

# **Cameron Park Airport District Municipal Service Review**

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**October 2010**

**El Dorado Local Agency Formation Commission**

CAMERON PARK  
COMMUNITY SERVICES DISTRICT  
MUNICIPAL SERVICE REVIEW  
OCTOBER 2010

Commissioners

*Chair Ron Briggs*

*Bruce Grego*

*Ken Humphreys*

*Wendy Mattson*

*Harry J. Norris*

*James R. Sweeney*

Alternates

*Carl Hagen*

*Ray Nutting*

*Norm Rowett*

Staff

*José C. Henríquez*

*Erica Sanchez*

*Denise Tebaldi*

*Andrew Morris*

**RESOLUTION NUMBER L-2010-16**

**Update to the Cameron Park Airport District  
Sphere of Influence**

**LAFCO Project No. 2009-11**

**WHEREAS**, the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 governs the organization and reorganization of cities and special districts by local agency formation commissions established in each county, as defined and specified in Government Code Sections 56000 et seq. (unless otherwise indicated all statutory references are to the Government Code); and

**WHEREAS**, Section 56425 et seq. provides that the local agency formation commission in each county shall develop and determine the sphere of influence of each local governmental agency within the county, and enact policies designed to promote the logical and orderly development of areas within the spheres of influence, as more fully specified in Sections 56425 et seq.; and

**WHEREAS**, Section 56430 requires that local agency formation commissions conduct a municipal service review (MSR) prior to, or in conjunction with, consideration of actions to establish or update a sphere of influence (SOI) in accordance with Sections 56076 and 56425; and

**WHEREAS**, pursuant to Section 56430, in order to prepare and update the sphere of influence, the Commission conducted a Municipal Service Review of the Cameron Park Airport District and adopted a written statement of determinations in conjunction with this sphere of influence update on October 27, 2010; and

**WHEREAS**, the Executive Officer reviewed the sphere of influence update pursuant to the California Environmental Quality Act (CEQA), and recommended that the project is exempt from CEQA under Section 15061(b)(3) because it is covered by the general rule that CEQA applies only to projects which have the potential for causing a significant effect on the environment. Where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA, and, based thereon, the Executive Officer prepared a Notice of Exemption; and

**WHEREAS**, the Executive Officer set a public hearing for October 27, 2010 for consideration of the environmental review and the sphere of influence update for the Cameron Park Airport District and caused notice thereof to be posted, published and mailed at the times and in the manner required by law at least twenty-one (21) days in advance of the date; and

**WHEREAS**, on October 27, 2010 the sphere of influence update came on regularly for hearing before LAFCO, at the time and place specified in the Notice; and

**WHEREAS**, at said hearing, LAFCO reviewed and considered the sphere of influence, and the Executive Officer's Report and Recommendations; each of the policies, priorities and factors set forth in Government Code Section 56425 et seq.; LAFCO's Policies and Guidelines related to spheres of influence, starting with Policy 4.0; and all other matters presented as prescribed by law; and

**WHEREAS**, at that time, an opportunity was given to all interested persons, organizations, and agencies to present oral or written testimony and other information concerning the proposal and all related matters; and

**WHEREAS**, the Commission received, heard, discussed, and considered all oral and written testimony related to the sphere update, including but not limited to protests and objections, the Executive Officer's report and recommendation, the environmental document and determinations and the service review; and

**WHEREAS**, on December 5, 2007, at the time of its last review, the Commission established the functions and classes of services provided by the Cameron Park Airport District as follows: airport administration and maintenance services; and

**WHEREAS**, the Commission does hereby make the following determinations regarding the proposal pursuant to Government Code Section 56425(e):

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

Present land uses within the CPAD include industrial and high density residential uses. Present land uses surrounding the District include high density residential, open space and commercial. Planned land uses are anticipated to remain the same as current land uses; however, the area immediately surrounding the District is fully built out.

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

CPAD is currently primarily an airpark with some ancillary commercial and industrial uses. The District is looking into expanding more commercial traffic into District operations to serve a more diversified clientele. Given the developing large commercial base in the El Dorado Hills-Cameron Park-Shingle Springs areas, such an expansion may prove fiscally beneficial to the District and valuable to the local economy.

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

Financial constraints have created challenges for District operations as a result of a limited base to draw revenues from, rising costs and State financial obligations.

Some of these challenges may be corrected by a Master Plan, which the District is in the process of preparing. Said Plan may identify long-term goals and create a capital investment plan intended to meet the stated objectives of the District Board.

**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.**

Social or economic communities of interest in the area are primarily Cameron Park, with El Dorado Hills and Shingle Springs playing a secondary role.

**NOW, THEREFORE BE IT HEREBY RESOLVED, DETERMINED, ORDERED AND FOUND:**

Section 1. Each of the foregoing recitals is true and correct.

Section 2. The Notice of Exemption prepared by the Executive Officer is approved as the appropriate environmental document for this project.

Section 3. Pursuant to Government Code Section 56425(i)(2), the Commission does hereby establish the functions and classes of services provided by the Cameron Park Airport District as follows: airport administration and maintenance services.

Section 4. The update to the Cameron Park Airport District sphere of influence to affirm the current sphere is orderly, logical and justifiable.

Section 5. The Executive Officer is directed to file a Notice of Exemption under Section 15061(b)(3) in compliance with the California Environmental Quality Act and local ordinances implementing the same.

Section 6. The Cameron Park Airport District sphere of influence is updated to affirm its current sphere as shown on the attached map, marked Exhibit A, attached hereto and incorporated herein by this reference.

**PASSED AND ADOPTED** by the El Dorado Local Agency Formation Commission at a regular meeting of said Commission, held October 27, 2010 by the following vote of said Commission.

Biggs, Hagen, Mette, Norris,


AYES: Sweeney, Humphreys


NOES:

ABSTENTIONS:

ABSENT: Birdwell

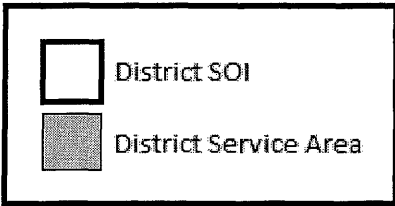
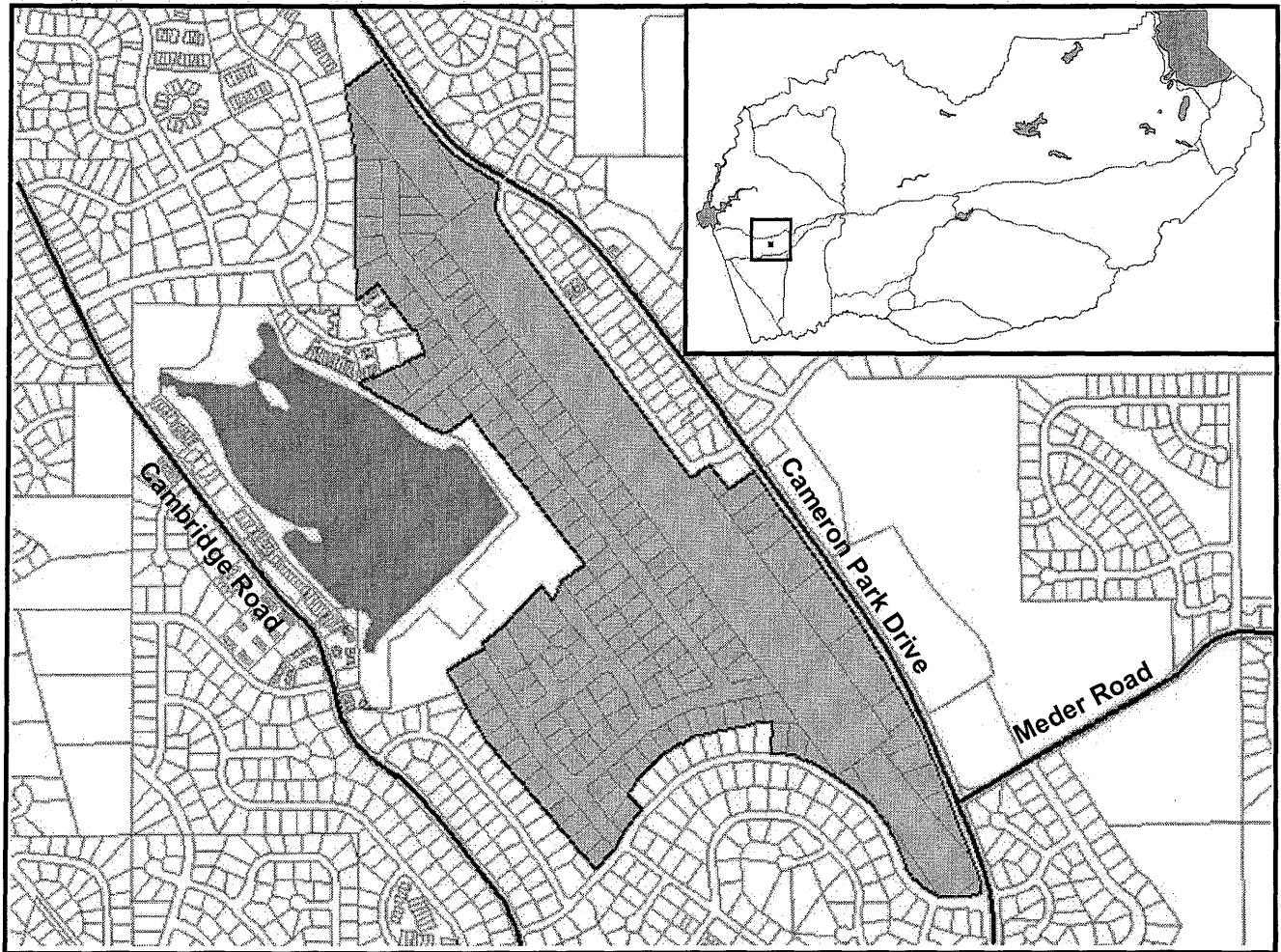
ATTEST:

  
 \_\_\_\_\_  
 Interim Clerk to the Commission

  
 \_\_\_\_\_  
 Chairperson

APPROVED

Cameron Park Airport District Sphere of Influence Update  
LAFCO Project No. 2009-11



# EL DORADO LAFCO

LOCAL AGENCY FORMATION COMMISSION

## NOTICE OF EXEMPTION

TO:  Office of Planning and Research  
1400 Tenth Street, Room 121  
Sacramento, CA 95814

County Clerk  
County of El Dorado

FROM: El Dorado LAFCO  
550 Main Street, Suite E  
Placerville, CA 95667  
(530) 295-2707

**FILED**

NOV 15 2010

WILLIAM E. SCHULTZ, Recorder-Clerk  
By Karenella Wilk

Project Title: Cameron Park Airport District SOI Update; LAFCO Project No. 2009-11

Project Location - Specific: In the Cameron Park area on the east side of Cameron Park Drive north of Meder Road, directly east of Cameron Park Lake.

Project Location - City: N/A Project Location - County: El Dorado

Description of Project: Update the sphere of influence of the Cameron Park Airport District to reaffirm the existing sphere of influence, which is coterminous with the district boundaries.

Name of Public Agency Approving Project: El Dorado LAFCO

Name of Person or Agency Carrying out Project: El Dorado LAFCO

Exempt Status: (check one)

- Ministerial (Sec. 21080(b)(1);15268);  
 Declared Emergency (Sec.21080(b)(3);15269(a);  
 Categorical Exemption. State type and selection number: \_\_\_\_\_  
 Statutory Exemptions. State code number: 15061(b)(3)

Reasons why project is exempt: The activity is covered by the general rule that CEQA applies only to projects which have the potential for causing a significant effect on the environment. Where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA. This sphere of influence update has no possibility for causing a significant effect on the environment.

Lead Agency Contact Person: José C. Henríquez (530) 295-2707

If filed by applicant:

1. Attach certified document of exemption finding.
2. Has a notice of exemption been filed by the public agency approving the project?  Yes  No

Signature: [Signature]

Date: November 3, 2010

Title: Executive Officer

Signed by Lead Agency

Date received for filing at OPR:

Signed by Applicant

**RECEIVED**

FEB 05 2011

EL DORADO LAFCO

EL DORADO CO. RECORDER/CLERK

DATE POSTED: 11/15/10

DATE REMOVED: 01/12/11

DATE RETURNED: 01/25/11



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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 service review includes a summary and analysis of the Cameron Park Airport District, along with a subsequent update to its sphere of influence. The MSR serves as a basis for the accompanying sphere of influence determinations and considerations for future government reorganizations. The information contained in this document does not explicitly plan for future services, nor will any action or change in services result directly as a result of LAFCO's adoption of the document. This service review provides a description of existing road maintenance related services provided by the district and is inherently retrospective, taking a "snapshot" of existing conditions. However, this document will be used as a guide for future decisions by LAFCO in determining the agency's ability to provide services. The report complies with all guidelines adopted by the Governor's Office of Planning and Research and will be available to other agencies and to the public.

As part of the inaugural cycle of municipal service reviews (2001-2008), El Dorado LAFCO contracted with Public Financial Management and Burr Consulting to prepare the *General Government Services II Municipal Services Review*, adopted by the Commission in December 2007, which reviewed all of the airport administration service providers (among other services) in the county. However, for the second cycle, LAFCO will utilize a different approach. Each public agency under LAFCO jurisdiction which provides public services will be reviewed in an individual MSR, instead of a single comprehensive report.

This MSR and LAFCO's adoption of a subsequent resolution making sphere of influence determinations are statutorily exempt from the California Environmental Quality Act [Class 6, §15061(b)(3)]. In undertaking this service review and making sphere of influence determinations, LAFCO considered its responsibilities under federal and state civil rights and environmental justice laws. The activities are covered by the general rule that CEQA applies only to projects which have the potential for causing a significant effect on the environment. Where it can be seen with certainty that there is no possibility that the activity in question may have a significant effect on the environment, the activity is not subject to CEQA. The MSR and sphere of influence update have no possibility for causing a significant effect on the environment.

The structure of this report is as follows: Section II contains important background information, Section III contains a description of the Cameron Park Airport District, Section IV contains the service review and sphere of influence determinations, Section V has the environmental review determinations, Section VI contains the references, and Section VII contains the appendices.

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

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

Section 56430 of the CKH Act, in part, 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.
  - (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).

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.”

The subject service review is being conducted in order to comply with the legislative requirement for LAFCO to complete all MSR and SOI updates every five years.

### **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. OPR’s intent in developing these guidelines was “to provide a structure to assist LAFCOs to carry out their statutory responsibility of promoting orderly growth and development, preserving the state’s finite open space and agricultural land resources, and working to ensure that high quality public services are provided to all California residents in the most cost effective and efficient manner.” These guidelines were utilized in the preparation of this service review document.

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

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

structures, joint service agreements, or integrated land use planning and service delivery programs.

- Promote shared resource acquisition, insurance policies, joint funding requests or strategies.

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

### III **AGENCY DESCRIPTION**

#### **Cameron Park Airport District**

##### Contact Information

**Address:** 3374 Mira Loma Drive  
Cameron Park, CA 95682

**Phone:** (530) 676-8316

**Website / Email:** cpad2@sbcglobal.net

##### Management Information

**Manager:** Rachel Winkler

**Governing Body:** Board of Directors

**Board Members:** Guy Hooper, President Term: 2010-2014  
Michael Starkey, Vice President Term: 2010-2014  
Larry Wilson, Secretary Term: 2010-2012  
Joseph Fuller, Director Term: 2008-2012  
Brad Jeppesen, Director Term: 2008-2012

**Board Meetings:** Monthly – Third Monday

**Staffing:** Rachel Winkler, General Manager

##### Service Information

**Empowered Services:** Airport Administration

**Services Provided:** Airport Administration

**Latent Powers:** None

**Area Served:** Approximately 143 parcels, 100 acres

**Population Served:** Approximately 380 persons, 173 registered voters

**Major Infrastructure:** Single Runway

##### Fiscal Information

**2008-2009 Budget:** 408,248

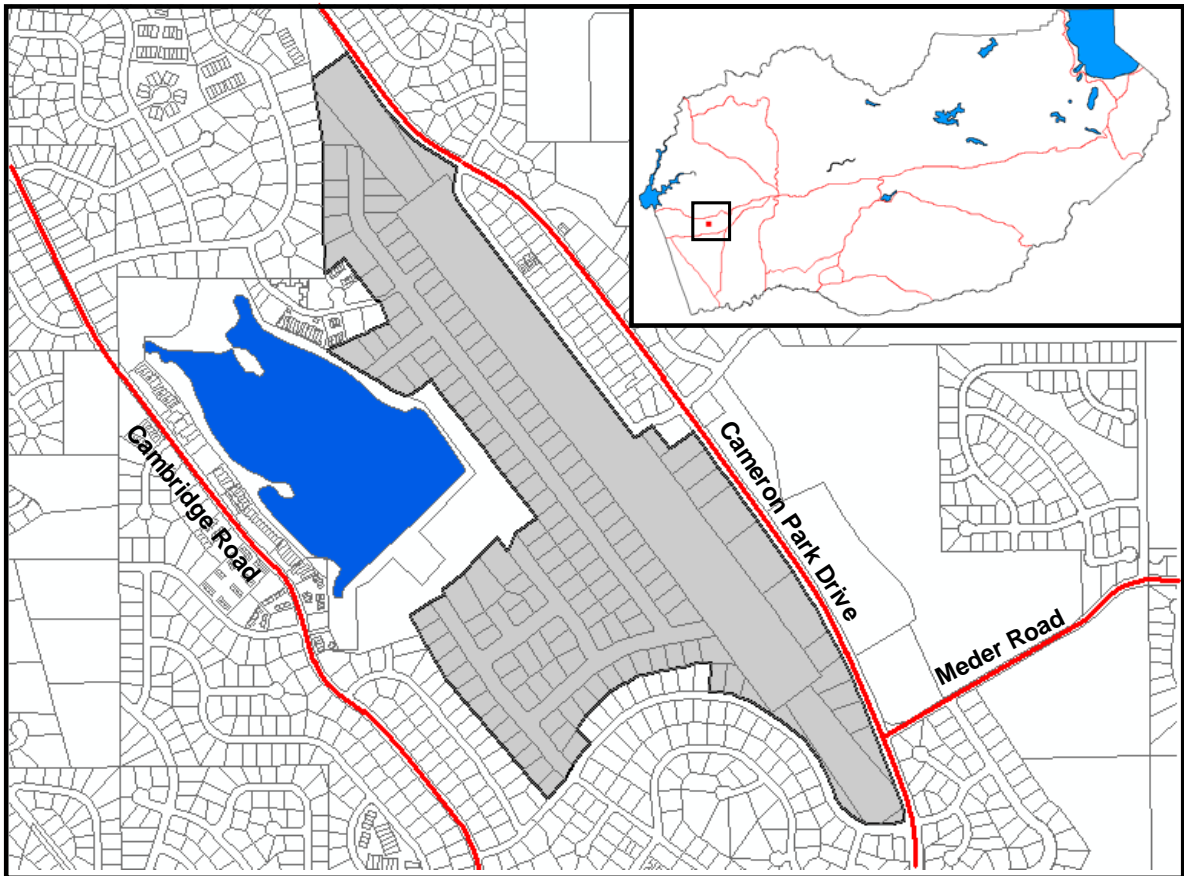
**Sources of Funding:** Property assessments and property taxes

**Assessments:** \$300 per parcel



**Background**

The Cameron Park Airport District (CPAD) was established in 1987 pursuant to Public Utilities Code §22256, though the Cameron Airpark has been in existence since the 1960s. The CPAD primarily owns and operates the Cameron Airpark, which is a public general aviation airport in the Cameron Park area, directly east of Cameron Park Lake. Cameron Airpark Estates is a 100-acre residential airpark which allows planes to taxi directly to adjacent residences, where residents may park their aircraft in personal aircraft hangars, which are oversized detached garages located at each residence. The airport also plays a regional transportation function, serves local commerce and is vital to the surrounding region.



**Population and Growth**

The CPAD is a relatively small district with an estimated 143 parcels within its boundaries and a population of approximately 380 residents. All of the parcels within the District are currently developed in accordance with the allowed land use designations, so the population is not expected to rise significantly from the most recent estimate.

The land use surrounding the Cameron Park Airport is an established pattern of industrial, commercial, public facilities and high-density residential.

### **Services Provided**

The CPAD is what is known as the “fixed base operator” of the airpark, providing essential services to general aviation aircraft and operators. The District administers the fuel sales, hanger rentals and tie down fees. The airport offers aircraft parking (ramp or tie-down), flight training, aerial tours and aircraft rental by California Flight Solutions, aircraft maintenance and a repair station which performs major airframe and power plant repair.

Though the airport is owned by the CPAD, the District and residents allow public use. The area to the east of the runway is public and includes rented tie down spaces, hanger spaces, and a limited number of transient spaces. The Cameron Park Airport also offers 24-hour cardlock for refueling, bottled/bulk oxygen service, a public telephone and restrooms. A rental car facility and café are located within easy walking distance from the tie-downs.

### **Infrastructure**

The Cameron Park Airport has a single asphalt runway, Runway 13/31, which is 4,051 feet by 50 feet. Wide streets double as taxiways leading from the homes to the adjacent airstrip. CPAD also owns and maintains District buildings, a fuel system and hangars.

### **Personnel and Staffing**

CPAD employs one full-time General Manager and contracts out for all maintenance and operations services.

### **Administration and Management**

CPAD is an independent special district which is administered by a Board of Directors that acts as the authoritative and legislative body of the entity. The Board of Directors is composed of five officials elected by voters to four-year terms. Board elections are held every two years and board member terms are staggered, with two or three terms maximum expiring at the same time. Board members are comprised of registered voters within the District. Board positions are unpaid. The Board creates policy by adopting resolutions or ordinances through duly noticed public hearings. District board meetings are held on the third Monday of each month.

### **Airport Land Use Commission**

The Federal Aviation Agency and the Department of Transportation regulate certain aspects of the airport. Additionally, Section 21670 of the Public Utilities Code requires each county in California with a public use airport to have a designated Airport Land Use Commission (ALUC). ALUCs were created by the state legislature in the 1960s to define planning boundaries and set standards for compatible land uses surrounding airports.

An ALUC’s primary task is to review the land use plans and zoning ordinances of local agencies that affect the area within an airport planning boundary established by the Commission and to prepare and enforce an Airport Land Use

Compatibility Plan (ALUCP) for the area surrounding each airport in its jurisdiction. These plans are intended to protect and promote the safety and welfare of residents of the airport vicinity and users of the airport while ensuring the continued operation of the airports by defining and assessing compatible land uses for safety, height, and noise on and near airports.

In 2008, the El Dorado County Transportation Commission (EDCTC) was designated as the ALUC for El Dorado County. The EDCTC/ALUC reviews all development proposals in the vicinity of the CPAD and prepares land use compatibility reviews to provide to the County as needed. Dependent upon grant funding, the EDCTC/ALUC will begin preparing an ALUCP for the area around the Cameron Park Airport during FY 2010-11.

**Funding and Budget**

This section analyzes the financial operations of the CPAD, including financial statements, audits, and other budgetary documents, to assess the long-term financial viability of the District. All monetary amounts cited in this section are rounded to nearest whole number and based on fiscal year (FY) 2008-09 budgetary information received from the District.

Revenues

**Table 1: Three-Year History of District Revenues**

<b>Revenues</b>	<b>2006-2007 Actual</b>	<b>2007-2008 Actual</b>	<b>2008-2009 Actual</b>
Special Assessment	40,000	50,350	40,000
Property Taxes	12,729	32,849	12,910
District Tie Down	16,818	17,175	16,445
Grants—Cal Trans	10,000	10,000	10,000
Obstruction Lighting Income	0	92,215	0
Extra Aircraft Fees	10,467	4,850	0
Transient Parking	1,339	1,231	184
Interest	1,676	1,444	933
Encroachment Fees	600	7,392	2,292
Commercial Use	3,025	5,342	2,750
ERAF	0	0	10,564
Miscellaneous	76	516	438
<b>Fixed Base Operation Sales</b>	<b>323,343</b>	<b>321,323</b>	<b>257,897</b>
Pilot Supplies	511	428	114
Fuel Income	322,832	320,895	257,783
<b>Fixed Base Operation Other</b>	<b>57,995</b>	<b>54,992</b>	<b>53,834</b>
Miscellaneous	3,929	72	70
Hangar Income	54,066	54,921	53,764
<b>Total Revenues</b>	<b>478,068</b>	<b>599,376</b>	<b>408,248</b>

CPAD receives the majority of its funding from fixed base operation fuel sales, hangar leases, a parcel assessment, property taxes and District tie down fees. The total assessed value in the District was approximately \$54,199,648 in FY 2008-09.

All district residents pay a \$300 per parcel voter-approved special tax, which provides funding for District maintenance and upkeep. CPAD also receives a portion of the property taxes collected for each parcel within the District. During FY 2008-09, CPAD received an average property tax increment of 2.9811% from each of the 143 properties within the District service area, which is approximately three cents of every dollar collected in property tax revenue. Parcel assessments and property taxes are collected by the County and then allocated to the District.

CPAD imposes tie down fees for storage of aircraft on the airfield and an access fee for use of the airport by non-residents of the District.

Expenses

**Table 2: Three-Year History of District Expenditures**

<b>Expenditures</b>	<b>2006-2007 Actual</b>	<b>2007-2008 Actual</b>	<b>2008-2009 Actual</b>
<b>Salaries and Benefits</b>	<b>0</b>	<b>5,602</b>	<b>30,440</b>
Salaries/Wages	0	5,000	24,000
Payroll Expense	0	602	3,523
Workers' Comp Insurance	0	0	2,917
<b>Administrative Costs</b>	<b>12,790</b>	<b>26,076</b>	<b>23,398</b>
Insurance – Contents/Property	8,105	12,655	13,052
Office	1,340	2,373	2,006
Telephone	1,632	2,994	3,146
Utilities	2,689	4,068	1,526
Postage	117	240	426
Fidelity Bond	250	300	300
Association Dues	389	35	0
Public Notices	426	59	0
Property Tax Administrative Fee	531	0	325
Board Meeting Expense	0	1,165	0
Public Notices	0	0	1,757
Petty Cash	0	2,187	860
<b>Maintenance and Operations</b>	<b>845</b>	<b>1,871</b>	<b>866</b>
Fence and Gate Expense	196	651	67
Tractor Operations	649	367	0
Major Repair Expense	0	342	0
Sprayer Operations	0	511	672
Security	0	0	127
<b>Professional Services</b>	<b>5,722</b>	<b>13,439</b>	<b>7,445</b>
Audit	1,480	5,000	0
Legal	1,993	5,625	5,137
Accounting	2,249	2,868	2,308
<b>Special Projects</b>			
Master Plan Expense	2,103	0	0
Obstruction Lighting Project	6,743	87,314	0
Miscellaneous	832	313	185
<b>Fixed Base Operation Expenses</b>	<b>352,139</b>	<b>358,814</b>	<b>272,957</b>
Fuel	305,744	297,998	190,830
Interest Expense-FBO	35,024	15,335	13,759
Processing Fees	24,049	9,881	7,478
Depreciation	12,451	12,451	12,451
Inventory Change	-45,177	8,444	38,044
Repairs and Maintenance	3,700	4,655	1,971
Outside Labor	4,360	1,455	2,395
Utilities	2,767	1,060	2,926
Underground Tank Fees / Permits	2,531	4,113	2,533
Other	6,690	3,422	571
<b>Total Expenditures</b>	<b>413,866</b>	<b>556,576</b>	<b>345,919</b>

The CPAD has two outstanding loans with the State of California Department of Transportation that represent a significant long-term fixed cost for the District. The loans were used to finance hangars, the fuel facility and land. The combined loan balance is approximately \$204,356 as of June 30, 2010 and is payable through 2018. Interest for these loans is expensed directly to the proprietary fund.

FBO Loan

In 1998, the District entered into an agreement with the State of California Department of Transportation to obtain a loan in the amount of \$405,000 for the purchase of hangars, the fuel facility and the land at Cameron Air Park Airport. The loan has a maturity of 17 years with successive annual payments and including interest accruing at 5.0498% per annum starting in August 2000.

Hangar Loan

In 2003, the District entered into an agreement with the State of California Department of Transportation to obtain a loan in the amount of \$90,000 for the purchase of a hangar at Cameron Air Park Airport. The loan has a maturity of 14 years with an annual successive payment and interest accruing at 5.0569% per annum starting in December 2004.

## **IV MSR DETERMINATIONS**

In January 2008, the Legislature consolidated the nine factors used in the inaugural cycle down to six. These factors are listed in Government Code §56430:

- (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.
- (5) Accountability for community service needs, including governmental structure and operational efficiencies.
- (6) Any other matter related to effective or efficient service delivery, as required by commission policy. On January 30, 2008, the Commission adopted the following determination as the sixth factor to study: “The potential effect of agency services on agricultural and open space lands.”

In addition, 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.

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.

The CPAD is a relatively small district with an estimated 143 parcels within its boundaries and a population of approximately 380 residents. All of the parcels within the District are currently developed in accordance with the allowed land use designations, so the population is not expected to rise significantly from the most recent estimate. The land use surrounding the Cameron Park Airport is an established pattern of industrial, commercial, public facilities and high-density residential.

The primary use is that of an airpark for the homers surrounding the airport; however, the District also provides service to a variety of other clients and is looking to expand its commercial operations so that it serves other communities and businesses in the area.

**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.

CPAD infrastructure is comprised of its runways, taxiways, and hangars. The District does not currently have an approved Master Plan or Capital Improvement Plan, which would assist in identifying future infrastructure needs or deficiencies. The District is in the process of preparing a Master Plan, which will identify long-term goals and create operational, capital investment, and funding plans intended to meet the stated objectives.



**3. Financial Ability of the Agency to Provide Services**

*Purpose: To evaluate factors that affect financing constraints and opportunities, cost avoidance opportunities, and opportunities for rate restructuring.*

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

- Financial capabilities and costs of service.

As an independent special district, CPAD has limited financial resources, and unlike a county or municipal airport, does not have other funds that can subsidize its operations. Because of its limited revenue options and a relatively sizeable amount of debt, the Airport District may face challenges in meeting the ongoing needs of district residents and non-residents that rely on its facilities.

CPAD has not recently increased its fees or undergone any studies to determine whether the fees recover the cost of providing the services. The District may wish to consider developing a fee policy that identifies the amount of costs to be recovered and the frequency of resetting its fees.

**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.*

The Airport District facilities have a limited general aviation use and minimal opportunity for shared use.

**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.

There are alternative initiatives that the Airport District could consider, which other small airports have implemented in an attempt to improve their financial position. For example, many small airports take advantage of the Federal Aviation Administration's Airport Improvement Program (AIP), which provides grants for infrastructure development projects that will bring airports up to current design standards and add capacity to congested airports. Small airports that are significant to national air transportation, including Cameron Airpark, are eligible to receive federal grants under the AIP. A possible alternative government structure is for the District to contract with a private firm to serve as the fixed base operator. Private fixed based operators are used in several other general aviation airports in the area and may have the potential to increase profitability at the airpark.

Generally speaking, the CPAD Board and staff are accessible to property owners within the District; however, at this time, there is limited public information available regarding Board meetings and District finances. The CPAD General Manager is currently working towards setting up a District website which can be used to post the Board meeting dates and agenda or Airport District budgets and financial statements, which will make it easier for property owners and the general public to be informed about important issues regarding the Airport District. The internet is a relatively low cost method that most local governments use to disseminate important governance and financial information to the general public.

**6. The Potential Effect of Agency Services on Agricultural and Open Space Lands.**

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

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

- Potential effects on agricultural and open space lands.

It is unlikely that the services provided by CPAD would impact open space or agricultural lands. There are no lands in active agricultural use within or directly adjacent to the District. The area surrounding the District is built out and opportunities for the District to expand in any direction are very limited.

The 2004 General Plan directs unincorporated growth to already existing population centers, or “community regions,” such as the Cameron Park area. There are areas within Cameron Park that have yet to be developed; however, the urbanization of these areas would be driven exclusively by the County General Plan and not by any contemplated expansion of District operations.

## **V SOI DETERMINATIONS**

In determining the sphere of influence for each local agency, Government Code §56425(e) requires the Commission to consider and prepare a written statement of determinations with respect to four factors. Staff recommends the following determinations for amending the sphere for the Cameron Park Airport District:

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

Present land uses within the CPAD include industrial and high density residential uses. Present land uses surrounding the District include high density residential, open space and commercial. Planned land uses are anticipated to remain the same as current land uses; however, the area immediately surrounding the District is fully built out.

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

CPAD is currently primarily an airpark with some ancillary commercial and industrial uses. The District is looking into expanding more commercial traffic into District operations to serve a more diversified clientele. Given the developing large commercial base in the El Dorado Hills-Cameron Park-Shingle Springs areas, such an expansion may prove fiscally beneficial to the District and valuable to the local economy.

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

Financial constraints have created challenges for District operations as a result of a limited base to draw revenues from, rising costs and State financial obligations. Some of these challenges may be corrected by a Master Plan, which the District is in the process of preparing. Said Plan may identify long-term goals and create a capital investment plan intended to meet the stated objectives of the District Board.

**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.**

Social or economic communities of interest in the area are primarily Cameron Park, with El Dorado Hills and Shingle Springs playing a secondary role.

Based upon the information contained in this report, it is recommended that no changes be made to the Cameron Park Airport District sphere of influence at this time and that the Commission reaffirm the current SOI, which was last updated in December 2007.

## **VI 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 Greenstone Country Community Services District is specific to this study and may differ from the environmental review of other service reviews and other LAFCOs.

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

### **Exemption**

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

## **VII REFERENCES AND SOURCES**

### **General Background Information:**

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

Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, prepared by Assembly Committee on Local Government, last updated November 2008

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

LAFCO Procedures Guide, 2006 Edition, San Diego County LAFCO

### **Governing and Defining Legislation:**

Public Utilities Code, Division 9, Part 2 (Airport Districts)

### **Cameron Park Airport District:**

2008 General Government Services II Municipal Services Review, prepared by Public Financial Management for the El Dorado Local Agency Formation Commission, adopted December 2007

County of El Dorado, Independent Special Districts Final Budgets, Cameron Park Airport District Budget Actuals, Fiscal Years 2005-06, 2006-07, 2007-08