

EL DORADO LOCAL AGENCY FORMATION COMMISSION

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**I EXECUTIVE SUMMARY**

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 Cameron Park Community Services District MSR serves as the basis for the accompanying sphere of influence determinations and the background information that will be utilized when considering future government reorganizations.

This MSR is part of the Commission’s adopted schedule for the second cycle of MSR/SOI updates. It is also part of the Fiscal Year 2010-11 Work Plan. Some of this report’s key findings are summarized in the table below:

Agency	Agency Population (2010 FESS Estimate)	Percentage of Firefighter Corps that is Volunteer	Average Property Tax Increment	Total Agency Revenues FY2009 (all services)	Total Agency Expenditures FY2009 (all services)	Nonrecurring Revenues as Percent of Total Revenue (fire services only)	2010 FESS Fiscal and Deployment Condition Assessment (fire services only)
Cameron Park CSD	16,331	55%	18.83%	\$11,123,929	\$10,804,213	5%	Best

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 MSR provides a description of existing 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 services provided by CAM are contracts, covenants and restrictions administration (CC&R), emergency medical services, fire suppression, lighting and landscape, parks and recreation, solid waste collection, weed abatement. The District contracts with CAL FIRE for fire and emergency services, outsources its solid waste collection to Waste Management and has its own employees provide for all other services. Cameron Park CSD also has two service areas: One for fire and a second for other services. However, neither of the boundaries matches the El Dorado County General Plan “Cameron Park Community Region.” Adding to this complexity is administrative instability, having replaced five general managers since 2003.

For each of the six categories of required determinations, LAFCO staff has prepared recommendations recognizing the following: unique land use and planning conditions, government organization and fiscal circumstance that affect the provision of services, effects of rapid demographic changes and growth, communities with different and similar service needs, and efforts to enhance service and impediments to doing so.

The service review and LAFCO’s adoption of a resolution making determinations are

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categorically exempt from the California Environmental Quality Act (Class 6, §15306). In undertaking this service review and making determinations, LAFCO also considered its responsibilities under federal and state civil rights and environmental justice laws.

## **II BACKGROUND**

### **A. Legislative Framework**

In 1997, the State Legislature established the Commission on Local Governance for the 21<sup>st</sup> 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 concluded that LAFCOs needed more specific background information, before decisions on specific applications were considered, 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, 2009, 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) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.
  - (3) Financial ability of agencies to provide services.
  - (4) Status of, and opportunities for, shared facilities.

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- (5) Accountability for community service needs, including governmental structure and operational efficiencies.
- (6) 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.
- (c) The commission shall conduct a service review before, or in conjunction with, but no later than the time it is considering an action to establish a sphere of influence in accordance with Section 56425 or Section 56426.5 or to update a sphere of influence pursuant to Section 56425.

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.

**B. Relationship Between Spheres of Influence and Service Reviews**

The CKH Act requires LAFCOs to develop and determine the sphere of influence (SOI) for each applicable local governmental agency that provides services or facilities related to development. Government Code §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).

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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.

**C. Service Review Guidelines**

The Governor’s Office of Planning and Research (OPR) was directed by statute (§56430) to prepare guidelines to assist LAFCOs in complying with the new service review requirements. In that regard, the final *Local Agency Formation Commission Municipal Service Review Guidelines* was released in August 2003. These guidelines were utilized in the preparation of this MSR.

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

- Promote orderly growth and development in appropriate areas with consideration of service feasibility, service costs that affect housing affordability and preservation of open space, important agricultural land and finite natural resources.

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- 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.

**D. Why Cameron Park CSD Was Not Included in the 2011 Fire and Emergency Services Municipal Services Review**

Fire suppression in El Dorado County is provided through one city, one county water district, two community service districts, and ten fire protection districts (refer to Map 1). Ambulance services are overseen by the County of El Dorado, funded through two county service areas and outsourced to two joint powers authorities composed of the fire suppression agencies. In addition, the level of coordination and cooperation among the fire agencies in El Dorado County is extensive. Through the El Dorado County Fire Chiefs’ Association, the fire agencies coordinate the classification of calls, new recruit training, fire prevention standards, radio frequencies, and facilitate the discussion that affects

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all districts countywide. In addition, with the exception of Meeks Bay, all districts belong to a joint powers authority, providing the staff and ensuring the proper equipping of the ambulances that respond to medical calls. Consequently, one needs to see the system's "big picture": in El Dorado County, the fire and emergency response system is *functionally* integrated. That was the logic behind aggregating the service review of most fire and EMS agencies into a single *Fire and EMS Municipal Service Review*.

However, that only speaks to fire and emergency medical services. Cameron Park Community Services District is a multi function agency that provides other services besides fire suppression and EMS, so it seems more appropriate that all of its powers be analyzed in its own individual MSR. Just like in the 2011 Fire and EMS MSR referenced Cameron Park CSD to round out its discussion, this MSR will reference the 2011 Fire and EMS MSR where appropriate.

**E. The 2004, 2006 and 2008 MSRs and Their Immediate Results**

In the inaugural cycle of municipal service reviews (2001-2008), studies were conducted based on the type of services provided by an agency, not on the agency itself. Consequently, as part of this cycle Cameron Park CSD appeared in four MSRs. The first was the 2004 *West County Parks and Recreation Municipal Services Review*, whose end result was the reaffirmation of Cameron Park CSD's "limited service area" and "limited services area sphere of influence." The 2006 *Countywide Fire Suppression and Emergency Services Municipal Services Review* led to a discussion between the disconnect of service area and resources on the ground as evidenced by the discrepancy in mutual aid response rates. The 2007 *General Government Services II Municipal Services Review* and the 2008 *General Government Services I Municipal Services Review* rounded off the study of Cameron Park CSD.

All of these reports found that Cameron Park CSD was providing adequate services across the board and that enough revenues were being generated to offset service. However, soon after the completion of these studies, Cameron Park CSD was embroiled in several political controversies, from the size of the swimming pool at its new recreation center to a lawsuit filed by one of its previous general manager.

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**III AGENCY DESCRIPTION**

**Cameron Park Community Services District**

Contact Information

**Address:** 3200 Country Club Drive  
Cameron Park, CA 95682

**Phone:** 530-677-2231

**Website:** www.cameronpark.org

Management Information

**Manager:** Mary Cahill, General Manager

**Governing Body:** Board of Directors

**Board Members:**

Alan Clarke, Director	Elected: 2008-2012
Shiva Frentzen, President	Elected: 2010-2014
Scott McNeil, Director	Elected: 2010-2014
Greg Stanton, Vice President	Elected: 2010-2014
Sean Tucker, Director	Elected: 2008-2012

**Board Meetings:** Third Wednesday of every other month at 6:30 pm at the Cameron Park Community Center

**Staffing:** Refer to website for list of staff contacts

Service Information

**Empowered Services:** Water, wastewater, solid waste, fire protection and emergency services, parks and recreation, lighting and landscaping, mosquito abatement, law enforcement, library services, road maintenance, drainage, CC&R administration and weed abatement

**Services Provided:** Fire protection and emergency services, parks and recreation, lighting and landscaping, CC&R administration, solid waste, and weed abatement

**Latent Powers:** Water, wastewater, mosquito abatement, law enforcement, library services, road maintenance and drainage

**Area Served:** 4,160 acres, or 6.5 square miles (fire service only)  
4,392 acres, or 6.9 square miles (LSA)

**Population Served:** 18,878 people (estimated from 2010 Census)

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**Major Infrastructure:** 149.2 acres of active parks, unimproved park sites and open space, 790 street lights, two fire stations and related fire and emergency services equipment and vehicles, one Community Center

Fiscal Information

**Budget:** [REDACTED] for FY 2010-11

**Sources of Funding:** Assessments for CC&R administration and lighting districts, park impact fees, property taxes, development impact fees

**Rate Structure:** Park Impact Fees, Lighting District Fees and Recreational Fees, Development Impact Fees

Background

The Cameron Park Community Services District (CAM) was formed on June 26, 1961 by Resolution 97-61 of the Board of Supervisors. The CAM boundaries include most of the Cameron Park community between El Dorado Hills, Shingle Springs and Rescue. CAM has two service areas. The area where CAM provides all services is approximately 4,160 acres, or 6.5 square miles. The “limited services area,” in which CAM provides all empowered services, except for fire suppression encompasses an additional 232 acres or 0.4 square miles (refer to Map 2). Services and facilities are concentrated around the Cameron Park Drive/Cambridge Road corridor between Highway 50 and Green Valley Road. The general topography consists of a central valley along the Deer Creek Drainage. Much of the valley is enclosed between ridges on the east and west with mature stands of brush and dense oak woodlands. Slopes range from 15% to 35%. The average elevation of the district is approximately 1,250 feet. Major access roads/inhabited corridors include Highway 50, Cameron Park Drive, Cambridge Road and Green Valley Road.

Land Use and Population Forecasts

Most of the district’s territory is built-out with high density residential development as the dominant land use, resulting in a high population density relative to the undeveloped areas surrounding the district. The District’s Master Plan projected a population of no more than 20,000 by the year 2010. This plan includes a table of population projections for each year until 2015, showing a total population of 19,608 in that year. The CSD predicts the population to grow, over the next ten years, by approximately 2,000 residents. Subsequent data has shown that the Master Plan projections were not far off.

As of the 2010 Census, there were 18,878 people residing in the Cameron Park “census designated place.” However, the boundaries for the Cameron Park CDP differs from either of its service boundaries (refer to Map 3). The 2006 Countywide Fire Suppression and Emergency Services MSR indicated that CAM’s fire protection

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boundary contained an estimated 2005 population of 18,225 (5,588 developed single family residential parcels times 2.69 persons per dwelling unit, and 1,298 multifamily units times 2.46 persons per dwelling unit). The 2010 Fire and Emergency Services Study (2010 FESS), prepared by Citygate Associates, estimated a lower number, indicating the population at 16,331 based on 7,284 dwelling units. Roughly, the population density in Cameron Park is approximately 2,144 persons per square mile in the area where the district has fire protection responsibilities.

As noted above, CAM's "limited service area," where it provides all services except fire, is slightly larger than the fire service area, containing approximately 372 additional dwellings. The MSR formula would indicate the LSA contains 1,000 more people, for a total LSA population on 19,225. Using Citygate's formula, this is an additional 834 persons, or an estimated population of 17,165 for the LSA area.

There are no lands within either of CAM's service areas in active agricultural use. A variety of industrial uses include the Cameron Park Airport and related uses on Cameron Park Drive and along Durrock Road. Commercial areas are dispersed at major access road intersections throughout the district. Other land uses include a golf course and several community and neighborhood parks.

Major natural features include Cameron Park Lake and 300 open space acres of the Pine Hill Preserve. Most of the district's territory is hilly with several ridges running generally north-south. A small area in the southwest portion of the district near Blue Oak School is designated as a Local Responsibility Area (LRA) for wildfire protection, constituting less than ten percent of the district's total territory. The remaining lands are State Responsibility Area (SRA). The majority of the district is a risk area for wildland urban interface. Newer subdivisions built within the last ten years meet current fire safe regulations and are exposed to less wildland fire risk.

The district serves a community which is largely developed at urban or suburban densities and significant new growth is planned or proposed in the immediate periphery of the CAM. These developments include projects such as Silver Springs, Bell Woods, Verde Vista, Campobello, Porter, Summer Brook and Cameron Meadows, which will contribute to the projected population growth.

**Services and Programs**

Empowered services under Government Code §61000 et seq. include the provision of water for domestic, irrigation, sanitation, industrial, fire protection and recreation uses; collection, treatment, or disposal of sewage, waste and storm water; garbage collection and disposal; fire protection; parks and recreation; street lighting; mosquito abatement; police protection; library services; and maintenance of roads, bridges and culverts. The formation resolution includes all empowered services. According to the district's budget, provided services include fire protection, emergency services, parks

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and recreation, street lighting and landscaping and enforcement of covenants, conditions and restrictions (CC&Rs).

In 2006, Senate Bill 135 (Kehoe, 2005), among other things, mandated the designation of a community services district's powers as active or latent. Specifically, the bill defined and clarified "latent powers" as any service that a CSD is authorized to perform but LAFCO has determined, through its MSR process, is not being provided prior to January 1, 2006. In February 2008, the Commission determined CAM's latent powers to be drainage, law enforcement, library, mosquito abatement, road maintenance, water and wastewater services

### **Fire Protection and Emergency Medical Services**

Since November 1996, CAM has contracted with California Department of Forestry and Fire Protection (CAL FIRE) for fire and ambulance personnel. The agreement is a five-year "Schedule A" contract which allows CAM access to CAL FIRE's statewide resources (Fiscal Year 2011-12 is year four of the contract). Through this agreement, CAM also receives support and services from state funded CAL FIRE personnel working in El Dorado County such as other chief officers, the CAL FIRE training bureau, the fire prevention bureau, mobile equipment manager, mechanics, personnel services and other services. In return, CAL FIRE is able to draw upon the "Schedule A" personnel funded by Cameron Park when needed to help meet the CAL FIRE mission. Appendix A contains a summary of fire-related programs and services provided by CAM and its fellow fire suppression agencies.

The water supply source for fire suppression throughout CAM is El Dorado Irrigation District (EID). The district has an ISO rating of five in areas within 1,000 feet of a hydrant and nine in areas further from a hydrant. CAM's last ISO rating was completed in December 2001.

### **Park and Recreation Services**

CAM provides parks and recreation facilities, including neighborhood and community parks and open space preserves. The district's overall park standard is five acres of developed parkland per 1,000 residents and five acres per 1,000 residents for open space. Open space includes creek corridors, trails, slope easements, wetlands and other undeveloped natural lands. CAM also has population-based standards for other types of recreational facilities, including baseball diamonds, softball diamonds, tennis courts, soccer fields, swimming pools and a Community Center. Further, the District operates recreational facilities which are utilized by residents from outside of the District's service area.

In addition to parks and recreation facilities, the district offers a wide range of recreational programs, classes and events for adults and children. These programs are run by the district's recreation supervisor and full-time and seasonal staff. Children's programs include ballet, karate, aquatics programs, basketball, T-ball,

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volleyball, tennis and sports camps. Adult recreation programs primarily consist of softball. In addition to these regular programs, CAM also hosts special holiday events.

**Street Lighting and Landscaping**

CAM provides landscaping and lighting services to 19 individual sub-districts called “lighting and landscaping districts” or LLDs. These LLDs were formed in order to provide funding for the maintenance and improvement of landscaping and lighting facilities within their boundaries, and usually cover no more than a single subdivision. Some LLDs are in the LSA and do not receive fire service from CAM. Instead, these LLD areas overlap with the Rescue Fire Protection District and El Dorado County Fire Protection Districts and remain under their respective jurisdiction for fire protection.

Street lighting maintenance is performed by PG&E, though power is paid for by CAM. Landscaping services include irrigating landscaped areas and trees, maintaining concrete walkways and other outdoor features, maintaining recreational areas including: picnic tables and dog walking areas, and sidewalk installation and improvements. Landscaping services and fees vary among the LLDs.

**Covenants, Conditions & Restrictions Enforcement**

CAM performs enforcement of 68 different Covenants, Conditions & Restrictions (CC&Rs) contracts to maintain a uniform standard of development within some areas. The district has a CC&R compliance officer and an Architectural Review Committee which meets weekly to review construction plans. The district’s website provides a significant amount of information on CC&Rs.

**Other Services**

Solid waste services are contracted out to Waste Management under a franchise agreement.

**Infrastructure, Facilities and Equipment**

**Fire Protection and Emergency Medical Services**

CAM currently operates two fire stations; Station 88 at 2961 Alhambra Drive and Station 89 at 3200 Country Club Drive. The district also owns the lot adjacent to Station 89. The 2010 FESS found that neither station needs to be replaced at this time.

CAM has considered constructing a new fire station in the general area of Cambridge Road between Green Valley Road and Hillcrest Road, although no plans are final at this time.

In addition, El Dorado County FPD owns property in the Cambridge Oaks subdivision within CAM. The property was discussed in the past for a possible future joint use fire station among CAM, El Dorado Hills CWD and El Dorado County FPD; however this

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may no longer be necessary due to the close proximity of El Dorado Hills CWD's station off Bass Lake Road.

CAM facilities are used by the County Sheriff, the Fire Safe Council, CAL FIRE, community groups, seniors and others. The district maintains a meeting room policy and charges rental fees which can be waived for non-profit organizations. Facilities are also rented through the district's park and recreation department, especially during holidays.

CAM owns five engines: four Type I Structure engines and one Type III Wildland engine; and four utility vehicles. NFPA recommends that second line equipment should not be more than 20 years old. Only one of the district's major response apparatus listed is more than this recommended age. However, the 2010 FESS determined that none of them were in need of near-term replacement.

### **Park and Recreation Services**

CAM operates approximately 149 acres of parks and recreational facilities. This includes 56 acres of developed parks, 48 acres of undeveloped parks, and the 45-acre Cameron Park Lake. Of the developed parklands, 29 acres are considered neighborhood parks (serving a ½ mile area) and the remaining 17 acres are considered community parks (serving an area of one to three miles). The CSD provides recreational programs at facilities located throughout the district, primarily in the Community Center and local schools, such as Camerado Springs and Blue Oak schools, which are rented on an hourly basis. Appendix B contains a list of recreational facilities and parks offered by the CSD.

The new CAM Community Center was completed in March 2009. It includes a ten lane recreational/competition swimming pool, an assembly hall with stage, a dance studio, a teen room, a kitchen area, and a gymnasium with large meeting rooms, locker rooms and pool access. The center also houses the CAM administrative offices.

### **Street Lighting and Landscaping**

The District maintains 19 lighting and landscape districts (LLDs), six of which provide landscaping as well as lighting. All but two of the LLDs provide street lighting with a total of 790 street lights. Each year, the District completes a Landscaping and Lighting District Engineer's Report to assess the needs of each LLD and determine appropriate changes in fees.

### **Covenants, Conditions & Restrictions Enforcement**

The District does not appear to require capital or infrastructure in order to enforce CC&Rs, other than office space for one CC&R enforcement officer and a vehicle.

## **Personnel and Staffing**

### **Fire Services**

The Cameron Park Fire Department is currently staffed by up to 19 “line personnel,” two officers and one technician. Through CAM’s contract with CAL FIRE, the full-time firefighters are CAL FIRE personnel that are funded by CAM and permanently positioned at CAM’s stations. These include one battalion chief, one fire prevention captain, one fire captain/paramedic, three fire captain/EMTs, ten fire apparatus engineer/paramedics, and four fire apparatus engineer/EMTs. Part-time employees are grant funded through the fire safe program and are employees of CAM. The District currently has 30 volunteers, which receive a \$40 meal stipend per 24 hour shift. The CSD is allowed to cut CAL FIRE’s budget with 120 days notice, which sent notice of its intent to do so in February 2011. This resulted in cutting 3 positions, two line firefighters and an office technician. These cuts did not significantly reduce service levels since there is sufficient staffing for 2 fire engines and an ambulance 24 hours a day, seven days a week. However, CAM has been able to increase staffing levels through a volunteer stipend program.

The Cameron Park Fire Department provides paramedic service from both stations 24-hours a day, seven days a week. Fire personnel work a 3-day, 72-consecutive hour shift per week. The minimum “24-hour staffing” consists of two firefighters per engine at each station plus an ambulance crew of two. Both stations operate with ALS qualified staffing at all times; typically one of the two staff is a paramedic.

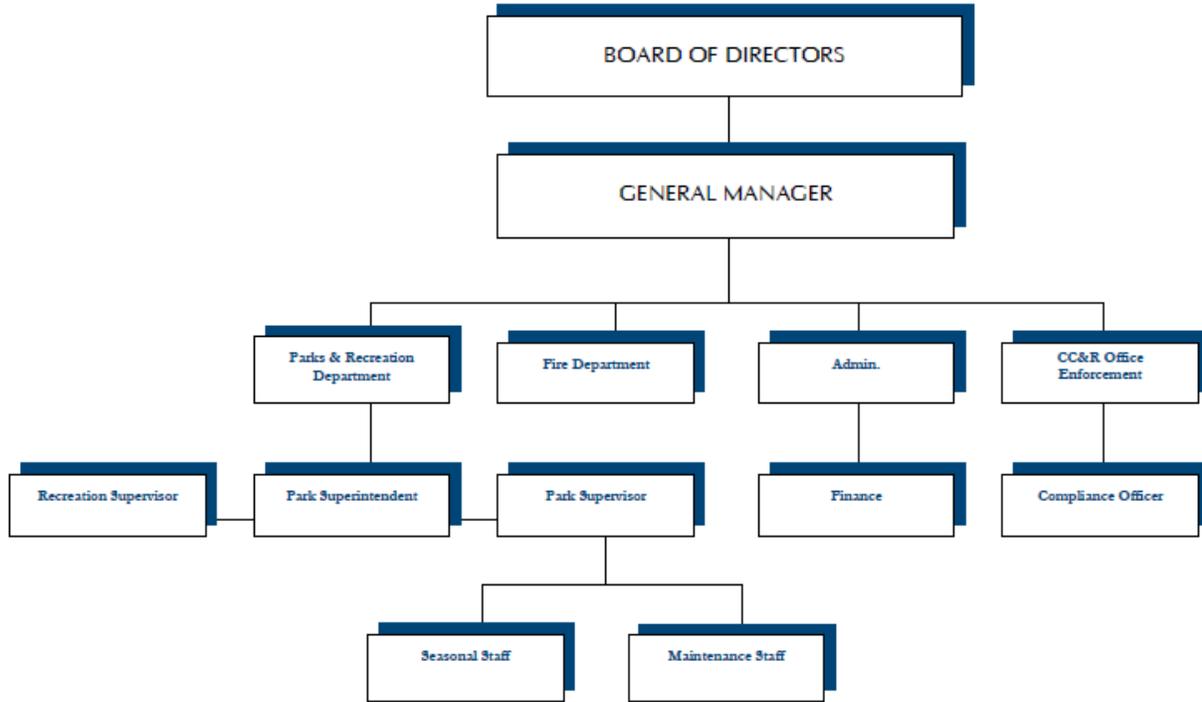
CAM sends CAL FIRE firefighters and volunteers to an annual one-week refresher course for HazMat and Basic Life Support (BLS) training. CAL FIRE personnel assigned to CAM also participate in state training courses that the district sometimes sponsors or splits the cost. The state administers annual performance tests for fire ground evolutions and drills. CAL FIRE hosts a training academy in Amador County and also provides local training. CAM participates in and occasionally hosts joint drills each year with other fire districts in El Dorado County. Volunteers attend the County Volunteer Academy at Diamond Springs or an equivalent “in-house” Academy conducted by the CAL FIRE personnel in CAM.

### **Non-Fire Services**

CAM also employs administrative employees that are shared between the “fire and emergency” and “parks and recreation” departments. Other CSD employees include a general manager, park superintendent, park supervisor, maintenance staff, seasonal staff, finance staff, CC&R enforcement officer, recreation supervisor, seasonal lifeguards, kiosk concession workers, various summer staff and account clerk. The chart below represents CAM’s organizational structure

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CAMERON PARK CSD ORGANIZATIONAL CHART



**Administration, Management and Operations**

**Board of Directors**

The agency is governed by a five-member elected board of directors, elected at large, with four-year staggered terms of office. The board meets monthly on the third Wednesday of the month at 6:30 pm. Board members receive a stipend of \$100 per meeting, up to \$300 a month, but do not receive any other benefits. Board members sit on standing committees for budget/finance, CC&Rs, parks and recreation, fire and emergency services and the fire safe council, in addition to various ad hoc committees. The district is a member of the California Special Districts Association and retains board-appointed legal counsel. The CSD board of directors participates in conferences coordinated by the general manager.

In the past three years, the Board has come under fire by residents for several controversial actions. Prior to the completion of the new Community Center, residents complained that the Board was too indecisive about the number of lanes the pool should contain. In June 2009, the CSD’s previous General Manager, Tammy Mefford, sued two board members for sexual harassment. She was soon placed on administrative leave and ultimately fired. After that, the Board was accused of fiscal

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mismanagement over legal bills charged to the district by its previous counsel. Lately, the Board has come under criticism over its firing of its last general manager, Fred Smith, who was hired in May 2010 after an exhaustive, year-and-a-half search to replace Mefford. Smith has threatened to sue the District.

**Administration—General**

The CAM administrative offices are located at 3200 Country Club Drive in Cameron Park and open during normal business hours. The district as a whole, and each individual department, has their own mission statement, each of which can be read on CAM's website at [www.cameronpark.org](http://www.cameronpark.org). District operations are separated functionally by department.

The Board of Directors appoints a general manager; however, the top management has been shuffled several times in the past nine years, with a new general manager appointed in 2003, 2004, 2005, 2008, 2010 and more recently with the announcement of Mary Cahill's hiring as the new GM in October 2011.

Property and liability insurance is provided through the California Special Districts Risk Management Authority (SDRMA). The California Special Districts Association provides insurance services through the Special District Risk Management Authority, a joint powers agreement among 290 special districts and other agencies. Insurance includes property and liability and workers' compensation.

**Administration—Financial**

The District is financed through property taxes for fire, park impact fees and assessments for CC&R and lighting districts. CAM makes its financial statements (back to Fiscal Year 2002-2003) and adopted budget (back to 2007-2008) available on the web. Its program and rental fee schedules are also available on the web.

The El Dorado County Auditor's Office does the accounting for CAM for a 1% property tax administration fee.

**Fire Services**

All fire services and staff are provided through the "Schedule A" contract with CAL FIRE. The CAL FIRE Unit Chief reports directly to the District Board and its fire committee. The CAL FIRE assistant chief of operations reports to the CAL FIRE Unit Chief, and supervises a CAL FIRE battalion chief who oversees the day-to-day operation and administration of the CAM Fire Department. The battalion chief supervises all of the CAM fire department staff. Personnel matters such as payroll, employee negotiations, benefits, etc, are all handled through CAL FIRE headquarters in Camino. Dispatch services are handled through the CAL FIRE dispatch center in Camino.

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Parks and Recreation

The District charges fees for participation in recreation programs. These fees are intended to cover the costs of the programs. The District also charges fees for entrance into and for the use of Cameron Park Lake. Other revenue streams include the collection of park impact fees from new developments. Fees are used to purchase new parklands and to develop facilities and recreation areas. Due Prior to 2006, the District was not collecting sufficient fees to keep up with the demand for new parks, recreation areas and facilities. Consequently, the District completed a Park Impact Fee Nexus Study in November of 2006, analyzing the need for updated fees and estimates the most appropriate amounts for new park impact fees. The Park Impact Fees are covered in the budget section.

Street Lighting and Landscape

Landscaping and lighting service is provided to several lighting and landscaping districts (LLDs) within Cameron Park Community Services District. Each LLD pays a specific amount, based on the services provided, and the number of residents receiving the services. The fees levied for each district are covered in the budget section below.

CC&Rs

The District collects a fee of up to \$12 per parcel per year for the enforcement of CC&Rs within the District. The District also collects fees for architectural review in the enforcement of the CC&Rs. The charges will be covered in the budget section below.

**Administration—Operations**

Fire Service

The CAM Board directs the fire chief to prepare and maintain a strategic plan based on an analysis of incident history and projected growth within the District. In 2005, the CAM Fire Department changed from a 5-year strategic planning process to a more in depth 10-year master planning process. The 2005 through 2014 CAM Fire Department Master Plan was also provided to LAFCO. The master plan will be updated each year and contains the Fire Department's Capital Improvement Plan (CIP).

*Call and Response Data*

CAM records show a direct relationship between calls for service and district population. Because of the automatic aid agreement with neighboring fire districts, CAM fire personnel are dispatched to all emergency calls for which they are the closest resource. As the community continues to grow, both inside the LSAs and on the periphery of the Community of Cameron Park, the CAM Fire Department expects the automatic aid to grow disproportionately, unless the neighboring districts post

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staffed fire apparatus closer to the areas of Cameron Park which lie within their districts.

The following call data was collected from CAL FIRE’s Camino Dispatch Center. These data are the calls generated within the district and do not necessarily include all of the calls that the district responded to with its own resources. In addition, the data were separated into two groups (2003-2005 and 2007-2008) in the table below because CAL FIRE switched computers in 2006 and data from that year are irretrievable. The 2003-2005 historical data is provided here for descriptive purposes only. The definitions for the call categories are:

- Structure Fire – Any fire response with an ignition component to any structure or improvement on any parcel. This category does not distinguish between commercial or residential, but calls are not related to a vegetation or vehicle fire.
- Non-Structure Fire – Any fire response with an ignition component that does not involve an improvement. This would be a vegetation fire, an escaped control burn or an illegal control burn.
- Vehicle Fire – Vehicle on or off roadway as primary ignition component.
- Vehicle Accident – Vehicular collisions, involving either singular accidents or multiple vehicles.
- Medical Aid – Calls requiring medical aid, not related to a structure or non-structure fire or to vehicle accidents and fire.
- Haz-Mat – Calls related to hazardous materials.
- Good Intent – False Alarms accidental pulls, smoke checks, etc.
- Other – Miscellaneous calls not related to any other category.

**Table 1: Cameron Park Community Services District Call Log**

Incident Type	2003	2004	2005	2006	2007	2008	2009	2010
Structure Fire	25	40	28		41	43	18	14
Non-Structure Fire	31	40	34		14	18	15	12
Vehicle Fire	31	15	15		11	6	13	15
Vehicle Accident	102	107	103		99	81	75	60
Medical Aid	1149	1121	1175		1057	1072	1257	1286
HazMat	32	23	13		22	30	19	15
Good Intent/False Alarm	95	119	104		201	208	197	182
Other	218	230	193		21	19	31	23
<b>Total Calls</b>	<b>1683</b>	<b>1695</b>	<b>1665</b>	<b>0</b>	<b>1466</b>	<b>1477</b>	<b>1625</b>	<b>1607</b>

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The current district policy is for the first emergency resource to arrive at the scene of a fire or medical emergency within eight minutes of receiving an alarm, 90% of the time (policy includes this requirement for areas within the service area). The 2010 FESS calculated that by using the EMS system goal of having a unit on-scene by the 11<sup>th</sup> minute from the call being received, 90 percent of the time, about 80 percent of CAM receives this coverage. By a 15-minute, 90 percent measure, 100 percent of the District is reached.

**Funding and Budget**

The discussion in this section is descriptive and amounts cited are approximate, based on information provided to LAFCO or available at the time of this report from other reliable sources. CAM is funded through a variety of sources, including property taxes, assessments, development impact fees, grants, Quimby Act land dedications/in-lieu fees, park entrance fees, program registration fees and facility rental fees.

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**Table 2: Cameron Park Community Services District Funding and Budget – Revenues**

Revenues	2005-2006 Actual	2006-2007 Actual	2007-2008 Actual	2008-2009 Actual	2010-2011 Budgeted
Fund Balance	\$ 777,652	\$ 414,385			
<b>Taxes</b>	<b>3,137,090</b>	<b>3,460,247</b>			
Property Taxes	3,059,090	3,382,175			
Special Assessments	78,000	78,072			
Licenses, Permits and Franchises	-1,279	14,820			
Fines, Forfeitures and Penalties	1,902	2,756			
Interest	16,787	22,305			
Intergovernmental – State	37,166	37,012			
Intergovernmental – Federal	0	0			
Intergovernmental – Other	1,105,437	800,168			
Development Impact Fees	309,703	416,366			
Quimby Fees	0	188,615			
Park and Recreation Services	216,192	190,618			
Charges for Services	28,323	17,958			
Miscellaneous Revenues	95,265	143,546			
<b>Total Revenues</b>	<b>\$ 5,724,237</b>	<b>\$ 5,708,796</b>			

Total assessed value within the District was \$1,944,686,395 in FY 2011-2012. CAM currently receives an average 18.95% of the property tax revenue within district boundaries, which makes up the majority of incoming revenue for the district. Property tax revenues are allocated to each of the different CSD departments on an as-necessary basis; however, the internal breakdown is approximately 70% for fire and emergency medical services, and 30% for administration and parks and recreation.

**Fees**

Fire Services

CAM has development impact fees of \$2,678 for residential units, and \$1.49 per square foot for commercial units (the same rate applies for units with or without

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sprinkler systems). Development impact fees were last updated on September 19, 2007, with the completion of a Park Impact Fee Nexus Study.

In September 2011, the District raised its fire prevention fees, which are used for such activities as teaching education programs in schools, plan checks, fire code analyses and inspections. Despite this increase, CAM reports its fees continue to be among the lowest in the region.

**Park and Recreation Services**

Park impact fees are collected from new developments. Fees are used to purchase new parklands and develop facilities and recreation areas. The district completed a Park Impact Fee Nexus Study in November of 2006, which analyzed the need for updated fees and estimated the most appropriate amounts for new park impact fees. The study was based on the Quimby Act and County standard of five acres of parkland per 1,000 population and the district's own level of service standards for other recreational facilities. The fees were updated September 19, 2007, as shown below:

**Table 3: Cameron Park Community Services District Park Impact Fees**

Land Use Category	Parkland Acquisition Fee per Unit	Park Facilities Fee per Unit	Total Park Impact Fees
Single Family-Detached	\$3,037	\$4,984	\$8,021
Single Family Attached	\$2,248	\$3,690	\$5,939
Multi Family Unit	\$2,325	\$3,816	\$6,141
Mobile Home Unit	\$1,503	\$2,467	\$3,970

The district also charges fees for participation in recreation programs, which is intended to cover the costs of the programs, and for the entrance into and use of Cameron Park Lake.

**Street Lighting and Landscaping**

Each landscaping and lighting district pays a specified amount, based on the services provided, and the number of residents receiving the services. The fees levied for each district are shown below:

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**Table 4: Cameron Park Community Services District Lighting and Landscaping District Fees (as of 2010-2011)**

District	Fee per parcel	Eligible for increase?
Airpark	\$63.02	no
Unit 6	\$54.50	no
Unit 7	\$36.18	no
Unit 8	\$36.20	no
Viewpointe	\$45.06	no
Goldorado	Determined by parcel size; \$21.29 to \$817.79	no
Unit 11	\$22.42	no
Unit 12	\$37.28	no
Cameron Woods 1-4	\$47.50	no
Bar J 15A Country Club	\$48.24	no
Bar J 15B Merrychase	\$190.04	no
Creekside	\$31.00	no
Eastwood	\$223.54	no
David West	\$147.37	Up to 5% per year or \$165 max.
Cambridge Oaks	\$14.88	no
Northview	\$324.00	no
Cameron Valley	\$106.52	no
Cameron Woods 8	\$108.82	Up to 3% per year
Silver Springs	0.00	Up to 4% per year

**Covenants, Conditions & Restrictions Enforcement**

Landowners in the district pay a \$12 property assessment, which is dedicated for CC&R enforcement. The district also has architectural review fees which range from \$35-\$270, depending on the service requested.

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**Table 5: Comparison of Architectural Review Fees**

Description	Cameron Park CSD	El Dorado Hills CSD
New Home	\$270	\$770
Room Addition	\$100	\$300
Swimming Pool	\$100	\$195
Storage Shed	\$50	\$85
Roof	\$50	\$85
Exterior Paint	\$35	\$60
Fence, Retaining Wall	\$35	\$85
Landscaping	\$35	\$85
Tree Removal	\$35	\$60
Miscellaneous	\$35	\$60

Source: Cameron Park CSD, El Dorado Hills CSD

These CC&R fees are exclusive of any assessments for residents whose home also sits in an overlapping LLD.

**Grants**

No grants have been received by CAM since 2005

**Expenditures**

**Table 6: Cameron Park Community Services District Funding and Budget – Expenditures**

Expenditures	2004-2005 Actual	2005-2006 Actual	2006-2007 Actual	2007-2008 Actual
<b>Salaries and Benefits</b>	<b>\$ 2,935,735</b>	<b>\$ 3,089,668</b>	<b>\$ 2,841,770</b>	
Salaries/Wages	2,708,906	2,922,084	2,629,982	
Retirement and Other Benefits *	94,733	72,796	91,967	
Health Benefits	132,096	86,737	114,039	
Workers' Comp Insurance	9,032	8,052	5,782	
Services and Supplies	1,640,947	1,656,037	1,037,559	
Debt Repayment	58,444	1,285	57,329	
Other Charges	1,709	0	0	
Fixed Assets **	96,765	562,86	836,24	
<b>Total Expenditures</b>	<b>\$4,733,599</b>	<b>\$5,309,852</b>	<b>\$4,772,898</b>	

\* Includes Disability, Medicare, Unemployment, and Flexible Benefits

\*\* Includes Buildings and Improvements, Infrastructure Acquisition, Construction Rentals, and Equipment

While this is true, LAFCO requests copies of budget from 2007-08, 2008-09, 2009-10 and 2010-11 reflecting actual amounts (as opposed to budgeted)

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The primary expenditure for CAM is salaries and benefits; although, these have actually decreased by \$93,965 from FY 2004-2005 to FY 2006-2007. This represents a decrease in percentage of total expenditures of approximately 2.5%.

CAM has taken on an \$8 million bond in 2007 for the construction of the new Community Center and swimming pool.

**Cooperative Agreements**

Cameron Park CSD participates in numerous cooperative agreements with other agencies, including California Mutual Aid Agreement, Regional Chief's Mutual Aid Agreement, Five-Party Cooperative Agreement-El Dorado County Western Slope Fire Services Mutual Aid Agreement and CSA #7-El Dorado County Contract for Pre-Hospital ALS and Dispatch Services. The district has informal agreements with community groups and other agencies. It works closely with the Fire Safe Council and El Dorado County Environmental Management Department on hazardous materials issues and incidents.

**Boundaries**

El Dorado LAFCO adopted an original sphere of influence for Cameron Park CSD in 1998, in which its sphere study discussed boundary issues, and subsequently amended in 2008, with minor expansions in the "limited service area" (LSA) sphere of influence. It must also be noted that neither district boundary matches the Cameron Park Community Region as designated in the County General Plan (refer to Map 4).

These LSAs were created to defuse a potential political conflict between the fire districts. In July 1998 the El Dorado County Fire Chiefs' Association went so far as to adopt a resolution opposing the shifting of property taxes from one district to another or for the changing of boundaries "every time a district constructs a new station that will also serve areas of a neighboring district."

However, since 1998, with the subsequent completion of "limited service" annexations, two distinct service areas have been created for the CSD. The majority of the district receives all services from CAM. In the LSA portion of the district, the residents receive non-fire CSD services. Fire services in the LSA are provided by other fire protection districts: Rescue FPD (RES) in the northwest and El Dorado County FPD (ECF) to the east and south.

At the time of these "limited service" annexations, detachments from RES and ECF were considered, but not approved, by LAFCO. Hence, CAM's fire and recreation functions each serve different service areas by allowing CAM's recreation boundaries to overlap other fire districts. The only time LAFCO refused to split CAM's services in a new annexation was in 2006, when the Bell Woods II project was annexed into CAM's boundaries for all services. Because the Bell Woods area was a service area "hole," that is, not belonging to any fire district, made LAFCO's actions possible.

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As population growth and call volumes in the Cameron Park area continue, the boundary/service mismatch may increase, with CAM providing mutual aid as the nearest available unit to growing areas outside its boundaries for fire. This is anticipated to have significant financial effects on the district.

While the creation of the LSA may have defused conflicts between the fire districts, it has not been entirely peaceful for park services. The aforementioned Bell Woods II project pitted CAM against the El Dorado Hills CSD (EDHCSD). There are lands soon to be developed in the “conflict zone” between CAM and EDHCSD that is in neither of these district’s spheres of influence. The Campobello project was the first, but there may be others in the near future, namely the Springs Equestrian Center project. These conflicts will continue to arise as long as the governmental boundaries do not coincide with the community boundaries. Consideration should be given to having the CSD’s boundaries, either for all services or just the LSA, match the community region as defined in the County General Plan.

Officials at CAM have expressed an interest to LAFCO staff for CAM’s service territory to expand eastward and encompass Shingle Springs. To date, no analysis has been undertaken by either LAFCO or the District to explore the feasibility of this proposal.

## IV 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 CAM 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 qualifies for a Class 6 categorical exemption as outlined in Public Resources Code §15306. This exemption “consists of basic data collection, research, experimental management, and resource evaluation activities which do not result in a serious or major disturbance to an environmental resource. These may be strictly for information gathering purposes, or as part of a study leading to an action which a public agency has not yet approved, adopted, or funded” (CEQA Guidelines §15306).

This service review may lead to actions such as government reorganizations and SOI updates that could potentially affect the environment. However, as these actions have not yet been approved, adopted, or funded by LAFCO, the Class 6 exemption is applicable. A notice of exemption is attached as Appendix C. Any future projects that make use of this service review and the information contained herein will be subject to separate environmental review under CEQA.

## **V 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 nine 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. The most recent data available, from the 2000 Census, shows the following racial populations in the census communities. The census area boundaries do not correspond to agency boundaries or General Plan Community Region boundaries, but the data provides a demographic framework for the evaluation of environmental justice issues. Statistically significant populations of Hispanic/Latino (of any race) are located in the cities of Placerville (12.6%) and South Lake Tahoe (26.7%).

Data is available from the El Dorado County Office of Education regarding ethnicity of student populations. These statistics are based on school attendance areas and school districts. For school areas generally, the data confirms that minority populations tend to be small and dispersed throughout the county. The largest ethnic minority population listed is Hispanic/Latino in low percentages (4-9%) in the unincorporated areas and statistically significant Hispanic/Latino populations in the

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two cities (e.g. approximately 32% in Lake Tahoe Unified School District and approximately 13% in the Placerville Union School District).

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

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.

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.

**Table 7: 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	156,299	140,209 (89.7%)	813 (0.5%)	1,566 (1.0%)	3,328 (2.1%)	209 (0.1%)	5,547 (3.5%)	4,627 (3.0%)	14,566 (9.3%)

Source: 2000 Census

Percentages may not add due to rounding

**VI SERVICE REVIEW ANALYSIS AND DETERMINATIONS**

As explained in Section II of this report, State Law requires the Commission to make certain determinations in an MSR (Government Code §56430) and prior to establishing an SOI (Government Cod §56425). The Commission’s Policies & Guidelines Section 4.4 also requires additional determinations prior to establishing a sphere. 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 fire suppression and emergency services 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 #3 and #4 of LAFCO Policy 4.4, which are:

- 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.

Most of the District’s territory is built-out with high-density residential development as the dominant land use, resulting in a high population density relative to the extensive undeveloped areas surrounding the District. The 2010 FESS estimated the CAM *fire service* population to be 16,331. LAFCO staff estimates the LSA contains an additional 1,000 people.

In 2010, the US Census calculated a “community” population of 18,228 for Cameron Park, though this number is based on a “census-designated place” (CDP), which it is a concentration of population identified by the United States Census Bureau for statistical purposes. However, the El Dorado Surveyor’s Office applied these data, at the parcel level and estimated the CAM population by calculating the average household population and multiply number of developed residential or multi-family parcels within the CSD. This resulted in an estimated Cameron Park CSD population of 18,878, which is consistent with the CAM’s Master Plan projection a population of no more than 20,000 by the year 2010.

**Table 8: 2000 and 2011 Census Population Count of the Cameron Park CDP**

El Dorado County	2000	2010
Cameron Park	14,549	18,228

*Growth in Demand for Fire Protection and Emergency Services*

The 2011 *Fire Suppression and Emergency Services MSR (2011 Fire MSR)* and *SOI Study* (adopted by the Commission on June 22, 2011) explained that, countywide, El Dorado County's population is growing significantly older and its working age population increasing its commuting times (as measured by vehicle miles traveled) annually. If some or all of these trends come true, then impact to the County's fire and EMS service in general, and to CAM in particular, is significant:

- An older population means that there will be a smaller volunteer pool and an increase in demand for ambulatory services.
- Higher congestion means less people in the community to volunteer and a higher likelihood of an increase in collisions. It also would mean that rural areas will also have more commuters who would be unavailable to volunteer on weekdays between the hours of 6 am and 6 pm.
- The population and fiscal disparity between the more urbanized areas (El Dorado Hills and Cameron Park) and the County's more rural areas will become wider.
- Increase in service demand due to a higher number of calls for ambulatory service. This would impact CAM in particular due to the presence of the Eskaton Lodge.

If all things true today remain the same, with lower revenues and a lower volunteer base, rural districts will struggle to adequately staff fire stations and to meet response times, placing a greater burden on neighboring districts to render aid. As it will be shown later in the study, CAM already has a high mutual aid "balance," meaning it renders mutual aid at a higher rate than it receives from other districts.

The 2010 FESS discussed the growth pattern and the challenges to countywide fire service, with its conclusions mirroring those of the 2006 MSR:

"The current El Dorado County fire service deployment system has served the community well in the past, but is now increasingly strained to handle a singular serious event, or multiple serious events in the same sub-area and to provide equitable coverage in all areas with similar population densities. The County is no longer a quiet farming or recreational only area. The foothills have become a favorite place for suburban development."

From a fire risk perspective it concluded:

"Since usual and customary zoning has placed buildings throughout the County, this places additional pressure to have a multiple-unit effective response force of pumpers and, also importantly, ladder trucks throughout the more intensely developed areas."

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Growth in Demand for Park and Recreation Services

As a densely built, urban district, CAM will continue to experience a high demand for services and programs designed for families and seniors. Use of their parks and facilities, such as the Community Center, will be constant and possibly increase as the parcels within and surrounding the district are developed. CAM has a total of 60.3 acres of active and developed land parks and 45.0 acres of active water recreational areas. With a policy in place of 5 acres of developed parkland per 1,000 people and 5 acres of open space per 1,000 population, CAM is currently not meeting its stated goals. However, with 43.9 acres of undeveloped parklands in its inventory suggests it will have sufficient park and open space land to meet the demands of its current population.

Growth in Demand for Lighting and Landscape, CC&R Administration and Other Services

Because the CAM's core is already mostly developed in a high density residential pattern, current demand can be both projected and anticipated within existing LLDs. Planning for these services in the undeveloped parcels is harder to do because it depends on the type of project being developed. Some developers prefer building standard suburban developments with streetlights and tight design standards that are expected to be continued in the future. Other developers may have some of these elements in place but with less rigorous enforcement. Given that LLDs and CC&R administration are self-funded through its fee structure, it is estimated that CAM should be able to absorb growth in these services with minimal impact to its staff levels.

**2. Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.**

*Purpose: To evaluate the infrastructure needs and deficiencies of a district in terms of capacity, condition of facilities, service quality, and levels of service and its relationship to existing and planned service users.*

Information in this section addresses #1 and #6 of LAFCO Policy 4.4, which are:

- 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.

CAM's infrastructure consists of 149.2 acres of active parks and unimproved park sites and open space, 790 street lights, two fire stations with related fire and emergency services equipment and vehicles and one Community Center.

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Fire and Emergency Services

In the context of fire and emergency services, infrastructure needs and deficiencies signify whether facilities provide adequate capacity to accommodate current or projected demand for service in the county as a whole or in a particular area or region. The infrastructure elements of fire protection and emergency services include facilities (stations), rolling stock (engines and ambulances), dispatch systems, water supplies and roadways. Service also depends on trained personnel. Adequacy of service can be understood by reviewing response times, coverage, staffing (including training and staffing levels per capita) and mutual aid.

The principal facilities for fire protection are stations. The 2010 FESS found that CAM's stations were well placed, indicated that 80% of the district has a unit on the scene by the 11<sup>th</sup> minute of the call being received, with 100% of the district is reached by the 15<sup>th</sup> minute. Another measure for coverage is the ISO rating. CAM's rating is 5 for areas within 1,000 feet of a fire hydrant and 9 for other areas.

In terms of staffing, Cameron Park CSD's Fire Department staffs, on average, at slightly more than 2.0. As indicated in the previous paragraph, that is sufficient to respond adequately to calls within CAM's boundaries. However, when it comes to the county fire and EMS service as a whole, as Citygate notes that "El Dorado County has a weight of attack problem. There are currently not enough on-duty firefighters Countywide plus paid-call firefighters and volunteers responding *quickly* to keep potentially serious emergencies contained and small, particularly if the paid-call firefighters and volunteers cannot provide an immediate response to fill out the necessary staffing."

Weight of attack means the ability to assemble a sufficient number of firefighters in a reasonable period of time to control the emergency safely before it escalates to greater alarms. As demonstrated in the *2011 Fire MSR*, CAM and its fellow fire agencies are currently structured and staffed at levels where reinforcements must be called if the initial respondent engine cannot control or contain the emergency: volunteers are paged and backup engines from neighboring stations and districts must render assistance. The additional deployment of resources comes at the cost of precious time. By the time reinforcements have arrived at the scene, several additional minutes have passed. Citygate warns, "An under-staffed, and/or under-led token force will not only be unable to stop a fire, it also opens the County up for liability should the Fire Departments fail."

This finding is buttressed by the call data. At least 20% of CAM's responses are mutual aid-related. In addition, as demonstrated in Appendix D, CAM has one of the highest mutual aid balances (net mutual aid given to mutual aid received) in the Western Slope. The tables below show the aggregate mutual aid numbers from 2007 through 2010. Appendix D contains more detailed mutual aid numbers by incident type for the Western Slope agencies:

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**Table 9: Western Slope Mutual Aid Given**

Emergency Call Statistics Mutual Aid Given				
Districts	2007	2008	2009	2010
Cameron Park CSD	450	564	463	410
Diamond Springs/El Dorado FPD	589	593	484	436
El Dorado County FPD	685	550	525	567
El Dorado Hills County WD	251	234	148	152
Garden Valley FPD	161	149	125	144
Georgetown FPD	200	188	184	134
Latrobe FPD	86	70	55	39
Mosquito FPD	13	21	6	14
Pioneer FPD	78	88	50	38
Rescue FPD	248	254	225	203

**Table 10: Western Slope Mutual Aid Received**

Emergency Call Statistics Mutual Aid Received				
Districts	2007	2008	2009	2010
Cameron Park CSD	275	265	250	212
Diamond Springs/El Dorado FPD	437	304	294	422
El Dorado County FPD	1068	1072	930	864
El Dorado Hills County WD	152	145	125	131
Garden Valley FPD	162	190	195	131
Georgetown FPD	77	96	90	88
Latrobe FPD	22	26	22	34
Mosquito FPD	24	32	24	17
Pioneer FPD	109	119	94	71
Rescue FPD	222	231	241	167

Mutual aid greatly enhances services to the residents of the county because it guarantees that a response will be received by the closest available resource regardless of jurisdictional boundaries. On the other hand, while firefighters have an overall mutual respect for each other and an agency's mission may not directly address financial equity, costs are incurred during mutual aid calls. Most fire chiefs have noted that mutual aid agreements have a real fiscal cost in that they can put a strain on an agency's resources, both from the perspectives of maintenance to equipment and coverage.

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This is where an agency's financing, and age of equipment and stations converge with coverage and agency boundaries. Speaking broadly, if an agency has healthy revenues, it has the necessary finances to maintain equipment within NFPA standards and hire sufficient personnel to maintain good coverage across all of its stations 24 hours a day, 7 days a week, 365 days a year. Conversely, inadequate finances mean equipment that is older than ideal and more reliance on volunteers to ensure coverage throughout the day. Agencies in the latter category can, and still do, provide adequate coverage. There should be no mistake that El Dorado County agencies are currently providing service consistent with their community standards. But living with insufficient revenues means less room for error while having to keep up with increasing service standards, especially in the current economic climate that has led to depressed revenues. Districts in the latter category are one call away, or one piece of equipment away, from being unable to respond to a call. When that occurs, a neighboring agency steps in to respond. This, in turn, stretches the neighbor's resources and adds further stress to the overall system. If the problem is chronic, then realignments to the service areas may be warranted.

Park and Recreation Services

The District has an estimated population of 18,878 persons. As indicated in the "Growth and Population" section, CAM currently has a deficit of developed park acres per its policy of 5 acres for every 1,000 people. Using this standard, CAM's population requires 94 acres of developed parks to meet demands. The District actually has 56.2 acres of community parks. Since the publication of the Master Plan, the District has obtained some lands through the development impact process; however, these lands are generally small neighborhood parks and have not yet been constructed into recreational facilities nor significantly increased the overall acreage of parklands.

The Master Plan discusses the park needs of a 2008 population of 18,474, which is close to the projected needs of the current population. The Master Plan shows the required parklands for this population are 37 acres of neighborhood parks, 57 acres of community parks and 92 acres of open space. Given that the District has not had a significant increase in parklands since the time the report was published, either through the purchase of new lands or the dedication of parks as part of the development process, the District now has a greater deficit in parklands. Based on the amounts of parkland owned by the District in 2010, the Master Plan projects a deficit of 12.6 acres of neighborhood parks, 42.2 acres of community parks and 44 acres of open space.

CAM provides recreational programs at facilities located throughout the District. The District's Master Plan indicates a lack of facilities for recreational programs. In 2000, most programs were located in the Cameron Park Mini Community Center and local

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schools, such as Camerado Springs and Blue Oak schools, which were rented on an hourly basis. Now, with the completion of the Community Center, almost all most of the District’s need for additional recreation facilities, with sufficient available parking, have been alleviated.

*Lighting and Landscaping, CC&R Administration and Other Services*

The District maintains street-lighting and landscaping equipment and facilities through sub-districts called LLDs. Each year the District completes a Landscaping and Lighting District Engineer’s Report (Engineer’s Report), to assess the needs of each LLD, and determine appropriate changes in fees. The following table lists CAM’s street lighting facilities:

**Table 11: Cameron Park CSD Street Lighting Facilities by District**

Sub-District	Streetlights	Landscaping
Airpark	118	
Unit 6	112	
Unit 7	75	
Unit 8	88	
Viewpointe	42	
Goldorado	23	
Unit 11	44	
Unit 12	76	
Cameron Woods 1-4	42	
Bar J 15A Country Club	105	Landscaping etc.
Bar J 15B Merrychase	8	Landscaping etc.
Creekside	12	
Eastwood	9	Landscaping etc.
David West		Landscaping etc.
Cambridge Oaks	9	
Northview	10	Landscaping etc.
Cameron Valley	9	Landscaping etc.
Cameron Woods 8	8	
Silver Springs	0	
Total	790	

Street lighting maintenance is performed by PG&E, though power is paid for by CAM. Landscaping services include irrigating landscaped areas and trees, maintaining concrete walkways and other outdoor features, maintaining recreational areas including: picnic tables and dog walking areas, and sidewalk installation and

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improvements. Landscaping services and, therefore, fees are neighborhood-specific and vary among the LLDs.

CAM did not indicate any deficiencies in service to the street lighting and landscaping areas. However, CAM staff report that the fees have not kept up with the costs of providing services. The draft 2011 Engineer's Report for several LLDs recommends raising rates. For those LLDs that are already charged the maximum rate under the current covenant, CAM will have to hold an election to get the approval from the home and landowners within the LLD to raise their rates.

The District does not appear to require capital or infrastructure in order to enforce CC&Rs. The 2007 General Government Services II Municipal Services Report noted at the time that CAM needed "[O]ffice space for one CC&R enforcement officer and a vehicle." However, this was before CAM had built its Community Center. The Community Center now houses all of the district's administrative offices and contains plenty of parking. The District has no identified infrastructure needs or deficiencies.

**3. Financial ability of agencies to provide services.**

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

**4. 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.*

Information in this section addresses #2 of LAFCO Policy 4.4, which is:

- Financial capabilities and costs of service.

A successful financing plan for government services requires the right match between the type of expense and the source of funds. Types of expenses generally fall into one of three categories: (1) acquisition of facilities and major capital equipment (2) employee expense (3) ongoing operations and maintenance. Sources of revenue for local agencies include:

- Existing residents/taxpayers who provide ad valorem property taxes, special tax and benefit assessment district funding, funds to repay general obligation bonds, certificates of participation, and loans.
- Future residents in the form of development impact fees, and property tax increment growth.
- Users who pay fees for specific services such as facilities rental fees, administration fees, plan check fees, etc.
- Groups or individuals who volunteer time or donate money or land.

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- Grants from the Federal or State government and other entities.

**Funding Sources**

**Fire and Emergency Services**

Fire is provided by CAM through agreements with CAL FIRE. Emergency services are provided through agreements with the County Emergency Medical Services Agency and the El Dorado Emergency Services Authority (West Slope JPA). Funding for these services is primarily dependent on property taxes as a stable and discretionary source of revenue. As stated earlier, CAM currently the average property tax percentage is 18% of the 1% property tax with the Fire Department receiving approximately 70% of the District's property tax receipts. However, CAM is experiencing the same thing as other fire districts: property tax amounts have diminished to the point they are insufficient to fund major capital improvements and their associated increase in operation and maintenance costs. Since the 1978 approval of Proposition 13, the sufficiency of these revenues has steadily declined; first because it removed the local government's abilities to raise revenue and later because the rate of increase is locked at 2% annually unless the property changes hands.

Unlike some of its fellow districts, Cameron Park CSD benefited financially during the building booms of the late 1980s and early to mid 2000s because of rapid urbanization and high turnover in landowners. But as the economy soured and some property values tumbled, CAM has been hard hit. In addition, because it is mostly built out, CAM may not see another period of skyrocketing revenue growth when the economy recovers. There will be development in the infill parcels, but eventually the district will settle into a pattern of little or no growth.

There is also a charge by CAM that it is not receiving its share of property taxes. The CSD recently sued the County of El Dorado, though the suit has been withdrawn. The District is now in negotiations the County of El Dorado so that this fiscal issue is resolved without going through the courts.

**Development Impact Fees (DIFs)**

These fees are charged to developers when building permits are issued to secure advanced funds for the expansion of existing facilities or construction of new facilities needed to serve new development. Fees are based on a nexus study that identifies the relationship between new development and the cost of new facilities and improvements. These fees are also used to partially fund existing programs and services based on the degree to which new users, both residential and commercial, will increase demand.

California Health and Safety Code §13916 prohibits fire protection districts from imposing DIFs. Consequently, DIFs are adopted by the County Board of Supervisors on the agency's behalf. As defined in County Ordinance 13.20.020, a fire

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suppression and emergency service agency in the unincorporated area must request that the Board of Supervisors adopt the fee, and the Board must hold a public hearing on the adoption. The Board must review the fee annually and the district must update its plan annually. These can partially offset the cost of services, but cannot cover underlying operational expenses, such as overhead, capital costs and stand-by (readiness) costs.

Certain types of development may be exempt from impact fees, such as senior housing projects and non-residential development. Residential and commercial DIFs charges are based on square footage.

*EMS Funding*

CAM is a “provider agency” for the West Slope JPA and annually submits a budget to the JPA Board of Directors for approval. It receives funds from the County for personnel, operating expenses, equipment and administrative overhead. Funding for emergency medical services is determined by the County Board of Supervisors based upon the recommendations of the West Slope JPA Board of Directors.

Provider agencies benefit in two ways. First, providers tend to have increased staffing (e.g. firefighter paramedics) and provide higher levels of service across the board. Second, the presence of the firefighter/paramedics allows for a more diversified skill base that exposes the regular firefighters to new cross-training opportunities. Communities also benefit because the EMS funds allow the districts to hire more personnel than they would have if they relied on district-generated revenue sources alone.

Currently CAM operates an ALS engine at its expense. These engines help the West Slope JPA with medical response times in remote areas but are not compensated by the JPA accordingly.

*Grants*

Grant income is subject to State or Federal planning priorities or voter discretion. As such, local agencies have little or no authority over the availability of this funding source. Grant money is a one-time source that is useful in funding certain special projects but may be too unreliable or variable for ongoing expenses or recurring needs. Grants have helped get funding for items that would have to be purchased out of budget in the past, but as noted above CAM has not received a grant since 2005.

Combining the size of the reserve, stability of revenue sources and the unmet capital needs, Citygate made the following judgments regarding the fiscal and deployment conditions based on its analysis of the EDC fire agencies:

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**Table 12: Fiscal and Deployment Condition of the Fire Agencies**

Best Condition	Modest Condition with Stretched Services	Unstable Condition
Cameron Park	El Dorado County FPD	Fallen Leaf Lake CSD
Diamond Springs/El Dorado FPD	Rescue FPD	Garden Valley FPD
El Dorado Hills County Water District		Georgetown FPD
Lake Valley FPD		Latrobe FPD
Meeks Bay FPD		Mosquito FPD
South Lake Tahoe FD		Pioneer FPD

Unlike other agencies, CAM's call data indicates the frequency of calls have remained steady since 2003, although the district did experience a dip in calls between 2007 and 2008. Consequently, CAM is not under fiscal pressure as other fire agencies that are finding that with an increase in service demand, previously adequate funding arrangements may no longer be adequate to sustain service levels.

*Park and Recreation Services*

Park services are financed through property taxes, user fees and park impact fees.

*Recreational Programs*

For recreational programs, the District charges fees used to offset the costs of the programs. The District also charges fees for entrance into/use of Cameron Park Lake. Because the fees charges are a function of the cost to provide the programs, CAM has the ability to collect sufficient funds to continue offering these services.

*Park Impact Fees*

The District collects park impact fees from new developments, which are used to purchase new parklands and develop facilities and recreation areas. The District completed a Park Impact Fee Nexus Study in November of 2006 that analyzed the District's need and estimated the most appropriate amounts for these updated fees.

The Nexus study was based on the Quimby Act and County standard of 5.0 acres of parkland per 1,000 population and the District's own level of service standards for other recreational facilities. The nexus study used other inputs to calculate its fees, including these service standards and the costs to purchase and develop land with parks and recreational facilities. Table 3 above contained the CAM's park impact fee amounts.

While these fees were updated four years ago, it is not likely that the District would be able to raise sufficient funds to purchase sufficient new parks to offset anticipated demand. CAM is already behind in its target number of developed parks per capita; though, as indicated earlier, it has sufficient land in reserve at the moment to meet its

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target goals for the *current* population. In high economic times, CAM is collecting park impact fees but land values are constantly going up, so it may not collect sufficient funds to purchase land unless a developer donates it to the district. In slow economic times, land values may be depressed or more reasonable, but there is little development activity to generate the funds. Consequently, CAM is continuously playing a “catch up” game with land values. In addition, it is very possible that the new parks will be found along the periphery of the District given that the Community of Cameron Park is mostly built out.

*Lighting and Landscaping, CC&R Administration and Other Services*

The District is financed through assessments for CC&R and lighting districts.

*Lighting and Landscaping Services*

Landscaping and lighting service is provided to several LLDs within Cameron Park CSD, each paying a specific amount based on the services provided and the number of residents receiving the services. An Engineer’s Report is prepared annually to determine total costs and to adjust the level of the fees to be assessed for that year. The fees levied for each district were shown in Table 4 and facilities within each LLD shown in Table 11.

As explained, most of these fees are set from the onset of the LLD, negotiated between a developer and the CSD prior to the development or completion of the neighborhood, and only a few of these fees have consumer price indicator (CPI) escalators. There were no reserves or maintenance and capital improvement built into these fees.

Historically, maintenance and administration costs were below the fees or the cap. Lately, CAM is finding that the majority of LLDs do not generate sufficient revenues to cover the costs of providing the service as determined by recent Engineer’s Reports. CSD staff has met with these neighborhoods to explain the costs and the need to raise the amounts being charged to each household. The public outreach is critical for the residents to understand the charges, where the monies go and the need for a potential fee increase.

The process is that the CAM Board of Directors calls an election and ballots are sent to the residents within the LLD. A majority of the ballots returned determine the outcome. Should residents defeat a fee increase, the Board may take some drastic actions to stay within budget, which may include shutting down some street lights, deferring landscape maintenance or delays in repairing facilities.

*CC&Rs*

CAM is responsible for the approval of structural and cosmetic changes to property that is subject to CC&Rs. As Table 5 showed, the District imposes an “architectural

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review fee” for the service, though it does not have a formal policy for setting this fee. The fee is voter approved and will need to be brought back to the voters if it needs to be adjusted.

**5. 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 #7 of LAFCO Policy 4.4, which is:

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

**General Governance and Accountability**

As a multi-service agency, Cameron Park CSD serves one of the largest and one of the most densely populated unincorporated communities in El Dorado County. The CSD’s website lists information on its programs and facilities, community calendar and primary staff contacts. Because CAM also serves as the most visible local government, it utilizes its online presence to disseminate accountability information to the public. Among other materials related to governance, [www.cameronpark.org](http://www.cameronpark.org) contains CSD agendas, subcommittee assignments and meetings, audits and approved budgets online. CAM appears to comply with open meeting regulations consistently by posting agendas and staff reports in advance.

The 2010 FESS found that only 5% of the district’s Fire Department revenues are from a non-recurring source. Cameron Park CSD’s finances are held in a public account outside of the County Treasury and are periodically reviewed or audited by private independent auditing firms. All audits reviewed by LAFCO staff indicate that the agency’s finances are reported in compliance with accepted standards. The audits for Fiscal Years 2007-08 and 2008-09 (the last year that is available online) contained recommendations for CAM to improve its internal accounting practices and policies.

The 2010 FESS found that the de facto staffing level at CAM’s fire department is 2.0, which is consistent with countywide staffing levels.

The purpose of management is to effectively carry out the principal function and purpose of an agency. Good management will ensure that the agency’s mission is accomplished and that the agency’s efforts are sustainable into the future. Cameron Park CSD’s biggest challenge in this area is the persistent turnover in the position of general manager. As stated earlier, CAM has changed general managers at least five times since 2003, with the last two prior to the current GM dismissals being highly

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contentious. The volatility at the top makes it difficult for the District to represent its positions vis-à-vis other governments. Internally, changes in top management limits the effective management of personnel and/or the consistent implementation of Board policies.

On May 18, 2011, one of the CAM directors resigned abruptly, stating in his resignation statement that, “The board is still fractured and deep wounds exist because of individual conflict between board members. I have no confidence that this group of elected officials will ever work for the best interests of the people they serve, except for Director (Shiva) Frentzen.”

**Intergovernmental Relationships**

**Emergency Medical Services**

Fire protection districts in the county exercise a wide range of powers, but not emergency medical functions. EMS in the Cameron Park area is provided by a combination of funding from El Dorado County through CSA 7 and staffing from the fire agencies through the El Dorado County Emergency Services Authority (West Slope JPA). From a regular citizen point of view, it is difficult to understand the complex legal relationships, roles and responsibilities of the various participants in the Emergency Medical System (the County Board of Supervisors, CSA 7, West Slope JPA and the County EMS Management Agency). Tracking of revenue and revenue decisions is not easily accomplished, either at the County level or at the JPA level. The County’s decision to transfer funds out of CSA 7 to support some rural fire districts blurs the lines even further.

**The LSA and Neighboring Fire Districts**

Government Code §56001 declares the policy of the State is to encourage orderly growth and development essential to the social, fiscal, and economic well-being of the State. The Code further states that “this policy should be effected by the logical formation and modification of the boundaries of local agencies, with a preference granted to accommodating additional growth within, or through the expansion of, the boundaries of those local agencies which can best accommodate and provide necessary governmental services.” This section also states the preference for multi-purpose districts over single purpose ones: “The Legislature finds and declares that a single multipurpose governmental agency is accountable for community service needs and financial resources and, therefore, may be the best mechanism for establishing community service priorities especially in urban areas.” Finally, Government Code §56425(e)4 states, “In determining the sphere of influence of each local agency, the commission shall consider and prepare a written statement of its determinations with respect to... [t]he existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency.”

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CAM's two service areas were created as a result of both circumstance and by design. According to the "Issues and Alternatives in Updating the Spheres of Influence of Special Districts in the Cameron Park Area" prepared by a consultant on June 1998, the SOIs for the neighboring fire districts were established in 1973. These SOIs were created at the request of the FPDs and without independent analysis by LAFCO. In contrast, despite being in existence since 1961, the first Cameron Park CSD SOI was not established until 1998 and it included the LSA designation in some areas.

The creation of LSAs was a compromise initiative by LAFCO. By 1998, both the community of Cameron Park and its surrounding areas were experiencing an upsurge in development. Clearly there was a need to expand services, but Cameron Park CSD was essentially "landlocked" by neighboring districts, especially the fire agencies, with little room to expand. At the time LAFCO was studying its options for creating an SOI for CAM and identify its probable future boundaries, it received intense pressure from the surrounding districts to keep CAM's boundaries the same. The El Dorado County Fire Chiefs' Association adopted a resolution opposing the transfer or adjustment of CAM's fire service area and William Wright wrote a letter on behalf of Rescue and El Dorado County FPDs stating that any adjustment to the fire service area would undermine the fire mutual aid system. The result was divorcing fire suppression from all other services: LAFCO allowed the expansion of all services offered by CAM except for fire suppression.

One of the arguments being used in 1998 to allow the CAM fire service area to expand, an effort that ultimately failed, was that CAM repeatedly was the first responder to certain areas beyond its boundaries. Since 1998, the disparity continues. As demonstrated in Appendix D, CAM provides more in mutual aid than it receives in return.

*CAM and Its Ability to Participate in Consolidations*

As discussed in depth in the *2011 Fire MSR*, almost all of the rural fire agencies are experiencing financial distress to some degree. Last fall all fire agencies explored the feasibility of two plans to shore up their revenue streams. The now dead *Plan A* involved the merger of the fire districts with El Dorado Hills CWD to achieve, among other things, protection from the shift of property taxes to the Education Revenue Augmentation Fund (ERAF). *Plan B* involved adjusting the benefit assessment collected by CSA 7 and tying it to inflation so that revenues can keep up with the costs of providing service. Now the fire districts are discussing *Plans C and D*, which are to look at utilizing Proposition 72 funds and the re-negotiation of the property tax percentages, respectively. The CAM Board has supported using the Proposition 72 funds to help rural fire districts.

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While *Plan A* is certainly dead, for discussion purposes it is helpful to explore CAM's role in consolidations. CAM has participated in the workshops when districts were discussing *Plan A*; however, its role in participating in a *Plan A* type of scenario is questionable. As a multi-purpose CSD, its ability to merge with another non-CSD entity is problematic. One school of thought among governmental types is that once granted its authority to provide services, a CSD cannot be divested of it. Another school of thought is that LAFCO has been granted the ability to divest a CSD of its powers if it applies to LAFCO for that purpose. There is a significant overlap in both arguments, since the former may speak of the inability of a CSD being divested of its powers against its will. Regardless, if the former is true, for the Cameron Park fire service area to be merged with another district may involve the dissolution of the CSD in its current form and re-forming the CSD as a parks and recreation/CC&R/LLD provider only. For fire services, the CAM service area would be annexed into the service area of the consolidated or consolidating district. It can choose to outsource its fire service to an adjoining FPD; however, that would keep its territorial service area intact and would not be considered a "consolidation."

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

Information in this section addresses #5 of LAFCO Policy 4.4, which is:

- Potential effects on agricultural and open space lands.

The part of the Cameron Park community that CAM serves is essentially built out. Most of the remaining acreage that is undeveloped is protected open space or completely surrounded by urban uses. Those in the latter category are designated for eventual development by the County General Plan as part of the development of the Cameron Park Community Region. None of the services provided by CAM will have an effect on those parcels or introduce any growth inducing pressures.

## VII SOI DETERMINATIONS

The MSR discusses the possible need to readjust CAM's boundaries to reflect the resources on the grounds and to reduce some of the current disparities in the mutual aid system. As discussed in the *2011 Fire MSR*, from a policy standpoint, it would be more logical for LAFCO to start designating the probable boundaries for all fire agencies. Indeed, as noted many times, the fire agencies already operate as one, and the two JPAs ensure that emergency services are provided in a consistent and timely manner.

But as also discussed in the *2011 Fire MSR*, policy decisions do not exist in a vacuum; they take place in a political environment where the slightest movement could derail years of policy work. The fire agencies are already attempting to work out a political solution to a chronic fiscal problem. Operationally the fire districts work as one, and LAFCO bringing up the adjustments of boundaries could result in acrimonious political arguments amongst the fire districts that could undermine the close working relationship. On the other hand, the continued financial disparity from an unbalanced or imperfect mutual aid system could also end up undermining the relationship. When it comes to the issue of CAM's fire boundaries, LAFCO is in a no-easy-answers environment.

Another issue is that none of the service areas or SOIs match the "Cameron Park Community Region" area designated in the General Plan. Given that this is the area the County of El Dorado, as the land use authority, has defined as the community of Cameron Park, it may be appropriate for LAFCO to extend, at the very least, the LSA SOI to encompass this area so that:

- 1) There is conformity between the planning documents used by LAFCO and the County; and
- 2) Some of CAM's boundaries conform with the Cameron Park community of interest.

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 amending the sphere for all of the agencies covered in this study:

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

The District area is mostly built out with residential and commercial development. There are limited other land uses within the District's area and limited area internally for growth. The County is considering various development proposals to the north, southwest and east.

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

The District will require the acquisition and development of parklands in order to maintain the District's preferred level of service.

The increase in development around Cameron Park CSD on the north, southwest and east poses a policy quandary. As the new residents moving into those unserved and underserved areas utilize Cameron Park CSD's parks and recreation facilities, they begin to identify themselves with the Cameron Park community; however, they are not part of the District that has traditionally served that community. Annexation into the District for parks and recreation services has not traditionally posed as much of a challenge as annexing into the district for fire suppression and emergency services. While the District is usually the first responder for fire and emergency medical services in the immediately surrounding areas, breaching the incongruence between service capacity and service areas has proven to be politically sensitive.

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

The District provides good public services, and will continue service provision at acceptable levels with the use of the community center and future acquisition of parklands. The continued instability at the District's highest levels, both in the Board of Directors and with constant turnover of its general manager, casts a pall on the CSD's ability to provide consistent management over its staff and/or advocate on its behalf in front of other agencies.

**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 located within the unincorporated community of Cameron Park; however, the community of Cameron Park includes areas presently outside the Cameron Park CSD boundary and its spheres of influence. No additional communities of interest are located within the District boundaries. Nearby economic communities of interest include Cameron Estates, El Dorado Hills, Rescue and Shingle Springs.

Based upon the information contained in this document, it is recommended that, at the very least, the Cameron Park CSD LSA sphere of influence be extended to cover the areas identified as part of the Cameron Park Community Region in the County's General Plan.

## **VIII REFERENCES AND SOURCES**

### **Cameron Park Community Services District Documents**

- Cameron Park Community Services District. Recreation Facilities Master Plan. November 2, 2000
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