

Agenda Item No 3A

DRAFT

**MUNICIPAL SERVICE REVIEW AND SPHERE OF
INFLUENCE UPDATE**

**ARDEN MANOR RECREATION
AND PARK DISTRICT**



MAY 2009

DRAFT

**MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE
UPDATE FOR ARDEN MANOR RECREATION AND PARK DISTRICT**

MAY 2009

**Sacramento Local Agency Formation Commission
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ARDEN MANOR RECREATION AND PARK DISTRICT

(Recreation and Park - Urban)

Address: 1415 Rushden Drive
Sacramento, CA 95864-2730
Phone: (916) 487-7851
Fax: (916) 487-2028
Web site: www.amrpd.org
Administrative Officer: Jeffrey Gray, District Manager

Fiscal Data: (2008-09)

Budget: \$607,563
Gann Limit: \$935,416
Landscape and
Lighting Assessment: \$113,448

No. of Acres Developed/Underdeveloped: 15.22/0
No. of Acres in Joint Use Agreement – San Juan Unified School District: 5.5

No. of Parks: 3

Locations:

1. Deterding Park - 1415 Rushden Drive at Somerset
2. Jonas Larkspur Park - Jonas Avenue and Larkspur Lane
3. Crabtree Park - 3345 Ardenridge Drive at Windsor

No. of Parks in Joint Use Agreement: 1

Locations:

1. Winterstein School Park – 900 Morse Ave. at Northrup, Sacramento

Square Miles: 1.5
Population: 7,651

Service and Operation Data:

1. Authorized and actually performed: recreation and parks services.
2. Latent powers: Fire protection, garbage collection and disposal and street lighting, if not otherwise provided and if authorized by the Board of Supervisors.

Location: Arden

Historical and Political Data:

1. Established June 22, 1953.
2. Enabling Act: Public Resources Code, Section 5780.
3. Governing Body: Board of Directors.
4. No. on Governing Body: 5 with 4-year staggered terms.
5. Elected in November General Election.
4. Board meets 3rd Thursday of the month at 7:00 p.m. in the District Office Lobby.
5. Registered Voters: 3,674

INTRODUCTION

Background Information

The Arden Manor Recreation and Park District is an independent special district

- **Mission:** To serve all District residents by providing positive recreation experiences and by preserving and maintaining parklands and facilities through efficient and effective management.
- **Setting:** Located in the north central section of Sacramento County, neighbored by Arden Park Recreation and Park District to the east, Mission Oaks Recreation and Park District to the south and west, and by Fulton El Camino Recreation and Park District to the north. (Please see Attachment D for the Map of the District Boundary)
- **Population:** 7,651 in an area of approximately 1.5 square miles

Arden Manor Recreation and Park District is an eclectic blend of demographics located in the unincorporated area of Sacramento County. The District is composed of the Sierra Oaks Vista neighborhood with large homes on multi-acre lots with business zoning on the surrounding main streets and the Arden Manor neighborhood with very small resident lots, several apartment complexes, an elementary school, a middle school, and various businesses.

Various infill sites in the east and central areas of the District have been developed as both single and multi-family housing. Available land for development is scarce, but some small projects are possible.

History

The Arden Manor Recreation and Park District was formed 56 years ago, in June of 1953, as the Arden Manor Park, Recreation, and Parkway District, the second independent district in the County of Sacramento.¹ The District was formed to develop and maintain two parcels of land that were dedicated by the County. The larger parcel became Crabtree Park and the smaller became Deterding Park. In 1958, the pool complex was built at Deterding followed by the Community Center in 1962, and a small administrative office in 1976. More land was annexed in 1959 when the boundaries of the park district formed a one mile square bounded by Watt Avenue, Northrop Avenue, Fulton Avenue, and Arden Way. The same year the District's name was changed to Arden Manor Recreation and Park District. In 1974, the Sierra Oaks Vista neighborhood was annexed to form the current boundaries of the District: Watt Avenue, Fair Oaks Blvd., Munroe Avenue, Fulton Avenue, and Arden Way. In 1975, the District purchased 8.02 acres from San Juan Unified School District to create Jonas Larkspur Park. This brought the total park acreage to its current level of 15.22 acres. In 1983, a joint use agreement with San Juan Unified School District allowed Arden Manor to use the 5.5 acre open space at Winterstein School for recreational purposes in exchange for the ongoing maintenance of the grounds, the agreement is still in effect.

¹ Enabling Act: Public Resources Code Section 5780

Service Area

The Arden Manor Recreation and Park District is an independent special district dedicated to offering recreational opportunities and maintaining the natural beauty of the parks for the residents of the District. The district offers services and facilities at its three park locations: Deterding Park & Aquatic Complex, Crabtree Park, and Jonas Larkspur Park, as well as Joint Use Facilities at Winterstein School Park. The District services are popular among both resident and non-residents of the district. Total District registration shows 30% resident and 70% non-resident use of District facilities and activities, however, it is important to note that the non-resident users are frequently one time renters and the residents are only counted once for multiple uses.

Management and Employment Structure

Management Structure

The Arden Manor Recreation and Park District is governed by a five member elected Board of Directors. Each member serves a four-year term. The terms are staggered so as to have three members' term expire in one election and the remaining members on the alternate date.

The Board of Directors meets on the third Thursday of each month at 7:00 p.m. Meetings are held at the District Office lobby, 1415 Rushden Drive, Sacramento 95864. The meetings are open for public attendance. Agendas and meeting minutes are available to the public on the District's website. Agendas are posted at the District office and mailed to those residents who request them.

Outreach

The District has recently launched a new, user friendly website full of District information including recreation and aquatics programs and classes, park and facility rental opportunities, volunteer and employment opportunities, Board, staff, and contact information. The District also distributes a monthly newsletter with new and upcoming events, and circulates an Activities Guide three times a year.

Employment Structure

The Arden Manor Recreation and Park District employs 3 full-time staff members, 3 permanent part-time and approximately 16 seasonal part-time employees in four different departments:

- Administration
- Maintenance
- Recreation
- Aquatics

Full time employees have the option of a 457 retirement plan (vested after 7 years) and health insurance. Permanent part-time employees can receive partial benefits after 1 year of service.

For more detailed information on the employment structure, please see Attachment B.

Determination

The District has an adequate management structure, staffing, and facility sharing arrangements to ensure efficient management and provide parks and recreational service to the community at a

reasonable cost. The Districts is efficiently structured and organized. The District provides the public with adequate information and opportunity for input and involvement in District Activities.

DISTRICT SERVICES

Services Provided

The Arden Manor Recreation and Park District provides park-land and organized recreation activities to help build a sense of community. The District serves residents by administering 4 parks with a total of 20.72 acres, all of which are developed. The District has a ratio of 2.7 acres of park land per 1,000 residents. The parks and facilities are distributed evenly throughout the district to ensure equitable delivery of services.

The Deterding Pool Complex is the focal point for summer activity drawing participants from within, as well as outside the District boundaries to enjoy a multitude of aquatics activities. The lap pool with its diving board and water slide attracts children and adults, the family pool is specifically designed for those new to aquatics, and the wading pool is particularly attractive to parents with toddlers. The District hosts the Piranhas’ Swim Team, offers swim lessons, an Aquacize (Water Aerobics) class, and provides a safe environment for recreational swimming for families, local summer school, and camp programs. The pool complex can be rented out for parties and other events. This facility is particularly popular among the local elementary schools for end of the year swimming events.

The summer camp program offers children ages 6-12 a place to engage other children and instructors in sports and organized games and artistic pursuits.

The Recreation department offers a variety of activities including a floor exercise class, yoga, cooking classes for children and adults, and gardening classes. Special events include adult dodgeball, kickball, and capture the flag.

Some services and programs offered by the District are integrated with other agencies. The District has developed an outdoor soccer/baseball/softball field in conjunction with San Juan Unified School District (SJUSD). These facilities are located at Winterstein Adult School. The District is able to rent this area to a youth soccer league. However, this area is used most often by non-affiliated athletic groups and local residents. The Recreation department has also partnered with Thomas Edison Elementary School to host Junior Giants Baseball at the Edison field and basketball at the Edison gymnasium. Other partnerships include co-sponsoring of teen events with Fulton-El Camino Recreation and Park District (FEC). The spring brings an indoor concert event at FEC while the summer season includes an outdoor concert at Deterding Park. The co-operational efficiency of the District is further discussed in the Finance section under Joint Facilities.

District Parks and Facilities:

Site	Location	Size	Additional Amenities
Deterding Park	1415 Rushden Dr.	2.8 acres	The Community Center, a playground, tot lot, picnic tables, a fenced picnic area, open space turf, and the Deterding Pool Complex

Crabtree Park	3345 Ardenridge Dr. at Windsor	4.4 acres	A playground, tot lot, covered picnic areas, tennis courts, baseball diamond, basketball court
Jonas Larkspur Park	Jonas Avenue at Larkspur Lane	8.02 acres	A playground, covered picnic area, tennis courts, softball field, soccer field, nature area
Winterstein Adult School/Park (Joint use)	900 Morse Ave.	5.5 acres	Multi-purpose field, picnic tables

(Please see Attachment C for the Facilities Map)

The District leases meeting and event space at the Deterding Community Center and the smaller Deterding Activity Room. Several non-profit groups have been renting these areas at a reduced rate for many years. The Community Center with its adjacent patio picnic area is popular for birthday parties and other social gatherings.

The Jonas Larkspur Park provides year round enjoyment for local sports organizations who rent the fields for softball, kickball, and soccer leagues. The Park is popular among pet owners who enjoy open space and a nature area to walk their dogs.

All of the parks are open daily and picnic areas are available for use at each park with or without a reservation. Special equipment, such as baseball diamond bases or horseshoes, is available for rent.

Facilities are typically rented for different events such as: receptions, company picnics, meetings, or team practices. The rates vary depending on the type of organization and residency. (Please see Attachment A for the Rental Facilities information)

Service Demand

Although the population of the District remains relatively stable, overall growth in the surrounding areas has created a demand for sports fields for both youth league and adult leagues. Unfortunately, the District's small maintenance staff cannot attend to multiple field preparations, and with 40% reduction in property tax revenue due to ERAF (further discussed in Revenue Constraints), there is no money available for the high cost of upgrading sports fields to make them useable by leagues. The aquatics programs and pool rentals have been growing each year, prompting the recent part-time hire of a recreation supervisor and improvements to the pool complex to help with security and crowd control. The Recreation Supervisor also monitors trends in recreation throughout Northern California and plans to introduce various experiences for the greater Sacramento area, such as: playground games for adults, cardboard boat races in the pool for children, and many others.

The District relies on the Board Meetings, direct website suggestions and interest polls, as well as periodic surveys to gauge the demand for types of recreational services and to determine which new services could be offered to better accommodate the interest of the public. There has been a petition from the youth community to build a skate park; however, the Board of Directors has concluded that the liability issues were prohibitive and no funds are available for a project of this caliber.

The District is currently in the process of expanding their programs by incorporating classes for every age group: for Seniors, the Morning Walking Group and Senior Social Clubs; for Adults, Financial Planning and Adult Co-Ed Volleyball; and After-School Tutoring for children. The District also welcomes volunteers to help with events and other programs.

The District is able to respond to demand through providing community classes at a set cost, the classes include: swim lessons, summer day-camps, yoga, cooking and many more. District offers a variety of free programs to encourage interaction within the community. Special seasonal events, such as the “Community Day” celebrating the beginning of the summer season, bring great crowds together for live music, food, and family games. The demand for services is healthy and the District is able to respond accordingly.

The District’s provisions are also guided by regulations from consumer agencies and federal regulations such as the Americans with Disabilities Act. The District is willing to accommodate any individual with a disability as far as employment or the use of any services, activities, or classes.

Determination

The District uses appropriate methods to gauge the demand and provide parkland, recreational facilities, and recreational programming to meet the needs of the community. The District provides adequate levels of service for parks and recreational facilities. The District is planning to adopt impact fees to fund new development. The District is able to utilize state and federal grants in order to improve the level of service provided to the community. The District effectively meets the needs of existing and future populations of the service area.

INFRASTRUCTURE

Capital Improvement and Maintenance

Each year, and periodically throughout the year, the Capital Improvement list is reviewed and attempts are made by the District Manager and the Board to allocate funds for improvements or repairs. The Capital Improvement projects include new and renovated restrooms for the District's facilities, a maintenance garage to house vehicles and equipment, as well as other projects. The rate at which aging infrastructure needs repair is increasing, this makes funding for specific projects difficult. Grant money is rarely available for repairing or upgrading infrastructure. Projects are delayed until a problem develops, and money is expended to fix the problem.

The newly established Arden Manor Park Maintenance Committee meets bi-monthly to discuss park improvements and operations. The Committee is headed jointly by Board Member, Lyn Stueve, and the District Manager. The Committee is in the process of soliciting volunteers from the community to serve on the Committee.

Infrastructure Duplication

None of the District's facilities are redundant with other agencies. Some facilities are shared with San Juan Unified School District (SJUSD).

Determination

The District provides adequate levels of service and park maintenance. A Capital Improvement and Maintenance plan is in effect to manage ongoing replacement of vehicles and equipment. The level of infrastructure provided by the District is adequate to support local demand.

FINANCE

Revenue Sources²

Key Revenue Sources	Actual Year- End 2005/2006 (\$)	Actual Year- End 2006/2007 (\$)	Actual Year- End 2007/2008 (\$)
Facilities Rental	\$13,360	\$51,238	\$44,579
Miscellaneous (Cell Tower Leases)	\$30,773	\$24,349	\$30,331
Park Dedication Fees (Quimby)	\$20,398	\$0	\$0
Homeowners Property Tax Relief	\$4,732	\$4,651	\$4,417
Interest Income	\$3,375	\$761	\$3,653
L&L Assessment District	\$113,137	\$104,935	\$102,587
Concessions	NA	\$171	\$5,713
Grants	\$122,832	\$110,397	\$75,315
Property Taxes	\$292,464	\$336,442	\$344,532
Recreational Services	\$10	\$6,797	\$30,139
Total	\$601,081	\$639,741	\$641,266

Revenue Constraints

The District has limited revenue opportunities. Generally the District receives most of its revenue from property taxes and a benefit assessment district. Growth in property tax revenue is dependent upon growth in assessed valuation of real property. Presently, property values have declined and will continue to decline in the foreseeable future, which will result in decreasing property tax revenue. The district currently has a Landscape and Lighting Assessment District, at \$27 per residence, which helps to offset some of the revenue constraints. The Assessment District runs through the 2014/2015 Fiscal Year

During the 2007-2008 fiscal year, the County of Sacramento Department of Finance Auditor Controller Division shifted \$222,780 of property tax revenue from the Arden Manor Recreation and Park District to the Educational Revenue Augmentation Fund (ERAF). The ERAF I property tax shift started during the 1992-1993 fiscal year to help solve the State budget crisis. The ERAF I shifted property tax revenues designated for special districts, to community colleges and schools K-12. According to Sacramento County Department of Finance Auditor-Controller Division, the total property tax revenue taken from Arden Manor Recreation and Park District between FY 92-93 and FY 07-08 was \$2,137,370 (Data provided by District).

Most requests from the community regarding infrastructure improvements refer to the repair and replacement of aging facilities and basic upgrades such as restrooms in the parks. A state bond funded grant has been approved to renovate one restroom to ADA specifications, but as part of the Governor's budget, this money has been frozen by the California State Department of Parks, Office of Grants And Local Services (OGALS) and may never be released. A

² The totals were taken from the County revenue reports and differences reflect how the County recorded the revenues from year to year. For example, in 05/06, Recreational Services and Concessions were included with Miscellaneous; in 06/07, they were included with Facilities Rental; in 07/08, the reports were accurate.

basketball/volleyball complex funded the same way has met the same fate. The pool complex has become subject to ever increasing maintenance and regulatory costs. Most recently, the Federal Virginia Graeme Baker Pool and Spa Safety Act forced the expenditure of \$5,000 for upgraded drain covers.

The District has one outstanding loan, with \$187,208.83 left to pay. In 1997, the District signed a lease purchase agreement with Zions Bank to finance renovation of the Deterding Pool Complex. In 1999, the District refinanced the original lease amount with West America Bank (brokered through Municipal Finance Corporation), and added additional money for construction of a snack bar. The total financed amount borrowed from West America Bank was \$350,000 at 5.9%, with total repayment amount of \$506,556.19. The repayment schedule included 19 payments of \$17,741.52 and one final balloon payment of \$168,457.31. The next payment is due on September 1, 2009, for \$17,741.52. The remainder of \$169,467.31 is due on March 1, 2010. However, West America Bank plans to amortize the loan to extend payments over an undetermined length of time. The District may also be able to completely refinance the remainder with a different lender at a reduced interest rate.

Joint Facilities

The District has had a joint use agreement with San Juan Unified School District's Winterstein Adult School since June of 1983. Originally, Arden Manor developed the land, creating a multi-use field, a playground, picnic area, and a parking lot. However, since ERAF began, the land has fallen into disrepair and funds are not available for upkeep beyond basic maintenance. The District makes very little revenue on the property (\$1,100 in 2008), but expends tens of thousands of dollars per year in labor costs, services, and repair. The costs for upkeep have been prohibitive, and the facilities are barely useable at this time.

The District is able to rent this area to a youth soccer league. However, this area is used most often by non-affiliated athletic groups and local residents.

Recently, Arden Manor began a partnership with Thomas Edison Elementary School to build baseball and basketball programs at the schools. This agreement is a commitment of staff only, and will not tax other District resources as the Winterstein agreement has.

Other Cost Avoidance Strategies

In recent years, the District has experienced personnel changes, resulting in only 3 full time staff and 3 part time staff. Seasonal staff is hired for the spring and summer recreation season. Prudent management of seasonal staff is an important cost containment practice. The District has recently repaired a well pump at one of the parks. \$8,000 was spent to repair the pump for irrigation and therefore avoid the cost of water at \$8,000 per year for that one park; the monetary savings will not appear until next year.

The District has an agreement with the California Work Experience (CWEX) Program to help provide volunteers for the maintenance duties. CWEX is an element of the California Work Opportunity and Responsibility to Kids Program which is part of the state welfare reform.

The District is always striving for cost avoidance, even when it proves difficult due to the constant maintenance and upkeep of infrastructure, as well as the goal of providing new and better programs.

Potential New Revenue Opportunities

State grants continue to offer the best hope of developing the limited park space that is available. AB 31, the Statewide Park Development and Community Revitalization Act of 2008, was created to help areas defined as “critically underserved communities”, ones that have less than 3 acres of useable parkland per 1,000 residents. Arden Manor would qualify to apply for these grants when they become available. Grants are very important to the District and its ability to comply with the level of service demand. However, with the State budget crisis, the grants will likely be more difficult to obtain in the future.

The new Recreation Department has been exploring more partnerships with other park districts, schools, and entertainment groups to sponsor activities such as youth concerts.

Determination

The District is currently financially stable and has adequate financial planning practices in place. Though the District was heavily impacted by the ERAF, the District is able to utilize Cost Avoidance strategies as well as a Joint-Use agreement to minimize in-house costs. The District partners with SJUSD to share the costs of upkeep and adequate maintenance of facilities. The District is currently in the process of creating a volunteer program to help reduce costs. The District should explore further opportunities for both state and federal grant funding to improve infrastructure and services provided.

The District does not have significant opportunity to augment its revenue stream primarily because of limitations imposed by the adoption of Proposition 13. The District receives property taxes pursuant to statutory formula. As a result, the District’s property tax allocation percentage is fixed. The amount of property taxes collected by the District will increase and decrease depending upon the assessed valuation of real property dependent on local real estate conditions. In addition, because this area is developed, there is not a significant amount of property tax from new growth. Consequently, the District’s cost may have to be adjusted annually. The District’s only option to increase revenue is by forming a new lighting and landscaping assessment district. This would require voter approval subject to Proposition 218.

Finally, it appears that the District currently has the ability to make the required payments on its current loan. However, if the District is required to make the final balloon payment due March 1, 2010, the District does not have sufficient reserves to do so. It will be necessary for the District to renegotiate the term of this loan or obtain a new loan with more favorable annual loan payments.

CONCLUSION

Arden Manor Recreation and Park District meets the basic recreational and park demands in its 1.5 square-mile service area and is capable of continuing to provide recreational services in the future. The District lacks the funding sources to provide park upgrades such as restrooms, turf improvements, and renovations to existing facilities. State Grants are usually allocated to build new parks or fund new development of parkland. The District is fully built out. Furthermore, grant applications (and the public bid process in general) in a small district, require significant diversion of staff time and energy. The District staff continues to explore the interests of the community and measure demand via questionnaires and an interactive website. Although the District is unable to expand its park land, future economic improvement will provide the needed resources to renovate the existing parks and continue to provide a quality experience for the residents and visitors of the District.

ATTACHMENTS

ATTACHMENT A

ARDEN MANOR RECREATION AND PARK DISTRICT FACILITY RENTAL INFORMATION

Rental:

Facility	Location	Amenities	Capacity	Area (sq ft)	Type of Use
Deterding Activity Room	1415 Rushden Drive	Restrooms, Sink, Drinking Fountain	44 - 30 seated	667	Group Meetings, Small Parties
Deterding Community Center	1415 Rushden Drive	Restrooms, Full Kitchen, Drinking Fountain, Outdoor Barbeque Patio	100 assembly 70 dining	Floor - 1,025 Kitchen - 84	Large Parties and Receptions, Large Meetings, Seminars

Deterding Aquatic Complex:

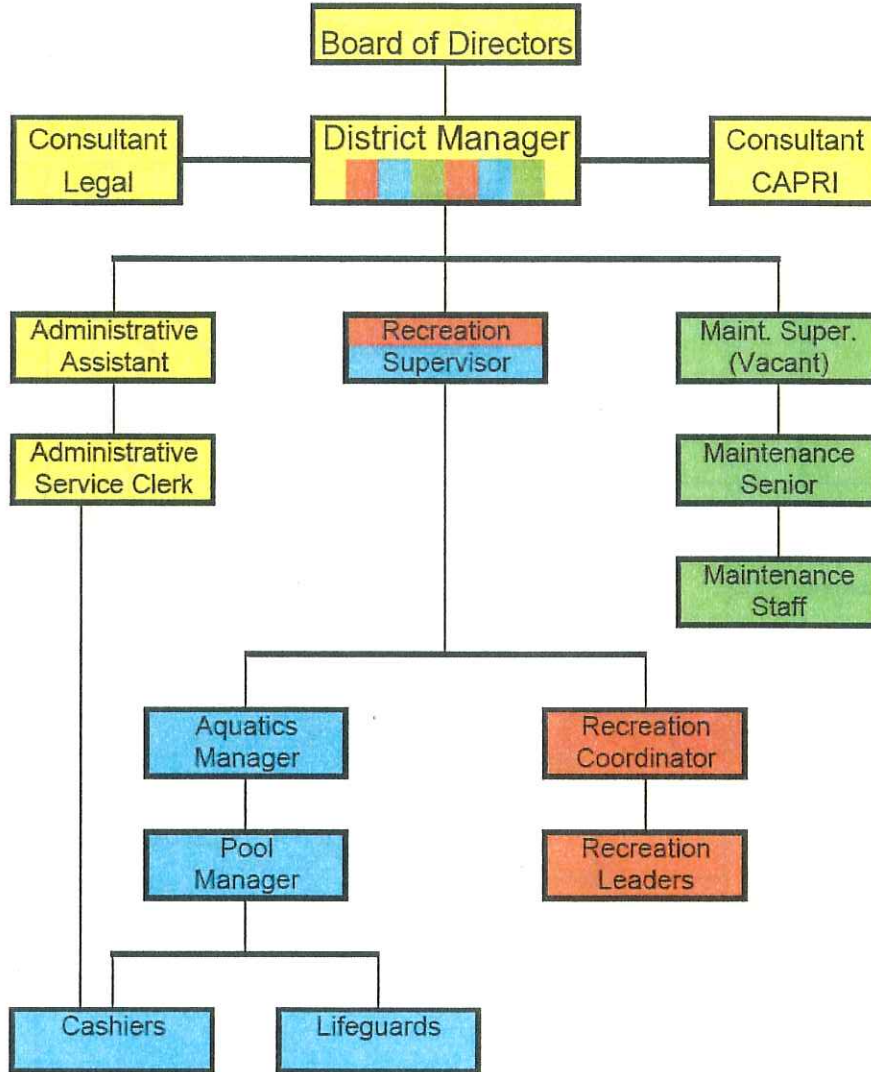
Number of People	Resident and Non-Profit Groups	Non-Resident Groups	Sunday Rate Resident and Non-Profit	Sunday Rate Non-Resident
1 - 40	\$100	\$115	\$65	\$75
41 - 80	\$115	\$130	\$80	\$90
81 - 120	\$130	\$145	\$95	\$105
121 - 186	\$150	\$165	\$115	\$125

Facility Rental

	Non-Profit Groups, Government Agency, Service Clubs	Resident Individuals, Groups, Associations	Non-Resident Resident Individuals, Groups, Associations	Commercial Programs or Activities
Deterding Community Center	\$20 / hour	\$55 / hour	\$65 / hour	\$70 / hour
Deterding Activity Room	\$15 / hour	\$30 / hour	\$40 / hour	\$50 / hour
Special Permits	\$10	\$20	\$30	\$40
Group Picnic Area	\$10 / day	\$15 / day	\$20 / day	\$25 / day
Snack Shack	\$15 / day	\$20 / day	\$25 / day	\$30 / day
Jonas Larkspur Campfire Ring	\$10 / day	\$20 / day	\$30 / day	\$40 / day
Fields	\$10 / day	\$15 / hour	\$15 / hour	contract

ATTACHMENT B

ORGANIZATIONAL CHART
ARDEN MANOR RECREATION AND PARK DISTRICT

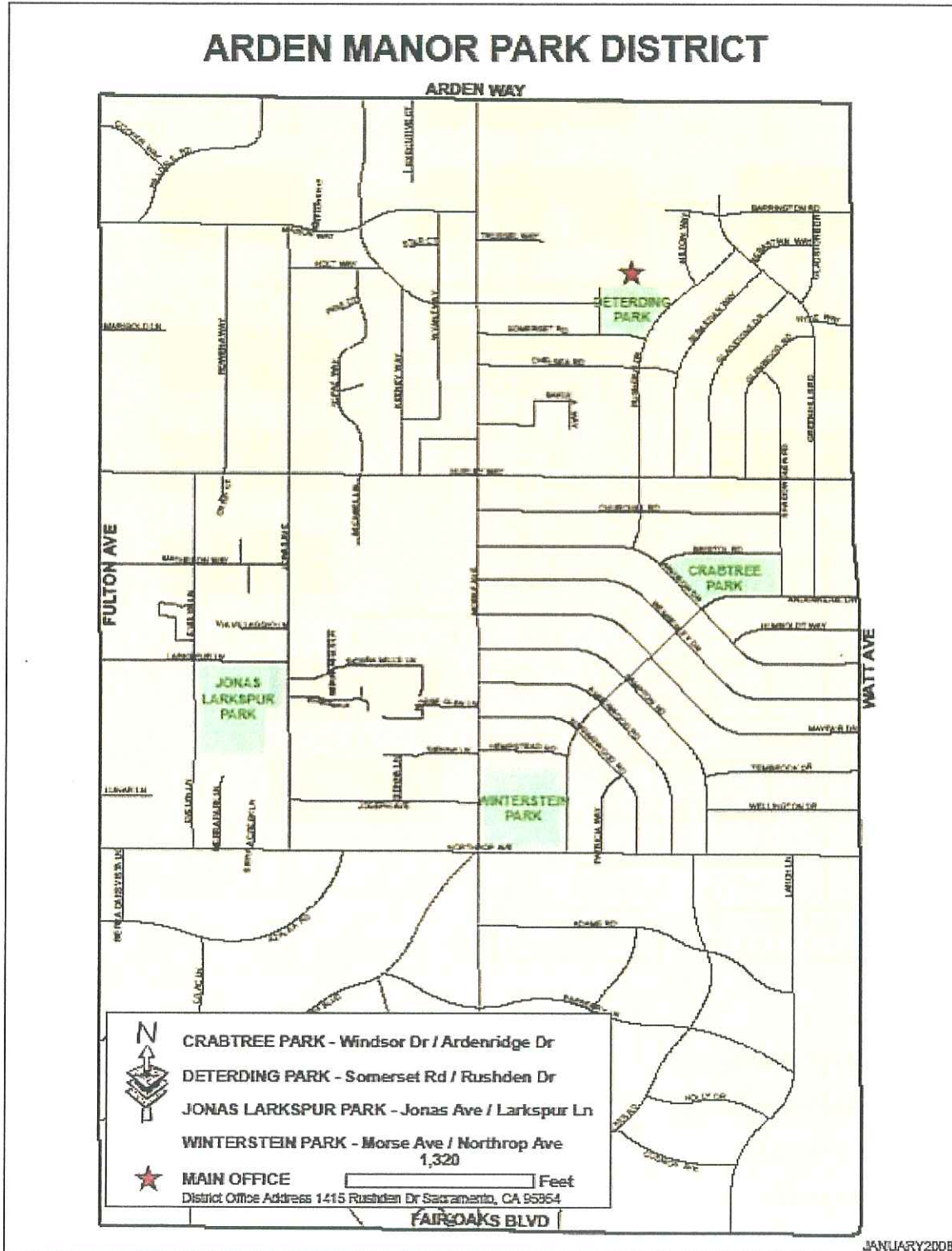


- 9331 Administration
- 9360 Maintenance
- 9361 Recreation
- 9362 Aquatics

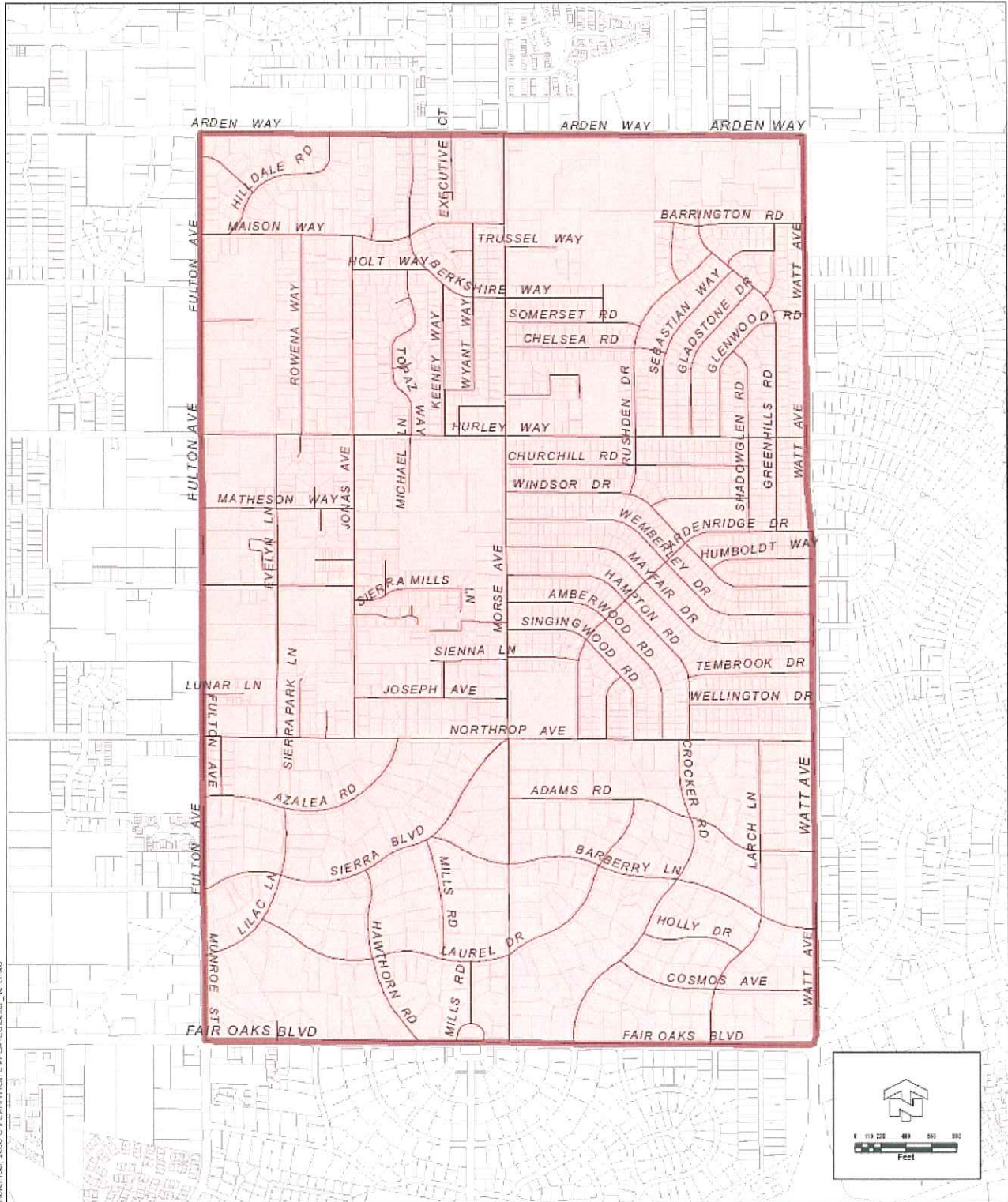
Approved 3/19/2009

ATTACHMENT C

ARDEN MANOR RECREATION AND PARK DISTRICT
PARKS AND FACILITIES MAP



ATTACHMENT D



November 2006 U:\PLANNING\TEMPLATES\latc_wrt.mxd



Arden Manor Recreation and Park District

