

**SACRAMENTO LOCAL AGENCY FORMATION COMMISSION**

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March 5, 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  
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**RE: SUNRISE REC. & PARK DISTRICT MUNICIPAL SERVICE  
REVIEW ADMINISTRATIVE DRAFT (15-07)**

Attached is the Administrative Draft of the Municipal Service Review (MSR) for the Sunrise Recreation and Park District. It is being circulated for public review and comment for 30 days ending April 4, 2008. The final Municipal Service Review will then be brought before your Commission for consideration.

This Administrative Draft is the result of collaboration with Sunrise Recreation and Park District management. Your staff recognizes the Sunrise Recreation and Park District for their ongoing responsiveness to keep your Commission informed.

The Administrative Draft makes the following preliminary determinations:

- a. Sunrise Recreation and Park District effectively meets demand in its service area, but not on its revenues alone. It does so by collaborating with numerous other agencies to share the cost and use of infrastructure.
- b. The growth and population projections show that the District must continue infrastructure development to meet future demand, especially in the expanding area of Antelope. Also, development is needed in the more built-out areas of Foothill Farms and the City of Citrus Heights to meet the District's goal of 4.5 acres parkland per 1000 residents. The District recognizes this imperative and has taken steps to keep pace with growth, particularly by jointly planning with the City of Citrus Heights.

- c. The District faces financial constraints from property tax shifts, but has adapted by streamlining expenses and entering into cost-sharing agreements with other agencies.
- d. Regarding government structure, the District is operated efficiently and offers salaries comparable to similar agencies.

Both your staff and the District are available to further discuss the Administrative Draft.

Attachment: Sunrise Recreation and Park District MSR, Administrative Draft

[Sunrise Transmittal Memo]

**SUNRISE RECREATION AND PARK DISTRICT**  
**Administrative Draft Municipal Service Review**  
**March 2008**

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## INTRODUCTION

### Background Information

*Sunrise Recreation and Park District* is a Dependent District in north-east Sacramento County.

- **Borders:** on the north by Sacramento County Line, east by Kenneth Avenue, south by Madison Avenue, and west by Roseville Road (see Figure 1 for exact boundaries)
- **Mission:** build community by providing park-land for recreation, cultural activities and environmental protection
- **Population:** 163,000 in an area of 27 square-miles

*Sunrise Recreation and Park District* was formed in 1950 with the Sacramento County Board of Supervisors serving as the *ex-officio*<sup>1</sup> Board of Directors. Today *Sunrise* provides 436 acres of park-land in the City of Citrus Heights and the unincorporated areas of Antelope and Foothill Farms. The District's most pressing concern is securing enough funds to maintain facilities and expand services.

### Service Area

*Sunrise Recreation and Park District* serves the population of three communities:

- **Antelope**
- **Foothill Farms**
- **The City of Citrus Heights**

Antelope is an unincorporated area made up largely of young families with consistent demand for *Sunrise's* recreational facilities. The youth of the area suggests future joint-planning opportunities with schools. Population growth was growing rapidly but is now leveling-off.

Foothill Farms and the City of Citrus Heights are demographically older and experiencing less growth. *Sunrise's* current projects in these communities are maintenance and updates to dated facilities. But according to acreage analyses Foothill Farms and the City of Citrus Heights are most in need of new parks in order to meet *Sunrise's* goal of 4.5 acres park-land per 1,000 residents. *Sunrise's* planned projects in Foothill Farms and the City of Citrus Heights are mostly in-fill projects; a notable exception is the Stock Ranch neighborhood park in Citrus Heights.

Other development opportunities for *Sunrise* involve inter-agency partnerships to share infrastructure and staff. Inter-agency collaboration on grant applications could also help *Sunrise* attract more funding, as investors may more willingly back a group of agencies rather than a single one. Continued joint-planning with the County of Sacramento and the City of Citrus Heights may also help *Sunrise* increase the number of trails and bikeways provided to District users.

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<sup>1</sup> The County Board of Supervisors heads the District in name, but in daily practice they are not involved in its management.

## **MANAGEMENT AND EMPLOYMENT STRUCTURE**

### Management Structure

*Sunrise* is a dependent district governed *ex-officio* by the Sacramento County Board of Supervisors but managed by a five-member Advisory Board of Directors. The District population has no direct input regarding Advisory Board appointments but the County Board of Supervisors distributes seats to represent each District community. Directors appointed to the Advisory Board can serve a maximum of two consecutive four-year terms.

Directors meet no more than twice monthly and are compensated \$100 per meeting. They usually meet only once monthly in an open meeting held 7:00pm on the third Thursday of the month. Meeting reminders are posted at least three days prior at District community centers and in local newspapers. The quarterly District Activity Guide also includes the Advisory Board meeting schedule. Meetings are held in the community most directly affected by the agenda topics.

### Outreach

Outreach techniques used by the District are maintaining a website, erecting notice boards regarding new developments and using park marquees to announce events and employment openings. The District also works directly with residents through workshops and preference surveys. One of their major successes was successfully encouraging Citrus Heights teenagers to spearhead the 2003 Rusch Skatepark project.

### Employment Structure

Under the Board of Directors are 30 full-time and up to 500 seasonal employees, all of whom are unrepresented. Employees elect a representative committee to confer with the District Administrator. In 1991 the District contracted an outside consultant to perform a compensation survey and classification study. Using that study, pay scales have been revised every five years according to median salaries in comparable agencies. Employee training includes an orientation at time of hire and additional seminars for position-specific issues. The District also holds on-going safety seminars and informal training sessions.

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## DISTRICT SERVICES

### Services Provided

*Sunrise* provides park-land and organized activity to help build a sense of community. Parks developed by *Sunrise* fall into one of three categories—(1) neighborhood parks; (2) community parks; and (3) natural park-lands.

#### Existing **neighborhood parks**:

- 7 to 10 acres each
- Designed to serve residents within ½ mile radius
- Provide limited parking and simple recreational equipment
- Total 26 in the District, accounting for 213 acres (about 49% of District park acreage)

#### Existing **community parks**:

- 40 to 60 acres each
- Designed to serve residents within 2 mile radius
- Provide more extensive onsite parking, a community center, lighted sports fields, pools and recreational classes
- Total 7 in the District, accounting for 194 acres (about 45% of District park acreage)

#### Existing **natural park-lands**:

- Designed as natural reserves open to the public
- Total 5 in the District, accounting for 28 acres (about 6% of District park acreage)

At the above sites *Sunrise* offers various recreational, educational and social-service programs. Classes are available for all age groups—preschool to senior. Offerings include aquatics, youth sport leagues, teen art programs, martial arts and senior nutrition classes. Some services are integrated with other agencies, including *Sunrise*'s three licensed day-care centers operated at Antelope Meadows Elementary, Olive Grove Elementary and Oak Hill Elementary School.

The District leases event spaces at community parks around the District. *Sunrise* also rents out a total of 11 picnic areas across the District. Demand for these spaces is healthy—rooms and picnic areas are routinely rented, especially by agencies holding large meetings. The following is a break-down of *Sunrise*'s large-event rental facilities:

Park Site	Location	Room Capacity	Additional Amenities
Crosswoods Community Park	Citrus Heights	75	-
Rusch Community Park	Citrus Heights	150, plus 400 capacity auditorium	Kitchen and barbeques
Foothill Farms Community Park	Foothill Farms	150	Patio area

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### Service Demand

*Sunrise* measures service demand and infrastructural needs in two ways. First they compare per capital park acreage to their goal of 4.5 acres per 1000 residents. With a current population of 163, 000 to the District's 436 acres of park-land, this measure shows that *Sunrise* must develop another 298 acres of park to meet service demands (a 68.2% increase in acreage). When added to population growth projections from SACOG, this shortcoming increases to 677 acres. Consider the following table:

Year	Population	Acres of Park-Land	Acreage Needed to Meet Goal (4.5ac/1000)	Acreage Deficit (from current)	Acreage Deficit (% from current)
2007	163,000	436	733.5	298	68.2%
2035 (projected)	247,262	-	1112.7	677	155.2%

*Sunrise* plans to devote 60% of future acreage to neighborhood parks and the rest to community parks.

This measure of infrastructural needs is useful because it can be calculated quickly and demonstrates the immediate effects of a park development. But the ratio is a weak indicator of public demand because it lacks user input as well as any geographic focus.

On the other hand, *Sunrise's* second method of gauging service demand is to conduct community workshops and surveys. These indicators shed light on demand trends not apparent in quantitative measures. Antelope area users, for example, prioritize park-land improvements and bikeways over new development. Citrus Heights survey respondents, on the other hand, prioritized new parks.

Using these two methods *Sunrise* has determined that, although current infrastructure is meeting demand reasonably well, continued development is needed to keep pace with demand trends.

It should be added that in addition to these methods, safety and cost-saving infrastructural changes are considered annually. These might include, for instance, preventative equipment replacement or energy-efficiency reforms. *Sunrise's* provisions are also guided by regulations from consumer agencies or regulations such as the Americans with Disability Act.

## INFRASTRUCTURE

### Capital Improvement Projects

Infrastructural information collected from park management is used to schedule District-wide capital improvements and maintenance. Infrastructural determinations are made annually by the Board of Directors and are organized into the six categories:

1. Repairs and Renovations
2. Existing Facilities Development
3. Acquisitions
4. Programs
5. Trails and Bikeways
6. Natural Park-lands

The 2000-2010 Master Plan (adopted 2001) totaled infrastructural needs as follows:

Infrastructural Projects	Amount Identified in 2000-2010 Master Plan
Capital Improvement	\$17,962,500
Maintenance / Repair	\$342,000
Facility Rehabilitation	\$2,551,500
<b>Total</b>	<b>\$20,856,000</b>

None of these deficits have resulted in regulatory violations.

The Master Plan also discusses new park acquisitions needed in District Planning Areas 5; 7 through 11; and 14 (see Figure 3).

### Infrastructural Duplication

None of the District's facilities are underutilized or redundant with other agencies. Many facilities are shared with partner groups such as the City of Citrus Heights or the San Juan School District. Inter-agency cooperation is a large part of *Sunrise's* infill projects; the District planned jointly with the City of Citrus Heights for a new 4.5 acre neighborhood park in the Stock Ranch development. The District has also worked with the Center School District, Dry Creek Elementary School District and the Roseville Joint Union High School District to plan shared infill facilities.

### Emergency Facilities

District infrastructure is not well equipped to provide services in emergency situations. *Sunrise* works with the County of Sacramento and City of Citrus Heights in emergency preparedness but their ability to provide food, shelter and power is limited.

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## FINANCE

### Revenue Sources

The following table only lists the District's key revenue sources:

Key Revenue Sources	Actual Year-End 2001-02	Actual Year-End 2002-03	Final Budget 2003-04
Property Taxes	\$2,680,556	\$2,910,332	\$3,053,670
Homeowners Prop. Tax Relief	\$58,796	\$61,914	\$58,270
Interest Income	\$35,318	\$19,223	\$50,000
Space Rental	\$312,649	\$472,923	\$282,450
Recreational Service Fees	\$2,023,177	\$2,160,714	\$2,293,810
Park In-Lieu Fees (Quimby)	\$88,146	\$39,166	\$537,112
Antelope and Citrus Heights Park Development Trust Fund	\$632,924	\$0	\$2,298,200
Antelope Special Assessment	\$0	\$0	\$715,000
Maintenance Service Charges	\$17,450	\$7,800	\$9,780
Law Enforcement Services	\$11,183	\$18,764	\$9,000
Donations	\$8,750	\$8,822	\$7,500
<b>Total</b>	<b>\$5,868,949</b>	<b>\$5,699,658</b>	<b>\$9,314,792</b>

Property taxes comprise about 33% of *Sunrise's* major revenues, but the District reports that this amount is not enough to fund Capital Improvement Projects. Instead recreational user fees for District services and facilities form an important source for Capital Improvement Projects. These fees are adjusted annually to reflect cost, the price of like services in other Districts, and the affluence of the surrounding community. Other District-wide revenue sources include:

- **Quimby In-lieu Fees:** as defined by the Quimby Act, In-lieu fees are payments collected by *Sunrise* instead of new park-land.
- **Park Impact Fees:** the District collects fees from new development in Antelope and the City of Citrus Heights.
- **Space Rental:** the District collects rents from leasing space to concessionaires, such as cell-service providers to erect signal towers on District property. The Foothill Golf Center is also run by concessionaires who pay rents to the District. Private events also rent space but do not constitute a steady revenue stream because rents vary based on the type of organization involved (non-profit, for profit, etc.).
- **Partnerships:** cooperation with service clubs, neighborhood associations and youth sport leagues comprise another portion of District-wide revenue. In particular, *Sunrise* formed

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its own non-profit foundation, *Hearts for Parks*, to attract additional grants and donations. The foundation also subsidizes program fees for District residents who could not otherwise participate.

- **Antelope Assessment District:** this assessment is designed to finance the sale of Certificates of Participations (COPs) to fund the construction and maintenance of the Antelope community park.

#### Revenue Constraints

The District reports that its largest revenue constraint is ongoing reductions in property tax revenues. These reductions stem from both the ERAF tax shifts of 1992-93 as well as the 2004-05 property tax reforms. According to the District, lost revenue has hindered *Sunrise's* capacity to assume new service responsibilities. The District owes its continued viability to its size—economies of scale across the District's 31 park sites bring sufficient revenue to offset tax shifts. The District has also explored joint purchasing/use agreements to leverage revenues.

#### Detail of Joint Facilities

*Sunrise* has cost sharing agreements with the City of Citrus Heights along with numerous school districts in their service-area. The City of Citrus Heights has agreed to collect and manage the District's park development fees in exchange for using *Sunrise* facilities for City Council meetings and other events. *Sunrise* also shares staff with the City of Citrus Heights and collaborates with City in land-use planning to most closely address service demands.

*Sunrise* works closely with school districts to share the cost and use of recreational space. In cases like the Dry Creek School District, *Sunrise* uses school facilities at no cost for recreational programs in exchange for partial maintenance (mowing, janitorial) and marginal development (adding parking areas). Similar agreements exist with Center Unified School District and the Roseville Joint Union High School District.

*Sunrise* also has agreements with other service providers to share costs and space. The District assists the Citrus Heights Water District in landscaping, for repairs and makes District park-land available for potential wells.

*Sunrise* has struck agreements with County of Sacramento entities as well—consider the following three examples. The County Sanitation District #1 has also agreed on utility easements in *Sunrise* in exchange for allowing transmission lines to run through park sites, especially in Foothill Farms. The County Senior Nutrition Program is run through *Sunrise* community centers and stores its vehicles in *Sunrise* lots. The District provides space for the County Health Center in the Rusch Community Park in exchange for a contract to maintain the facility.

#### Other Cost Avoidance Strategies

Besides sharing facility cost and use, *Sunrise* limits costs by sub-contracting an increasing number of tasks, streamlining District purchases and digitizing formerly manual processes. Sub-contracting has occurred especially in development work such as grading a new park-site. On top of that the District now buys used vehicles and takes advantage of fleet benefits—here the District's economy of scale is especially advantageous.

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Class registration is now entirely on-line, eliminating many time and material costs. Park irrigation is also electronic and synchronized with weather stations to reduce water costs. Additionally, mechanical upgrades to lighting and climate-control systems (including pool heating) have reduced overhead.

#### Revenue Opportunities

The District has identified three potential sources of new revenue. First is pursuing sponsors for infrastructural development, i.e. marketing their developments effectively to make donations more appealing. Second is lobbying for a long-term tax or assessment in other District areas besides Antelope. The District notes that a Citizens' Advisory Team would be necessary to represent community views in any such tax. Third is creating a new permanent position to manage these efforts as well as lead ongoing research and preparation of grant proposals. The District would also link this position closely to the District's non-profit foundation *Hearts and Parks*, which they hope to utilize more effectively as the fundraising arm of the District.

#### **CONCLUSION**

*Sunrise Recreation and Park District* seems to meet District demand effectively in its 27 square-mile area. It strives to understand local service demands and collaborates with a variety of City and County agencies. On account of these efforts, the residents of Foothill Farms, Antelope, and the City of Citrus Heights have roughly equal availability to the District's community programs. *Sunrise* also reports that residents beyond these communities take advantage of District offerings. District funding alone may not be able to uphold its future development plans, but *Sunrise's* economy of scale and inter-agency relationships suggest that the District can continue to serve its District area well.

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# Figure 1 County of Sacramento Park Districts

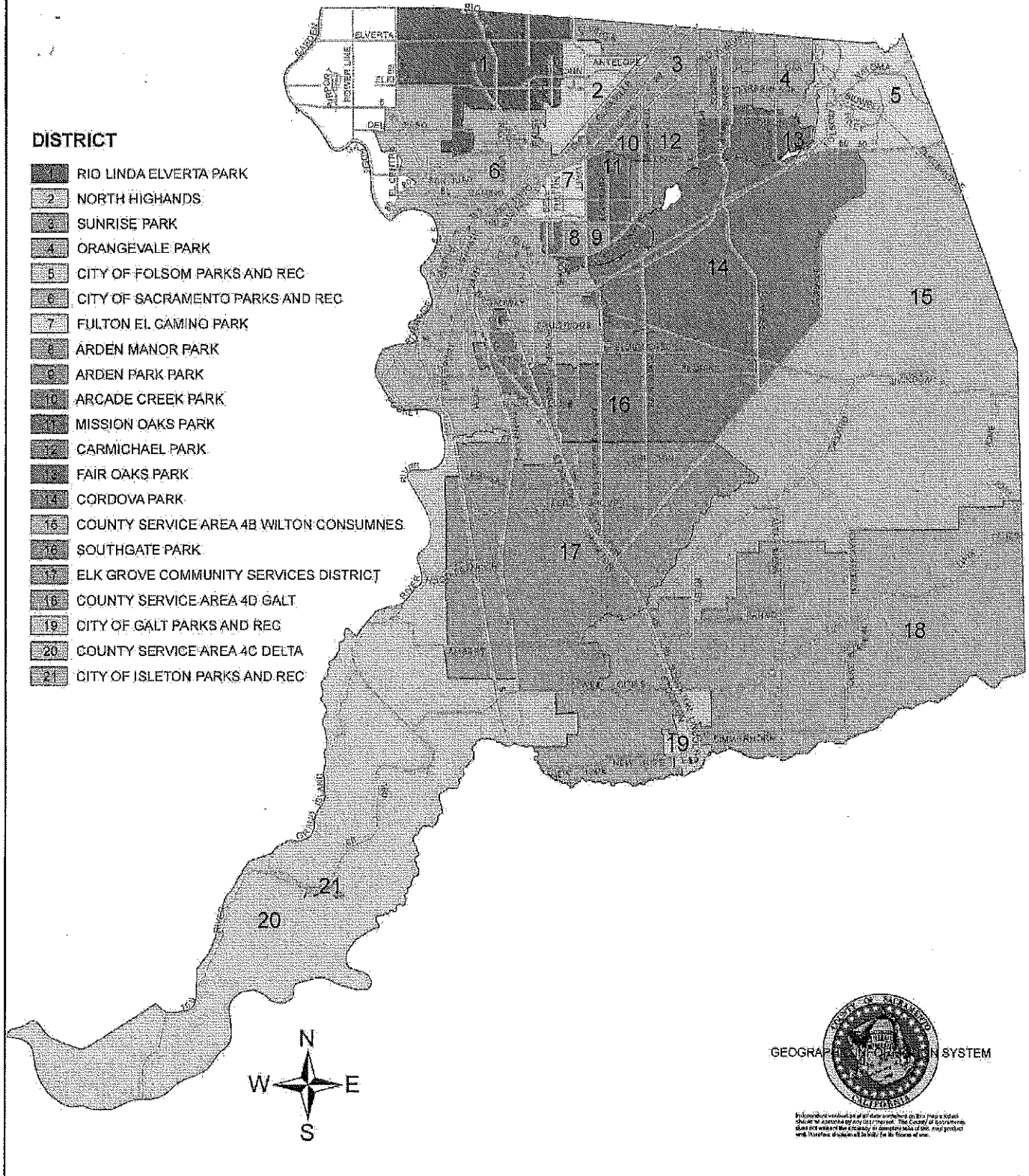
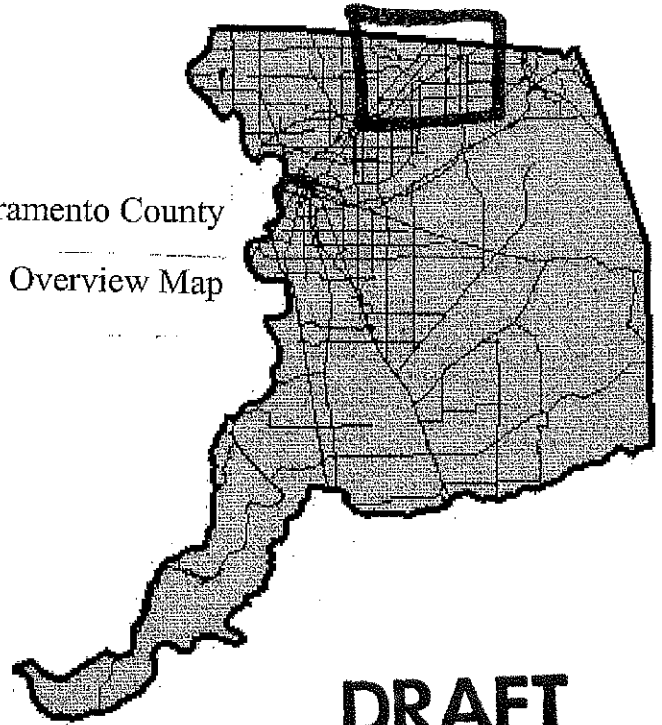


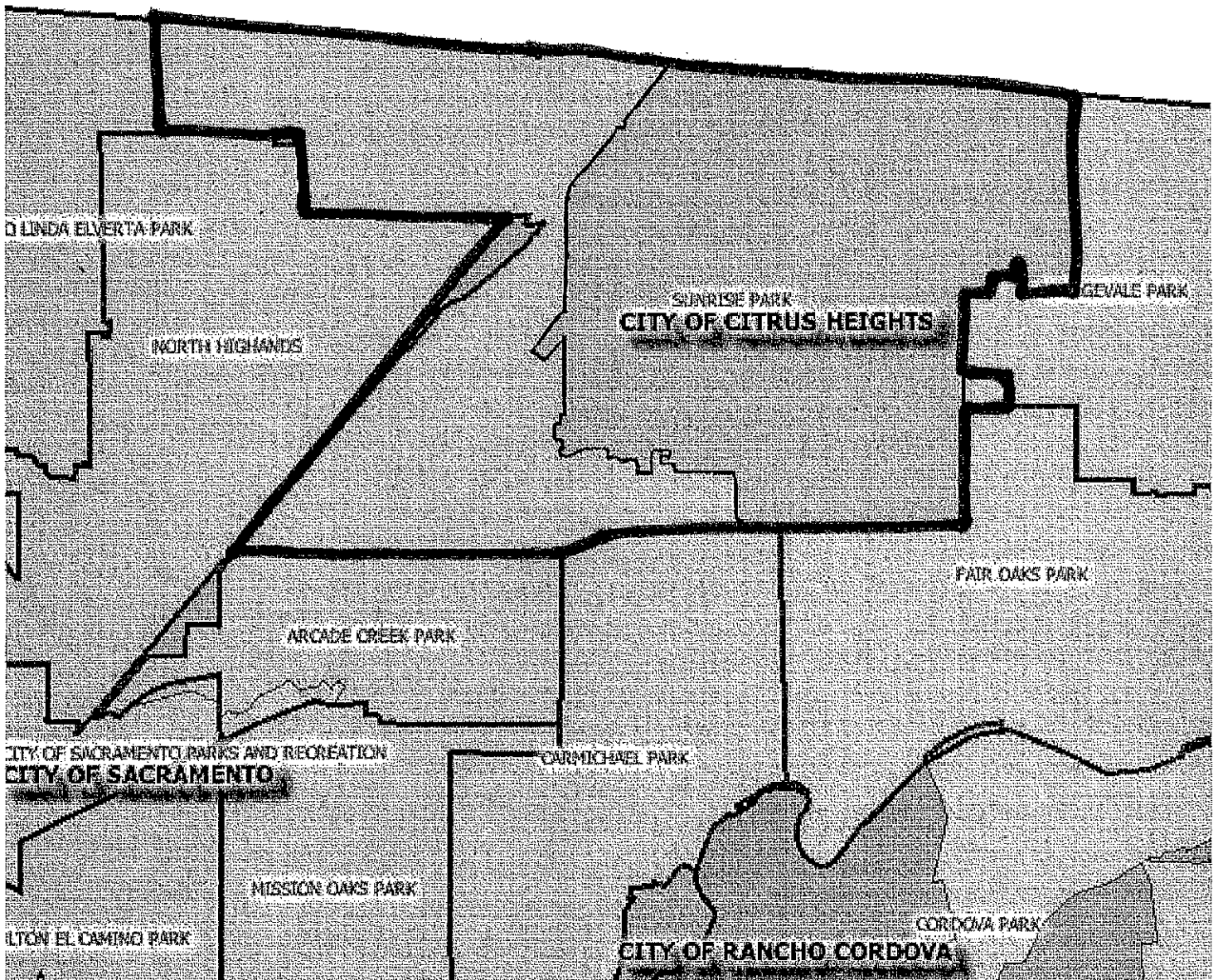
Figure 2

Sacramento County  
Overview Map



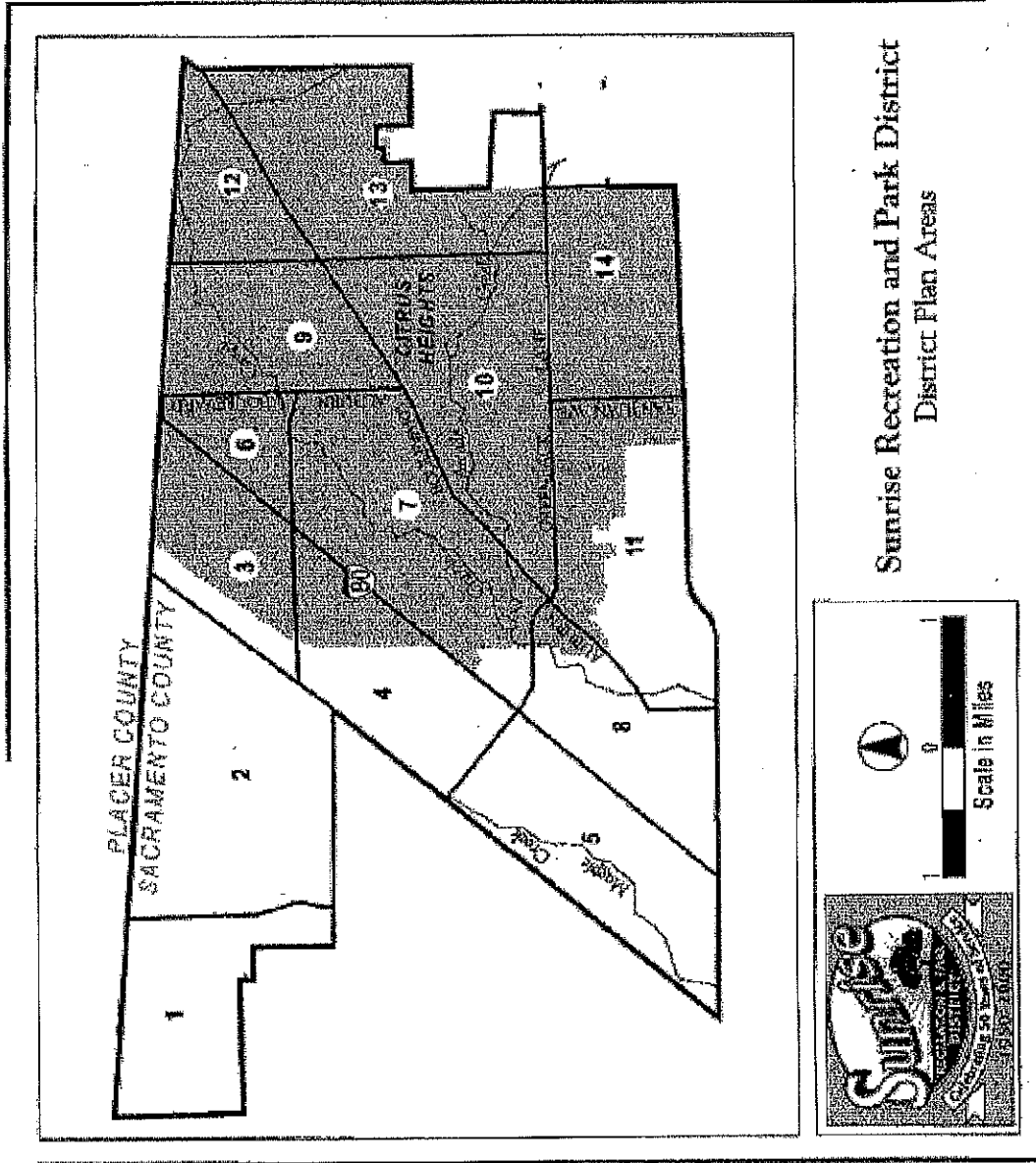
Sunrise Recreation and Park District  
with City Overlay

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Figure 3



Sunrise Recreation and Park District  
District Plan Areas