LAFCO *of Monterey County*

LOCAL AGENCY FORMATION COMMISSION OF MONTEREY COUNTY

Agenda Item #14

Executive Officer Report

Adoption of a 2015 Municipal Service Review and Sphere of Influence Study of Cemetery Districts in Monterey County

AGENDA
ITEM
NO. 14

LAFCO *of Monterey County*

LOCAL AGENCY FORMATION COMMISSION
P.O. Box 1369 132 Gabilan Street, Suite 102
Salinas, CA 93902 Salinas, CA 93901
Telephone (831) 754-5838 Fax (831) 754-5831
www.monterey.lafco.ca.gov

KATE McKENNA, AICP
Executive Officer

DATE: December 7, 2015

TO: Chair and Members of the Formation Commission

FROM: Kate McKenna, AICP, Executive Officer

SUBJECT: 2015 MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE STUDY OF CEMETERY DISTRICTS IN MONTEREY COUNTY

SUMMARY OF RECOMMENDATIONS:

It is recommended that the Commission receive a report by the Executive Officer, conduct a public hearing, and adopt a Resolution (Attachment 1) to:

1. Find that the action is exempt from provisions of the California Environmental Quality Act (CEQA) as "information collection" under Section 15306 of the State CEQA Guidelines and based on the determination that this action does not have the potential for causing a significant effect on the environment (Section 15061(b)(3));

2. Adopt the *2015 Municipal Service Review and Sphere of Influence Study* (Attachment 2) for the eight public cemetery districts located entirely in Monterey County (Castroville Cemetery District; Cholame Valley Cemetery District; Gonzales Cemetery District; Greenfield Cemetery District; King City Cemetery District; San Ardo Cemetery District; San Lucas Cemetery District; and Soledad Cemetery District), and including a brief discussion of the Pajaro Valley Public Cemetery District for information only, as that multi-county District is under the jurisdiction of the Santa Cruz LAFCO;

3. Based on the study's recommended determinations, affirm the currently adopted Spheres of Influence of the eight cemetery districts located entirely in Monterey County, with no changes, and

4. Authorize the Executive Officer to proceed with implementing two follow-up actions:

    a. Develop a program of continuing educational and training outreach to assist special district staff and board members countywide, and

    b. Participate in developing a workshop with Greenfield-area local agencies – including the City of Greenfield, the County of Monterey, the Greenfield Cemetery, Fire Protection, Memorial, and Public Recreation Districts, and other interested parties – to explore potential opportunities for greater efficiencies of service delivery.

EXECUTIVE OFFICER'S REPORT:

State law requires LAFCO to periodically review and update the services and Spheres of Influence of all cities and special districts. In accordance with the Commission's adopted work program, LAFCO staff has prepared a comprehensive study of cemetery districts in the county. As described in the study, each of the districts is carrying out its mission and providing valued services to the community, though often grappling with substantial difficulties. The districts are not currently proposing any boundary or Sphere modifications, and no such changes are recommended by LAFCO staff. Key findings and recommended "post-study" follow-up actions are presented in the study's Executive Summary.

Agency Coordination and Public Notice

Because no changes are proposed to any of the districts' existing Spheres of Influence, State law and LAFCO's locally adopted policies require no public notice or hearing for this agenda item. However, as a "best practice," a hearing notice for this study was published in the November 12 issue of the Monterey County Weekly for the December 7 LAFCO meeting. Courtesy copies of the notice were also sent to known interested parties. Staff coordinated on earlier drafts of the study with representatives from each of the districts to help ensure accuracy and completeness. The public review draft is available for download from LAFCO's web site.

Respectfully Submitted,

Kate McKenna, AICP
Executive Officer

Attachments:
1. Draft Resolution
2. *2015 Municipal Service Review and Sphere of Influence Study*

CC:
Sylvia Vasquez, District Manager, Castroville Cemetery District
Dana Guidotti, District Manager, Gonzales and Soledad Cemetery Districts
Theresa Scattini, President, Greenfield Cemetery District
Phyllis Gonzales, Green's Accounting (Greenfield Cemetery District)
Samantha Johnsen, Bookkeeper, King City Cemetery District
Linda Larson, Trustee, San Lucas Cemetery District
Cindy Beal, Board Secretary, San Ardo Cemetery District
Marlene Thomason, Board Secretary, Cholame Valley Cemetery District
Robert Stanford, District Manager, Pajaro Valley Cemetery District
Patrick McCormick, Santa Cruz LAFCO

Prepared by: Thomas A. McCue, AICP, Senior Analyst

LAFCO *of Monterey County*

LOCAL AGENCY FORMATION COMMISSION OF MONTEREY COUNTY

Agenda Item #14.1

Draft LAFCO Resolution Making Determinations Adopting a 2015 Municipal Service Review and Sphere of Influence Study of Cemetery Districts in Monterey County

RESOLUTION NO. 15-XX

RESOLUTION OF THE LOCAL AGENCY FORMATION COMMISSION OF MONTEREY COUNTY MAKING DETERMINATIONS ADOPTING THE 2015 MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE STUDY OF CEMETERY DISTRICTS IN MONTEREY COUNTY

RESOLVED, by the Local Agency Formation Commission of Monterey County, State of California, that:

WHEREAS, State law requires that the Commission conduct periodic reviews and updates of the Sphere of Influence of each city and district in Monterey County (Government Code section 56425); and

WHEREAS, State law further requires the Commission to update information about municipal services before, or in conjunction with, adopting a Sphere update (Government Code section 56430); and

WHEREAS, the subject study pertains to the Castroville Cemetery District, Cholame Valley Cemetery District, Gonzales Cemetery District, Greenfield Cemetery District, King City Cemetery District, San Ardo Cemetery District, San Lucas Cemetery District and Soledad Cemetery District; and

WHEREAS, none of the subject districts is proposing modifications to its existing boundaries or Sphere of Influence; and

WHEREAS, LAFCO staff has met and consulted with representatives of the districts, and other known interested parties, and has received written information regarding current and expected growth boundaries, the location and characteristics of disadvantaged unincorporated communities, planned and present capacity of public facilities, adequacy of public services, financial ability to provide services, opportunities for shared facilities and services, government structure, and operational efficiencies; and

WHEREAS, the information gathered has provided the basis for preparation of a Municipal Service Review and Sphere of Influence Study and the Executive Officer has furnished a copy of this Study to each person entitled to a copy or expressing interest in receiving a copy, and

WHEREAS, the Commission has heard from interested parties, considered the Study and the report of the Executive Officer, and considered the factors determined by the Formation Commission to be relevant to this matter, including, but not limited to, factors specified in Government Code sections 56425(e) and 56430(a), and the Formation Commission's policies.

NOW, THEREFORE, the Local Agency Formation Commission of Monterey County does HEREBY RESOLVE, DETERMINE, AND ORDER as follows:

Section 1. The foregoing recitals are true and correct.

Section 2. Acting as Lead Agency pursuant to California Environmental Quality Act (CEQA) Guidelines, the Commission finds that this action is categorically exempt from the provisions of CEQA as "Information Collection" under Section 15306 of the CEQA Guidelines and based on the determination that this action does not have the potential for causing a significant effect on the environment (Section 15061(b)(3)).

Section 3. In evaluating the District's Sphere of Influence, the Commission has conducted a review of the services provided by the districts. This service review was conducted in accordance with Government Code section 56430. The analysis, conclusions and recommendations in this review were prepared with information provided by, and in consultation with, the districts. Data sources are available for review in the office of the Commission.

Section 4. In evaluating the service review, the Commission has considered a written statement of its determinations in accord with Government Code section 56430(a). These determinations are made with respect to each of the following seven areas:

a. Growth and Population Projections for the Affected Area.

b. The Location and Characteristics of any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence.

c. Present and Planned Capacity of Public Facilities, Adequacy of Public Services, and Infrastructure Needs or Deficiencies including Needs or Deficiencies.

d. Financial Ability of Agencies to Provide Services.

e. Status of, and Opportunities for, Shared Facilities.

f. Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies.

g. Any Other Matter Related to Effective or Efficient Service Delivery, as Required by Commission Policy.

Section 5. In evaluating the District's Sphere of Influence, the Commission has considered a written statement of its determinations, in accord with Section 56425(e) of the Government Code. These determinations, included in the Study, are made with respect to each of the following four areas and are incorporated by reference into this resolution.

a. The Present and Planned Land Uses in the Area, Including Agricultural and Open-Space Lands.

b. The Present and Probable Need for Public Facilities and Services in the Area.

c. The Present Capacity of Public Facilities and Adequacy of Public Services That the Agency Provides or is Authorized to Provide.

d. The Existence of any Social or Economic Communities of Interest in the Area if the Commission Determines That They Are Relevant to the Agency.

Section 6. The Commission has considered, as a part of its deliberations, all oral presentations and written communications received prior to the close of the public meeting.

Section 7. In accordance with Government Code section 56430, the Commission hereby adopts the *2015 Municipal Service Review and Sphere of Influence Study* for the eight public cemetery districts located entirely in Monterey County (Castroville Cemetery District; Cholame Valley Cemetery District; Gonzales Cemetery District; Greenfield Cemetery District; King City Cemetery District; San Ardo Cemetery District; San Lucas Cemetery District; and Soledad Cemetery District), and including a brief discussion of the Pajaro Valley Public Cemetery District for information only, as that multi-county District is under the jurisdiction of the Santa Cruz LAFCO.

Section 8. Based on the Study's recommended determinations, the Commission hereby affirms the currently adopted Spheres of Influence of the eight cemetery districts located entirely in Monterey County, with no changes, as shown on the attached map (Exhibit A).

Section 9. The Commission authorize the Executive Officer to proceed with implementing two follow-up actions:

a. Develop a program of continuing educational and training outreach to assist special district staff and board members countywide, and

b. Participate in developing a workshop with Greenfield-area local agencies—including the City of Greenfield, the County of Monterey, the Greenfield Cemetery, Fire Protection, Memorial, and Public Recreation Districts, and other interested parties—to explore potential opportunities for greater efficiencies of service delivery.

UPON MOTION OF Commissioner _____, seconded by Commissioner _____, the foregoing resolution is adopted this 7th day of December, 2015 by the following vote:

AYES:
NOES:
ABSENT:
ABSTAIN:

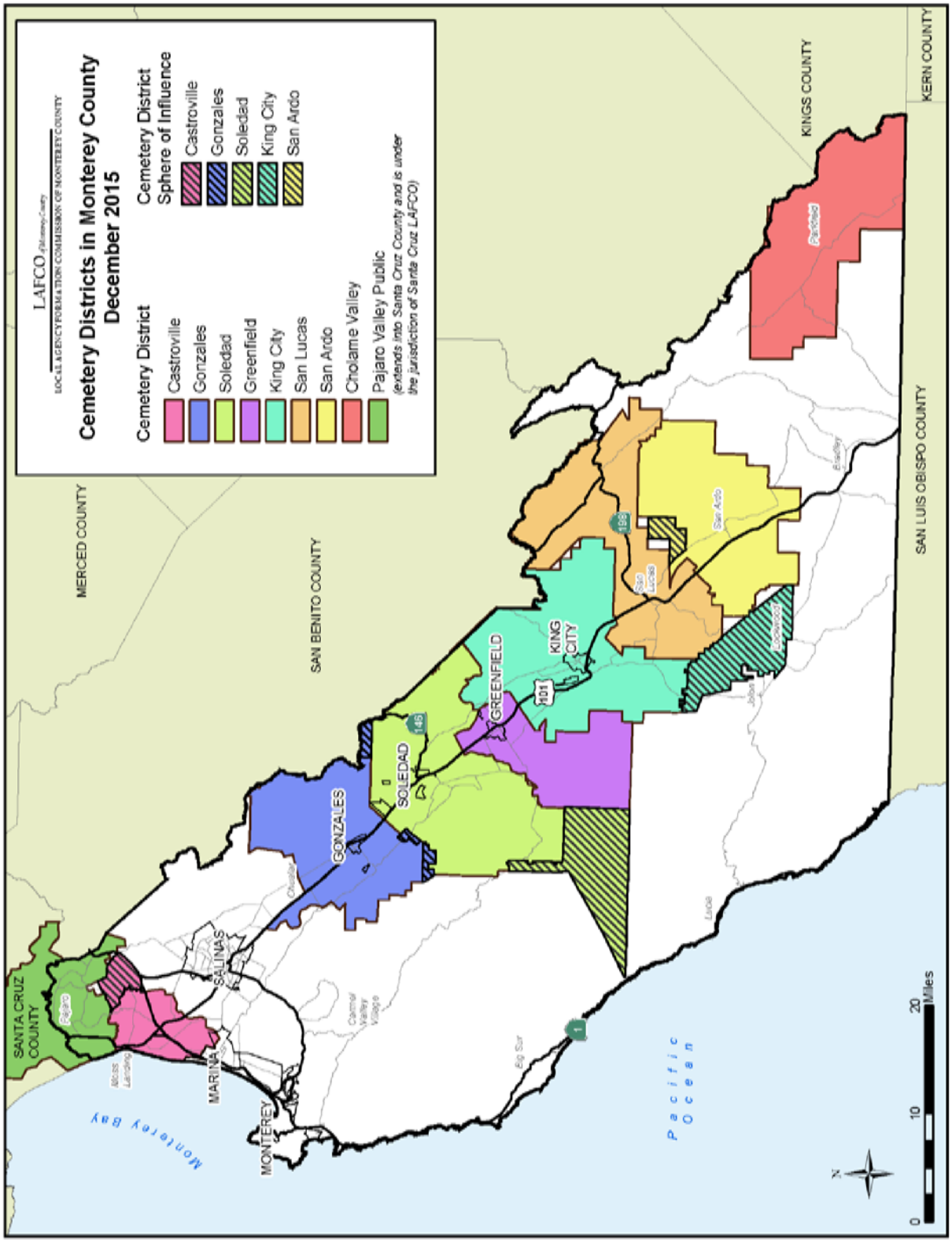
_____
Joe Gunter, Acting Chair
Local Agency Formation Commission of Monterey County

ATTEST: I certify that the within instrument is a true and complete copy of the original resolution of said Commission on file within this office.

Witness my hand this _____ day of December, 2015

By: _____
Kate McKenna, AICP, Executive Officer

Exhibit A


LAFCO
LOCAL AGENCY FORMATION COMMISSION OF MONTEREY COUNTY
Cemetery Districts in Monterey County
December 2015
Cemetery District
Castroville
Gonzales
Soledad
Greenfield
King City
San Lucas
San Ardo
Cholame Valley
Pajaro Valley Public
(extends into Santa Cruz County and is under the jurisdiction of Santa Cruz LAFCO)
Cemetery District
Sphere of Influence
Castroville
Gonzales
Soledad
King City
San Ardo
MERCED COUNTY
SAN BENITO COUNTY
KINGS COUNTY
KERN COUNTY
SAN LUIS OBISPO COUNTY
SANTA CRUZ COUNTY
Pajaro
Moss Landing
MARINA
SALINAS
MONTEREY
Monterey Bay
Carmel Valley Village
Big Sur
GONZALES
SOLEDAD
GREENFIELD
KING CITY
San Lucas
San Ardo
Bradley
Lucas
Pacific Ocean
146
101
198
1
0
10
20
Miles
N

LAFCO *of Monterey County*

LOCAL AGENCY FORMATION COMMISSION OF MONTEREY COUNTY

Agenda Item #14.2

2015 Municipal Service Review and Sphere of Influence Study of Cemetery Districts in Monterey County

Attachment 14.2

LAFCO *of Monterey County*

LOCAL AGENCY FORMATION COMMISSION OF MONTEREY COUNTY

2015 Municipal Service Review and Sphere of Influence Study

The Cemetery Districts of Monterey County

Public Review Draft – December 7, 2015

[This page left blank intentionally.]

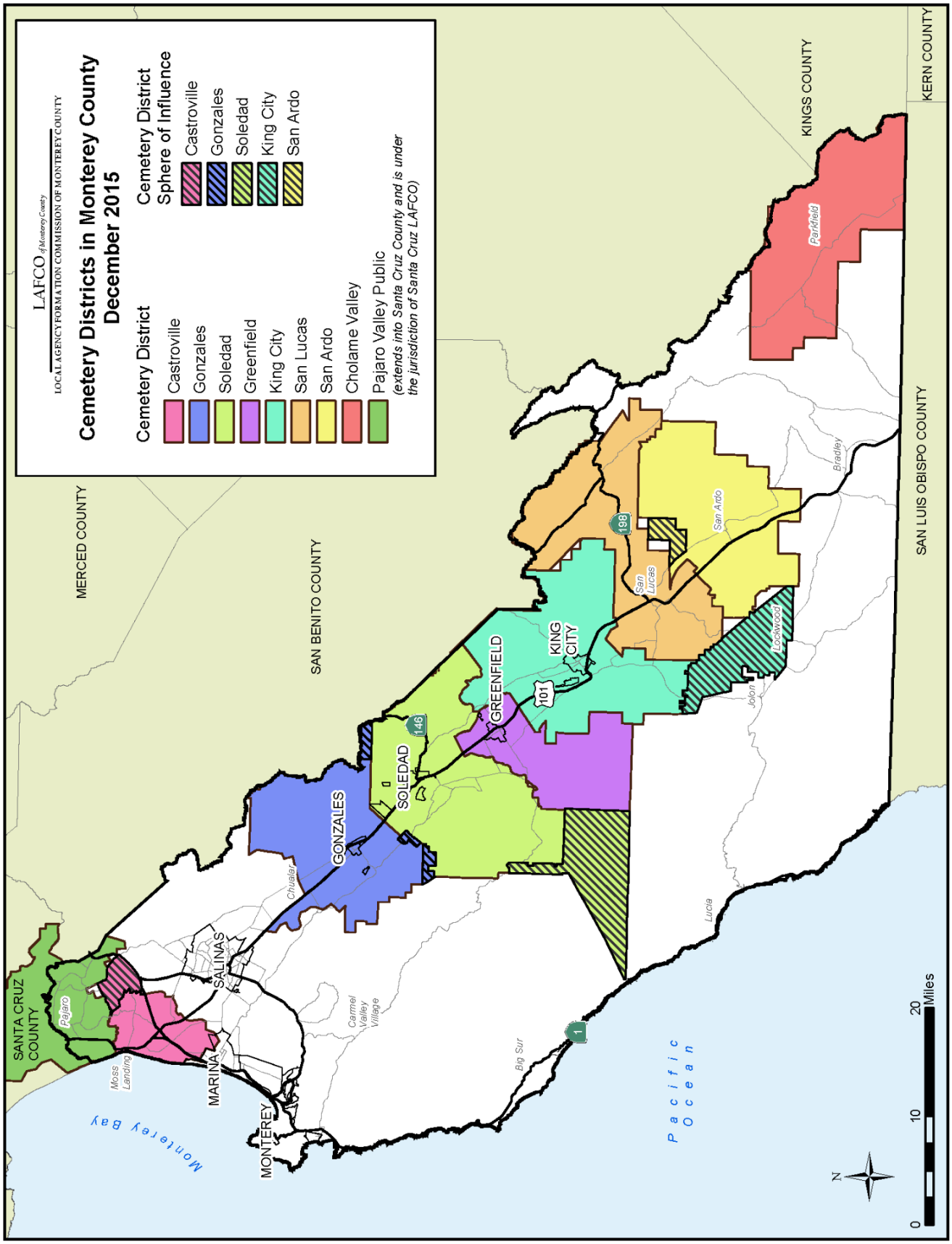
Table of Contents

EXECUTIVE SUMMARY 4
- Map of Cemetery Districts 4
- Introduction 5
- Table of Summary Area, Population, Burials and Financial Data 6
- Report Overview and Organization 7
- Key Findings 7
- Recommended Actions 10

DISTRICT PROFILES 11
- Castroville Cemetery District 13
- Gonzales Cemetery District 19
- Soledad Cemetery District 25
- Greenfield Cemetery District 31
- King City Cemetery District 37
- San Lucas Cemetery District 43
- San Ardo Cemetery District 49
- Cholame Valley Cemetery District 55
- Pajaro Valley Public Cemetery District 61

DETERMINATIONS 65
- Scope and Summary of Recommendations 65
- Municipal Service Review Determinations 65
- Sphere of Influence Determinations 67

APPENDIX 69
- Sources and Acknowledgements 69
- Glossary of Cemetery Terms 69


LAFCO of Monterey County
LOCAL AGENCY FORMATION COMMISSION OF MONTEREY COUNTY
Cemetery Districts in Monterey County
December 2015
Cemetery District
Castroville
Gonzales
Soledad
Greenfield
King City
San Lucas
San Ardo
Cholame Valley
Pajaro Valley Public
(extends into Santa Cruz County and is under the jurisdiction of Santa Cruz LAFCO)
Cemetery District Sphere of Influence
Castroville
Gonzales
Soledad
King City
San Ardo
MERCED COUNTY
SAN BENITO COUNTY
KINGS COUNTY
KERN COUNTY
SAN LUIS OBISPO COUNTY
SANTA CRUZ COUNTY
Pajaro
Moss Landing
MARINA
SALINAS
MONTEREY
Monterey Bay
Chualar
GONZALES
SOLEDAD
146
GREENFIELD
101
KING CITY
198
San Lucas
San Ardo
Bradley
Lockwood
Jolon
Parkfield
Lucia
Big Sur
Carmel Valley Village
1
Pacific Ocean
N
0
10
20
Miles

EXECUTIVE SUMMARY

INTRODUCTION

This report provides information about the services and boundaries of eight public cemetery districts that are located entirely in Monterey County: **Castroville, Gonzales, Soledad, Greenfield, King City, San Lucas, San Ardo and Cholame Valley**. The report also provides brief information about the **Pajaro Valley Public Cemetery District,** a multi-county district that is under the jurisdiction of Santa Cruz LAFCO.

The California Legislature authorized the creation of public cemetery districts in 1909. Eight cemetery districts were formed entirely in Monterey County. Most were formed to maintain pre-existing cemeteries that were originally built by pioneers, non-profit organizations and religious institutions. All are responsible for owning, maintaining, expanding and operating specific cemeteries within their boundaries. As shown in the map on Page 4, public cemetery districts are concentrated in rural communities in the southern Salinas Valley and North Monterey County. Cemetery districts were first formed in Soledad, Gonzales and King City (the late 1930s), followed by Greenfield (1943) and Castroville, San Ardo and Cholame Valley (1950s). The San Lucas Cemetery District was formed in 1974. The Pajaro Valley Public Cemetery District, centered in Santa Cruz County and serving portions of northern Monterey County, was formed in 1955.

Table 1 (Page 6) is a summary of basic information about all nine cemetery districts. The districts serve an area of about 1,300 square miles in Monterey County. Almost 100,000 or 23 percent of Monterey County residents live within the boundaries of a public cemetery district. The eight districts located entirely in Monterey County inter approximately 175 residents a year, and the Pajaro Valley district may inter another 40 Monterey County residents a year. Together, the cemetery districts bury nearly nine percent of the people who die each year in Monterey County.[1] Cemetery districts offer residents and property owners inside their boundaries the opportunity for internment in local communities. County residents outside of cemetery districts may receive services from municipal cemeteries (Monterey and Pacific Grove), and from a variety of private and religious cemeteries and cremation services. Veterans in the region will soon have the opportunity for internment at the California Central Coast Veterans Cemetery on the former Fort Ord.

This report is for use by the Local Agency Formation Commission of Monterey County in conducting a statutorily required service review and Sphere of Influence update process for the eight cemetery districts under the jurisdiction of this LAFCO. State law (the Cortese-Knox-Hertzberg Act) requires that the Commission conduct a periodic review and update of the Spheres of Influence of all cities and districts in Monterey County (Government Code section 56425(e)). The report is also intended to inform the general public about the districts' services and accomplishments, as well as the challenges they experience in carrying out their work. In addition, the process of conducting this study served as an outreach opportunity with a goal of assisting districts to operate efficiently and in compliance with State laws.

[1] This percentage is based on an estimated 2,436 deaths per year in the County. The County's population in 2010 was approximately 415,000. The Monterey County Health Department estimates that the mortality rate in the County from 2008 to 2010 was 586.7 people per 100,000 (Monterey County 2013 Community Health Assessment).

Table 1: Monterey County Cemetery Districts Summary Area, Population, Burials and Financial Data								
Cemetery District	a. [4] Area (sq. mi.)	b. [4] Population (2010)	c. [5] Estimated Burials per Year	d. [6] FY 2015-16 Budgeted Revenue	e. Revenues Per Capita ("d/b")	f. [7] Total Net Income (for five years between FY 2010-11 and 2014-15)	g. [8] Current Assets (6-30-15)	h. [9] Endow-ment Care Fund (6-30-15)
Castroville	44.9	13,024	30-35	$163,165	$13	$ 237,292	$449,700	$191,066
Gonzales	153.4	10,649	25	$98,000	$9	$ (54,549)	$187,328	$29,966
Soledad[1]	209.7	17,328	30	$131,300	$8	$ (67,039)	$218,371	$143,265
Greenfield	102.4	17,411	30	$108,200	$6	$ 47,745	$210,981	$127,112
King City	204.1	15,760	50-55	$245,521	$16	$ 81,731	$523,253	$342,010
San Lucas	191.4	822	2-3	$16,190	$20	$ (47,462)	$30,598	$0
San Ardo[2]	165.2	839	n/a	$20,380	$24	$ 12,429	Not available	Not available
Cholame Valley	181.7	169	1	$0	$0	$ 4	Not available	$0
Total of 8 Districts entirely in Monterey Co.	1,256.8	76,002	Approx. 175	$782,756	$10	$ 210,151	Not applicable	Not applicable
Pajaro Valley Public[3]	162.6/ 47.7 in Monterey County)	95,088/ 18,646 in Monterey County)	175-200 (approx. 40 in Monterey County)	$938,500	$10	Not available	Not available	$1.2 million

Notes and Data Sources:

1. **Soledad Cemetery District:** The population listed for Soledad excludes an estimate of the institutional prison population: 10,103.
2. **San Ardo Cemetery District:** The revenues, income and assets listed for the San Ardo Cemetery District are from the State Controller's Office for Fiscal Year 2013-14. No more current data is available.
3. **Pajaro Valley Public Cemetery District:** This district is briefly discussed in this review. It is under the jurisdiction of Santa Cruz LAFCO, which completed a Service and Sphere Review for the District in April 2015.
4. **Area and Population** were calculated from the County of Monterey Geographical Information System (GIS) and 2010 US Census Tract data.
5. **Estimated Burials per Year** were provided by District.
6. **Budgeted Revenue** can include property tax revenues, sales of cemetery plots, fees for service, interest on district investments, grants and donations.
7. **Total Net Income** is the difference between revenue and expenditures/expenses over a five-year period as indicated within District audits, "profit and loss statements," and the California State Controller's Office. Districts typically include depreciation as an expenditure/expense. The number listed above, with one exception as noted, is the total for the five years from July 1, 2010 through June 30, 2015.
8. **Current Assets** are shown in District audits and "balance sheets." Current Assets include cash and investments, net accounts receivable, taxes receivable, current notes receivable, prepaid expenses, and inventory. The principal and interest on a District's Endowment Care Fund are included within "Current Assets." Capital assets – land, buildings and equipment – are not Current Assets.
9. **Endowment Care Fund** is the balance of monies collected by the district from purchasers which is kept in trust for the maintenance and upkeep of the cemetery. This data is contained on district balance sheets for June 30, 2015.

REPORT OVERVIEW AND ORGANIZATION

This **Executive Summary** presents a brief overview of the current study, the study's key findings, and recommended actions.

The **District Profiles** chapter contains individual profiles for each of the cemetery districts in Monterey County, highlighting each agency's specific characteristics, opportunities, and challenges.

The **Determinations** chapter is organized by the statutory determinations required for all Municipal Service Reviews and Sphere of Influence studies pursuant to the Cortese-Knox-Hertzberg Act. The chapter provides recommended Municipal Service Review determinations for all eight of the cemetery districts that are located entirely in Monterey County. It also provides Sphere of Influence determinations for these districts. No Sphere changes have been requested by the districts or determined by staff to be warranted at the present time.

A brief **Appendix** contains Sources and Acknowledgements and a Glossary of Cemetery Terms.

KEY FINDINGS

In 1983, LAFCO first created Spheres of Interest for local agencies, including cemetery districts. At that time, LAFCO noted that "…the Cemetery Districts operate on tight and relatively small budgets and … a considerable amount of work and materials are donated by concerned and caring citizens who live in these districts." This finding remains as true in 2015 as it was 32 years ago.

Following are the key findings of the Municipal Service Review and Sphere of Influence Study:

1. **Public cemetery districts in Monterey County were created to address community needs and continue to meet these needs today.**

   Each cemetery district is deeply connected with the community that it serves. Public cemeteries link neighbors with neighbors and allow residents to work together to meet community needs. The cemeteries also link present and past residents of communities in a strong symbolic way.

   Most of Monterey County's eight public cemetery districts were formed to maintain pre-existing cemeteries that were originally built by pioneers, non-profit organizations and religious institutions. Often, these districts are the only providers of cemetery services to their local cities and unincorporated communities. All of the cemetery districts in Monterey County continue to actively perform their missions to provide efficient, cost–effective and respectful community services, to the best of their abilities.

2. **The business of cemeteries is changing.**

   The percentage of Americans choosing cremation is increasing with 40% of all Americans who died in 2010 being cremated. Cremated remains can be buried, placed in a memorial wall, retained in an urn or scattered. The impact of this cultural change on cemeteries is that fewer full-body burials, or burials

of any kind, are performed. This change has an impact on the finances of a cemetery, and some of the local cemeteries are adapting by providing facilities to accommodate cremations. Also, establishment of the California Central Coast Veterans Cemetery on the former Fort Ord may slightly reduce the demand for burials in other cemeteries in this region.

3. **Many local cemetery districts face sustained financial difficulties.**

   Local cemetery districts experience a wide range of financial conditions and vulnerability. Many districts are challenged by significant financial pressures from limited, or nonexistent, property tax revenues, higher employment costs for any staff or contractors, flat user fees, increasingly complex State requirements, and other factors. Most cemeteries are older facilities and many are in need of, or have already undergone, costly renovations and upgrades to remain functional or current. Six of the eight cemetery districts wholly in Monterey County have experienced at least one year of negative cash flow in the past five years[2]. Three districts have spent more monies than they received over the entire five-year period from July 2010 through June 2015 as can be seen on Table 1. On the other hand, some of the districts are able to remain financially sound and sustainable. For example, the King City Cemetery District consistently keeps expenditures within revenue and maintains over $500,000 in current assets.

4. **Cemetery districts can benefit from partnerships and a sharing of resources. Potential future opportunities for greater efficiency of service delivery are particularly relevant in the Greenfield area.**

   Opportunities are available for the sharing of resources and expertise among cemetery districts. Many of the cemetery districts already take advantage of efficiency and cost-sharing measures, including the shared use of equipment, staff and contracted services. Those districts with more resources are generous with their assistance to districts with fewer resources. Districts with few or no financial resources rely on a tradition of community pride with capable volunteer assistance and fundraising efforts. Cemetery districts are encouraged to continue to work with neighboring special districts, nearby cities and private cemeteries to explore new ways of reducing costs and greater efficiencies, where possible.

   A December 2015 municipal service review for special districts in the Salinas Valley identified an overlap of local agency services in the Greenfield area. This area is served by the City of Greenfield and four special districts that provide fire prevention, parks and recreation, public assemblage and cemetery services. A strong potential appears to exist for increased collaboration, in the form of shared services or facilities/equipment, sharing of staff or administrative/organizational resources, or other partnerships to meet the community's needs as efficiently and economically as possible. This issue was also highlighted in a 2006 LAFCO study of the Greenfield area.

   As a follow-up step, LAFCO staff will recommend the development of a joint workshop of City and special district representatives to review all existing agencies' services within the Greenfield community and discuss potential future opportunities for greater efficiency.

[2] One additional cemetery district received virtually no income and has no expenditures.

5. **Requirements for public transparency and accountability have increased, and cemetery districts have made progress in addressing these requirements. Additional measures can and should be taken for full compliance with these requirements. LAFCO can play a role in providing continuing educational and training outreach to assist special district staff and board members.**

   State laws increase in number and complexity each year. Compliance is a challenge for all districts. All of the studied districts are undaunted in their commitment to serve their communities to the best of their abilities. All respond to legal requirements to the extent that their resources permit them to do so. Levels of compliance vary from district to district, and some implement best management practices that go above and beyond the basics. Smaller districts have particular difficulty in keeping up with current requirements for financial and audit reporting, transparency and accountability, the conduct of meetings, personnel practices, insurances, contracting provisions, and Trustee and staff-required training. Some cemetery districts also have difficulties in finding residents to fill all Trustee positions. As a whole, State requirements are a significant responsibility and burden for local agencies. For example, one local cemetery district has budgeted over half of its current year revenues for audit and accounting services. In summary, the eight cemetery districts in Monterey County have achieved varying levels of compliance with applicable State requirements.

   Small districts often have limited access to resources. Education was a focus of this Service Review and Sphere of Influence Study. Early in the process, LAFCO staff provided all cemetery districts with a summary of State requirements and best practices for the operation of a public agency. Staff also shared information about some of the professional development training and technical assistance resources available to special districts. This information was well received by various District Trustees and staff. Some District representatives spoke of the need for more training about their roles and responsibilities.

   As a follow-up step, LAFCO staff will recommend that the Commission consider a new work program item for 2016. The recommendation is to compile and distribute a suggested orientation package for new Trustees/Board members and staff members of small special districts and to establish a clearinghouse of professional development training and technical assistance resources. Depending on district representatives' interests and needs, similar opportunities may exist for an annual board member training update or other information-sharing events. These resources would not be limited to cemetery districts, but would be open to all special districts countywide.

6. **Current Spheres of Influence and boundaries for cemetery districts are adequate.**

   Boundaries of cemetery districts in Monterey County have remained substantially unchanged since their formations. There are several reasons for this continuity. First, the original boundaries were large enough to include most of the populated areas. Second, some of the districts adjoin each other and so there are few contiguous parcels available for expansion. Finally, since 1978, State law provides no additional property tax revenues, or other financial incentives, for the expansion of a cemetery district. While several cemetery districts have Spheres of Influence outside of their district boundaries, only the Castroville Cemetery District's Sphere has a large population beyond the District boundaries. More than 6,100 people in the unincorporated Prunedale area live in the Castroville Cemetery District's Sphere but are not District residents. At present, the District has no plans for annexation.

RECOMMENDED ACTIONS

Based on the Study's recommended determinations, the Executive Officer recommends that LAFCO consider and adopt a resolution to:

1. Find that the action is exempt from provisions of the California Environmental Quality Act (CEQA) as "information collection" under Section 15306 of the State CEQA Guidelines and based on the determination that this action does not have the potential for causing a significant effect on the environment (Section 15061(b)(3));

2. Adopt the *2015 Municipal Service Review and Sphere of Influence Study* for the eight public cemetery districts located entirely in Monterey County (Castroville Cemetery District; Cholame Valley Cemetery District; Gonzales Cemetery District; Greenfield Cemetery District; King City Cemetery District; San Ardo Cemetery District; San Lucas Cemetery District; and Soledad Cemetery District), and including a brief discussion of the Pajaro Valley Public Cemetery District for information only, as that multi-county District is under the jurisdiction of the Santa Cruz LAFCO, and

3. Affirm the currently adopted Spheres of Influence of the eight cemetery districts located entirely in Monterey County, with no changes.

4. Authorize the Executive Officer to proceed with implementing two follow-up actions:

    a. Develop a program of continuing educational and training outreach to assist special district staff and board members countywide, and

    b. Participate in developing a workshop with Greenfield-area local agencies—including the City of Greenfield, the County of Monterey, the Greenfield Cemetery, Fire Protection, Memorial, and Public Recreation Districts and other interested parties—to explore potential opportunities for greater efficiencies of service delivery.

DISTRICT PROFILES

This chapter contains a review of each of the eight cemetery districts located entirely within Monterey County. These districts are the:

- Castroville Cemetery District;
- Gonzales Cemetery District;
- Soledad Cemetery District;
- Greenfield Cemetery District;
- King City Cemetery District;
- San Luca Cemetery District;
- San Ardo Cemetery District, and
- Cholame Valley Cemetery District.

District profiles begin with an introductory section and a district map. They also include sections for District Boundaries and Sphere of Influence, Facilities and Services, Governance/Transparency and Accountability, Finance, Challenges and Opportunities and a Summary. The profile for the San Ardo Cemetery District is abbreviated because LAFCO has only limited information about this district.

In addition, this chapter includes a summary profile of the Pajaro Valley Public Cemetery District. This district serves residents of North Monterey County, although it is primarily located in Santa Cruz County. The Pajaro Valley Public Cemetery District is under the jurisdiction of Santa Cruz LAFCO, which completed a Service and Sphere Review for it in April 2015.

[This page left blank intentionally.]

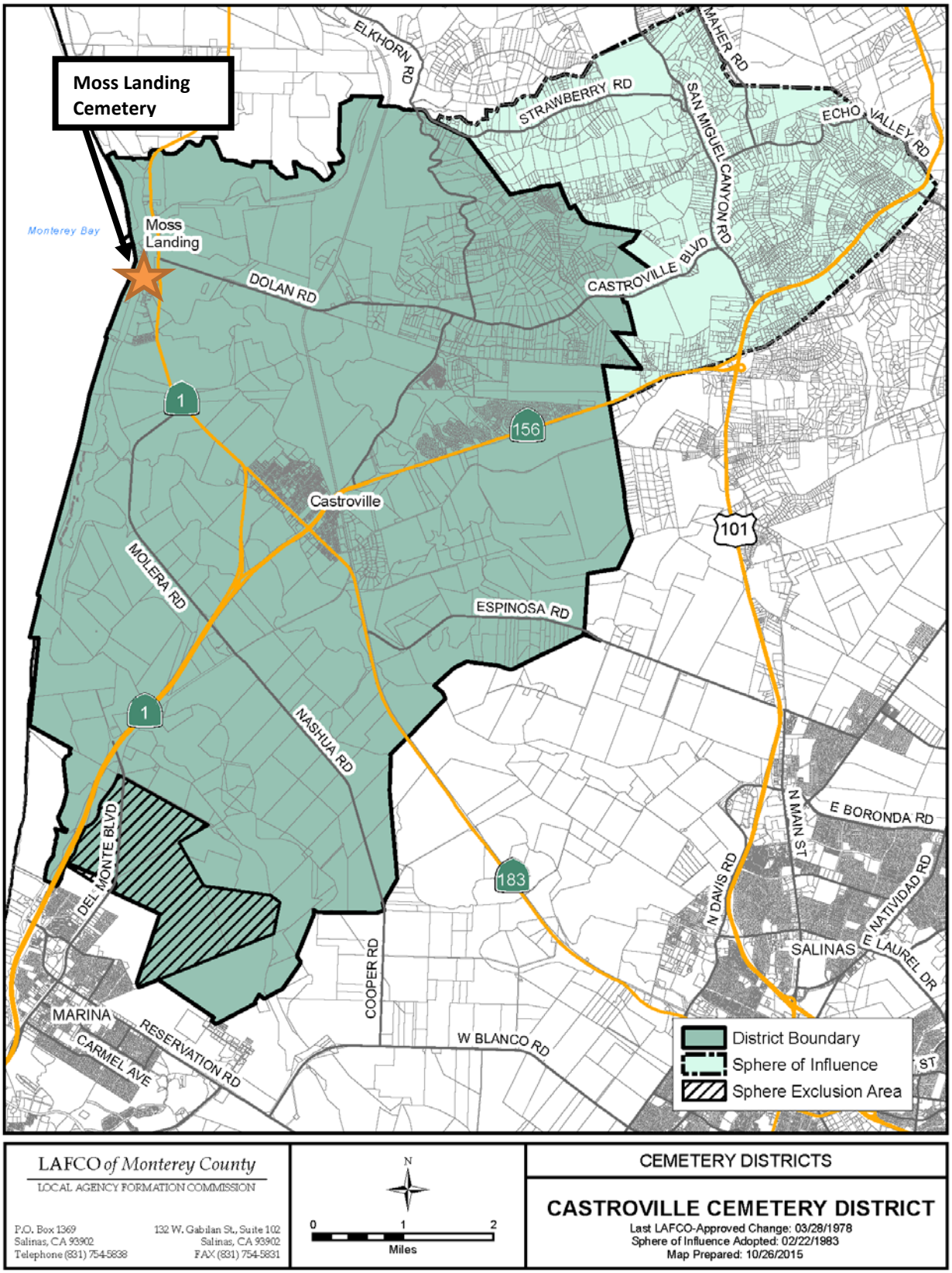
Castroville Cemetery District

8442 Moss Landing Road, Moss Landing, CA 95039
831-633-5186

Castroville Cemetery District – At A Glance	
Formation Date	December 1, 1952
Legal Authority	Health & Safety Code, Sections 9000-9093
Board of Trustees	Five-member governing board whose members are appointed to four-year terms by the Monterey County Board of Supervisors
District Area	Approximately 44.9 square miles
Sphere of Influence	Approximately 11.1 square miles beyond District boundaries
Population (2010 est.)	13,024 (with an additional 6,143 in the Sphere of Influence)
Budgeted Revenue (FY 2015-16)	$163,165
Approximate Annual Revenue Per District Resident	$13
General Manager	Silvia Vazquez
Employees	One full-time general manager and one part-time maintenance worker
Cemetery	8442 Moss Landing Road, Moss Landing

Introduction

The Castroville Cemetery District provides cemetery and burial services for the unincorporated communities of Castroville, Moss Landing, Prunedale, Oak Hills, and Elkhorn. Following formation, the District purchased two adjoining private cemeteries in Moss Landing, one affiliated with the Catholic Church and the other affiliated with Protestant churches. Upon purchase, the cemeteries were merged into a single public cemetery that continues to the serve the District. The District's cemetery in Moss Landing is the only public cemetery in the North County area. The Cemetery accommodates 30 to 35 burials a year. The District General Manager estimates that the cemetery can accommodate interments for an additional 75 years.


Moss Landing Cemetery
Monterey Bay
Moss Landing
ELKHORN RD
STRAWBERRY RD
MAHER RD
SAN MIGUEL CANYON RD
ECHO VALLEY RD
DOLAN RD
CASTROVILLE BLVD
1
156
Castroville
101
MOLERA RD
ESPINOSA RD
NASHUA RD
DEL MONTE BLVD
183
N MAIN ST
E BORONDA RD
N DAVIS RD
E NATIVIDAD RD
SALINAS
E LAUREL DR
COOPER RD
MARINA
RESERVATION RD
CARMEL AVE
W BLANCO RD
District Boundary
Sphere of Influence
Sphere Exclusion Area
LAFCO of Monterey County
LOCAL AGENCY FORMATION COMMISSION
P.O. Box 1369
Salinas, CA 93902
Telephone (831) 754-5838
132 W. Gabilan St., Suite 102
Salinas, CA 93902
FAX (831) 754-5831
N
0
1
2
Miles
CEMETERY DISTRICTS
CASTROVILLE CEMETERY DISTRICT
Last LAFCO-Approved Change: 03/28/1978
Sphere of Influence Adopted: 02/22/1983
Map Prepared: 10/26/2015

DISTRICT BOUNDARIES AND SPHERE OF INFLUENCE

The Castroville Cemetery District covers approximately 45 square miles. The Pajaro Valley Public Cemetery District, which is primarily located in Santa Cruz County, borders the Castroville Cemetery District to the north.

Portions of the Castroville Cemetery District originally included areas within the City of Marina, but these southern areas were detached in 1978. In 1983, the District's Sphere of Influence was reduced to exclude land within the City of Marina's Sphere of Influence. This reduction was made to indicate that while these areas remain in the District, they should be considered for detachment if and when the City annexes the area. This designation on lands within the District boundaries has been shown as a "Sphere Exclusion Area" in LAFCO maps since 1983. The District map in this report continues to show this designation consistent with the Commission's 1983 direction.[3]

The Sphere of Influence beyond the District's boundaries extends over approximately eleven square miles in unincorporated Prunedale and is home to over 6,000 residents. The District is not now considering the annexation of this area. Since the passage of Proposition 13 in 1978, there is little incentive for a cemetery district to request annexation because it brings no new tax revenues.

There are also populated areas in Prunedale that are not within the boundaries of a cemetery district. A 2015 Santa Cruz LAFCO study noted that these areas are adjacent to both the Castroville and the Pajaro Valley Public Cemetery Districts and that LAFCO of Monterey County would be examining the possibility of expansion into that area by the Castroville Cemetery District. During the preparation of this service review, LAFCO raised the possibility of expansion of the Sphere of Influence to the Castroville Cemetery District, and District Trustees chose not to pursue it because there would be no attendant tax benefits. This topic may be raised again in the future by one or both of the adjacent cemetery districts.

FACILITIES AND SERVICES

The District operates a single cemetery in the Moss Landing area on Moss Landing Road. Presently eight acres are developed. An additional five and a half acres to the west and rear of the property remain undeveloped. The availability of this land enables the District to estimate that it can accommodate

[3] One parcel is currently in the corporate boundaries of both the City of Marina and the Castroville Cemetery District. This City-owned 405-acre parcel, APN 031-111-036, was annexed to Marina following the City's incorporation. Detachment from the District was not processed at the time of annexation. The effect of this overlap is negligible because the parcel is exempt from property taxation and is uninhabited.

interments for at least the next 75 years. The cemetery grounds include a 1,656 square foot office/chapel building, a niche wall for cremains and a maintenance shed.

The Cemetery accommodates 30 to 35 burials a year. LAFCO's 2006 Municipal Services Review noted that the District then accommodated 45 to 50 interments. The District Manager has stated that the decrease is due to societal changes that include an increase in cremations and the practice of scattering ashes. The California Central Coast Veterans Cemetery on the former Fort Ord may slightly reduce the demand for burials at Moss Landing.

GOVERNANCE /TRANSPARENCY AND ACCOUNTABILITY

The District is governed by a five-member Board of Trustees appointed by the Monterey County Board of Supervisors. The Board meets the second Tuesday of every month at 6:00 in the evening. Most meetings are held at the Castroville Public Library. Meeting agendas are posted in front of the District Office and at the Our Lady of Refuge Catholic Church.

The District maintains a Policy Manual and Bylaws that were approved and adopted February 8, 2012. The manual includes a mission statement, general provisions and government and a section on personnel that includes job descriptions, duties and a code of conduct among others. District Trustees are current on the filing of the State-required conflict of interest disclosures (Form 700) and ethics training.

The General Manager and Board of Trustees plan to add a reimbursement policy and new sick-leave law changes into the personnel section of the Policy Manual and Bylaws.

The District maintains membership in the California Association of Public Cemeteries (CAPC), which allows District staff and Trustees to attend CAPC trainings to gain a greater understanding of best practices, industry standards and changes in State law.

FINANCE

Revenue sources include property taxes, user fees and interest on investments. The proportion of revenues derived from property taxes was budgeted at 48% for the current fiscal year. Most remaining revenues come from cemetery user fees.

In the current fiscal year, approximately 56% of all District expenditures are budgeted for personnel expenditures for a general manager and maintenance worker. The District has no long-term debt.

The District is behind in conducting audits of District finances but has continued to submit yearly financial statements to the State Controller's Office and County Auditor as required by law. At the time of the writing of this report, the District has recently completed an audit for the year ending June 2012 and is in progress on audits through June 2015.

The Castroville Community Foundation, started recently through the assistance of former Monterey County Supervisor Louis Calcagno, plans to fundraise for the District. As reported by a Trustee, the Foundation's structure includes "pro bono" services by a local lawyer and an accountant.

A single burial, including the lot, endowment fund, concrete vault, vault handling fee, opening and closing and sales tax costs between $3,256 and $3,556 depending on its location. The burial of a non-District resident would increase this fee by $600.

Through Fiscal Year 2013-14, the District has had a healthy surplus of revenues over expenditures as shown in the table below. The District experienced a slight deficit in the last fiscal year. The District General Manager has identified two reasons for increased costs. The first is that the District has started an

Castroville Cemetery District Summary of Revenues and Expenditures, Fiscal Years 2011-12 through 2015-16 (in dollars)						
Fiscal Year (Data Source)	**2010-11 (audited)**	**2011-12 (audited)**	**2012-13 (unaudited)**	**2013-14 (unaudited)**	**2014-15 (unaudited)**	**2015-16 (budgeted)**
Revenues	158,810	165,524	141,586	187,555	138,879	163,165
Expenditures	79,746	96,118	114,231	122,672	142,295	163,165
NET INCOME	79,064	69,406	27,355	64,883	(3,416)	0

Lavorato and Darling, Inc., Castroville Cemetery District, Financial Statements and Independent Auditor's Reports for the Years Ending June 30, 2012 and 2011, Castroville Cemetery District Profit & Loss Statement (FY 2013-14 and 2014-15), and District Fiscal Year 2015-16 budget. Amounts listed are from both the District's "Government Fund" and "Fiduciary [Endowment] Fund."

ambitious program of capital improvements including adding gates and trees to the facility. Some of the costs for future capital improvements are now planned for Community Foundation funding, which will reduce the need for ongoing District expenditures. A second increase in expenses has been caused by unexpectedly high costs from the use of contract labor for interments. The District is currently exploring the addition of a staff maintenance worker that would reduce future expenses for contract labor.

The table below contains information about the District's assets. The District has used its significant net income from the early part of this decade to increase its assets. Net assets are an indicator of a District's

Castroville Cemetery District Summary of District Assets, Fiscal Years 2010-2011 through 2014-15 (in dollars)						
Fiscal Year Ending (Data Source)		**June 30, 2011 (audited)**	**June 30, 2012 (audited)**	**June 30, 2013 (unaudited)**	**June 30, 2014 (unaudited)**	**June 30, 2015 (unaudited)**
Assets	**Current**	301,836	372,907	418,036	476,080	449,700
	Total	353,372	424,361	472,514	526,741	515,781
Liabilities		66,012	66,012	67,677	85,451	77,923
Total Net Assets		123,799	287,360	356,684	387,063	448,818

Lavorato and Darling, Inc., Castroville Cemetery District, Financial Statements and Independent Auditor's Reports for the Years Ending June 30, 2012 and 2011, Castroville Cemetery District Balance Sheet (FY 2013-14 and 2014-15). Assets listed are from both the District's "Government Fund" and "Fiduciary [Endowment] Fund."

depth of financial resources. The District's Fiscal Year 2014-15 balance sheet states that $191,066, or 43% of the District's current assets, are kept in an endowment care fund. Only the interest earned on this State-required trust fund may be used for the care, maintenance, and embellishment of the cemetery. The endowment fund principal must be maintained in perpetuity and is not available to be spent.

CHALLENGES AND OPPORTUNITIES

Governance and Transparency: The Castroville Cemetery District is governed by a full Board of Trustees and operational policies in place. The District is encouraged to establish some presence on the web, potentially in conjunction with other districts, through a California Special Districts Association service, or independently.

Shared Services and Other Partnerships: The District may achieve some organization or financial efficiencies by a sharing of personnel or resources with the adjacent Pajaro Valley Public Cemetery District or one of the other local special districts that provide recreation, water, sewer and harbor services. The District is broadening its fundraising ability through the recently established Castroville Community Foundation.

Finance: The District prepares detailed financial reports, but has fallen behind in completing audits since June 30, 2012. The preparation of an audit can be a time-consuming and costly venture for a small district. The District has kept its expenses well within revenues for most of the past five years.

Facilities: The 5 ½ acres of undeveloped land adjacent to the cemetery provide ample expansion area and capacity for the cemetery into the foreseeable future. The District has recently completed a niche wall to accommodate cremated remains.

Boundaries and Sphere of Influence: The Castroville Cemetery District is the only cemetery district in Monterey County with the opportunity to expand its Sphere of Influence into populated areas or to annex adjacent areas that are within its existing Sphere of Influence. The District Board of Trustees is encouraged to continue to explore any opportunities for advantageous expansion.

SUMMARY

- The Castroville Cemetery District is providing efficient and effective service to the community through the operation of a single cemetery in the unincorporated Moss Landing community.

- The District's existing Sphere of Influence is adequate to meet the community's needs. Expansion of the District's Sphere in Prunedale may be considered in the future.

- The District anticipates that it has adequate facilities to meet future needs for approximately at least an additional 75 years.

- The District is governed by a full Board of Directors and has experienced a sizable surplus of revenues over expenditures for most of the past five years.

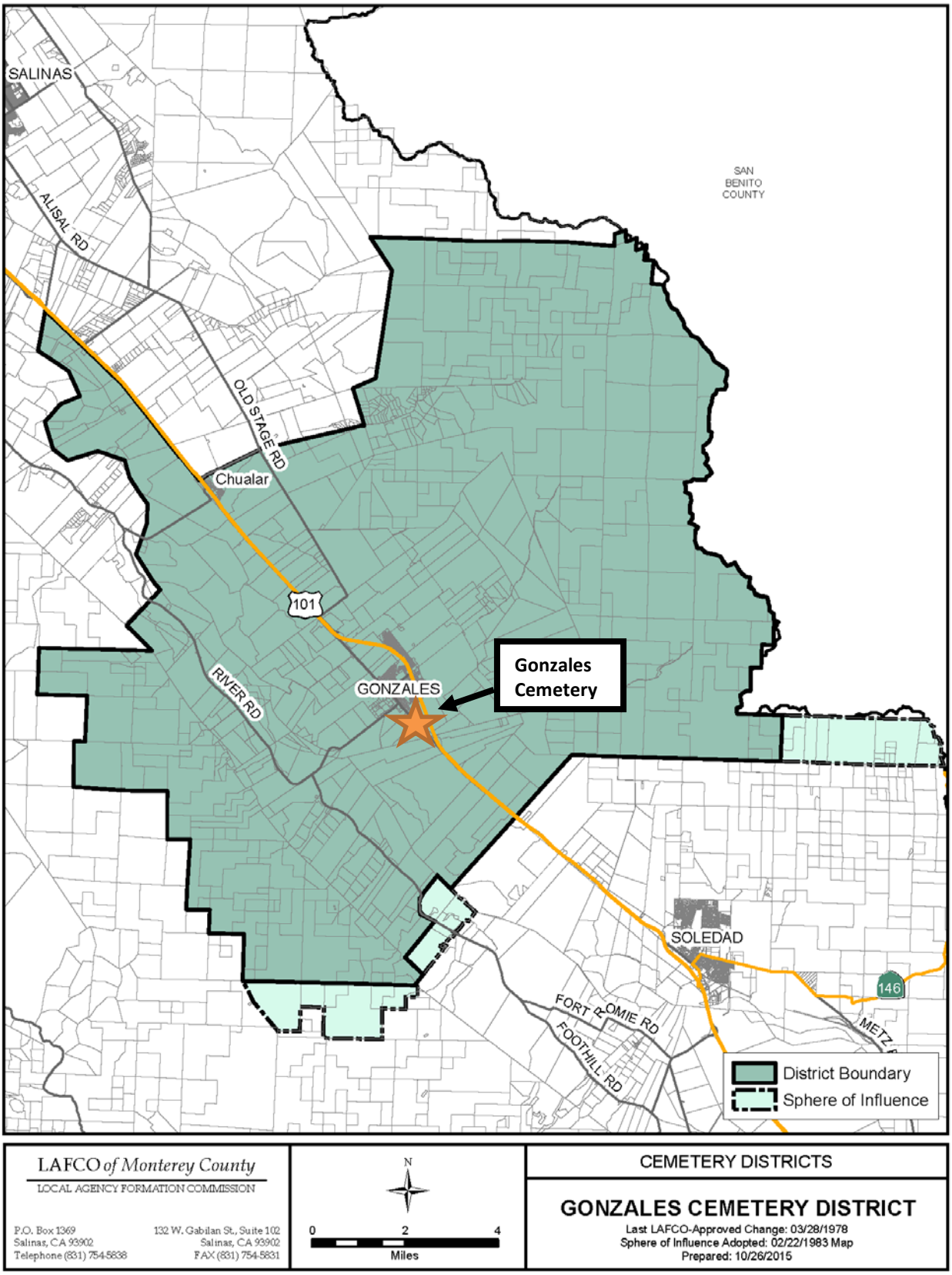
Gonzales Cemetery District

P.O. Box 674, Gonzales, CA 93926
831-678-3491

Gonzales Cemetery District – At A Glance	
Formation Date	January 1, 1939
Legal Authority	Health & Safety Code, Sections 9000-9093
Board of Trustees	Five-member governing board whose members are appointed to four-year terms by the Monterey County Board of Supervisors
District Area	Approximately 153.4 square miles
Sphere of Influence	Approximately 7.7 square miles beyond District boundaries
Population (2010 est.)	10,649 (with an additional 21 in the Sphere of Influence)
Budgeted Revenue (FY 2015-16)	$98,000
Approximate Annual Revenue Per District Resident	$9
General Manager	Dana Guidotti
Employees	Two full-time caretakers and one on-call part-time caretaker. Financial and recordkeeping work contracted to vendors.
Cemetery	South Alta Street (Old US Highway 101) at Gloria Court, Gonzales

Introduction

The District was established on January 1, 1939. It serves the Gonzales and Chualar area, and covers approximately 153 square miles. The District has a single cemetery located on South Alta Street at the southern tip of the City of Gonzales. There have been no changes to the District's boundaries since 1983. The District accommodates approximately 25 interments a year. The District has at least twenty years of remaining capacity.


SALINAS
ALISAL RD
OLD STAGE RD
Chualar
101
RIVER RD
GONZALES
Gonzales Cemetery
SAN BENITO COUNTY
SOLEDAD
146
FORT ORTEGA RD
FOOTHILL RD
METZ
District Boundary
Sphere of Influence
LAFCO of Monterey County
LOCAL AGENCY FORMATION COMMISSION
P.O. Box 1369
Salinas, CA 93902
Telephone (831) 754-5838
132 W. Gabilan St., Suite 102
Salinas, CA 93902
FAX (831) 754-5831
N
0
2
4
Miles
CEMETERY DISTRICTS
GONZALES CEMETERY DISTRICT
Last LAFCO-Approved Change: 03/28/1978
Sphere of Influence Adopted: 02/22/1983 Map
Prepared: 10/26/2015

DISTRICT BOUNDARIES AND SPHERE OF INFLUENCE

Since formation, the boundaries of the Gonzales Cemetery District have remained unchanged. In 1983, LAFCO created a Sphere of Influence for the District that filled in the gaps between the Gonzales and Soledad Cemetery Districts. The Sphere of Influence beyond the District's boundaries is relatively small – 9.2 square miles – and is home to an estimated 21 people. These people would benefit from annexation by being eligible for in-District cemetery fees. There is, however, little incentive for a cemetery district to request annexation, because, since the passage of Proposition 13 in 1978, annexation brings no new tax revenues.

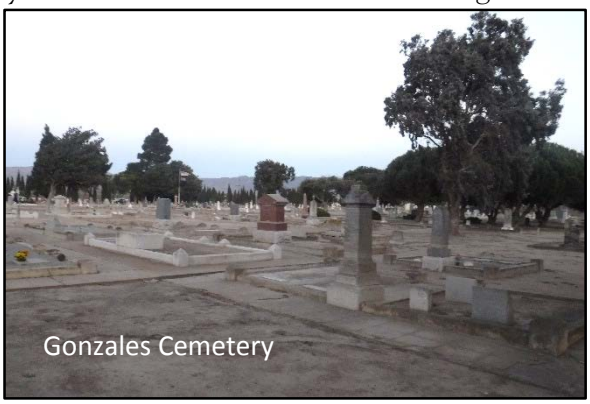
The area served by the District is expected to grow significantly in coming years. The Association of Bay Area Governments (AMBAG) projects that the population of the City of Gonzales will grow from 8,187 to 19,333 between 2010 and 2035. This compound annual rate of 3.50% is almost five times the projected County-wide growth rate of 0.71%. This growth was facilitated by a significant expansion of the City's Sphere of Influence in 2014. This is one of the highest growth rates in the County and would indicate the need for expanded District services in the future.

In the preparation of this Service Review and Sphere of Influence Study, LAFCO staff made some minor technical corrections to the District's map. These corrections are reflected in the map included within this review.[4]

There is limited potential to expand the District's Sphere of Influence. Areas to the north are sparsely populated, and the Soledad Cemetery District is adjacent on the south. The District has no plans to expand its Sphere of Influence or annex any portion of its existing Sphere. Since the 1978 passage of Proposition 13, there is no financial incentive for a cemetery district to expand. LAFCO concurs with this assessment.

FACILITIES AND SERVICES

The Gonzales Cemetery District and the City of Gonzales recently exchanged ownership of parcels of land. The City obtained land immediately south of the cemetery that could be used for a future reconfiguration of the highway interchange. The Cemetery District received adjacent land to the north. The newly acquired land contains approximately two acres and will allow for logical expansion and many years of future capacity. The first burials occurred in the expansion area this year. With this expansion, the District estimates that it has at least 20 more years available for interments. The District is also discussing the construction of a wall that can contain niches for cremains to further extend the cemetery's capacity.


Gonzales Cemetery

The District provides for approximately 25 burials in a year. The District provides burial spaces for residents, opening and closing services and grounds

[4] Staff noted the 1983 designation of a "Sphere Exclusion Area" over an area that was identified as being within the boundaries of both the Gonzales and Soledad Cemetery Districts. This area was immediately east of the northern tip of the Soledad prisons. After a review of LAFCO and State Board of Equalization records, it was determined that this area was never within in the boundaries of the Gonzales Cemetery District. Staff also made a minor technical correction to eliminate a mapped overlap between the District's Sphere of Influence and the Soledad Cemetery District's corporate boundaries. The District map reflects all of these corrections.

maintenance. The District operates with the two full-time workers and a part-time employee who is called in when there are multiple services at the same time. Accounting services and management of Board meetings are provided contractually.

Changes in American interment practices, which include an increasing popularity of cremation and the scattering of ashes, are reducing the need for cemetery burials nationwide. Establishment of the California Central Coast Veterans Cemetery on the former Fort Ord may slightly lessen the demand for burials in other cemeteries in the region.

GOVERNANCE /TRANSPARENCY AND ACCOUNTABILITY

A five-member Board of Trustees appointed by the Board of Supervisors governs the Gonzales Cemetery District. Although one of these seats had gone unfilled for more than two years, it was recently filled. The Board meets regularly every other month at 6:00 P.M. at the Rabobank Community Room at 100 Alta Street in Gonzales. The District posts its agenda at both the cemetery and at Soledad City Hall.

Board Members are current on filing Conflict of Interest disclosures (Form 700) and are working to complete any required ethics trainings. The Board plans to develop a reimbursement and compensation policy. The District has adopted a code of conduct, harassment policy, job descriptions and numerous rules and procedures particular to the operation of the cemetery, such as a customer payment policy, non-resident policy, memorial marker policy, flower placement and holiday schedule.

The District has membership in the California Association of Public Cemeteries (CAPC), and the General Manager attends CAPC trainings which allow her to gain a greater understanding of best practices, industry standards and changes in State law.

FINANCE

The primary source of revenue for the Gonzales Cemetery District is a portion of the County's one-percent property tax. This source is budgeted to bring in 44% of all District revenues in Fiscal Year 2015-16. The District receives additional revenues from user fees and interest on the District's reserves. Expenditures include salaries, wages and benefits, and services and supplies. Sixty-two percent of the expenditures budgeted in the current fiscal year are for employee costs, the second higher proportion among cemetery district in the county. The District has no long-term debts.

The General Manager files financial information yearly with the State Controller's Office and the County of Monterey County Auditor-Controller. The District has not engaged an auditor since Fiscal Year 2009, although it is now looking at options for becoming current with this State requirement.

In the last two fiscal years, the District has experienced an average deficit between revenues and expenditures of 26%. The District's current fiscal year budget projects a 14% deficit for the current year. The District is aware of this problem and is exploring both fundraising and cost-cutting measures to make up the shortfall.

Gonzales Cemetery District Summary of Revenues and Expenditures, Fiscal Years 2011-12 through 2015-16 (in dollars)						
Fiscal Year (Data Source)	**2010-11 (unaudited)**	**2011-12 (unaudited)**	**2012-13 (unaudited)**	**2013-14 (unaudited)**	**2014-15 (unaudited)**	**2015-16 (budgeted)**
Revenues	87,747	111,987	102,461	94,224	107,188	98,000
Expenditures	115,461	96,216	93,567	116,074	136,840	112,205
NET INCOME	(27,714)	15,771	8,895	(21,849)	(29,652)	(14,205)

Unaudited District Profit and Loss Statement (FY 2010-11 through 2014-15); District budget (FY 2015-16). "Net Income" is "Net Ordinary Income, which includes expenditures for depreciation, but not capital improvements.

A single burial, including the plot, endowment care, vault, and opening and closing costs $2,350. The burial of a non-District resident would increase this fee by $850.

The second table presents a summary of District assets. Assets are an indicator of a District's depth of financial resources. The District's Fiscal Year 2014-15 balance sheet states that $29,966, or 69% of the District's current assets, are kept in an endowment care fund. Only the interest earned on this State-required trust fund may be used for the care, maintenance and embellishment of the cemetery. The endowment fund principal must be maintained in perpetuity and is not available to be spent.

The table indicates that while the District may currently have adequate resources, these are being eroded by the recent inability of resources to cover expenditures.

Gonzales Cemetery District Summary of District Assets, Fiscal Years 2010-2011 through 2014-15 (in dollars)						
Fiscal Year Ending (Data Source)		**June 30, 2011 (unaudited)**	**June 30, 2012 (unaudited)**	**June 30, 2013 (unaudited)**	**June 30, 2014 (unaudited)**	**June 30, 2015 (unaudited)**
Assets	**Current**	216,683	220,364	232,971	214,851	187,328
	Total	285,971	301,647	310,288	292,633	269,116
Liabilities		12,057	11,961	11,787	16,326	22,462
Total Net Assets		273,915	289,686	298,501	276,307	246,654

Unaudited District Balance Sheets.

CHALLENGES AND OPPORTUNITIES

Governance and Transparency: Efforts should be made to fill the vacant seat that has existed on the Board of Trustees for several years. The District is encouraged to establish some presence on the web, possibly in conjunction with other districts, through a California Special Districts Association service or independently. The District General Manager welcomed the templates and examples of policies, procedures and by-laws that LAFCO shared with the District and intends to work with the Board of Trustees in crafting documents to fit the District's needs.

Shared Services and Other Partnerships: The District currently shares the contractual services of a General Manager with the adjacent Soledad Cemetery District. Other cost saving measures may be explored including the sharing of staffing and equipment with other cemeteries, special districts or the City of Soledad.

Finance: The District has experienced deficits in three of the last five fiscal years, and further deficits are anticipated in the current fiscal year budget. A better understanding of District finances would be possible if audits had been conducted over the past six years as required by State law. The District is exploring fundraising to help pay expenditures. Trustees may also want to explore additional cost reductions.

SUMMARY

- The Gonzales Cemetery District is providing efficient and effective service to the community through the operation of a single cemetery in the City of Gonzales.
- The existing District Sphere of Influence is adequate to meet the community's needs.
- Significant population growth is anticipated within the District boundaries in coming decades. The District is positioned to respond to this increased demand for services.
- The District anticipates that it has adequate facilities to meet future needs for at least twenty years.
- There remains a vacancy on the District Board of Trustees. The District is encouraged to increase efforts to recruit an individual to fill this opening.
- The District has not conducted a financial audit of its operations since 2009. Audits provide much-needed information to the public concerning the financial condition of a District.
- The District has experienced financial deficits in three of the past five years and projects an additional deficit in the current year budget. LAFCO encourages the District to take steps to reduce expenditures or increase revenues to reverse this trend.

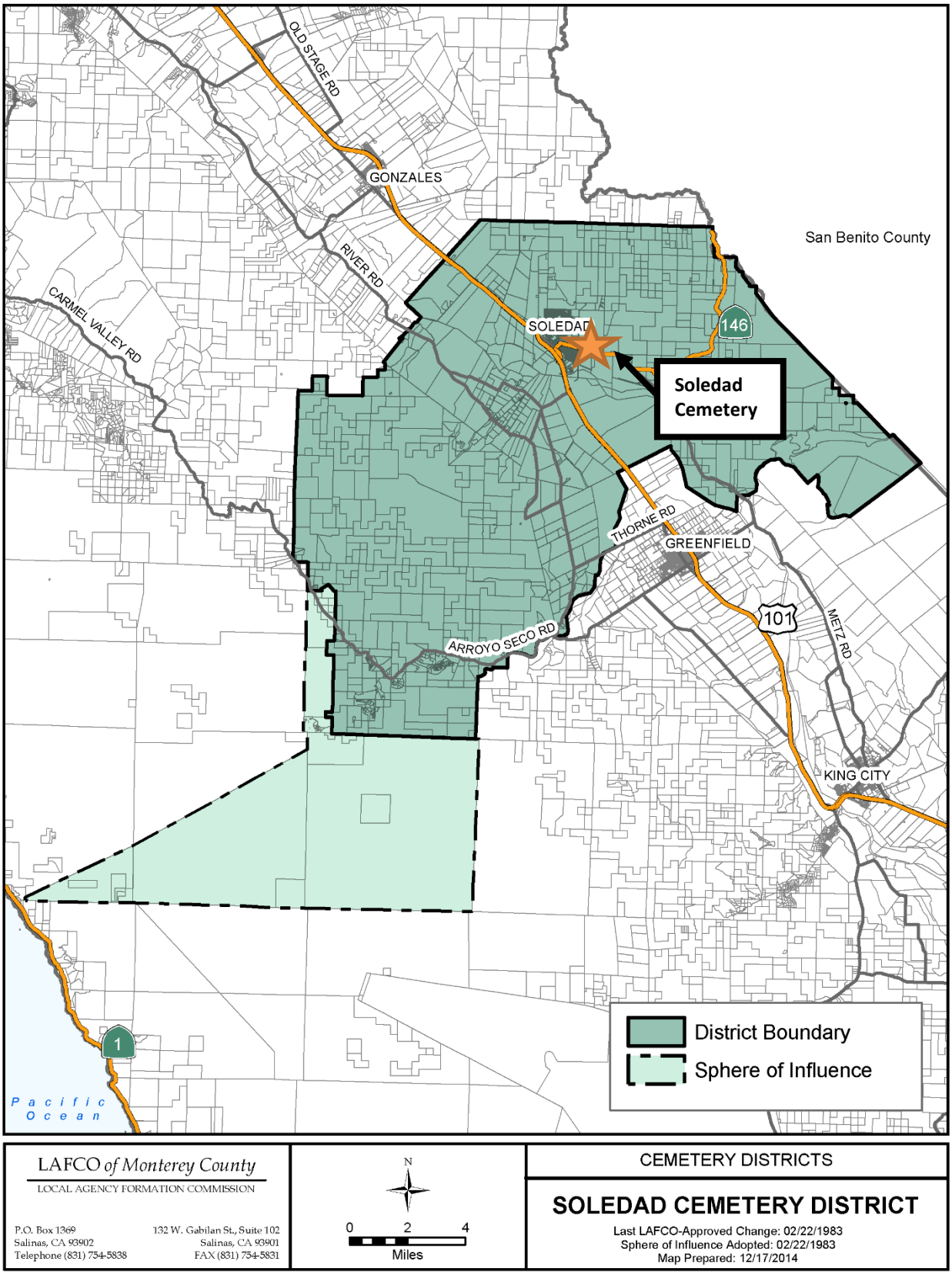
Soledad Cemetery District

1711 Metz Road, (PO Box 56), Soledad, CA 93960
831-678-3491

Soledad Cemetery District – At A Glance	
Formation Date	June 14, 1937
Legal Authority	Health & Safety Code, Sections 9000-9093
Board of Trustees	Five-member governing board whose members are appointed to four-year terms by the Monterey County Board of Supervisors
District Area	Approximately 209.7 square miles
Sphere of Influence	Approximately 66.5 square miles beyond District boundaries
Population (2010 est.)	27,431 (with an additional 272 in the Sphere of Influence) 17,328 (excluding the institutional population in State prisons)
Budgeted Revenue (FY 2015-16)	$131,300
Approximate Annual Revenue Per District Resident	$5 ($8 excluding the institutional population in State prisons)
General Manager	Dana Guidotti
Employees	One supervisory groundskeeper and two part-time maintenance workers. Financial and management work contracted.
Cemetery	1761 Metz Road, Soledad

INTRODUCTION

The District was formed on June 14, 1937 to serve the southern Salinas Valley. The District maintains one cemetery within the City of Soledad and conducts approximately 30 interments a year. The District estimates that it has another twenty years of burial capacity remaining.


OLD STAGE RD
GONZALES
RIVER RD
CARMEL VALLEY RD
San Benito County
SOLEDAD
146
Soledad Cemetery
THORNE RD
GREENFIELD
101
METZ RD
ARROYO SECO RD
KING CITY
1
Pacific Ocean
District Boundary
Sphere of Influence
LAFCO of Monterey County
LOCAL AGENCY FORMATION COMMISSION
P.O. Box 1369
Salinas, CA 93902
Telephone (831) 754-5838
132 W. Gabilan St., Suite 102
Salinas, CA 93901
FAX (831) 754-5831
N
0 2 4
Miles
CEMETERY DISTRICTS
SOLEDAD CEMETERY DISTRICT
Last LAFCO-Approved Change: 02/22/1983
Sphere of Influence Adopted: 02/22/1983
Map Prepared: 12/17/2014

DISTRICT BOUNDARIES AND SPHERE OF INFLUENCE

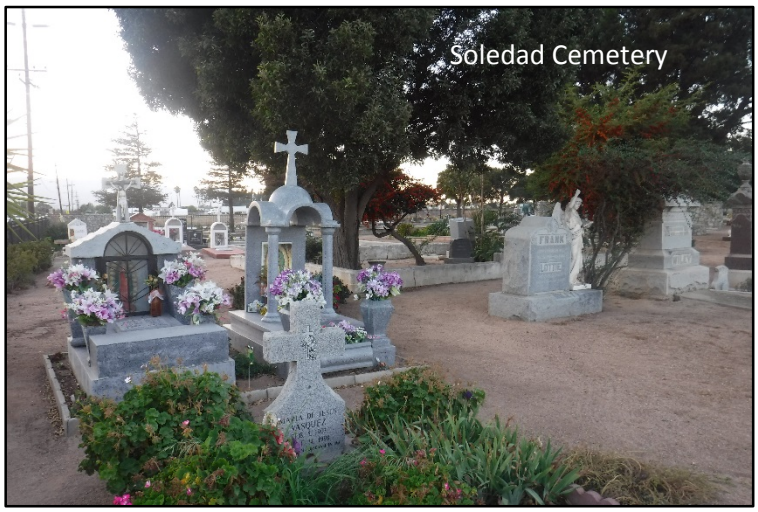
When the District was formed in 1937, it covered an area of approximately 322 square miles. In 1938, a large sparsely populated area east of Greenfield was removed from the boundary. In 1983, an additional area that extended to the Big Sur coast was removed from the District's boundaries and assigned to the Sphere of Influence. This area included federally-owned areas of the Los Padres National Forest. The Sphere of Influence beyond the District boundaries today is relatively large – 66.5 square miles – although it is home to only approximately 272 people. These people would benefit from annexation by being eligible for in-District cemetery fees. There is, however, little incentive for the District to request annexation because it would receive no additional tax revenues for this expansion.

The Salinas Valley area served by the District is expected to grow significantly in coming years. The Association of Bay Area Governments (AMBAG) projects that the population of the City of Soledad will increase from 25,738 to 33,628 between 2010 and 2035. This growth is at a compound annual rate of 1.08%. While this rate is higher than the County-wide projection of 0.71%, it is lower than for surrounding municipalities. The percent increase would be significantly higher rate if the institutional prison population were factored out of the equation[5].

The District has no plans to expand its Sphere of Influence or annex any portion of its existing Sphere. Since the 1978 passage of Proposition 13, there is no financial incentive for a cemetery district to expand its boundaries. LAFCO concurs with this assessment. The adjacent boundaries of the Gonzales and Greenfield Cemetery Districts limit the potential for expansion of the District Sphere of Influence.

FACILITIES AND SERVICES

The original cemetery on Metz Road was 8.5 acres in size. The District purchased adjacent acres in 1957 to increase the total acreage to eleven.



In order to better utilize space at the cemetery, the District recently processed a request through the courts to "reclaim" plots that had been inactive for at least 50 years. California law provides a judicial process to allow the resale of abandoned plots. With this move, the District estimates that it has another twenty years of capacity remaining.

The District has stated that another two acres of property adjacent to the cemetery may be donated by a land owner and developer. While this donation is not a definite thing, and while potential flooding issues need to be addressed, this donation would increase the cemetery's service life and capacity.

[5] The combined population of the adjacent Correctional Training Facility and the Salinas Valley State Prison, which are in the Soledad City limits, was estimated to be 10,103 in 2010. This number of inmates is at, or near, capacity for the two facilities. No significant increase in the institutional population is anticipated. Inmates are not frequently buried at the Soledad Cemetery.

The District estimates that it accommodates approximately 30 interments a year. The District provides burial space, maintenance of cemetery grounds, and opening and closing services. The District has embarked on a capital improvement program, some of which were financed through fundraising efforts of the Committee for the Beautification of the Soledad Cemetery. The Committee became inactive and was dissolved by the District in 2014.

The District has one full-time position that includes the duties of grounds maintenance, sales and customer service. The position was recently filled following a long vacancy. A clerical person is employed part-time. Financial and management services are provided on a contractual basis.

Changes in American interment practices, which include an increasing popularity of cremation and the scattering of ashes, are reducing the need for cemetery burials nationwide. Establishment of the California Central Coast Veterans Cemetery on the former Fort Ord may slightly lessen the demand for burials in other cemeteries in the region.

GOVERNANCE /TRANSPARENCY AND ACCOUNTABILITY

A five-member Board of Trustees appointed by the Board of Supervisors governs the District. There are currently no vacancies on the Board. Regular meetings occur every second Thursday or the month at 8:30 in the morning in the City Council Chambers at 248 Main Street. The District posts agendas for these meetings at the cemetery and Soledad City Hall.

Trustees are current with filing State-mandated Conflict of Interest Forms (Form 700s). Trustees are also receiving State-designed training in ethics.

The District adopted an employee handbook in August of 2010. The handbook addresses required policies, hiring, leaves of absence, benefits, management, District property, employee conduct, wages, safety and health, and termination. The District also maintains a conflict of interest code and family plot regulations and policies.

The District maintains membership in the California Association of Public Cemeteries (CAPC), which allows District staff and Trustees to attend CAPC trainings and to gain a greater understanding of best practices, industry standards and changes in State law.

FINANCE

The District received 44% of its revenues from property taxes. Other sources of revenue include user fees and interest on the District's investments. Expenditures include salaries, wages and benefits, and services and supplies. The District devotes 47% of expenditures to employee costs. In 2011, the District took out a loan to finance a tractor to replace one that was stolen.

The District is authorized to conduct biennial audits. The District completed its last audit for the two-year period ending on June 30, 2013. The preparation of an audit for the period ending on June 30, 2015 is now underway.

A single burial, including the plot, endowment care, vault, and opening and closing costs $2,200 or $2,450 for a reclaimed grave site. The burial of a non-District resident would increase this fee by $1,000 or $150 if the deceased has a family member in the District boundaries.

Expenditures in the last two fiscal years exceeded revenues by over $70,000, or 27% of revenues. This loss was caused by increases in employee health insurance, salary increases and a large purchase of vaults for future needs. The District has adopted a balanced budget that limits expenditures to anticipated revenues.

Soledad Cemetery District Summary of Revenues and Expenditures, Fiscal Years 2011-12 through 2015-16 (in dollars)						
Fiscal Year (Data Source)	**2010-11 (audited)**	**2011-12 (audited)**	**2012-13 (audited)**	**2013-14 (unaudited)**	**2014-15 (unaudited)**	**2015-16 (budgeted)**
Revenues	130,342	129,747	136,426	124,334	137,032	131,300
Expenditures	121,766	138,482	132,746	168,703	159,930	131,300
NET INCOME	8,576	(8,735)	3,680	(44,369)	(26,191)	0

Hayashi and Wayland, Soledad Cemetery District, Basic Financial Statements for the Years Ending June 30, 2013 and 2012, Soledad Cemetery District Profit & loss Statement (FY 2014-15), and District Fiscal Year 2015-16 budget.

The table below outlines the District's assets. Assets serve as an indicator of a District's depth of financial resources. The District's Fiscal Year 2014-15 balance sheet states that $143,265, or 66% of the District's current assets, are kept in an endowment care fund. Only the interest earned on this State-required trust fund may be used for the care, maintenance and embellishment of the cemetery. The endowment fund principal must be maintained in perpetuity and is not available to be spent.

Soledad Cemetery District Summary of District Assets, Fiscal Years 2010-2011 through 2014-15 (in dollars)						
Fiscal Year Ending (Data Source)		**June 30, 2011 (audited)**	**June 30, 2012 (audited)**	**June 30, 2013 (audited)**	**June 30, 2014 (unaudited)**	**June 30, 2015 (unaudited)**
Assets	**Current**	239,109	228,616	222,239	202,202	218,371
	Total	320,662	343,843	348,767	314,046	298,445
Liabilities		38,193	70,109	71,353	65,000	50,361
Total Net Assets		282,469	273,734	277,414	249,046	248,084

Hayashi and Wayland, Soledad Cemetery District, Basic Financial Statements for the Years Ending June 30, 2013 and 2012 and Soledad Cemetery District Balance Sheet (FY 2014-15).

The District carries a long-term debt for the purchase of equipment. This debt requires annual expenditures of approximately $5,700 and will be retired in 2016.

CHALLENGES AND OPPORTUNITIES

Governance and Transparency: The Soledad Cemetery District is governed by a full Board of Trustees, and operational policies are in place. The District General Manager is considering the creation of a website to give the District greater public visibility. Paying for a website could potentially be a shared cost with another cemetery district or districts. Alternately, a low-cost website could be crafted through a program offered by the California Special Districts Association or another organization.

Shared Services and Other Partnerships: The District currently shares the contractual services of a General Manager with the adjacent Gonzales Cemetery District. Other cost saving measures may be explored.

Finance: Capital improvement expenditures have stretched the budget in the last few years. The District is the only cemetery district in the County with long-term debt, although this debt is scheduled to be retired in 2016.

Facilities: The District is interested in the potential donation of two additional acres of land adjacent to the cemetery. In addition to other moves already taken, this would increase the District's future interment capacity.

SUMMARY

- The Soledad Cemetery District is providing efficient and effective service to the community through the operation of a single cemetery in the City of Soledad.
- The existing District Sphere of Influence is adequate to meet the community's needs.
- Significant population growth is anticipated within the District boundaries in coming decades. The District is positioned to respond to this increased demand for services.
- The District anticipates that it has adequate facilities to meet future needs for approximately twenty years.
- The District has experienced financial deficits in three of the past five years. LAFCO encourages the District to take steps to reduce expenditures or increase revenues to reverse this trend.

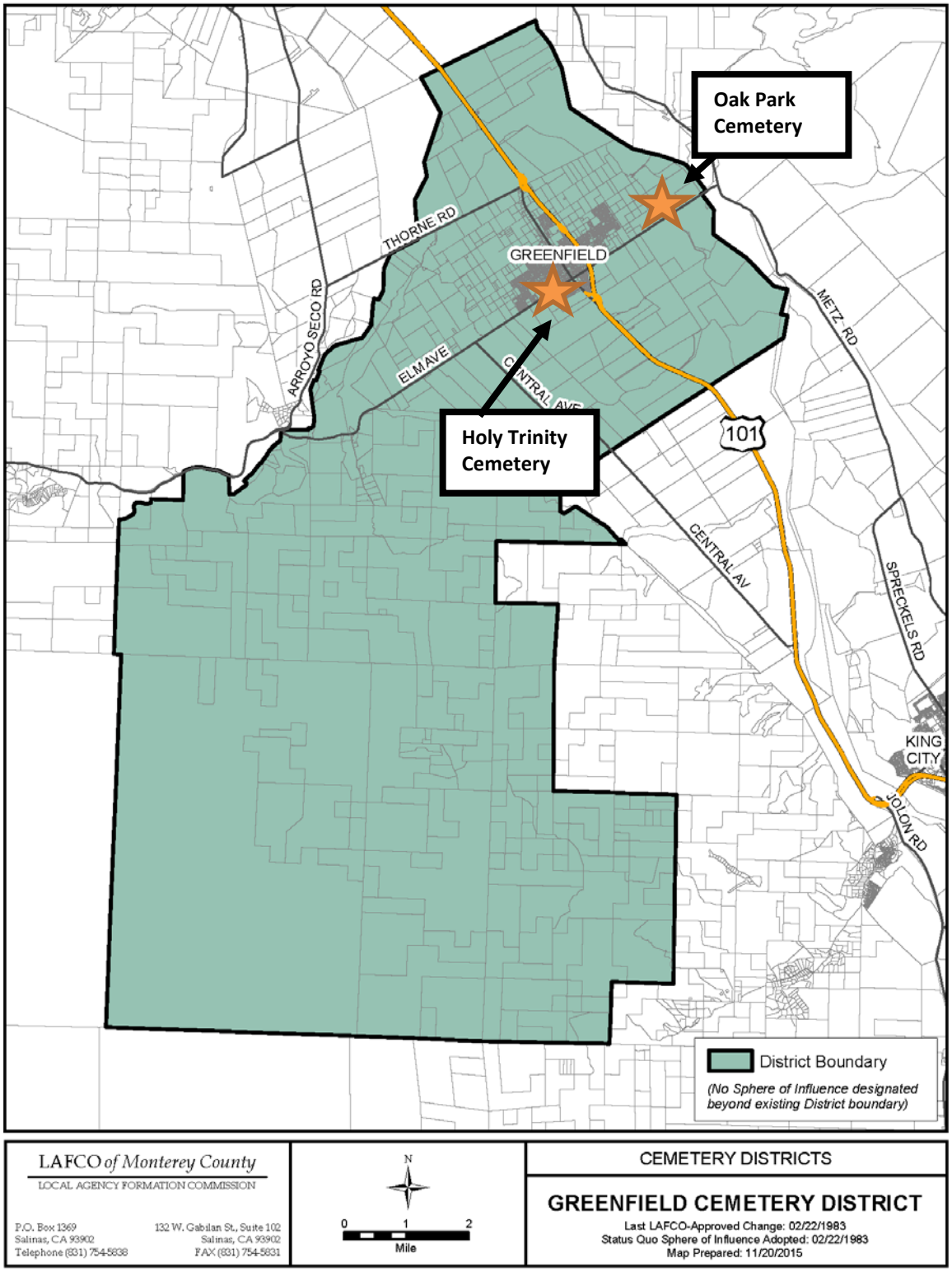
Greenfield Cemetery District

P.O. Box 216, Greenfield, 93927
831-674-2254 or 831-674-5562

Greenfield Cemetery District – At A Glance	
Formation Date	November 8, 1943
Legal Authority	Health & Safety Code, Sections 9000-9093
Board of Trustees	Five-member governing board whose members are appointed to four-year terms by the Monterey County Board of Supervisors
District Area	Approximately 102.4 square miles
Sphere of Influence	Same as District Boundaries
Population (2010 est.)	17,411
Budgeted Revenue (FY 2015-16)	$108,200
Approximate Annual Revenue Per District Resident	$6
President	Theresa Scattini
Employees	A caretaker and one part-time worker
Cemeteries	Holy Trinity Cemetery: Elm Avenue and 10th Street, Greenfield Oak Park Cemetery: Elm Avenue, 2 miles east of Greenfield at Espinoza Road
Webpage	http://ci.greenfield.ca.us/index.aspx?page=341

INTRODUCTION

The Greenfield Cemetery District was formed on November 8, 1943 to serve the Greenfield area. The District maintains two cemeteries. One is located in the City of Greenfield on Elm Street near Holy Trinity Church, and the other is located two miles out of town on Elm Street adjacent to Oak Park. The District accommodates approximately 30 interments in the average year. The District estimates that there are five years of capacity remaining at Holy Trinity and unlimited capacity remaining at Oak Park.



DISTRICT BOUNDARIES AND SPHERE OF INFLUENCE

The Greenfield Cemetery District has boundaries that are coterminous with the Greenfield Public Recreation District, both encompassing 102 square miles. The Greenfield Memorial District also shares territory within these two districts but contains only 42 square miles. There have been no changes to the boundaries of the Greenfield Cemetery District since its formation. The Cemetery District's Sphere of Influence is also the same as the District boundaries.

The area served by the District is expected to grow significantly in coming years. The Association of Bay Area Governments (AMBAG) projects that the City of Greenfield will grow from a population of 16,330 to 23,609 between 2010 and 2035. This would increase the City's population at a compound annual rate of 1.49%, which is more than double the estimated County-wide growth rate of 0.71%.

Holy Trinity Cemetery

The District has no plans to expand its Sphere of Influence or annex any portion of its existing Sphere. Since the 1978 passage of Proposition 13, there is no financial incentive for a cemetery district to expand its boundaries. LAFCO concurs with this assessment. The adjacent boundaries of the Soledad and King City Cemetery Districts also limit the potential for expansion of the District Sphere of Influence.

FACILITIES AND SERVICES

The Greenfield Cemetery District provides burial space, maintenance of cemetery grounds and opening and closing services. The District has one full-time groundskeeper position. When more than one interment is scheduled on a given day, the District requests assistance from the King City Cemetery District. The King City Cemetery District provides this support to several of the small cemetery districts.

Oak Park Cemetery

The District anticipates that the Holy Trinity Cemetery, within the City Limits, only has about five years of capacity left. The Board of Trustees is considering ways extend the cemetery's capacity and better accommodate cremated remains by acquiring several adjacent undeveloped acres. This land is in the back of Holy Trinity Catholic Church property. If the City allows this property to be used as a cemetery, the District will begin negotiations with the church.

The District recently constructed a storage shed at the rear of the Holy Trinity Cemetery.

The District estimates that the older cemetery at Oak Park has a remaining capacity of at least 20 to 30 years.

Together the District's two cemeteries accommodate approximately 30 interments a year.

Changes in American interment practices, which include an increasing popularity of cremation and the scattering of ashes, are reducing the need for cemetery burials nationwide. Establishment of the California Central Coast Veterans Cemetery on the former Fort Ord may slightly lessen the demand for burials in other cemeteries in the region.

GOVERNANCE /TRANSPARENCY AND ACCOUNTABILITY

A five-member Board of Trustees appointed by the Board of Supervisors governs the District. While there are currently no vacancies, Board Members commented that it is often difficult to recruit new Members when a vacancy does occur. It was also expressed that training is needed for new Board Members and that new appointees do not benefit from a focused orientation or description of their duties. Trustees are current on filing the State-required conflict of interest disclosures (Form 700) and are working to complete any needed ethics training.

The Board meets every second Monday of the month in the Community Room of the TNT Insurance Agency at 140 El Camino Real, Greenfield. The District posts meeting agendas at the Greenfield City Hall.

A few years ago, a joint meeting was held by the Greenfield Cemetery and Public Recreation District Boards. The purpose of this meeting was to explore the potential of sharing services and a possible merger of boards and governance structures. Through the middle of 2014, the two districts equally shared the salary of a groundskeeper. A sharing of services could be financially advantageous to both districts.

The District is reviewing and updating its bylaws, rules and regulations. The District maintains membership in the California Association of Public Cemeteries (CAPC). This membership allows District staff and Trustees to attend CAPC trainings and to gain a greater understanding of best practices, industry standards and changes in State law.

FINANCE

Revenues include property taxes, user fees and interest on District funds. Of these sources, property taxes constituted 38% of all revenues budgeted in Fiscal Year 2015-16. This is one of the lowest proportion of revenues from property taxes for any cemetery district in Monterey County. District Trustees plan to meet with Monterey County officials to explore ways the District can receive a larger portion of the area's taxes. Most remaining revenues come from cemetery user fees.

Half of all expenditures budgeted in the current fiscal year are for personnel costs. The District does not maintain debt and was recently able to purchase and construct a storage shed at the Holy Trinity Cemetery through reserves.

According to one Board Member when burials drop below 22, from the average of 30, finances become tight and the district has to find cost savings. The difference in revenue can be seen between Fiscal Years 2011-12 and 2012-13 when the number of plot sales increased from 21 to 36.

A single burial, including the grave site, endowment fund, vault and opening and closing costs $1,870. The burial of a non-District resident would increase costs by $495.

Greenfield Cemetery District Summary of Revenues and Expenditures, Fiscal Years 2011-12 through 2015-16 (in dollars)						
Fiscal Year (Data Source)	**2010-11 (audited)**	**2011-12 (audited)**	**2012-13 (unaudited)**	**2013-14 (unaudited)**	**2014-15 (unaudited)**	**2015-16 (budgeted)**
Revenues	125,883	91,674	128,516	102,400	129,766	108,200
Expenditures	104,050	84,169	102,473	106,371	133,431	117,200
NET INCOME	21,833	7,505	26,043	(3,971)	(3,665)	(9,000)

Hayashi and Wayland, Greenfield Cemetery District, Basic Financial Statements for the Years Ending June 30, 2012 and 2011, Greenfield Cemetery District Profit & Loss Statement (FY 2012-13 through 2014-15), and District Fiscal Year 2015-16 budget.

The District is scheduled to conduct biennial audits, although the last one prepared was for the two years ending June 30, 2012. The District needs to complete its audit for the two years ending June 30, 2014 to be current. This audit is now in the final stages of production. The District has had to increase their expenditures in recent years to buy a truck and other tools. The District previously shared this equipment with the Greenfield Public Recreation District.

The table below outlines the District's assets. Assets can be an indicator of a District's depth of financial resources. The District has stated that it has $127,112, or 60% of the District's current assets, in a restricted endowment care fund. Only the interest earned on this State-required trust fund may be used for the care, maintenance and embellishment of the cemetery. The endowment fund principal must be maintained in perpetuity and is not available to be spent.

Greenfield Cemetery District Summary of District Assets, Fiscal Years 2010-2011 through 2014-15 (in dollars)						
Fiscal Year Ending (Data Source)		**June 30, 2011 (audited)**	**June 30, 2012 (audited)**	**June 30, 2013 (unaudited)**	**June 30, 2014 (unaudited)**	**June 30, 2015 (unaudited)**
Assets	**Current**	202,175	208,895	241,544	245,433	210,981
	Total	283,704	285,829	305,616	302,500	296,225
Liabilities		35,053	29,673	21,706	22,683	19,892
Total Net Assets		248,651	256,156	283,910	279,817	276,333

Hayashi and Wayland, Greenfield Cemetery District, Basic Financial Statements for the Years Ending June 30, 2012 and 2011 and Greenfield Cemetery District Balance Statement (FY 2012-13 through 2014-15).

CHALLENGES AND OPPORTUNITIES

Governance and Transparency: The Greenfield Cemetery District is governed with a full Board of Trustees and operational policies in place. The District is the only cemetery district in the County with an established presence on the web, which is provided through the cooperation of the City of Greenfield.

Shared Services and Other Partnerships: The District has a history of sharing services with the Greenfield Public Recreation District, and continues to obtain water from that district for the Oak Park Cemetery. The District obtains interment assistance from the King City Cemetery District when the need arises. The Cemetery District may want to consider if it could benefit from a reinstating a sharing of services with the Recreation District. Alternately there may be cost efficiencies to working with the City of Greenfield, the Greenfield Memorial District, the Greenfield Fire Protection District or adjacent cemetery districts. The large number of local public agencies in the Greenfield area allows for synergies and opportunities for collaboration that do not exist in other areas.

Finance: Over the past five years the District has able to pay its expenditures with available revenues, although some years the District experiences a shortfall of revenues compared to expenses. The District will be seeking new or additional ways to supplement its revenue. As an early step, Trustees plan to consider a fee increase of approximately 20% in coming months. The District audit for the two-year period ending June 30, 2014 needs to be completed to meet State requirements.

Facilities: The District is pursuing the acquisition of additional land adjacent to Holy Trinity Cemetery.

SUMMARY

The Greenfield Cemetery District maintains two cemeteries, one which is historically Catholic and the other historically Protestant. Efforts are underway to expand the Holy Trinity Cemetery to meet future community needs. The Board of Trustees currently has no vacancies. While the District has recently had some deficits in expenditures over revenues, these losses are eclipsed by earlier surpluses.

- The Greenfield Cemetery District is providing efficient and effective service to the community through the operation of a two cemeteries in the City of Greenfield.

- The existing District Sphere of Influence is the same as the District boundaries and is adequate to meet the community's needs.

- Significant population growth is anticipated within the District boundaries in coming decades. The District is positioned to respond to this increased demand for services.

- The District anticipates that it has adequate facilities to meet future needs for an indefinite period, although the acquisition of additional land adjacent to Holy Trinity Cemetery is necessary to allow this property to continue to accommodate interments into coming decades.

- The District has recently experienced some financial deficits. The District is encouraged to implement measures to ensure that expenditures are kept within revenue.

- Additional cooperation with other Greenfield area local agencies may yield cost efficiencies and an overall improvement in government service.

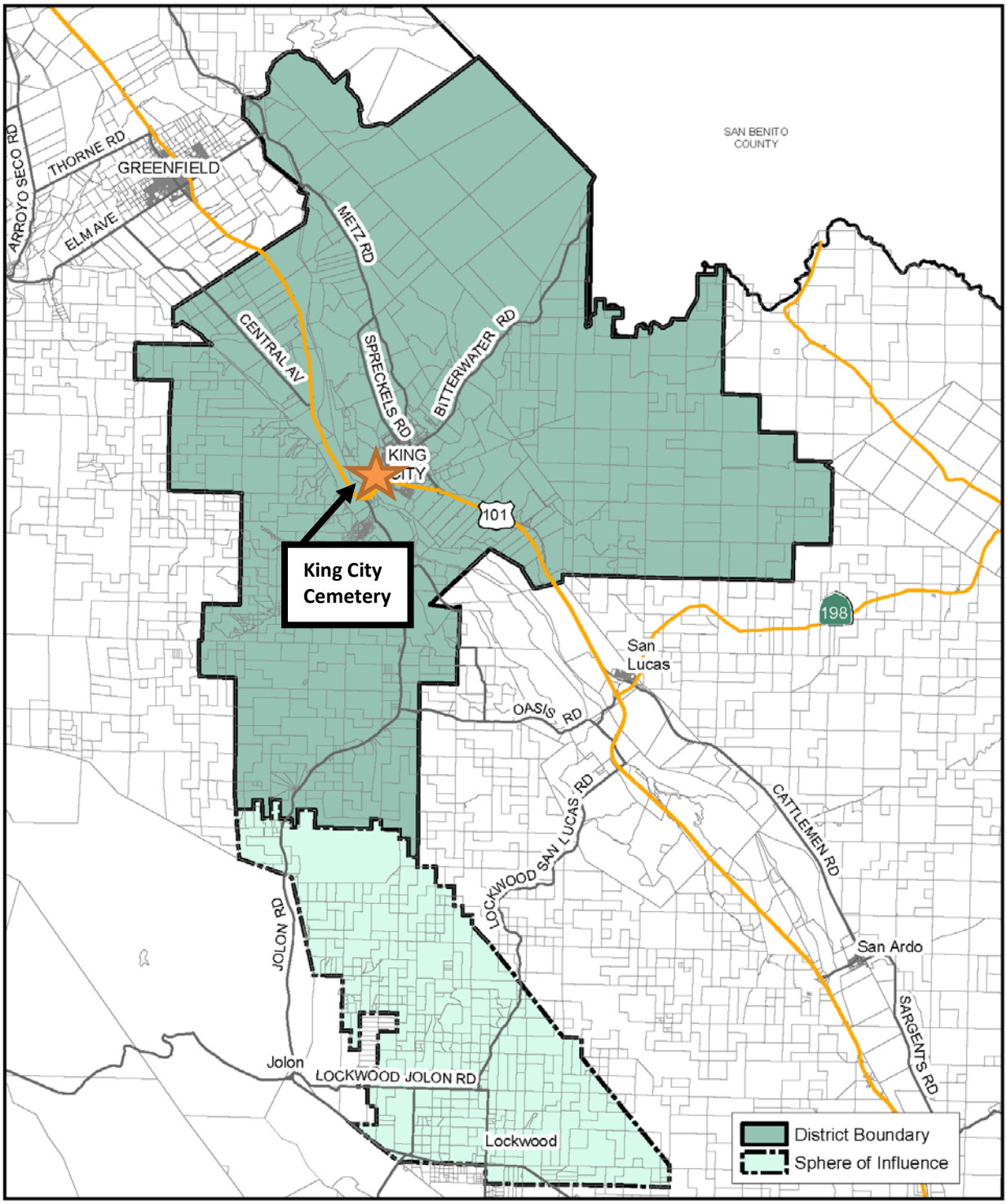
King City Cemetery District

1000 Broadway, King City
831-385-6968

King City Cemetery District – At A Glance	
Formation Date	November 6, 1939
Legal Authority	Health & Safety Code, Sections 9000-9093
Board of Trustees	Five-member governing board whose members are appointed to four-year terms by the Monterey County Board of Supervisors
District Area	Approximately 204.1 square miles
Sphere of Influence	Approximately 53.4 square miles beyond District boundaries
Population (2010 est.)	15,760 (with an additional 595 in the Sphere of Influence)
Budgeted Revenue (FY 2015-16)	$245,521
Approximate Annual Revenue Per District Resident	$16
General Manager	Jose Galindo
Employees	One groundskeeper; one manager/groundskeeper; one part-time secretary
Cemetery	1010 Broadway Street, King City

Introduction

The King City Cemetery was started in July 1898 by the San Bernabe Lodge #358, Independent Order of the Odd Fellows. The King City Cemetery District was organized in 1939. The District's one cemetery accommodates approximately 50 to 55 burials a year. Based on the maps, undeveloped acreage and historical burials rates, the District estimates that the remaining capacity of the existing cemetery is 25 to 35 years with an additional 150 years in four undeveloped acres. The District also provides staffing and other assistance to a number of cemetery districts in the region.



LAFCO *of Monterey County*
LOCAL AGENCY FORMATION COMMISSION

P.O. Box 1369
Salinas, CA 93902
Telephone (831) 754-5838

132 W. Gabilan St., Suite 102
Salinas, CA 93902
FAX (831) 754-5831

N

0 2 4
Miles

CEMETERY DISTRICTS

KING CITY CEMETERY DISTRICT

Last LAFCO-Approved Change:
03/28/1978 Sphere of Influence Adopted:
02/22/1983 Map Prepared: 10/26/2015

District Boundaries and Sphere of Influence

Since formation in 1939, there have been no changes to the District boundaries. In 1983, LAFCO created a District Sphere of Influence of approximately 53 square miles around Lockwood. This Sphere, beyond the District's boundaries, is home to an estimated 595 people.

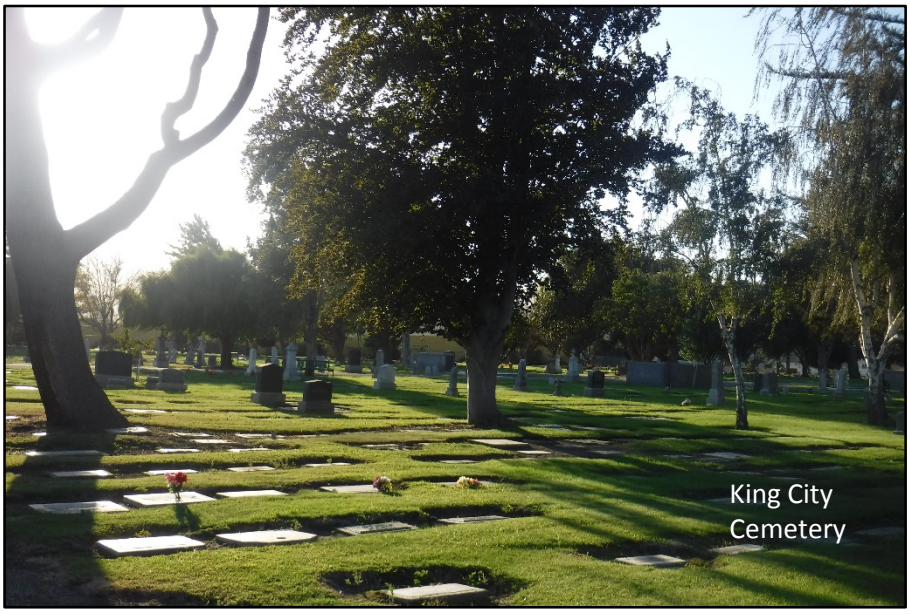
The area served by the District is expected to grow significantly in coming years. The Association of Bay Area Governments (AMBAG) projects that the City of King will grow from a population of 12,874 to 18,620 between 2010 and 2035. This growth would increase the City's population at a compound annual rate of 1.49%, which is more than double the estimated County-wide growth rate of 0.71%.

In the preparation of this Service Review and Sphere of Influence Study, LAFCO staff also made a minor technical correction to eliminate mapped overlaps between the District's Sphere of Influence and the corporate boundaries of the San Lucas and San Ardo Cemetery Districts. These corrections are reflected in the District map.

The District has no plans to expand its Sphere of Influence or annex any portion of its existing Sphere. Since the 1978 passage of Proposition 13, there is no financial incentive for a cemetery district to expand. LAFCO concurs with this assessment. The adjacent boundaries of the Greenfield and San Lucas Cemetery Districts also limit the potential for expansion of the District Sphere of Influence.

Facilities and Services

The King City Cemetery at 1010 Broadway Street is approximately 14 acres in size. The latest improvement to this facility is a rear access road funded through the District's general fund.



Opposite the new access road, and to the north of the developed cemetery, is an undeveloped area owned by the District that may be used for expansion. Other improvements at the cemetery include an office, a shop, restroom and garage for equipment. A niche wall has been added to accommodate cremains. The District may begin offering double-depth graves to increase the cemetery's capacity. The procedure, and the addition of four acres to the cemetery, are estimated to give the cemetery a remaining capacity of around 150 years.

The District is considering investing in several new facilities: a non-denominational chapel to allow on-site ceremonies to during inclement weather, a new memorial on the cemetery grounds and possibly an ossuary for mixed cremains.

The District provides burial space, maintenance of cemetery grounds and opening and closing services. The King City Cemetery District assists the San Lucas and San Ardo Cemetery Districts. The King City Cemetery District also helps with equipment and staff at private cemeteries. Approximately 50 to 55 burials occur at the cemetery every year.

The District also owns and uses a state-of-the-art computerized cemetery record keeping and mapping program (*Pontem Cemetery Data Manager*).

Changes in American interment practices, which include an increasing popularity of cremation and the scattering of ashes, are reducing the need for cemetery burials nationwide. Establishment of the California Central Coast Veterans Cemetery on the former Fort Ord may slightly lessen the demand for burials in other cemeteries in the region.

GOVERNANCE /TRANSPARENCY AND ACCOUNTABILITY

The District is governed by five Trustees, and each is current on the State-mandated ethics training. District Trustees are current with filing their State-mandated conflict-of-interest disclosures and are current on the required ethics training. The District is a member of the California Association of Public Cemeteries (CAPC). Both Trustees and consultant staff have attended CAPC trainings to increase their understanding of best practices, industry standards and changes in State law. The District has prepared an Employee Handbook and is now working to update its policies and procedures and create by-laws. The terms of two trustees ended in July 2015 and the filling of these positions have not been completed, although at least one of the two individuals who had filled these positions is interested in continuing service. The District General Manager does not anticipate that these positions will be vacant long.

The Board of Trustees meets the second Friday of every month at noon at the Cemetery District office. The District posts meeting agendas at District office.

FINANCE

District revenues include property taxes, user fees and interest on District funds. The largest source of revenue is property taxation, which in the Fiscal Year 2015-16 budget accounts for 58% of all revenue. Most remaining revenues come from cemetery user fees. Expenditures include salaries, wages and benefits, and services and supplies. Employee costs total 65% of all costs, the highest percentage among cemetery districts in the County. The District does not maintain a debt.

To control expenditures, the District is considering changing its health insurance and worker's compensation carrier. The District is also authorized to conduct biennial audits that may result in some cost savings compared to an annual audit. The next audit will cover the two years ending on June 30, 2015.

A single burial, including the lot, endowment fund, concrete vault, vault handling fee, and opening and closing costs approximately $1,850. The burial of a non-District resident would increase this fee by $500.

Information about the District's revenues and expenditures are shown in the following table. The District has experienced an increasing surplus of revenues over income for each of the last four years. The current fiscal year budget continues the expectation of a budget surplus.

King City Cemetery District: Summary of Revenues and Expenditures, Fiscal Years 2011-12 through 2015-16 (in dollars)						
Fiscal Year (Data Source)	**2010-11 (audited)**	**2011-12 (audited)**	**2012-13 (audited)**	**2013-14 (unaudited)**	**2014-15 (unaudited)**	**2015-16 (budgeted)**
Revenues	224,851	222,745	258,173	242,653	245,521	245,521
Expenditures	220,568	211,131	234,216	225,426	220,872	220,872
NET INCOME	4,283	11,614	23,957	17,228	24,649	24,649

Hayashi and Wayland, King City Cemetery District, Basic Financial Statements for the Years Ending June 30, 2013 and 2012, King City Cemetery District Profit & Loss Statement (FY 2013-14 and 2014-15), and District Fiscal Year 2015-16 budget (based on 2014-15 actuals).

The table below shows the District's assets which are an indicator of the District's financial strength. The District's Fiscal Year 2014-15 balance sheet states that $342,010, or 65% of the District's current assets, is kept in an endowment care fund. Only the interest earned on this State-required trust fund may be used for the care maintenance, and embellishment of the cemetery. The endowment fund principal must be maintained in perpetuity and is not available to be spent.

King City Cemetery District Summary of District Assets, Fiscal Years 2010-2011 through 2014-15 (in dollars)						
Fiscal Year Ending (Data Source)		**June 30, 2011 (audited)**	**June 30, 2012 (audited)**	**June 30, 2013 (audited)**	**June 30, 2014 (unaudited)**	**June 30, 2015 (unaudited)**
Assets	**Current**	468,497	455,128	478,736	497,128	523,253
	Total	715,073	725,268	752,561	770,951	797,076
Liabilities		22,947	7,975	6,556	9,892	11,052
Total Net Assets		692,126	707,098	718,712	742,669	759,899

Hayashi Wayland King City Cemetery District Basic Financial Statements for the Years Ending June 30, 2013 and 2012, unaudited District Balance Sheet for Years ending June, 30 2015 and 2014.

CHALLENGES AND OPPORTUNITIES

Governance and Transparency: The King City Cemetery District is governed by a full Board of Trustees, and operational policies are in place. The District is encouraged to establish some presence on the web, possibly in conjunction with other cemetery districts, through a California Special Districts Association service, or independently.

Shared Services and Other Partnerships: The District currently provides contractual interment services to other neighboring districts. The District is the only Monterey County cemetery district that has equipment and staffing levels needed to provide this assistance. The District is a role model for the provision of cemetery services and provides assistance to other districts in need.

Facilities: The District offers a range of improvements and is planning to expand to meet expected community needs. Planned improvements include an interfaith chapel and a new memorial.

SUMMARY

The King City Cemetery District is a financially solvent district that owns and maintains a single cemetery. The District has adequate land for expansion and is considering investing in several new facilities.

- The King City Cemetery District is providing efficient and effective service to the community through the operation of a single cemetery in the King City.
- The existing District Sphere of Influence is adequate to meet the community's needs.
- Significant population growth is anticipated within the District boundaries in coming decades. The District is positioned to respond to this increased demand for services.
- The District anticipates that it has adequate facilities to meet future needs for approximately 25 to 30 years.
- There are currently two vacancies on the Board of Trustees. The District does not anticipate that these positions will remain vacant long.
- The District regularly experiences surpluses of revenue over expenditures and laudably assists other cemeteries with interments and operations.

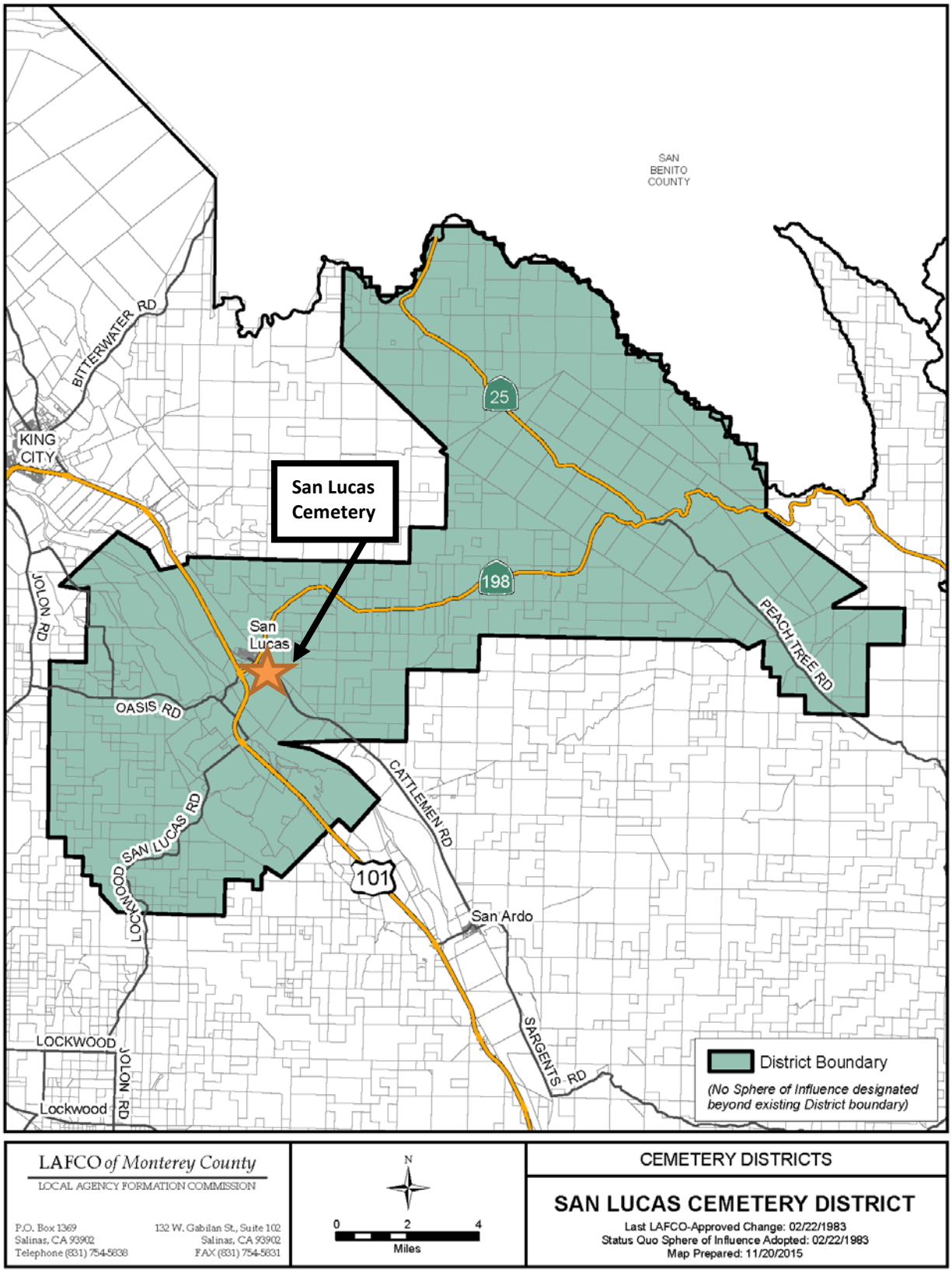
San Lucas Cemetery District

P.O. Box 115, San Lucas, CA 93954
831-382-4426

San Lucas Cemetery District – At A Glance	
Formation Date	December 3, 1974
Legal Authority	Health & Safety Code, Sections 9000-9093
Board of Trustees	Five-member governing board whose members are appointed to four-year terms by the Monterey County Board of Supervisors
District Area	Approximately 191.4 square miles
Sphere of Influence	Same as the District boundaries
Population (2010 est.)	822
Budgeted Revenue (FY 2015-16)	$16,190
Approximate Annual Revenue Per District Resident	$20
Board Contact	Estella Ramirez and Linda Larson
Employees	None
Cemetery	San Lucas Cemetery, at the northeast corner of the intersection of Cattlemen Road and Highway 198

INTRODUCTION

The San Lucas Cemetery was established in 1890. Upon formation of the San Lucas Cemetery District on December 3, 1974, the Knights of Pythias Lodge deeded the cemetery to the District. As part of the reactivation of the cemetery, the District initiated a series of improvements that included the installation of a water tank, building a fence and landscaping. The cemetery is the location of two or three burials a year. The District has an estimated that it has at least 20 or 30 years of remaining capacity.


SAN BENITO COUNTY
BITTERWATER RD
KING CITY
San Lucas Cemetery
25
198
JOLON RD
San Lucas
OASIS RD
PEACH TREE RD
CATTLEMEN RD
SAN LUCAS RD
LOCKWOOD
101
San Ardo
SARGENTS RD
LOCKWOOD
JOLON RD
Lockwood
District Boundary
(No Sphere of Influence designated beyond existing District boundary)
LAFCO of Monterey County
LOCAL AGENCY FORMATION COMMISSION
P.O. Box 1369
Salinas, CA 93902
Telephone (831) 754-5838
132 W. Gabilan St., Suite 102
Salinas, CA 93902
FAX (831) 754-5831
N
0 2 4
Miles
CEMETERY DISTRICTS
SAN LUCAS CEMETERY DISTRICT
Last LAFCO-Approved Change: 02/22/1983
Status Quo Sphere of Influence Adopted: 02/22/1983
Map Prepared: 11/20/2015

DISTRICT BOUNDARIES AND SPHERE OF INFLUENCE

The District covers approximately 190 square miles, and approximately 822 people reside within its boundaries. Since 1974, there have been no changes to the District Boundaries. The District's Sphere of Influence is coterminous with District boundaries and was established by LAFCO in 1983.

The rural community of San Lucas is not anticipated to grow substantially in coming years.

The District has no plans to expand its Sphere of Influence or annex any portion of its existing Sphere. Since the 1978 passage of Proposition 13, there is no financial incentive for a cemetery district to do so. LAFCO concurs with this assessment. The adjacent boundaries of the King City and San Ardo Cemetery Districts also limit the potential for expansion of the District Sphere of Influence.

FACILITIES AND SERVICES

While the San Lucas Cemetery parcel is more than eight acres in size, the area available for the cemetery includes only about three acres. A Union Pacific Railroad easement and tracks cover a large portion of the property. The District recently completed some long-deferred grounds cleanup and maintenance, placed new fencing at the driveway entrance and completed construction of a small storage shed building.

San Lucas Cemetery

The District originally sold cemetery plots as family group plots. However, since space in the developed portion of the cemetery is limited only single plots are now being sold. The District has no staff and obtains landscaping and maintenance services through a contract.

The District experiences no more than two or three interments in an average year. When a burial service is needed, the King City Cemetery District is called upon by one of the Trustees to assist. The King City Cemetery District has provided such assistance to the San Lucas Cemetery District for decades.

Changes in American interment practices, which include an increasing popularity of cremation and the scattering of ashes, are reducing the need for cemetery burials nationwide. Establishment of the California Central Coast Veterans Cemetery on the former Fort Ord may slightly lessen the demand for burials in other cemeteries in the region.

GOVERNANCE /TRANSPARENCY AND ACCOUNTABILITY

The District is governed by five Trustees, who are appointed by the Monterey County Board of Supervisors. Only three Trustees are presently seated, and the two vacancies have existed for several years. The Board meets on the third Wednesday of the month at 4:00 pm at the office of the San Lucas Water District. The District posts meeting agendas at the San Lucas Post Office.

Trustees are completing their State-required conflict of interest disclosure forms (Form 700s).

The District has expressed interest in resources recently provided by LAFCO, such as templates for district bylaws, policies and procedures. The District is also working to improve its recordkeeping and the training of Trustees in best practices and the requirements of State law.

FINANCE

Due to the lack of recent burial activity, District revenues consist mainly of property taxes. In Fiscal Year 2013-14, fully 95% of revenues were from this source. The District charges a modest $250 for a single grave, although it is currently looking at a substantial increase in this charge to be more consistent with neighboring cemetery district fee schedules. Arrangements for interments are made directly by the family of the deceased and the King City Cemetery District. Fees for interments are passed through to the King City Cemetery District that provides assistance with burials. The District has no employees or employee expenses.

As shown in the Table of Revenues and Expenditures, District expenditures have exceeded income in recent years. To lower expenditures, the District recently changed to a new, and less costly, landscaping contract. Monthly rent for the District office has also been reduced this year from $250 to $100. This change reduces the annual deficit, although the current year budget continues to anticipate that expenditures will continue to exceed revenues by almost 50%. The largest two expenditure line items – Audit and Accounting ($9,500) and Maintenance/Grounds ($8,800) – by themselves exceed anticipated revenues of $16,190. Audit costs are for a two-year audit that is scheduled to be completed this year.

San Lucas Cemetery District
Summary of Revenues and Expenditures, Fiscal Years 2011-12 through 2015-16
(in dollars)

Fiscal Year (Data Source)	2010-11 (audited)	2011-12 (audited)	2012-13 (audited)	2013-14 (unaudited)	2014-15 (unaudited)	2015-16 (budgeted)
Revenues	13,717	15,053	14,502	15,299	$12,917	16,190
Expenditures	18,098	22,230	32,810	28,302	$17,510	24,225
NET INCOME	(4,381)	(7,177)	(18,308)	(13,003)	(4,593)	(8,035)

Hayashi and Wayland, San Lucas Cemetery District, Basic Financial Statements for the Years Ending June 30, 2013 and 2012, San Lucas Cemetery District Special Districts Financial Transactions (FY 2013-14 and 2014-15), and District Fiscal Year 2015-16 budget.

The table below presents a summary of the District's assets. The imbalance of income and expenditures has caused a rapid decrease in net assets. This decrease in assets is a serious threat to the District's long-term financial viability. The District does not maintain an endowment fund for the ongoing maintenance of the property.

San Lucas Cemetery District Summary of District Assets, Fiscal Years 2010-2011 through 2014-15 (in dollars)						
Fiscal Year Ending (Data Source)		**June 30, 2011 (audited)**	**June 30, 2012 (audited)**	**June 30, 2013 (audited)**	**June 30, 2014 (unaudited)**	**June 30, 2015 (unaudited)**
Assets	Current	68,362	61,209	45,019	33,749	30,598
	Total	82,903	75,536	57,228	44,225	39,670
Liabilities		990	800	800	800	800
Total Net Assets		81,913	74,736	56,428	43,425	38,870

Hayashi and Wayland, San Lucas Cemetery District, Basic Financial Statements for the Years Ending June 30, 2013 and 2012, and San Lucas Cemetery District Special Districts Financial Transactions (FY 2013-14 and 2014-15).

CHALLENGES AND OPPORTUNITIES

Governance and Transparency: The small District population presents challenges. It has been difficult for the District to find willing citizens able to fill all five Trustee positions. If the Board were to lose one additional member, it would lack a quorum and would be unable to act. The District is encouraged to establish some presence on the web, possibly in conjunction with other cemetery districts, through a California Special Districts Association service, or independently.

Shared Services and Other Partnerships: The District currently uses assistance from the King City Cemetery District for interments. Other opportunities for shared services – and attendant cost efficiencies – are worth exploring. Affiliation with the California Association of Public Cemeteries (CAPC), California Special Districts Association, or other networks would provide useful Board training and educational resources. Scholarships are available to assist small districts in their professional development.

Finance: The District is strongly encouraged to modify its expenditures to keep them within revenues in order to remain solvent. The District has consistently overspent its revenues the past five years, and the current year budget anticipates a continuing imbalance.

SUMMARY

- The San Lucas Cemetery District is providing efficient and effective service to the community through the operation of a single cemetery in the unincorporated community of San Lucas.

- The existing District Sphere of Influence is the same as District boundaries and is adequate to meet the community's needs.

- The District anticipates that it has adequate facilities to meet future needs for a minimum of 20 or 30 years.

- Two of the five seats on the District Board of Trustees are vacant. The District is encouraged to increase efforts to recruit individuals to fill these openings and to ensure that a quorum can be met.

- The District has experienced financial deficits for each of the past five years. The District is encouraged to implement measures to ensure that expenditures are covered by District revenue. Firm action is needed to ensure the District's financial viability.

San Ardo Cemetery District

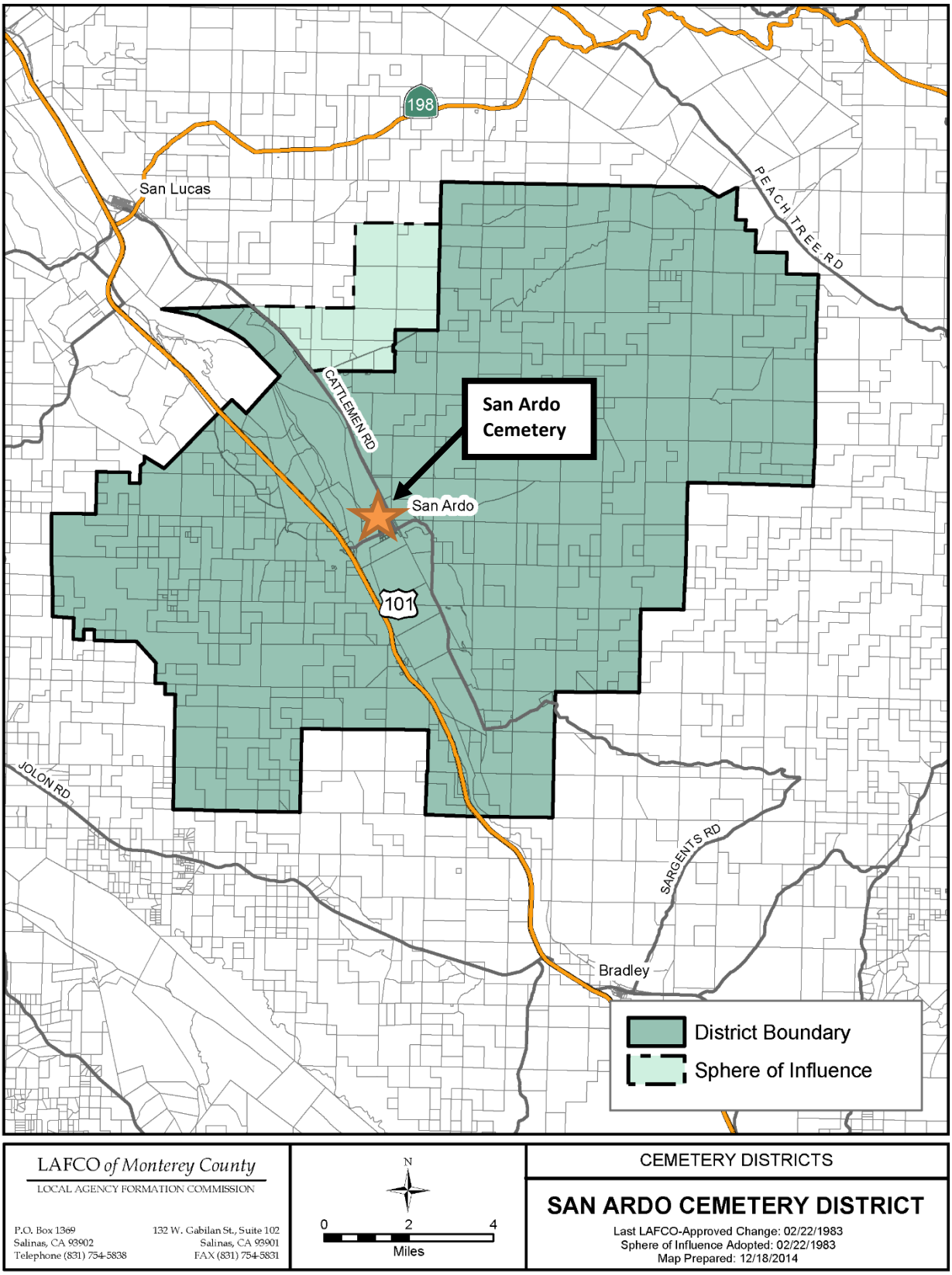
P.O. Box 56, San Ardo, CA 93450
831-627-2500

San Ardo Cemetery District – At A Glance	
Formation Date	August 22, 1957
Legal Authority	Health & Safety Code, Sections 9000-9093
Board of Trustees	Five-member governing board whose members are appointed to four-year terms by the Monterey County Board of Supervisors
District Area	Approximately 165.2 square miles
Sphere of Influence	Approximately 8.4 square miles beyond District boundaries
Population (2010 est.)	839 (with an additional 60 in the Sphere of Influence)
Revenue (FY 2013-14)	$20,380 (as reported for FY 2013-14 by the State Controller's Office)
Approximate Annual Revenue Per District Resident	$24 (as reported for FY 2013-14 by the State Controller's Office)
Board Secretary	Cindy Beal
Employees	None
Cemetery	San Ardo Cemetery, approximately one-half mile north of town and one-quarter mile west of Cattlemen Road

Introduction

The San Ardo Cemetery District was formed in 1957 to serve the San Ardo community. District boundaries have not changed since District formation. The District provides burial space and maintains the cemetery grounds.

The District opted not to participate in the preparation of this report. Therefore, information in this report is limited and was reported from third party sources.


198
San Lucas
PEACHTREE RD
CATTLEMEN RD
San Ardo Cemetery
San Ardo
101
JOLON RD
SARGENTS RD
Bradley
District Boundary
Sphere of Influence
LAFCO of Monterey County
LOCAL AGENCY FORMATION COMMISSION
P.O. Box 1369
Salinas, CA 93902
Telephone (831) 754-5838
132 W. Gabilan St., Suite 102
Salinas, CA 93901
FAX (831) 754-5831
N
0
2
4
Miles
CEMETERY DISTRICTS
SAN ARDO CEMETERY DISTRICT
Last LAFCO-Approved Change: 02/22/1983
Sphere of Influence Adopted: 02/22/1983
Map Prepared: 12/18/2014

DISTRICT BOUNDARIES AND SPHERE OF INFLUENCE

The District is approximately 165 square miles in area. LAFCO designated an additional eight square mile Sphere of Influence which extended north to the boundary of the San Lucas Cemetery District. The rural community of San Ardo is not anticipated to grow significantly in coming years. The portion of the Sphere that is beyond the District's boundaries is relatively small – 8.4 square miles – and is home to only about 60 people. Residents of this outlying area may benefit from annexation by being eligible for in-District cemetery fees. There is, however, little incentive for the District to request annexation because it would receive no additional tax revenues for this expansion. Likewise, there is no incentive and no identified need to expand the District's Sphere of Influence.

FACILITIES AND SERVICES

The District maintains one cemetery that is approximately four-tenths of an acre in size. Situated just north of San Ardo, the cemetery is surrounded by agricultural fields and is accessed via dirt roads to the west of Cattlemen Road.

The San Ardo Cemetery District provides public internment services for the unincorporated community of San Ardo and the surrounding area. Most management and maintenance services are capably performed

by District Trustees and community volunteers. The King City Cemetery District assists the District with burial services. It is unknown how many burials occur in San Ardo in an average year, or the remaining capacity of the facility.

Changes in American interment practices, which include an increasing popularity of cremation and the scattering of ashes, are reducing the need for cemetery burials nationwide. Establishment of the California Central Coast Veterans Cemetery on the former Fort Ord may slightly reduce the demand for burials in other cemeteries in the region.

GOVERNANCE /TRANSPARENCY AND ACCOUNTABILITY

The District is governed by a five-member Board of Trustees who are appointed by the Board of Supervisors. The terms of two Trustees recently expired and are currently vacant, according to the records of the Clerk of the Monterey County Board of Supervisors.

FINANCE

District revenues are primarily derived from property taxes. In Fiscal Year 2013-14, 89% of all income were from this source. Most remaining revenues are assumed to be derived from cemetery user fees.

The District prepares audits every five years with the last one being for the five-year period ending June 30, 2012. The District also reports financial data to the State Controller's Office as required by law. This data shows that revenues are minimal, and expenditures are generally less than revenues. The District has no employees, although the audit indicated that the over half of District expenditures were for custodian fees.

San Ardo Cemetery District
Summary of Revenues and Revenues, Fiscal Years 2011-12 through 2015-16
(in dollars)

Fiscal Year	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16 (budgeted)
Revenues	14,100	17,289	21,295	20,380	Not Available	Not Available
Expenditures	7,844	16,414	21,581	14,796	Not Available	Not Available
NET INCOME	6,256	875	(286)	5,584	Not Available	Not Available

California State Controller's Office: Special Districts Website Reports

The table below shows a summary of the District's assets. This data, from the State Controller's Office, includes general cash reserves as well as restricted funds held in the endowment fund. Net assets have slowly increased through the years surveyed.

San Ardo Cemetery District
Summary of District Assets, Fiscal Years 2010-2011 through 2014-15
(in dollars)

Fiscal Year Ending	June 30, 2011	June 30, 2012	June 30, 2013	June 30, 2014	June 30, 2015
Assets	45,558	46,403	46,117	51,701	Not Available
Liabilities	0	0	0	0	Not Available
Total Net Assets	45,558	46,403	46,117	51,701	Not Available

California State Controller's Office: Special Districts Website Reports

The most recent District audit, for the five year period ending June 30, 2012, indicated that the District's assets included over $27,000 in General Fund cash and cash equivalents. The District's endowment fund, including both the permanent fund and accumulated interest income, amounted to 32% of all assets.

CHALLENGES AND OPPORTUNITIES / SUMMARY

The San Ardo Cemetery District declined to meet with LAFCO staff or share information regarding its services. Based on available financial data from the State Controller's Office, the District is operating without severe deficits or surpluses and is maintaining a steady level of assets. The District is currently working without a full Board of Trustees.

The District is providing efficient and effective service to the community and appears to be meeting this need with a minimum of financial resources and a maximum amount of self-sufficiency and volunteer action.

[This page left blank intentionally.]

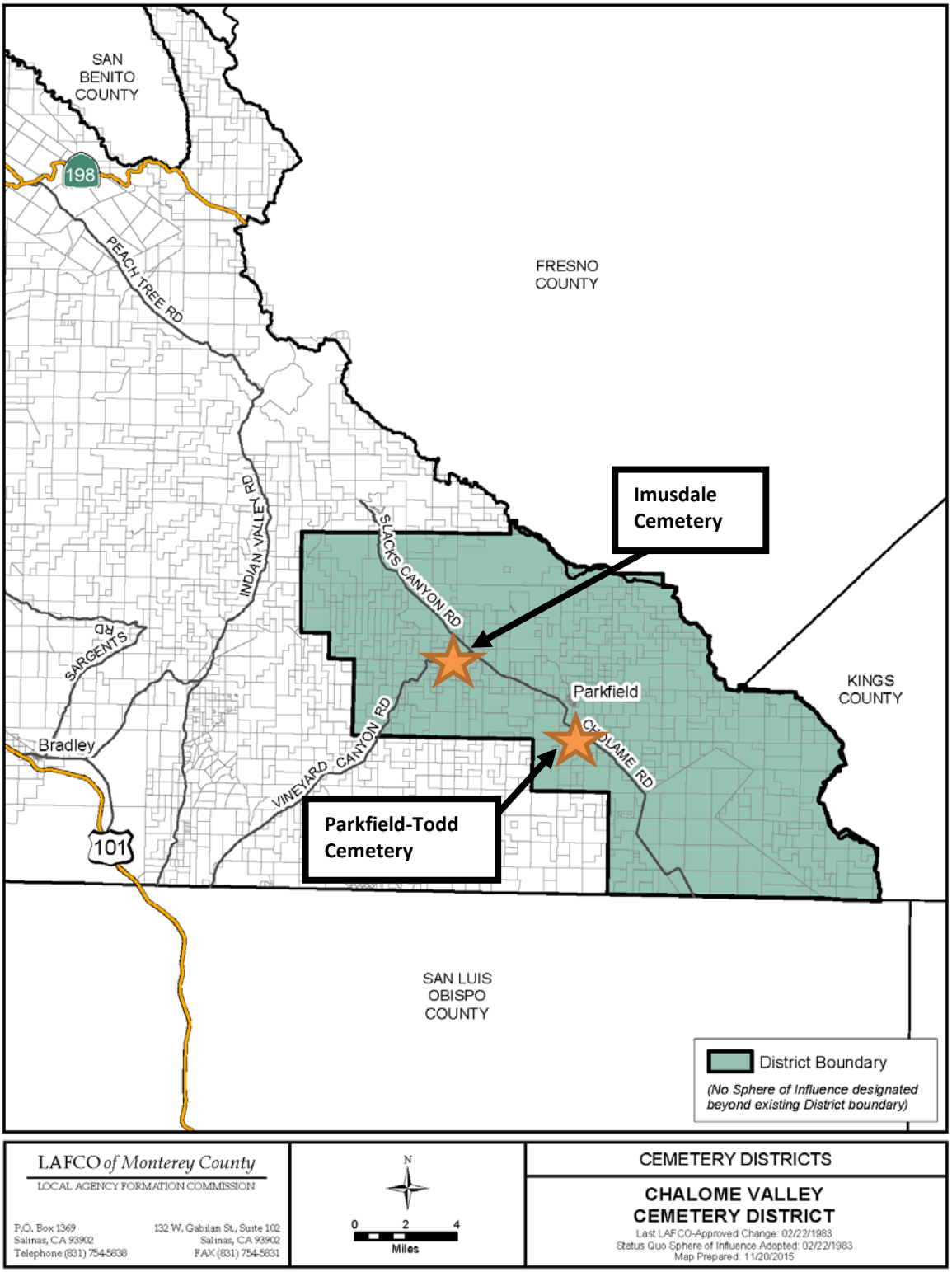
Cholame Valley Cemetery District

Parkfield Route, Box 3580, San Miguel CA 93451
805-463-2343

Cholame Valley Cemetery District – At A Glance	
Formation Date	January 27, 1959
Legal Authority	Health & Safety Code, Sections 9000-9093
Board of Trustees	Three-member governing board whose members are appointed to four-year terms by the Monterey County Board of Supervisors
District Area	Approximately 181.7 square miles
Sphere of Influence	Same as District boundaries
Population (2010 est.)	169
Budgeted Revenue (FY 2015-16)	$0
Approximate Annual Revenue Per District Resident	$0
Board Secretary	Marlene Thomason
Employees	None
Cemeteries	Two small cemeteries: "Parkfield-Todd," at the end of Parkfield Cemetery Road, off Cholame Road, approximately two and one-half miles southeast of Parkfield, and "Imusdale," on Vineyard Canyon Road, approximately 2,000 feet south west of its intersection with Slacks Canyon Road

INTRODUCTION

Community members formed the Cholame Valley Cemetery District on January 27, 1959 to provide maintenance services to four small cemeteries that had been established in the 1800s. These cemeteries were the Parkfield–Todd, Imusdale, Imus and Red Rock Cemeteries. The Imus and Red Rock Cemeteries are on private property and are no longer maintained by the District. One burial occurs within the District in the average year. The District estimates that it can accommodate additional burials for at least an additional 50 to 75 years.


SAN BENITO COUNTY
198
PEACH TREE RD
FRESNO COUNTY
INDIAN VALLEY RD
SLACKS CANYON RD
Imusdale Cemetery
SARGENTS RD
Parkfield
KINGS COUNTY
Bradley
VINEYARD CANYON RD
CHOLAME RD
Parkfield-Todd Cemetery
101
SAN LUIS OBISPO COUNTY
District Boundary
(No Sphere of Influence designated beyond existing District boundary)
LAFCO of Monterey County
LOCAL AGENCY FORMATION COMMISSION
P.O. Box 1369
Salinas, CA 93902
Telephone (831) 754-5838
132 W. Gabilan St., Suite 102
Salinas, CA 93902
FAX (831) 754-5831
N
0 2 4
Miles
CEMETERY DISTRICTS
CHALOME VALLEY CEMETERY DISTRICT
Last LAFCO-Approved Change: 02/22/1983
Status Quo Sphere of Influence Adopted: 02/22/1983
Map Prepared: 11/20/2015

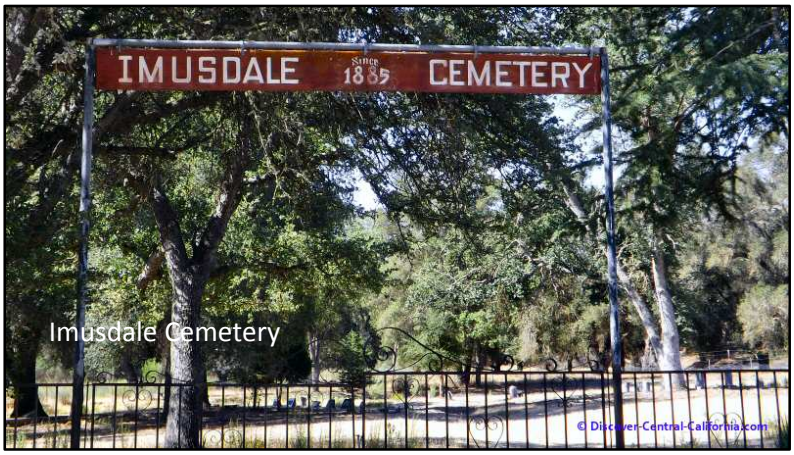
DISTRICT BOUNDARIES AND SPHERE OF INFLUENCE

The District covers approximately 185 square miles and its Sphere of Influence, which was established in 1983, covers the same territory. The Cholame Valley population is not anticipated to grow significantly in coming years. The population of the District is estimated at 169.

The District has no plans to expand its Sphere of Influence or annex any portion of its existing Sphere because since the 1978 passage of Proposition 13 there is no financial incentive for a cemetery district to do so. LAFCO concurs with this assessment.

FACILITIES AND SERVICES

The Cholame Valley Cemetery District was formed on January 27, 1959 for the purpose of providing maintenance services to four small cemeteries that were established in the 1800s. Two of these four cemeteries are still maintained by the District: the Imusdale Cemetery (approximately 1.88 acres in size) and the Parkfield-Todd Cemetery (slightly larger than Imusdale). The District holds title to the Imusdale Cemetery, although ownership of the Parkfield–Todd Cemetery is uncertain. It is referred to as "government land" on County records and may be on a County road right-of-way. The District does not own equipment or buildings. The District has no debt.



Imusdale Cemetery

The District is supported by volunteers, and this arrangement appears to meet community needs. The District pays for no contracts for any services and survives through the assistance of volunteers for fence mending and other repairs. The District has no fees or rate sheets and offers no direct interment services.

Some maintenance such as weeding and clean-up is occasionally provided by the California Department of Forestry and Fire Protection (CALFIRE) through the service of inmates from the California Department of Corrections and Rehabilitation.

Parkfield-Todd Cemetery

Changes in American interment practices, which include an increasing popularity of cremation and the scattering of ashes, are reducing the need for cemetery burials nationwide. Establishment of the California Central Coast Veterans Cemetery on the former Fort Ord may slightly reduce the demand for burials in other cemeteries in the region.

The District estimates that it can accommodate interments for at least an additional 50 or 75 years.

GOVERNANCE /TRANSPARENCY AND ACCOUNTABILITY

The Cholame Cemetery District is governed by a three-person Board of Trustees who are appointed by the Monterey County Board of Supervisors. There are currently no vacancies on the Board.

The District Board of Trustees meets quarterly when the Parkfield Community Club gathers. The meetings occur at the Community Club, which is at 68720 Parkfield Coalinga Road. Meeting agendas are posted on the Community Hall bulletin board,

District trustees complete annual State Conflict of Interest Forms (Form 700s), and are working to meet all State ethics requirements.

The only cemetery district contiguous with the Cholame Cemetery District is the Shandon Cemetery District across the county line in San Luis Obispo County. These districts may in the future want to explore cooperative arrangements.

FINANCE

The District's finances are unusual, in that revenues and expenses are close to zero. No property taxes or fees are collected[6]. No contracts for service are utilized.

The District does not collect burial fees. When an interment is needed, the family and friends of the deceased band together with District volunteers to hand dig graves. Occasionally a backhoe is also used. The district does not require the use of burial vaults to enclose coffins.

Cholame Valley Cemetery District:
Summary of Revenues and Expenditures, Fiscal Years 2011-12 through 2015-16
(in dollars)

Fiscal Year (Data Source)	2010-11 (SCO)	2011-12 (SCO)	2012-13 (SCO)	2013-14 (SCO)	2014-15 (District)	2015-16 (District)
Revenues	2	2	0	0	0	0
Expenditures	0	0	0	0	0	0
NET INCOME	2	2	0	0	0	0

California State Controller's Office: Special Districts Website Reports and Data (FY 2010-11 to 2013-14), and Personal Conversation with the District Board Secretary (FY 2014-15 and 2015-16)

[6] The District does not receive tax funds because its modest-level operations were funded totally through accumulated cash balances and the interest for the years prior to 1978-79. The District, therefore, does not participate in the Post-Proposition 13 allocated property tax formula. The District remains the only cemetery district in the County which receives no property tax revenue.

The District has received some interest from assets left on the County books since the 1970's although less than $300 remains in the District account at the end of Fiscal Year 2014. This balance provides a nominal amount of revenue.

The District has County approval to submit audits on a five-year cycle, but the last submittal was missed, and the next 5-year submittal date is nearing. The District no longer prepares budgets, as the District hasn't written a check in recent memory. Financial reports are submitted yearly to the State Controller's Office and County Auditor-Controller, although most of the blanks are filled with zeros. The District maintains no liability or other insurance.

The table below shows the District's assets. This data is from the State Controller's Office. The fund balance is consistent with the District finances and operating philosophy. Interest derived from the $272 on balance in Fiscal Year 2010-2011 yielded the $2 reported to the State as revenue income. The increase in the fund balance in Fiscal Year 2012 reflects the addition of the Imusdale Cemetery's land valuation.

Cholame Valley Cemetery District
Summary of District Assets, Fiscal Years 2010-2011 through 2014-15
(in dollars)

Fiscal Year Ending (Data Source)	June 30, 2011 (SCO)	June 30, 2012 (SCO)	June 30, 2013 (SCO)	June 30, 2014 (SCO)	June 30, 2015 (District)
Assets	272	1,774	1,774	1,774	1,774
Liabilities	0	0	0	0	0
Total Net Assets	272	1,774	1,774	1,774	1,774

California State Controller's Office: Special Districts Website Reports and Data (FY 2010-11 to 2013-14), and Personal Conversation with the District Board Secretary (FY 2014-15 and 2015-16)

CHALLENGES AND OPPORTUNITIES

Shared Services and Other Partnerships: The District may want to consider if it could benefit from sharing services or resources with the adjacent Shandon Cemetery District in San Luis Obispo County. Affiliation with the California Association of Public Cemeteries (CAPC), Public Cemetery Alliance, California Special Districts Association, or other networks would provide useful Board training and educational resources. Scholarships are available to assist small districts in their professional development. The District is also encouraged to establish some presence on the web, possibly in conjunction with other cemetery districts, through a California Special Districts Association service, or independently.

Finance: The Cholame Cemetery District achieves results without the expenditure of funds. If there were to be a need for monies to maintain the cemeteries, Trustees would need to identify sources. The District maintains no liability insurance; this absence may expose Trustees to risk.

SUMMARY

The Cholame Cemetery District is operated by a three-member Board of Trustees which has no vacancies. While the District maintains two cemeteries, it does so in a way that requires no revenues or expenditures. The informal organization and operations of the District appear to work for the Parkfield/Cholame Valley community.

- The Cholame Valley Cemetery District is providing efficient and effective service to the community through the operation of two cemeteries in the unincorporated Parkfield / Cholame Valley area.
- The District has found a way to meet community needs without taxes or other revenue.
- The existing District Sphere of Influence is the same as the District boundaries and is adequate to meet the community's needs.
- The District anticipates that it has adequate facilities to meet future needs for at least 50 or 75 years.

Pajaro Valley Public Cemetery District

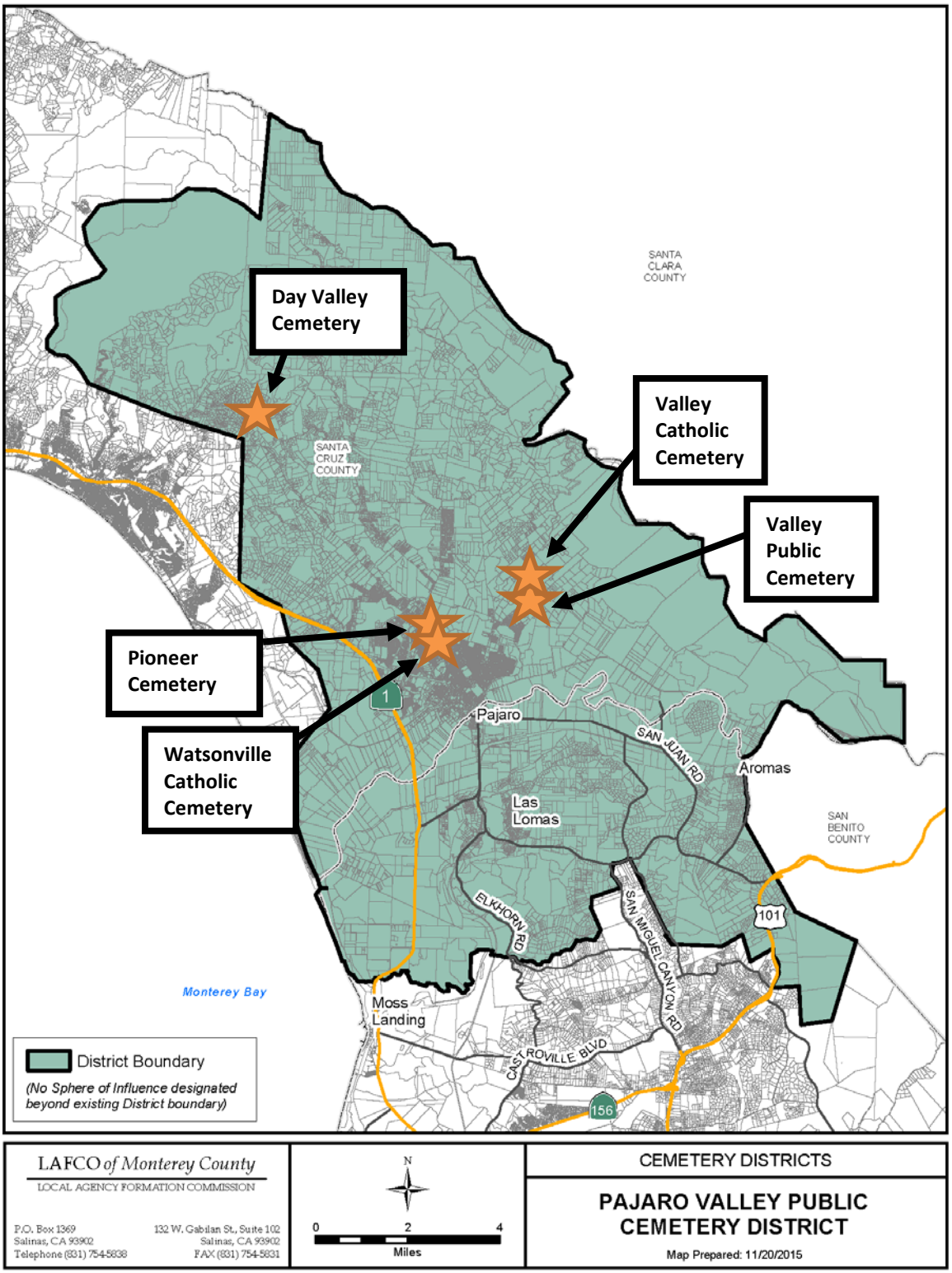
66 Marin Street, Watsonville, CA, 95076
831-722-0310

Pajaro Valley Public Cemetery District – At A Glance	
Formation Date	May 24, 1955
Legal Authority	Health & Safety Code, Sections 9000-9093
Board of Trustees	Five-member governing board whose members are appointed to four-year terms by the Santa Cruz County Board of Supervisors
District Area	Approximately 162.6 sq mi (47.7 sq mi in the Monterey County portion)
Sphere of Influence	Same as the District boundaries
Population (2010 est.)	95,088 (18,646 in the Monterey County portion)
Budgeted Revenue (FY 2015-16)	$938,500
Approximate Annual Revenue Per District Resident	$10
Manager	Robert Stanford
Employees	5.5 full time equivalents
Cemeteries	Five Cemeteries: Pioneer Cemetery (ocean side of Freedom Blvd. at Marin St.), Watsonville Catholic Cemetery (mountain side of Freedom Blvd. at Alta Vista), Valley Catholic Cemetery (East Lake near Fairgrounds), Valley Public Cemetery (East Lake near Fairgrounds), and Day Valley Cemetery (Meadow Road)

Introduction

The Pajaro Valley Public Cemetery District covers the Pajaro, Los Lomas and Aromas areas in Monterey County, and extends as far north as Aptos in southern Santa Cruz County. Present boundaries are the same as when the District was formed in 1955. A majority of the District's geographic area and population are within Santa Cruz County. The Santa Cruz Local Agency Formation Commission is, therefore, the LAFCO of the principal county for this cemetery district and has exclusive jurisdiction over any changes of organization. In April 2015, the Santa Cruz LAFCO approved a Service Review and Sphere of Influence Review for this District. The document was prepared in consultation with LAFCO of Monterey County. Interested readers may contact Santa Cruz LAFCO at 831-454-2055 or http://www.santacruzlafco.org to get a copy of that study.

A map and summary description of the District's services and boundaries are included here, based on information provided by the District and Santa Cruz LAFCO. Our intent is to help readers learn about all local public cemetery service providers and their relationships.



District Overview

The Pajaro Valley Public Cemetery District is governed by a five-member Board of Trustees, which is appointed by the Santa Cruz County Board of Supervisors. District boundaries straddle the Santa Cruz-Monterey County line, and its Sphere of Influence is coterminous with the current boundaries. The District maintains five cemeteries, all of which are located in Santa Cruz County. These cemeteries average a total of 175 to 200 burials a year. Moderate population growth is projected within the service area over the next 25 years. Only one cemetery, Valley Public Cemetery, has traditional gravesite available for purchase, and the District anticipates approximately 15 years of remaining capacity at Valley Public. The District's ability to acquire additional property adjacent to existing facilities is limited, and so the District is seeking an additional cemetery site in south Santa Cruz County or north Monterey County.

The 2015 Santa Cruz LAFCO study notes that a populated portion of north Monterey County is unserved by any cemetery district and that LAFCO of Monterey County would be examining the possibility of expansion into that area by the Castroville Cemetery District. The Castroville Cemetery District was consulted in the course of the current study and chose not to pursue expansion, as it is financially infeasible to do so. One or both of the cemetery districts adjacent to the unserved Prunedale area may raise this topic again in the future.

The District provides burial spaces, maintenance of cemetery grounds, and opening and closing services. The District also has a commendable reputation for assisting other districts and cemeteries when needs arise. For example, it helped the private Evergreen Cemetery in the City of Santa Cruz to upright headstones after the 1989 Loma Prieta Earthquake.

District operations comply with State laws for accountability and transparency, and the District implements best management practices for cost efficiencies. This District is also an active member of both the California Association of Public Cemeteries (CAPC) and the Public Cemetery Alliance (PCA).

The Pajaro Valley Public Cemetery District's finances are sound and sustainable. In Fiscal Year 2015-16, the District has budgeted revenues of $938,500 and expenditures of $1,314,250. This temporary imbalance of expenditures over revenues is due to a current capital improvement program. Net assets of approximately $6 million enable the District to incur short-term budget shortfalls. Among District assets, as of June 30, 2015, are a capital outlay fund of approximately $2.9 million and an endowment fund of approximately $1.2 million.[7] In the current year budget, 69% of District revenue comes from property

[7] The endowment fund includes reserved funds of $754,205 and unreserved funds of $414,925.

taxes. The District receives additional revenue from user fees and interest from its investments. The major expenditure is for personnel, which accounts for 78% of all budgeted revenues.

Summary

In its April 2015 study and Commission action, Santa Cruz LAFCO concluded that the Pajaro Valley Public Cemetery District is providing cemetery services in a cost-effective manner. The principal LAFCO made no changes to the District's current Sphere of Influence.

The Pajaro Valley Public Cemetery District has more residents within its boundaries than any other cemetery district serving Monterey County residents. Its budget, with annual revenues of approximately $1 million, is larger than the combined budgets of the eight cemetery districts that operate solely in Monterey County. This District is in a strong financial position, with the capability and experience to operate multiple facilities consistent with State requirements and best management practices. A key challenge for this District is a lack of available plots, and so an active search is on to locate a new cemetery site within District boundaries.

DETERMINATIONS

SCOPE AND SUMMARY OF RECOMMENDATIONS

This Chapter contains the recommended Municipal Service and Sphere of Influence determinations for the Castroville, Gonzales, Soledad, Greenfield, King City, San Lucas, San Ardo and Cholame Valley Cemetery Districts. This chapter also contains a recommended written statement of LAFCO's determinations regarding the four areas required by Government Code section 56425(e). Each recommended determination applies to all eight cemetery districts that are located entirely in Monterey County as a group.

Based on the recommended Municipal Service Review Determinations, the Executive Officer recommends that the Commission adopt the Municipal Service Review for all eight cemetery districts.

Based on the recommended Sphere of Influence Determinations, the Executive Officer recommends that the Commission affirm the currently adopted Spheres of Influence of the Castroville, Gonzales, Soledad, Greenfield, King City, San Lucas, San Ardo and Cholame Valley Cemetery Districts as shown on the Executive Summary's map. No change from the status quo is proposed or recommended.

MUNICIPAL SERVICE REVIEW DETERMINATIONS

The Cortese-Knox-Hertzberg Act requires LAFCO to conduct a review of the municipal services provided by a local agency before updating its Sphere of Influence. This chapter contains a recommended written statement of LAFCO's Municipal Service Review Determinations regarding the seven areas required by Government Code section 56430(a). Each recommended determination applies to all eight cemetery districts as a group. Individual district profiles are provided earlier in this document.

1. Growth and Population Projections for the Affected Areas

The eight cemetery districts entirely in Monterey County cover a combined area of over 1,250 square miles and a population of almost 80,000 people. Except for the Castroville Cemetery District, all of these districts are in the southern Salinas Valley. The four districts centered on the southern Salinas Valley cities – Gonzales, Soledad, Greenfield and King City – are projected to experience rapid population growth in coming decades.

2. The Location and Characteristics of any Disadvantaged Unincorporated Communities within or Contiguous to the Sphere of Influence.

The California Department of Water Resources has identified Moss Landing[8], King City, San Lucas and San Ardo as disadvantaged community places. All of these areas are located within the boundaries of a cemetery district and, except for King City, all are unincorporated. Additional areas within the southern Salinas Valley are identified as disadvantaged community tracts or block groups. Most of these areas are located within the boundaries of a cemetery district. Cemetery district services are available to disadvantaged residents of Monterey County.

[8] Moss Landing is located within the Castroville Cemetery District and is the location of the District's cemetery.

3. Present and Planned Capacity of Public Facilities and Adequacy of Public Services, and Infrastructure Needs or Deficiencies

As outlined in this Service Review, the eight cemetery districts have adequate space and services to meet current needs.
Most districts are actively developing their capacity by acquiring additional land, adding double-depth graves, and constructing niche walls for cremated remains.

4. Financial Ability of Agency to Provide Services

Local cemetery districts experience a broad range of financial conditions and vulnerability. Finances are examined in this service review and are highlighted as a Key Finding in the Executive Summary.

5. Status of, and Opportunities for, Shared Facilities

Opportunities are available for a sharing of resources and expertise among cemetery districts. An outline of the opportunities and benefits of partnerships and a sharing of resources is contained within a Key Finding in the Executive Summary.

6. Accountability for Community Service Needs, including Government Structure and Operational Efficiencies

The eight cemetery districts entirely in Monterey County are independent special districts formed through the provisions of the Public Cemetery District Law (Health & Safety Code section 9000 et seq.) Each was formed to provide the long-term care and management of a cemetery, or cemeteries, within their boundaries. All of the eight districts are governed by a five- or three-person Board of Trustees that are appointed by the Monterey County Board of Supervisors.

Expansion of the District is financially unfeasible because since Proposition 13's passage in 1978, any land annexed to a cemetery district does not pay any property tax to the district.

The districts face challenges in complying with all of the State requirements for a local agency. This issue is discussed in the Service Review, and is highlighted as a Key Finding in the Executive Summary.

7. Any Other Matter Related to Effective or Efficient Service Delivery, as Required by Commission Policy

The Local Agency Formation Commission of Monterey County has adopted Sphere of Influence Policies and Criteria within its *Policies and Procedures Relating to Spheres of Influence and Changes of Organization and Reorganization*. These policies and criteria were adopted, in conformance with State law, to meet local needs.

These policies stipulate that the designation of Spheres of Influence shall avoid the creation of islands and corridors. There are currently no islands or corridors enclosed by a Cemetery District's boundaries or Sphere.

SPHERE OF INFLUENCE DETERMINATIONS

Following is a recommended written statement of LAFCO's Sphere of Influence Determinations regarding the four areas required by Government Code section 56425(e). Each recommended determination applies to all eight cemetery districts as a group. Individual profiles of each of the eight districts, and of the Pajaro Valley Public Cemetery District, are presented earlier in this document.

1. The Present and Planned Land Uses in the Area, including Agricultural and Open-Space Lands

Land uses within cemetery district boundaries are varied. The districts contain four cities – Gonzales, Soledad, Greenfield and King City. District boundaries also include Census-designated places such as Castroville, Moss Landing, Prunedale, Chualar, San Lucas, San Ardo and Parkfield[9]. The cities and unincorporated places have a variety of commercial, industrial, institutional and residential uses. Agricultural uses predominate outside of the core areas of the cemetery districts.

Five districts have Spheres of Influence beyond their existing boundaries. Most of these areas are very rural and agricultural. The one exception is the Castroville Cemetery District. The Sphere of Influence of this district contains a significant portion of Prunedale, a Census-designated place. The District Sphere, outside of its boundaries, is estimated to be the home of over 6,000 people. The area includes low-density and rural-density residential, commercial and public/quasi-public land uses.

2. The Present and Probable Need for Public Facilities and Services in the Area

Cemetery District Trustees are preparing for the burial needs of the future, although these needs are difficult to gauge. The population growth rate for the County's cemetery districts is expected to increase more rapidly than the County-wide rate of 0.71% over the next 25 years. This is because cemetery district population is centered in the fast-growing Salinas Valley communities of Gonzales, Soledad, Greenfield and King City. These population projections would seem to indicate that the needs for cemetery district facilities and services will rapidly expand.

On the other hand, societal trends favoring cremation, and the development of a veteran's cemetery at the former Fort Ord, may lessen the need for district burial space in coming years.

Public cemeteries may grow more rapidly than other cemeteries because they offer benefits to tax-paying district residents. The advantage of living in a cemetery district is that residents have the option of burial in a relatively affordable public cemetery. State law limits most burials within a district cemetery to district residents, taxpayers and immediate family members of those buried in the cemetery. Individuals who live outside the boundaries of a local agency providing cemetery services do not usually have this option. Other burial options include utilizing a private or religious cemetery, or cremation and storing or disbursing the cremains.

3. The Present Capacity of Public Facilities and Adequacy of Public Services that the Agency Provides or is Authorized to Provide

The eight cemetery districts that are entirely in Monterey County maintain a total of ten cemeteries. Each of these districts appears to have adequate existing space to accommodate burials for at least 20 additional

[9] Castroville, Moss Landing and portions of Prunedale are within the Castroville Cemetery District. Chualar is within the Gonzales Cemetery District. San Lucas and San Ardo are the centers of cemetery districts with the same names. Parkfield is within the Chalome Valley Cemetery District.

years. One cemetery, within the two-cemetery Greenfield Cemetery District, is estimated to have a remaining capacity of only around five years. The District plans to expand this facility. Other cemeteries in the District are expected to still have adequate space into the end of the current century. Most cemetery districts are actively expanding their capacity through acquiring additional land, adding double-depth graves, and constructing niche walls for cremated remains.

To the extent that their finances allow, each cemetery district is adding additional services and amenities to their cemeteries. These amenities include walkways, gates, fences, niche walls for cremains, chapels and memorials.

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

Each of the cemetery districts serves a distinct social and economic community of interest.

APPENDIX

SOURCES AND ACKNOWLEDGEMENTS

The information contained in this Municipal Service Review and Sphere of Influence Study has been obtained from many sources. Of critical importance is the information that LAFCO received from Cemetery District Staff and Trustees. The districts provided LAFCO with copies of audits, financial statements, budgets, policies and procedures, agendas, and fee schedules. District representatives met with LAFCO staff and continued to be available for information over the phone and by email. Without their cooperation and assistance, this report would not have been possible.

LAFCO was also able to obtain valuable information on the State Controller's website, as well as the websites of the California Association of Public cemeteries and the Public Cemetery Alliance.

LAFCO's earlier 2005-2007 Municipal Service Reviews were reviewed to provide background information. Population estimates for the cemetery districts were calculated from 2010 U. S. Census data using the County of Monterey's Geographic Information System (GIS).

GLOSSARY OF CEMETERY TERMS

Casket/Coffin: A box or chest large enough for burying remains.

Cemetery: Land specifically used as a burial ground for the dead.

Columbarium: A structure with niches or small spaces which allows for placement of cremated remains in urns or other small containers. It may be outdoors or part of a mausoleum.

Cremains: The ashes of a cremated corpse.

Cremation: Exposing remains to extreme heat, flame and processing in order to reduce the body to ashes and small bone.

Endowment Care Fund: Money collected by the cemetery from the purchasers which is placed in trust for the maintenance and upkeep of the cemetery in the future.

Grave: A space in the ground in a cemetery for the burial of remains.

Grave Liner: A concrete cover that fits over a casket in a grave. Some liners cover tops and sides of the casket. Others referred to as vaults, completely enclose the casket. Grave liners minimize ground settling.

Interment: Burial in the ground, inurnment or entombment.

Inurnment: The placing of cremated remains in an urn followed by placement in a niche or some other resting location.

Mausoleum: A building in which remains are buried or entombed.

Niche: A space in a columbarium, mausoleum or niche wall to hold an urn.

Ossuary: A place or receptacle for the bones of the dead.

Plot: A small piece of land in a cemetery.

Urn: A container to hold cremated remains. It can be placed in a columbarium or mausoleum, buried in the ground, or some other significant spot.

Vault: A grave liner that completely encloses a casket.

Source: "PlanningAFuneral.com" and "Dictionary.com"