

Sphere of Influence Study

Suisun-Fairfield-Rockville Cemetery District,
Vacaville-Elmira Cemetery District, and
Silveyville Cemetery District

10/15/2012

Solano Local Agency Formation Commission

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I. Overview of Determinations

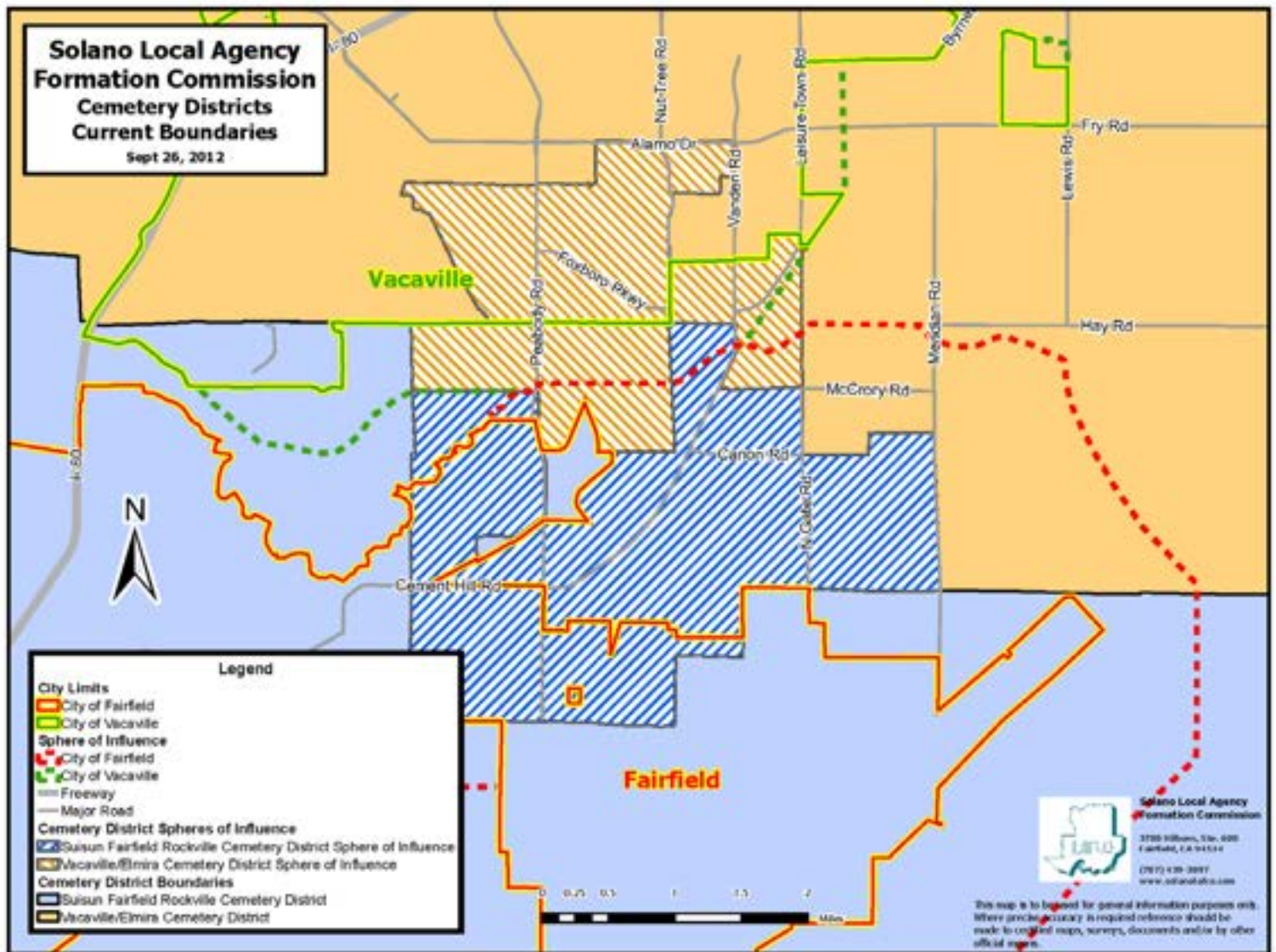
The Cortese-Knox-Hertzberg Act requires the Commission to consider and prepare written determinations with respect to the five factors set forth in the law when establishing or modifying a Sphere of Influence. The factors include:

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 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 that they are relevant to the agency.
5. For an update of a Sphere of Influence of a city or special district that provides public facilities or services related to sewers, municipal and industrial water, or structural fire protection, the present and probable need for those public facilities and services of any unincorporated communities within the existing Sphere of Influence.

An analysis of each of these factors for each of the cemetery districts within this study follows.

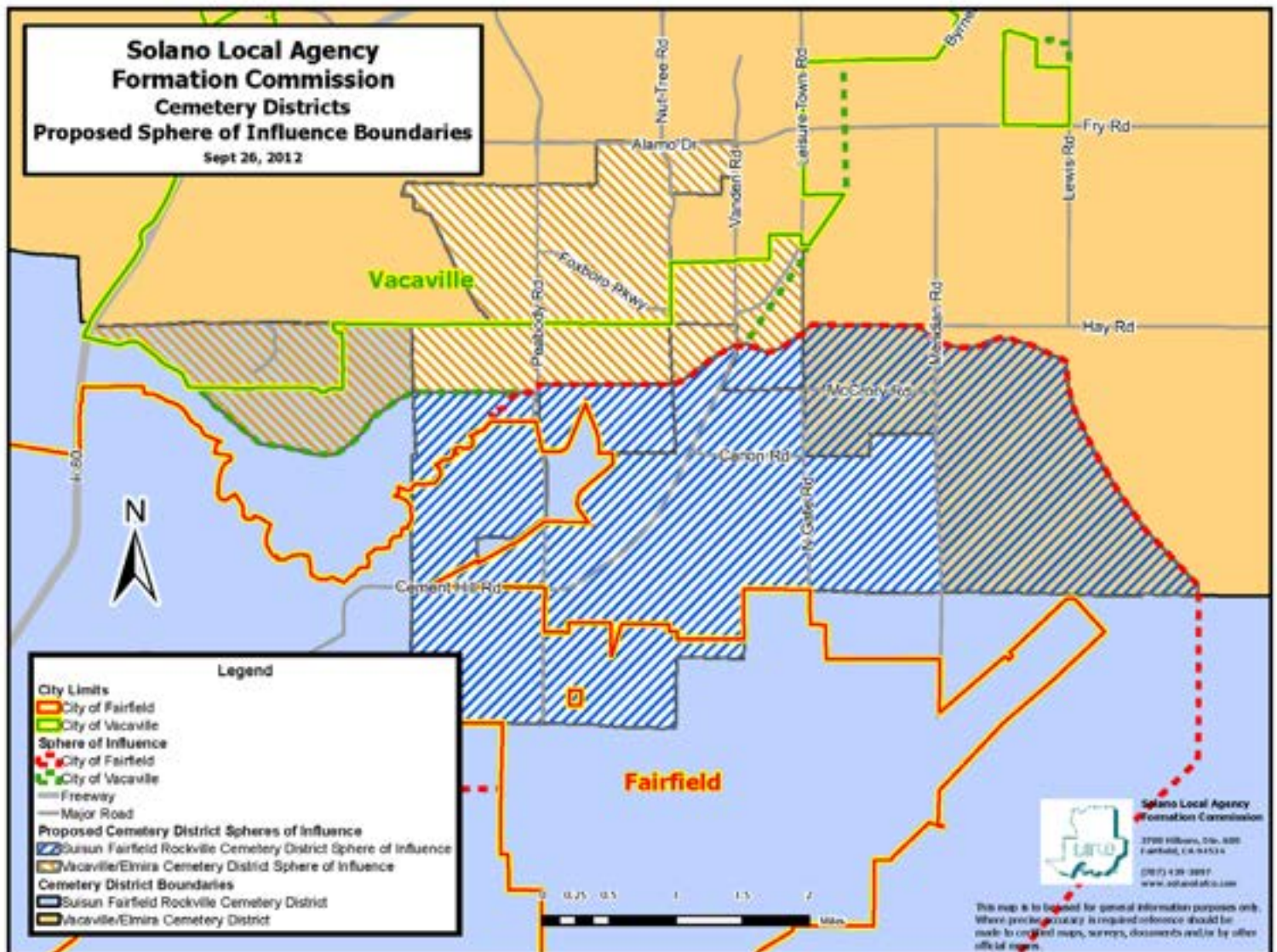
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A. Current Sphere of Influences for Fairfield-Suisun-Rockville Cemetery District and Vacaville-Elmira Cemetery District (southern areas)



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B. Proposed Sphere of Influence for the Suisun-Fairfield-Rockville Cemetery District and Vacaville-Elmira Cemetery District (southern portion)



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II. Suisun-Fairfield-Rockville Cemetery District

A. Overview

The District's existing Sphere of Influence extends into the cemetery service hole area in the center of the County, located between the Cities of Fairfield and Vacaville. The present organization of the District's Sphere of Influence (SOI) boundary creates a service efficiency issue. The District's SOI extends past the City of Fairfield's SOI and additionally, the Vacaville-Elmira Cemetery District's SOI extends into the City of Fairfield's SOI. If these areas were to be annexed, Vacaville and Fairfield residents would be served by two Cemetery Districts. This creates an illogical boundary and will be confusing to residents as they will not know which District they belong to without consulting a map. It would make more sense for residents in Fairfield to belong to the Cemetery District that shares the name of the City.

B. Staff Recommendation:

Staff recommends matching the District's SOI boundary with the City of Fairfield's SOI boundary. The District would gain additional land in their SOI in some areas and lose land to the Vacaville-Elmira Cemetery District in other areas.

1. The present and planned land uses in the area

Cemetery districts do not have any authority to make land use decisions which is solely the responsibility for the County and/or City in which their boundaries are located. As such, the District is subject to the land use ordinances, zoning laws, and regulations established by these agencies.

The proposed SOI boundary for the Suisun-Fairfield-Rockville Cemetery District is not included in the 1% base tax exchange. Meaning, if the area is annexed into the Cemetery District, the District will not automatically receive any of the property tax base to offset the costs of service the proposed area. As the City of Fairfield proposes changes of organizations to land in the City's SOI, the change of organization proposal would automatically trigger LAFCO's Standard Number 11 Policy which states that LAFCO will normally include financial mitigation measures when Special Districts are negatively affected by proposals. For example, the City of Fairfield reported to the Commission that for the proposed Cannon Annexation, the City is proposing to set up a Community Finance District to fund cemetery operations.

a) SOI Determination SFRCD.SOI.1

The Suisun-Fairfield-Rockville Cemetery District has no authority over land uses. As proposals of changes of organizations within the Cemetery District's SOI are submitted to LAFCO, per LAFCO Standard Number 11 Policy, LAFCO will normally include financial mitigation

measures to provide the District an adequate source of funding to offset the cost of providing services to the proposed area.

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

As the City of Fairfield proposes changes of organizations to land within the City's SOI that is also within the District's proposed SOI, the District could experience an increase in the residents it serves. As determined in the District's Municipal Service Review, the District has no public facilities services issues and can accommodate future growth.

a) SOI Determination SFRCD.SOI.2

The Suisun-Fairfield-Rockville Cemetery District has no public facilities service issues and can accommodate future growth in the proposed SOI.

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

A discussion of the capacity of the Suisun-Fairfield-Rockville Cemetery District is contained the Municipal Service Review. No capacity or adequacy issues were identified in the MSR. The Suisun-Fairfield-Rockville Cemetery District's present needs for public facilities and services are currently being met.

a) SOI Determination SFRCD.SOI.3

The Suisun Rockville Cemetery District has sufficient facilities and capacity to accommodate the proposed SOI.

4. The existence of any social or economic communities of interest in the area

In general, the Suisun-Fairfield-Rockville Cemetery District provides respectful and cost-effective interments and can accommodate the needs of the communities in the proposed SOI.

a) SOI Determination SFRCD.SOI.4

The Suisun-Fairfield-Rockville Cemetery District can accommodate the needs of the communities in the proposed SOI.

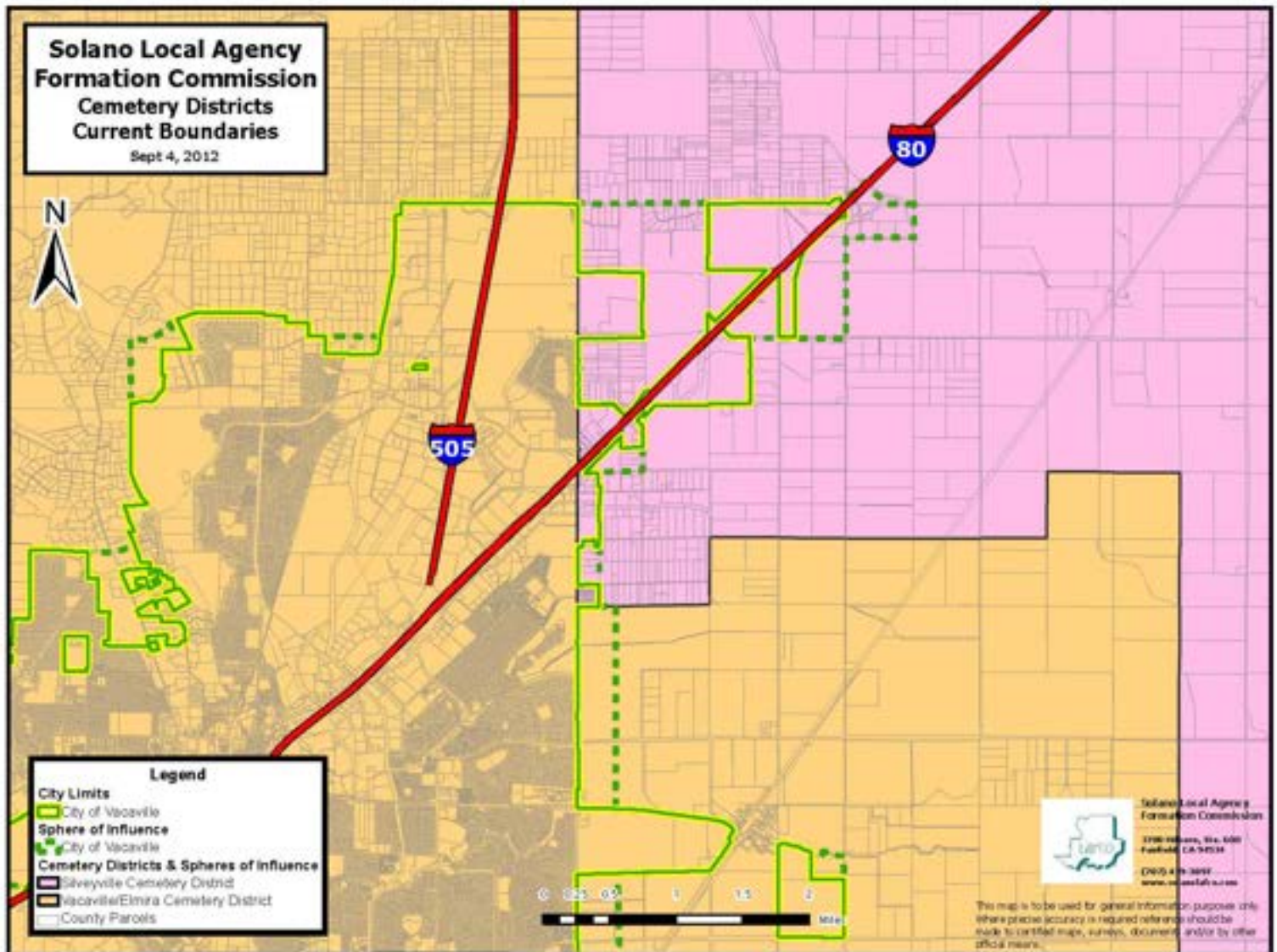
5. Public facilities or services related to sewers, municipal and industrial water, or structural fire protection

Cemetery districts do not provide public facilities or services related to sewers, water or fire protection.

a) SOI Determination SFRCD.SOI.5

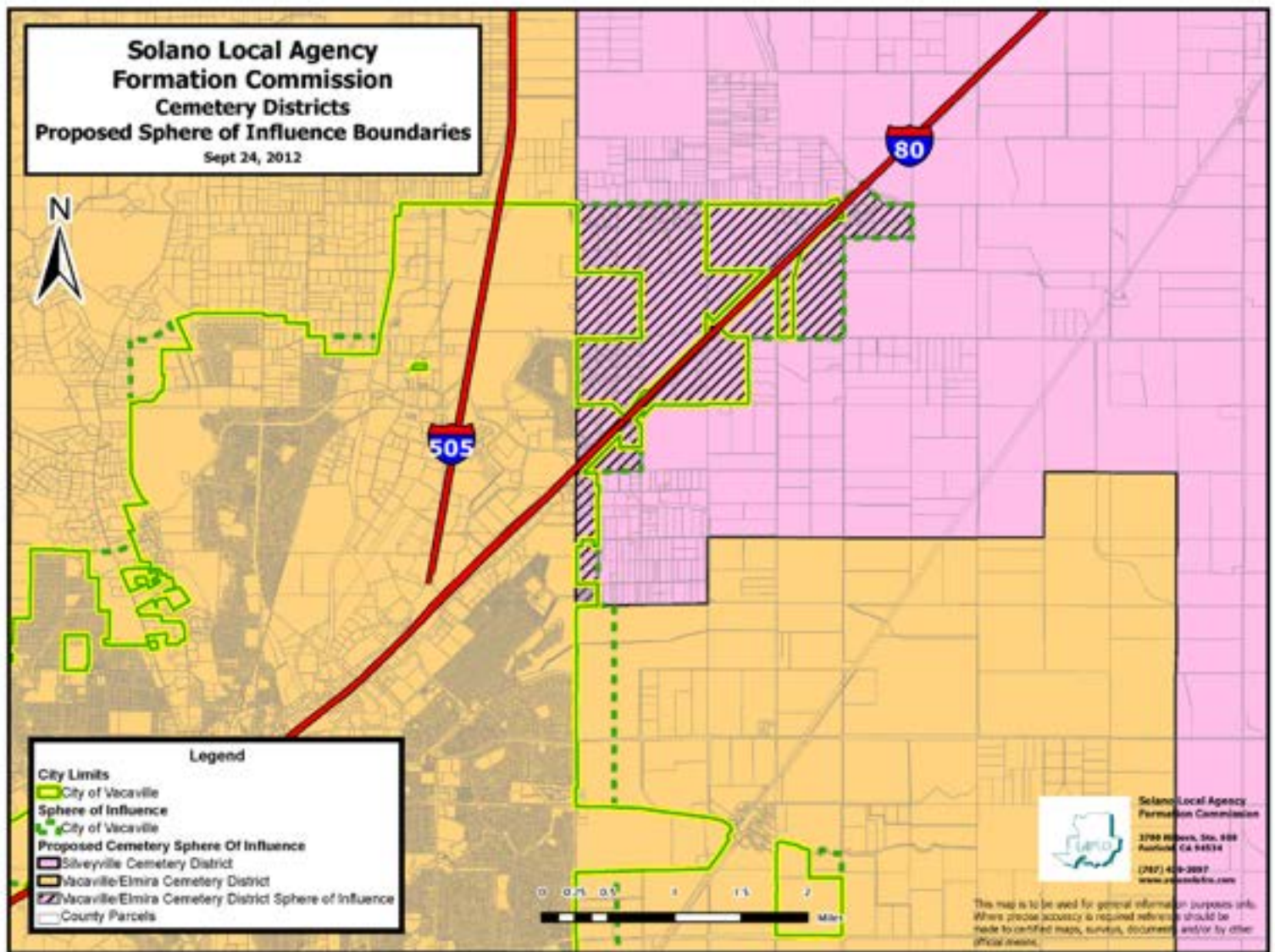
Cemetery districts do not provide public facilities or services related to sewers, water or fire protection.

C. Current Sphere of Influence for the Vacaville-Elmira Cemetery in the northeasterly area of the District and Current Sphere of Influence for the Silveyville Cemetery District



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D. Proposed Sphere of Influence for the Vacaville-Elmira Cemetery District and the Silveyville Cemetery District



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III. Vacaville-Elmira Cemetery District

A. Overview

The District's existing Sphere of Influence extends into the cemetery service hole area in the center of the County, located between the Cities of Fairfield and Vacaville. The present organization of the District's Sphere of Influence (SOI) boundary creates a service efficiency issue. The District's SOI, in the southern area of its boundary, extends past the City of Vacaville's SOI and additionally, the Suisun-Fairfield Rockville Cemetery District's SOI extends into the City of Vacaville's SOI. With the present condition, if these areas were to be annexed, residents in this area will be served by two Cemetery Districts. This creates an illogical boundary and will be confusing to residents as they will not know which District they belong to without consulting a map. It would make more sense for residents in Vacaville to belong to the Cemetery District that shares the name of the City.

The Public Cemetery District Law, specifically states that only residents or taxpayers of the district and their family may be interred in the district cemeteries. In the northeasterly areas of the Vacaville-Elmira Cemetery District, Vacaville residents currently belong to the Silveyville Cemetery District. As the City of Vacaville develops this portion that is already within their city limits, and submits other change of organization proposals to LAFCO within their SOI, the District staff reported that they are concerned that District employees may be faced with the difficult situation of turning Vacaville residents away during a difficult time. Altering the boundary of these two districts would involve amending the SOIs for the Cemeteries of the Districts and detaching land from the Silveyville Cemetery District and subsequently annexing to the Vacaville-Elmira Cemetery District. This potential change of organization would automatically trigger LAFCO's Standard Number 11 Policy which states that LAFCO will normally include financial mitigation measures when Special Districts are negatively affected by proposals. If lands are detached from the Silveyville Cemetery District and annexed to the Vacaville-Elmira Cemetery District, LAFCO can impose a condition that the Vacaville-Elmira Cemetery District remits the base tax amount of the 1% property tax to the Silveyville Cemetery District with an annual Consumer Price Index increase based on the Bay Area inflationary factor.

B. Staff Recommendation:

Staff recommends matching the District's SOI boundary with the City of Vacaville's SOI boundary in the area known as the cemetery service hole area. The District would gain additional land in their SOI in some areas and lose land to the Suisun-Fairfield Rockville Cemetery District in other areas. Additionally, staff recommends matching the Vacaville-Elmira Cemetery District's SOI in the northeasterly portion of their boundary which will effectively extend the District's SOI into the Silveyville Cemetery District's boundary.

1. The present and planned land uses in the area

Cemetery districts do not have any authority to make land use decisions which is solely the responsibility for the County and/or City in which their boundaries are located. As such, the District is subject to the land use ordinances, zoning laws, and regulations established by these agencies.

The proposed most southern portion of the District's SOI boundary for the Vacaville Cemetery District is not included in the 1% base tax exchange. Meaning, if the area is annexed into the Cemetery District, the District will not automatically receive any of the property tax base to offset the costs of service the proposed area. As the City of Vacaville proposes changes of organizations to land in the City's SOI, the change of organization proposal would automatically trigger LAFCO's Standard Number 11 Policy which states that LAFCO will normally include financial mitigation measures when Special Districts are negatively affected by proposals.

In proposed northeasterly portion of the District's SOI boundary which will extend to the Silveyville Cemetery District boundary will encourage the Vacaville-Elmira Cemetery District and the Silveyville Cemetery District to identify and negotiate financial mitigation measures.

a) SOI Determination VECD.SOI.1

The Vacaville-Elmira Cemetery District has no authority over land uses. As changes of organizations proposals, within the Cemetery District's most southern Sphere of Influence boundary, are submitted for consideration per LAFCO Standard Number 11 Policy, LAFCO will normally include financial mitigation measures to provide the District an adequate source of funding to offset the cost of providing services to the proposed area. In the proposed northeasterly portion of the District's SOI boundary, LAFCO encourages the Vacaville-Elmira Cemetery District and the Silveyville District to negotiate financial mitigation measures.

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

As the City of Vacaville proposes changes of organizations to land within the City's SOI that is also within the District's proposed SOI, the District will experience an increase in the residents it serves. As determined in the District's Municipal Service Review, the District has no public facilities services issues and can accommodate future growth.

a) SOI Determination VECD.SOI.2

The Vacaville-Elmira Cemetery District has no public facilities service issues and can accommodate future growth in the proposed SOI.

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

A discussion of the capacity of the Vacaville-Elmira Cemetery District is contained the Municipal Service Review. No capacity or adequacy issues were identified in the MSR. The Vacaville-Elmira Cemetery District's present needs for public facilities and services are currently being met.

a) SOI Determination VECD.SOI.3

The Vacaville-Elmira Cemetery District has sufficient facilities and capacity to accommodate the proposed SOI.

4. The existence of any social or economic communities of interest in the area

In general, the Vacaville-Elmira Cemetery District provides respectful and cost-effective interments and can accommodate the needs of the communities in the proposed SOI.

a) SOI Determination VECD.SOI.4

The Vacaville-Elmira Cemetery District can accommodate the needs of the communities in the proposed SOI.

5. Public facilities or services related to sewers, municipal and industrial water, or structural fire protection

Cemetery districts do not provide public facilities or services related to sewers, water or fire protection.

a) SOI Determination VECD.SOI.5

Cemetery districts do not provide public facilities or services related to sewers, water or fire protection.

IV. Silveyville Cemetery District

A. Overview

Silveyville Cemetery District's Sphere of Influence line is coterminous with its existing boundary. The Cemetery District's boundary in the easterly area extends into the City of Vacaville's existing city limits and the City of Vacaville's current Sphere of Influence. The Public Cemetery District Law, specifically states that only residents or taxpayers of the district and their family may be interred in the district cemeteries. As the City of Vacaville further develops this area that is already within their city limits, and submits other change of organization proposals to LAFCO within their SOI, the Vacaville District staff will face denying Vacaville residents request to be interned into the Vacaville-Elmira Cemetery District. LAFCO staff believes this is an illogical boundary that could potentially upset a lot of Vacaville residents.

Altering the boundary of these two districts would involve amending the boundary and SOIs for the Cemeteries of the Silveyville Cemetery Districts and Vacaville-Elmira Cemetery District. Additionally, it would involve detaching land from the Silveyville Cemetery District and subsequently annexing to the Vacaville-Elmira Cemetery District. This potential change of organization would automatically trigger LAFCO's Standard Number 11 Policy which states that LAFCO will normally include financial mitigation measures when Special Districts are negatively affected by proposals. If lands are detached from the Silveyville Cemetery District and annexed to the Vacaville-Elmira Cemetery District, LAFCO can impose a condition that the Vacaville-Elmira Cemetery District remits the base tax amount of the 1% property tax to the Silveyville Cemetery District with an annual Consumer Price Index increase based on the Bay Area inflationary factor.

B. Staff Recommendation:

Staff recommends reducing the District's SOI boundary with the result being that the Vacaville-Elmira Cemetery District will coincide with the City of Vacaville's SOI boundary. The District Silveyville Cemetery District will lose land to the Vacaville-Elmira Cemetery District. LAFCO staff recommends the Cemetery Districts of Vacaville-Elmira and Silveyville negotiate financial mitigation measures so that the Silveyville Cemetery District is not negatively affected.

1. The present and planned land uses in the area

Cemetery districts do not have any authority to make land use decisions which is solely the responsibility for the County and/or City in which their boundaries are located. As such, the District is subject to the land use ordinances, zoning laws, and regulations established by these agencies.

In proposed easterly portion of the District's SOI LAFCO staff encourages the Vacaville-Elmira Cemetery District and the Silveyville Cemetery District to identify and negotiate financial mitigation measures.

a) SOI Determination SCD.SOI.1

The Silveyville Cemetery District has no authority over land uses. Per LAFCO Standard Number 11 Policy, LAFCO will normally include financial mitigation measures so that Districts are not negatively affected by changes of organizational proposals. LAFCO encourages the Vacaville-Elmira Cemetery District and the Silveyville District to negotiate financial mitigation measures for the affected area.

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

The Silveyville Cemetery District MSR identified no public facilities or service issues for the District.

a) SOI Determination SCD.SOI.2

The Silveyville Cemetery District has no public facilities service issues.

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

A discussion of the capacity of the Silveyville Cemetery District is contained the Municipal Service Review. No capacity or adequacy issues were identified in the MSR. The Silveyville Cemetery District's present needs for public facilities and services are currently being met.

a) SOI Determination SCD.SOI.3

The Silveyville Cemetery District has sufficient capacity of public facilities and services.

4. The existence of any social or economic communities of interest in the area

In general, the Silveyville Cemetery District provides respectful and cost-effective interments.

5. SOI Determination SCD.SOI.4

The Vacaville-Elmira Cemetery District can accommodate the needs of the communities in the proposed SOI.

6. Public facilities or services related to sewers, municipal and industrial water, or structural fire protection

Cemetery districts do not provide public facilities or services related to sewers, water or fire protection.

a) SOI Determination SCD.SOI.5

Cemetery districts do not provide public facilities or services related to sewers, water or fire protection.