Agenda Item No 3D

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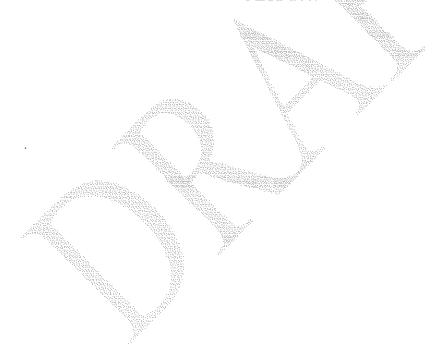
MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATE

FULTON – EL CAMINO RECREATION AND PARK DISTRICT

DRAFT

MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATE FOR FULTON-EL CAMINO RECREATION AND PARK DISTRICT

MAY 2009



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

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05/09

DRAFT MUNICIPAL SERVICE REVIEW OUTLINE

- I. Background
 - a. District Type
 - b. Brief History
 - i. Time of inception
 - ii. History growth trends
 - c. Location
 - d. Size
 - e. Mission
- II. Service Area
 - a. District Population
 - i. Current Population
 - ii. Expected growth
 - b. District Communities growth and needs (Service Demands)
- III. District Operations and Service
 - a. Management organization
 - i. Employment Structure
 - ii. Management efficiencies
 - b. Outreach
 - i. Events
 - ii. Youth
 - iii. Employment
 - c. Employment Structure
 - i. Number of employees? Full time Vs. Part time
 - ii. Office Structure
 - d. District Services
 - i. Services Provided
 - ii. Service Demand
 - e. Infrastructure
 - i. Capital Improvement Projects
 - ii. Emergency Facilities
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 - f. Fees and Finance
 - i. Sources of revenue
 - ii. Financial constraints
 - iii. Financial opportunities, including possibilities for sharing facilities
 - iv. Possibilities to adjust fees
- IV. CONCLUSION

FULTON-EL CAMINO RECREATION AND PARK DISTRICT

Parks and Recreation – Urban

Address: 2201 Cottage Way

Sacramento, CA 95825-1022

Phone: (916) 927-3802 Fax: (916) 927-3805

Web site: www.fecrecpark.com
Email: rimai@fecrecpark.com

Administrative Officer: Ray Imai, Administrator

Fiscal Data: (2006-07)

Budget: \$2,474,622 Gann Limit: \$3,795,495

No. of Acres Developed/Underdeveloped: 80/2

No. of Parks: 8

Locations:

- 1. Bellview Park El Camino and Howe Avenue
- 2. Bohemian Park Wright and Yellowstone Streets
- 3. Cottage Park 3097 Cottage Way
- 4. Creekside Nature Area 2641 Kent Avenue
- 5. Howe Park 2201 Cottage Way
- 6. Santa Anita Park 2000 Bell Street
- 7. Seely Park 3000 Pope Avenue
- 8. Babcock Park 2400 Cormorant Way Owned by City of Sacramento

Square Miles: 5.25

Population: 32,000

Service and Operation Data:

- 1. Authorized and actually performed: Park and Recreation services.
- 2. Latent powers: Park Police Ranger Program providing Law enforcement in the parks and at community event. Partner with San Juan Unified School District to provide recreation leaders for their Bridges after School Program. Fire protection, garbage collection and disposal and street lighting, if not otherwise provided and if authorized by the Board of Supervisors.

Location: Urban – Arden-Arcade, Swanston Estates and Arden Fair.

Historical and Political Data:

- 1. Established January 30, 1956.
- 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.
- 6. Board meets 3rd Thursday of the month at 6:30 p.m. in the Howe Community Center.
- 7. Registered voters: 12,475.



INTRODUCTION

Background

Fulton-El Camino Recreation and Park District is an independent, recreation and park district in the northeast portion of Sacramento County.

- Mission: Enhance the quality of life for the community by providing park facilities and recreation programs of exceptional quality while maintaining and protecting parklands for future generations.
- **Boundary**: Watt Avenue to the east, Arden Way to the South, Interstate 80 to the North and West.
- **Population**: 32,000 in an area of 5.25 square miles

History

Fulton-El Camino Recreation and Park District was formed in 1955 as a Recreation and Parkway District to provide land and recreation opportunities for growing suburb of Sacramento County. The name was officially changed to Fulton-El Camino Recreation and Park District in 1958. The district was established and still operates under authority of the Public Resources Code Article 4, Chapter 3, Division 5.

Today, the Fulton-El Camino community area maintains 8 developed park sites with a total of 80 acres and 2 undeveloped acres. It is governed by a 5 member Board of Directors which is elected during the November election period and serves for 4-year staggered terms.

An emerging community concern is the possible annexation by the City of Sacramento which could eliminate the District and the level of service it offers its residents. The Annexation is not within The City Sphere of Influence, and nothing has been proposed/

Service Area

Fulton-El Camino Recreation and Park District is located within the Sacramento Metropolitan Area, about six miles north-east of downtown Sacramento. It encompasses the northwest portion of the unincorporated community of Arden-Arcade and a small portion of North Sacramento within the City of Sacramento. This area is predominantly residential with scattered commercial development. The land in the District consists primarily of older residential areas inter-mixed with some relatively new single and multi-family developments and commercial

The district has no plans for substantial park sites acquisition for future park expansions. However, the District is interested in acquiring the surplus school property known as Creekside Elementary School. The Board of Directors has determined that the resident population is underserved in that area.

Management and Employment Structure

Management Structure

Fulton-El Camino is an independent district governed ex-officio¹ by the Sacramento County Board of Supervisors but managed by a five-member Board of Directors that are all elected at-large for 4 year terms. The directors do not need to be property owners, but do need to be registered voters living within the District boundaries. The Board creates policy for the district and employs a General Manager, who in turn hires the staff that operates the programs and maintenance of the parks and facilities.

The Fulton-El Camino Recreation and Park District Board of Directors usually meet once monthly in an open meeting held 6:30 pm on the third Thursday of the month. The meetings take place at the Conzelmann Community Center. The meetings are noticed per Brown Act requirements and are held in a space large enough for the public to attend and speak.

The District's Board of Directors is compensated \$100.00 per regular or special Board meeting. Each director is reimbursed for actual out-of-pocket travel expenses for District related travel. There are no benefits that extend beyond their term of service.

Outreach

Outreach techniques used by the District are maintaining a website, distributing quarterly activity guide, flyers, and newsletters regarding new developments and different programs in the community. District residents are notified of activities and events through published recreation guides and calendars that are mailed out periodically through out the year and also through the district website. The District also works directly with residents and local organizations through workshops and events.

Employment Structure

The Fulton-El Camino Recreation and Park District employs from 50 to 120 full time and part time employees, all of whom are unrepresented. There is one executive, three management, five professional and five operational employees. In addition to these full-time positions, the District employs up to 36 to 106 seasonal workers. The Assistant General Manager position has remained vacant during the past three years. The District performs a classification and salary survey regularly in order to determine and compare District salaries to the local recreation & park district market trends.

For more detailed information, please see attached Organizational Chart.

Employee training is handled within each responsible department. The District provides an employee handbook for all employees. Pool employees are all Red Cross CPR and Title 22 First Aid certified and all Lifeguards are Red Cross certified. Personnel policies are set by the Board of Directors and each department is given a training budget.

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

The Fulton-El Camino Recreation and Park District has received multiple recognitions for participation in Relay for Life, Creekweek Cleanup, and Providing AARP Tax Service at the community center for free tax preparation for seniors and low income residents. Also, it has been recognized to have a fine new facility in the Seely Splash Park Center.

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

Fulton El-Camino provides park-land and organized activities to serve the recreational needs of residents. Parks developed by Fulton El-Camino fall into four categories – (1) Neighborhood parks; (2) Community parks; (3) Special Use areas; and (4) Open Space Areas.

Existing neighborhood parks:

- 2 to 7 acres each
- Designed to serve residents within one-half mile radius
- Provide recreational amenities like children playground, multi-use sports fields, Picnic area and open grass areas for passive use
- Total 5 in the district, accounting for 38.20 acres

Existing community parks:

- 20 to 50 acres each
- Designed to serve residents within 1-2 mile radius
- Provide more extensive onsite parking, a community center, lighted sports fields, pools and recreation centers
- Total 2 in the district, accounting for 45.5 acres

Existing Special use areas:

- No minimum sizes
- Provide freestanding specialized facilities such as community gardens, single purpose sites used for field sports or sites occupied by buildings.

Existing (Natural) Open use areas:

- No minimum sizes
- Provide freestanding specialized facilities such as community centers, aquatic centers, sports complexes, or skate parks
- Total 1 in the district, accounting for 1.90 acres

Summary of District Park and Recreational Areas By Type

Fulton-El Camino Recreation and Park District Master Plan

Park Areas	Total Acres	Percent Developed
Neighborhood Parks		
Babcock Park	5.30	100%
Bellview Park	4.30	100%
Bohemian Park	8.20	100%
Santa Anita Park	7.70	100%
Seely Park	5.20	100%
Subtotal	30.7	
Community Parks	4.	
Cottage Park	7.50	100%
Howe Park	38.00	80%
Subtotal	45.50	-
Special Use Areas		
None	0.00	
Subtotal	0.00	34
Open Space Areas	des.	
Creekside Nature Area	1.90	10%
Subtotal	1.90	
TOTAL	78.10	1995 (2011) S.

Summary of Recreation Lands by Type (District Only) Fulton-El Camino Recreation and Park District Master Plan

Park Area Services Matrix	Reg. Baseball Fields	Youth Base/ softball Fields	Reg. Softball Fields	Soccer Fields	Open Play Areas	Tennis Courts	Volleyball Courts	Basketball Courts	Playground Areas	Shelter Buildings	Pienic Areas	Restrooms	Parking Areas	Pathway/Trail S	Natural Areas	Indoor Facilities	Other
Neighborhood Parks	1,000 mm (1,000 mm) 1,000			100													
Babcock Park		1			1		T	1	1		1		1	1			
Bellview Park		***	Mar.	100	1			1	1		1		21				
Bohemian Park		***************************************	N. S.		1	2		L	2								
Santa Anita Park	<u> </u>								Transaction Characters							T	
Seely Park					1		1	1	2		1	1	14				Pool
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Community Parks																	
Cottage Park					1	2			2		2	1	-86				Com. Ctr. Pool
Howe Park	1	1	2	1	5	8	2		2		5	2	188				Pond, Gazebo
en este estigaj et a se este elemente de la compa	disease.	erestifica.												1	1		
Special Use Areas				}					l								
None																	
		15-17-11							1								and the second s
Open Space Areas																	
Creekside Nature Area						2								8.6			

At the above sites, *Fulton El-Camino* offers a full range of recreational activities, including leisure enrichment classes, neighborhood recreation programs, camp programs, adult sports, teen programs, senior adult programs. In addition, these recreation and park sites have various sports fields, dog parks, picnic area, playgrounds, and Community Clubhouse that residents have access to. Fulton-El Camino also programs adult and youth sports at Loretto High School and Leo Palmiter R.O.P.

The District leases event spaces at community parks around the District. *Fulton El-Camino* also rents out a variety of facilities to suit recreation, or business needs. Demand for these spaces is steady – rooms and picnic areas are routinely rented, especially for weddings and large meetings. The following is a description of Fulton El-Camino's large event rental facilities for weekday and weekend use:

Event Space	Location	Weekend/Weekday	Room Capacity Assembly & Dinning	Additional Amenities
Richard T. Conzelmann community center - Howe Park	2201 Cottage way	Community Room/ Classroom, Boardroom, Auditorium	3888" 384 4 7	Kitchen, banquet tables, dressing room, stage, tables and chairs

In addition, Fulton El-Camino rents out the following outdoor spaces around the district:

Event Space	Location	Room Capacity Assembly/Dinning	Additional Amenities
Howe Park ➤ Picnic Area ➤ Pond Gazebo	2201 Cottage way	300	Barbeque pit, built-in tables and chairs
Cottage Park Cottage Picnic area Cottage Pool	3097 Cottage way	40	Barbeque Pit, picnic tables and chairs Indoor and outdoor shower facilities, a slide, 1 meter diving board, shaded seating area., parking lot
Seely Park	3000 Pope Ave	16	Water splash park, basketball court & picnic area with tables and chairs
Bohemian Park Picnic Shelter (New)	Wright and Yellowstone	30	Gazebo, creek, □Picnic tables

The District is currently partnered with San Juan Unified School District, Sacramento City Office of Education, Community Collaborative and various community organizations that help to improve services and maximize efficiency in the area. Besides providing park facilities, the District has properties located outside agency boundaries within the Arden Manor Recreation and Park District. The existing service capacity of Fulton El-Camino Recreation and Park District is a population of 32,000 based on a minimum of 3 acres per 1,000 population.

Service Demand

Fulton El-Camino measures service demand and infrastructure needs from different angels. The identification of the recreation demand primarily occurs through identifying needs in terms of total acres or number of facilities and then develops a standard that reflects that need. Others include a comparison to the NRPA Standards, a comparison to other similar communities, land availability, results of the Fulton-El Camino Recreation and Park District survey, national trends, financial feasibility and a look at areas of Fulton-El Camino Recreation and Park District that are not now being served by parks and open space. Most of the programs currently have adequate participation, indicating there is a demand for what the District offers. The district would like to obtain the surplus Creekside School to be able to offer an additional Community Center, soccer fields, and a community garden. The District would also look to partner with other agencies to take full advantage of the facility. Through Surveys and Public input through community meetings, the District has had multiple requests to build a skate park and a gymnasium for indoor basketball and volleyball.

Summary of Existing and Future Park and Facility Needs Fulton-El Camino Recreation and Park District Master Plan

Area or Facility	Existing Inventory	Current Demand	Year 2010 Demand	Additional Need (Year 2010)
Areas				
Neighborhood Parks	38.2	34.9	37.6	(0.6)
Community Parks	38.0	34.9	37.6	(0.4)
Special Use Areas	0.00	4.6	4.9	4.9
Open Space Areas	1.90	1.7	1.9	0.0
Total				
Facility				
Youth Baseball Fields	8	8	8	0
Softball Fields	3	3	3	0
Soccer Fields	4	4	4	0
Tennis Courts	14	12	12	(2)
Pathways and Trails	None	5.2	5.6	5.6

Based on an existing population of 28,881 and a forecasted year 2010 population of 31,511.

Determination

The District is able to appropriately 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. However, the district indicates that there is shortage of parks and services in all neighborhoods, especially the Creekside neighborhood and the District is currently pursuing acquisition of closed school property in the area.

INFRASTRUCTURE

Capital Improvement Projects

The Fulton- El Camino Parks Maintenance & Improvement District passed by a vote of the property owners in March 2000. This funding is designed for general park maintenance and improvements including supporting the ranger program and paying for water and utility bills. Capital projects may be completed in a pay as you go method and may include playground enhancements, pathway repairs and improvements to various parks.

Infrastructure needs are determined by members of the Board of Directors, community groups, park neighbors, stratified random sample surveys, and using the district's Master Plan. The district identifies that there is shortage of parks and services in the Creekside neighborhood and is pursuing acquisition of closed school property in the area. There are tennis courts that are underutilized and the District is seeking partnership with other organizations to refurbish and share the courts. The district would like to obtain the surplus Creekside School to be able to offer an additional Community Center, soccer fields, and a community garden.

Infrastructure Duplication

Fulton El-Camino Recreation and Park District services are integrated with other agencies, including the San Juan Unified School District and Arden Manor Recreation and Parks to improve services and maximize efficiency. But the District believes that there is no duplicate infrastructure in the area.

Emergency Facilities

The District is currently working with Federal Emergency Management Agency (FEMA) to inventory the capacity to provide services in the event of an emergency. The Park Rangers Division that was organized in 1982, issues citations for misdemeanor and infraction violations of state, city, county, or district laws, regulations, or ordinances citations under the California Public Resources Code, Section 5782.26. Since 1982, the program has increasingly focused on law enforcement issues.

Determination

The District is able to appropriately gauge the demand and provide parkland, recreational facilities, and recreational programming to meet the needs of the community. The district indicates that there is shortage of parks and services in the Creekside neighborhood. There are tennis courts that are underutilized. The District is proactively seeking partnership with other organizations to refurbish and share the courts.

FINANCE

Revenue Sources

The following are Fulton El-Camino Recreation and Park District's main revenue sources:

- 1. General Fund
- 2. Statewide Park Bond 2000
- 3. Landscape and Lighting Act
- 4. General Obligation Bond
- 5. Special Serial Levy
- 6. Revenue Bonds
- 7. Certificates of Participation
- 8. HUD Block Grants
- 9. Donations
- 10.User Fees and Rentals
- 11. Private Grants and Foundations
- 12.Land and Water Conservation Fund
- 13. Sacramento Housing and Redevelopment Program
- 14. Joint Public/Private Partnership
- 15.Intermodal Surface Transportation Efficiency Act (ISTEA)
- 16.Natural Resource Conservation Service (NRCS) Emergency Watershed Protection (EWP)
- 17.Other NRCS Programs
- 18. California Department of Fish and Wildlife (ODFW
- 19.US Fish and Wildlife Service (USFW)

Based on the economic climate and the financial situation of the District, the funding strategy proposed is a pay-as-you-go approach. The District will utilize funds from the District General Fund, the second Landscape and Lighting District, the State Park Bond and the grants from the Sacramento County Housing and Redevelopment Agency. These funding sources will be supplemented, to the maximum extent possible, by outside grants and donations.

Funding Sources (6-Year Program) Years 2001-2006 Fulton El-Camino Recreation and Park District Master Plan

Sources	Amount
Landscape and Lighting Act #2 (Assume 60,000 annually for Capital Development))	\$360,000
General Fund (25,000 annually)	\$150,000
Park Bond	\$180,000
Housing and Redevelopment Agency	\$96,000
Grants (Average \$10,000 annually)	\$60,000
Donations (\$5,000 annually)	\$30,000
Total Funding Sources	\$876,000

Expenditures By Park - Years 2001-2006

Fulton El-Camino Recreation and Park District Master Plan

Project	Cost	Percentage of Total
Bellview Park	\$12,000	1.4%
Bohemian Park	\$12,000	1,4%
Creekside Nature Area	\$12,000	1.4%
Cottage Park	\$137,000	15.6%
Howe Park	\$262,000	30.0%
Seely Park	\$382,000	43.5%
Santa Anita	\$47,000	5.3%
Unappropriated	\$12,000	1.4%
TOTAL	\$876,000	100.0%

Revenue Constraints

The District faces significant constraints for current and future service levels, especially by property values and The Gann limit. The programs offered in the District are operated at a loss in order to enhance service to the community. However, Fulton El-Camino is proactively seeking opportunities to partner with community groups and other agencies to minimize cost and insure the preservation of viable park spaces.

Joint Facilities

The District provides recreation staff to San Juan Unified School District and Park Police Patrol to Arden Manor Recreation and Park District. There has been an ongoing discussion with San Juan Unified School District and Fulton El-Camino for facility sharing, but there is no final agreement yet.

Revenue Opportunities

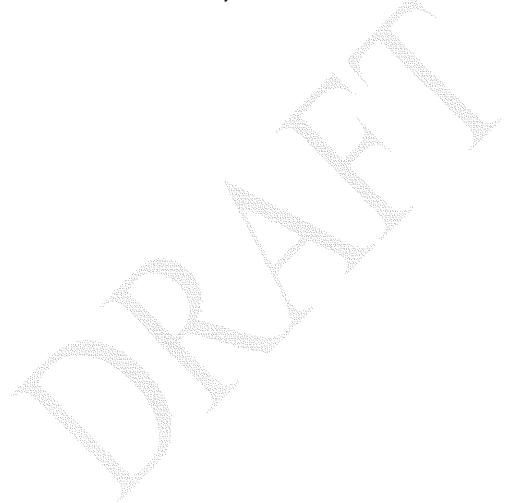
The District indicates that there will be a decrease in property tax revenue due to the severe downturn in the real estate market. The District is aggressively pursuing grant opportunities to improve parks and buildings in anticipation of the release of economic stimulus funds by State and Federal governments. The Districts also noted that it will work with the County of Sacramento to budget the revenues in line with their expectations, and budget expenses accordingly. Fundraising events are sometimes able to alleviate the costs of few district programs

Determination

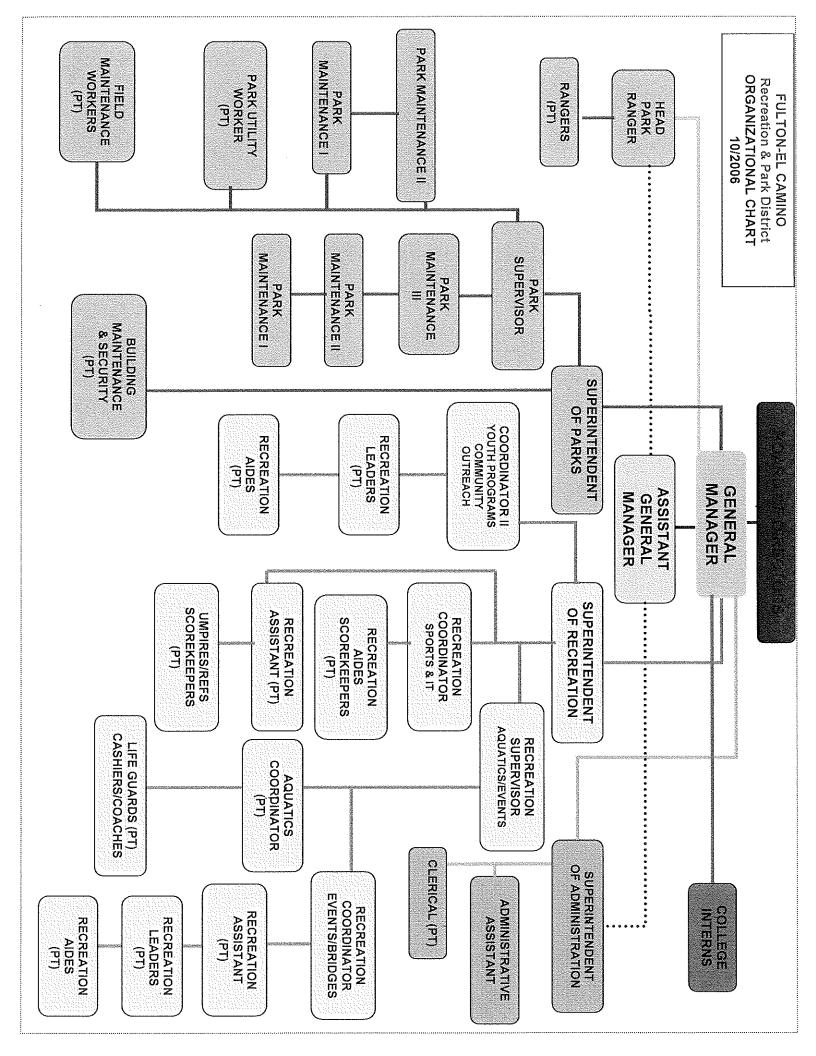
The District ability to generate revenue is limited by property values and the Gann limit. The programs offered in the District are operated at a loss in order to enhance service to the community. However, the District is proactively seeking opportunities to partner with community groups and other agencies to generate revenue by minimizing cost that will insure the preservation of viable park spaces.

CONCLUSION

Fulton EL-Camino Recreation and Park District meets demand in its 5.25 square-mile area. It strives to satisfy the recreational needs of the community by providing a wide range of facilities and opportunities to enrich the quality of life. In relation to these efforts, the residents of Fulton El-Camino have roughly equal availability to the District's community programs. However, there is shortage of parks and services almost all neighborhoods the District is seeking partnership with other organizations to increase the services provided. The District's Master Plan, along with the annual budget, continues to serve as the basis upon which the District will expand to meet the growing service level needs of the citizens in the community.







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DISTRICT FACILITY MAP Fulton El-Camino Recreation and Park District

1. LEO PALMITER R.O.P. (2040 Ethan Way)

Gymnasium

2. BABCOCK PARK (2400 Cormorant Way)

Playground Apparatus Basketball Court Free Play Area Off Street Parking

3. BELLVIEW PARK

| Howe Noar El Camina)

Playground Apparatus Basketball Courts Free Play Area Off Street Parking

4. BOHEMIAN PARK [Wright & Yollowatono]

Playground Apparatus
Tennis Courts (2) — Lighted
Coin Operated
Basketball Courts
Picnic Table — Barbecues
Free Play Area
Creek
Street Parking

5. SEELY PARK (3000 Pope Avenue)

Splash park
Playground
Basketball Court
Open Play Area
Picnic Tables – Barbecues
Shade Structure
Walking Puth
Rest Rooms
Off Street Parking

6. CREEKSIDE PARK (2641 Kent Avenue)

Playground Apparatus Surfaced Game Area – School Basketball Courts – School Softball Diamonds – School Nature Area Free Play Area Creek

7. COTTAGE PARK [3097 Cottage Way]

Playground Apparatus
Swimming Pool
Swimming, Diving & Slide
Basketball Court - School
Softball Diamond - School
Community Center
Preschool
After School Care
Open Play Area
Picnic Tables - Barbecues
Creek
Rest Rooms
Off Street Parking

8. LORETTO HIGH SCHOOL

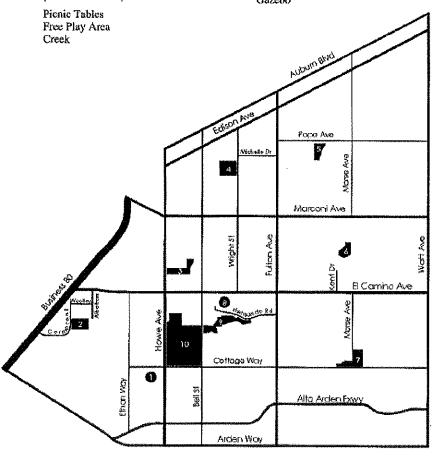
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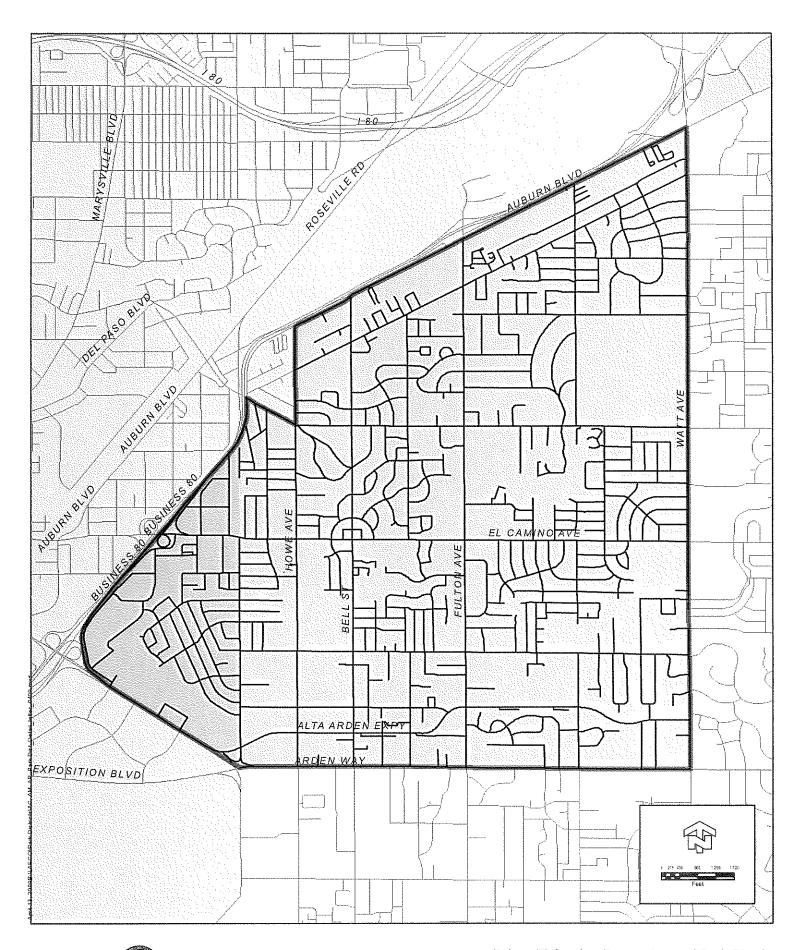
Gymnasium

9. SANTA ANITA PARK (2000 Bell Street)

10. NOWE PARK (2201 Gottago Way)

Dog Park Playground Apparatus Softball Diamond - Lighted (2) Basketball Court - School Sand Volleyball Courts - Lighted (2) Basketball/Softball Diamond Little League Diamond Tennis Courts - Lighted (8) Token Operated Tennis Wall Soccer Field Picnic Shelter w/barbecues Community Center District Office Auditorium Meeting Rooms Picnic Tables - Barbecues Open Play Area Creek Pond/Fishing Piers Rest Rooms Off Street Parking Gazebo







Fulton El Camino Recreation and Park District

