

SACRAMENTO LOCAL AGENCY FORMATION COMMISSION
1112 I Street, Suite #100
Sacramento, California 95814
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April 7, 2003

TO: Sacramento Local Agency Formation Commission

FROM: Peter Brundage, Executive Officer

RE: **Municipal Service Review and Sphere of Influence Update**
For Sacramento County Cemetery Districts (01-03)
[CEQA: Exempt]

Recommendation

I recommend your Commission adopt the following:

1. Determine the project entitled the Municipal Service Review and Updated Sphere of Influence for Sacramento County Cemetery Districts (01-03) is exempt from the provisions of the California Environmental Quality Act.
2. Adopt Resolution No. LAFC 1269 making written determinations for the Municipal Service Review and Sphere of Influence for Sacramento County Cemetery Districts as set forth in Resolution LAFC 1269 and as stated in the Recommendations of the document.

Discussion

On March 3, 2004, staff submitted the Commission a Draft Municipal Service Review and Sphere of Influence Update for Sacramento County Cemetery Districts to commence the public comment period. Staff has circulated the Draft MSR to affected agencies. Two comments were received and included in the final document (dated April 7, 2004) from cemetery districts; no comments were received that would alter or change staff's recommendations or findings.

Staff recommends no change in the Sphere of Influence or district boundaries for:
The Fair Oaks Cemetery District;
The Galt-Arno Cemetery District;
The Sylvan Cemetery District.

Staff recommends a Sphere of Influence Amendment and change of district boundary for:
The Elk Grove-Cosumnes Cemetery District.

Staff recommends Reorganization of the:
The Florin-Elder Creek Cemetery District
[Annexation of district territory to Elk Grove-Cosumnes Cemetery District;
Dissolution of the Florin Elder-Creek Cemetery District].

Findings

The Florin-Elder Creek Cemetery District is no longer a viable district. The four remaining Cemetery Districts in Sacramento County provide good service at reasonable rates for the services they are able, by law, to provide. Services provided by public cemetery districts are restricted by the Legislature and, therefore, they cannot compete directly with privately operated cemeteries. Nonetheless, public cemeteries are very cost-effective public agencies.

Public cemetery districts, largely formed to provide services to rural areas, now provide services to both rural and populated areas of Sacramento County. For the most part, as enacted by Statute, public cemetery districts can only be used by residents living within the district or those that purchased a plot when they were a resident.

Currently, the City of Sacramento, the City of Folsom, and a portion of the rural unincorporated area are not located within the boundaries of a public cemetery district and, therefore, residents are not eligible for district burial services.

At this time, reorganization or consolidation of the cemetery districts in Sacramento County would not result in significant cost savings or benefits to residents because district staff size is very small and every individual employee performs a multitude of different tasks.

Moreover, the four active public cemetery districts in Sacramento County serve defined geographic areas that are based on historical factors and community identity. As a result, the districts are able to provide efficient services to existing service areas. Districts have the autonomy to provide service based on local community needs.

The cemetery district staff and trustees are dedicated individuals that take great pride in the service they provide to their communities. Based on limited resources, they continue to improve their operations and enhance their cemeteries for future generations.

I would like to thank the staff and the Board of Trustees of the Elk Grove-Cosumnes Cemetery District; Fair Oaks Cemetery District; Florin Elder-Creek Cemetery District [County Executive Office Staff]; Galt-Arno Cemetery District; and the Sylvan Cemetery District for their assistance in the preparation of this Municipal Service Review and Updated Sphere of Influence study.

Conclusion

I recommend that the Commission adopt the determinations and findings set forth in the attached Resolution No. LAFC 1269.

Respectfully,

SACRAMENTO LOCAL AGENCY FORMATION COMMISSION

Peter Brundage
Executive Officer

PB:Maf
Attachments

(Reso Cover Cemetery MSR)

**SACRAMENTO LOCAL AGENCY FORMATION COMMISSION
RESOLUTION NO. LAFC 1269
ADOPTION OF WRITTEN DETERMINATIONS FOR THE
MUNICIPAL SERVICE REVIEW AND
SPHERE OF INFLUENC UPDATE for
ELK GROVE-COSUMNES CEMETERY DISTRICT
FAIR OAKS CEMETERY DISTRICT
FLORIN ELDER-CREEK CEMETERY DISTRICT
GALT-ARNO CEMETERY DISTRICT
SYLVAN CEMETERY DISTRICT
(01-03)**

WHEREAS, Section 56430 of the Cortese-Knox Local Government Reorganization Act of 2000 requires that LAFCo's conduct municipal service reviews prior to, or in conjunction with, consideration of actions to establish a Sphere of Influence (SOI) as defined in Section 56076, and in accordance with Section 56425 or Section 56426.5, or update a SOI pursuant to Section 56425; and

WHEREAS, as part of such reviews, LAFCo's must compile and evaluate service-related information and make written determinations regarding infrastructure needs or deficiencies, growth and population projections for the affected area, financing constraints and opportunities, cost avoidance opportunities, opportunities for rate restructuring, opportunities for shared facilities, government structure options, including advantages and disadvantages of consolidation or reorganization of service providers, evaluation of management efficiencies, and local accountability and governance; and

WHEREAS, the SACRAMENTO LOCAL AGENCY FORMATION COMMISSION initiated a municipal service review of the ELK GROVE- COSUMNES CEMETERY DISTRICT, FAIR OAKS CEMETERY DISTRICT, FLORIN ELDER-CREEK CEMETERY DISTRICT, GALT-ARNO CEMETERY DISTRICT, and SYLVAN CEMETERY DISTRICT, in the County of Sacramento, in October, 2002; and

WHEREAS staff of the SACRAMENTO LOCAL AGENCY FORMATION COMMISSION consulted with district personnel, affected and interested agencies, interested parties; and

WHEREAS, the SACRAMENTO LOCAL AGENCY FORMATION COMMISSION issued a Draft Municipal Service Review and Sphere of Influence Update of the SACRAMENTO COUNTY CEMETERY DISTRICTS on February 27, 2004, and provided a 26-day public comment review period of said document to the date of March 24, 2004; and

WHEREAS, the SACRAMENTO LOCAL AGENCY FORMATION COMMISSION considered the data, recommendations and determinations contained in the Draft Municipal Service Review at a noticed public hearing held on April 7, 2004, and received all oral testimony and evidence which was made, presented or filed, and all persons present were given the opportunity to hear and be heard in respect to any matter relating to the review; and

WHEREAS, the SACRAMENTO LOCAL AGENCY FORMATION COMMISSION prepared the Final MUNICIPAL SERVICE REVIEW AND UPDATED SPHERE OF INFLUENCE FOR SACRAMENTO COUNTY CEMETERY DISTRICTS, dated April 7, 2004, incorporating comments received where appropriate; and

WHEREAS, the SACRAMENTO LOCAL AGENCY FORMATION COMMISSION considered the data, recommendations and determinations contained in the Final Municipal Service Review at a noticed public hearing held on April 7, 2004, and received all oral testimony and evidence which was made, presented or filed, and all persons present were given the opportunity to hear and be heard in respect to any matter relating to the review, its data, recommendations and determinations; and

WHEREAS, the SACRAMENTO LOCAL AGENCY FORMATION COMMISSION considered project related environmental factors and determined that the subject project is Exempt from the provisions of the California Environmental Quality Act pursuant to Section 15061(b)(3), attached hereto as Exhibit A;

NOW, THEREFORE, BE IT RESOLVED that, pursuant to powers provided in Section 56430 of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, that the Local Agency Formation Commission of the County of Sacramento adopts written determinations as set forth in Exhibit A, MUNICIPAL SERVICE REVIEW AND UPDATED SPHERE OF INFLUENCE FOR SACRAMENTO COUNTY CEMETERY DISTRICTS, dated April 7, 2004.

Municipal Service Review Determinations:

- a. Regarding infrastructure needs or deficiencies, the Commission determines the Districts currently have no unmet infrastructure needs or deficiencies.**
- b. Regarding growth and population projections for the affected area, the Commission determines the Districts are capable of providing service that includes the growth and population projections for the affected territory for the next five years.**
- c. Regarding financing constraints and opportunities, the Commission determines that the Districts have no serious financing constraints at this time.**

- d. Regarding cost avoidance opportunities, the Commission determines that the Districts use to their best advantage all cost avoidance opportunities and management practices to best use resources.*
- e. Regarding opportunities for rate restructuring, the Commission determines that the Districts have found it necessary to create fee for service measures at this time to supplement property tax revenues.*
- f. Regarding opportunities for shared facilities, the Commission determines that the Districts do not share facilities or resources with other agencies or other cemetery districts. However, LAFCo encourages districts to review opportunities to share resources. LAFCo recognizes that at this time it is not cost effective to transport equipment to outlying locations. However, equipment can and should be shared during emergencies.*
- g. Regarding government structure options, including advantages and disadvantages of consolidation or reorganization of service providers, the Commission determines that no other agency performs public cemetery district services within the boundaries of the County of Sacramento. The Districts function with a high degree of cooperation with other agencies; there is no duplication of services, and no need for the reorganization of service providers at this time. Each Cemetery District serves a specific geographic location and communities within the District boundary. Consolidation will not result in significant cost savings because cemeteries are located far apart from each other and the staff of each district performs many tasks.*
- h. Regarding evaluation of management efficiencies, the Commission determines the Districts operate with a high degree of efficiency and professional cooperation with other agencies. The Commission encourages Districts to monitor current practices and industry changes.*
- i. Regarding local accountability and governance, the Commission determines that with the exception of the Florin-Elder Creek Cemetery District, there is a wide range of representation on the our Cemetery Districts and that each of the Board of Trustees represents an extremely high level of special district accountability and governance for local communities of interest.*

ADOPTED by the **SACRAMENTO LOCAL AGENCY FORMATION COMMISSION** at a regular meeting of said Commission, held on the seventh day of April, 2004, as moved by Commissioner _____, and seconded by Commissioner _____, by the following vote of the Commission:

AYES:

NOES:

ABSTENTIONS:

ABSENT:

Illa Collin, Chair
Sacramento Local Agency Formation Commission

ATTEST:

Marilyn Ann Flemmer
Commission Clerk

MAF

Attachments:

**Notice of Exemption pursuant to California Environmental Quality Act
Municipal Service Review and Updated Sphere of Influence for Sacramento
County Cemetery Districts: Elk Grove-Cosumnes Cemetery District, Fair Oaks
Cemetery District, Florin-Elder Creek Cemetery District, Galt-Arno Cemetery
District, Sylvan Cemetery District.**

4/7/04
(Reso 1269)