

## **El Dorado Hills Community Services District**

### Agency Profile

Located in the westernmost portion of the County, the El Dorado Hills Community Services District was formed by the Board of Supervisors in May 1962 (pre-dating LAFCO) to provide a variety of services in the area. The District's service area is centered in the vicinity of the El Dorado Hills Boulevard/Silva Valley Parkway area north of Highway 50 containing an estimated population of 35,000 people. In addition to its responsibilities as a service provider, EDHCSD serves as the symbolic civic center of the community of El Dorado Hills and facilitates a wide variety of civic and community activities including programs, meetings, and events. The CSD is a source of community identity for the residents of El Dorado Hills.

However, not all powers granted to El Dorado Hills CSD are active. To date, the District offers the following services:

- Cable television franchise services
- Contracts, covenants and restrictions administration
- Street lighting and landscaping services
- Solid waste collection
- Parks and recreation services

Local agencies surrounding the District include Arroyo Vista, Cameron Park, Cameron Estates, Hickok Road and Springfield Meadows CSDs and El Dorado County, Latrobe and Rescue Fire Protection Districts. El Dorado Hills CSD completely surrounds Marble Mountain Homeowners CSD and it shares a significant percentage of service area with El Dorado Hills County Water District; however all three agencies provide different sets of services.

LAFCO last updated the district's sphere of influence in 2006 to include a small parcel as part of the Bell Woods II Reorganization (LAFCO Project 2006-01).

### *Land Use Character*

Cameron Park is a broad, relatively flat valley that extends in a north-south direction from the vicinity of the El Dorado Royal Country Club to the north of Green Valley Road. Two north-south trending ridgelines, roughly parallel the boundary of the District, form the valley. The two major north-south roads in the area are located along the bases of these ridges; Cameron Park Drive on the east and Cambridge Road on the west.

El Dorado Hills is the most populous and rapidly developing area of the county. Land use in this area is mostly comprised of large scale master-planned subdivisions organized as single family residential "villages." Commercial areas include Town Center south of Highway 50, and various small neighborhood shopping strips such as the Raley's center off Saratoga Way and the intersection of Green Valley Road and Francisco Drive. The total commercial space within the El Dorado Hills community is

approximately 3.8 million square feet. However, this number includes the 900-acre Business Park (approximately 110 buildings and 2.6 million square feet) which lies just outside of the District's boundaries.

### *Types of Services*

Although the District is empowered to provide a variety of public services, according to the *Service Review for West County Parks, Recreation, Open Space, and Related Services* (adopted by the Commission in July 28, 2004); the *Countywide Fire Suppression and Emergency Medical Services Municipal Services Review* (adopted by the Commission in August, 2006); the *General Government Services II Municipal Services Review* and the *Streets and Highway Services Municipal Services Review* (both adopted by the Commission in December, 2007); the *Water, Wastewater and Power Municipal Services Review* (adopted by the Commission in January 2008); and the *General Government Services I Municipal Services Review* (adopted by the Commission in February, 2008), the District only provides the following services:

- Cable television franchise services
- Contracts, covenants and restrictions administration
- Parks and recreation services
- Street lighting and landscaping services
- Solid waste collection

Therefore, the Commission should consider, consistent with Government Code §§56425(h) and 61002(h), all other authorized powers as latent for the District, including but not limited to:

- Fire suppression
- Law enforcement
- Library services
- Mosquito abatement services
- Power services
- Road and road maintenance services and other related services

Of the five active services, the sphere of influence analysis below will not cover solid waste collection services because the District outsources these services Waste Management, Inc. through a contract. While the District Board of Directors has oversight of the administration of the contract, the District itself does not have dedicated staff to conduct this service.

### *Levels of Service*

The District has several revenue sources to fund services:

Cable television franchise services: EDHCSD receives a 5% cable franchise fee pursuant to the terms of the franchise agreement with Comcast. The franchise fee helps fund the District's costs of providing access to cable system infrastructure, and any costs related to the District's responsibilities under the franchise agreement, such as responding to customer complaints. The District does not account for costs specifically relating to the cable television franchise. Outside of the County, the only other local agencies that have the authority to negotiate TV franchise fees are the City of South Lake Tahoe and Kirkwood Meadows Public Utility District.

Contracts, covenants and restrictions administration: The District receives a dedicated property assessment of \$10 per parcel for CC&R enforcement services. The District employs one full-time and one half-time position to perform CC&R enforcement services, which include CC&R compliance, legal enforcement, and design review. The District reports that it also contracts for a "Home Improvement Inspector" on an hourly basis. Additionally, the District reports that its Assistant General Manager contributes 125 hours (6% of her salary) supervising staff and meeting with the CC&R sub-committee and that contracted legal services are a considerable portion of the CC&R/design review budget. The only other CSD with CC&R enforcement powers is Cameron Park CSD and its assessment is \$12 per parcel and it employs a full-time employee to CC&R enforcement.

Street lighting and landscaping services: Landscaping and lighting service is provided to several sub-districts within El Dorado Hills Community Services District. Each landscaping and lighting district pays a specific amount, based on the services provided, and the number of residents receiving the services. The fees levied for each sub-district range from a low of \$12.56 in Marina Hill to a high of \$1,977.68 in North Commercial Boulevard. This range excludes the Crescent and Creekside sub-districts since their fees are determined by zones (ranging from \$117.84 to \$362.00).

Parks and recreation services: The District collects fees for services provided to residents, and also for the use of recreational facilities. Fees for the use of recreational facilities are on an hourly rate, which is determined by affiliation with the District.

To build park infrastructure, the District collects park impact fees from new developments and are used to purchase new parklands and develop facilities and recreation areas. The 2006 El Dorado Hills Community Service District Park and Recreation Facility Needs Analysis recommended that the CSD's fees be updated to better reflect the costs of purchasing park lands and related infrastructure; however the adopted fees were lower than the study's recommended fees because the County Planning Commission was concerned that the recommended levels would discourage affordable housing.

#### 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 review of park services as well as general government services addressed these requirements as noted below. All citations are from the following studies:

*Final West County Parks, Recreation, Open Space, and Related Services Municipal Services Review (WCPR)* adopted on July 28, 2004.

*Final General Government Services II Municipal Services Review (GGSII)* adopted on December 5, 2007.

*General Government Services I Municipal Services Review (GGS I)*, scheduled to be adopted on February 27, 2008.

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

Cable TV Franchise Services

GGS II – Refer to page 22, “Determinations: 1. Infrastructure Needs and Deficiencies.”

Contracts, Covenants and Restrictions Administration

GGS II – Refer to page 22, “Determinations: 1. Infrastructure Needs and Deficiencies.”

Lighting and Landscaping

GGS I – Refer to pages 2.11-6, “III Infrastructure: Landscaping and Lighting.”

Parks and Recreation Services

WCPR – Refer to pages 17 to 20, “Infrastructure, Facilities, Services;” pages 20 to 21, “Infrastructure, Plans, Capacity;” page 85, “Table 5: Park Area By Agency;” page 87, “Location;” pages 88 to 89, “Underserved Areas;” and pages 90 to 91, “El Dorado Hills CSD.”

GGS I – Refer to pages 2.11-2 to 2.11-6, “III Infrastructure: Parks and Recreation;” page 2.11-6, “III Infrastructure: Planned Facilities;” page 2.11-12, “X Municipal Service Review Determinations: Infrastructure.”

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

Cable TV Franchise Services

GGS II – Refer to page 25, “Determinations: 3. Financing Constraints and Opportunities: Cable Television Franchise;” page 25, “Determinations: 4. Cost Avoidance Opportunities;” and page 26, “Determinations: 5. Opportunities for Rate Restructuring: Cable TV Rates.”

Contracts, Covenants and Restrictions Administration

GGS II – Refer to pages 23 to 25, “Determinations: 3. Financing Constraints and Opportunities: CC&R Enforcement;” page 25, “Determinations: 4. Cost Avoidance Opportunities;” and pages 25 to 26, “Determinations: 5. Opportunities for Rate Restructuring: Design Review Fees.”

Lighting and Landscaping

GGG I – Refer to pages 2.11-6 to 2.11-8, “IV Financing and Rate Restructuring;” page 2.11-12, “X Municipal Service Review Determinations: Financing Constraints and Opportunities;” page 2.11-13, “X Municipal Service Review Determinations: Rate Restructuring;” and “X Municipal Service Review Determinations: Rate Restructuring.”

Parks and Recreation Services

Refer to pages 23 to 25, “Funding, Budget;” pages 109 to 110, “El Dorado Hills CSD;” pages 114 to 115, “Higher Than Necessary Administration/Operation Cost Ratios;” page 117 to 120, “El Dorado Hills CSD;” and page 134, “Table 9: Agency Expenditures Per Capita.”

GGG I – Refer to pages 2.11-6 to 2.11-8, “IV Financing and Rate Restructuring: Financial Statements;” pages 2.11-8 to 2.11-9 “V Cost Avoidance Opportunities;” and page 2.11-13, “X Municipal Service Review Determinations: Rate Restructuring” and “X Municipal Service Review Determinations: Cost Avoidance Opportunities.”

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

Cable TV Franchise Services

GGG II – Refer to page 21, “VI El Dorado Hills Community Services District: Description.”

Contracts, Covenants and Restrictions Administration

GGG II – Refer to pages 21 to 22, “VI El Dorado Hills Community Services District: Description.”

Lighting and Landscaping

GGG I – Refer to page 2.11-1, “I Setting: Area Served.”

Parks and Recreation Services

WCPR – Refer to page 17, “El Dorado Hills Community Services District;” page 87, “Location;” pages 88 to 89, “Underserved Areas;” page 99, “Land Use Character;” page 101, “El Dorado Hills CSD;” and pages 128 to 129, “El Dorado Hills CSD.”

GGG I – Refer to page 2.11-1, “I Setting: Area Served.”

**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***

Cable TV Franchise Services

GGG II – Refer to page 21, “VI El Dorado Hills Community Services District: Description;” and pages 22 to 23, “Determinations: 2. Growth and Population Projections for the Affected Area.”

Contracts, Covenants and Restrictions Administration

GGs II – Refer to pages 21 to 22, “VI El Dorado Hills Community Services District: Description;” and pages 22 to 23, “Determinations: 2. Growth and Population Projections for the Affected Area.”

Lighting and Landscaping

GGs I – Refer to page 2.11-1, “I Setting: Area Served;” page 2.11-2, “II Growth and Population;” and 2.11-12, “X Municipal Service Review Determinations: Growth and Population.”

Parks and Recreation Services

WCPR – Refer to pages 97 to 102, “Growth and Population Projections for the Affected Area.”

GGs I – Refer to page 2.11-1, “I Setting: Area Served;” page 2.11-2, “II Growth and Population;” and 2.11-12, “X Municipal Service Review Determinations: Growth and Population.”

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

The area recommended for inclusion in the EDHCSD sphere does contain a small amount of choice soils; however the area is not currently utilized as, or designated for, agricultural uses. The area has been given research and development, industrial and rural residential land use designations by the 2004 General Plan.

**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**

Cable TV Franchise Services

GGs II – Refer to page 22, “Determinations: 1. Infrastructure Needs and Deficiencies.”

Contracts, Covenants and Restrictions Administration

GGs II – Refer to page 22, “Determinations: 1. Infrastructure Needs and Deficiencies.”

Lighting and Landscaping

GGs I – Refer to pages 2.11-6, “III Infrastructure: Landscaping and Lighting.”

Parks and Recreation Services

WCPR – Refer to pages 17 to 20, “Infrastructure, Facilities, Services;” pages 20 to 21, “Infrastructure, Plans, Capacity;” page 85, “Table 5: Park Area By Agency;” page 87, “Location;” pages 88 to 89, “Underserved Areas;” and pages 90 to 91, “El Dorado Hills CSD.”

GGs I – Refer to pages 2.11-2 to 2.11-6, “III Infrastructure: Parks and Recreation;” page 2.11-6, “III Infrastructure: Planned Facilities;” page 2.11-12, “X Municipal Service Review Determinations: Infrastructure.”

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

Cable TV Franchise Services

GGs II – Refer to page 27, “Determinations: 7. Government Structure Options: Cable Television Franchise.”

Contracts, Covenants and Restrictions Administration

GGs II – Refer to page 27, “Determinations: 7. Government Structure Options: CC&R Enforcement.”

Lighting and Landscaping

GGs I – Refer to pages 2.11-9 to 2.11-11, “VII Government Structure and Management Efficiencies;” and page 2.11-13, “X Municipal Service Review Determinations: Government Structure Options.”

Parks and Recreation Services

WCPR – Refer to page 127, “Government Structure and Cost Effectiveness;” and pages 128 to 129, “El Dorado Hills CSD.”

GGs I – Refer to pages 2.11-9 to 2.11-11, “VII Government Structure and Management Efficiencies;” and page 2.11-13, “X Municipal Service Review Determinations: Government Structure Options.”

**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 updating the sphere for Cameron Park CSD:

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

Land uses within the District include residential, commercial, open space and other uses. These are not anticipated to change, except as development within the community occurs and undeveloped lands are converted to urban uses. Several areas within EDHCSD’s service boundaries, such as the Bass Lake, Carson Creek, Euer Ranch, Marble Valley and Valley View are not fully built out.

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

The District indicated the need for additional recreational facilities and parklands within the District area to serve the projected 2020 population. The District appears able to meet the needs of the projected population by that time.

Given the large areas of undeveloped lands within the District, it appears that there is sufficient inventory for the District to grow; however, some of these lands are either under development agreements or have approved tentative maps for their development. The recommended areas for inclusion into EDHCSD's sphere of influence are lands identified in the County General Plan as part of the El Dorado Hills Community Region. Consequently, this area is a logical area for long-term growth and would allow for the District to plan sufficiently into the future.

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

The District currently maintains approximately 384 acres of parks and recreational facilities, and the present capacity of these public facilities provided is adequate to serve the existing community. However, a recent Park and Recreation Facility Needs Analysis and Community Needs Assessment performed by the District identified an aspiration to add additional parklands and recreational facilities, based on the District's population.

**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 District is situated among several unincorporated communities within El Dorado County, including Cameron Park, Cameron Estates and Marble Mountain. The District did not indicate plans to annex any of these communities.

Based upon the information contained in this document, it is recommended that the El Dorado Hills CSD Sphere of Influence be updated to include lands between Carson Creek, Euer Ranch and Valley View as a 20-year growth area, as shown in the map attached to Resolution L-2008-17.