

SACRAMENTO LOCAL AGENCY FORMATION COMMISSION

1112 I Street #100

Sacramento, California 94814

(916) 874-6458

August 6, 2008

TO: Sacramento Local Agency Formation Commission

FROM: Peter Brundage, Executive Officer *PB*
Sacramento Local Agency Formation Commission

Contact: Don Lockhart, Assistant Executive Officer (916) 874-2937

RE: **FAIR OAKS RECREATION & PARK DISTRICT MUNICIPAL
SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATE
(16-07)**

RECOMMENDATION

I recommend that the Sacramento Local Agency Formation Commission make the following determinations:

1. Fair Oaks Recreation and Park District effectively meets recreational and park demands in its service area. It offers programs for every age-group in the District.
2. Municipal Service Review Determinations:
 - a. Regarding infrastructure needs or deficiencies, the Commission determines that the District currently provides adequate services and facilities in the unincorporated areas of Fair Oaks. However, the District recognizes that continued development is necessary to meet future demands, as well as to improve service coverage in the more developed areas of the District. Existing District infrastructure is neither redundant nor underutilized.
 - b. Regarding growth in population expected for the District area, the Commission determines that the District is capable of continuing to provide recreational service in the future. The District's inter-agency relationships suggest that, despite its financial constraints, it will be able to adapt to growth by coordinating joint-use facilities and planning.

Agenda Item No. 4

- c. Regarding financing constraints and opportunities, the Commission determines that the District faces significant constraints for current and future service levels, especially from property tax shifts. However, the District's economies of scale and proven ability to work with a variety of other agencies ensure that it will be able to continue servicing local demand. The District also runs a nonprofit corporation, the Fair Oaks Recreation Foundation, to attract donations and grants.
- d. Regarding cost avoidance opportunities, the Commission determines that the District uses its best efforts to streamline in-house costs. For instance, the District recently digitized its class registration system to save time and material costs. It also digitized park irrigation to limit water usage.
- e. Regarding opportunities for shared facilities, the Commission determines that the District can continue to partner with local agencies to share the cost of new facilities, and insure the preservation of viable park spaces.
- f. Regarding evaluation of management efficiencies, the Commission determines that the District is managed efficiently.
- g. Regarding local accountability and governance, the Commission determines that the District has shown a dedication to communicating with local residents. It releases regular user surveys and frequently holds well-publicized public meetings to insure that service offerings reflect local demand.

Introduction

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

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

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

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

A means of identifying and evaluating public services.

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

MUNICIPAL SERVICE REVIEW

Requirements

The Commission shall include a written statement of its determinations with respect to each of the following:

- (1) Infrastructure needs or deficiencies.
- (2) Growth and population projections for the affected area.
- (1) Financing constraints and opportunities.
- (2) Cost avoidance opportunities.
- (3) Opportunities for rate restructuring.
- (4) Opportunities for shared facilities.
- (5) Government structure options, including advantages and disadvantages of consolidation or reorganization of service provision.
- (6) Evaluation of management efficiencies.
- (7) Local accountability and governance.

FINAL

**MUNICIPAL SERVICE REVIEW AND
UPDATED SPHERE OF INFLUENCE FOR
FAIR OAKS RECREATION & PARK DISTRICT**

August 2008

**Sacramento Local Agency Formation Commission
1112 I Street, Suite 100
Sacramento, California 95814
(916) 874-6458 FAX: (916) 874-2939**

INTRODUCTION

Background Information

Fair Oaks Recreation and Park District (FORPD) is an Independent District in northeast Sacramento County.

- **Mission Statement:** Provide facilities and services that serve the recreational needs of residents and which are compatible with the natural environment, as well as inter-agency joint usage agreements;
- **Borders:** On the north by Greenback Lane, east by Main Avenue, south by the American River, and west by Dewey Drive;
- **Population:** 45,000 in an area of 12.5 square miles.

FORPD was formed in 1945 and developed their first park-site by 1947. Today the District maintains nine park-sites totaling 122 acres. It is governed by a five-member Board of Directors elected to four-year terms by District voters. The District's most pressing concern is upgrading facilities at its 12 existing parks rather than developing new park-sites, largely because the District lacks funding for new sites. Because the area is largely built-out, remaining parcels in the region are also too large to be affordable or appropriate for park-site development.

Service Area

FORPD serves the unincorporated community of Fair Oaks. Population and residential development in this area has grown substantially in the past decade and is expected to continue to grow. The population is now approximately 45,000 (2000 U.S. Census). The District's park acreage per capita is 2.7 acres per 1000 residents, slightly below the Quimby Act's required 3 acres per 1000 residents.

Future development opportunities include in-fill projects coordinated with other agencies. In the past, the District has worked with the San Juan Unified School District to share the use and cost of recreational facilities. Planning for future development is guided by the District's seven key planning objectives (adapted from the *Fair Oaks Park Master Plan* 1999-2008, adopted 21 January 1999. Note: The Master Plan is currently being updated and will be incorporated into the MSR when completed.):

1. **Planning Objective:** The District shall plan to meet community needs.
2. **Conservation Objective:** Recreational facilities will be planned to protect the natural environment.
3. **Accessibility Objective:** Facilities shall be planned for the accessibility of all users regardless of age or physical ability. Facilities shall meet ADA requirements.
4. **Park Design Objective:** Facilities shall be designed for multi-use spaces.
5. **District-wide Offerings Objective:** Facilities shall be planned so as to serve the entire District equally.

6. **Recreation-for-all Objective:** The District shall provide services and programs for all age and ability groups.
7. **Public Outreach and Publicity Objective:** The District shall publicize facilities and services in order to maximize use.

MANAGEMENT AND EMPLOYMENT STRUCTURE

Management Structure

FORPD is an Independent District governed by a five-member Board of Directors, elected at-large to 4-year terms directly by District voters. The District follows the Leadership Development guidelines of the California Park and Recreation Society, as well as the national standards of the National Recreation & Parks Association. This Board delegates authority to the District Administrator to operate the District.

Directors meet once monthly and are compensated \$100 per meeting. The meetings are held at 7:00 PM on the third Thursday of each month. Meeting announcements are posted in local newspapers, the District's bi-monthly newsletter, on public address boards and on the *Fair Oaks Recreation and Park District* website (www.fairoakspark.org). All public meeting procedures comply with Brown Act requirements.

Outreach

The District maintains a website, makes public notices in local newspapers and publishes a bi-monthly newsletter. Furthermore, District staff is available for public concerns during business hours. The District also holds public outreach meetings throughout the year to communicate directly with District users.

Employment Structure

Under the Board of Directors are 17 full-time employees, 14 of whom are represented by a non-union employee association through a Memorandum of Understanding, and 3 of whom are unrepresented. Prior to 2004 the District eliminated the position of Park Coordinator and Park Worker II. At the same time three positions were added: Park Superintendent, Recreation Superintendent, and Administrative Analyst. Finally, a sliding pay-scale was introduced for Park Workers.

Despite these additions, *FORPD* emphasizes that employment vacancies are regularly kept unfilled to offset budget losses to Educational Revenue Augmentation Fund (ERAF). For example in the 2004-2005 fiscal year the District lost over \$250,000 to the State of California through ERAF.

DISTRICT SERVICES

Services Provided

FORPD provides park-land and facilities to serve the recreational needs of residents. Parks developed by *FORPD* fall into four categories (from the Fair Oaks Park Master Plan, adopted 21 January 1999):

- (1) mini parks,
- (2) neighborhood parks,
- (3) community parks and
- (4) regional parks.

Existing **mini parks**:

- 1.5 to 4 acres each
- Serve residents within 1/3 mile, or an area population of around 1000 to 2000
- Provide simple playground and picnic area facilities
- Designed for good visual access from surrounding homes and streets
- Total 3 in the District

Existing **neighborhood parks**:

- 5 to 10 acres each
- Serve residents within 1 mile, or an area population of around 2000 to 5000
- Provide playgrounds, playing fields and court game areas
- Often adjacent to schools, e.g. tend to be joint-use facilities
- Total 4 in the District

Existing **community parks**:

- 20 to 60 acres each
- Serve residents within 3 miles, or an area population of around 10,000 to 25,000
- Provide more specialized recreational equipment including swimming pools, tennis courts, lighted fields and community buildings
- Accessible by major roads and on bicycle
- Total 2 in the District

Existing **regional parks**:

- 75 or more acres each
- Serve county residents
- Provide undeveloped open-space to preserve important natural environments, and historical sites
- Total 2 in the District

At the above sites *FORPD* offers various recreational, education and social-service programs. Classes are available for all age groups—preschool to senior. Offerings include aquatics, youth sports camps, teen art programs, martial arts and adult sports

leagues. Some services are integrated with other agencies, such as the popular *Fair Oaks* “Concerts in the Park” series co-sponsored by the Fair Oaks Chamber of Commerce.

The District leases event spaces at parks around the District. The following is a breakdown of *FORPD*'s large-event rental facilities:

Event Space	Location	Room Capacity	Additional Amenities
Fair Oaks Community Clubhouse	7997 California Avenue	179	Tables, chairs, kitchen
Fair Oaks Clubhouse Lower Level	7997 California Avenue	80	Tables, chairs, kitchen
Fair Oaks Clubhouse Auditorium	7997 California Avenue	30	Tables, chairs
Old Fair Oaks Library Building	4200 Temescal Street	30	Tables, chairs
Fair Oaks Park McMillan Center	8020 Temple Avenue	72	Tables, chairs, kitchen, BBQ area

In addition, *FORPD* rents out the following outdoor spaces around the District:

Outdoor Space	Location	Capacity	Additional Amenities
Fair Oaks BBQ Area	11549 Fair Oaks Blvd.	200	Electricity, water, private caterers welcome
Miller Park BBQ Area	8480 Sunset Avenue	30	Electricity, water, private caterers welcome
McMillan Center BBQ Area	8020 Temple Drive	30	Electricity, water, private caterers welcome
Miller Park Tennis Court	Miller Park 8480 Sunset Avenue	4 courts	Lights, BBQ area

Finally, free picnic areas are available at all but one of the District's nine parks.

Service Demand

FORPD measures service demand through direct contact with District users. District management maintains various partnerships with community groups to keep District offerings aligned with local demand. Partnered groups include the Fair Oaks Foundation for Leisure and the Arts, the Fair Oaks Little League and the Fair Oaks Theatre Festival.

The District has integrated population projections for the Fair Oaks area into infrastructure planning. In particular, *FORPD* uses the Quimby Act's standards to gauge

infrastructure needs. Those standards include:

- 3 to 5 acres of land per 1000 residents, based on calculations prescribed in Title 22 of the Sacramento County Code, Land Use Ordinance;
- The established *Fair Oaks* District Land Dedication acreage requirement of 3.8 acres per 1000 residents for community active-use parks, and an additional 1.16 acres for District-wide facilities.

According to these measures, the District has determined that greater emphasis should be placed on upgrading District facilities rather than planning new sites.

It should be added that in addition to these methods, *FORPD* determines service needs by reviewing facility compliance with the American Disabilities Act (ADA). The evaluation included in the Master Plan adopted 21 January 1999 details upgrades totaling \$748,200. The District also commissioned a Playground Safety Audit in 1998 which recommended another \$222,000 of upgrades to meet safety standards of the Consumer Product Safety Commission (CPSC). These upgrades have been completed, with the assistance of multiple waste tire grants. Thus, facility accessibility and safety are major parts of *FORPD*'s determination of service demands.

INFRASTRUCTURE

Capital Improvement Projects

Fair Oaks Recreation and Park District has planned ongoing park improvements and maintenance. The 5-Year Capital Projects Plan details planned improvements for each year through 2009. These priorities were budgeted \$130,000 per year. Many of them address ADA deficiencies at *FORPD* sites or safety hazards identified by the 1998 Playground Safety Audit. As noted above, these upgrades have been completed. None of these deficiencies have resulted in regulatory violations. Attached is a chart showing the capital improvement priorities for 2007 and 2008.

Infrastructural Duplication

None of the District's facilities are underutilized or redundant with other agencies. In fact certain park-sites are shared with the San Juan Unified School District. Interagency cooperation is a central objective of *FORPD*'s Master Plan (adopted 21 January 1999), which argues that such coordination can "insure good regional and local planning [as well as] efficient use of available resources."

Emergency Facilities

FORPD participates with the County of Sacramento in a region-wide Disaster Mitigation and Planning Strategy.

FINANCE

Revenue Sources

The following are *FORPD*'s main revenue sources:

1. Property Tax Revenues
2. Space Rental to Cell Towers
3. Assessment Districts within Fair Oaks
 - a. Phoenix Field Landscape and Lighting District
 - b. Fair Oaks Assessment Landscaping and Lighting District
4. Proposition 12 and 40 Grants
5. Land and Water Grants
6. Park Dedication Funds
7. User Fees

The District reports that capital improvement projects are funded largely by parkland dedication fees collected vis-à-vis the Quimby Act, as well as an American Disabilities Fund. The latter is an account maintained by the District to deal exclusively with ADA required upgrades. It is District policy to deposit \$1 from every user payment into this fund. Thus user fees are another important revenue source for *FORPD*. The District also runs a nonprofit corporation, the Fair Oaks Recreation Foundation, to attract donations and grants.

Revenue Constraints

The District reports that Proposition 13 (1978) is their largest revenue constraint. The loss of property tax revenue has, according to *FORPD*, inverted the relationship between service supply and demand. That is, funding determines District service offerings rather than user demands. Besides Proposition 13, *FORPD* describes the 1992 ERAF as a significant revenue constraint.

In June 2004 *FORPD* tried to offset these losses by increasing facility rental fees and recreational user fees. But rate restructuring possibilities are limited because *FORPD* must remain competitive with similar service providers.

The District's financial dilemma was compounded by the Citizens to Save the Bluff Project started in 2002. The project was an agreement between District residents and *FORPD* to purchase and preserve 2.25 acres of bluff-land overlooking the American River in Fair Oaks. While the District and the Citizens had agreed to share the project cost, initially District residents were unable to meet their fundraising goals. The Loan in the Amount of \$326,000 with the American River Bank is now "Paid in Full" and the property has been deeded to the American River Parkway.

Other Cost Avoidance Strategies

FORPD limits costs by sharing facilities and performing in-house maintenance whenever possible. When subcontracting projects, the District asks candidates to bid for the contract. This helps the District choose the best quality service at the lowest price. All contracted construction projects are subject to an in-depth cost analysis within a year of its start date. If that analysis shows that the District can complete the project cheaper, in-house labor finishes the project. All contracts made by the District, such as the 3-year Landscaping Maintenance Contract, are rebid at the end of each cycle.

Revenue Opportunities

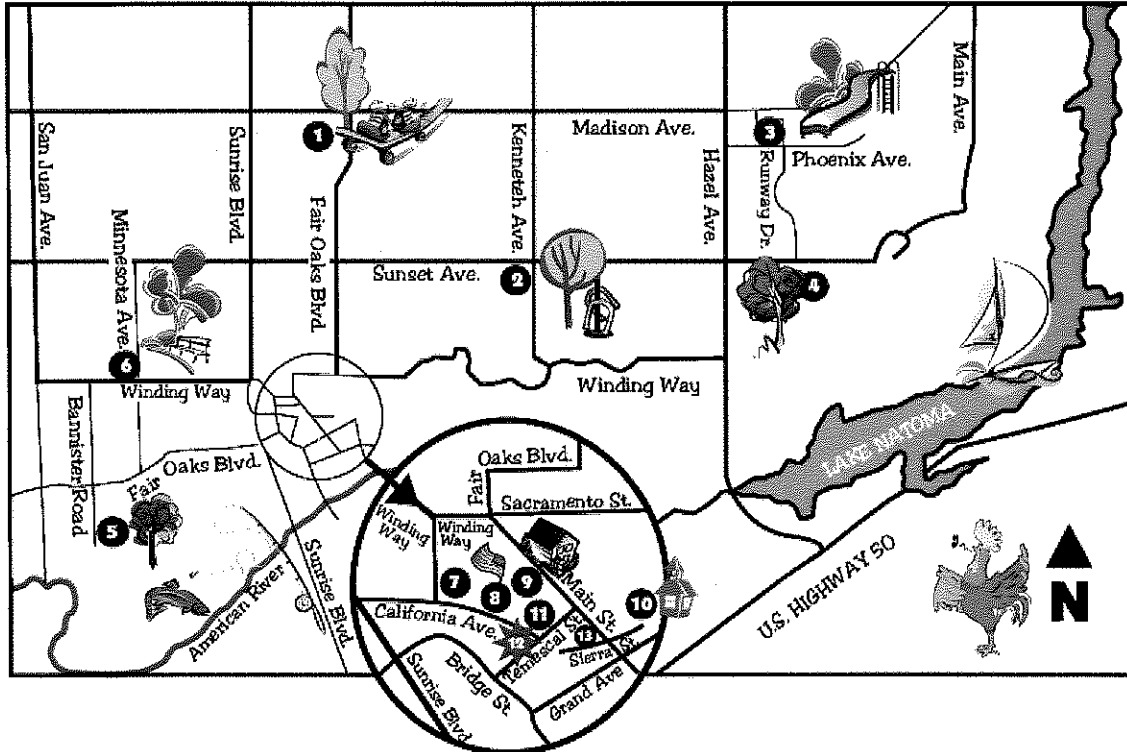
FORPD has identified two main opportunities for increased funding. First, a Capital Improvements Fund to support park upgrades. The District proposes to fund this account with year-end budget carryover monies. Part of *FORPD*'s hope is that a dedicated Capital Improvements Fund will also improve the chances of receiving grant investments. It will allow investors to see clearly that their money will go directly toward improving District facilities.

The second major revenue opportunity identified by the District is a District-wide Facility Assessment Fee. The proposed Assessment would be a one-time fee levied on District voters for one year. *FORPD* recognizes that two-thirds of District voters must approve any such assessment before implementation (Proposition 218 requirements).

CONCLUSION

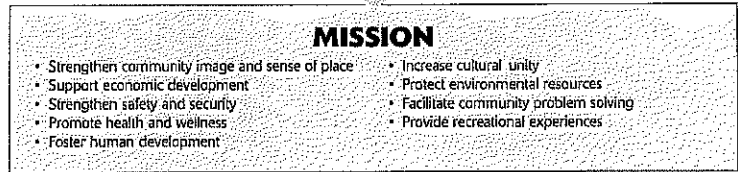
Fair Oaks Recreation and Park District is an established, successful park district facing increasing funding difficulties. Nevertheless, service demands are met well by *FORPD*'s various programs, and District management has concentrated on improving existing facilities rather than developing new sites. Finally, the great expense incurred by the District to adhere to ADA and Playground Safety standards demonstrates their dedication to providing safe, friendly service to all users.

Parks & Facilities Map



1. FAIR OAKS PARK (11544 Fair Oaks Blvd.); basketball, softball, tennis, soccer; playground, horseshoes, skateboard park, family picnics - BBO area, multipurpose field, community garden, McMillan Center
2. MILLER PARK (8480 Sunset Ave.); basketball, tennis, playground, horseshoes, family picnics
3. LITTLE PHOENIX PARK (4041 Phoenix Ave.); playground, family picnics
4. PHOENIX PARK (4050 Sunset Ave.); softball, soccer, playground, family picnics, Little League, multipurpose field, Vernal Pools, Community Garden
5. BANNISTER PARK (3820 Bannister Rd.); soccer, multipurpose field
6. MONTVIEW PARK (4401 Minnesota Ave.); playground, family picnics
7. PLAZA PARK (10214 Fair Oaks Blvd.); family picnics, amphitheater
8. VETERANS MEMORIAL AMPHITHEATER (7441 California Ave.)
9. COMMUNITY CLUBHOUSE/ ARTS & CRAFTS BUILDING (7447 California Ave.); see page 18 for rental availability and fees
10. GRAND AVENUE PRESCHOOL (8040 Grand Ave.)
11. VILLAGE PARK (4238 Main St.); playground, family picnics, arts & crafts, Community Clubhouse
12. FAIR OAKS DISTRICT OFFICE (4150 Temescal St.)
13. OLD FAIR OAKS LIBRARY (4200 Temescal St.)

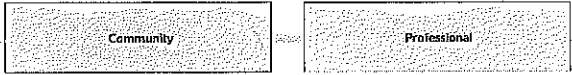
CORE VALUES



STRATEGIES



PERFORMANCE MEASURES



Fiscal Year 07-08 Final Capital Project & Equipment Budget	
PHOENIX PARK	
Enclave Drainage Resolution	62,781
HW-34-007	232,410
RZ-34-026	30,338
06-01544	77,590
Signage (Park Entry - 2)	7,000
Concrete and Fencing	4,000
LITTLE PHOENIX PARK	
Signage (Park Entry)	3,500
BANNISTER PARK	
Signage (Park Entry)	3,500
MONTVIEW	
Signage (Park Entry)	3,500
Bollards	5,000
FAIR OAKS PARK	
Softball Field Lights	325,290
Softball Field Fencing	89,600
Softball Field Bleachers	12,000
Skate Park Equipment Repairs	6,000
Horse-Shoe Pit Renovation	500
New Basketball Apparatus	500
Signage (Park Entry)	3,500
New Marquee	52,165
MILLER PARK	
ADA Access Walkway Near Bathroom	21,013
Paving/Grading (new parking lot) Design	33,100
Signage (Park Entry)	3,500
Tennis Court Walkways Renovation	27,371
VILLAGE/PLAZA PARK	
Signage (Park Entry)	7,000
Arts & Crafts Building Renovation (Phase I & II)	125,459
Conceptual Plan for the Clubhouse	3,500
ADA Ramp	4,063
Amphitheatre	15,000
FAIR OAKS SCHOOL	
Renovations & Repairs	-
DISTRICT OFFICE	
Renovation of Admin. Building	52,616
Signage (Park Entry) / Old Lib. Building	7,000
DISTRICT WIDE	
Signage	10,000
VEHICLES & EQUIPMENT	
2007 Dodge Durango SXT	23,955
GRAND TOTAL	\$ 1,252,750

Fiscal Year 07-08 Preliminary Capital Project & Equipment Budget

PHOENIX PARK		
HW-34-007		236,152
LITTLE PHOENIX PARK		
Sink Hole		20,987
FAIR OAKS PARK		
Softball Field Scoreboards		13,505
New Marquee		24,500
MILLER PARK		
Paving/Grading (new parking lot) Design		45,424
Tennis Court Fencing Renovation		15,000
VILLAGE/PLAZA PARK		
ADA Ramp		7,162
Amphitheatre		15,000
FAIR OAKS SCHOOL		
Renovations & Repairs		-
DISTRICT OFFICE		
Maps for all Parks		15,000
Waste Tire Grant for various parks		38,890
VEHICLES & EQUIPMENT		
Truck		17,695
GRAND TOTAL		\$ 449,315