

SACRAMENTO LOCAL AGENCY FORMATION COMMISSION

1112 I Street #100

Sacramento, California 94814

(916) 874-6458

March 4, 2009

TO: Sacramento Local Agency Formation Commission

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

Contact: Don Lockhart, Assistant Executive Officer (916) 874-2937
Vadim Sidelnikov, Senior Student Intern (916) 874-2934

RE: **ORANGEVALE RECREATION AND PARK DISTRICT
MUNICIPAL SERVICE REVIEW AND SPHERE OF
INFLUENCE UPDATE (LAFC 07-08)**

RECOMMENDATION

Staff recommends that the Sacramento Local Agency Formation Commission make the following determinations:

1. Orangevale Recreation and Park District effectively meets recreational and park demands in its service area. It offers programs for every age-group in the district, as well as the full spectrum of income categories.
2. Municipal Service Review Determinations:
 - a. Regarding infrastructure needs or deficiencies, the Commission determines that the District currently provides sufficient services and facilities in the unincorporated area of Orangevale. However, the District recognizes that continued land use development is necessary to meet future demands, as well as to improve service coverage in areas where higher densities have reduced the ratio of acres of park-land to District residents. Existing District infrastructure is neither redundant nor underutilized.
 - b. Regarding growth in population expected for the District area, the Commission determines that the District is limited in its growth potential due to the current economic situation. There will be some in-fill growth as the

farms and ranches go toward development. The District's inter-agency relationships suggest that, despite its financial constraints, it will be able to adapt to growth by coordinating joint-use facilities and planning.

- c. Regarding financing constraints and opportunities, the Commission determines that the District faces significant constraints for current and future service levels, especially from the ERAF property tax shifts. However, the District's economies of scale and proven ability to utilize joint facilities to offset costs acts to ensure that it will be able to continue servicing local demand. Also, the district currently has two Assessment Districts in place to help provide adequate service. Future strategies are being developed by district staff to respond to further constraints.
- d. Regarding cost avoidance opportunities, the Commission determines that the District uses its best efforts to streamline in-house costs. For instance, the District recently digitized its class registration system to save time and material costs. The District will also be digitalizing the irrigation system in the near future primarily for water efficiency and conservation reasons. The district also shares some facilities with the San Juan Unified School District (SJUSD) to minimize costs.
- e. Regarding opportunities for shared facilities, the Commission determines that the District can continue to partner with local agencies to share the cost of new facilities, and ensure the preservation of viable park spaces.
- f. Regarding evaluation of management efficiencies, the Commission determines that the District is managed efficiently, without a redundant or cumbersome administrative structure. Joint efforts are utilized when possible with the SJUSD. The organization and employment structure of the district demonstrates efficiency and an effective distribution of employees through the three divisions: Administrative, Recreation, and Parks.
- g. Regarding local accountability and governance, the Commission determines that the District has shown a dedication to communicating with local residents. It maintains a website, circulates a monthly recreational activities guide, releases regular user surveys, and frequently holds well-publicized public meetings to ensure that service offerings reflect local demand.

Introduction

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

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

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

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

A means of identifying and evaluating public services.

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

MUNICIPAL SERVICE REVIEW

Requirements

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

- (1) Growth and population projections for the affected area.
- (2) Present and planned capacity of public facilities and adequacy of public services, including infrastructure needs or deficiencies.
- (3) Financial ability of agencies to provide services.
- (4) Status of, and opportunities for, shared facilities.
- (5) Accountability for community service needs, including governmental structure and operational efficiencies.
- (6) Any other matter related to effective or efficient service delivery, as required by commission policy.

EXECUTIVE OFFICER COMMENTS

Orangevale Recreation and Park District effectively meets District demand in its 16 square-mile area. The population growth in this area has required that the District adapt to changing recreational demands. The District strives to understand the local service demand and shows dedication to communicating with local residents to provide services that best reflect the interest of the local residents. The district has a variety of programs

and offers activities for every age-group in the district. *Orangevale* also reports that residents beyond these communities take advantage of District offerings and opportunities.

The District uses its best effort to minimize in-house costs by updating to better technology and implementing new systems, as well as, sharing facilities with other local agencies. However, the District funding alone is not enough to uphold future development plans. An assessment district is currently in place that runs through 2012. Prior to the end of that period, most likely in 2010, the District will hold public meetings and through Board direction develop a new assessment to further allow the District to maintain the level of service that the community demands

Attached is the Final of the Municipal Service Review (MSR) for the *Orangevale Recreation and Park District*. It has been circulated for public review and comment for 30 days ending March 2, 2009. It was also provided to the Orangevale Chamber of Commerce and the Orangevale Community Planning Advisory Council.

This Municipal Service Review is the result of collaboration with the *Orangevale Recreation and Park District* management. Your staff recognizes the *Orangevale Recreation and Park District* for their ongoing responsiveness to keep your Commission informed.

RECOMMENDATION

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relationships suggest that, despite its financial constraints, it will be able to adapt to growth by coordinating joint-use facilities and planning.

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If you have questions or comments, please do not hesitate to call me at (916) 874-5935.

Respectfully submitted,

SACRAMENTO LOCAL AGENCY FORMATION COMMISSION

Peter Brundage
Executive Officer

VS/DL

Attachments:

Final Municipal Service Review for Orangevale Recreation and Park District

**FINAL MUNICIPAL SERVICE REVIEW AND SPHERE OF
INFLUENCE UPDATE FOR ORANGEVALE RECREATION AND
PARK DISTRICT
March 2009**

**Sacramento Local Agency Formation Commission
1112 I Street, Suite 100
Sacramento, California 95814
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SACRAMENTO LOCAL AGENCY FORMATION COMMISSION

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Vadim Sidelnikov, Senior Student Intern

ORANGEVALE RECREATION AND PARK DISTRICT

Park and Recreation - Urban

Address: 6826 Hazel Avenue
Orangevale, CA 95662

Phone: (916) 988-4373
Fax: (916) 988-3496
Web site: <http://www.orangevalecommunitycenter.com>
Email: orpd@sbcglobal.net

Administrative Officer: Vacant

Fiscal Data: (2006-07)
Budget: \$1.7 million

No. of Acres Developed/Underdeveloped: 190.4 Acres

No. of Parks: 13 Developed

Square Miles: 16

Population: 31,208

Service and Operation Data:

1. Authorized and actually performed: Recreation and park services.

Location: Orangevale Community Area

Historical and Political Data:

1. Established October 3, 1983.
2. Enabling Act: Government Code, Sections 56261.1 and 56439(c).
2. Governing Body: Board of Directors.
3. Elected by General Election.
4. Board meets 2nd Thursday of the month at 6:30 p.m. in the District Office.
6. Registered Voters: 18,115

INTRODUCTION

Background Information

The Orangevale Recreation and Park District is an independent special district

- **Mission:** To create Community through People, Parks, and Programs. To provide recreation programs, along with safe and well maintained parks to a constantly changing economic strata, with a diverse demographic society.
- **Bordering:** Located in the east section of Sacramento County, neighbored by the City of Folsom in the East, the City of Citrus Heights/Sunrise Recreation and Park District in the West, Placer County line in the North and the Community of Fair Oaks and the Fair Oaks Recreation and Park District in the south.
- **Population:** 31,208 in an area of approximately 16 square miles

Orangevale is a unique community located in the unincorporated area of Sacramento County. Named for the orange groves that once populated the area, this rural and semi-urban community has been able to preserve its identity amidst the growth in Sacramento and Placer Counties. By maintaining a slow and steady growth rate (2-3% at best), Orangevale residents have been able to safeguard the districts rural community characteristics. It is not uncommon to see horses sharing the road in Orangevale.

Prime agricultural soils within the community are virtually non-existent; however, there are still some commercial fruit and nut orchards and a significant amount of home gardening done on lots of up to 10 acres. Horse keeping, cattle-raising and miscellaneous animal husbandry is common. (Orangevale Community Plan, Technical Report 1976)

Infill from the 5 to 20 acre parcels, as well as the traffic impacts, have begun to change the characteristics of the Orangevale community.

Service Area

The Orangevale Recreation and Park District is an independent special district dedicated to providing quality parks, programs and facilities to the residents of Orangevale.

Formed twenty five years ago the District offers services at the Orangevale Youth Center, local schools, and Orangevale Community Park. With community support, the District was able to build and open the Orangevale Community Center in 1996 and the Community Pool in 1998. In 2008, a new Activity Building replaced the old modular building. This new building is dedicated to addressing the growing recreational needs of the Orangevale community. In addition, the District maintains six neighborhood parks and sports fields at three local schools for the community's use.

Management and Employment Structure

Management Structure

The Orangevale Recreation and Park District is governed by a five member elected Board of Directors. Each Director is elected for a four year term.

The Board of Directors meets on the second Thursday of each month. Meetings are held at the Community Center. The meetings are open for public attendance; the above information is available to the public in the District's quarterly Activity Guide.

Outreach

The District maintains a community website with current program information, erecting notice boards and distributing a quarterly activity guide regarding new developments and programs ranging from preschool drawing to adult basketball and everything in between. Both the website and the guide also note upcoming employment opportunities. The District also works directly with residents and local organizations through workshops and events.

Employment Structure

The Orangevale Recreation and Park District employs 14 full-time staff members and 56 seasonal employees in three different divisions: Administrative, Recreation, and Parks. Employees vest after 5 years of service and may receive benefits at age 50.

For more detailed information on the employment structure, please see the attached Orangevale Recreation and Park District Organizational Chart.

DISTRICT SERVICES

Services Provided

Orangevale residents and visitors can partake in recreational activities nearby such as viewing the bluffs on the American River, to visiting the Nimbus fish hatchery, to playing sports at the Orangevale Community Park.

Orangevale Recreation and Park District provides park-land and organized activity to help build a sense of community and serves residents by administering 13 parks with a total of 190.4 acres, 49.3 of which are undeveloped. Each park serves residents within a 4 mile radius.

The District offers various recreational, educational and social-service programs. Classes are available for all age groups and range from preschool drawing, to adult basketball, to kayaking on Lake Natoma.

Some services and programs offered by the District are integrated with other agencies. The District has developed several outdoor fields in conjunction with San Juan Unified School District (SJUSD). These facilities include softball/soccer fields at Coleman School, baseball fields at Pasteur Middle School, and soccer fields at Palisades Center which the Park District maintains. In addition, the District has a joint use agreement with San Juan and utilizes school facilities for a variety of youth programs. The co-operational efficiency of the District is further discussed in the Finance section under Joint Facilities.

The District leases event space at two primary areas, Community Park and Volunteer Plaza, for a variety of different events such as: receptions, company picnics, meetings, or team practices. The rates are reasonable and the demand is ever increasing.

District Parks and Facilities:

Site	Location	Size (Acres)	Additional Amenities
Almond Park	5901 Almond Ave.	10.139 acres	Two tot lots, tennis courts, sand volleyball courts, large turf area, and picnic tables
Orangevale Community Park	7301 Filbert Ave.	76.02 acres	18 hole championship disc golf course, pro shop, 2 horse arenas, PA booth, tennis courts, 3 group picnic areas, playground, amphitheater, soccer field, nature area, bicycle/horse paths, restrooms.
Youth Center and Kidz Korner Buildings	6745 Hazel Ave.	4.1 acres	YC (cinderblock bldg.), KK (residential house), LL field, BB court, playground, Parks Maint. Shop.
Palisades Park	9601 Lake Natoma Dr.	1.5 acres	Turf, 3 soccer fields, tennis courts, and picnic tables
Pecan Park	5945 Pecan Ave.	9.5 acres	Multi-purpose turf fields, 2- BB courts, playground, restrooms
Snipes-Pershing Park	5624 Snipes Blvd	4.5 acres	Tot lot, picnic area and turf
Rollingwood Nature Area	Main Ave. & Winding Oak	7.0 acres	Unimproved nature area.

Sundance Park Natural Area	13120 Fair Oaks Blvd	14.18 acres	Walking trails and nature area.
Orangevale Community Center and Pool Complex and Activities Building	6826 Hazel Ave.	14.1 acres	Community Center Pool (25yd. competitive, 25 meters water polo, beach entry, 2 softball fields, 1 regulation soccer field
Undeclared Properties – Grant Property Anderson Property	6839 Pecan Ave. 6919 Hazel Ave.	5 acres 2.65 acres	Undeveloped (at this time)

Service Demand

The demand for parks is lower in north Orangevale because of availability of other open space. In the southern portion, more sites are required to accommodate the generally higher population densities. (Orangevale Community Plan, Technical Report 1976)

Demand for new services is rising primarily from the availability of new facilities, as well as, the sophistication of the new residents. Families want more opportunities for their children. The District is able to respond through providing community classes at a set cost, the classing include: swim lessons, self defense classes, pre-school, summer Day-Camps, and many more. The District also provides special events that are free and open to the public. Special seasonal events such as the “All-American BBQ” and “Community Christmas Tree Lighting” bring great crowds together. The demand for services is healthy and the District is able to respond accordingly.

Orangevale’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.

INFRASTRUCTURE

Capital Improvement and Maintenance

Each fiscal year the Board brings forth projects from the District-wide Capital Improvement Priority Listing. The District has implemented a strict rotation schedule in order to maximize improvements and maintenance of infrastructure, for example: equipment replacement occurs every other year (based on wear and tear), buildings are repainted every 5-8 years, and HVAC systems are examined routinely every 6 months and replaced every 10-12 years. The trail and bikeway plan has been an ongoing process. The District is constantly trying to improve the overall energy-efficiency from changing out windows from single to dual pane and more efficient light bulbs, to motion detectors that monitor the lights.

The district considers park land acquisition whenever suitable parcels come available. However, any acquisition is dependant on the availability of parkland dedication (Quimby) funds or grants from the state bond acts.

Infrastructure Duplication

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

The District has worked with the SJUSD to develop joint facilities, which the Park District maintains, at several schools. In addition, the District has a joint use agreement with San Juan and utilizes school facilities for a variety of youth programs.

FINANCE

Revenue Sources

Key Revenue Sources	Actual Year- End 2003/2004 (\$)	Actual Year- End 2004/2005 (\$)	Actual Year- End 2005/2006 (\$)
Building Rental	69,621	46,106	79,846
Cell Tower Leases	31,404	30,460	31,920
Donations	192	9,314	2,216
Homeowners Property Tax Relief	16,773	15,936	15,513
Interest Income	11,223	21,747	47,468
Kenneth Grove Assessment District	5,769	6,028	6,535
Orangevale Lighting & Landscaping Assessment District (OLLAD)	544,863	548,966	565,258
Park In-Lieu Fees (Quimby)	325,915	408,431	1,602,088
Property Taxes	847,997	850,643	957,101
Recreational Services	396,345	415,059	500,877
Total	1,942,776	2,026,775	3,400,391

Revenue Constraints

The District has limited revenue opportunities. Generally the District receives much 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. During the next several years it is likely that property tax growth will be flat or even decline based on lower property values. The district currently has two Assessment Districts in place to offset some of the revenue constraints. District staff is in the process of developing a strategic plan to address with future revenue constraints.

During the 2007-2008 fiscal year the County of Sacramento Department of Finance Auditor Controller Division shifted \$174,235 property tax revenue from the Orangevale 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 shifts property tax revenues, designed for special districts, to community colleges and schools K-12. The accumulated total property tax revenues shifted from Orangevale Recreation and Park District from the 1992-1993 fiscal year through the 2007-2008 fiscal year was \$1,915,661. (Data provided by District)

Joint Facilities

Orangevale works closely with the San Juan Unified School District (SJUSD) to share the cost and use of recreational space. The parks are used by the schools during school hours and by youth groups after hours for sports such as: little league, softball, soccer, and flag football. The park district, in turn, uses the school's indoor facilities for volleyball, basketball, wrestling, and other special interest classes. The district maintains the turf, irrigation systems, and does seasonal fertilization, as well as, aeration for the park grounds. Though the symbiotic system works well, a great deal is dependent on the school

administration, which is subject to change and with each change in administration, comes a change in the philosophy of usage.

Other Costs Avoidance Strategies

The District is currently upgrading the registration program to a more current system. Older files and records are updated on a regular basis. The District is always striving for cost avoidance, even when it proves difficult because of providing new and better programs, as well as, maintaining and upgrading infrastructure.

Potential New Revenue Opportunities

The District uses its best effort to minimize in-house costs by updating to better technology and implementing new systems, as well as, sharing facilities with other local agencies. However, the District funding alone is not enough to uphold future development plans. Two assessment districts: Kenneth Grove (landscape frontage improvements) and Orangevale Lighting and Landscaping District (OLLD) are currently in place. The Kenneth Grove Assessment District is in perpetuity. District staff is in the process of developing a strategic plan and public outreach program for future development of the OLLD.

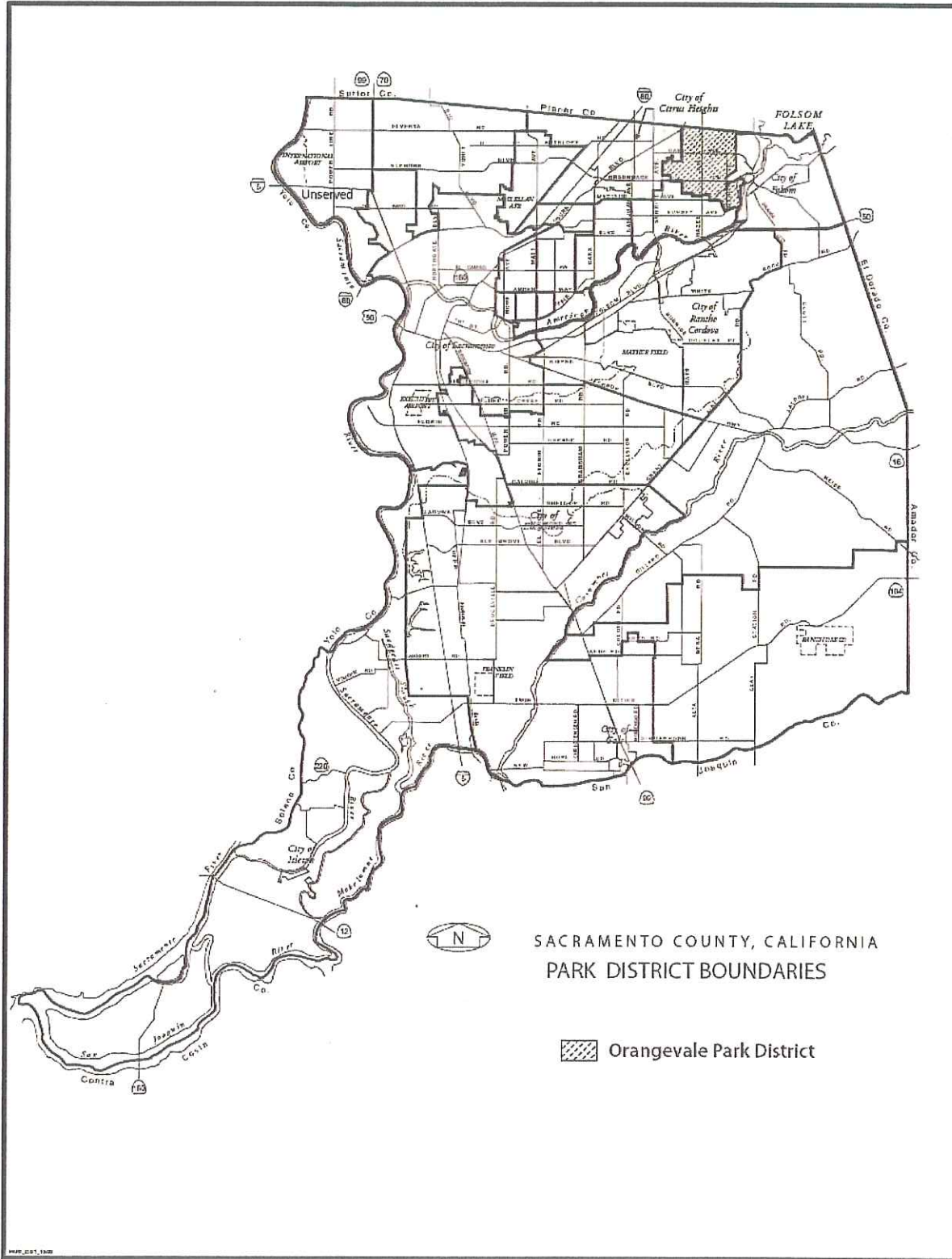
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CONCLUSION

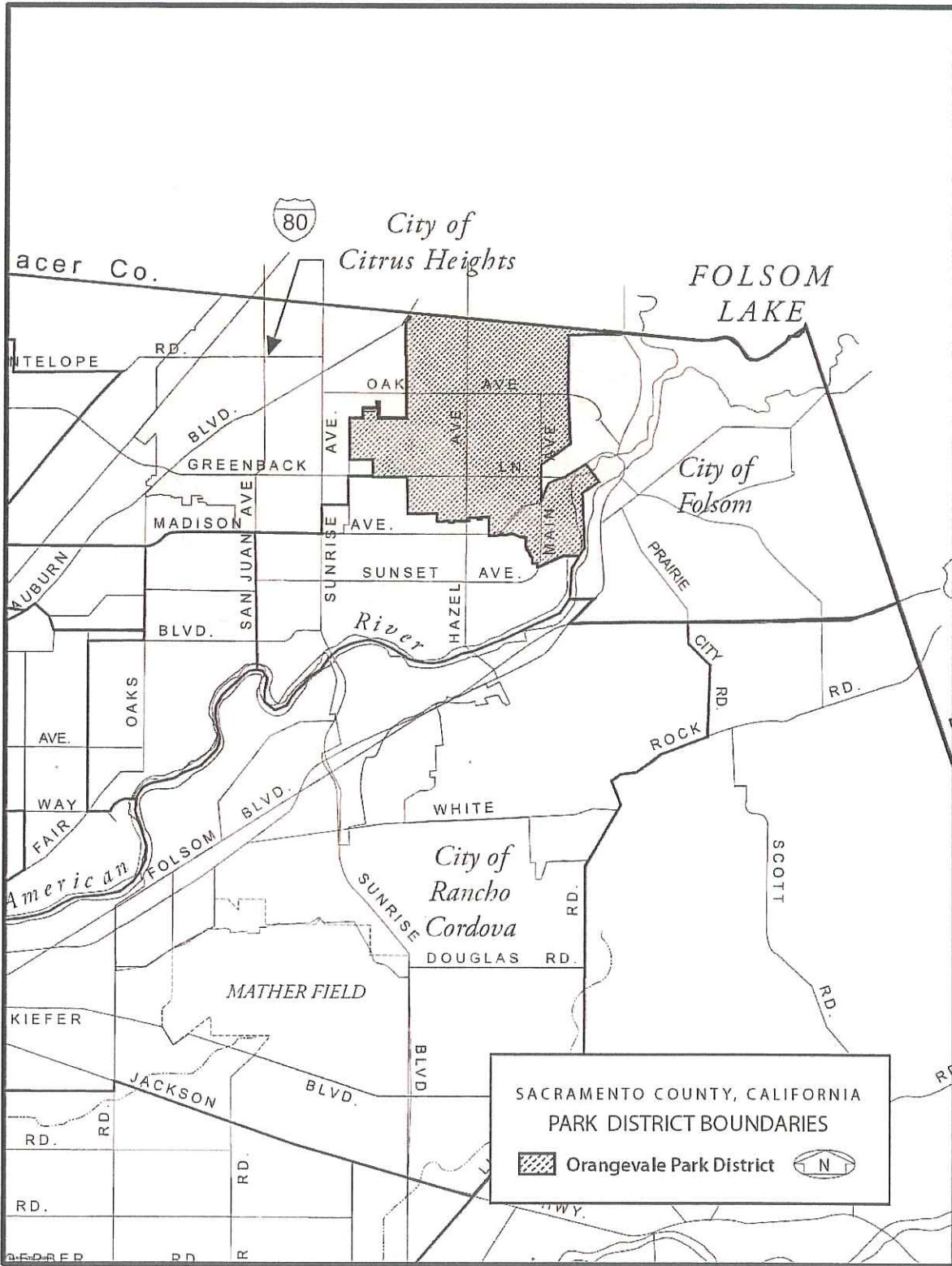
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ATTACHMENTS:

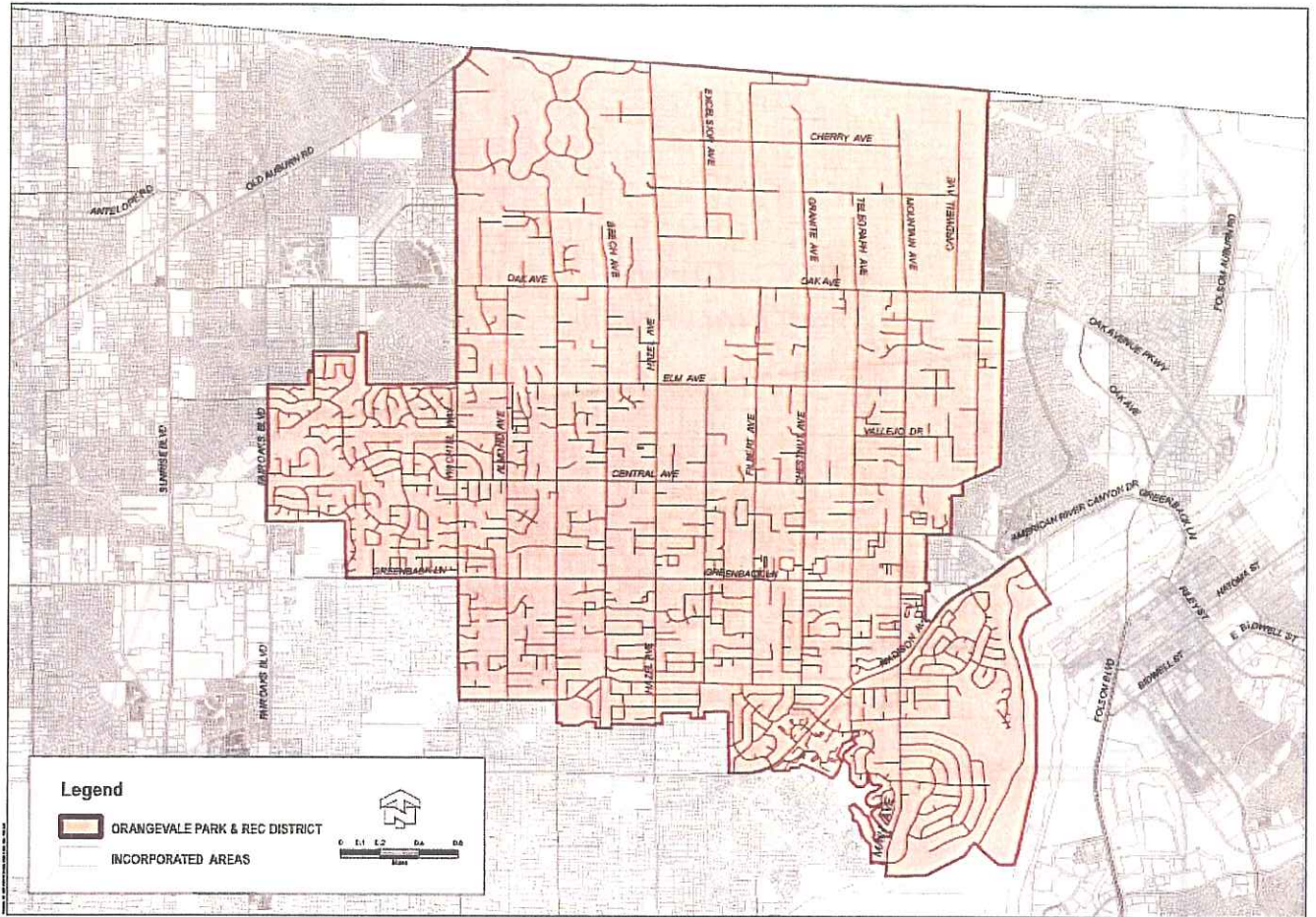
Orangevale Recreation and Park District within Sacramento County:



Close-up Map of Orangevale Recreation and Park District

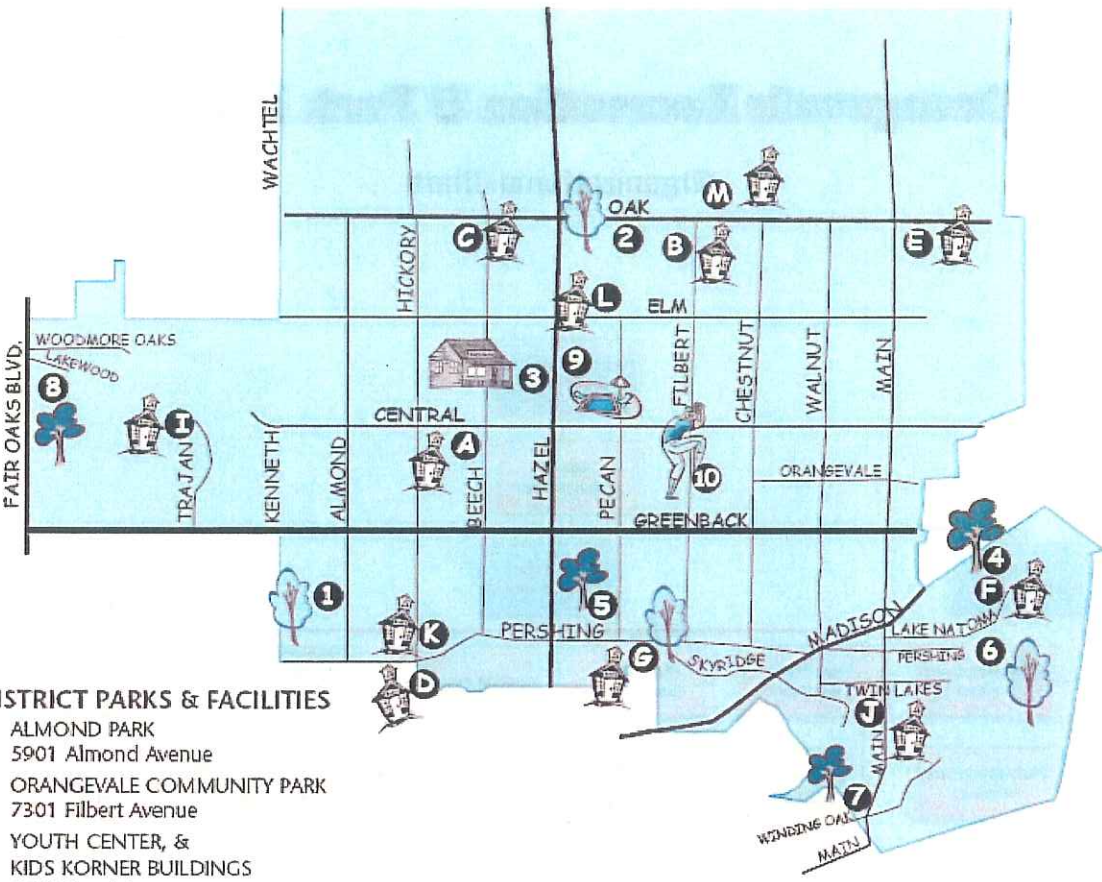


Detailed Map of Orangevale Park and Recreation District



Orangevale Park and Recreation District

Orangevale Parks and Facilities Map



DISTRICT PARKS & FACILITIES

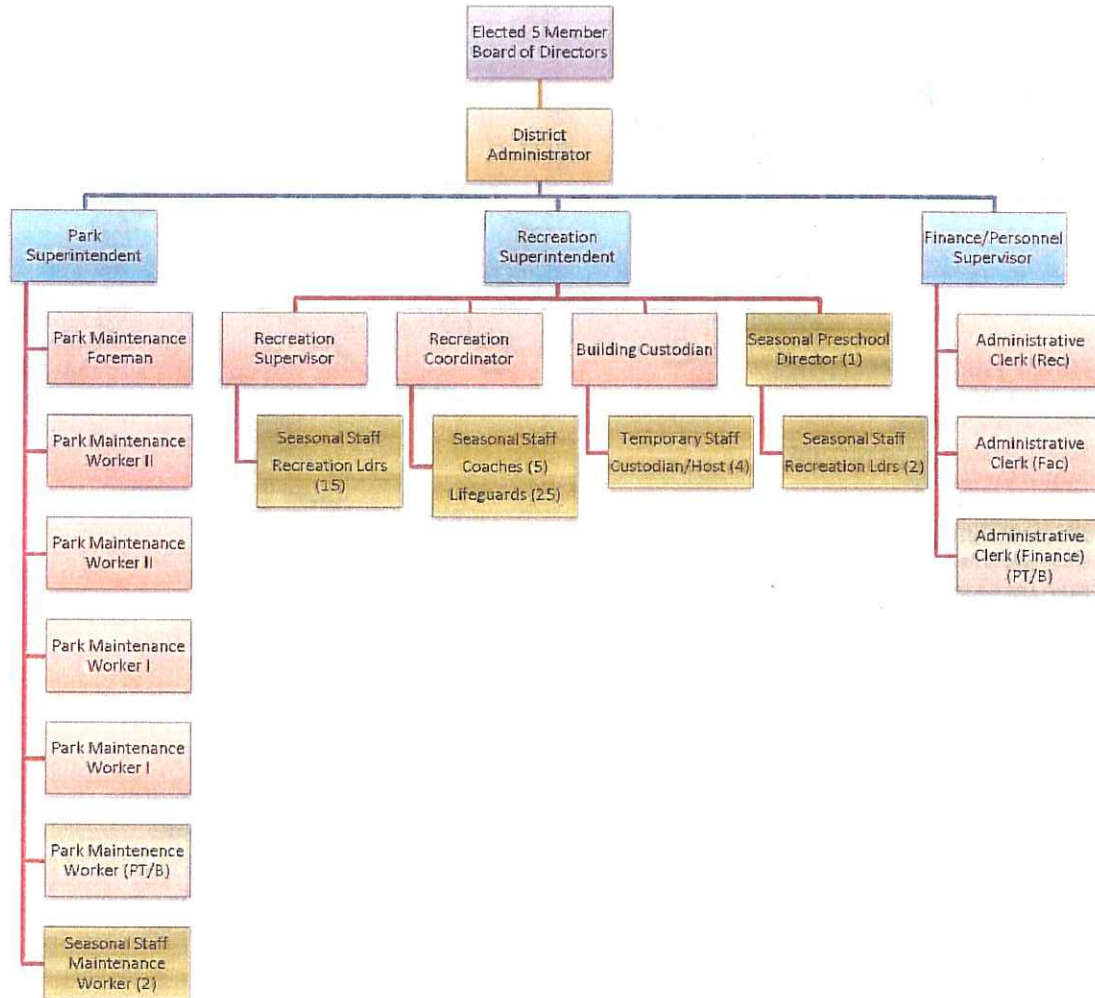
- 1 ALMOND PARK
5901 Almond Avenue
- 2 ORANGEVALE COMMUNITY PARK
7301 Filbert Avenue
- 3 YOUTH CENTER, &
KIDS KORNER BUILDINGS
6745 Hazel Avenue
- 4 PALISADES PARK
9601 Lake Natoma Drive
- 5 PECAN PARK
5945 Pecan Avenue
- 6 SNIPES-PERSHING PARK
5624 Snipes Boulevard
- 7 ROLLINGWOOD NATURE AREA
Main Ave. & Winding Oak
- 8 SUNDANCE PARK NATURAL AREA
13120 Fair Oaks Boulevard
- 9 ORANGEVALE COMMUNITY CENTER
& POOL COMPLEX
6826 Hazel Avenue
ACTMITY BUILDING
6818 Hazel Avenue
- 10 ORANGEVALE SPORTS FIELDS
6550 Filbert Ave.

AREA SCHOOLS

- A Thomas Coleman Sports Fields - 6545 Beech Ave.
- B Green Oaks Fundamental School - 7145 Filbert Ave.
- C Oakview Elementary School - 7229 Beech Ave.
- D Orangevale Open School - 5630 Illinois Ave.
- E Ottomon Elementary School - 9460 Ottomon
- F Golden Valley Charter School - 9601 Lake Natoma Dr.
- G Pershing Elementary School - 9010 Pershing Ave.
- I Trajan Elementary School - 6601 Trajan Dr.
- J Twin Lakes Elementary School - 5515 Main Ave.
- K Andrew Carnegie Middle School - 5820 Illinois Ave.
- L Louis Pasteur Middle School - 8935 Elm Ave.
- M Casa Roble High School - 9159 Oak Ave.

Orangevale Recreation & Park District

Organizational Chart



PT/B = Part Time Benefitted (20 to 35 hrs per week)