

SACRAMENTO LOCAL AGENCY FORMATION COMMISSION

*1112 I Street, Suite #100
Sacramento, California 95814
(916) 874-6458*

December 3, 2008

TO: Sacramento Local Agency Formation Commission
FROM: Peter Brundage, Executive Officer *PB*
RE: **Draft Resource Conservation District Municipal Service Review and Sphere of Influence Update (08-08)**

RECOMMENDATION:

1. Direct staff to circulate the Draft Resource Conservation District Municipal Service for public review and comment.
2. Direct staff to schedule a Public Hearing on the Final Municipal Service Review for February 4, 2009.

DISCUSSION:

The attached Draft Municipal Service Review includes all four Resource Conservation Districts (Florin Resource Conservation District, Lower Cosumnes Resource Conservation District, Sloughhouse resource Conservation District and Granite Resource Conservation District) that serve Sacramento County. Resource Conservation Districts do not provide municipal services and are not necessary for urban development. The purpose of these districts as discussed in the MSR is to primarily provide soil and water conservation practices for agricultural lands within Sacramento County.

The Draft Municipal Service Review for the Resource Conservation Districts has been circulated to affected agencies and interested parties for review and comment.

To date no comments have been received.

The purpose of the presentation is to make this document available and to allow adequate time for public review and comment.

The public hearing on the Final Municipal Service Review will be scheduled for February 3, 2009.

**MUNICIPAL SERVICE REVIEW AND
SPHERE OF INFLUENCE UPDATES FOR
SACRAMENTO COUNTY RESOURCE CONSERVATION RCD'S**

**FLORIN RESOURCE CONSERVATION DISTRICT
LOWER COSUMNES RESOURCE CONSERVATION DISTRICT
SLOUGHHOUSE RESOURCE CONSERVATION DISTRICT
GRANITE RESOURCE CONSERVATION DISTRICT (Inactive)**

December 1, 2008

**SACRAMENTO LOCAL AGENCY FORMATION COMMISSION
1112 I Street #100
Sacramento, California 95814
(916) 874-6458**

SACRAMENTO LOCAL AGENCY FORMATION COMMISSION

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EXECUTIVE SUMMARY

RECOMMENDATIONS AND DETERMINATIONS

I recommend that the Sacramento Local Agency Formation Commission adopt the following findings and determinations:

1. Resource Conservation RCD's (RCD's) provide efficient, comprehensive resource conservation practices to the landowners and agricultural interests in Sacramento County served by the RCD's in a highly professional and cost-effective manner.
2. Resource Conservation RCD's collaborate with surrounding affected agencies, landowners, regional, state and federal agencies as well as local jurisdictions, ensuring coordination of programs and services.
3. The Spheres of Influence of the Resource Conservation RCD's are coterminous with their District Boundaries and no Sphere of Influence Amendment is proposed for these RCD's.
5. **Municipal Service Review Determinations:**

1. **Regarding growth, population and employment projections for the affected areas:**

The Commission determines the RCD's are capable of providing services and programs to enhance the quality of life for the Sacramento Region. The services and programs are not dependent on growth and population projections for the affected territory. Development of areas within the boundary and service area of a Resource Conservation District reduces the area served by each District. A Resource Conservation District may be impacted negatively by growth and development depending on growth and development patterns.

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

The Commission determines the RCD's do not directly have any direct infrastructure requirements and there are no needs or deficiencies. The RCD's assist landowners to enhance natural resources and soil conservation practices through a number of programs and practices.

3. Regarding financial ability of agencies to provide services:

The Commission determines that the RCD's have no serious financing constraints for current levels of service. Programs are dependent on Federal grants and miscellaneous funding sources.

4. Regarding status of, and opportunities for, shared facilities:

The Commission determines that the District use their best efforts to take advantage of all reasonable cost avoidance opportunities.

5. Regarding accountability for community service needs, including governmental structure and operational efficiencies:

The Commission determines that the District share facilities with other agencies and continually review new opportunities to do so. Also, the RCD's operate with a high degree of efficiency and professional cooperation with agencies and affected landowners.

6. Regarding any other matter related to effective or efficient service delivery, as required by Commission policy:

The Commission determines that the RCD's provide services to specific geographic areas and there is no overlap in service delivery with other Resource Conservation RCD's or any other affected agencies that provide similar services.

Introduction

The Cortese-Knox-Hertzberg Local Government Reorganization (CKH) Act of 2000 requires that each Local Agency Formation Commission (LAFCo) prepare Municipal Service Reviews and update Spheres of Influence for all cities and independent special RCD's within its jurisdiction.

A Sphere of Influence is defined by Government Code 56425 as:

A plan for the probable physical boundary and service area of a local agency or municipality.

A Municipal Service Review is defined by Government Code Section 56430 as:

A means of identifying and evaluating public services.

A Municipal Service Review may be conducted prior to, or in conjunction with, the update of a Sphere of Influence.

SPHERE OF INFLUENCE

Purpose

In order to carry out its purposes and responsibilities for planning and shaping logical and orderly development as well as the coordination of local governmental agencies so as to most advantageously provide for the present and future needs of the County and its communities, the Sacramento Local Agency Formation Commission must develop and determine the Sphere of Influence of each local governmental agency within the County.

Requirements

When adopting, amending or updating a Sphere of Influence, the Commission shall, according to Government Code, do all of the following:

- (1) Require RCD's to file written statements specifying the functions or classes of services provided.
- (2) Establish the nature, location and extent of any functions or classes of services provided by the RCD's.

In determining the Sphere of Influence of each local agency, the Commission shall consider and prepare determinations with respect to each of the following:

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

- (2) The present and probable need for public facilities and services in the area.
- (3) The present capacity of public facilities and adequacy of public services that the agency provides, or is authorized to provide.
- (4) The existence of any social or economic communities of interest in the area if the Commission determines they are relevant.

MUNICIPAL SERVICE REVIEW

Requirements

When adopting a Municipal Service Review, the Commission shall include 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, and
- (6) Any other matter related to effective or efficient service delivery, as required by commission policy.

RESOURCE CONSERVATION RCD'S

INTRODUCTION

History of Resource Conservation (RCD's)

After years of working the soil without regard for its future preservation, the Federal Government realized that steps must be taken to prevent our agricultural lands from becoming barren wastelands. The Great Dustbowls of the Midwest in the 1930's provided the impetus for government involvement in soil conservation. In 1933, the Federal Soil Conservation Service was created primarily to attack the problems in the dustbowl areas. Once the Service was formed, however, it became apparent that the need for conservation practices was nationwide. This Federal agency involves itself exclusively in privately owned lands.

The original function of the Soil Conservation Service was to develop projects in selected problem areas so the landowners could see first hand what could be done to prevent erosion and promote soil preservation. The intent of the program was for a landowner to visit the site to see how good soil conservation practices are established and then return to his land and initiate the necessary conservation practices. This plan failed. While the landowners agreed the measures implemented by the Soil Conservation Service were necessary and ultimately beneficial, more often than not, they lacked the resources to initiate their own soil conservation plans.

As a result of the Soil Conservation Service's initial failure, a new plan was devised in an attempt to solve the problems of the individual landowner. The new plan utilized local government control in combating the problems of erosion and soil depletion. If local governmental agencies were established by the initiative of local landowners to address the problems of the soil, then the Federal Government would offer free technical assistance for devising soil conservation programs. Subsequently, the states quickly passed the necessary enabling legislation giving birth to soil conservation RCD's as we know them today.

Sacramento County Resource Conservation RCD's

Description

Sacramento County has four Resource Conservation (RCD's), as they are now called, pursuant to a change in the law in 1972. District boundaries encircle agricultural areas with common soil practices and conservation problems. Lower Cosumnes Resources Conservation District protects the Delta Region of the County, Sloughouse Resource Conservation District protects the southeastern sector of the County, and Florin Resource Conservation District protects the Florin Area in the central sector of the County. The Granite Resource Conservation District in the Orangevale Area of the northeast sector of the County is inactive.

Initially, the RCD's served small areas but as time passed and an awareness of the need for soil conservation practices spread, the RCD's began to annex contiguous areas with similar soil practices and problems. The entire agricultural area in the southern sector of the County is now protected by one of the three active Resource Conservation RCD's.

The Natomas area is the only agricultural area in Sacramento County not served by a Resource Conservation District. Resource conservation practices, however, have been undertaken by the individual landowners in the area.

Resource Conservation RCD's do not have any land use authority and do not hold primary authority for implementing or defining growth strategies.

Governing Body

Each district has a board of directors made up of landowners or resident agents of such landowners. Directors are elected at large for four-year staggered terms and do not receive compensation. In the event the election is uncontested, the Board of Supervisors appoints board members.

The board of directors' primary responsibility is to guide proper land use and management of natural resources within the district. In promoting proper land use/management practices, the directors:

- (1) Represent district landowners' priorities and interests in approving resource conservation plans, provide local leadership in responding to government approved land use land for areas within the district.
- (2) Hold and attend regular meetings to determine local needs and to approve and provide active conservation programs.
- (3) Develop long range and annual resource conservation programs consistent with current trends and local needs.
- (4) Establish program priorities for resource conservation tasks to be carried out by the Soil Conservation Service.
- (5) Enlist and coordinate help on conservation programs with other agencies, groups, organizations, and units of government.

A comprehensive soil and water conservation programs are administered through the boards' cooperative efforts with individual land users, groups, public and private institutions and concerned individuals.

Resource Conservation District Service Plan

Memorandum of Understanding

Upon formation, The Resource Conservation RCD's (RCD'S) in Sacramento Country entered into contracts with the Federal Soil Conservation Service (SCS) called "Memorandum of Understanding." In these contracts the Districts list resource conservation practices they plan to promote in their service area and the federal agency lists the service available to assist RCD's. According to the memorandum, the RCD's and the SCS have the common objective of "helping to bring about the use of each acre of agricultural land within the limits of its natural capabilities and the treatment of each acre in accordance with the needs for protection and improvement." With this objective, the SCS technical staff has assisted in conservation planning soil, water, vegetation, and wildlife for resource conservation RCD's. The SCS technical staff includes: Soil conservation; soil scientists; economists; agricultural, irrigation, hydraulic, drainage, civil and cartographic engineers; agronomists, biologists, foresters, plant materials specialists, range conservationists, geologists, landscape architects, and resource planning specialists.

Conservation Planning

According to the Memorandum of Understanding, the RCD's must develop both an annual plan of operations (at the beginning of each calendar year) and an annual report on the District's actual activities and accomplishments. RCD's must also develop and update work programs identifying the long range opportunities and needs for the conservation and development of natural resources within the district, (Public Resources Code Division 9, Section 9413). These long range plans serve as a practical guide for annual planning and service provision by the RCDs and their cooperators. Although the range and priority of conservation activities each year is guided by the latest long range plan for the are, the actual service provided is constrained by the amount of staff time budgeted by the SCS for RCD activities, SCS staff time available to RCDs has decreased over the years since their formation.

The SCS staff accepts requests for conservation assistance in accordance with the District's long range plan and annual plan of operations. If the request is routine, the SCS staff will grant the request and provide the service. More complicated requests are submitted to the appropriate RCD board at its next meeting for discussion and a decision. Individual landowners, groups, and units of government are encouraged to sign a cooperative agreement as a means of requesting assistance.

RCD Services

As authorized by the Memorandum of Understanding, Division 9 of the Public Resources Code, and RCD annual and long range plans, the SCS provides the following types of services through the Resource Conservation RCD's:

- (1) Assist farmers, ranchers, and landowners in making necessary soil and other surveys and in planning for wise resource use.

- (2) Develop conservation plans for watersheds and other natural areas to aid land users in treating conservation problems, (i.e. soil erosion).
- (3) Provide on-site technical assistance for the application of soil and water conservation measures agreed upon by the Service and the Districts.
- (4) Provide information about different safe uses and adapted crops (including grasses, trees, and wildlife for each kind of soil).
- (5) Provide information on the potential and limitations of the different kinds of soil for various uses to help city and county officials, developers, contractors and builders.
- (6) Provide technical assistance in designing, laying out, and checking the construction and maintenance of water delivery systems, in selecting plant varieties, and in solving problems related to pastures and wildlife habitat.
- (7) In accordance with resource conservation needs, construct terraces, levees, dams; plants trees, shrubs, and other vegetation.
- (8) Disseminates information and conducts demonstration projects in soil conservation.

RCD Finances

With the exception of Sloughhouse RCD, Resource Conservation Districts receive minimal funding for operations. The funds are used to hire staff to submit grants and obtain other available funds from the state and federal government to promote soil conservation efforts to meet local needs. Sloughhouse RCD is the only RCD that receives a portion of the property tax allocation. The other RCD's are funded from rentals and interest type income that they receive.

Conclusion

The need for Resource Conservation RCD's in Sacramento County is well established and the results of their work have proven to be beneficial. All of the agricultural lands in the Southern Sector of the County (most of that land is prime agricultural land-under-land conservation contracts) are protected by Resource Conservation RCD's. The functions of the RCD's have changed with changing land uses. Originally the RCD's were more involved in the development of farms, the conservation of dry land to irrigated land and the designing of irrigation systems. Also, the RCD's originally worked almost exclusively with large agricultural land owners. Now the RCD's deal mostly with problems related to maintaining the irrigation, drainage and flood control systems.

With increasing urbanization into RCD District boundaries (especially in the Florin area), the RCD's have begun to work more closely with small landowners, residential areas, and developers (both in providing direct services such as erosion control, drainage, and proper use of vegetation, and in preventative conservation planning). The RCD's also provide information to the Sacramento County Planning Department by commenting on environmental impact reports for proposed developments.

Some of the major problems facing the Conservation RCD's in the near future involve flooding, drainage, and receding groundwater tables. The RCD's are responding to these problems by:

- (1) Working with the responsible agencies (i.e., Corps of Engineers and Bureau of Reclamation) to attain adequate levee maintenance along the Delta.
- (2) Participating with the SCS in a conjunctive water use study that will recommend alternatives for distribution of surface water from the Folsom South Canal. This new water supply (when developed) should help relieve groundwater overdraft problems.
- (3) Conducting emergency land restoration along the Cosumnes River to avoid flood damage.

The RCD's are very important local agencies essential in preserving prime agricultural areas and maintaining their productive capacity and wildlife habitat. RCD's also provide important erosion and flood control services to developed areas. In order to continue providing these essential services in the face of potential decreases in SCS staff time available, the RCD's will need to begin working with larger groups of farmers and landowners, and also develop financing alternatives for conservation projects.

FLORIN RESOURCE CONSERVATION DISTRICT

DISTRICT SUMMARY PROFILE

District: **FLORIN RESOURCE CONSERVATION DISTRICT**

Location: 9257 Elk Grove Boulevard
Elk Grove, California 95624
(916) 685-3356

Chairman: Sandy Russell, Chairperson

Staffing: One part-time secretary.

Service Area: Florin area, including City of Elk Grove.

Sphere of Influence: 191,480 acres. Coterminous with existing District boundary.

Acres: 191,480

Registered Voters: 108,429

Estimated Population: 138,300

Land Use: Low density residential and commercial (west), commercial industrial (north/central), agricultural (south and east). Also includes urbanized areas within the City of Elk Grove and unincorporated area of the county.

Date of Formation: June 29, 1953

Enabling Act: Public Resources Code, Section 9074

Governing Body: Five Member Board of Directors with four-year staggered terms.

Meetings: The Board meets the 3rd Wednesday of the month at 6:30 pm. At 8820 Elk Grove Boulevard, Elk Grove, California

District Services: Resource Conservation (i.e. Soil conservation plans, erosion control, water development and distribution, soil conservation planning improvement of land capabilities, and wildlife conservation).

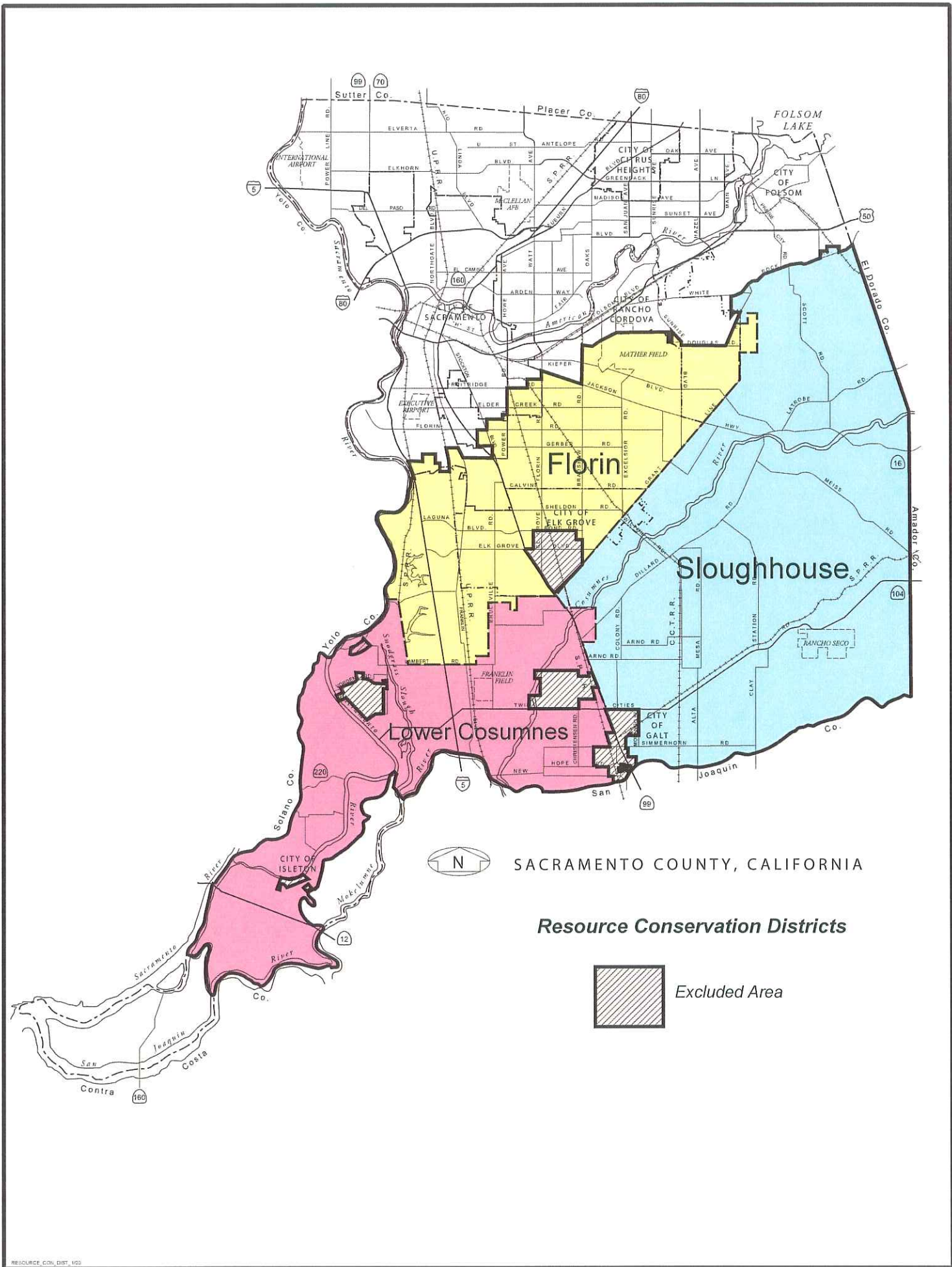
Latent Powers: None

Total Budget: \$31,200 (FY 2006-2007)

Financial: No fiscal problems are anticipated. Revenues are adequate to meet expenditures.

Note:

Florin Resource Conservation District acquired the Elk Grove Water Works, a private water company and they have purchased an office building.



SACRAMENTO COUNTY, CALIFORNIA

Resource Conservation Districts


 Excluded Area

ADDITIONAL INFORMATION

District Formation

The Florin Resource Conservation District was formed by a majority vote in June 1953 (under the provisions of Division 9 of the Public Resources Code) to assist landowners with the use and conservation of their soil, water, and other resources; and to deal specifically with the problems of flooding from Morrison Creek. A Memorandum of Understanding between the Florin RCD and the USDA Soil Conservation Service took effect in 1954.

Orientation

The Florin Resource Conservation District is an independent special district located in the Florin area in the center of the county. The District comprises approximately 191,480 acres of residential, industrial, commercial and agricultural land in the central part of Sacramento County, including the City of Elk Grove.

History

The original district was located ten miles southeast of Sacramento and totaled approximately 25,000 acres. Since then, it has grown to 191,480 acres. Over this period of time, land use in the Florin RCD area changed steadily from full-time farming to residential use with the growth southward of the City of Sacramento. The changing character of the Florin area and Elk Grove area (rural to urban) has presented many opportunities for RCD assistance in land use changes.

Services Currently Provided

The Soil Conservation Service provides a full range of Resource Conservation District services free of charge to cooperators in the Florin RCD including: soil conservation planning, erosion control, water development and distribution, control of runoff water, improvement of land capabilities, wildlife habitat improvement, and demonstration projects in soil conservation.

When the Florin Resource Conservation District first began operating, it was mainly involved in setting up drainage systems for large farms to preclude the danger of flooding from Morrison Creek. The majority of flood control services are now provided to the owner of five acres or less. The Florin RCD has also been concerned with the groundwater overdraft in the area.

Recent subdivisions in the Florin area have accentuated drainage problems. The subdividers, in developing the area, destroy much of the natural drainage (and thereby increase flood potential) by leveling the land. The district works with these subdividers in planning a proper drainage system for the area. With the increasing urbanization of the Florin and Elk Grove area, Florin Resource Conservation District has also begun to work with the Sacramento County Planning Department in commenting on Environmental Impact Reports for development in the area. These preventative planning measures should preclude many conservation problems.

Florin began a unique program to enhance the preservation of wildlife. The district works in conjunction with the Fish and Game Department, Folsom Prison, and the Boys Ranch in growing and distributing natural habitat plants. Finances for this program come from the County Parks and Recreation Department and from fees collected from the plants. The plants are raised by inmates of the prison and the Boys Ranch and distributed to private landowners who must maintain them. All the Resource Conservation RCD's participate in this program essential to preserving the natural wildlife in the area.

Budget Information

The Resource Conservation RCD's in Sacramento County have small budgets that limit their ability to hire staff to submit and apply for grant funding that may be available.

Other Service Providers

The Florin Resource Conservation District covers an area that is served by numerous municipal service providers. These service providers are important to the residents living in this area but they are not critical to meet the mission of Florin Resource Conservation District.

The level and range of services provided by the other local agencies within the District area will be discussed in other MSR reports.

Sphere of Influence Factors

Consideration of Factors

The Government Code requires that several factors be considered in determining an agency's Sphere of Influence. In the following section each factor is stated and pertinent information is presented and analyzed.

Maximum Possible Service Area

Resource Conservation Services are provided to the Florin RCD by the District office of the Soil Conservation Service. The Florin Resource Conservation District or other active Resource Conservation Districts could expand their boundaries to unserved areas, or areas including to other RCD's (following the procedures outlines in the District Reorganization Act) as long as the Soil Conservation Service has the funding and staffing available to adequately serve the needs of the areas. Resource conservations services then could be provided to all or part of the county.

Range of Service

As described in the "Services" sections, Florin Resource Conservation District provides resource conservation services including: control of runoff water, prevention or control of soil erosion, development and distribution of water, improvement of land capability,

dissemination of information, and demonstration projects in soil conservation. Resource Conservation RCD's can construct terraces, levees and dams; plant trees, shrubs, and other vegetation; and promote wildlife conservation.

Future Population Growth

Currently, approximately 138,300 people reside in the Florin Resource Conservation District. This area is one of the fastest growing areas in Sacramento County, with most of the growth occurring in the Elk Gove and Laguna areas.

Once an exclusively agricultural area, Florin and Elk Grove areas are rapidly urbanizing. While there are still some "permanent" agricultural lands in the district (east of Sunrise Boulevard/north of Lambert Road), the rest of the agricultural lands in the area are planned as urban reserves and agricultural-recreation reserves (Bear Hood and South Stone Lake).

Type of Development Occurring and Planned for the Area

Occurring and planned use for the western sector of the Florin Resource Conservation District includes: low density residential use with medium density residential and commercial/office use near major streets. Current and planned use for the remainder of the district consists of rural housing in agricultural areas. Industrial use dominates the northern portion of the district around Mather Air Park and surrounding area. Heavy commercial and intensive industrial use is planned for the urbanized western sector of the District along Stockton Boulevard between Mack Road area and 14th Avenue.

Present and Probable Needs of the Area

The Florin Resource Conservation District area will continue to require the entire range of resource conservation services. Since the Florin area is rapidly urbanizing, conservation services will focus on small landowners and developers in the future. With recent subdivision development, drainage and flooding problems have increased and will require special attention. In addition, the urbanization of the area will increase Florin Resource Conservation District's involvement with the Sacramento County Planning process (i.e., in commenting on EIR'S).

Other Agencies Providing Services

The level and range of services provided to the District is adequate.

Social and Economic Interdependence

Resource conservation services in Sacramento are provided to rural agricultural areas based on their soil types, agricultural uses, and individual flood and erosion problems; they are not based on social and economic patterns. The RCD's are not critical for urban areas or other municipal service providers.

Existence of Agricultural Preserves

The District area contains a number of agricultural preserves and land conservation contracts. The presence of Resource Conservation Districts enhances the protection of prime agricultural lands and these agricultural preserves by preserving their productive capacity and wildlife habitat. The RCD's in Sacramento County include most of the prime agricultural lands in the County except for Sherman and Tyler Islands in the Delta and some prime agricultural areas in the Folsom area. Resource Conservation RCD's could work with County of Sacramento Open Space Program and other conservation efforts.

Summary of Findings

The Government Code also requires that a written statement of findings be made regarding each of the previously considered factors. The following section summarizes these findings.

Absent major reorganization of the RCD's, the maximum possible service area of the Florin RCD is coterminous with its present boundary.

The Florin Resource Conservation District provides resource conservation services including: erosion control, water development and distribution, soil conservation planning, improvement of land capabilities, and wildlife conservation. The district has no latent powers.

There has been substantial population growth within the district and potential growth areas exist within the district.

The primary land use occurring or planned within the District boundary are: low density residential use with medium density residential and commercial/office use near major streets, rural housing in agricultural areas, industrial use in the northern portion of the district around Mather Air Park and the surrounding areas, heavy commercial and intensive

Industrial uses in western sector of the District along Stockton Boulevard between Mack Road and 14th Avenue.

The Florin RCD has no additional needs beyond the current range of RCD services. Special attention will be needed for flood control and drainage problems with the increasing urbanization of the area.

The district and surrounding area lack significant social and economic interdependence.

The district and its Sphere of Influence have a positive effect on maintaining the physical and economic integrity of agricultural preserves in the area.

RECOMMENDATION

Sphere of Influence

The Federal Soil Conservation Service has indicated that consolidation of the Resource Conservation RCD's could stimulate a more creative and extensive use of Resource Conservation District powers and planning abilities. Consolidation of these district would allow the pooling of resources to hire staff to obtain grants and other available funding. In addition, LAFCo's Special District policy charges the Commission to minimize, where feasible, the number of agencies providing service to local areas and to encourage consolidation of existing special RCD's.

However, discussion with local district officials lead staff to believe that consolidation in the near future is not politically palatable. Staff has been advised that the RCD's have studied the possibility of consolidation and concluded that the diverse conservation needs among each of the service areas warrant maintaining three separate RCD's. With the current volunteer boards supporting this conclusion, it is advisable at this time to maintain the existing Resource Conservation District boundaries and maintain the existing level of service and service structure.

GRANITE RESOURCE CONSERVATION DISTRICT

DISTRICT SUMMARY PROFILE

District: **GRANITE RESOURCE CONSERVATION DISTRICT**

Location: U.S.D.A.
Natural Resource Conservation District
9701 Dino Drive, Suite 170
Elk Grove, California 95624
(916) 714-1104, ext. 3

Administrative Officer: Surjit Toor

Staffing: None currently (Volunteer Board of Directors and district secretary – when active).

Service Area: Orangevale Area

Sphere of Influence: “Zero” (District dissolution recommended).

Square Miles: Approximately 7

Population: Not available

Land Use: Agricultural residential/low density residential

Date of Formation: December 20, 1950

Enabling Act: Public Resources Code, Section 9074.

Governing Body: None currently (currently this District is inactive).

District Services: Resource Conservation (i.e. Soil conservation plans, erosion control, water development and distribution, improvement of land capabilities, wildlife conservation). Currently inactive

Latent Powers: None

Total Budget: None

Revenue Source: None

Fiscal: This district is inactive and has no budget.

ADDITIONAL INFORMATION

District Formation

The Granite Resource Conservation District is an inactive district located in the northeast sector of Sacramento County. Granite was formed in 1950 to meet the conservation needs in the Orangevale area. As the nature of the district changed from agricultural to urban, the need for conservation services decreased and the district lapsed into inactivity. Also, the completion of the Folsom Dam solved many of the problems that the district was formed to deal with. This district has been inactive for over 20 years.

Summary of Findings

After considering all of the factors under Section 54774 of the Government Code, staff has made the following findings:

Maximum Possible Service Area

The Granite RCD currently is inactive, provides no services, and therefore has no service area.

Range of Services

The Granite Resource Conservation District is inactive and provides no conservation services. When active, RCDs are authorized to provide resource conservation services including: erosion control, water development and distribution, soil conservation planning, improvement of land capabilities, and wildlife conservation. The district has no latent powers.

Future Population Growth

Population growth is projected for the district area. (Note: It is difficult to isolate population projections for such a small area.)

Type of Development Occurring and Planned for the Area

Most of the development occurring and planned is agricultural/residential and low density residential. There are also some current and planned recreational areas along the American River as well as "public use" at Folsom Prison.

Present and Probable Needs of the Area

There is no demand for a separate RCD in this area due to decreasing soil conservation needs as a result of the completion of Folsom Dam and increasing urbanization of the area.

Social and Economic Interdependence

Resource conservation services in Sacramento are provided to rural agricultural areas based on their soil types, agricultural uses, and individual flood and erosion problems; they are not based on social and economic patterns.

Existence of Agricultural Preserves

The District Area contains a number of agricultural preserves and land conservation contracts. The presence of resource conservation RCD's enhances the protection of prime agricultural lands and these agricultural preserves by preserving their productive capacity and wildlife habitat. The resource conservation RCD's in Sacramento County include most of the prime agricultural lands in the County except for Sherman and Tyler Islands in the Delta, as well as some prime agricultural lands in the Folsom area.

RECOMMENDATION

Granite Sphere of Influence

Dan Taverner with the US Department of Agriculture, Natural resource Conservation District, has requested that the Granite Resource Conservation District not be consolidated or dissolved at this time. Therefore, it is recommended that the Granite RCD be assigned a Zero Sphere of Influence but maintain the District as a paper district.

LOWER COSUMNES RESOURCE CONSERVATION DISTRICT

DISTRICT SUMMARY PROFILE

District: **LOWER COSUMNES RESOURCE CONSERVATION DISTRICT**

Location: 2001 Vesta Way
Sacramento, California 95864
(916) 485-9883

Administrative Officer: William Shelton, President

Staffing: One part-time secretary.

Service Area: South central County and Delta Area.

Sphere of Influence: Approximately 115,173 acres (annexation of Sherman and Tyler Islands recommended).

Acres: 98,000

Registered Voters: 3,149

Estimated Population: 4,940

Land Use: Rural-agricultural.

Date of Formation: January 8, 1952

Enabling Act: Public Resources Code, Section 9074

Governing Body: Seven member, Board of Directors with four-year staggered terms.

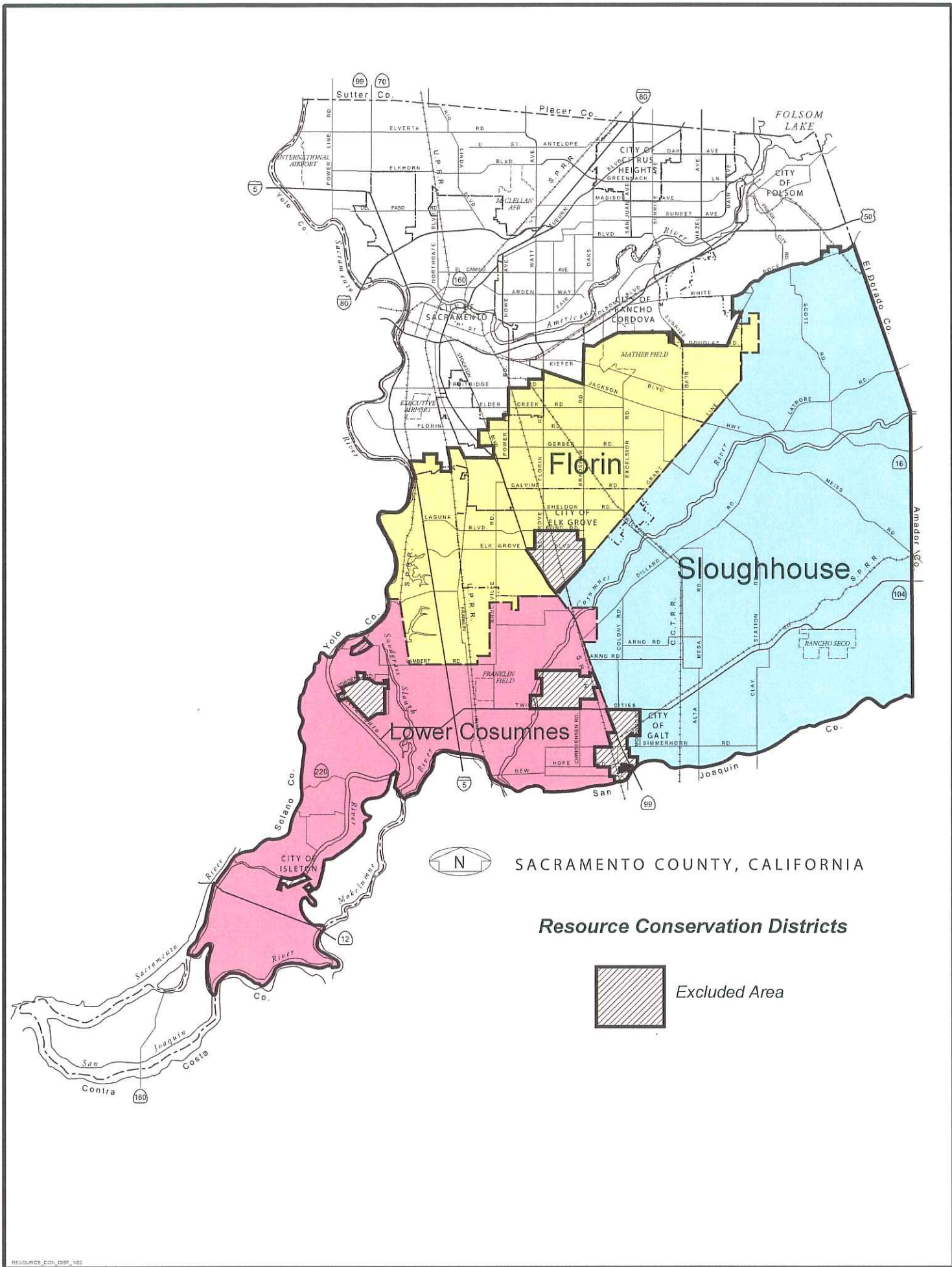
District Services: Resource Conservation (i.e. Soil conservation plans, erosion control, water development and distribution, improvement of land capabilities, wildlife conservation).

Latent Powers: None

Total Budget: \$10,200 (FY 2005-2006)

Revenue Source: Agricultural leases.

Fiscal: Additional revenue sources will be needed to maintain budget stability.



ADDITIONAL INFORMATION

District Formation

The Lower Cosumnes Resource Conservation District was formed in July 1953, to assist landowners with the use and conservation of their soil, water and other related resources; and to deal specifically with the conservation needs of the Delta area, primarily seepage and flooding.

Orientation

The Lower Cosumnes Resource Conservation District is an autonomous special district situated in the Delta and along the Cosumnes River downstream from U.S. Highway 99. The District includes the Delta Islands of Eastside, Westside, Brannon, Andrus, Sutter, Grand, and Twitchell. The original district size was 19,000 acres. Subsequent inclusions brought its present size to approximately 98,000 acres.

History

When the Lower Cosumnes Resource Conservation District was created, it began many useful programs in preventing flooding and protecting the soil. At one time, the Lower Cosumnes RCD was almost inactive due to poor attendance at monthly board meetings. At that time, consolidation of the three Resource Conservation RCD's was considered. The Resource Conservation RCD's decided that consolidation would decrease the RCD's effectiveness in providing services specific to the problems of each area.

Services Currently Provided

The Soil Conservation Service provides a full range of resource conservation services free of charge to cooperators in the Lower Cosumnes Resource Conservation District including: soil conservation planning, erosion control, water development and distribution, control of runoff water, improvement of land capabilities, wildlife habitat improvement, and demonstration projects in soil conservation.

Flood control and drainage are major problems facing the Lower Cosumnes Resource Conservation District because the agencies that maintain the levees (the Bureau of Reclamation, Corps of Engineers and local Reclamation District) lack the funding or staffing to provide adequate flood control and services. (The Reclamation District Sphere of Influence reports describe the level, range and adequacy of Reclamation Services.) In addition to flood control, the Lower Cosumnes Resource Conservation District has recently focused on erosion control, underground piping for water systems, water conservation and

irrigation planning. The District also assists farm groups and organization in working toward the establishment of agricultural zoning in the interest of full-time farmers, and participates in the wildlife habitat program by supplying interested cooperators with plants and materials for habitat enhancement.

The Lower Cosumnes District currently serves two Islands (Sherman and Tyler) not within the District boundaries. These Islands should be annexed to the District so it will receive property tax revenues to help supply operating costs.

Budget Information

The Lower Cosumnes RCD has very minimal financial resources and limited staffing to apply for grants and other similar types of funds.

Other Service Providers

Other agencies provide municipal services to this area. These services will be discussed in other MSR's. These services appear to be adequate; in addition they are not required for the RCD to meet this mission.

FACTORS

Consideration of Factors

The Government Code requires that several factors be considered in determining an agency's Sphere of Influence. In the following section each factor is stated and pertinent information is presented and analyzed.

Maximum Possible Service Area

Resource Conservation Services are provided to the Lower Cosumnes Resource Conservation District by the district office of the Soil Conservation Service. The Lower Cosumnes RCD, or other active Resource Conservation Districts could expand their boundaries to unserved area or areas included in other RCD's (following the procedures outlined in the District Reorganization Act) as long as the Soil Conservation Service has the funding and staffing available to adequately serve the needs of the areas. Resource Conservation Services then, could be provided to all or part of the County.

In the case of the Lower Cosumnes RCD, the District is already providing services to two Islands (Sherman and Tyler) not yet within existing district boundaries. These two Islands should be included with the RCD's maximum possible service area.

Range of Services

Lower Cosumnes RCD provides resource conservation services including: control of runoff water, prevention or control of soil erosion, development and distribution of water, improvement of land sustainability, dissemination of information, and demonstration projects in soil conservation. Resource Conservation RCD's can construct terraces, levees and dams; plant trees, shrubs, and other vegetation; and promote wildlife conservation.

Future Population Growth

Population in the Delta area has generally declined over the past 50 years from 7,000 in 1950 to approximately 6,000 in 2000. This decline has been partly due to flooding, increased flood plain insurance program requirements and a decline in the agricultural economy.

Type of Development Occurring or Planned for the Area

The Lower Cosumnes RCD is located in the Delta region of Sacramento County. The entire area is zoned permanent agricultural and includes mostly prime agricultural land. Urban development occurs in the cities of Isleton and Galt, as well as in the community of Walnut Grove. Except for these areas where low-density residential use occurs, the present and planned use of the area will be sparse rural housing on agricultural lands. Limited commercial use is occurring and planned in Isleton and Walnut Grove. There is no occurring or planned industrial use.

Present and Probable Needs of the Area

The Lower Cosumnes RCD will continue to require the entire range of RCD services. The major resource conservation problems in the Lower Cosumnes area, however, are flood control and drainage. Poor levee maintenance is a major flood control problem due to inadequate funding by the responsible agencies.

Other Agencies Providing Services

Several local government agencies provide an adequate range and level of services to the Lower Cosumnes RCD.

Social and Economic Interdependence

Resource conservation services in Sacramento are provided to rural agricultural areas based on their soil types, agricultural uses, and individual flood (erosion problems), and not based on social and economic patterns. RCD may be impacted by urban development. The RCD's are not required if an area urbanizes.

Existence of Agricultural Preserves

The District area contains a large number of agricultural reserves and parcels under land construction contract. The presence of the resource conservation district enhances the protection of prime agricultural lands and these agricultural preserves by preserving their protection capacity and wildlife habitat. The resource conservation RCD's in Sacramento County include most of the prime agricultural lands in the County except for Sherman and Tyler Islands in the Delta, as well as some prime agricultural areas in the Folsom area.

Summary of Findings

The Government Code also requires that a written of findings be made regarding each of the previously considered factors. The following section summarizes these findings.

Absent major reorganizations of the RCD's, the maximum possible service area of the Lower Cosumnes District is the existing District area with the addition of Sherman and Tyler Islands.

The Lower Cosumnes RCD provides resource conservation services including: erosion control, water development and distribution, soil conservation planning, improvement of land capabilities, and wildlife conservation. The district has no latent powers.

There will be very limited population growth in the area over the next 10 years.

The type of development occurring and planned is limited to sparse rural type housing on agricultural land.

The Lower Cosumnes RCD has no additional service needs beyond the current range of RCD services. Levee maintenance is the major problem to be addressed in the future.

Several government agencies provide a generally adequate level and range of services for District operations.

The district and surrounding area lack significant social and economic interdependence.

The District and its Sphere of Influence have a positive effect on maintaining the physical and economic integrity of agricultural preserves in the area.

RECOMMENDATION

Maintain the current district boundaries and governance structure.

Lower Cosumnes RCD Sphere of Influence

The USDA Natural Resources Conservation has indicated that consolidation of the Resource Conservation RCD's could stimulate a more creative and extensive use of Resource Conservation District powers and planning abilities. In addition, LAFCo's Special District Policy charges the Commission to minimize, where feasible, the number of agencies providing service to local areas and to encourage consolidation of existing special RCD's.

However, discussions with local district officials lead staff to believe that near-term consolidation is not politically palatable. Staff has been advised that the RCD's have studied the possibility of consolidation and concluded that the diverse conservation needs among the service areas warrant maintaining three separate RCD's. With the current volunteer boards supporting this conclusion, it is advisable at this time to maintain the existing RCD service area for the short term to avoid controversy and maintain the existing level of service.

The Lower Cosumnes RCD currently contains two Islands within its service area (Sherman and Tyler) which area outside of the district boundaries. There two islands are included within the District's Sphere of Influence. According to LAFCo Policy, areas included within

a District's Sphere of Influence and not yet within its boundaries should be annexed to the district.

SLOUGHHOUSE RESOURCE CONSERVATION DISTRICT

DISTRICT SUMMARY PROFILE

District: **SLOUGHHOUSE RESOURCE CONSERVATION DISTRICT**

Location: 2001 Vesta Way
Sacramento, California 95864
(916) 485-9883

Administrative Officer: William M. Mosher

Staffing: One part-time secretary

Service Area: Southeast part of the County

Sphere of Influence: 197,440 acres. Coterminous with existing District boundary

Acres: 197,440

Registered Voters: 10,701

Estimated Population: 17,100

Land Use: Rural-agricultural

Date of Formation: March 13, 1956

Enabling Act: Public Resources Code Division 9

Governing Body: Five members Board of Directors with four-year staggered terms.

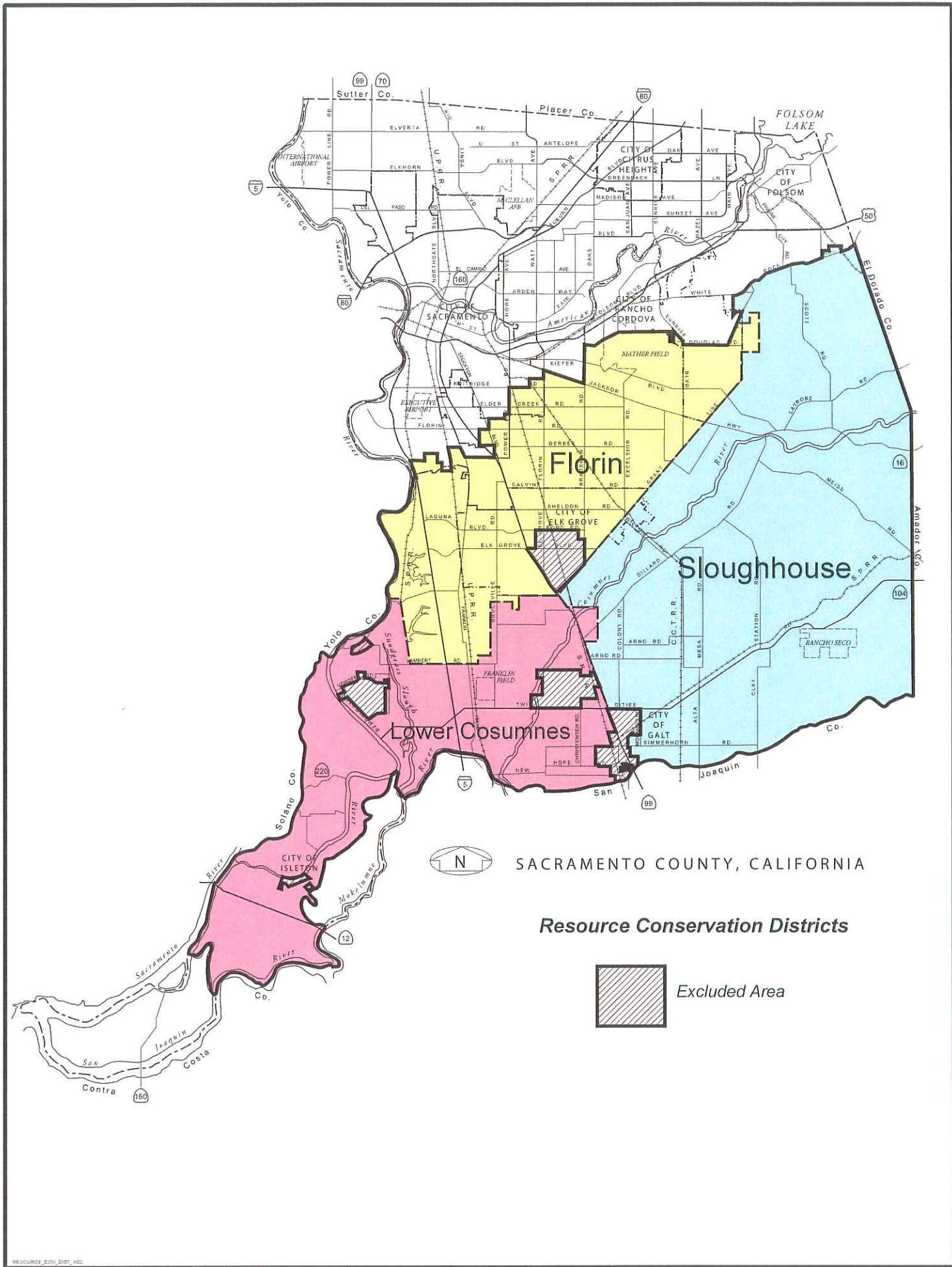
District Services: Resource Conservation (i.e. Soil conservation plans, erosion control, water development and distribution, improvement of land capabilities, wildlife conservation).

Latent Powers: None

Total Budget: \$120,180 (FY 2006-2007)

Primary Revenue Source: Interest income and building rental fees.

Fiscal Health Comments: No fiscal problems are anticipated. Revenues are adequate to meet expenditures.



SACRAMENTO COUNTY, CALIFORNIA

Resource Conservation Districts



Excluded Area

ADDITIONAL INFORMATION

District Formation

The Sloughhouse Resource Conservation District was formed March 13, 1956, under the provisions of the Public Resources Code, Division 9, of the State of California pursuant to a resolution of the Sacramento County Board of Supervisors. Sloughhouse was formed to assist farmers and ranches to effectively meet water and soil conservation problems within the boundaries of this district.

Orientation

The Sloughhouse Resource Conservation District is an autonomous special district located in the southeastern sector of Sacramento County. The District comprises approximately 197,400 acres of farming and ranch land on both sides of the Cosumnes River. It is situated east of Highway 99 to the Amador County line and south of Grant Line Road to the San Joaquin County line.

History

After the Sloughhouse RCD was formed, the Soil Conservation Service began working cooperatively with the District in establishing irrigation systems throughout the dry Sloughhouse area. The SRCD and the SCS provided land leveling services, irrigation systems, and drainage and return systems. The staff also advised farmers on crops that would be appropriate for the soil types and help to build up nutrients. During this conversion process from dry farmland to irrigated pasture, the SCS devoted a great deal of staff time to the conservation projects in the area, almost double the staff time that is currently available to the district.

Services Currently Provided

The Soil Conservation Service currently provides a full range of RCD services free of charge to cooperators in the Sloughhouse RCD including: soil conservation planning, erosion control, water development and distribution, control of runoff water, improvement of land capabilities, wildlife habitat improvement, and demonstration projects in soil conservation.

Since district formation, the services most often requested have changed with changing land uses. Some of the specific services currently needed in the Sloughhouse area are:

- (1) Flood control on the Cosumnes River, Deer Creek, and Laguna and Dry Creek.
- (2) Protection of water rights and conservation of water for irrigation.
- (3) Land preparation and irrigation systems.
- (4) Education of landowners concerning soil capability, erosion, and drainage.

(5) Drainage.

In the winter of 1983, the Sloughhouse RCD was very active in flood control problems. Since it was a very wet winter, the SCS gave much advice on dealing with floods and flood damage (erosion). However, even with SCS assistance, the Sloughhouse RCD still recommends the formation of a reclamation district. The flood problem is larger than the Sloughhouse RCD can manage.

Budget Information

The Resource Conservation RCD's in Sacramento County have small budgets and limited resources. Sloughhouse RCD receives a portion of the property tax base and therefore they have funds to hire staff to apply for grants and explore other funding alternatives.

Other Service Providers

Other agencies and RCD's provide municipal services to this area. These services will be discussed in other MSR's. These services appear to be adequate, in addition they are not required for the RCD to meet this mission.

FACTORS

Consideration of Factors

The Government Code requires that several factors be considered in determining an agency's Sphere of Influence. In the following section each factor is stated and pertinent information is presented and analyzed.

Maximum Possible Service Area

Resource Conservation Services are provided to the Sloughhouse RCD by the District office of the Soil Conservation Service, The Sloughhouse RCD, or other active RCD's could expand their boundaries to unserved areas, or areas included in other RCD's (following the procedures outlines in the District Reorganization Act) as long as the Soil Conservation Service has the funding and staffing available to adequately serve the needs of the areas. Resource conservation services then could be provided to all or part of the County.

Range of Services

The Resource Conservation Services provided by Sloughhouse RCD include: control of runoff water, prevention or control of soils erosion, development and distribution of water, improvement of land capability, dissemination of information, and the conducting of demonstration projects on soil conservation. Sloughhouse RCD is also authorized to construct terraces, levees and dams; plant trees, shrubs, and other vegetation; and promote wildlife conservation.

Future Population Growth

Type of Development Occurring or Planned for the Area

Current and planned land use within the District consists mostly of agricultural and sparse rural housing, with the exception of Rancho Murieta. Urban development occurring and planned at Rancho Murieta includes an airport, recreational facilities, public and quasi-public structures, commercial and residential use.

Present and Probable Needs of the Area

The Sloughhouse area will continue to require a full range of resource conservation services in the future. According to the Sacramento County Resource Inventory, the major conservation needs will continue to be:

- (1) Flood control on the Cosumnes River, Deer Creek, and Laguna and Dry Creek.
- (2) Protection of water rights and conserving irrigation water.
- (3) Land preparation and irrigation systems.
- (4) Soil information.
- (5) Drainage.

Other Agencies Providing Service

The level and range of services provided to the district by other municipal service providers are generally adequate. These services are not required for the mission and purpose of RCD's.

Social and Economic Interdependence

Resource conservation services in Sacramento County are provided to rural agricultural areas based on their soil types, agricultural uses, and individual flood/erosion problems, not based on social and economic patterns. Generally, RCD's are not required for urban areas.

Existence of Agricultural Preserves

The presence of Resource Conservation RCD's enhances the integrity of agricultural preserves and the protection of prime agricultural lands by preserving their productive capacity and wildlife habitat. The Resource Conservation RCD's in Sacramento County include most of the prime agricultural land in the county except for Sherman and Tyler Islands in the Delta, as well as some prime agricultural areas in the Folsom area.

Summary of Findings

The Government Code also requires that a written statement of findings be made regarding each of the previously considered factors. The following section summarizes these findings.

Absent major reorganizations of the RCD's, the maximum possible service area of the Sloughhouse RCD is coterminous with its present boundary.

The Sloughhouse Resource Conservation District provides resource conservation services including: erosion control, water development and distribution, soil conservation planning, improvement of land capabilities, and wildlife conservation. The district has no latent powers.

Substantial population growth is projected for the district area (mostly in the Rancho Murieta development) in the next 20 years.

With the exception of the residential, commercial, public and quasi-public, and recreational development at Rancho Murieta, the type of development occurring or planned within the district is limited to sparse rural housing on primarily agricultural lands.

The Sloughhouse District has no additional service needs beyond the current range of RCD services. Special attention will need to be given to flood control and irrigation services.

Several government agencies provide a generally adequate level and range of services to the district area.

The district and surrounding area lack significant social and economic interdependence.

The district and its Sphere of Influence have a positive effect on maintaining the physical and economic integrity of agricultural preserves in the area.

RECOMMENDATION

Sloughhouse Sphere of Influence

The state office of the Soil Conservation Service and the State Association of Resource Conservation RCD's have indicated that consolidation of the Resource Conservation RCD's could stimulate a more creative and extensive use of RCD powers and planning abilities. In addition, LAFCo's Special District Policy charges the Commission to minimize, where feasible, the number of agencies providing service to local areas and to encourage consolidation of existing special RCD's.

However, discussions with local district officials lead staff to believe that near-term consolidation is not politically palatable. Staff has been advised that the RCD's have studied the possibility of consolidation and concluded that the diverse conservation needs among the service areas warrant maintaining three separate RCD's. With the current volunteer boards

supporting this conclusion, it is advisable at this time to maintain the existing RCD service area for the short term to avoid controversy and maintain the existing level of service.

(Resource Conservation MSR)