

SPECIAL MEETING TUOLUMNE COUNTY SPECIAL DISTRICT ASSOCIATION  
Tuolumne County Board of Supervisors Chambers (4<sup>th</sup> Floor)  
2 South Green Street, Sonora CA 95370  
Cell: (209) 591-7100 Office: (209) 962-7161 ext. 1024 [pkampa@gcsd.org](mailto:pkampa@gcsd.org)

**AGENDA**

May 13, 2024

2:00pm

Location: 2 South Green Street, Sonora CA 95370

**Call to Order**

**Roll Call**

Peter Kampa, President Eileen  
Mannix, Vice President Jeffery  
Brian Bell, Secretary Richard  
(Duke) York, Treasurer

**1. Discussion and Action Items:**

- A. Chapter Discussion Regarding LAFCo Matters Including the Potential for a Fully Independent Commission Staff, the 2024/25 Draft Workplan and Budget, and LAFCo Policies and Procedures
- B. Discussion and Information Regarding any District Updates and Future Agenda Items

**2. Adjournment**

**INCLUDED WITH THIS INFORMATION IS THE SUBMITTAL OF THE GCSD BOARD STAFF REPORT THAT EXPLAINS THE MATERIAL PROVIDED AND WILL BE THE TOPIC OF OUR DISCUSSION TODAY**



**BOARD MEETING AGENDA SUBMITTAL**

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**TO:** GCSD Board of Directors

**FROM:** Peter Kampa, General Manager

**DATE:** May 14, 2024

**SUBJECT:** Agenda Item 6H: Board Discussion and Direction Regarding LAFCo Matters Including the Potential for a Fully Independent Commission Staff, the 2024/25 Draft Workplan and Budget, and LAFCo Policies and Procedures

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**RECOMMENDED ACTION:**

No specific action is recommended related to this item. The purpose for this discussion is for the board to have a solid understanding of the matters that are immediately before the Commission in the coming year and to give direction to staff and the district's appointed Commissioner, where appropriate.

**BACKGROUND:**

In the year 2020, we were successful in securing majority support from the special districts in the county to seat two commissioners, representing special districts on the Tuolumne County Local Agency Formation Commission (LAFCo). It is very important for the special districts to actively participate in LAFCo, as they are the most affected service providers when growth occurs in the county and city. The learning curve has been huge for not only the special districts joining LAFCo, but also the transition and learning to work together with the other commissioners from the city and County, as well as the public member.

This item is timely on our agenda, as our board remember Janice Kwiatkowski sat in on her first LAFCo meeting as a commissioner on May 13, 2024, yesterday. GCSD has the LAFCo seat from the first Monday in May of 2024, through the first Monday in May of 2028, when it will then rotate to the Twain Harte Community Services District. Commissioners are charged with making decisions in consideration of the county as a whole and its communities, rather than making decisions considering only their home districts' interests. Special district commissioners will have a better understanding of the focused services provided by special districts, which will play in their decision making. They will also want to consider the impacts of their decisions on their home district.

Currently, our LAFCo is staffed by the County Community Development Director, Quincy Yaley, as Executive Officer for the Commission. Quincy is a full time County department head and charges a portion of her time to be reimbursed (back to the County) by LAFCo. Other staff in the community development department serve in a support role, and their time is proportionately billed to LAFCo. County council's office serves as

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legal counsel for the Commission, and county is reimbursed for any time they perform LAFCo work.

The independent special districts accept the default LAFCO budget apportionment of one-third share of costs. The special districts agreed to fund their one-third share of the 2019/20 LAFCO costs as follows:

Tuolumne Utilities District -\$8500

Groveland Community Services District -\$4,200

Twain Harte Community Services District -\$2,200

Jamestown and Tuolumne City Sanitary Districts -\$1000 each

Fire Districts -\$500 each

Cemetery Districts and Tuolumne County Resource Conservation District - at the percentage of district revenue to total special district revenue countywide

The budget has not actually changed much in the last four years, and all years we were billed the actual cost, which has been much less than the amount listed above primarily due to cancellation of meetings and not producing much work product.

The following section provides discussion of three topic areas where we would like to focus our Board's attention:

- A fully independent LAFCo
- LAFCo Workplan and Budget
- Local LAFCo Policies and Procedures

**DISCUSSION:**

***Independent LAFCo***

LAFCo is by law established to act as an independent body to make decisions about jurisdictional boundaries, spheres of influence and services to be provided. Our LAFCo is staffed part time by County staff, and the Commission has directed staff to secure proposals from consultants to serve as LAFCo staff and therefore become independent of the County.

The thought behind becoming independent is to have an Executive Officer very experienced in LAFCo matters, and who can dedicate the time to think strategically and provide solid guidance to the Commission. With all that is going on with the county and the number of major project applications processed by the community development department, it has been difficult for the executive officer to dedicate much time to LAFCo matters over the past four years. Below is the status of the independence effort:

1. On January 8, 2024, LAFCO Commissioners voted to direct the Executive Officer to prepare and release a Request for Proposals (RFP) for an Executive Officer and Legal Counsel for Tuolumne County LAFCO.
2. The RFQ was released on January 26, 2024 and was posted on the County's Bid/RFQ/RFP availability page. After being available to the public till February 19, 2024, no responses to the RFP were submitted to LAFCO for review.

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3. At the March 11, 2024 LAFCo meeting, the Commission agreed to form an ad-hoc committee to rewrite the RFP. This committee met and included Commissioners John Feriani, Mark Plummer, and Steve Arreguin. The City of Sonora's legal counsel was also present at the initial meeting.
4. At the April 8<sup>th</sup> LAFCo meeting, legal counsel indicated that they needed to review the RFP prior to its release. The ad hoc committee met again the week of April 22 and the RFP was approved by LAFCo for release on April 29, 2024, and proposals are due later this month.

There is certainly a shortage of consultants currently available who specialize in LAFCo. It is possible that we will once again see no proposals submitted. In addition, the cost of operating an independent LAFCo is estimated to be more expensive than the cost of using county staff.

- How committed is our board to pursuing an independent LAFCo, as alternatives may be costly?
- Any other thoughts on independence?

***2024/25 Workplan and Budget***

Attached is the Draft LAFCo budget and work plan for the upcoming 2024 - 2025 fiscal year. At its April 29, 2024 meeting, the commissioners voted in favor of advancing the budget for a vote of the Commission on May 13 2024, using the executive officers alternative budget as proposed in the attachment.

If this budget is adopted by the Commission, it would provide for the general office expense, on site training in the amount of \$5000, completion of the municipal service reviews (MSR) for the Tuolumne Utilities District and Jamestown Sanitary District, both of which were started in this fiscal year. The budget also includes MSRs for the Tuolumne Recreation and Park district and Tuolumne City Sanitary District, to be completed by LAFCo staff rather than an outside consultant. This puts the total proposed LAFCo budget at \$125,748, an increase of over \$50,000 from this fiscal year. The special district portion would be \$41,916, and GCSD's portion is estimated at approximately \$9,300.

- Do we support the budget and work plan as it is drafted, or as it was approved on May 13?
- Do you support on site training versus traveling to the LAFCo conference? Do we think training should be increased?
- Do we think more or less municipal service reviews should be completed?
- Do we think any other specialized studies should be included, such as a countrywide or south county fire MSR?

***Policies and Procedures for Tuolumne County LAFCo***

Included with this agenda item are the current Tuolumne County LAFCo procedures, last adopted in 2011. The current fiscal year work plan includes the update of these procedures, however they have not yet been thoroughly discussed by the Commission. The procedures do need to be updated to include special districts being on the Commission and other important items as listed below:

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- Include in the procedures the specific process for selection of the special district at large and alternate commissioners, as it is currently somewhat ambiguous.
- Recommend the term for the city and county commissioners be included as four-year appointments. They are required to be four-year terms, and we believe both the city and County rotate their commissioners yearly or every other year. This leaves their commissioners relatively inexperienced and requiring training each year.
- At 43 pages, we certainly want a table of contents.
- Update and correct the MSR section and recommend adding specific procedures on how MSRs will be conducted. We want to make sure that urban type growth has the appropriate service providers identified and annexations or out-of-area agreements executed.

**ATTACHMENTS:**

- Draft 2024/25 Budget and Workplan
- 2011 LAFCo procedures

# Tuolumne County LAFCO

LOCAL AGENCY FORMATION COMMISSION OF TUOLUMNE COUNTY

April 26, 2024

TO: LAFCO Commissioners

FROM: Quincy Yaley, AICP, Executive Officer

RE: Follow up Discussion and Direction on the Workplan and Budget for FY 2024-2025

Commissioners  
Steve Arreguin  
Glen Jacobs  
John Feriani  
David Goldemberg  
Ryan Campbell  
Matt Hawkins  
Mark Plummer

Alternates  
Adam Artzer  
Kathleen Haff  
Suzanne Cruz

Executive Officer  
Quincy Yaley, AICP

## REQUESTED ACTION

LAFCO Commissioners to discuss and provide direction to the Executive Officer on how to draft the Fiscal Year 2024-2025 Budget and Workplan.

## Background

Pursuant to Section 56381 of the California Government Code, LAFCO must adopt a final budget by June 15<sup>th</sup> of each year for the next fiscal year, which begins on July 1<sup>st</sup>. The Executive Officer brings the draft budget to the Commission at the May meeting, and the final budget will be heard at the June meeting. After approving the draft budget, the statute requires that it be sent to LAFCO members (the City of Sonora, County of Tuolumne, and all the Special Districts) in Tuolumne County for review and comment before adoption of final budget in June.

At the April 8, 2024 meeting, the Commission directed to have the Executive Officer bring a Staff to schedule a special meeting and bring a workplan that would fit within a \$80,000 budget. It was also requested to have a schedule with estimated costs of completing Municipal Service Reviews.

Attachments from the April 8, 2024 meeting, and additional information on Municipal Service Reviews are found in the agenda packet here: <https://www.tuolumnecounty.ca.gov/AgendaCenter/ViewFile/Agenda/04082024-2295>.

## Preliminary Workplan and Draft Budget

With a budget of \$80,000, the following workplan is proposed, in addition to working on any property owner/agency submitted applications (ie annexation for Groveland Community Services District):

- Complete Tuolumne Utilities District (TUD) and Jamestown Sanitary District (JSD) Municipal Service Review

Because the Commission decided to not amend the 23-24 Fiscal Year budget to include the full cost of the TUD and JSD MSR, those costs will need to be covered by the FY 2024-25 budget. Therefore, in order to achieve the direction from the April 8 meeting, the MSR for Tuolumne City Sanitary District (TCSD) and Tuolumne Park and Recreation District (TPRD) will need to be delayed until after FY 2024-25, unless funding is expanded beyond \$80,000.

With an \$80,000 annual budget, no new MSR would be completed next fiscal year; only the TUD and JSD MSR would be completed. Additionally, meetings will be reduced to match historical frequency prior to the FY 2023-25. Travel and training is recommended to be eliminated and staff and Commissioners would only receive free training (or training could be paid by Commissioner districts).

Due to the limited amount of MSR able to be completed with an \$80,000 budget and the reduction in training and meeting frequency, the Executive Officer has proposed an alternative budget for consideration. The workplan for the alternative budget includes the items above as well as having staff complete the TCSD and TPRD MSR. Additional meetings are proposed, as well as bringing in LAFCO Subject Matter Experts for in-house training in lieu of attending the CALAFCO conferences. Funding saved from not attending the conferences would be reallocated to completing the TCSD and TPRD MSR.

LAFCO BUDGET			
Cost Center	FY 2023-24	FY 24-25 LAFCO 4/8 MOTION (\$80K)	FY 24-25 EO ALTERNATIVE
Dues and Memberships	\$1,965	\$2,000	\$2,000
Office Expenses	\$500	\$500	\$500
Publications/Legal Notices	\$1,000	\$1,000	\$1,000
Travel and Training	\$16,350	\$0	\$5,000
Personnel and Consultants	\$58,000	\$76,624	\$117,248
<b>TOTAL</b>	<b>\$76,915</b>	<b>\$80,124</b>	<b>\$125,748</b>

Conclusion

Attachment A lists anticipated costs the April 8 Approved Motion from the Commission and an alternative proposal. The Executive Officer is requesting direction on the 2024-25 Fiscal Year Workplan and Budget. Formal approval of the draft budget is scheduled for May 13, 2024.

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**Attachment A. Budget Details and Municipal Service Review Schedule**

**A. Staff Time**

<i>General Staff Time Annual Costs (Not meeting or project related, includes RFP work)</i>	
Executive Officer	\$ 10,000
Legal Counsel	\$ 4,000
Administrative/Fiscal	\$6,000
<b>Total</b>	<b>\$ 20,000</b>

**B. Monthly Meeting Time/Costs**

<i>Staff</i>	<i>Hours</i>	<i>Rate</i>	<i>Total</i>
EO Prep	8	\$ 180	\$ 1,440
EO Attend	4	\$ 180	\$ 720
Clerk	12	\$ 83	\$ 996
Counsel	8	\$ 125	\$ 1,000
<b>TOTAL</b>	<b>Per meeting</b>		<b>\$ 4,156</b>

  

<b>April 8 Budget Direction</b>		<b>EO Alternative Budget</b>	
<b>4 meetings</b>	<b>\$16,624</b>	<b>8 meetings</b>	<b>\$33,248</b>

**C. Annual Travel/Training Costs**

<i>Training</i>	<i>Registration</i>	<i>Hotel (3 nts)</i>	<i>Travel/Meals</i>	<i>Cost per person</i>	<i>TOTALS</i>
Annual Conference (3 Commissioners, 2 Staff members)	\$650 per attendee	\$250 per night	\$500 per person	\$1,900	\$9,500 plus \$7K staff time
Annual Staff Training (2 Staff Members)	\$400 per attendee	\$250 per night	\$500 per person	\$1,650	\$3,300 plus \$7K staff time
<b>TOTAL</b>					<b>\$26,800</b>

  

<b>April 8 Budget Direction</b>	<b>\$0</b>	<b>EO Alternative Budget</b>	<b>\$5,000</b>
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**D. Workplan/Municipal Service Reviews FY 2024-25**

<i>District/Agency</i>	<i>Consultant (c)</i>	<i>LAFCO Staff (s)</i>
Tuolumne Utilities District	Finish Report: \$20,000	n/a
Jamestown Sanitary District	Finish Report: \$20,000	n/a
Tuolumne Park and Recreation	\$24,000	\$12,000
Tuolumne City Sanitary District	\$24,000	\$12,000

  

<b>April 8 Budget Direction</b>	<b>TUD (c), JSD (c)</b>	<b>\$40,000</b>
<b>EO Alternative Budget</b>	<b>TUD (c), JSD (c), TPRD (s), TCSD (s)</b>	<b>\$64,000</b>



Estimated Costs and Schedule for Municipal Service Reviews				
Municipal Service Review	Year Completed	Estimated Cost by Consultant (avg rate estimated)	Estimated Cost by Staff (average rate)	Estimated Completion Date
Jamestown Sanitary	2013	\$49,000	n/a	In Process-Complete FY 2024-25
Tuolumne Utilities District	2013	\$49,000	n/a	In Process-Complete FY 2024-25
Tuolumne Park and Recreation	2013	100 hours @ \$225 \$22,500	100 hours @ \$120 \$12,000	In Process-Complete FY 2024-25 w/Alternative Budget
Tuolumne Sanitary	2013	100 hours @ \$225 \$22,500	100 hours @ \$120 \$12,000	In Process-Complete FY 2024-25 w/Alternative Budget
Twain Harte CSD	2013	150 hours @ \$225 \$33,750	150 hours @ \$120 \$18,000	Complete FY 2024-25 w/Alternative Budget
City of Sonora	2018	200 hours @ \$225 \$45,000	200 hours @ \$120 \$24,000	Complete FY 2025-26
Groveland CSD	2020	200 hours @ \$225 \$45,000	200 hours @ \$120 \$24,000	Complete FY 2025-26
Tuolumne Fire Protection District	2018	150 hours @ \$225 \$33,750	150 hours @ \$120 \$18,000	Complete FY 2026-27
Combined Fire Districts Columbia Mi Wuk/Sugar Pine Jamestown Strawberry	2018	200 hours @ \$225 \$45,000	200 hours @ \$120 \$24,000	Complete FY 2026-27
Leland Meadows	2013	50 hours @ \$225 \$11,250	50 hours @ \$120 \$6,000	Complete FY 2026-27
Lighting Districts Groveland Tuolumne Rolling Hills Valle Vista Volponi Acres Columbia	2013	100 hours @ \$225 \$22,500	100 hours @ \$120 \$12,000	Complete FY 2027-28
Cemetery Districts Carter's Cemetery District Columbia Cemetery District Jamestown Cemetery District Oak Grove Cemetery District Shaws Flat-Springfield	2013	100 hours @ \$225 \$22,500	100 hours @ \$120 \$12,000	Complete FY 2027-28