 – Comparative Personnel Cost Percentage of Total Budget per Agency."

**3. Topographic factors and areas of social and economic interdependencies**

Parks and Recreation: Refer to page 10, "Cameron Park Community Services District;" page 87, "Location;" pages 88-89, "Underserved Areas;" page 99, "Land Use Character;" page 100, "Cameron Park CSD;" and pages 127-128, "Cameron Park CSD."

Fire Suppression and Emergency Services: Refer to pages 23-25, "Cameron Park Community Services District;" and page 313, "Table 111 – El Dorado County Land Use Forecasts."

**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**

Parks and Recreation: See pages 98-103, "Growth and Population Projections for the Affected Area."

Fire Suppression and Emergency Services: Refer to pages 312-316, "Growth and Population Projections for the Affected Area."

**5. Potential effects on agricultural and open space lands**

Parks and Recreation and Fire Suppression and Emergency Services: The Bell Woods Project Area, which is recommended for inclusion in the CPCSD SOI, does not contain any agricultural lands. The open space portion of the Bell Woods parcel will be maintained by CPCSD, providing a potential benefit. Staff does not anticipate any adverse effects on agricultural and open space lands as a result of the sphere update.

**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**

Parks and Recreation: Refer to pages 10-12, "Infrastructure, Facilities, Services;" pages 12-14, "Infrastructure, Plans, Capacity;" pages 89-90, "Cameron Park CSD;" and page 110, "Cameron Park CSD."

Fire Suppression and Emergency Services: Refer to pages 25-27, "Services and Programs;" page 28, "Infrastructure and Facilities;" page 29, "Equipment and Vehicles;" pages 30-31, "Personnel and Staffing;" page 289, "Table 107 – Comparative Ratio of Firefighters to Population per Agency;" page 300, "Cameron Park CSD (CAM)" and Map 7 – "West County Stations".

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

Parks and Recreation: Refer to pages 126-127, "Government Structure and Existing Structure in the Study Area;" and pages 127-128, "Cameron Park CSD."

Fire Suppression and Emergency Services: Refer to pages 341-344, "Government Structure and Cost Effectiveness."

Project Summary

The Bell Woods reorganization will annex one parcel (APN 119-020-07) consisting of approximately 34 acres into Cameron Park CSD to obtain fire suppression and emergency services and parks, recreation, open space maintenance and other related services. Upon development of the parcel, the subdivision will include 54 single family residences surrounding an open space area. The applicant has petitioned LAFCO to annex Bell Woods into Cameron Park CSD for the provision of fire suppression and emergency services and for parks and recreation services.

SOI Issues

*Location*

The Bell Woods site is located between the communities of Cameron Park and El Dorado Hills (refer to Map 2). Historically, the area was considered part of Cameron Park, but as the starting with the 1990s parts of the surrounding area have been reconsidered part of El Dorado Hills and subsequently annexed into El Dorado Hills CSD and/or El Dorado Hills County Water District.

Roughly triangular in shape, it is surrounded by Cameron Park on two sides (east and south) and El Dorado Hills on the west. Bell Woods currently lies outside the sphere of influence of any surrounding service provider (Cameron Park CSD, El Dorado Hills CSD and El Dorado Hills CWD). Cameron Park CSD strongly supports the annexation of Bell Woods for the provision of all services. El Dorado Hills CSD briefly requested that LAFCO consider the annexation of Bell Woods, either whole or partially, into it for parks and recreation services but has subsequently withdrawn that request. El Dorado Hills CWD has written to LAFCO stating their opposition to the annexation and, as an alternative, offered that Bell Woods be annexed into it for fire suppression and emergency services.

*County Documents*

Although Bell Woods is within the Bass Lake Hills Specific Plan (BLHSP), it has not been identified with either the community of Cameron Park or El Dorado Hills in County documents. The Bass Lake Hills Specific Plan (BLHSP) and its accompanying EIR were non-committal as to which district would provide parks and recreation services and fire suppression and emergency services to the BLHSP area. The 2004 Bass Lake Hills Public Facilities Financing Plan (PFFP), which is not a County-adopted document, is intended as an accompanying document to the BLHSP and outlines the needed service infrastructure and funding mechanisms to provide public services to the area. The PFFP assumed that the BLHSP was "within the boundaries" of El Dorado Hills CWD

and, by reference, the Bell Woods site. As a result, LAFCO staff finds it reasonable that EDHCWD would consider Bell Woods to be eventually annexed into its district.

### *Internal Layout*

The tentative map for the Bell Woods property (refer to Map 3) shows two points of entry into the subdivision: via Salt Wash Way (heading in the direction of El Dorado Hills) and via Covello Circle (heading in the direction of Cameron Park). Thirty-one homes will lie to the south of Bell Woods and 23 on the western end. The balance of the property will remain in open space, bisected by a fire lane that will connect Covello Circle, between lots 17 and 18, and Salt Wash Way, between lots 32 and 54. Except for the fire lane, the two sets of homes are cut off from each other.

The open space parcel will be maintained via an assessment levied on the 54 residences within Bell Woods. Because of State Law requirements, these assessments would have to be allocated to a single parks and recreation provider. Consequently, Bell Woods could not be divided between two agencies for these services unless the cost of maintaining the open space is borne by only a portion of the future Bell Woods residents.

### Service Comparisons and Analysis

Since El Dorado Hills CSD has withdrawn their request to be considered as part of this project, it will be assumed that parks and recreation services and all related services will be provided by Cameron Park CSD. The following two sections will focus on the provision of fire suppression and emergency services.

As noted above, EDHCWD is opposed to the annexation of Bell Woods into Cameron Park CSD for fire protection. In a July 13, 2006 letter, EDHCWD Division Chief Fred Russell outlined the reasons why LAFCO should consider annexing Bell Woods into EDHCWD. LAFCO staff's comments are also included below:

- “This project is part of the Bass Lake Hills specific plan that was adopted by the planning commission in April 1992. The responsibility for fire protection services for this development was always viewed by the original applicants to be provided by El Dorado Hills Fire Department. This department spent large quantities of staff time working through issues regarding this development.”

LAFCO staff comments: With the exception of the PFFP, none of the County documents specified the fire department that would provide services to the area. While the remaining territory in the BLHSP is within the boundary of El Dorado Hills CSD and EDHCWD, the plan did not acknowledge that the Bell Woods parcel is not within the boundary or sphere of any parks and recreation provider or fire suppression provider. LAFCO staff attended the technical advisory committee meeting in March 2004 and at numerous times discussed the service issues with several of the affected agencies. Despite LAFCO comments requesting that the County decide (or provide some direction) as to which district or community would serve Bell Woods, the issue remained unresolved. EDHCWD did provide assistance to the County on matters relating to fire safety and standards for the BLHSP.

- “This department has not only expended revenue to cover staff time cost but also invested 2.1 million dollars to construct a new 9,905 square foot fire station that is

required by the Bass Lake specific plan documents. Upon completion of this station in February 2001, it has been staffed from that moment on with three personnel at a cost of approximately one million dollars to this department annually.”

LAFCO staff comments: A new fire station was a condition of the Bass Lake Hills Specific plan and the PFFP noted that the facility was already built, equipped and staffed. LAFCO staff calculates that the Bell Woods project would generate \$138,060 in capital improvement fees (in 2004 dollars). As also noted earlier, the PFFP indicated that the BLHSP (and by extension Bell Woods) to be “located within the boundaries” of EDHCWD, and consequently, it is reasonable for EDHCWD to have made financial commitments and capital investments based on that document and may account in part in its calculations for the financing and location of Station 86 (refer to Map 4). On the other hand, Cameron Park CSD has also made financial decisions based on this project. Both the previous and current owners have pursued the annexation of Bell Woods into Cameron Park CSD and held discussions with its staff regarding this action. Consequently, both departments have, to some extent, counted on future revenue from the Bell Woods project into their forecasts.

In addition, as a proportion on their respective budgets, the loss of revenue from Bell Woods would impact Cameron Park CSD more than it would impact EDHCWD.

- “When you review the current location of all fire stations within this area, it is obvious that El Dorado Hills Fire Station 86 is the closest facility and will be called upon to provide emergency services to this development...”

LAFCO staff comments: The practice in El Dorado County is to dispatch the nearest resource to an emergency call. The distance from the Bell Woods site at Salt Wash Way to EDHCWD’s Station 86 is 1.5 miles. The distance from the Bell Woods site at Covello Circle to Cameron Park CSD’s Station 81 is 2.4 miles. The difference in distance is approximately a mile. In addition, because of the layout of the Bell Woods site both districts would have to utilize the fire lane to cross the open space portion to reach the homes on the other side. For example, Cameron Park CSD fire department must use the fire lane to access the homes along Salt Wash Way. Conversely, the same situation would arise for an EDHCWD fire engine coming in on Salt Wash Way. As a result, neither district can make a case that it can cover the entire subdivision or that it is overwhelmingly the closest resource.

LAFCO staff also believes that it is reasonable to conclude that once the BLHSP is fully developed, Station 86 would be surrounded by more homes and provide coverage to more residents. Consequently, its service demand will increase and partially negating its closeness to Bell Woods.

- “When the original developer of this project, Norm Brown, was questioned as to why he was proposing to annex this project to Cameron Park, Mr. Brown’s response was that the tax revenue could not be split between Cameron Park CSD and another provider for fire protection services. During my research to determine if this was the issue, I discovered that currently a revenue split exists between Cameron Park CSD and El Dorado County Fire with a development in the Meder Road area. Cameron Park CSD provides only park services and El Dorado County Fire provides fire protection services.”

LAFCO staff comments: While LAFCO staff cannot know specifically what Mr. Brown was referencing at the time, it is possible Mr. Brown was referring to State Law prohibiting the division of the assessments that will be used to maintain the open space area. Regardless, Chief Russell is correct that the precedent exists in the Meder Road area, where Cameron Park CSD only provides park and recreation services. LAFCO could make a similar arrangement in Bell Woods if it is the pleasure of the Commission. LAFCO staff would caution that the difference between the scenarios is that at the time the applicant requested not to detach the Meder Road development from El Dorado County Fire Protection District. Such a request from the applicant is not present in the Bell Woods petition.

Further, State Law provides that a single government agency, rather than several limited purpose agencies, is accountable for community service needs and financial resources and may be the best mechanism for establishing community service priorities (Government Code §56001). The Commission’s Policy 3.8.1 states that, whenever feasible, the order of preference for the provision of new or consolidated services will be annexation to an existing multiple purpose special district before the annexation to an existing single purpose district.

*Other Considerations*

State Law and the Commission’s Policies and Guidelines do allow for utilizing various agencies, instead of a single agency, to provide services if it can establish that a single purpose district can “best” provide fire suppression and emergency services. From the FS&ES MSR, both districts have similar profiles:

Agency	ISO Rating (Urban)	Firefighters per Capita	Percent of Volunteers to Total Staff	Fire Protection Expenditures per Capita	Personnel Cost to Total Budget
Cameron Park CSD	5	1:738	27%	\$117.57*	89.78%*
El Dorado Hills CWD	3	1:522	24%	\$270.06**	84.65%**

\* Based on 2003-2004 Budget

\*\* Based on 2004-2005 Budget

As it can be seen, both agencies’ ability to provide services is comparable. By these measurements EDHCWD is performing better than Cameron Park CSD in most categories, but some of those differences can be explained in that EDHCWD is a larger district, serving a larger population base, achieving economies of scale, collecting more revenues, and, on average, collecting a larger property tax increment.

The last factor to consider is that Government Code §56668(f) requires that boundaries conform to lines of assessment or ownership. Consequently, any Commission action must not split legal parcel lines.

*Conclusions*

The Commission will have to place the entire Bell Woods parcel within the sphere of influence of an agency. All things considered, EDHCWD is an excellent provider of fire suppression and emergency services; however, its performance is not considerable enough to establish that the standard of the “best” provision of government services has



been met. Consequently, based on the discussion above regarding annexations to multi-service agencies and the applicant's stated preference, LAFCO staff recommends the annexation to Cameron Park CSD for the provision of parks, recreation, fire suppression, emergency services and all other related services currently administered by that agency.

### **DETERMINATIONS**

In determining the sphere of influence for each local agency, Government Code §56425(e) requires the Commission to consider and prepare a written statement of determinations with respect to four factors. Staff recommends the following determinations for the Bell Woods site to be added to the sphere:

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

Present and planned land uses in the areas to be added to the sphere include residential and uses. Despite the presence of choice soils on a small portion of the Bell Woods parcel, the area does not contain any lands in agricultural activity.

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

Upon development, the Bell Woods site will need parks, recreation, fire suppression, emergency medical services and related facilities and services.

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

Cameron Park CSD presently provides a moderate range of high level services to its residents. The district's long range plans support its capacity to adequately provide a range of services to the future residents of the Bell Woods area proposed for this sphere of influence amendment.

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

The community of Cameron Park includes areas presently outside the Cameron Park CSD boundary and sphere of influence. The Bell Woods site does not currently belong to a community of interest, nor will its annexation into the Cameron Park CSD split a community of interest. Upon annexation, it is highly probable that the residents will identify with the community of Cameron Park.

#### **Attachments:**

- Map 1: Cameron Park CSD
- Map 2: Location of Bell Woods Parcel
- Map 3: Bell Woods Tentative Map
- Map 4: Location of Fire Stations Relative to Bell Woods
- Map 5: Amendment to Cameron Park CSD Sphere of Influence