

**SACRAMENTO LOCAL AGENCY FORMATION COMMISSION**  
**1112 I Street, Suite #100, Sacramento, California 95814**  
**(916) 874-6458**

**MUNICIPAL SERVICE REVIEW WORKSHEET**  
**AND QUESTIONNAIRE**  
**DISTRICT PROFILE**

Date: June 5, 2013

Agency Name: Cordova Recreation and Park District

Address: 2729 Prospect Park Drive Ste 230, Rancho Cordova, CA 95670

Website: www.crpdc.com

Telephone: 916-362-1841 (FAX) (916) 362-9602

Administrator Name: James M. Rodems

Title: District Administrator

Name of Contact: James M. Rodems

Contact's E-mail Address: jrodems@crpd.com

Agency's Principle Act: Established as a Special District to provide services to the community within the defined services area. (PRC 5780)

Services Provided: Leisure facilities and recreation programs

Latent Powers: Garbage Collection (Waste Management) (Not activated)

Governing Body: Five (5) Member Board of Directors

Total Number of Employees: 125

	# Represented 0	All # Unrepresented
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Acreage/ sq. Miles within Agency: 65.5 square miles

Total Population within Agency: 115,000

Total Registered Voters within Agency: 55,187

## **INTRODUCTION**

### **Background Information**

The Cordova Recreation and Park District is an Independent Special District.

- **Mission:**  
Create and maintain excellent leisure facilities and recreation programs that inspire and illuminate the human spirit.
- **Setting:**  
CRPD is located in the East Central portion of Sacramento County south of the American River and bisected by Highway 50.  
NORTHERN BOUNDRY: A portion of Highway 50 from Prairie City Road to Nimbus Dam; then following the American River to the Watt Avenue Bridge.  
WESTERN BOUNDRY: Sacramento City Limits to Fruitridge Road.  
SOUTHERN BOUNDRY: Fruitridge Road and its extension to Bradshaw Road; then south to Morrison Creek to the southerly boundary of the Rancho Arroyo Sports Center; then north to Jackson Highway east to Grant Line road.  
EASTERN BOUNDARY: Grant Line Road and Prairie City Road on the east to Highway 50. (See Attached Map)

### **History**

The Cordova Recreation and Park District was established in 1958 with the aim of serving the parks, recreation and open space needs of the region encompassed by the Sacramento County unincorporated areas (at the time) of Rancho Cordova, Gold River, Larchmont, Mather and Rosemont.

### **Services Provided:**

Authorized to provide park and recreation services.

### **Management and Staffing Structure**

#### **Management Structure**

- The District is a Divisional Structure with 1 District Administrator and 5 department heads managing the following areas: Finance, Maintenance, Human Resources, Recreation, and Planning.

#### **Employment Structure**

- As the District is a service provider positions are classified as Tertiary Sector jobs.

The District employs: 36 full time positions.

In addition, the District employs on average 65 part-time, 24 seasonal positions.

Please attach organization chart.

- The type and purpose of contracts and consultants.
  - Architecture – Planning
  - Construction Management - Planning
  - Landscape Maintenance
  - Audits
  - Master Plan Development
  - Website Development
  - Information Technology Support
  - Legal Services
  - Insurance Brokerage
- CR&PD was recognized with the Playful Cities – 2012 award.
- Describe ongoing training and personnel policies.
  - Weekly Management Team Meetings
  - Monthly All Staff Meetings
  - Bi-Monthly Department Meetings
  - Standard Municipal Personnel Policies
  - California Parks and Recreation Society – Meetings and Trainings
  - California Special District Association – Meetings and Trainings
  - California Recreation and Park Districts - Meetings
- Are salaries and pay scales comparable/ competitive with regional and industry standards?
  - The District is currently undergoing a parity analysis of regional districts to adjust salaries and pay scales. This should be accomplished over the next 12-18 months.
- Is organization structure similar with like service providers?
  - Yes

## **Municipal Service Review Information and Determinations**

### **1. Growth and Population Projections**

- The current level of demand for services is based upon a service ratio of five acres of parks per 1000 population
- What is the projected demand for services?
  - Varies by generation and demographics. Steps taken that respond to varying demand include but are not limited to community surveys, strategic master planning, and community input on recreational offerings.
- Growth rate and population projections.
  - Future projections indicate that the growth rate is expected to increase at a slower than historical rate. The projected population growth is 5.6% from 2009-2014, 5.6% from 2014-2019 and 5.5% 2019-2024 respectively. This would result in approximately 132,048 total residents in the service area by 2024. The number of households would also increase from 42,413 currently to 51,311 by 2024.

- Please provide any other information relevant to planning for future growth or changing demographics.
  - Please see attached Strategic Master Plan

**LAFCo MSR Determination**

The Commission determines that the District is capable of continuing to provide recreational service in the future. Cordova Recreation and Park District effectively meets demand in its service area, but not on its revenues alone. It does so by collaborating with many public agencies, private entities and non-profit organizations throughout the community. These partnerships provide valuable resources and funds for events and programs that operate on a limited budget. They also increase access for Cordova’s programs and services. Through these partnerships the District has combined common interests and developed capital projects and programs, which help to enhance the sense of community for neighborhoods in the District.

**A. Facilities and Programs**

See Attached - **Summary of Facilities, Programs and Facilities Map**

**Present and Planned Capacity of Public Facilities**

- What is the current and projected service capacity?
  - The current service capacity is 5 park acres per 1000 population. Projected service capacity continues to be 5 acres per 1000 population
- What is the level of adequacy of services and facilities to serve current and future population?
  - District levels are currently adequate, and comparable to like service providers.
- What Performance Measures are used by the District to determine service adequacy?
  - The District uses a comparative analysis focusing both on districts in the area and national standards and a “needs” based survey conducted between 2005 and 2010.

**Infrastructure Needs or Deficiencies/Capital Improvement Program**

- Describe the District’s Capital Improvement Program, as applicable.
  - A legitimate capital improvement program did not exist prior to January 1, 2013. A plan is currently being developed as a component of the budget process.
- Describe deferred maintenance strategy.
- Describe policies and practices for depreciation and replacement of infrastructure.
- How will new or upgraded infrastructure and deferred maintenance be financed??
- List infrastructure deficiencies, if any; indicate if deficiencies have resulted in permit or other regulatory violations; if necessary, explain how deficiencies will be addressed.
  - The District intends to contract for a reserve survey which will be the basis for establishing an appropriate reserve policy.
  - Once policy is established the District will develop a deferred maintenance strategy.

**B. Programs**

**Summary of Programs (Recreation, Education, Conservation, etc.)**

<b>NAME</b>	<b>LOCATION(S)</b>	<b>SIZE (# Participants)</b>	<b>DESCRIPTION</b>
Adults 50+ Programming	Senior Activities Center, 3480 Routier Rd. Sacramento, CA 95827	Average 10-20 per class, but does vary	Fitness, Computers, Art, Dance and self help classes plus daily meals and special events each month.
Sports for youth & adults	Mather Sports Center 3755 Schriever Ave Mather, CA 95655 and other various fields	Varies by activity.	Leagues, rentals, clinics and camps. Daily use of gym, racquetball courts, weight room and cardio room.
Youth programming	Riverview Community Center, Cordova Community Center and some school facilities.	Varies by activity/program	Preschool program, cooking, music, art, theater, dance, science and Tiny tot programs Day Camps during school breaks.
Adult Leisure Programming	Riverview Community Center, Senior Activities Center, Schools & Parks	Varies by activity/class	Computer, Dance, Fitness, Music, Self-help, Martial Arts and Dog obedience classes
Aquatics	Cordova Community Center, Lincoln Village and Rosemont High School pools	Varies	Recreational swim team, synchronized swimming team, swim lessons, public swim, fitness classes and water safety/lifeguarding classes

**LAFCo Determination**

The Commission determines that the District currently provides adequate services and facilities in the District’s service area. The growth and population projections show that the District must continue infrastructure development to meet growth in demand. The District recognizes this imperative and has taken steps to remain abreast of growth, particularly by collaborative planning with the City of Rancho Cordova and the County of Sacramento. New and upgraded infrastructure will be financed using a variety of sources including Development Impact Fees, Quimby Act In-Lieu Fees, State, Federal and other grant funds, Property Tax Revenue, Landscaping & Lighting Assessment District funds, Mello-Roos Community Facilities District funds, debt issuance proceeds, partnerships with non-profits, and other agencies, donations, sponsorships and funds reserved for future capital projects.

### **3. Financial Information**

The budget and financial analysis identifies existing available funds to support the capital program and presents trends with current operations and funding. It is an in-depth review of the revenues, expenditures, and capital funds of the District and includes the budgets of the General Fund, the Special Revenue Funds, and the Enterprise Fund.

The goals for 2012-13 includes budget clarity; analyze cost recovery by activity to present expenditure recovery through fees and charges; and evaluation of trends to determine financial integrity and anticipate direction for the future. This is the District's guide and roadmap for financial planning decisions.

#### **Budget (Please see attached Summary of Revenue and Expenditures.)**

##### **Revenue**

- Describe all revenue sources (i.e., property taxes, special taxes, service charges, fees, rentals, assessments, grants, etc.).

<b><i>Describe all revenue sources</i></b>	<b><u>\$11,827,890</u></b>
Current Secured Taxes	2,716,654
Mello Roos Fees	2,287,170
City Park Renovation/Off Site Fees	1,573,486
Recreation Programs	1,278,525
Golf Course Operations	1,133,000
Tax Assessments	1,044,892
In Lieu Fees	438,964
Prop 12/40 Per Capita Bond Act	403,706
Donations and Development Recoup	165,000
State Competitive Grants	150,882
Resale Revenue	130,000
Current Unsecured Taxes	125,611
CDBG and HUD appropriations	75,000
Delinquent (Teeter)	65,000
Unitary Taxes	65,000
Lease Property, (2) Cell Towers	53,000
Homeowners Tax Sub (Hopters)	25,000
Insurance Reimbursement	23,000
Miscellaneous Donations/Grants	21,000
Concessions	20,000
Interest Income	10,500
Miscellaneous Revenue	10,000
Current Supplemental Taxes	5,000
Prior Unsecured	4,000
Concessions, Vending	1,500
Prior Delinquent (Teeter)	1,000
Penalties Income	1,000

## Rates, Fees, Charges, and Assessments

- Describe rate setting methodology.
  - Rates are established by comparative analysis and the determination of type of program or service requirement as follows:
    - Full Cost Plus Target Income Increment
    - Full Cost
    - Subsidized
  - These targets are defined in program and service by the following three determinants:
    - Equity – those who benefit from the service should pay for the service 100%.
    - Public – Normally would have no user fee and is subsidized with tax revenue.
    - Merit – has a combined level of Equity and Public benefit and can be priced on a variable rate for partial or full recovery.
- Explain constraints associated with agency’s ability to generate revenue. What options are available – special assessments/ special taxes/ increases in sales tax/impact fees/grants, etc.?

The largest percentage amount of funds the District receives is Property Tax revenue, allocated by the County of Sacramento on a bi-annual basis. Economic volatility can affect the District’s ability to project this funding into future fiscal periods, and even when predicted the receipt of funds is seven months into the fiscal year creating a constraint. Operational revenue sources such as Recreation Classes, Building Rentals and Special Events are also impacted by the economy.

- Please provide a comparison of rates and charges with similar service providers (favorable or less so).

CR&PD golf operations and fees charged to the public are the lowest rates in the region (favorable). Rental rates for facilities and recreational program services are comparable to other nearby Recreation & Park Districts offering similar services (status quo).

- Describe revenue constraints.
  - As noted above the District is reliant on our users to have discretionary income to access our programs and facilities. Current economic conditions have yielded a decrease in program revenue.
  - A decrease in property values has decreased tax revenue to the District.

## Expenditures

- Describe the agency's Service Levels compared to industry standards and measurements.
  - The District is currently revising standards in order to be able to be in a position to adequately assess . Information will be provided when available.
- Describe the Cost of Service compared to industry standards and measurements.
  - Currently the District looks to be competitive with other districts within the region as well as other adjacent municipalities.

## Assets, Liabilities, Debt, Equity, and Reserves

- Provide the Book Value of Assets.
  - After accumulated depreciation, the value of assets is estimated at \$55,555,484
- Provide a list of equipment, land, and other fixed assets.
  - See Attached Document
- Provide a summary of long term debt and liabilities.

Currently the District owes \$3.4 million in capitalized lease obligations (excluding interest). Bi-annual payments are made in March and September in the amount of \$154,568. Total obligation ends September 2027.

- Explain the agency's bond rating; discuss reason for rating. Discuss amount and use of existing debt. Describe proposed financing and debt requirements.

The bond rating for the District is estimated to be (A-), according to Standards and Poor's rating system calculation. We have used debt to finance projects that are not grant funded and are facilities/structures that will be used by the public in future years (deferred).

- Describe policies and procedures for investment practices

The District utilizes the County of Sacramento and the City of Rancho Cordova for holding treasury and other liquid funds. Please review the investment policy of the pooled Investment Fund ([attached](#)) and Investments in LAIF/CAMP ([attached](#)).

- Describe policies and procedures for establishing and maintaining reserves/retained earnings.
  - What is the dollar limit of reserves/retained earnings?
  - What is the ratio of undesignated, contingency, and emergency reserves to annual gross revenue?

The maximum amount of reserves the District is allowed to carry per our financial policy is

\$1,774,183 (or 15% of the total budget).

### **Summary of Revenue and Expenditure Sources**

See Attached - Summary of Revenue and Expenditures Table

### **Summary of Financial and Operational Information 2011-12**

Population	110,621 (2010)	
Area Served	City of Rancho Cordova; Unincorporated Areas	
Service Standard Ratios	5 acres per 1,000	
Full Time Employees	36	
Average Part-Time Employees	65/24 ; Part- Time/Seasonal	
Total Annual Budget	\$12,744,874	
Per Capita Spending Total Annual	\$115.21	
Administrative Costs	\$1,866,822	
% Annual Administrative Costs to Total	15%	
Average Capital Improvements (5 years)	\$5,754,475	
Reserve Amount	\$713,424	
Operational Cost per Employee	\$135,007	(total expenditures divided by FTE)
Average Property Tax Rate	\$61.06	(total taxes WE receive divided by pop)

### **LAFCo Determination**

The Commission determines that the District faces significant constraints for current and future service levels, especially from Educational Revenue Augmentation Fund property tax shifts. The District faces financial constraints from state implemented property tax shifts, but has adapted by streamlining expenses. The District coordinates with the City of Rancho Cordova and the County of Sacramento to participate in several Public Facilities Financing Plan (PFFP) programs in which developers pay fees to mitigate the impact of development. The District's portion of the Development Impact Fee is used to fund park and landscape improvements in new developments. Some financing plans include open space acquisition. The respective agencies make periodic updates to the fee schedules based on various development costs.

#### **4. Status of and Opportunities for Innovation and Shared Facilities**

- Describe existing and/or potential shared facilities, infrastructure, and staff. Describe any joint power agreements or other agreements for sharing resources with other agencies.
  - Because of its size and geography, the District has four school districts (Folsom – Cordova, Sacramento City Unified, San Juan, and Elk Grove), portions of unincorporated Sacramento County, and the entire City of Rancho Cordova within its boundaries.
  - School Districts: Currently the District has in place Joint Use Agreements with Folsom-Cordova, San Juan, and Sacramento City School Districts. The District is currently in negotiations with the Elk Grove School District to develop a Joint Use Agreement.
  
- Describe existing and/or potential joint use planning.
  - As stated above the District has agreements for shared use of facilities with the school districts within its boundaries.
  - The District continuously explores potential joint development projects with new development.
  
- Describe existing and/or potential duplication with existing or planned facilities or services with other agencies.
- The District had the potential to duplicate facilities in future developments.
- Through the Strategic Master Plan process the District identified a number of facilities that could be duplicated and removed them from the projected 30 year development plan.
  
- Describe availability of any excess capacity to serve customers or other agencies.
  - The District has the ability to act as a scheduler for all recreational properties within its boundaries.
  - The District is working within the framework of its Joint Use Agreements to establish this procedure.
  - The District is working with youth athletic associations to better manage and schedule facilities.
  - The District has the ability to greater utilize facilities and expand programming throughout the service area.
  
- Describe any economies of scale in shared purchasing power, and any other cost- sharing opportunities that can be implemented by joint use or sharing resources.
  - There is potential to bulk purchase grounds maintenance materials with our school districts.
  
- Describe any duplication (overlap), or gaps in services or boundaries.
  - None
  
- Describe ongoing cost avoidance practices. (For example, if you hire contract vs. in-house employees, is the bidding process cost effective and efficient)?
  - None

- Describe any opportunities to reduce overhead and operational costs.
  - The District underwent extensive layoffs and operational reductions in January of 2012
- Describe any opportunities to reduce duplication of infrastructure.
  - As an outcome of reorganization some positions have been collapsed and duties have been streamlined within departments.
- Identify any areas outside agency boundary which could be efficiently served by existing or proposed agency facilities.
  - The Cordova Hills development, which is adjacent to the east boundary of the district, has the potential of being annexed and incorporated within the service area.
- Identify any areas within agency boundary which could be more efficiently served by another agency.
  - None
- Are your service plans compatible with those of other local agencies?
  - Yes

**LAFCo Determination**

The Commission determines that the District uses its best efforts to share resources among other agencies, and to streamline in-house costs; and that the District can continue to partner with local agencies to share the cost of new facilities, and ensure the preservation of viable park spaces.

**5. Accountability for Community Service Needs, including Governmental Structure and Operational Efficiencies**

- Explain the composition of the agency’s governing board.
  - Number of Directors: Five (5) Elected Board Members
  - Nature/ Length of Terms: Elected/Four (4) Year Terms - Staggered
  - Is governing body landowner or population based? Population.
  - Are Directors elected or appointed? Elected
  - Are elections or appointments at large or by district? At Large
- Explain compensation and benefits provided to the governing board, including any benefits that continue after term of service.
  - Compensated \$100 per meeting. No continuous benefit after service.
- Where and how frequently does the governing board meet?
  - Once per month and special meetings as required. The Board meets on the 3rd Wednesday of each month at 6:30 PM in the Council Chambers at the Rancho

Cordova City Hall Building located at 2729 Prospect Park Drive, Rancho Cordova.  
The public is welcome to attend.

- Describe rules, procedures, and programs for public notification of agency operations, meetings, programs, etc.
  - The District follows all procedures as prescribed by the Brown Act.
- How is public participation encouraged?
  - Post all agendas and notification in local publications as to time and date of meeting.
- Are meetings accessible to the public, i.e., evening meetings, adequate meeting space, etc.?
  - Yes
- Describe public education/outreach efforts, (i.e., newsletters, bill inserts, website, etc.) The District utilizes the following:
  - Web Page
  - Program Activity Guide
  - Email Notifications
  - US Mail Notifications
  - Social Media
- Describe level of public participation, and ways that staff and Directors are accessible to the public.
  - Public participates via email, phone, staff and Directors attendance at community meetings, and District public meetings.
- Describe ability of public to access information and agency reports.
  - Access to documents and information can be in person at the District office or via the District webpage. (<http://www.crpdc.com>)
- Describe any opportunities to eliminate service islands, peninsulas and other illogical service areas.
  - The District is contiguous with no islands or extensions outside of the boundaries of the service area.

### **LAFCo Determination**

The Commission determines that the District is managed transparently and efficiently; and has shown a dedication to communicating with local residents. It conducts regular user surveys and frequently holds well-publicized public meetings to ensure that service offerings reflect local demand. Finally, seats on the Board of Directors are evenly distributed to represent all District communities.

## **6. Issues, Concerns and Opportunities**

Please provide information regarding any issues or concerns related to operations (financial, managerial, legal, organizational, etc.)

- Compliance with Environmental Justice requirements.<sup>1</sup>  
The District complies with all regulations as prescribed by the County of Sacramento, State of California, and Federal Government.
- Compliance with regulatory reporting requirements.  
The District is currently in compliance and reporting to all the appropriate County, State, and Federal agencies.
- Compliance with regulatory agencies and public health and safety issues.  
The District is proactive in partnership with the insurance organization representing the District (CAPRI) in maintaining compliance with all public health and safety requirements and issues.

1. LAFCo definition of "environmental justice" means the fair treatment of people of all races, cultures, and incomes with respect to the location of public facilities and the provision of public services.

### **LAFCo Determination**

The Commission determines that the District is operated efficiently and offers salaries comparable with similar sized agencies.

Attachments:

Facilities and Programs - Summary of Facilities and Programs (Parks, Physical Plant)

District Map

Summary of Revenue and Expenditures Table

Adopted Budget Resolutions

Strategic Master Plan (Available @ [www.SacLAFCo.org](http://www.SacLAFCo.org))