



## Municipal Service Review & Sphere of Influence Update

**Public Review Draft**  
May 3rd, 2023



**South Fork**  
CONSULTING

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## **PUBLIC REVIEW DRAFT**

# Municipal Service Review & Sphere of Influence Update

## **Cordova Recreation and Park District**



May 3<sup>rd</sup>, 2023

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## Acronyms and Abbreviations

AB	Assembly Bill
ACS	American Community Survey
AED	Automated External Defibrillator
BRG	Browning Reserve Group
CalPERS	California Public Employees Retirement System
CCD	Census County Division
CDC	Centers for Disease Control and Prevention
CEQA	California Environmental Quality Act
CFD	Community Facilities District
CIP	Capital Improvement Plan
CKH Act	Cortese-Knox-Hertzberg Reorganization Act of 2000
COVID-19	Coronavirus Pandemic
CPR	Cardiopulmonary Resuscitation
CRPD	Cordova Recreation and Park District
CUPCCAA	California Uniform Public Construction Cost Accounting Act
DIFs	Development Impact Fees
DOF	Department of Finance
DUC	Disadvantaged Unincorporated Community
DWR	California Department of Water Resources
FCUSD	Folsom Cordova Unified School District
FFA	Future Farmers of America
FMMP	California Farmland Mapping and Monitoring Program
FPPC	Fair Political Practices Commission
FY	Fiscal Year
GAAP	Generally Accepted Accounting Principles
GASB	Government Accounting Standards Board

GC	Government Code
GCC	Government Compensation in California
GIS	Geographic Information System
GM	General Manager
JUA	Joint Use Agreement
LAFCO	Local Agency Formation Commission
LLD	Landscape and Lighting District
MHI	Median household income
MOU	Memorandum of Understanding
MSR	Municipal Service Review
NOSAC	Neil Orchard Senior Activities Center
NRPA	National Recreation and Park Association
OPEB	Other Post Employment Benefit
OPR	Governor’s Office of Planning and Research
PAL	Prime Agricultural Land
PGA	Professional Golfers' Association
PMRID	Park Maintenance and Recreation Improvement District
SACOG	Sacramento Agency Council of Governments
Sac Metro Fire	Sacramento Metropolitan Fire District
SB	Senate Bill
SCUSD	Sacramento City Unified School District
SJUSD	San Juan Unified School District
SOI	Sphere of Influence
SPA	Special Planning Area
STEAM	Science, Technology, Engineering, Art, and Math
UAL	Unfunded Accrued Liability
USDA	United States Department of Agriculture

## Chapter 1. Executive Summary

This chapter summarizes the formation, boundary, government structure, population and land use, disadvantaged communities, finances, and the provision of parks and recreation facilities and services provided by the Cordova Recreation and Park District (CRPD or the District) as well as the Municipal Service Review (MSR) determinations and Sphere of Influence (SOI) determinations for this District.

This MSR/SOI Update examines how parks and recreation services are administered by the Cordova Recreation and Park District. The MSR discusses service delivery and efficiency, including an analysis and a written statement of conclusions, known as determinations, for each of the following factors:

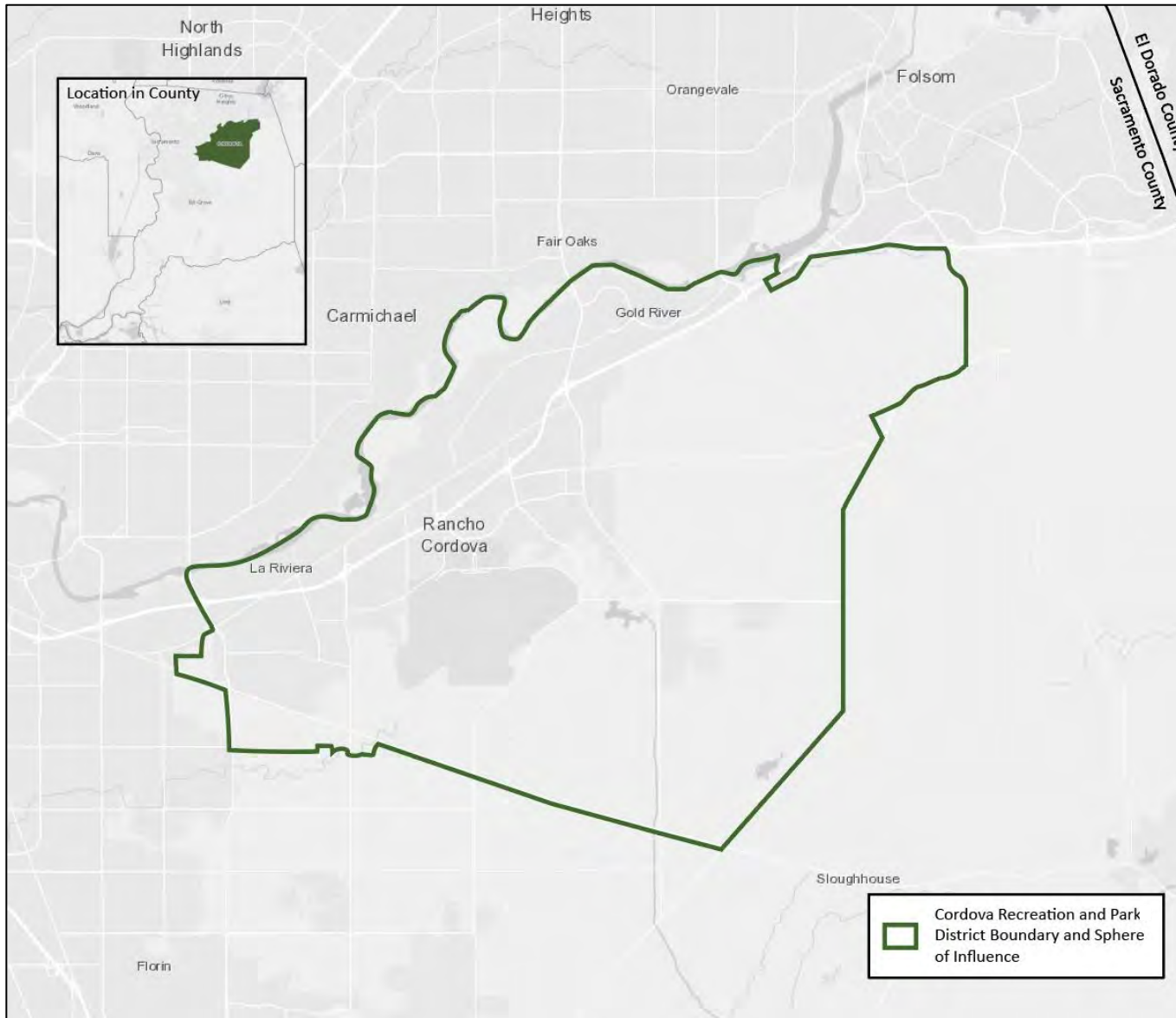
- Growth and population projections for the CRPD service area;
- Disadvantaged unincorporated communities;
- Present and planned capacity of public facilities;
- Financial ability of the District to provide services;
- Opportunities for shared facilities;
- Accountability for government service needs; and

The key facts that support each determination are discussed within Chapters 4 – 9 with the determinations listed in one location in Chapter 10. The determinations are provided in the form of metrics rated on a scale of Above Average, Average, and Below Average when compared to similar parks and recreation service agencies. Some determinations were statements of fact and were not rated. The areas of description and analysis contain the essential operational and management aspects for CRPD and constitutes a review of CRPD's ability to provide adequate services to meet the parks and recreation needs of residents and visitors to the District. The services are primarily provided to residents and visitors by the District, in cooperation with County of Sacramento, the City of Rancho Cordova, and local school districts. The CRPD is a local government agency structured as a Recreation and Park District consistent with its Principal Act: Public Resources Code § 5780. The Sacramento Local Agency Formation Commission (LAFCO) determines the boundary and sphere of influence for the District. The MSR chapters and determinations provide a "snapshot" of existing services and conditions for the District.

### 1.1 Summary of the District

This MSR and SOI Update considers the provision of recreation and parks services for the Cordova Recreation and Park District. Figure 1-1 presents a map showing the District boundary and sphere of influence as well as the location of the District within Sacramento County. CRPD was last reviewed by Sacramento LAFCO in 2013 in its Municipal Service Review.

Figure 1-1: Cordova Recreation and Park District Boundary and Sphere of Influence



### 1.1.1 Profile of Special District

<b>Cordova Recreation and Park District</b>		
<b>Type of District</b>	Recreation and Park District	
<b>Enabling Legislation</b>	Public Resources Code § 5780. Established as a Special District to provide services to the community within the defined services area	
<b>Date of Formation</b>	1958	
<b>Functions/Services</b>	Leisure facilities and recreation programs	
<b>Main Office Address</b>	2729 Prospect Park Drive, Suite 230, Rancho Cordova, CA 95670	
<b>Mailing Address:</b>	Same	
<b>Phone No.</b>	(916) 842-3300	
<b>Website</b>	<a href="http://www.crpdp.com">www.crpdp.com</a>	
<b>General Manager</b>	Patrick Larkin	Email: <a href="mailto:plarkin@crpd.com">plarkin@crpd.com</a>
<b>Board of Directors</b>	<b>Position</b>	<b>Term of Office</b>
	Daniel Langan	Nov. 2026
	Mark Matus	Nov. 2026
	Michael Yearwood	Nov. 2024
	Brian Danzl	Nov. 2026
	Rick Sloan	Nov. 2024
<b>Meeting Schedule</b>	Third Wednesday of each month @ 6:30 PM	
<b>Meeting Location:</b>	2729 Prospect Park Drive in Chambers, Rancho Cordova, CA 95670	
<b>Area Served:</b>	Approximately 630 acres of land within 75 square miles east of the City of Sacramento and south of the American River serving the City of Rancho Cordova and the communities of Gold River, Larchmont, Mather, Riviera East, <u>Rosemont</u> and additional unincorporated portions of Sacramento County.	
<b>Population:</b>	Approximately 128,000	
<b>Staff:</b>	109 full-time employees (63 full-time)	
<b>Gross Revenue:</b>	Approximately \$18 million for FY 2021/2022	
<b>Principal LAFCO:</b>	Sacramento LAFCO	

## 1.2 Summary of MSR Determinations

Chapters 4 through 9 provide more detailed information on the services and facilities operated by the CRPD and information relevant to the MSR determinations. The full MSR determinations can be found in Chapter 10. For purposes of this Executive Summary, a short summary of each determination topic is

provided below. If there is a recommendation related to a determination, it is listed at the end of the section for ease of reference.

### **1.2.1 Growth and Population**

The District’s 48,000-acre boundary includes the entirety of the City of Rancho Cordova and portions of unincorporated Sacramento County. The District manages approximately 630 acres of land within its boundary. The District estimates a population of 128,000 in 2021. Population projections for the District were analyzed under a slower growth scenario that mirrors projected growth for the County of Sacramento, and a faster growth scenario following historic growth trends for the District. Under the slow growth scenario, the District will have a population of 147,613 by 2040. Under the fast growth scenario, the District will have a population of 170,021 by 2040. The District indicates that they will have adequate capacity to meet service needs to the 2040 planning horizon of this MSR/SOI Update.

### **1.2.2 Government Structure and Accountability**

In an MSR, LAFCO is required to make a determination about a district’s government structure and accountability. In this case, CRPD provides adequate public notice in relation to District meetings and is in compliance with the Brown Act. The District also provides transparency through an online presence offering ease of accessibility to information and services to the public and customers as described in Chapter 4, Governance and Accountability. The District has a robust community outreach program and solicits feedback from residents on future park design and recreational opportunities. Members of the public have partnered with the District on grant opportunities for park improvements. The District has received numerous awards spanning the last eight years for high quality services, facilities, and outstanding staff.

**Recommendation:** The consultant suggests CRPD consider adding a link directly to an agenda management platform on the Public Meetings page of the website.

### **1.2.3 Disadvantaged Unincorporated Communities**

Within the boundaries of CRPD are located 10 Census Tracts that meets the disadvantaged unincorporated communities (DUC) threshold. Only three of these census tracts are located within the unincorporated areas of Sacramento County and are therefore classified as disadvantaged unincorporated communities pursuant to Government Code Section 56430. Water service to the DUCs is provided by the California American Water Company (Cal Am) or the Sacramento County Water Agency. Wastewater services are provided by Sacramento Area Sewer District (SacSewer) and Sacramento County Regional Sanitation District (Regional San). Fire protection services are provided by the Sacramento Metropolitan Fire District (Sac Metro Fire). Due to these areas receiving the essential municipal services of water, wastewater, and structural fire protection, there are no communities within the existing CRPD boundary or adjacent to the District’s boundary that lack these three public services, and no health or safety issues have been identified.

The Salmon Falls neighborhood park is located within DUC Census Tract 91.05 and provides only 1.54 acres of parks per 1,000 people. This is less than the District goal of 5 acres of parks per 1,000 people.

**Recommendation:** The consultant recommends CRPD consider including the feasibility of expanding parks facilities or adding new parks facilities within the Salmon Falls neighborhood park geographic area during the Optimized Plan process.

### **1.2.4 Present and Planned Capacity of Public Services and Infrastructure**

The District has multiple plans that review infrastructure for current and future needs including a Capital Improvement Plan (2018), Reserve Study (2014), Master Plan for Incorporated Areas (2014), Inventory and Assessment Plan (2012), Park Impact Fee Nexus Study (2014), and Park Impact Fee for the Unincorporated Sacramento County Area of CRPD (2021). These plans and programs address existing infrastructure needs and the needs of future development. In addition, the District is currently in the process of developing a Parks, Facilities, and Recreation Optimized Plan (or Optimized Plan) to provide guidance for the District-wide provision of park and recreation facilities for 10+ years.

The District manages 43 parks; 10 community parks and 33 neighborhood parks totaling 372 acres throughout the District. In addition, the District manages approximately 218 acres of recreational land in trail corridor parcels, a golf course and a former shooting center currently being reimagined for recreation use. The District has a total of 590 acres of recreational land in its inventory. The District also owns and maintains approximately 40 acres of landscape corridor parcels that are not included in the recreational land acreage. New development in the District can fall within the City of Rancho Cordova or Sacramento County, and each require Quimby parkland dedication for new projects:

- City of Rancho Cordova: 5.00 acres of Quimby parkland per 1,000 residents
- County of Sacramento/Unincorporated: 4.87 acres of Quimby parkland per 1,000 residents

The District’s service goal is to match the land authorities Quimby parkland dedication requirements for development within their jurisdiction (5 acres per 1,000 residents in the City and 4.87 acres per 1,000 residents in the County). It is anticipated that Quimby parkland dedications for known development projects will add approximately 760 acres of new parkland to CRPD at full buildout. With an anticipated population of 280,000 and a total of 1,352 acres at buildout, this equates to 4.8 acres per 1,000 residents, approximately 0.2 acre less than the District’s service capacity goal.

**Recommendation:** The consultant recommends CRPD develop a strategy to meet the 5.0 acres per 1,000 residents service goal by buildout during the Optimized Plan process.

A review of the National Recreation and Parks Association (NPR) 2022 Agency Performance Review suggests that the District is maintaining adequate ratios of residents per park and acres of parkland per 1,000 residents when compared to other agencies nationwide with similar populations. The District provides programming activities similar to other agencies nationwide. For outdoor parks and recreation facilities, the District is providing a higher level of services for residents compared to national agencies with a similar population. In addition, the District continues meet benchmarks similar to other local parks and recreation agency providers in the region.

### 1.2.5 *Financial Ability to Provide Services*

CRPD has adequate financing mechanisms in place to ensure provision of parks and recreation facilities and services within its current service area. The District utilizes multiple sources of revenue including property taxes, special assessments, charges for services, developer fees, recreation and programming fees, rentals, and grants. Chapter 8 analyzes several financial metrics for CRPD including changes to net position, revenue funds, pension payments, and rates. CRPD has an approved Capital Improvement Plan for 2019-2024 and it has been working consistently to implement the Plan.

### 1.2.6 *Opportunities for Shared Facilities*

The District utilizes Joint Use Agreements (JUAs) and Memoranda of Understanding (MOUs) with three of the four school districts located within the District boundary to allow for sharing of parks and recreation facilities between the District and the different school districts. In addition, the District has MOUs with non-profit sports organizations to better manage facility use and recover costs associated with usage of the facilities.

**Recommendation:** The consultant recommends CRPD look at evaluating alternative agencies to provide services for trails, streetscape median corridors, sound walls, and sub-division monument sign responsibilities during the Optimized Plan process.

## 1.3 SOI Determinations

In determining the Sphere of Influence (SOI) for each local agency, Government Code 56425(e) requires the Commission to consider and prepare a written statement of determinations with respect to four factors. LAFCO's Executive Officer has reviewed the following determinations for leaving the sphere of influence for the CRPD unchanged and recommends them for the Commission's consideration:

### 1. Present and planned land uses

The primary land uses within the District service area are described in Chapter 5, Section 5.3. The entirety of the City of Rancho Cordova is located within the Cordova Recreation and Park District boundary. Within the City of Rancho Cordova is a mix of land uses with the majority being residential followed by parks and open space and natural resources. Land within the Parks and Open Space category is designed to be used for both active and passive recreational activities, such as parks, lakes, golf courses, and trails. Currently 12 percent of land uses within the City are designated as parks and open space.

Future development in the City Planning Area includes all of the incorporated and unincorporated areas of the District. Parks and open space are anticipated to make up 7.2 percent of land uses in the entire planning area with 46.7 percent made up of residential land uses. Areas of the City and the District include resource conservation area combining designations to identify areas with special resource management needs. The intent of these areas is to develop programs and incentives to assist landowners with resource protection and enhancement. Agricultural land remains in the City boundary and within the CRPD boundary and includes grazing land, farmland of local importance, prime farmland, farmland of statewide importance, and unique farmland. More extensive agricultural land is found adjacent to the CRPD boundary on the east and south sides. Much of the undeveloped lands within CRPD are classified as



grazing land, specifically the southeast and southwest sides of the District. The City of Rancho Cordova and Sacramento County have the power to approve or disapprove land developments on conservation areas and farmland through their respective General Plans. CRPD is not a land use authority, therefore all conversions of conservation land and agricultural lands would be under the direction of the City and the County within CRPD's boundary.

## **2. Present and probable need for facilities and services in the area**

The District manages 43 parks (10 community parks and 33 neighborhood parks) totaling 372 acres throughout the District and 218 acres of other recreation lands including trail corridors, a golf course and a 73-acre parcel in redevelopment planning. The District manages multiple community centers, aquatic centers, a sports complex, and golf course. Recreational programming for the District is extensive and includes numerous classes and programs throughout the year at various parks and facilities.

The District anticipates a total population of 280,000 at buildout of the undeveloped areas of the District. This projection does not include in-fill development and/or the unplanned Aerojet property located in the upper east quadrant of CRPD. New development within the District is required to provide land or in lieu fees for park and recreation purposes. Quimby parkland dedications for known new development projects will add approximately 760 acres of new parkland to the District, bringing the total parkland to approximately 1,350 acres.

## **3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide**

The District's existing service capacity is 5 acres per 1,000 residents. CRPD utilizes benchmark local and regional park districts to measure the recreation services the District provides, the facilities offered, amenities, and fees associated with programming. The District is meeting benchmarks similar to other local parks and recreation agency providers in the area including Southgate Recreation & Park District in South Sacramento, Sunrise Recreation and Park District, and El Dorado Hills Community Services District.

Based on national performance metrics, the District maintains adequate facilities for residents when compared to other agencies nationwide with similar populations. However, the District currently provides 4.6 acres of parkland per 1,000 residents, less than the District's goal of 5 acres of parkland per 1,000 residents. The District provides a higher number of facilities compared to national agencies, suggesting that the District is providing a higher level of service than comparable agencies in regard to outdoor parks and recreation facilities. The District provides extensive programming for key activities when compared to national performance metrics and has targeted programs for children and seniors. The District may want to consider adding programs for people with disabilities in future programming decisions to be in-line with national metrics.

## **4. The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency**

The District is located within the unincorporated areas of Sacramento County and encompasses the entirety of the City of Rancho Cordova. Mather Airfield was identified by the County as an area of economic interest. The Airfield is a former military base that transferred from the Federal Government to

the County for redevelopment purposes. The County’s objective with the property is to serve as a major catalyst for redevelopment and economic development of surrounding jurisdictions and the Sacramento Region. No additional communities of interest are located within the District boundaries.

## **5. The present and probable need for public facilities and services of any disadvantaged unincorporated communities**

There are Disadvantaged Unincorporated Communities (DUCs) within or contiguous to the CRPD boundary and sphere of influence, including three census tracts. Water service to the DUCs is provided by the Cal Am or the Sacramento County Water Agency. Wastewater services are provided by Sacramento Area Sewer District (SacSewer) and Sacramento County Regional Sanitation District (Regional San). Fire protection services are provided by the Sacramento Metropolitan Fire District (Sac Metro Fire). Due to these areas receiving the essential municipal services of water, wastewater, and structural fire protection, there are no communities within the existing CRPD boundary or adjacent to the District’s boundary that lack these three public services, and no health or safety issues have been identified.

### **1.3.1 Recommendation**

Pursuant to Government Code Section 56425(i)(2), the Commission does hereby establish the functions and classes of services provided by the Cordova Recreation and Park District as those specified in Community Services District Law, California Government Code Section 56044 et seq. Based upon the information contained in this report, it is recommended that the Cordova Recreation and Park District Service Area Boundary and SOI for all services remain unchanged.

## Chapter 2. Resolution

*This is a place holder for LAFCO's Resolution.*

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## Chapter 3. Introduction

This chapter provides an introductory overview of the Cordova Recreation and Park District (CRPD) Municipal Service Review (MSR) and Sphere of Influence (SOI) Update including information about the Sacramento Local Agency Formation Commission (LAFCO), the process, summary information about the County of Sacramento, and additional details relevant to the MSR and SOI Update.

### 3.1 Role and Responsibility of LAFCO

Local Agency Formation Commissions (LAFCOs) are independent agencies that were established by state legislation in 1963 in each county in California to oversee changes in local agency boundaries and organizational structures. It is LAFCO's responsibility to:

- oversee the logical, efficient, and most appropriate formation of local cities and special districts;
- provide for the logical progression of agency boundaries and efficient expansion of municipal services;
- assure the efficient provision of municipal services; and
- discourage the premature conversion of agricultural and open space lands. (Government Code [GC] §§ 56100, 56301, 56425, 56430, 56378).

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) requires each LAFCO to prepare a Municipal Service Review (MSR) for its cities and special districts. MSRs are required prior to and in conjunction with the update of a Sphere of Influence (SOI) (Assembly Committee on Local Government, 2020). This review is intended to provide Sacramento LAFCO with the necessary and relevant information related to the services provided by CRPD.

### 3.2 About Sacramento LAFCO

Each LAFCO works to implement the CKH Act to meet local needs through the flexibility allowed in how state regulations are implemented. As part of this process, Sacramento LAFCO adopted the Policies, Standards, and Procedures Manual in September 2007. LAFCO's Policies, Standards, and Procedures Manual address Commission procedures, LAFCO operations, and procedures for MSRs, SOIs, and Changes of Organization. The Policies, Standards, and Procedures Manual can be found on Sacramento LAFCO's website (<https://saclafco.saccounty.gov/PolicyStandardsandProceduresManual/Pages/default.aspx>).

This MSR Update was written under the auspices of Sacramento LAFCO. Sacramento LAFCO is required to coordinate the logical and timely changes in local governmental boundaries (§56001); conduct special studies which review ways to reorganize, simplify and streamline governmental structures (§56301); and prepare spheres of influence for each city and special district within the County (§56425). The Commission promotes the provision of efficient and economical services while encouraging protection of agricultural and open space lands (§56001, §56300). Further efforts include discouraging urban sprawl and encouraging orderly formation and development of local agencies based upon local conditions and circumstances (§56301) (LAFCO, 2021).

An MSR is an information tool that can be used to facilitate discussion among local agencies and LAFCO to achieve efficient delivery of services. Describing existing recreation and parks services provided by CRPD and opportunities to improve efficiencies is a key objective of this MSR, consistent with Sacramento LAFCO’s purpose. Since this MSR Update will be published on the LAFCO website, it also contributes to Sacramento LAFCO’s principle relating to public accessibility and accountability. A public hearing will be conducted by Sacramento LAFCO on this MSR Update, thereby contributing to the aim of encouraging an open and engaged process.

### 3.2.1 Commissioners

Sacramento LAFCO is composed of seven regular Commissioners: two members from the Sacramento County Board of Supervisors; two members are selected by the independent Special Districts located within the County; one member, appointed by the Mayor, serves on the City Council of the City of Sacramento; one member, appointed by the City Selection Committee, is a member of a City Council other than the City of Sacramento, located within the County of Sacramento. There are five alternate Commissioners; one from each of the listed classes who can vote when the regular commissioner is absent or recused. These six regular members of the Commission appoint both the Public Member Commissioner and the Alternate Public Member Commissioner (LAFCO, 2022). The current Sacramento LAFCO Commissioners and their terms of office are listed in Table 3-1.

**Table 3-1: Sacramento LAFCO Commissioners**

Commissioner Name	Title	Position	Date Term Expires
Iva Walton	Chair	City Member (Isleton)	Dec 2024
Rich Desmond	Vice Chair	County of Sacramento Member	Dec 2024
Gay Jones	Commissioner	Special District Member (Sac Metro Fire)	Dec 2025
Sue Frost	Commissioner	County of Sacramento Member	Dec 2024
Lindsey Liebig	Commissioner	Special District Member (Hearld FD)	Dec 2023
Chris Little	Commissioner	Public Member	Dec 2027
Sean Lolee	Commissioner	City of Sacramento Member	Dec 2023
Charlea Moore	Alternate	Special District Member (Rio Linda/Elverta Rec. & Park District)	Dec 2023
Patrick Hume	Alternate	County of Sacramento Member	Dec 2027
Timothy Murphy	Alternate	Public Member	Dec 2027
Katie Valenzuela	Alternate	City of Sacramento Member	Dec 2024
Jay Vandenburg	Alternate	City Member (Galt)	Dec 2024

*Source: LAFCO staff, personal communication, March 2023*

### 3.2.2 Staff/Administrative

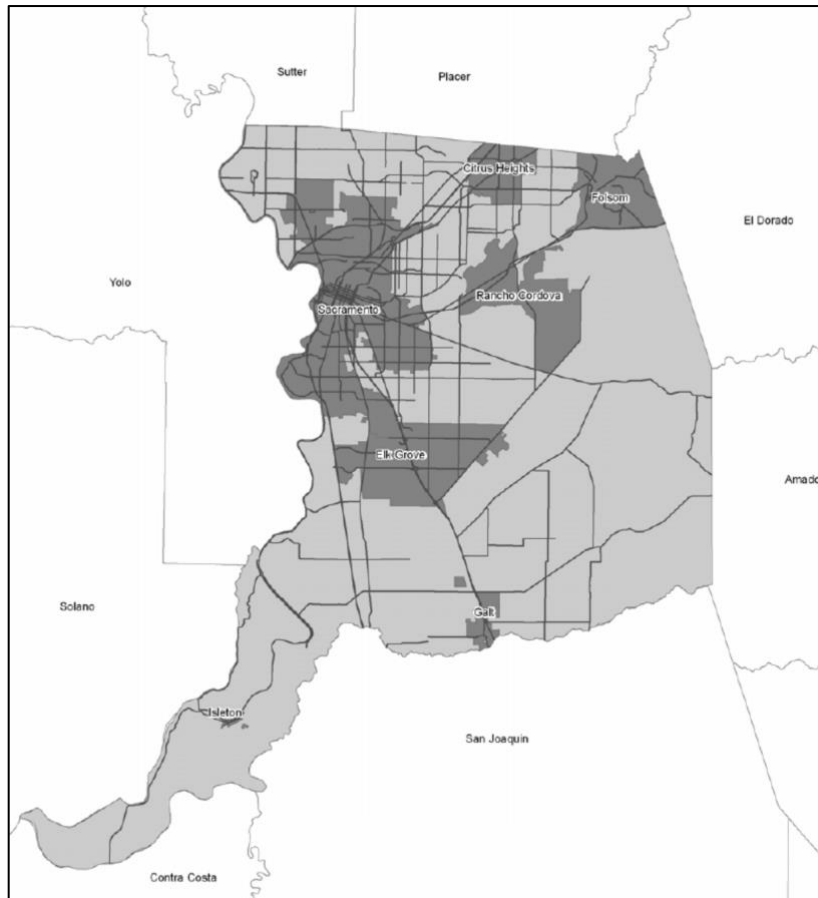
LAFCO’s staff includes an Executive Officer, a Policy Analyst, and Counsel as listed below. LAFCO staff can be contacted at the LAFCO office at (916) 874-6458. LAFCO staff consists of:

- José C. Henríquez, Executive Officer
- Desirae N. Fox, Policy Analyst
- DeeAnne Gillick, Nancy Miller, Commission Counsel

### 3.3 About Sacramento County

Sacramento County was incorporated in 1850 as one of the original 27 counties in the State of California. The County’s largest City is the City of Sacramento and the seat of government for the State of California as well as the County seat. The County includes seven incorporated cities: Sacramento, Folsom, Galt, Isleton, Citrus Heights, Elk Grove, and Rancho Cordova as shown in Figure 3-1 below.

**Figure 3-1: Sacramento County, Incorporated Cities, and Surrounding Counties**



The County encompasses approximately 994 square miles including an area of the Central Valley, which is California’s prime agricultural region. The County extends from the low delta lands between the Sacramento and San Joaquin Rivers north to about ten miles beyond the State Capitol and east to the

foothills of the Sierra Nevada Mountains. The southernmost portion of Sacramento County has direct access to the San Francisco Bay.

**Figure 3-2: County of Sacramento Population and Unemployment Rate for FY 2012/2013 Through 2021/2022**

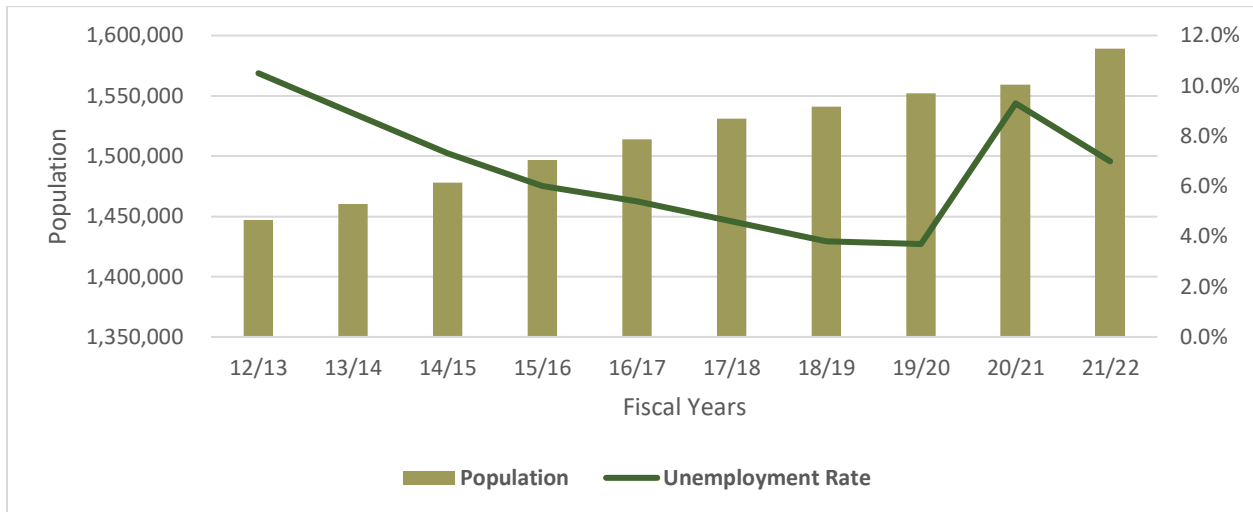


Figure 3-2 shows population and unemployment change from Fiscal Year (FY) 2012/2013 through FY 2021/2022. Population in the County has steadily increased over the last ten years with a two percent increase from FY 2020/2021 to FY 2021/2022. Unemployment was steadily decreasing until FY 2019/2020 when the Coronavirus (COVID-19) Pandemic occurred. Unemployment is again beginning to trend downward after approximately 5 percent spike between FY 2019/2020 and FY 2020/2021.

### 3.4 About Cordova Recreation and Park District

#### 3.4.1 *Formation*

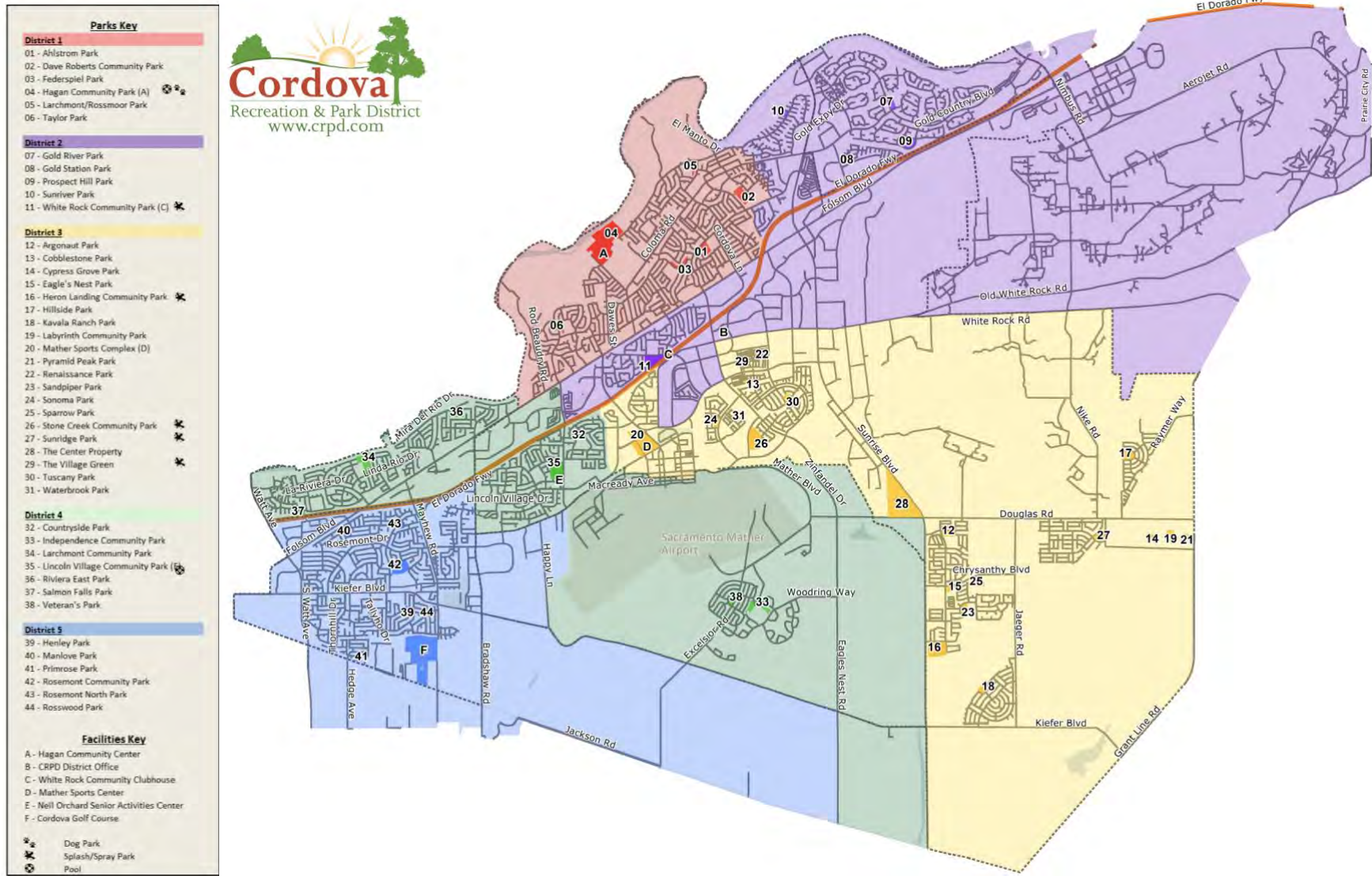
The Cordova Recreation and Park District (CRPD) is an Independent special district that was established in 1958 with the aim of serving the parks, recreation and open space needs of the City of Rancho Cordova and portions of unincorporated Sacramento County encompassing the areas of Gold River, Larchmont, Mather, Riviera East, and Rosemont (CRPD, 2022a). A map of the District can be seen in Figure 3-3 on the next page.

#### 3.4.2 *District Boundary*

CRPD manages approximately 630 acres of parkland spread over a 75 square mile area. The District is located in the East Central portion of Sacramento County, south of the American River, and bisected by Highway 50. A description of each side of the boundary is as follows:



Figure 3-3: District Service Area by Voting Boundary



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- Northern Boundary: A portion of Highway 50 from Prairie City Road to Nimbus Dam; then following the American River to the Watt Avenue Bridge;
- Western Boundary: Sacramento City Limits to Fruitridge Road;
- Southern Boundary: 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; and
- Eastern Boundary: Grant Line Road and Prairie City Road on the east to Highway 50.

As mentioned previously, the District service area includes the incorporated City of Rancho Cordova and the communities of Gold River, Mather, Rosemont, La Riviera, Sunridge Park Village, Anatolia Village, and Cypress (CRPD, 2022a).

### **3.4.3 Existing Sphere of Influence**

Sacramento LAFCO most recently affirmed the existing Sphere of Influence (SOI) for the Cordova Recreation and Park District in 2013 via Resolution No. 03-12. Currently CRPD’s SOI is coterminous with its boundary, meaning the SOI and the District boundary are one in the same (Sacramento LAFCO, 2013).

## **3.5 Purpose of the Municipal Service Review**

Municipal Service Reviews (MSRs) are intended to provide a comprehensive analysis of the services provided by special districts and other service providers that are under the legislative authority of LAFCO. This MSR Update studies the recreation and parks services provided by the Cordova Recreation and Park District (CRPD). This review also provides technical and administrative information to support Sacramento LAFCO’s evaluation of the existing boundary for CRPD. With this MSR, Sacramento LAFCO can make informed decisions based on the best available data for the service provider and area. Written determinations (similar to ‘findings’), as required by law, are presented in Chapter 10. LAFCO is the ultimate decision maker regarding approval or modification of any determinations, policies, boundaries, and discretionary items. This MSR/SOI Update makes determinations in each of the six mandated areas of evaluation for MSRs. Ideally, an MSR will support LAFCO and will also provide the following benefits to the subject agencies:

- Provide a broad overview of agency operations including type and extent of services provided;
- Serve as a prerequisite for a Sphere of Influence Update;
- Evaluate governance options and financial information;
- Demonstrate accountability and transparency to LAFCO and to the public; and
- Allow agencies to compare their operations and services with other similar agencies.

## **3.6 Methodology**

This MSR/SOI Update evaluates the structure and operation of CRPD and determines the capacity of CRPD to service the existing community and accommodate additional service demands. Key references and information sources for this study were gathered and include:

- published reports;

- review of agency files and databases online (agendas, minutes, budgets, contracts, audits, etc. on agency websites);
- master plans;
- capital improvement plans;
- dispatch data;
- audited financial statements;
- General Plans, Regional Plans and Community Plans; and
- State, regional, and national agency information (permits, reviews, communications, regulatory requirements, etc.).

Sacramento LAFCO staff sent the Cordova Recreation and Park District a Request for Information (RFI) in October 2022. The consultant also personally interviewed District representatives during a kick-off meeting held on December 21, 2022. The District’s response to LAFCO’s request for information is a key information source utilized in this analysis. This MSR forms the basis for specific judgments, known as determinations, about each agency that LAFCO is required to make (GC § 56425, 56430). These determinations are described in the MSR Guidelines from the Office of Planning & Research (OPR) as set forth in the CKH Act, and they fall into six categories, as listed below:

1. Growth and population projections for the affected area;
2. Location and characteristics of any disadvantaged unincorporated communities within or contiguous to the sphere of influence;
3. Present and planned capacity of public facilities and adequacy of public services including infrastructure needs or deficiencies;
4. Financial ability of agency to provide services;
5. Status of, and opportunities for, shared facilities;
6. Accountability for community service needs, including government structure and operational efficiencies; and

An MSR must include an analysis of the issues and written determination(s) for each of the above determination categories.

### **3.6.1 Local, State, and Federal Databases**

In addition to the information provided by the CRPD, the consultant utilized data from the US Census, Sacramento County, the City of Rancho Cordova, Sacramento Area Council of Governments (SACOG), National Recreation and Park Association, and the California Department of Finance (DOF).

## **3.7 California Environmental Quality Act**

The California Environmental Quality Act (CEQA) is contained in Public Resources Code § 21000, et seq. Under this law, public agencies are required to evaluate the potential environmental effects of their actions. The MSR report for CRPD is exempt from CEQA review pursuant to Section §15306 of the CEQA Guidelines, Class 6 – Information Collection.

### **3.8 Public Participation**

LAFCO will conduct a public meeting on the Public Review Draft MSR/SOI Update in May 2023. Comments from the public will be solicited. The Commission will hold a public meeting on the Final MSR/SOI Update at the next available hearing following a 30-day public comment period. After this MSR/SOI Update is finalized, it will be published on the Commission’s website (<https://saclafco.saccounty.gov/>), thereby making the information contained herein available to anyone with access to an internet connection. A copy of this report may also be viewed during posted office hours at LAFCO’s office located at 1112 I Street, Suite 100, Sacramento, CA 95814. In addition to this MSR/SOI Update, LAFCO’s office maintains files for each service provider, and copies of many of the planning documents and studies that were utilized in the development of this report. These materials are also available to the public for review.

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## Chapter 4. Governance and Accountability

This chapter describes how the public’s trust in local government requires an examination of its performance, accountability, transparency, and public engagement. LAFCO is required to make specific determinations regarding a special district’s government structure and accountability.

### 4.1 Government Structure

The CRPD is a local government agency structured as a Recreation and Park District consistent with its Principal Act: Public Resources Code § 5780. The District is classified as an independent special district and has five elected Board Members who reside within the District. All registered voters, who reside within the District are eligible to vote for and/or run for a seat on the District Board of Directors. The District Board appoints the General Manager (GM). Department heads are appointed by the GM (CRPD, 2022a). The District is organized into the following six departments: Administration, Park Planning and Development, Parks Services and Facilities, Cordova Golf Course, Recreation Services, and Marketing and Communications (CRPD, 2022a).

### 4.2 District Board

The District operates under the direction of the elected Board Members. Each Board Member is elected for a term of four years with two director seats running two years apart from the remaining three seats. The District is divided into five voting Districts, which are population based, for each Board seat. A new Board Chairperson is selected by the Board Members each year. The Board Chairperson nominates Board Members to the District’s standing committees and the full Board votes on appointments (CRPD, 2022a). The District’s standing committees include: Budget & Finance; District Policies; CRPD/City of Rancho Cordova 2x2; School District 2x2; PMRID Oversight Nominating; and Capital Improvement & Park Construction. The current members of the Board of Directors, their committee appointments and the expiration dates of their terms are shown in Table 4-1 below.

**Table 4-1: District Board of Directors**

Name	Title	Term End	Committee Appointments
Daniel Langan	Director	2026	District Policies
Mark Matus	Director	2026	PMRID Oversight Nominations
Michael Yearwood	Chairperson	2024	Budget & Finance; School District 2x2; CRPD/City 2x2
Brain Danzl	Vice-Chairperson	2026	Budget & Finance; PMRID Oversight Nominations; CRPD/City 2x2
Rick Sloan	Secretary	2024	District Policies; School District 2x2
<i>Source: CRPD, 2022a; Sacramento County, 2022; Staff, personal communication, April 2023</i>			

The District holds regular public meetings on the third Wednesday of each month at 6:30 PM at the City Hall of Rancho Cordova Council Chambers located at 2729 Prospect Park Drive, Rancho Cordova, CA

95670. The Budget & Finance Standing Committee typically meets quarterly, and the Policies Standing Committee meets several times a year, as needed.

Staff informed LAFCO that Board Members receive compensation of \$100 for attendance per meeting with a cap of \$600 per month (CA PRC § 5536 , Board Policies Section 2.6)(CRPD, 2022a). The Board of Directors, realizing these statutory limitations hereby prescribes that the rate of reimbursement shall be \$100 per attendance at Regular Board Meetings; Special Board Meetings; Standing Committee Meetings; entire trainings and educational seminars or conferences; negotiation sessions; depositions; required meetings with District consultants, or other professionals for the purpose of conducting District business; field trips; CRPD park or facility groundbreaking ceremonies and, ribbon cutting ceremonies at new CRPD park openings; public hearings and any other activity the Board requests a member attend in advance of the attendance per Public Resource Code.

Payments made to CRPD Board Members was queried through an on-line database<sup>1</sup>. Query results for 2021 showed payments to Board Members ranging from a high of \$3,200 to a low of \$2,300. The District FY 2021/2022 Final Budget included \$36,000 in expenditures for Board Members meeting attendance reimbursement (CRPD, 2021). Any necessary travel or incidental expenses incurred by members while on official business is added in addition to the maximum \$600 compensation. All payments made to board members are reported at least annually as part of the District claims report at a public board meeting.

In California, elected members of special district boards are required to comply with three laws regarding accountability and ethics including 1) the Political Reform Act; 2) Assembly Bill 1234 (Salinas, 2005), which requires ethics training; and 3) Government Code 53237 et. seq. which mandates sexual harassment prevention training.

#### **4.2.1 Political Reform Act**

This Act applies to financial conflicts of interest. Public officials must disclose all personal economic interests. Special district officials are affected through their respective district's conflict of interest code/policies that a district is required to have by law. Therefore, public officials are required to file a "Statement of Economic Interests" with the Fair Political Practices Commission (FPPC, 2021). CRPD does have an adopted policy for ethics training, Policy 2.43 of the Board Policies, last updated in October 2022. CRPD also has a Conflict-of-Interest policy as part of the Board Policies document, last updated in October 2022. The conflict-of-interest policy is Policy 5 (CRPD, 2022a). The Political Reform Act requires special district board members to disclose all personal economic interests by filing a "Statement of Economic Interests" with the Fair Political Practices Commission (FPPC). Information available from the FPPC indicates that Board members are complying with the Political Reform Act.

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<sup>1</sup> Transparent California is a non-profit organization and is California's largest public pay and pension database. The pay and pension associated with most special districts up to the year 2019 are provided in this database. The on-line database is available at: <https://transparentcalifornia.com/agencies/salaries/special-districts/#fire-protection>.



#### **4.2.2 Assembly Bill 1234 (Salinas, 2005)**

Local government officials are required to take ethics training every two years with a requirement that they take their first training no later than one year after they start their first day of service with the district. Compliance with this law was assessed for CRPD. The District’s website posts the certificates for completion of ethics training for each Board member. All Board members have completed trainings as required by AB 1234 (CRPD, 2022b).

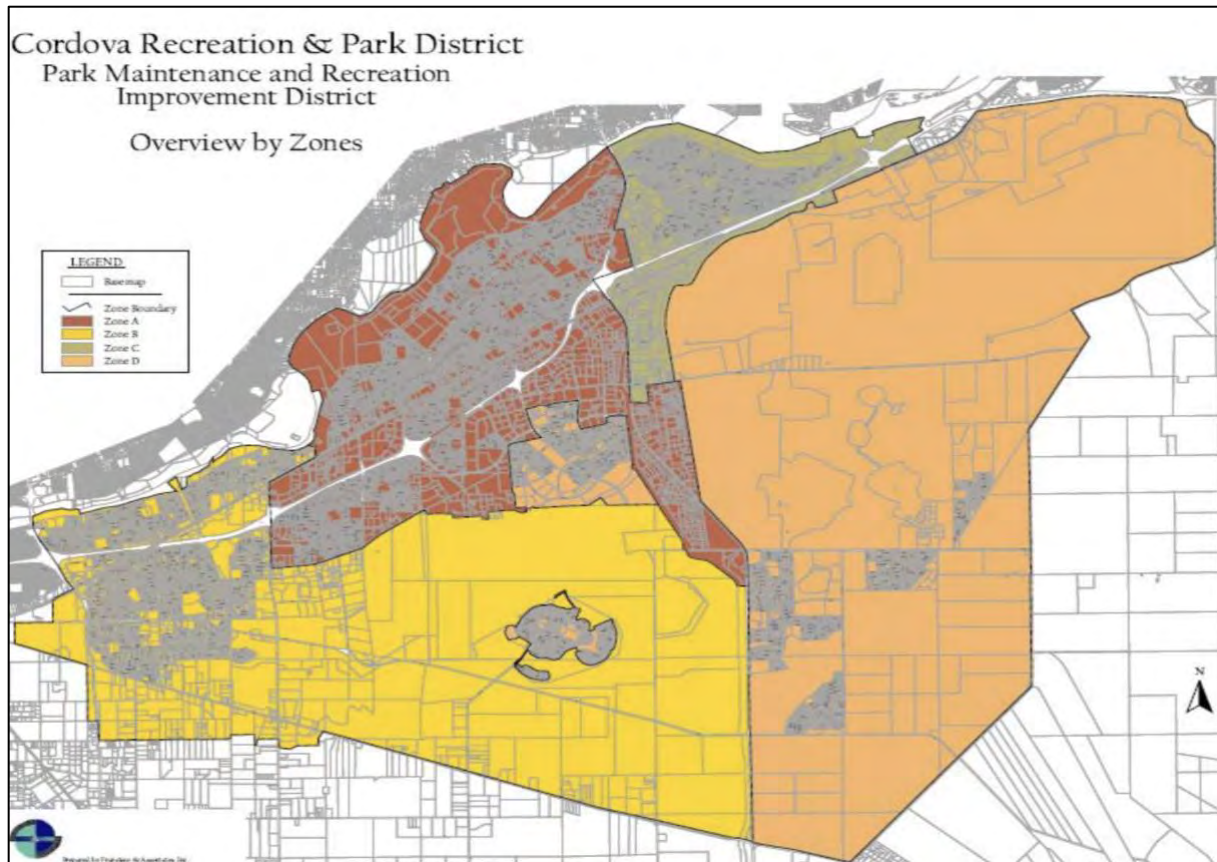
#### **4.2.3 Government Code 53237 et. seq.**

Sexual harassment prevention training is mandated by Government Code 53237 et. seq., which was enacted by AB 1661 (McCarty) in 2016. Special district board members must receive required sexual harassment prevention, two-hour training, every two years. Compliance with this law was assessed for CRPD. Board members participated in a sexual harassment prevention training in May 2021 and January 2023. Therefore, the District Board is in compliance with Gov. Code 53237 et. seq

#### **4.2.4 Park Maintenance and Recreation Improvement District (PMRID) Oversight Committee**

The Park Maintenance and Recreation Improvement District (PMRID) is a special assessment district approved by voters in 2006. PMRID funds are used to maintain CRPD facilities in Rosemont, Gold River, Riviera East, Lincoln Village, Larchmont, and the City of Rancho Cordova. This special assessment supplements property taxes in these areas to ensure proper facility maintenance and improvements.

A five-member Oversight Committee appointed by the CRPD Board of Directors reviews PMRID expenditures and makes recommendations for future expenditures. Openings for four-year committee appointments are filled as needed and applications are accepted year-round. The PMRID Oversight Committee meets quarterly, and all meetings are open to the public (CRPD, 2022b). A map of the zones for the Committee can be seen in Figure 4-1 below.

**Figure 4-1: PMRID Oversight Committee Zone Map**

Appointees review and recommend how special tax assessments – including Measure J – are spent. Zone A represents almost 20,000 homes in the Rancho Cordova area; Zone B represents almost 13,000 homes in the Larchmont, Riviera East and Rosemont areas; and Zone C represents almost 5,200 homes in the Gold River area (CPRD, 2022b).

### 4.3 Accountability and Transparency

This section details laws and regulations by which the District operates to provide transparency and accountability to its constituents.

#### 4.3.1 *Brown Act*

The State Legislature updated the Brown Act in 2016 as described in Government Code §54954.2 (See also Assembly Bill 2257). These new Brown Act requirements prescribe the methods and location by which an agenda must be accessible on an agency’s website for all meetings. All meetings of the District Board and committees are open to the public in accordance with the Brown Act. The agenda for each meeting includes a public comment period and agendas are made available 72 hours before meetings. Agendas are posted to the District website at <https://crpd.com/> and hard copies are posted at all major CRPD facilities. Agendas are also emailed to the agenda distribution list. A calendar of meetings and committees are published on the District website (CPRD, 2022a). The District and its representatives have a solid

record of adherence to the requirements of the Brown Act, the Political Reform Act, and similar laws. The CRPD makes the current agenda available as a direct link from the District website homepage. The most current agenda is available as a PDF document for download with all other agendas located in a folder (CRPD, 2022b). Though the meeting agenda is downloadable, it is not electronically searchable by common internet browsers. CRPD provides meeting agendas to the public free of charge, without restrictions and complies with the requirements of the Brown Act 2016 Updates described in AB2257.

**Recommendation:** The consultant recommends CRPD consider adding a link directly to an agenda management platform on the Public Meetings page of the website.

## COVID-19 Brown Act Changes

Due to the COVID-19 pandemic, Governor Gavin Newsom proclaimed a State of Emergency for California on March 4, 2020. On March 17, 2020, Governor Newsom issued Executive Order N-29-20 suspending parts of the Brown Act that require in-person attendance of Board members and citizens at public meetings provided that notice and accessibility requirements are met; the public members are allowed to observe and address the legislative body at the meeting; and that a legislative body of a local agency has a procedure for receiving and swiftly resolving requests for reasonable accommodation for individuals with disabilities; as specified. Effective October 1, 2021, AB 361 allows local legislative bodies to continue to allow remote meetings during a proclaimed state of emergency, if “state or local officials have imposed or recommended measures to promote social distancing.” Effective September 13, 2022, AB 2449 revises teleconferencing provisions until January 1, 2026, authorizing a local agency to use teleconferencing without complying with teleconferencing requirements that each location be identified in the notice and agenda and that each teleconference location be accessible to the public if at least a quorum of members participates in person from a singular physical location, allowing a member to participate remotely under specified circumstances, including participating remotely for just cause or due to emergency circumstances.

In response to these events, the District implemented Teleconference/Electronic Meeting Protocols effective March 25, 2020, which allow for public participation through video conferencing and by telephone. All meetings are streamed live via Zoom, a video conferencing platform, that is accessible by the public for free. Public comments can be emailed to [djones@crpd.com](mailto:djones@crpd.com) by 3:00 PM on the meeting day (CRPD, 2022c). The District offers a hybrid model of in-person and teleconference options for the public via the Zoom platform for regular board meetings.

Effective January 1, 2023, the Brown Act permits teleconferencing under traditional Brown Act teleconferencing rules, AB 361 state of emergency rules, and AB 2449 individual board member rules.

### 4.3.2 Special District Transparency Act (SB 929)

The Special District Transparency Act (SB 929 or California Government Code, §6270.6 and 53087.8) requires that special districts have a functional website. The Act requires a district website to list contact information and also suggests that agendas and minutes, budgets and financial statements, compensation reports, and other relevant public information and documents be posted to the website. The Districts website is kept updated and is easily navigable with current and past agenda packets available for download. The website is maintained with specific and detailed information including meeting agendas,

clear information on the District’s budget and expenditures, compensation reports, information on how to contact District representatives, and more (CRPD, 2022c). Therefore, the CRPD complies with the requirements of the Special District Transparency Act.

### 4.3.3 Public Engagement

The District and Board of Directors recognizes the importance of public participation and includes the need to cultivate participation and interaction with the community in the District’s mission. CRPD hosts and participates in various formal and informal public meetings each month, encouraging community members to attend and comment on District business. CRPD staff and Board of Directors members occasionally convene community meetings to gather input on specific new park developments, current park improvements, updates on major projects or to hear concerns and answer questions. The dates, times and locations of these meetings vary, but all meeting information is made available to the public on the District’s website and through localized outreach (CRPD, 2022c). At events, public outreach is done using booths, surveys, and informational pieces. Additionally, community stakeholders are invited to lead the Pledge of Allegiance each month. The District utilizes the following outreach methods: Multiple pages on website; E-Newsletters; FAQ Sheets; Recreation Guide; Email Notifications; Mail Notifications; Online Community Surveys; Social Media; Orientation Sessions (Candidate Orientation); Stakeholder Meetings (Optimized Plan); Community Outreach Meetings (Park Planning); and Promotional Videos (CRPD, 2022a).

The District has a robust community outreach program and solicits feedback from residents on future park design and recreational opportunities. Members of the public have partnered with the District on grant opportunities for park improvements. The District has a strong attendance at its booths at community events. Directors and staff are accessible to the public through direct email and contact information is provided in the Recreation Guide and on the website. The District staff also utilize electronic business cards and Directors engage with the public at events (CRPD, 2022a).

### 4.3.4 General Accountability

The CRPD demonstrated a high degree of accountability and transparency in its disclosure of information and cooperation with Sacramento LAFCO. The District provided a thorough and detailed response to LAFCO’s requests for information and participated in an interview with the consultant (CRPD, 2022a). The District’s high level of assistance with this MSR/SOI Update exemplifies the high standards by which the District operates.

## 4.4 Management Efficiencies

An important part of management effectiveness for a District includes adoption of a District-wide mission and vision statement. The CRPD Mission statement is: *Lead the region in recreation and parks through excellence and transparency in serving the needs of our diverse and growing community* (CRPD, 2022c).

In addition, the District has the following vision: *Empower and engage community pride by being safe, responsive, accessible, innovative, and sustainable.*

- **Safe** - *Strengthen and elevate the vitality of our community through well-maintained and secure public spaces.*

- **Responsive** - *Initiate meaningful collaboration and communication with integrity to foster stewardship and trust.*
- **Accessible** - *Develop inclusive environments to cultivate participation and interaction.*
- **Innovative** - *Advance skills and incorporate modern trends and ideas to identify better solutions.*
- **Sustainable** – *Protect current District resources while providing for future generations.*

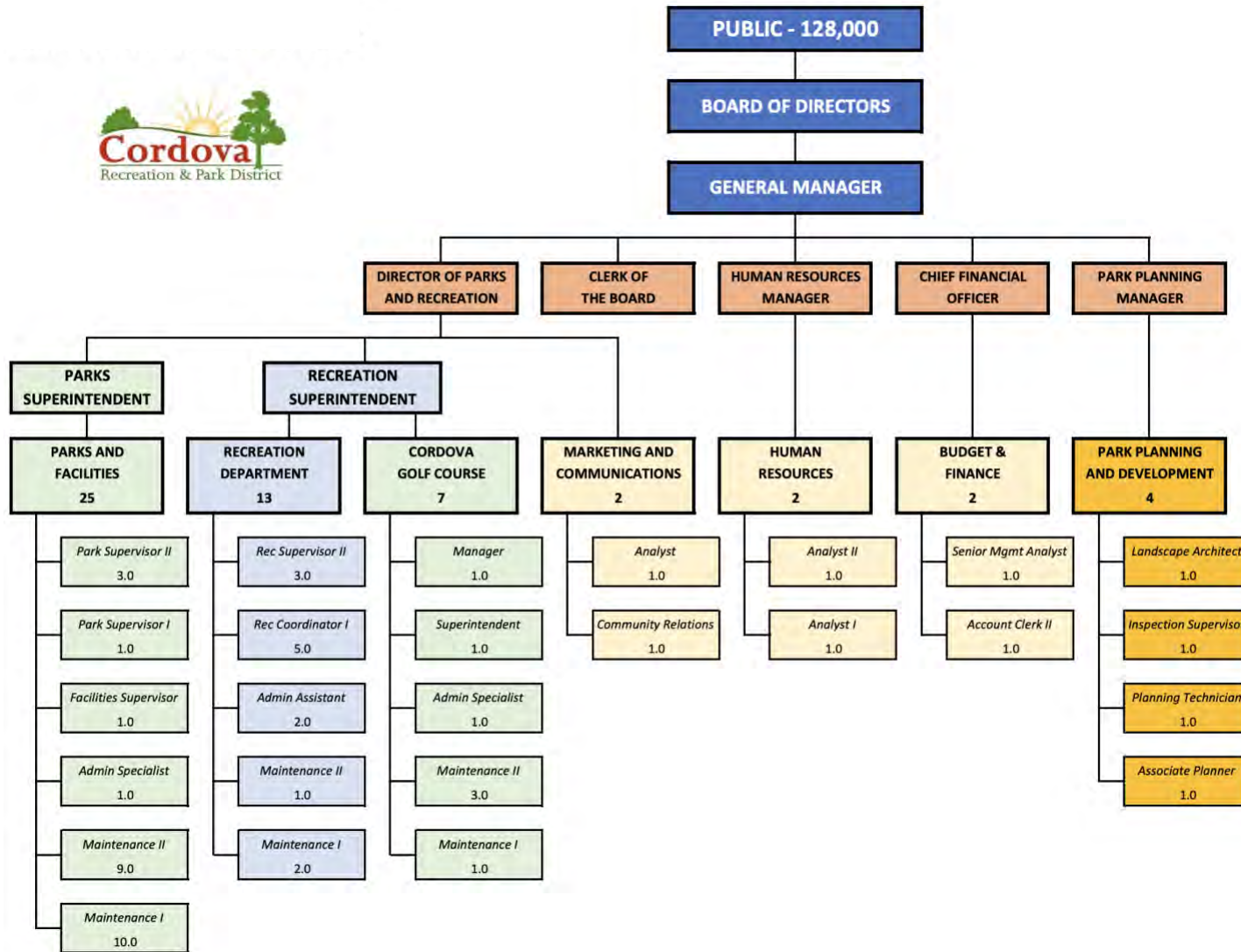
The District offers multiple opportunities for the public to provide comments and feedback on existing programs through public meetings as well as through a survey available on the District’s website “We Want Your Input!” webpage.

#### **4.4.1 CRPD Departments**

CRPD’s 109 full-time equivalent employees are organized into the following two divisions: (1) Parks and Recreation and (2) Administration and Park Planning and Development. Under the Director of Parks and Recreation, there are the following four departments: Marketing and Communications; Parks and Facilities; Recreation; and Cordova Golf Course. The Director of Parks and Recreation, Administration, and Park Planning and Development department staff reports directly to the GM as shown in Figure 4-2 on the next page.

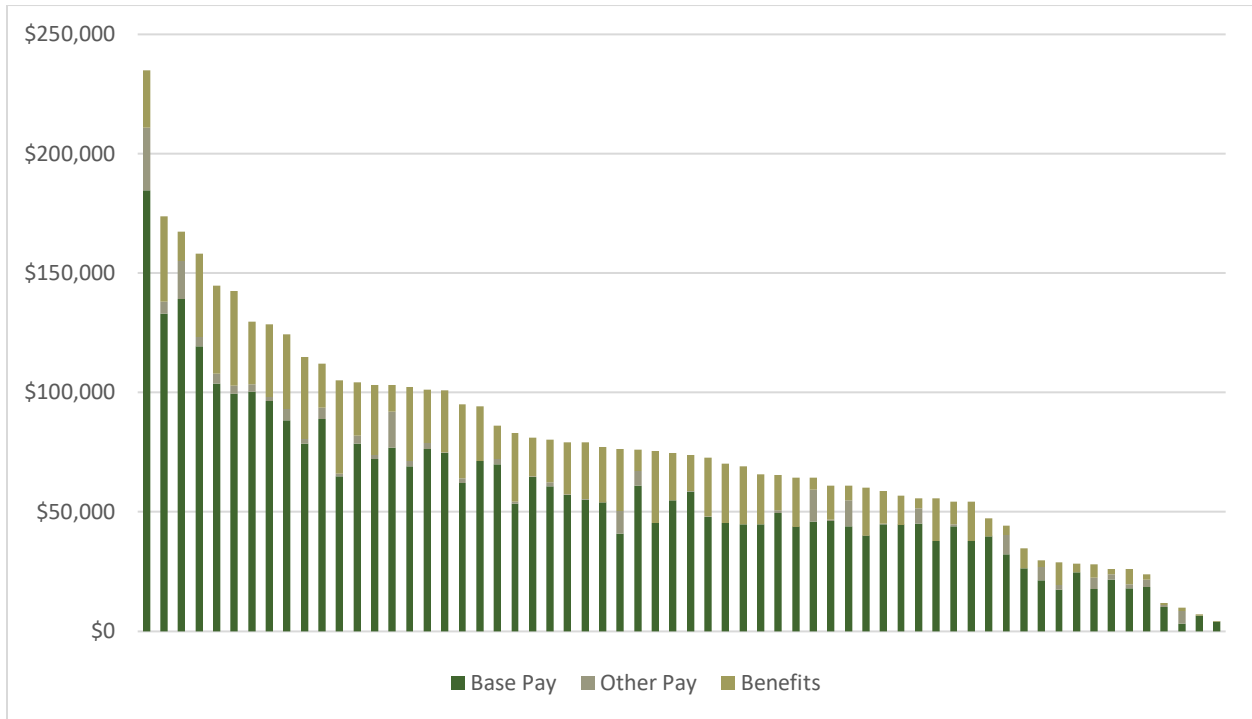
Under the Administration and Planning Department, the CRPD has a Chief Financial Officer and associated staff, a Clerk of the Board, a Human Resource Manager and associated staff, and a Park Planning and Development Manager and associated staff. Wage information for CRPD staff can be seen in Figure 4-3.

Figure 4-2: CRPD Organizational Chart (FY 2022/2023)



Source: CRPD, 2023

**Figure 4-3: CRPD Staff that Received Benefits (2021)**



Total pay and benefits for full-time, part-time, and seasonal staff in 2021 were queried from Transparent California. Approximately 216 persons were employed by the District in 2021 (Transparent California, 2021). Of those, 62 were salaried staff and 154 were paid hourly. Figure 4-3 shows only those employees who were full-time staff for the District in 2021. Total pay and benefits ranged from a high of \$235,051 to a low of \$4,238. Eighteen staff received pay and benefits over \$100,000 in 2021. In total, the District spent approximately \$5.78 million on pay and benefits for employees in 2021.

In 2022, CRPD performed a Total Compensation & Classification Study benchmarking 13 nearby cities, counties and special districts. As a result of this study, the District salary and wage schedules were adjusted to 100 percent of median. The benchmarked agencies which the District uses to compare to organizations with similar service providers are as follows: County of Sacramento; County of El Dorado; City of Sacramento; City of Folsom; City of West Sacramento; City of Rocklin; City of Davis; Carmichael Recreation and Park District; Sunrise Recreation and Park District; El Dorado Hills Community Services District; Southgate Recreation and Park District; and Consumnes Community Services District (CRPD, 2022a).

### 4.4.2 Training

The District follows agency best practices for personnel training and certificates. Personnel at the District receive on-going trainings for anti-harassment and ethics. Parks and recreation meetings and trainings are provided through the California Parks and Recreation Society, the California Special District Association, California Association of Recreation and Park Districts, and the National Recreation and Park Association. Financial staff follow Government Financial Officers Association (GASB) financial policies and best practices. The District Board receives annual training at a retreat. Personnel training and policies also

includes safety committee meetings, standard municipal personnel policies, and mandated reporter training (CRPD, 2022a; 2022b).

Personnel Policies – Employee Handbook was completely re-written using a 10 key staff member team to review revisions. The Handbook was reviewed by District Legal Counsel, a 2 Board Member “Policy Committee” and workshops were conducted, and the document approved by the full Board. Updates to the Handbook are brought to the Board Policy Committee annually (CRPD, 2022a).

#### 4.4.3 Certifications

CRPD personnel maintain current certifications as required by individual staff positions and agency best practices including certifications through the National Recreation and Park Association. In addition, facilities that require County Environmental Management permits are maintained and all necessary facilities have passed recent inspections including those for recreational water facilities. Six personnel have also completed CDC Heads Up Concussion training for youth sports athletic trainers and sports officials. Over 50 employees are CPR/AED First Aid Certified with the American Red Cross. A complete list of current certifications submitted by CRPD to LAFCO for this report are available with LAFCO’s files upon request.

#### 4.4.4 Youth Advisory Committee

The CRPD implemented a new Youth Advisory Committee to work with CRPD staff to address youth and teen related issues pertaining to recreation services and safe spaces. The Committee will volunteer through community service projects and conduct exercises in a democratic way to assess community needs.

### 4.5 Awards to the District

CRPD has been recognized by many government agencies and associations including local and statewide entities. Most recently, the District received three awards in 2021; one from the California Association of Park & Recreation Commissioners and Board members, and two from the California Association of Recreation and Park Districts. Table 4-2 provides a list of awards received by the District since 2012.

**Table 4-2: Awards to the District (2012-2021)**

Awarding Organization	Award	Facility/Staff Awarded or District
2012		
Folsom Cordova Unified School District	Community Partner of the Year	Cordova Recreation & Park District
2013		
California Association of Park and Recreation Indemnity	Ted Winslow Safety Award	Cordova Recreation & Park District
2014		
California Special Districts Association	Innovative Program/Project Award	Sunridge Park



Awarding Organization	Award	Facility/Staff Awarded or District
California Association of Recreation and Park Districts	Outstanding Technology, Social Media and Marketing	Cordova Recreation & Park District
2015		
California Association of Park and Recreation Indemnity	Ted Winslow Safety Award	Cordova Recreation & Park District
California Association of Recreation and Park Districts	Distinction in Outstanding New Facility	Sunridge Park
2016		
California Association of Park and Recreation Indemnity	Ted Winslow Safety Award	Cordova Recreation & Park District
American Society of Landscape Architects	Honor Award for Parks/Open Space	Hillside Park
2017		
California Park & Recreation Society	District 2: Recreation and Community Programs	Neil Orchard Senior Activities Center – Green Thumb Lunch Program
California Park & Recreation Society	Recognition for a Conference Committee Team Led	General Manager – Patrick Larkin
California Park & Recreation Society	Recognition for a Conference Committee Team Led	Director of Parks & Recreation – Jill Nunes
California Association of Recreation and Park Districts	Distinction in Outstanding New Facility	Hillside Park
2018		
California Association of Recreation and Park Districts	Distinction in Outstanding New Facility	Heron Landing Community Park
California Park & Recreation Society	District 2: Facility Design and Park Planning	Heron Landing Community Park
California Special Districts Association	Innovative Program of the Year for a Large District	Heron Landing Community Park
2019		
California Association of Park & Recreation Commissioners and Board Members	Outstanding Project	Heron Landing Community Park
California Association of Park & Recreation Commissioners and Board Members	Achievement Award	Hillside Park
California Association of Recreation and Park Districts	Distinction in Outstanding Renovated Facility	Mather Sports Center
California Association of Recreation and Park Districts	Distinction in Outstanding New Facility	Lincoln Village Community Park
California Park & Recreation Society	District 2: Excellence in Design	Neil Orchard Senior Activities Center – Lincoln Village Community Park Fitness Course

Awarding Organization	Award	Facility/Staff Awarded or District
California Special Districts Association	Staff Member of the Year	Planning & Development Manager – Laura Taylor
<b>2020</b>		
California Association of Park and Recreation Indemnity	Ted Winslow Safety Award	Cordova Recreation & Park District
California Association of Recreation and Park Districts	Distinction in Outstanding Activity or Special Event	Senior Drive-Thru Programs
California Park & Recreation Society	Marketing & Communication Award of Excellence	Cordova Community Pool Outreach
California Park & Recreation Society	District 2: Agency Showcase Marketing Award	Cordova Pool Replacement Project Outreach
Government Technology Magazine Special District	Technology Innovation Award	Cordova Community Pool Virtual Groundbreaking and Public Outreach Campaign
<b>2021</b>		
California Association of Park & Recreation Commissioners and Board Members	Outstanding Project	Cordova Community Pool
California Association of Recreation and Park Districts	Outstanding District Employee	Director of Parks & Recreation – Jill Nunes
California Association of Recreation and Park Districts	Distinction in Outstanding Renovated Facility	Cordova Community Pool
California Park & Recreation Society	Excellence in Facility Design	Cordova Community Pool
<i>Source: CRPD, 2022a</i>		

## Chapter 5. Growth and Population

The growth and population projection for the District is a determination which LAFCO is required to describe, consistent with the MSR Guidelines from the Office of Planning and Research (OPR) as set forth in the CKH Act. This section provides information on the existing population and future growth projections for the CRPD. Historical and anticipated population growth is a factor which affects service demand.

### 5.1 Existing Population

CRPD consultants have estimated that the population in the District was 128,000 as of 2021. CRPD has both the City of Rancho Cordova and unincorporated Sacramento jurisdictions within its boundary. Utilizing 2010 population numbers, CRPD estimates that the District has experienced a growth rate of 16.4 percent over 11 years.

The consultant reviewed population data as presented by the 2020 Census. The 2020 Rancho Cordova Census County Division (CCD) closely aligns with the CRPD District Boundary apart from three census tracts located in Sacramento County. Utilizing census block group data, consultants were able to determine that the CRPD had a population of roughly 111,008 in 2010 and 127,527 in 2020. This equates to a growth rate of 15.8 percent over 10 years with an average annual growth rate of 0.78 percent per year. Utilizing this annual growth rate, the consultant calculated that the approximate population for the District in 2021 was 128,531. The difference in population between the two estimates is within a standard margin of error, therefore consultants are comfortable moving forward with the CRPD 2021 population estimate. Population information is shown in Table 5-1 below.

**Table 5-1: CRPD Existing Population (2021)**

	Population	Population in SOI	Percent of District Population of Total County Population	Number of Registered Voters
Cordova Recreation and Park District	128,000	0	0.082	71,809
Source: CRPD, 2022a				

#### 5.1.1 *Existing Population in SOI*

Since the CRPD’s boundaries are contiguous with its SOI, there are no additional people residing in the SOI only.

### 5.2 Projected Population Growth

Projecting future population for a special district is complicated due to unknown factors associated with growth rates and census tracts that do not match with district boundaries. For purposes of this MSR, two growth scenarios were calculated utilizing different data points, a “Slow Growth” scenario and a “Fast Growth” scenario.

Data from the California Department of Finance (DOF) was used to project the “Slow Growth” scenario as shown in Table 5-2 below. For this scenario, the DOF population projections at the County level and the growth rate for Sacramento County was utilized to extrapolate population growth rates for the CRPD. If growth trends for the District were to follow the County, it is estimated that CRPD’s existing boundary will encompass a population of 147,613 by 2040. This represents a growth rate of 15.8 percent over 20 years and is slower than historic growth rates for the District.

Historic growth rates for the District were used to project the “Fast Growth” scenario. Based on historic growth rates, it is likely that the District may experience a faster growth rate than the County average as predicted by DOF. Assuming the average growth rate in the future were to match the historic growth rate experienced by the District of 1.49 percent per year (based on 16.4 percent from 2010 to 2021), the District could see a population of 170,021 by 2040. This “Fast Growth” scenario, the “Slow Growth” scenario, and the projected growth rates for the City of Rancho Cordova and Sacramento County can be seen in Table 5-2 below.

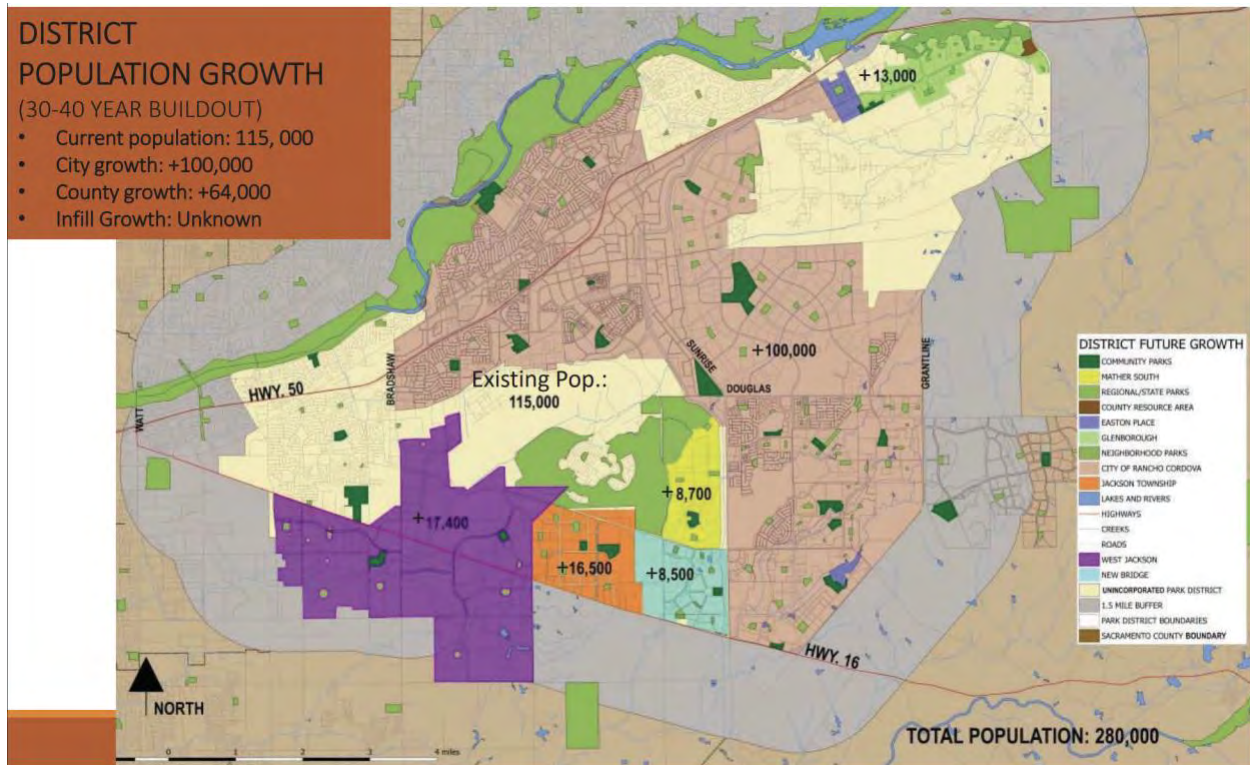
**Table 5-2: Total Estimated and Projected Population (2020 – 2040)**

	2020	2025	2030	2035	2040
Sacramento County <sup>1</sup>	1,562,242	1,615,713	1,687,220	1,751,463	1,808,307
City of Rancho Cordova <sup>2</sup>	80,423	83,176	86,857	90,164	93,090
Cordova Recreation and Park District Slow Growth <sup>3</sup>	127,527	131,892	137,729	142,973	147,613
Cordova Recreation and Park District Fast Growth <sup>4</sup>	127,527	137,034	147,249	158,226	170,021
<i>Sources: <sup>1</sup>California DOF, 2021</i>					
<i><sup>2</sup>Estimated population based on the average annual growth rate for Sacramento County from the DOF at 0.0079.</i>					
<i><sup>3</sup>Estimated population based on the average annual growth for Sacramento County from the DOF at 0.0079.</i>					
<i><sup>4</sup>Estimated population based on historic average annual growth rate from CRPD at 0.0149.</i>					

The District estimates that population within the District boundaries is expected to increase by approximately 152,000 in areas of known development projects. This projection does not include in-fill development and/or the unplanned Aerojet property located in the upper east quadrant of CRPD. This equates to a future population of 280,000 at full buildout. The District provided consultants with a map (produced in 2014) showing the locations and anticipated population growth of known development. This map is shown in Figure 5-1. The majority of the anticipated population growth is expected to come from the City of Rancho Cordova, the Jackson Township area, and the West Jackson area in the County.

Assuming growth were to trend towards the “Fast Growth” scenario, the District will be at approximately 61 percent of buildout by 2040. By comparison, if population growth trended towards the “Slow Growth” scenario, the District will be at approximately 53 percent of buildout by 2040. Based on historic growth trends and the approval of developments in areas of known development in the District, it is likely that the District will experience something similar to the “Fast Growth” scenario for the foreseeable future. It is anticipated that Quimby parkland dedications for known development projections will add approximately 760 acres of new parkland at full buildout.

**Figure 5-1: District Population Growth at Buildout (CRPD, 2014)**



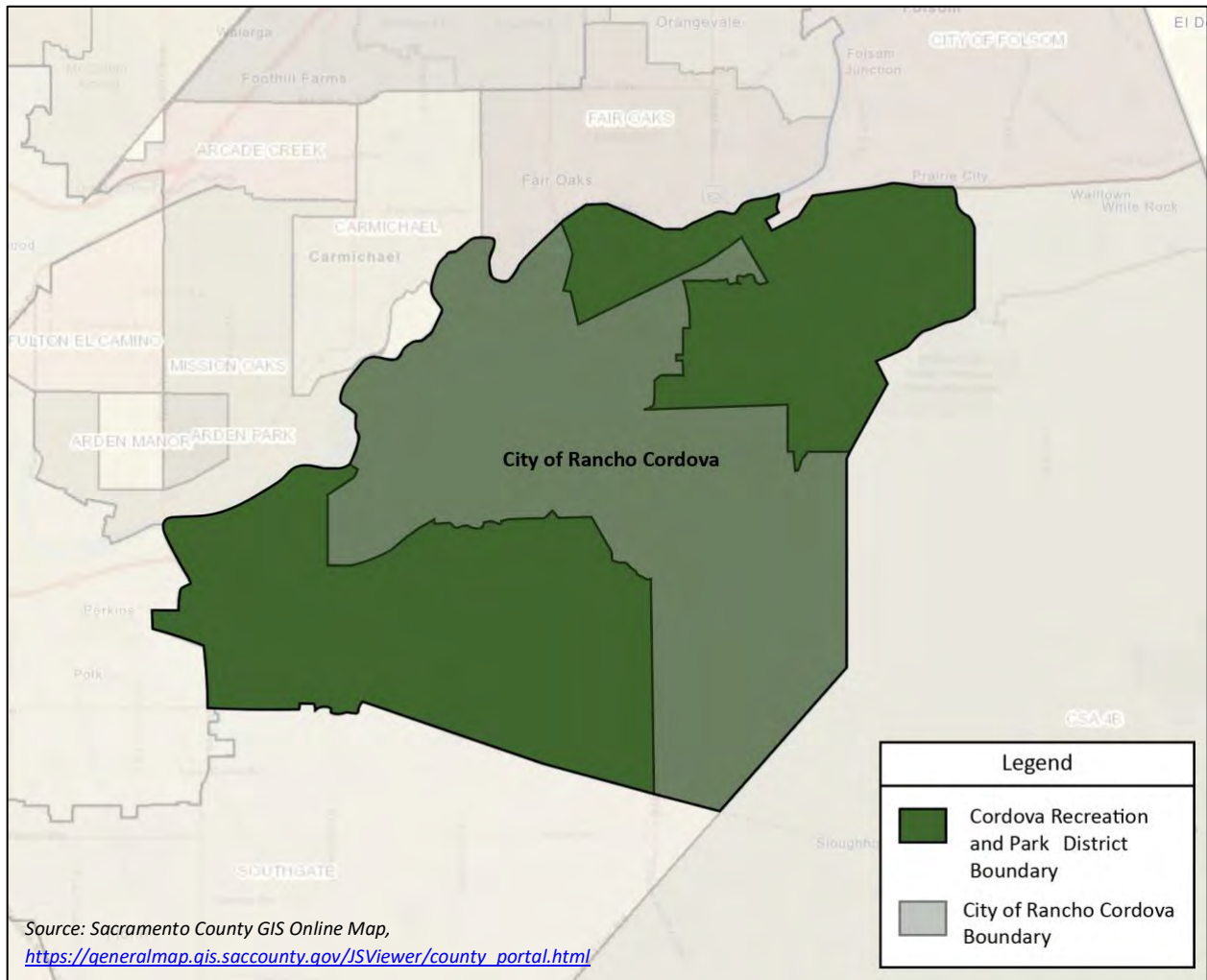
## 5.3 Existing Land Use

Land-use is a factor that affects population growth and therefore demand for public services. However, the CRPD is not a land use authority. Land-use is determined within the District boundary by the City of Rancho Cordova and Sacramento County. Figure 5-2 below shows the City boundary and District boundary.

### 5.3.1 City of Rancho Cordova General Plan

The entirety of the City of Rancho Cordova is located within the Cordova Recreation and Park District boundary. The City plans for future growth through its General Plan which is a long-term comprehensive framework to guide physical, social, and economic development within the community’s planning area. The General Plan for the City of Rancho Cordova was adopted in June 2006; however, some updates were made to specific elements within the General Plan more recently. The Land Use Element was updated in January 2015 and is where the bulk of information for this section originates. Figure 5-2 shows a map of the District and the existing City of Rancho Cordova boundary. The City makes up the majority of the central portion of the District, with areas of the County making up the east and west areas.

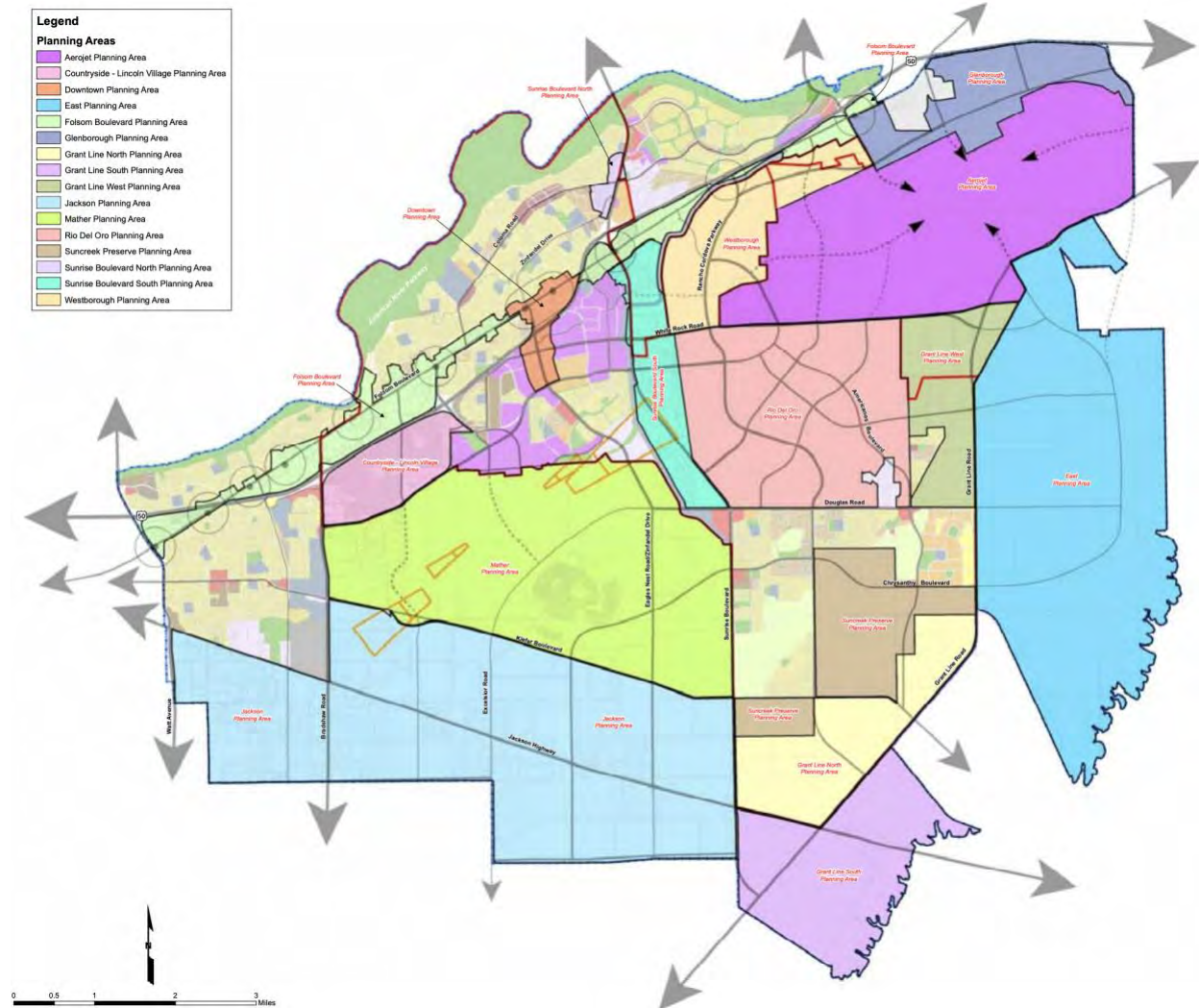
**Figure 5-2: Map of the City of Rancho Cordova and the CRPD District Boundary**



Within the City of Rancho Cordova is a mix of land uses with the majority being residential followed by parks and open space and natural resources. Land within the Parks and Open Space category is designed to be used for both active and passive recreational activities, such as parks, lakes, golf courses, and trails. Typically, parklands within the City are under the jurisdiction of the Cordova Recreation and Park District; however, they may be commercial recreational facilities that are principally oriented toward outdoor uses. Typically, public open space lands will be administered by the City but may be held in either public or private ownership. Land within this category may also be used for detention basins, creek ways, and other more passive uses when co-located next to active recreational uses or when open spaces serve two uses, such as a ball field in the summer and a detention basin in the winter (City of Ranch Cordova, 2015).

The City is divided into multiple planning areas with separate specific land-use plans for each area (City of Rancho Cordova, 2015). Figure 5-3 shows a map of the planning areas.

Figure 5-3: City of Rancho Cordova Planning Areas



The City’s General Plan Land Use Element provides a breakdown of land uses by acreage within the City and for the entire planning area. The planning area for the City closely aligns with the existing boundaries of CRPD except for the Grant Line South Planning Area, the East Planning Area, and portions of the Jackson Planning Area. Table 5-3 shows the acreages for the City and the entire city planning area (City of Rancho Cordova, 2015).

Table 5-3: General Plan Land Use Categories by Acreage for the City and the Entire Planning Area

Land Use	Acreages	
	City Only	Entire Planning Area
Public/Quasi-Public	1,138	4,992
Parks and Open Space	2,392	4,202
Natural Resources	1,864	11,115
Rural Residential	0	1,135
Estate Residential	34	3,983

Land Use	Acreages	
	City Only	Entire Planning Area
Low Density Residential	6,752	17,532
Medium Density Residential	3,423	3,689
High Density Residential	450	699
Residential Mixed Use	62	122
Office Mixed Use	1,788	2,906
Commercial Mixed Use	439	791
Village Center	222	447
Local Town Center	68	145
Regional Town Center	112	286
Transit Oriented Town Center	77	231
Light Industrial	961	3,901
Heavy Industrial	224	1,142
Surface Mining	0	871
<b>TOTAL</b>	<b>20,006</b>	<b>58,189</b>
<i>Source: City of Rancho Cordova, 2015</i>		

Approximately 12 percent of land uses within the City are designated as parks and open space, 9.3 percent natural resources, and 53.6 percent residential. Parks and open space are anticipated to make up 7.2 percent of land uses in the entire planning area with 46.7 percent made up of residential land uses. The Planning Areas for the City also include Mather Airport, which is outside of the City boundary in Sacramento County. The Airport occupies approximately 2,253 acres of land and is surrounded by a mix of residential, commercial, industrial, and open land uses (Sacramento County, 2013).

### 5.3.2 County General Plan

The District’s southwestern and northeastern portions that are not included in the City of Rancho Cordova are entirely unincorporated and subject to the land use policies and regulations of Sacramento County. Most land-use decisions, initiated by private property owners over the last decade, are secured via entitlements and land-use permits from Sacramento County and other agencies. As with the City, the County plans for its future growth through its General Plan. The Sacramento County General Plan was adopted in 2011 with a planning horizon to 2030. Individual elements for the General Plan have since been updated separately. The 2021-2029 Housing Element was adopted in March 2022, with the most recent amendment occurring to the Land Use Element in October 2020. The Land Use Element establishes an Urban Service Boundary (USB) indicating the ultimate boundary of the urban area in the unincorporated County. This boundary is based upon jurisdictional, natural and environmental constraints to urban growth. The entire east side of the City of Rancho Cordova Planning Areas boundary aligns with the Urban Services Boundary, suggesting that growth will not continue east of this boundary except “under extraordinary circumstances” (Sacramento County, 2020). Areas of the City and the District include resource conservation area combining designations to identify areas with special resource management needs. The intent of these areas is to develop programs and incentives to assist landowners with resource protection and enhancement (Sacramento County, 2020).



## 5.4 Agriculture and Open Space

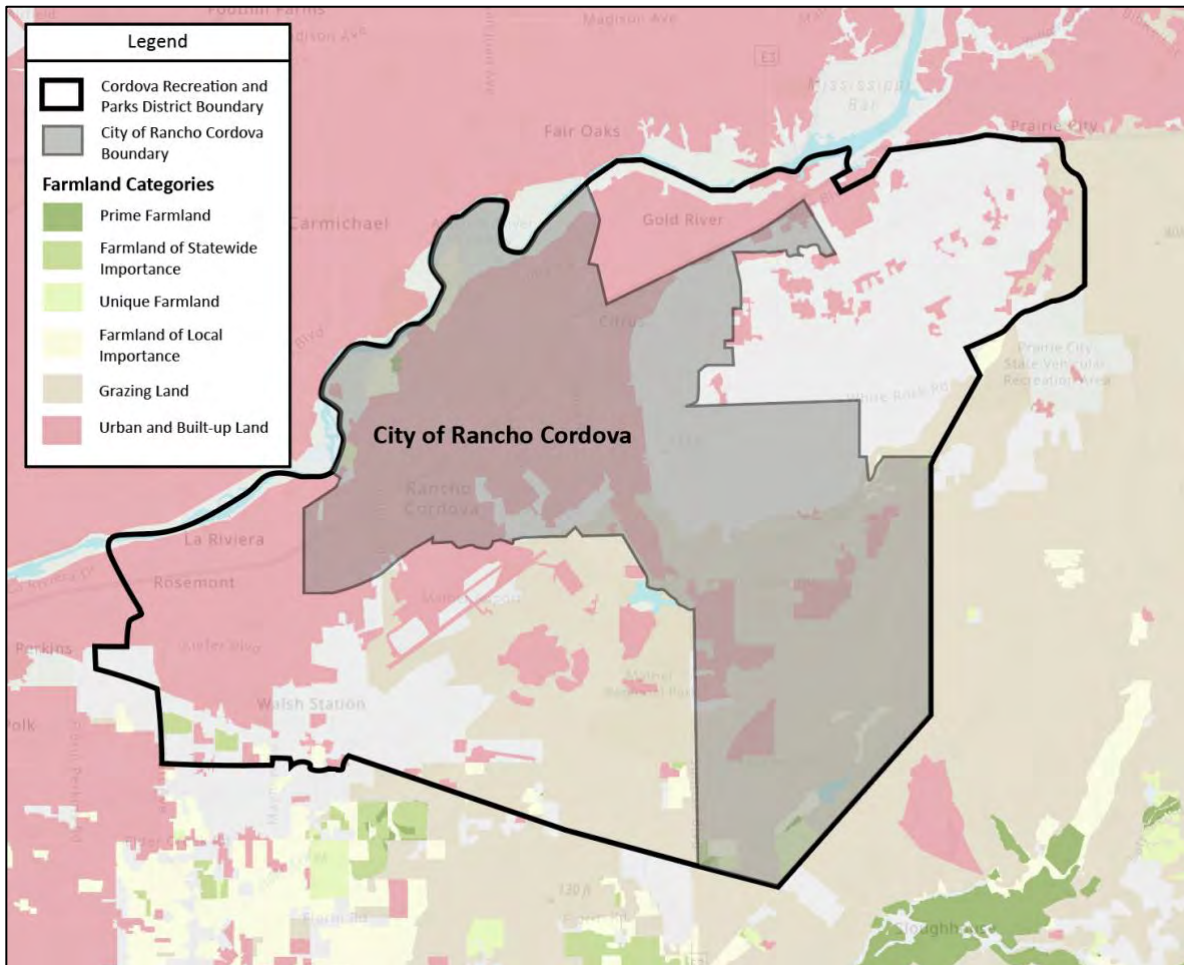
Agricultural land is an essential resource in California, and the CKH Act suggests that an aim of LAFCO is to protect open space and agriculture. LAFCO has an interest in documenting the conversion of agriculture and open space lands to other land use types, such as residential use. LAFCO’s MSRs consider the present and planned land uses in the area, including agriculture and open-space lands. State law empowers LAFCO to “discourage urban sprawl, preserve open-space and prime agricultural lands, and encourage the orderly formation and development of local agencies based upon local conditions and circumstances” through the implementation of LAFCO’s tools such as MSRs and SOIs.

The Cortese-Knox-Hertzberg Local Government Reorganization Act, Government Code Sec. 56064 defines “Prime Agricultural Land” (PAL) as an area of land, whether a single parcel or contiguous parcels, that has not been developed for use other than an agricultural use and that meets any of the following qualifications:

- (1) Land that qualifies, if irrigated for rating as class I or class II in the USDA Natural Resources Conservation Service land use capability classification, whether or not land is actually irrigated, provided that irrigation is feasible;
- (2) Land that qualifies for rating 80 – 100 Storie Index Rating;
- (3) Land that supports livestock used for the production of food and fiber that has an annual carrying capacity equivalent to at least one animal per unit acre as defined by the United States Department of Agriculture in the National Range and Pasture Handbook, Revision 1, December 2003; and
- (4) Land planted with fruit or nut bearing trees, vines, bushes, or crops that have a nonbearing period of less than five years and that will return during the commercial bearing period on an annual basis from production of unprocessed agricultural plant production not less than four hundred (\$400) per acre.

Sacramento LAFCO aims to protect open space and agricultural uses. The California Farmland Mapping and Monitoring Program (FMMP) managed by the California Natural Resources Agency has provided data for agricultural classifications in the City of Rancho Cordova and Sacramento County unincorporated areas as shown in Figure 5-4. 2018 is the year with the most recent mapping data for Sacramento County.

**Figure 5-4: Cordova Recreation and Park District Important Farmland**



Some agricultural land remains in the City boundary and within the CRPD boundary. More extensive agricultural land is found adjacent to the CRPD boundary on the east and south sides. Much of the undeveloped lands within CRPD are classified as grazing land, specifically the southeast and southwest sides of the District. The categories shown include grazing land, farmland of local importance, prime farmland, farmland of statewide importance, and unique farmland (CA Dept. of Conservation, FMMP, 2021). A breakdown in acreage by farmland category type can be seen in Table 5-4.

**Table 5-4: Acreage by Category Type within CRPD Boundary**

Category Type	Acres
Prime Farmland	34.12
Farmland of Statewide Importance	140.30
Unique Farmland	225.10
Farmland of Local Importance	659.23
<i>Source: CA Dept. of Conservation, FMMP, 2021</i>	

In addition to agricultural lands, areas within the CRPD boundary fall within the South Sacramento Habitat Conservation Plan (SSHCP). The SSHCP encompasses a 317,000-acre area in south Sacramento County and streamlines federal and state permitting for development and infrastructure projects while conserving habitat. The Plan Area is divided into two components: inside and outside the Urban Development Area (UDA). All proposed urbanization and some preserves will occur inside the UDA. Most preservation will occur outside of the UDA and help to protect agricultural lands as well as habitat. The majority of the undeveloped land area in CRPD falls under the UDA for the SSHCP. The Plan is part of an interconnected regional preserve system of over 36,000 acres that will be created over the next 50 years to protect twenty-eight plant and wildlife species and their natural habitats.

The City of Rancho Cordova and Sacramento County have the power to approve or disapprove land developments on farmland and open space through their respective General Plans. As mentioned previously, CRPD is not a land use authority, therefore all conversions of agricultural lands and open space would be under the direction of the City and the County within CRPD's boundary.

## **5.5 Jobs/Housing Balance**

Jobs to housing balance is a commonly used planning metric that enumerates the ratio of jobs to housing units. LAFCO utilizes this metric because it is indicative of the socio-economic factors and is required to consider under the following:

- Government code 56001 states that the Legislature recognizes the provision of housing for persons and families of all incomes is an important factor in promoting orderly development under LAFCO's purview.
- Government code 56668 requires the commission to consider 15 (a-q) specific factors when reviewing proposals for change of organization to help inform the Commission in its decision-making process.

The City of Rancho Cordova's 2021-2029 Housing Element describes employment and housing trends for the City. According to Sacramento Agency Council of Governments (SACOG), employment in Rancho Cordova is expected to grow from 59,503 jobs in 2016 to 79,410 jobs in 2040. The City has a very strong employment base with an estimated jobs/housing balance of approximately 2:1, meaning there are two jobs for every household. A jobs/housing balance under 1.5 is a sign of a bedroom or mainly residential community while a jobs/housing balance over 2 is a sign of a jobs-rich community. SACOG's estimates support the impression of Rancho Cordova as a strong jobs center (City of Rancho Cordova, 2021).

## **5.6 Potential Future Development**

The City of Rancho Cordova Planning Area encompasses the majority of the District area. Within the undeveloped areas of the City Planning area the City has defined anticipated development potential in the General Plan Land Use Element. Table 5-5 details the anticipated acreage, dwelling units, population, density, and employment of each planning area. As mentioned previously the Grant Line South Planning Area, the East Planning Area, and portions of the Jackson Planning Area are not within the existing District boundary/SOI.

**Table 5-5: Planning Area Development Potential for the City of Rancho Cordova (2015)**

Planning Area	Acres	Dwelling Units	Density	Population	Employment
Aerojet	5,285	0	0.00	0	4,570
Countryside/Lincoln Village	712	3,558	7.39	8,694	5,715
Downtown	363	2,986	34.12	6,479	16,000
East*	7,353	10,390	1.55	27,781	5,644
Folsom Boulevard	1,629	10,476	24.40	22,936	26,704
Glenborough	1,336	4,434	7.07	10,344	9,747
Grant Line North	1,846	6,916	5.23	16,601	3,634
Grant Line South*	2,490	3,667	1.62	9,816	3,235
Grant Line West	1,307	3,393	2.88	9,043	1,747
Jackson*	8,602	5,806	1.93	15,457	10,753
Mather	6,306	1,982	3.55	5,175	15,841
Rio del Oro	3,768	11,366	5.53	27,987	12,067
Suncreek/Preserve	1,762	9,263	9.20	21,236	1,331
Sunrise Boulevard North	95	630	16.36	1,367	1,561
Sunrise Boulevard South	995	0	0.00	0	14,436
Westborough	1,695	6,078	4.63	15,714	5,521

*Source: City of Rancho Cordova, 2015*  
*\*These planning areas are partially or wholly outside of the existing CRPD boundary.*

The Mather Planning Area encompasses Mather Airfield, an area identified by the County as an area of economic interest. The Airfield is a former military base that transferred from the Federal Government to the County for redevelopment purposes. The County’s objective with the property is to serve as a major catalyst for redevelopment and economic development of surrounding jurisdictions and the Sacramento Region.

In 1965, the California Legislature established provisions in the Subdivision Map Act for the dedication of parkland, called the Quimby Act. This act allows local agencies to establish ordinances requiring residential subdivision developers to provide land or in lieu fees for park and recreation purposes and allow those agencies to specify acceptable uses or restrictions on the expenditures of such lands or fees. New development in the District can fall within the City of Rancho Cordova or Sacramento County, and each require slightly different Quimby parkland dedication for new projects:

- City of Rancho Cordova: 5.00 acres of Quimby parkland per 1,000 residents
- County of Sacramento/Unincorporated: 4.87 acres of Quimby parkland per 1,000 residents

It is anticipated that Quimby parkland dedications for known development projects will add approximately 760 acres of new parkland to CRPD at full buildout.

The District Board adopted a *Master Plan for New Development in Incorporated Areas* in 2014, which provides guidance for the provision of park and recreation facilities related to current and future

development projects (CRPD, 2014a). The *September 2012 Facility Service Level Standards* was incorporated into the 2014 Master Plan. The District is currently refreshing long-term planning guidance through the preparation of a *Parks, Facilities, and Recreation Optimized Plan*. This Plan is anticipated to provide guidance for District-wide provision of park and recreation facilities for 10 plus years. The Optimized Plan is scheduled for completion and adoption by the CRPD Board of Directors by the end of 2023 (CRPD, 2022a).

### **5.6.1 Cordova Hills Development**

The CRPD identified the Cordova Hills development, adjacent to the east boundary of the District along Grant Line Road in unincorporated Sacramento County, as an area with the potential of being incorporated into the District’s Sphere of Influence (SOI) as part of LAFCO’s request for information. The project includes approximately 2,669 acres developed into six distinct Villages in addition to a University/College Campus Center. Each Village is anticipated to include a mix of residential, retail, service centers, parks, and schools.

On March 12, 2013, the County Board of Supervisors approved a Zoning Ordinance Amendment (Ordinance No. SZC 2013-0003) to adopt the Cordova Hills Special Planning Area (SPA). The development will be required to dedicate a total of 106.9 acres of active parks within the Cordova Hills community. The Cordova Hills Master Plan includes 99.1 acres designated as active park and 150.6 acres designated as “Recreation-2” which allows parks and passive open space uses. Funding for all maintenance and operations of the park properties will be provided through one or more of the Cordova Hills Special Financing Districts according to the Cordova Hills Development Agreement between the developers and the County of Sacramento signed September 5, 2013 (County of Sacramento, 2013b).

The District was informed by Sacramento County staff that this development should not be considered as part of CRPD’s SOI. The County is working with the developers to have the parks and recreation service needs for the development met by the homeowner’s association. Therefore, this project will not be included as part of CRPD’s SOI (CRPD staff, personal communication, January 2023). More information on the District’s SOI can be found in Chapter 11.

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## Chapter 6. Disadvantaged Unincorporated Communities

A Disadvantaged Unincorporated Community (DUC) is an unincorporated area of a County in which the annual median household income (MHI) is less than 80 percent of the statewide MHI. The statewide annual median household income (MHI) in California for the year 2021 was \$84,097 (U.S. Census, 2022). The year 2021 is utilized as the baseline year because it is the most recent year for which numerical and spatial (GIS) data is available. Eighty percent of the statewide MHI (2021) equals \$67,228, the threshold used to determine which geographic areas qualify for classification as a disadvantaged community. This DUC analysis used Census Tracts to determine DUCs because this level of analysis provides the most uniform income data available statewide. Data for this report was taken from the 2017-2021 American Community Survey 5-Year Estimates at the census tract level from the Department of Water Resources Disadvantaged Communities Mapping Tool (DWR, 2021).

Within the boundaries of CRPD are located 10 Census Tracts that meets the DUC threshold. Only three of these census tracts are located within the unincorporated areas of Sacramento County and are therefore classified as disadvantaged unincorporated communities as detailed in Table 6-1 below.

**Table 6-1: MHI in Census Tract for Cordova Recreation and Park District**

Census Tract Code (2022)	Census Tract	Population <sup>1</sup>	Number of Households <sup>2</sup>	Median Household Income (2021) <sup>3</sup>
008907	89.07	5,277	1,982	\$66,071
008908	89.08	5,204	1,977	\$62,866
008911	89.11	2,434	872	\$48,077
008913	89.13	4,320	1,618	\$60,318
<b>009005</b>	<b>90.05*</b>	<b>3,511</b>	<b>1,200</b>	<b>\$55,833</b>
009006	90.06	5,649	1,816	\$57,333
009007	90.07	3,084	971	\$42,879
009008	90.08	5,143	1,855	\$66,022
<b>009105</b>	<b>91.05*</b>	<b>2,905</b>	<b>1,022</b>	<b>\$61,667</b>
<b>009110</b>	<b>91.10*</b>	<b>1,873</b>	<b>774</b>	<b>\$41,630</b>

Source: US Census

<sup>1</sup>Population numbers are from the 2020 Decennial census (Table P1)

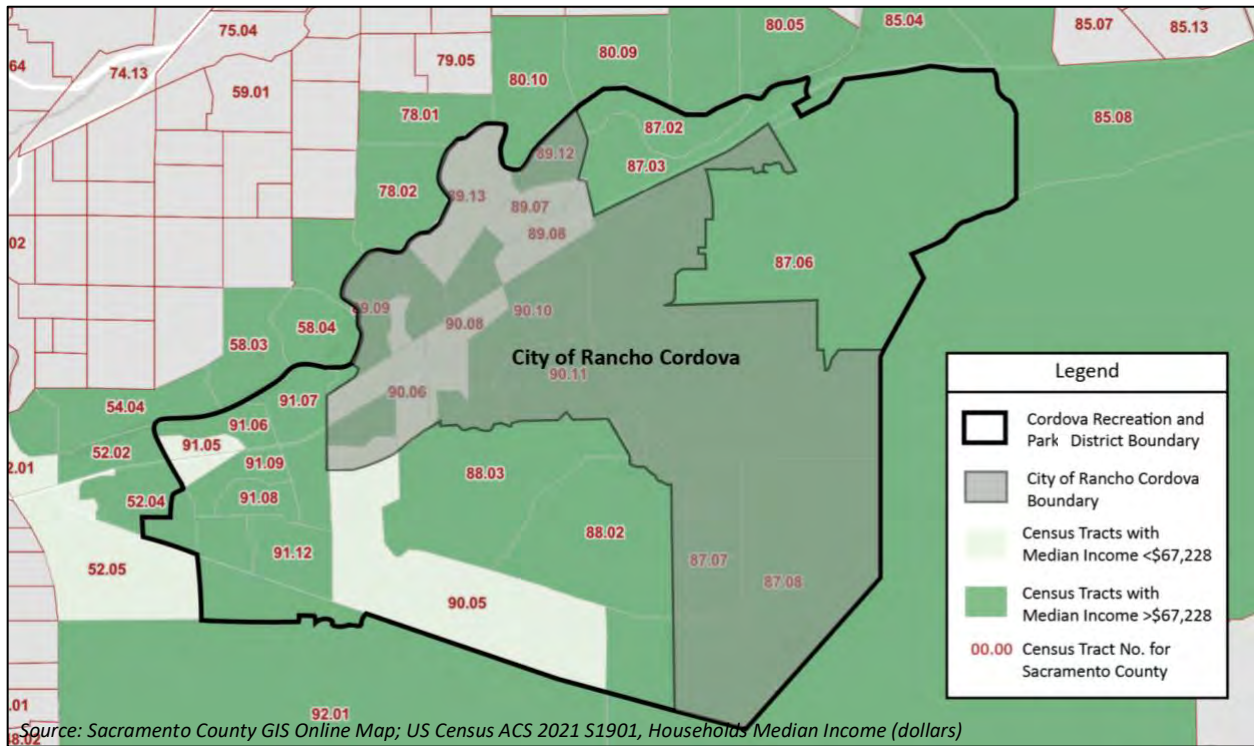
<sup>2</sup>Total households comes from the 2021 American Community Survey 5-Year Estimates (Table DP02)

<sup>3</sup>Median household income is from the 2021 American Community Survey 5-Year Estimates (Table S1901)

\*Census Tracts located within unincorporated Sacramento County within CRPD boundaries

In addition, there is one Census Tract (52.05) adjacent to the CRPD boundary on the west side as shown in Figure 6-1 that also qualifies as a DUC.

**Figure 6-1: Census Tracts by Median Income within CRPD Boundary (2021)**



The California State Parks Community FactFinder tool analyzes demographics and park acres within a half mile of a selected point. The CRPD used this tool to identify disadvantaged communities with an average per capita income within the range of \$42,737 - \$56,982, and severely disadvantaged community defined by an average per capita annual income of less than \$42,737. The CRPD provided consultants with an analysis of demographics and park acres within a half mile of a selected point using this tool as shown in Table 6-2.

**Table 6-2: California State Parks Community FactFinder Tool Data within ½ Mile of Selected Point**

<b>White Rock Community Park (White Rock / Cordova Town Community)</b>	
Selected Point Latitude, Longitude	38.58479111,-121.30017757
Census Tract	90.08
Total Population	6,416
Youth Population	1,833
Senior Population	586
Median Household Income	\$54,242
Per Capita Income	\$24,270
People in Poverty	1,441
Households Without Access to a Car	249
Parks Total Area	13.29 acres
<b>Parks per 1,000 People</b>	<b>2.07 acres</b>



<b>Salmon Falls Park (Larchmont Community)</b>	
Selected Point Latitude, Longitude	38.56034847,-121.37193203
Census Tract	91.05
Total Population	5,868
Youth Population	1,307
Senior Population	715
Median Household Income	\$56,090
Per Capita Income	\$28,235
People in Poverty	1,556
Households Without Access to a Car	205
Parks Total Area	9.02 acres
<b>Parks per 1,000 People</b>	<b>1.54 acres</b>
<b>Dave Roberts Community Park (Walnut Wood Community)</b>	
Selected Point Latitude, Longitude	38.61190950,-121.28056526
Census Tract	89.13
Total Population	5,709
Youth Population	1,270
Senior Population	810
Median Household Income	\$58,664
Per Capita Income	\$26,904
People in Poverty	823
Households Without Access to a Car	134
Parks Total Area	42.04 acres
<b>Parks per 1,000 People</b>	<b>7.36 acres</b>
<b>Countryside Park (Countryside Community)</b>	
Selected Point Latitude, Longitude	38.57233013,-121.31412506
Census Tract	90.06
Total Population	5,474
Youth Population	1,573
Senior Population	648
Median Household Income	\$53,080
Per Capita Income	\$21,977
People in Poverty	967
Households Without Access to a Car	117
Parks Total Area	10.88 acres
<b>Parks per 1,000 People</b>	<b>1.99 acres</b>

The District does not meet its goal of 5 acres of park per 1,000 residents as shown in Table 6-2 for the residents within a ½ mile radius of the neighborhood parks of Salmon Falls and Countryside as well as the

White Rock Community park. Only one of these three parks, the Salmon Falls neighborhood park, is located within census tracts that have been identified by consultants as within the unincorporated area of Sacramento County. The Salmon Falls neighborhood park is located within DUC Census Tract 91.05 and provides only 1.54 acres of parks per 1,000 people.

The unincorporated areas are provided numerous public services. Water service to the DUCs is provided by the California American Water Company (Cal Am) or the Sacramento County Water Agency. Wastewater service is provided by Sacramento Area Sewer District (SacSewer) and Sacramento County Regional Sanitation District (Regional San). Fire protection services are provided by the Sacramento Metropolitan Fire District (Sac Metro Fire). Due to these areas receiving the essential municipal services of water, wastewater, and structural fire protection, there are no communities within the existing CRPD boundary or adjacent to the District’s boundary that lack these three public services, and no health or safety issues have been identified.

**Recommendation:** The consultant recommends CRPD consider including the feasibility of expanding parks facilities or adding new parks facilities within the Salmon Falls neighborhood park geographic area during the Optimized Plan process in order to increase park facilities to meet the CRPD goal of 5 acres of park per 1,000 residents.

## Chapter 7. Present and Planned Capacity of Public Facilities and Services

The Cordova Recreation and Park District provides leisure facilities and recreation programs within its boundaries. Facilities include community and neighborhood parks, community pools and splash parks, dog parks, an 18-hole golf course, a sports center, and landscape/trail maintenance. Programs for the District include Adults 50+ programming, youth and adult sports, youth activities, adult leisure programs, and aquatics programs.

### 7.1 Facilities and Service Overview

The District manages 43 parks, 10 community parks and 33 neighborhood parks, totaling 372 acres throughout the District. The full list of community and neighborhood parks can be seen Appendix A. In addition, the District manages approximately 218 acres of recreational land in trail corridor parcels, a golf course and a former shooting center currently being reimaged for a different recreation use. The District has a total of 590 acres of recreational land in its inventory. The District also owns and maintains approximately 40 acres of landscaped corridor parcels that are not included in the recreational land acreage. The District manages multiple community centers including the HYDE Out Teen Center, the Hagan Community Center and Barn, the Neil Orchard Senior Activities Center, the White Rock Community Clubhouse, and the Cordova Golf Course facility. The high level of services provided at the parks and community facility locations include unique opportunities for residents such as the Future Farms of America (FFA) program in partnerships with Cordova High School and Soil Born Farm (CRPD, 2022a; CRPD, 2022b).

#### 7.1.1 *Existing District Planning Documents*

In order to plan for maintenance and growth of the District’s present and planned facilities and services, the District has developed and adopted multiple documents as described below:

- *Cordova Recreation & Park District Inventory & Assessment Plan – Final (2012)*: This document serves as the Districts Strategic Master Plan to proactively address current and future growth needs for the next 10 years. This document is outdated as of 2022, however the District is currently in the process of creating the *Parks, Facilities, and Recreation Optimized Plan*.
- *Master Plan for Incorporated Areas (2014)*: This document focuses on future development areas within the Rancho Cordova City Limits and should be updated every five to ten years.
- *Park Impact Fee Nexus Study (2014)*: This study provides the basis of the District’s Park Fee Program to fund new parks and improvements in the incorporated City of Rancho Cordova areas of the District. The City implements this fee through development agreements and Conditions of Approval, applying to all future residential development within the District that is not subject to development agreements that mitigate the park impacts. AB 602 requires that nexus studies and

associated impact fee programs be updated every eight years, from the period beginning on January 1, 2022.

- *Park Impact Fee Nexus Study for Unincorporated County Areas (2021)*: This study provides the basis of the District’s Park Fee Program to fund new parks and improvements in the unincorporated Sacramento County areas of the District. This fee is negotiated and implemented through park development agreements and Conditions of Approval on a per development basis.
- *Design & Construction Standards Manual (2021)*: This manual is intended for designers, developers, contractors, and consultants working on park projects in the District.
- *Reserve Study (2014)*: CRPD contracted with the Browning Reserve Group (BRG) to conduct a Reserve Study of the District General Fund, PMRID Community Regional Parks and Facilities, PMRID Gold River, Cordova Golf Course, Independence at Mather, PMRID Rancho Cordova, PMRID Rosemont, Larchmont, Riviera East, Sunridge, and Villages of Zinfandel.
- *Capital Improvement Plan (2019-2024)*: The District has a current Capital Improvement Plan (CIP) that is reviewed and updated regularly to implement the community’s changing needs, priorities, and funding opportunities.

As mentioned previously, the District is in the process of producing the *Parks, Facilities, and Recreation Optimized Plan*. This Plan is anticipated to provide guidance for District-wide provision of park and recreation facilities for 10 plus years. This Plan is scheduled for completion and adoption by the CRPD Board of Directors by the end of 2023 (CRPD, 2022a).

## **7.2 Recreational Programming**

The District offers numerous classes and programs throughout the year at its various parks and community facilities. These are divided into the following categories and include:

- **Early Childhood:** Zumbini, gymnastics, baby ballet, pre-ballet, tennis lessons, soccer leagues, and pee wee sports. The District runs a Preschool Program that is Science, Technology, Engineering, Art, and Math (STEAM) focused for children 3 years of age to 4 years 9 months;
- **Youth Programs:** Park adventures, youth game nights, gymnastics, dance, tennis lessons, pee wee sports, kingdom taekwondo, kingdom basketball, soccer training, futsal factory, junior tennis, swim lessons and clinics, and sports camps. There are sports leagues for flag football, basketball, soccer, and street hockey as well as various arts and entertainment options such as cooking with kids;
- **Teen Programs:** After-school teen program at the HYDE Out, youth advisory committee, teen late nights, teen all-stars, teen outdoor adventures, babysitter training, career workshops with CRPD, swim lessons, swim team, and synchronized swim team;

- **Adult Programs:** Kingdom Taekwondo, Tai Chi, Pilates, yoga, exercise, friends through fitness, jump roping, adult and pediatric CPR training, walking to get fit, country line dancing, advanced country line dancing, adult sports leagues, and trips and excursions;
- **Active Senior Programs:** Neil Orchard Senior Activities Center (NOSAC) Membership activities, advanced country line dancing, intro/beginner line dancing, Pilates, Intermediate beginner line dancing, yoga, Tai Chi, walking to get fit, Zumba gold, exercise, computer classes, smart phone classes, and arts and crafts. The NOSAC also offers free information presentations, a senior center newsletter, a Senior Advisory Board, and special events and excursions; and
- **Aquatics Programs:** Season passes to the Cordova Community Pool and Lincoln Village Community Pool; rentals for events; public swim; community spray parks; group swim lessons for infants, toddlers, children, teens, and adults; private swim lessons; lap swim; lifeguard training; swim conditioning clinics; synchronized swimming clinics; and two swim teams, the Cordova Blue Marlins and the Cordova Cordettes (synchronized swim team).

In addition to the above listed classes and programs, the District offers multiple camps for kids including sports camps; outdoor adventure camps; and a Science, Technology, Engineering, Art, and Math (STEAM) camp. More details on the District’s programs can be found in Appendix B, the District Recreation Activity Guide for Spring/Summer 2022.

## 7.3 Parks and Community Center Services

### 7.3.1 *Neighborhood and Community Parks*

The 43 parks offer residents and visitors various amenities including picnic tables, playgrounds, restrooms, basketball courts, splash/spray pads, soccer fields, multi-use fields, softball and/or baseball fields, little league fields, tennis courts, and various other similar amenities. A few large community parks offer more specialized services including Hagan Community Park and Barn, the Mather Sports Complex, and the Heron Landing Community Park. The Mather Sports Complex offers multiple synthetic turf fields for various sports as well as a skate park, outdoor inline hockey rink and pétanque courts. A list of common park amenities, the number of parks that offer those amenities by park type, and the percent of total by type can be seen in Table 7-1.

**Table 7-1: Number of CRPD Parks by Type with Common Amenities and as a Percent of Type Total**

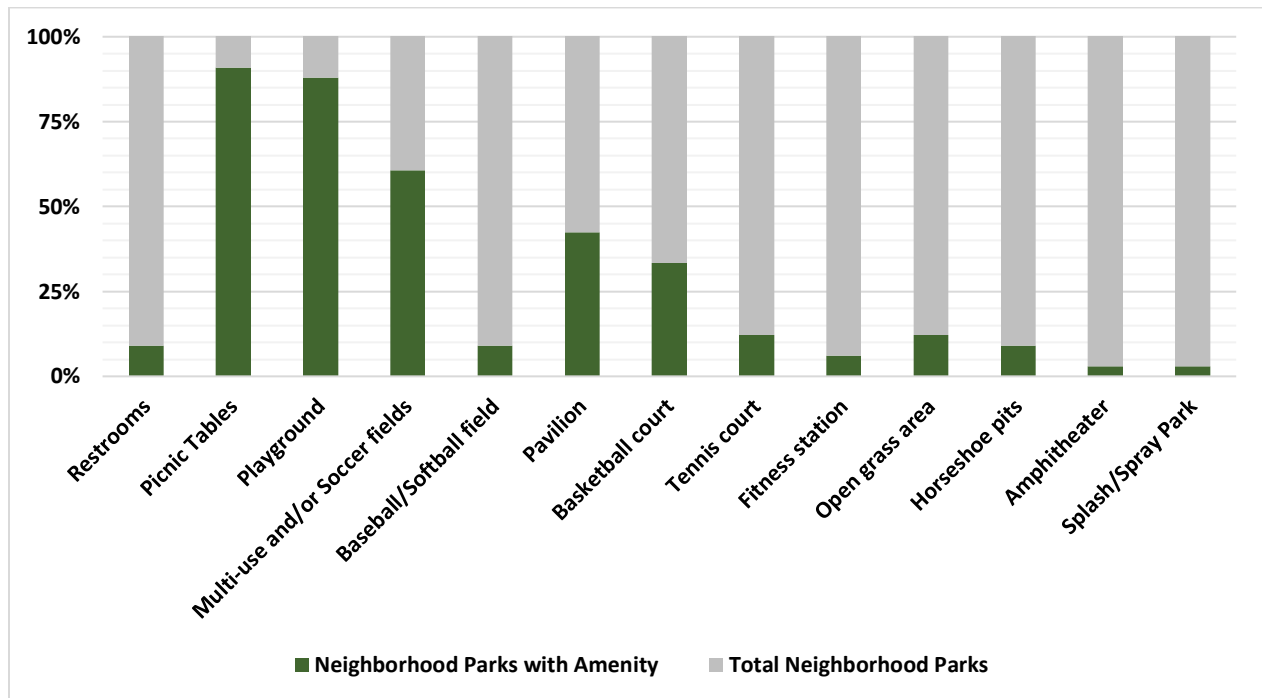
Amenities	No. of Neighborhood Parks	Percent of Total	No. of Community Parks	Percent of Total
Restrooms	3	9%	8	80%
Picnic Tables	30	91%	9	90%
Playground	29	88%	9	90%
Multi-use and/or Soccer fields	20	61%	10	100%
Baseball/Softball field	3	9%	8	80%
Pavilion	14	42%	6	60%

Amenities	No. of Neighborhood Parks	Percent of Total	No. of Community Parks	Percent of Total
Basketball court	11	33%	3	30%
Tennis court	4	12%	5	50%
Fitness station	2	6%	1	10%
Open grass area	4	12%	0	0%
Horseshoe pits	3	9%	0	0%
Splash/Spray Park	1	6%	4	30%

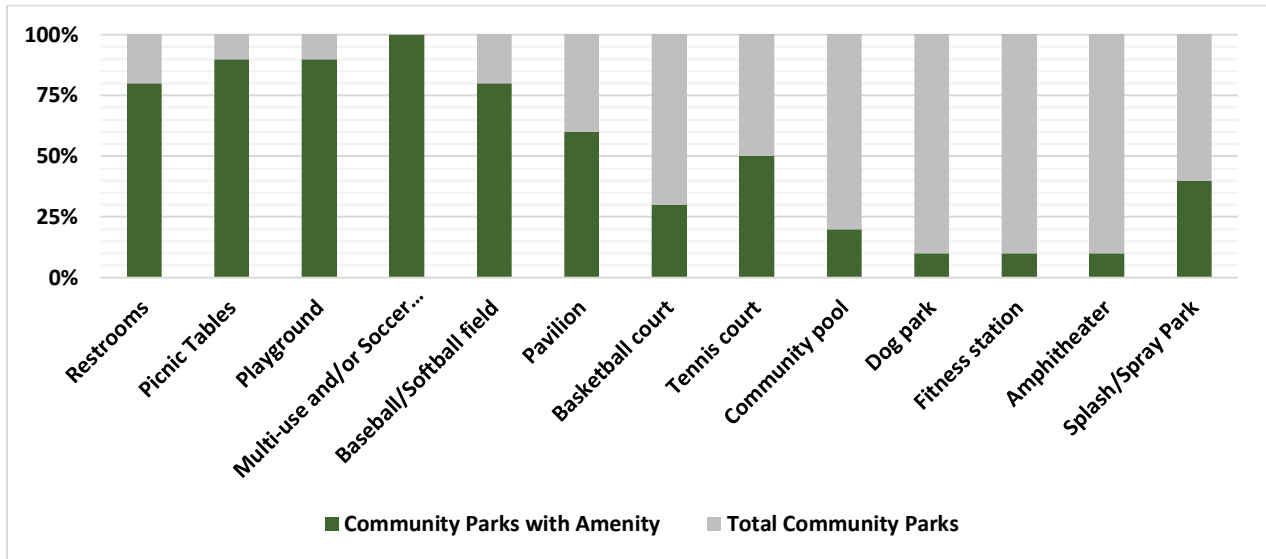
*Source: CRPD, 2022a*

Figure 7-1 and Figure 7-2 show the percentage of amenities available by neighborhood park and community park compared to the total of each park type in graphic form.

**Figure 7-1: Percentage of Neighborhood Parks with Common Amenity Compared to Total Neighborhood Parks**



**Figure 7-2: Percentage of Community Parks with Common Amenity Compared to Total Community Parks**



A vast majority of the parks offer picnic tables, playgrounds, and multi-use and/or soccer fields. Nine percent of neighborhood parks and 80 percent of community parks have restrooms available for visitors. Roughly a quarter of all parks offer baseball and/or softball fields, basketball courts, and tennis courts. In addition to the amenities listed above, the District manages one dog park, two community pools, two amphitheater, and five parks with splash/spray pads for kids.

### 7.3.2 District Community Centers and Other Service Areas

The District manages eight facility locations as well as trails and landscape maintenance. Table 7-2 lists District facilities by location, size, and description of services and Table 7-3 lists trails and landscape maintenance areas.

**Table 7-2: District Facility by Location, Size, and Description**

Facility Name	Location	Size	Description/Amenities/Programs
The Center Property	111551 Douglas Rd Rancho Cordova	73.27 acres	Open and undeveloped property. Formerly the Shooting Center which closed in 2017.
Cordova Golf Course	9425 Jackson Rd Rancho Cordova	82.33 acres	18-hole public golf course consists of a lighted driving range, pro shop, restaurant, and practice green.
Hagan Community Barn	2197 Chase Dr Rancho Cordova	1,300 sq ft	Dedicated to sharing farm animals with the community and teaching youth about farm-to-fork principles. Tours and rentable parties available.

Hagan Community Center	Building 1 2197 Chase Dr Rancho Cordova	3,800 sq ft	Restrooms, meeting and event space, tables and chairs, prep kitchen, on-site staff, and an outside patio. The District runs various camps at this location. The rooms are available to rent for wedding receptions, reunions, dances, private parties, and other group activities.
	Building 3 2197 Chase Dr Rancho Cordova	1,000 sq ft	Meeting space, preschool and rental space
The HYDE Out Teen Center and CRPD Staff Offices	Building 2 2197 Chase Dr Rancho Cordova	6,500 sq ft	Staff offices, meeting space, gaming tables, restrooms, meeting and event space, tables and chairs, snack food and beverage. Open to 6 <sup>th</sup> – 12 <sup>th</sup> graders when school is in session
Mather Sports Center	3755 Shriever Ave Mather	27,800 sq ft	Gymnasium, dance studio, weight room, cardio room, three racquetball courts, and locker rooms. Adjacent to Mather Sports Complex.
Neil Orchard Senior Activities Center	3480 Routier Road Sacramento	10,000 sq ft	Offers programs for seniors and the general community in arts and crafts, bingo, nutrition, health checks, legal services, martial arts, trips, and special events.
White Rock Community Clubhouse	10488 White Rock Rd Rancho Cordova	3,575 sq ft	Meeting and event space, restrooms, tables and chairs, prep kitchen. Updated in 2011. Adjacent to White Rock Community Park.
<i>Source: CRPD, 2022a</i>			

**Table 7-3: Trails and Maintenance Areas for CRPD**

Name	Areas Included	Total Acres	Maintenance Description	Type
Villages of Zinfandel Trail Corridor	<ul style="list-style-type: none"> <li>Corvina Trail</li> <li>North Mather Trail</li> <li>Alexander Trail</li> <li>Stone Creek Veranda Trail</li> <li>Other miscellaneous trail corridors</li> </ul>	57.23	Sidewalk, entry and sound wall, plants, trees, turf, and irrigation	Trails
CRPD Trail Easements	<ul style="list-style-type: none"> <li>Anatolia I and II Trail</li> <li>Corridor Parcels</li> </ul>	5.42	Sidewalk, entry monument, sound wall, mowing curb, bike pathway, plants, trees, turf, and irrigation.	Trail Easements for maintenance.



<p>CRPD Landscape Maintenance Areas</p>	<ul style="list-style-type: none"> <li>• Villages of Zinfandel Maintenance Areas</li> <li>• Anatolia I and II Landscape Maintenance Areas</li> <li>• Anatolia III Landscape Maintenance Area</li> <li>• Sunridge Development Landscape Maintenance Area</li> <li>• Somerset Ranch Landscape Maintenance Area</li> </ul>	<p>40.79</p>	<p>Sidewalk, entry monument, sound wall, mowing curb, plants, trees, turf and irrigation.</p>	<p>Landscape Corridor Maintenance Areas adjacent to public streets.</p>
<p><i>Source: CRPD, 2022a</i></p>				

## Cordova Golf Course

The Cordova Golf Course features three sets of tees to test all skill levels, a lighted driving range, a practice putting/chipping green, electric golf carts, push carts, and a pro shop. Private or group golf lessons are available for all levels and junior golf clinics for kids ages 6-18. Instructors are PGA professionals or former PGA Tour players. Multiple leagues play at the Cordova Golf Course including the Cordova Golf Club, Cordova Women’s Club, Cordova Couples Club, The Chippers, The Bandits, the Friday Group, and the 45’ers. The facility welcomes tournaments and can accommodate up to 70 players riding in electric golf carts, plus another 20 walkers. Services include hole assignments, cart tags, scoring and more. Shotgun starts are available depending on number of players and the time of day for tee off (CRPD, 2022c).

## 7.4 Facilities and Services Standards

### 7.4.1 *Districtwide Standards*

The District developed a *Master Plan for New Development in Incorporated Areas* in 2014 for areas of the City of Rancho Cordova that were incorporated, but not yet developed. As part of this document, the District’s *Inventory and Assessment Plan* (produced in 2012) was incorporated and provides refined goals and strategies for District standards, including land and facilities.

The CRPD went through an administrative change on February 16, 2012. Under the new team, the Board of Directors and staff made the decision to revise park development standards to make park facilities attractive, reasonable, and financially sustainable. These changes to make the park program more sustainable were as follows:

- (1) Neighborhood parks would be more passive in nature and community parks more active in nature;
- (2) The park program would also include larger, but limited district-wide attractions and facilities;

- (3) Move sports facilities and restrooms from neighborhood parks to community parks;
- (4) Increase flexibility in field use by reducing limited-use and enhancing multi-use fields;
- (5) Reducing the total number of spray ground facilities in neighborhood parks and replacing with enhanced facilities in community parks;
- (6) Replacing full-court basketball in neighborhood parks with half-court facilities; and
- (7) Eliminating CRPD-built football field and track facilities and entering into agreements with the four school districts within CRPD boundaries to utilize football and track facilities in a joint-use format.

The District's goal as described in the *Inventory and Assessment Plan (2012)* is to provide 5 acres of neighborhood and community parks per 1,000 residents to meet QUIMBY requirements (CRPD, 2014a).

### Service Level Standards

As part of the Inventory Assessment Plan, the District adopted service level standards in 2014. These standards were created by a consultant utilizing comparisons with other nearby parks and recreation agencies, the National Recreation and Park Association (NRPA) guidelines, standards established by the Quimby Act in California, and recreation activity participation rates reported by American Sports Data as it applies to activities that occur in the United States. Park service areas and standards are defined as follows:

- Neighborhood Park Standards  
The CRPD Inventory and Assessment Plan defines neighborhood parks as parks that are 2 acres to 15 acres in size with passive programming and a service radius area of  $\frac{1}{2}$  to  $\frac{3}{4}$  of a mile. Neighborhood parks should have residential street frontage on three sides (elementary school property may substitute for one street) and typically have: 1) play structure serving toddlers to 5 years old and 5 to 10 years old; 2) Group shade/picnic areas, small and medium sized; and 3) Furnishings such as benches, picnic tables, barbecues (small), and trash cans (CRPD, 2014a). The District's philosophy is for neighborhood parks to be more passive in nature.
- Community Park Standards  
Community Parks are defined in the same plan as parks that are 15 acres or greater in size with active programming with a service radius of 1 – 1  $\frac{1}{2}$  miles. Community parks should be centralized in villages and community areas, bordered on two sides with residential street frontage and one side with connector roads. Community parks have active programming and typically have: 1) Restrooms; 2) Play structures – community sized; 3) Group shade/picnic areas, large and small; 4) Furnishings such as benches, picnic tables, barbecues (large and small), drinking fountains, trash cans, bike racks, etc.; and 5) Horseshoes – 2 court. The District's philosophy is for community parks to be more active in nature.
- District-wide Facilities  
These facilities serve the entire District such as the Office Complex and Corporation Yard. These should be constructed in centralized locations near to or on Community Park property.

- Urban Plazas  
This type of facility is considered parks that are urban in nature with a plaza-like feel and are acceptable in commercial and densely urbanized areas. This type of facility is eligible for Quimby credit and is reviewed and credited by the District on a case-by-case basis.
- Other than Quimby Parkland  
Any parkland outside of the 5 acres per 1,000 population is owned and maintained by the City, County, PAO or HAO in which it is located. The District can enter into an MOU to maintain these facilities only if fully funded.

The final service levels for the District were approved by the Board of Directors in 2014. The final service levels are included for review in Appendix C.

### 7.4.2 Industry Standards

CRPD utilizes benchmark local and regional park districts to measure the recreation services the District provides, the facilities offered, amenities, and fees associated with programming. The current Facility Service Level Standards adopted by the Board in 2014 are rooted in an analysis of service levels of national, state, and local parks and recreation providers. The national and state comparisons included National Recreation and Park Association (NRPA) guidelines, standards established by California’s Quimby Act and national recreation activity participation rates reported by American Sports Data. The local comparisons were Cosumnes Services District, City of Roseville, and City of Folsom. CRPD’s service level program was tempered with hierarchical needs-based analysis performed by PROS Consulting to generate a service level that is flexible, operationally feasible, financially sustainable and addresses community needs. CRPD’s service levels reflect industry standards and measurements tempered by local considerations (CRPD, 2022a).

In addition, the District reviews the information developed by the National Recreation and Parks Association (NRPA) which provides best practices and guidelines (CRPD, 2022a). The National Recreation and Park Association (NRPA) delivers park and recreation professionals national data to inform current and future decisions and equip leaders with insights that help them make the case to key stakeholders and elected officials for greater, more sustainable funding (NRPA, 2022). *The 2022 NRPA Agency Performance Review* summarizes the key findings from NRPA Park Metrics — the benchmarking resource that assists park and recreation professionals in the effective management and planning of their operating resources and capital facilities (NRPA, 2022). The District informed consultants that the District is meeting benchmarks similar to other local parks and recreation agency providers in the area including Southgate Recreation & Park District in South Sacramento, Sunrise Recreation and Park District, and El Dorado Hills Community Services District (District Staff, personal communication, December 2022).

### Parks Facilities

The data presented in the *2022 NRPA Agency Performance Review* allows for comparisons between “typical” agencies using jurisdiction population or population density. The population density options range from less than 20,000 to more than 250,000 (NRPA, 2022). The CRPD lands within the 100,000 to 250,000 population range used in the report with an existing population of approximately 128,000 (CRPD,

2022a). The report provides a list of park facilities metrics for agencies within the 100,000 to 250,000 population range. Table 7-4 below shows the metric, the median for agencies within that population range, the lower quartile, the upper quartile, and the level provided by CRPD.

**Table 7-4: NRPA Metrics for Agencies with 100,000 to 250,000 Population Range**

Metric	Median	Lower Quartile	Upper Quartile	CRPD Service Level
Residents per park	3,170	2,205	5,854	2,977
Acres of Parkland per 1,000 residents	8.9 acres	4.6 acres	16.3 acres	4.6 acres
<b>Outdoor Park and Recreation Facilities by Median Number of Residents per Facility</b>				
Playgrounds	4,936			2,415
Basketball courts	8,870			5,565
Tennis courts	7,264			8,000
Multipurpose Fields	12,505			4,571
Swimming Pools	69,051			64,000
Skate Parks	103,438			64,000
Soccer fields (adult)	19,530			16,000
Multipurpose synthetic fields	54,050			25,600
Baseball fields (adult)	41,829			18,286
Softball fields (adult)	27,418			9,846
<i>Source: NRPA, 2022; Staff, personal communication, April 2023</i>				

CRPD ranks in the lower quartile of agencies that responded to the NRPA within the 100,000 to 250,000 population range for number of residents per park and acres of parkland per 1,000 residents. This is not surprising based on the District’s population and the wide population range used for these metrics. The District falling below the median, but above the lower quartile suggests that the District is maintaining adequate facilities for residents when compared to other agencies nationwide with similar populations.

For outdoor park and recreation facilities, the District provides more facilities based on the median number of residents per facility when compared to the national median for playgrounds, basketball courts, multipurpose fields, swimming pools, skate parks, soccer fields, multipurpose synthetic fields, and baseball and softball fields. The District provides less facilities based on the number of residents per facility when compared to the national median for tennis courts. Based on the higher number of facilities the District provides compared to national agencies with a similar population, the District is providing a higher level of service for residents in regard to outdoor parks and recreation facilities.

### Programming

Programming provided by agencies nationally span a variety of park and recreation activities. Registration fees for special programming are the largest source of non-tax revenue for most agencies with typical agencies offering 179 programs each year (NRPA, 2022). Key programming activities offered by at least seven in 10 park and recreation agencies include:

- Themed special events (offered by 90 percent of agencies)
- Social recreation events (88 percent)
- Team sports (87 percent)
- Fitness enhancement classes (82 percent)
- Health and wellness education (80 percent)
- Individual sports (76 percent)
- Safety training (72 percent)
- Racquet sports (71 percent)
- Aquatics (70 percent)

Source: NRPA, 2022

The CRPD provides programming activities in all of the categories described above. More information on the spring and summer programs typically offered by the District can be found in Appendix B. The NRPA also looked at targeted programs for children, seniors, and people with disabilities. Table 7-5 below lists programs reviewed by the report and the percent of agencies which offer those programs that have a jurisdictional population of 100,000 to 250,000. Programs that CRPD offers have a check mark next to them.

**Table 7-5: Programs for Children, Seniors, and People with Disabilities by Percent of Agencies with 100,000 to 250,000 Population**

Metric	100,000 to 250,000	CRPD Offers Programming (✓)
Summer Camps	88%	✓
Specific senior programs	86%	✓
Specific teen programs	76%	✓
Programs for people with disabilities	77%	✓
Science, technology, engineering, and math (STEM) programs	68%	✓
After-school programs	63%	✓
Preschool	38%	✓
Before-school programs	17%	
Full daycare	3%	
Source: NRPA, 2022; CRPD Amenities <a href="https://crpd.com/parks-facilities/">https://crpd.com/parks-facilities/</a> ; District Staff, personal communication, April 2023		

The District provides programming for the majority of the metrics listed in Table 7-5 above. For those which it does not provide programming, less than 20 percent of agencies nationwide with a similar population offer those programs.

## 7.5 Infrastructure

The District maintains a wide variety of infrastructure that supports recreation and parks activities. Types of infrastructure include picnic area tables and concrete pad sites, park benches, trash receptacles, water

fountains, dog waste stations, irrigation pumps, monument and wayfinding signage, kiosk and message boards, bocce ball courts, horse shoe pits, playgrounds, shade structures, sports fields, bleachers, sports courts, bike racks, turf and landscaping, skate parks, aquatic and spray parks, event facilities, offsite structures, parking, irrigation systems, restrooms, sidewalks, BBQ grills, landscaping, and walking trails among others at various locations throughout the District (CRPD, 2022a). A detailed inventory of infrastructure managed by the District that was conducted in 2012 can be found in Appendix D. For ease of reference, consultants have provided a short summary of some of the large-scale community center and aquatic infrastructure in the following section. A list of all fixed assets owned and maintained by the District provided to consultants in 2022 can be seen in Appendix E.

## 7.5.1 Community Center and Aquatic Infrastructure

### Hagan Community Park



Hagan Community Park is an older 80-acre community park (60 acres irrigated) that serves as the flagship park of the District. The park houses the District Offices and meeting facilities and is utilized heavily. Hagan is situated adjacent to Cordova High School and Mills Middle School and the schools use its assets during the day (CRPD, 2012). The park includes four lit tennis courts, three playground areas, trails, group picnic areas, benches, bleachers, drinking fountains, two large multipurpose fields, one small multipurpose field, three large baseball fields, one full size basketball court, a shuffleboard court, horseshoe pits, restrooms, signage, a dog park, and the Sacramento Valley Live Streamers Railroad museum that includes a 7-1/2" and 4-3/4" gauge train track and train switching yard housing model train cars (CRPD, 2022a; 2012). Other infrastructure highlights for this park are detailed below.

#### **District Offices & Maintenance Yard**

The District offices include 25,419 square feet of office, meeting, storage and ancillary space. The District's only maintenance yard has an office building with three offices, conference room and restroom. Additional buildings include the mechanics building, special projects building, pole barn, breakroom building, and storage facilities. There are onsite gas tanks, sand and gravel bays, and a grease pit. The area is fenced, fully lighted, and has security cameras (CRPD, 2022a; 2012).

#### **Cordova Community Pool**

The outdoor Cordova Community Pool at Hagan Community Park was replaced in 2012 to provide two swimming pools, mechanical systems, a new spray feature, shade canopies, and zero depth entry in the activity pool (District staff, personal communication, April 2023). The competitive pool includes a one-meter diving board, eight deep water swimming lanes, and two warm-up/cool-down lanes (CRPD, 2022b).

The renovation included a new 3,604 square-foot equipment/locker room building, new pool decking with pedestrian lighting, new fencing in the pool area, replacement of existing fencing to meet a “no-climb-over” requirement and related site work (Sullivan, 2021).

### **Hagan Community Center & Barn**

The Hagan Community Center includes three buildings available for rent through the District. Building (1) is a 2,280 square feet multipurpose room that can seat 200. The building includes a prep kitchen and patio. Building (2) is the HYDE Out Teen Center, a 1,520 square feet multipurpose room that includes a pool table, video games, ping-pong table, foosball table and casual seating. Building (3) is a small multipurpose room that can seat 20 (CRPD, 2022b). The District manages a petting zoo with free public access run by volunteers in a pole barn and small fenced pasture area.

### **Mather Sports Complex**



Mather Sports Complex (MSC) is a 32. 1 acre community park also functioning as a special use complex. The complex serves as the District and regional sports destination, featuring athletic facilities for baseball, soccer, basketball, racquetball and dance, in addition to cardio and weight rooms. The complex includes picnic areas, one playground area, a skate park and trails. There are twenty pétanque courts with spectator seating, four picnic tables, benches, and trash barrels; as well as one roller hockey rink with a moveable plastic boundary fence and basketball court overlay. The hockey rink moveable walls allow for multiple options in court sizing. There is also an 832 square foot restroom with men’s and women’s facilities, bike rack and drinking fountain. Other infrastructure highlights for this park are detailed below (CRPD, 2022a; 2022b; 2012).

### **Fields**

There are three non-mounded, irrigated, lighted and synthetic diamond fields with alternating soccer field overlays. These fields can be used for baseball or softball and include covered player’s area, pitching warm-up boxes, storage areas, trash receptacles, drinking fountains, electronic scoreboards, scorer’s areas, spectator stands, metal bleachers and metal picnic tables. There is a concession stand with restrooms and shade sails. There is also one large, mounded natural turf baseball field that is engineered, irrigated and include covered players areas, pitching warm-up boxes, and multi-level spectator bleachers; and two large synthetic multipurpose fields that are lighted and irrigated with benches, spectator seating, trash receptacles, and goal stops (CRPD, 2022a; 2022b; 2012).

### **Mather Gymnasium, Recreation/Fitness Center**

The Recreation Center is 24,800 square feet and includes a full-size gymnasium/basketball court with two cross courts, an indoor main volleyball court with three cross courts, dance/aerobic room, two weight rooms, one cardio room, three racquetball courts, showers and lockers (CRPD, 2022a; 2022b; 2012).

### **Lincoln Village Community Park**



Lincoln Village Community Park is a 17-acre Community Park (15.86 acres irrigated) located adjacent to the George Washington Carver public Waldorf high school and Mayhew Community Baptist Church, near the AM Winn elementary school. The park includes a community pool, the Neil Orchard Senior Activities Center, one playground area for ages 2-5 and 6-12 and sand pit. There are two horseshoe pits; 0.33 miles of concrete pathway; one group picnic area that includes six concrete tables with wooden benches on a concrete pad, and a barbeque pit; eight individual picnic areas with concrete pads, concrete tables with wooden benches, and four small barbeque grills. Other infrastructure highlights for this park are detailed below (CRPD, 2022a; 2012).

### **Neil Orchard Senior Activities Center**

The Neil Orchard Senior Activities Center is 10,250 square feet and includes offices, meeting rooms, an arts and craft room, reception area and restrooms. The multipurpose room can seat 150 or accommodate dining and the classroom can seat 20. The facility has a commercial kitchen and on-site staff as well as a patio/outside area. The meeting and event spaces are for rent through the District and the District hosts many classes, events, and activities at the center (CRPD, 2022a; 2022b; 2012).

### **Sports Courts and Fields**

There are 2 abutting half size basketball courts on a square with 1 hoop each and four tennis courts. The park also contains one large turf multipurpose field with soccer goals that is irrigated, non-engineered, and non-lighted as well as one non-mounded small softball field with a skinned infield that is irrigated, non-engineered and lighted with 40–50-foot basepaths. The softball field has two sets of wooden bleachers, a drinking fountain, 8-foot-high infield fencing, and six light poles 50 feet in height containing banks of individual lights (CRPD, 2022a; 2022b; 2012).

### **Lincoln Village Community Pool**

The Lincoln Village Community Pool is surrounded by open grass areas and a shade canopy. The pool features a sloped entry, with depths ranging from zero to 5.5 feet, and showers. There is a lifeguard stall,



lifeguard building, concessions, two metal picnic tables, a bike rack, filter building and restrooms (CRPD, 2022a; 2022b; 2012).

### **White Rock Community Park**



White Rock Community Park is a 14-acre community park that borders U.S. Highway 50 and White Rock Road. The park is connected through a pedestrian over pass to the other side of the highway. The park was updated in 2011 and features a community center, aquatic splash park, playground, picnic pavilion, four picnic areas, two basketball courts, two BBQs, a soccer field, two tennis courts, an open grass area, restrooms, and a multi-use field (CRPD, 2022a; 2022b; 2012).

#### **White Rock Splash Park**

This splash park is one of the largest of its kind in Northern California. The splash park features a dump bucket, water slides, canons, water jets, and other fun features. The park is operated by staff to ensure OSHA requirements are met for children using the facilities (CRPD, 2022a; 2022b; 2012).

#### **White Rock Community Clubhouse**

The Clubhouse features central heating and air conditioning and a small serving kitchen. The multipurpose room has a max capacity of 72 people standing or 60 seated. The room can be rented for events and alcohol can be served (CRPD, 2022a; 2022b; 2012).

### **7.5.2 Infrastructure Needs and Deficiencies**

The District *Inventory and Assessment Plan* conducted in 2012 provided an assessment of infrastructure for some of the infrastructure at some of the park locations throughout the District. Unfortunately, not all park infrastructure or facilities were assessed in 2012. Also, the report did not clearly define the different lifecycle stages and used the terms “Stage 1,” “Stage 2,” and “Stage 3” to describe certain infrastructure. Based on descriptions in the detailed facility and park assessment found in Appendix 2 of the report, consultants have inferred that the different lifecycles can be loosely defined as follows:

- “Stage 1” is used to describe new park infrastructure that is generally of newer development and is in excellent condition;
- “Stage 2” is used to describe park infrastructure that is in generally older and is in need of some preventative maintenance such as re-surfacing, re-painting, and repair; and

- “Stage 3” is used to describe park infrastructure that is generally outdated or beyond its usable life and is in need of replacement or removal.

Since the District began work on the Optimized Plan, an inventory of existing facilities and a conditions summary of those facilities has been completed and was supplied to District staff in March 2023. District staff subsequently updated Table 7-6 below with the most recent stages for District facilities. Staff did not suggest that the stages vary from those described above in the 2012 assessment. Therefore, consultants have assumed a similar definition of stages for facility infrastructure as described in the 2012 *Inventory and Assessment Plan* detailed above. In addition, the updated inventory included additional infrastructure for some parks and new infrastructure and new parks that have been added to the District since 2012. These updates were also provided to consultants from District staff and are included in Table 7-6 below.

**Table 7-6: Infrastructure Described by Lifecycle Stages in the Inventory and Assessment Plan by Park (2012)**

Park	Infrastructure	Stage
Ahlstrom Park	Playground	2
	Picnic Areas	1
	Benches	1
Argonaut Park	All Assets	1
Cobblestone Park	All Assets	1
Cordova Golf Course	18-hole Course	2
	Driving Range	3
	Buildings	2
	Parking lot	2
	Paths	2
Countryside Park	Playground Area	1
	Picnic Areas	2
	Benches	1
Cypress Grove Park	All Assets	1
Dave Roberts Community Park	Playground Area	3
	Tennis courts	3
	Trail (asphalt)	1
Eagle's Nest Park	All Assets	1
Federspiel Park	All Assets	1
Gold River Park	Playground Area	3
	Overall Park	2
	Picnic Areas	1
Gold Station Park	Playground Area and overall park	1
	Picnic tables	1

Park	Infrastructure	Stage	
Hagan Community Park	Parking lots and circulation trails	3	2
	Most buildings	2	
	Playground Areas (3)	3	
Henley Park	Playground Area	3	
Heron Landing Community Park	All Assets	1	
Hillside Park	All Assets	1	
Independence Community Park	Playgrounds	2	
	Picnic Areas	2	
	Parking Lot	1	
Kavala Ranch Park	All Assets	1	
Labyrinth Community Park	All Assets	1	
Larchmont Community Park	Playground	2	
	Picnic Areas	2	
	Large multiuse fields	1	
	Tennis courts	1	
Larchmont-Rossmoor Park	Playground Area	2	
Lincoln Village Community Park	Neil Orchard Senior Activities Center	2	
	Playground Area	2	
	Tennis courts	3	
	Trail (concrete)	1	
	Basketball Court	3	
Manlove Park	Playground area and overall park	3	
	Bay swing set with belt seats	3	
Mather Sports Complex	Gymnasium (Mather Sports Center)	2	
	Turf fields	2	
	Skate park	1	
	Playground	1	
	Parking lots	2	
Primrose Park	Playground area	1	
	Picnic area	2	
Prospect Hill Park	Playground	2	
	Picnic area	1	
	Multiuse Field	1	
	Basketball Court	1	
Pyramid Peak Park	All Assets	1	

Park	Infrastructure	Stage
Renaissance Park	Picnic area	1
	Playground	2
	Basketball court	2
Riviera East Park	Inner trails	1
	Playground Areas	2
	Tennis courts	3
Rosemont Community Park	Playground Area	2
	Group Picnic Area	1
	Many assets and amenities	2
	Tennis courts	3
Rosemont North Park	Playground area	2
Rosswood Park	Playground Area	3
	Trail (asphalt)	3
Salmon Falls Park	All Assets	1
Sandpiper Park	Playground	2
	Pavilion	2
	Paths	1
	Multiuse Field	2
Sonoma Park	All Assets	2
Sparrow Park	All Assets	1
Stone Creek Bike Trail	Asphalt bike trail	1
Stone Creek Community Park	All other assets	1
	Skate Park	3
	Basketball Court	3
Sunridge Park	All Assets	1
Sunriver Park	Basketball Courts	2
	Playground and Fitness Stations	1
	Pavilion	1
	Backstop	2
	Paths	1
Taylor Park	All Assets	2
The Village Green	All Assets	1
Tuscany Park	Playground	2
	Pavilion	1
	Basketball Court	3
	Paths	1

Park	Infrastructure	Stage
Veterans Park	Playground	1
	Pavilion	1
	Tennis courts	2
	Basketball court	2
Waterbrook Park	Playground	2
	All other assets	1
White Rock Park	Playground	2
	Picnic Area	2
	Clubhouse	1
	Spray Park	1
	Restroom	3
	Tennis courts	2
	Basketball Courts	1
	Paths	1

As mentioned, stages in the table above were derived from the first draft of the *Optimized Plan Phase One Summary Report* provided to the District on March 21, 2023. Of the 107 individual pieces of infrastructure that were assessed in the 2023 report, approximately 47 percent were in Stage 1, 40 percent in Stage 2, and 20 percent in Stage 3. Therefore, 56 percent of the identified infrastructure in the District needs repair or replacement. When comparing the 2012 infrastructure inventory to the 2023 update, the District has continued to make infrastructure improvements since 2012 when 79 percent of identified infrastructure needed repair or replacement. This suggests the District adequately plans for and takes actions to repair and replace aging infrastructure.

**Recommendation:** The consultant recommends the Optimized Plan includes a detailed inventory and assessment of all parks and recreation infrastructure that provides defined metrics to determine and plan for future infrastructure needs, repairs, and replacements.

### 7.5.3 Deferred Maintenance

The District has internal construction, playground, irrigation, and backflow certified inspectors that continuously review infrastructure and provide recommendations to the Capital Improvement Plan (CIP) team. All District personnel are up to date with any needed certifications. The District informed consultants that no deficiency infractions or regulatory violations are active for the District (CRPD, 2022a).

A Reserve Study was performed in 2014 to provide guidance over the next 15-30 years of funding needed and lifecycle of assets. Finance has updated reserve policies to meet these sustainable recommendations. Planning updates the CIP to repair, replace and renovate amenities as determined. Existing, upgraded and deferred maintenance is financed through the Community Facility Districts, which includes a sustainable amount as part of the fee to build reserves for financing projects. New growth infrastructure is financed through Park Impact Fees and negotiated through Park Development Agreements between the City of Rancho Cordova and the County of Sacramento (CRPD, 2022a).

#### 7.5.4 *Future Infrastructure Needs*

The District anticipates a total population of 280,000 at buildout of the undeveloped areas of the District. This projection does not include in-fill development and/or the unplanned Aerojet property located in the upper east quadrant of CRPD. Anticipated Quimby parkland dedications for known projects will add approximately 760 acres of new parkland to the District, bringing the total parkland to approximately 1,350 acres.

The District’s existing service capacity is 5 acres per 1,000 residents. The projected service capacity for the District is anticipated to continue to be 5 acres per 1,000 residents. The District informed consultants that the level of services provided by the District meets the current population, and the District plans to continue with the level of service with future development and population. With 280,000 population and 1,350 acres at buildout, this equates to 4.8 acres per 1,000 residents overall, approximately 0.2 acres less than the District’s service capacity goal. For this calculation, the 4.8 acres per 1,000 residents includes the golf course and Center property.

<p><b>Recommendation:</b> The consultant recommends CRPD develop a strategy to meet the 5.0 acres per 1,000 residents service goal by buildout during the Optimized Plan process.</p>
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## **Chapter 8. Financial Ability to Provide Services**

LAFCO is required to make determinations regarding the financial ability of the Cordova Recreation and Park District to provide public services. This section provides an overview of the financial health of the District and a context for LAFCO’s financial determinations. For this MSR/SOI Update, the audited financial statements for the fiscal years (FY) 2018/2019, FY 2019/2020, FY 2020/2021, FY 2021/2022 were used as the primary source of all information for this section as well as the final budget for FY 2022/2023 (CRPD, 2019; 2020b; 2021b; 2022e). In California, special districts are classified as either enterprise or non-enterprise based on their source of revenue. The CRPD generally operates as an enterprise district, charging fees for recreation services, however, the District’s main sources of revenue are property taxes and special assessments to fund parks and recreation services.

### **8.1 Financial Policies and Transparency**

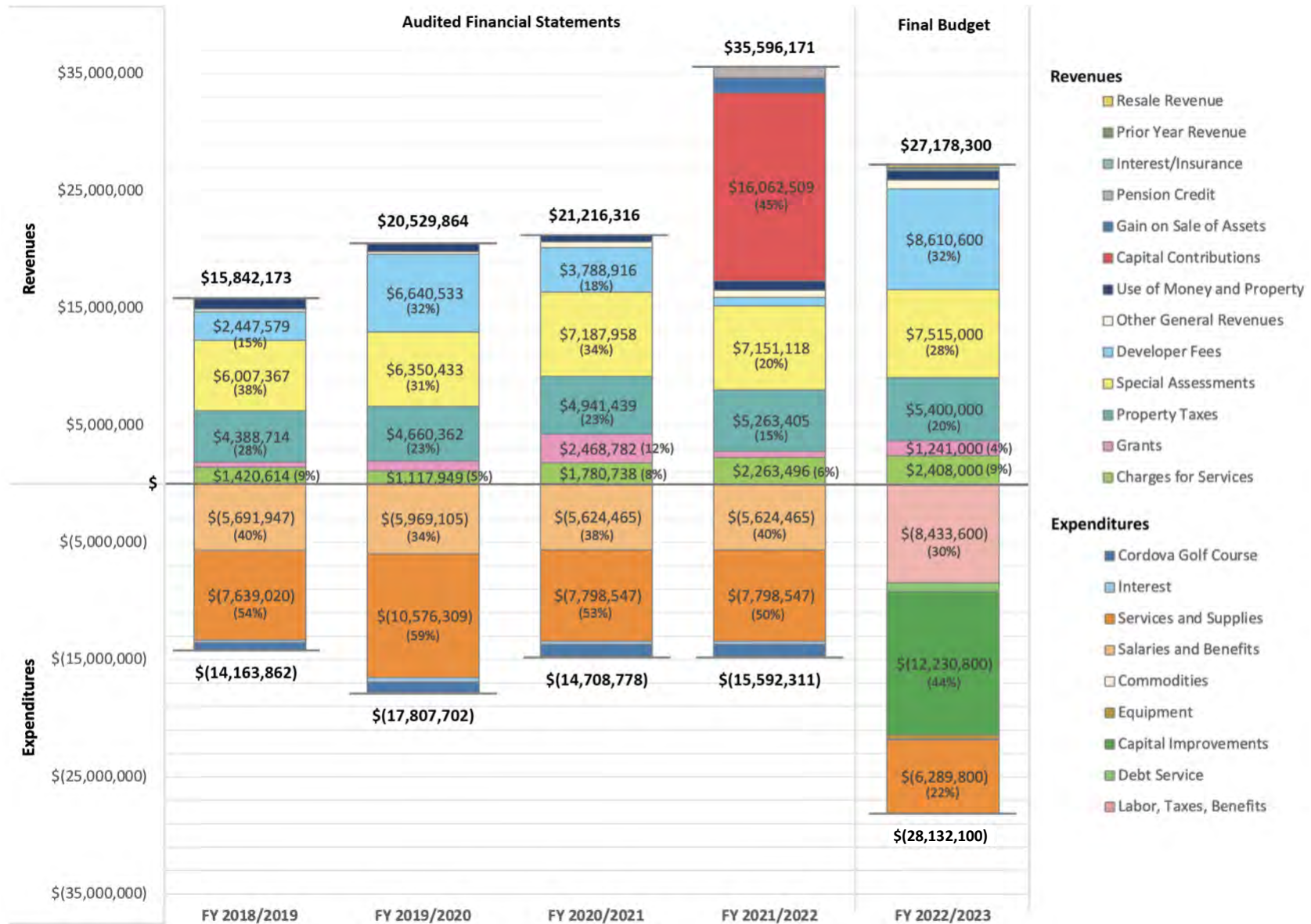
The primary policy document for CRPD which provides the rules for the District’s business operations including budget, procurement, and financial policies is the District’s Financial Policies document last updated in December 2020. The District utilized the California Government Code (CGC), Public Resources Codes, Governmental Accounting Standards Board (GASB), Generally Accepted Accounting Principles (GAAP), Government Finance Officers Association (GFOA) and peer Special Districts to inform the financial policy document. The District’s reserve and fund balance policies are also discussed in this document (CRPD, 2020).

The District adopts a fiscal year budget and conducts an annual cycle review to determine any changes that might be needed. The FY 2022/2023 budget was adopted by the Board on August 2022 (CRPD, 2022d). Government Code and District policy require an annual independent audit of the District’s financial records by a certified public accountant. The independent audits for FY 2017/2018 through 2021/2022 were performed by JJACPA, Inc., independent auditors. The auditors judge whether the District’s financial statements are presented in conformity with Generally Accepted Accounting Principles (GAAP). The Government Accounting Standards Board (GASB) is responsible for establishing GAAP for state and local governments through its statements and interpretations. The District uses an accrual basis of accounting, similar to private-sector business. Under the accrual basis of accounting, revenues are recognized when earned and expenses are recorded when the liability is incurred, or economic asset used. Property taxes are recognized as revenues in the year for which they are levied. Grants and similar items are recognized as revenue when reimbursable costs are incurred.

### **8.2 District Revenues and Expenditures**

For the Cordova Recreation and Park District, property taxes and special assessments account for an average of 58 percent of the Districts Total Revenues from FY 2018/2019 through FY 2022/2023. The largest expense for the District over the same fiscal years was Services and Supplies as shown in Figure 8-1 on the next page. A breakdown of revenues and expenditures is also available in table format in Appendix F.

Figure 8-1: Revenues and Expenditures for FY 2018/2019 through FY 2022/2023





### 8.2.1 Revenues

Property Taxes and Special Assessments are the primary revenue source for CRPD from FY 2018/2019 through FY 2022/2023 with Special Assessments providing the largest source of fixed, non-volatile, revenue for the District. On average, the District received approximately \$11.15 million in Property Taxes and Special Assessments from FY 2018/2019 through FY 2021/2022 audited financial statements. While Property taxes have increased 27 percent for those five years, Special Assessments have increased 26 percent. Special Assessments include community facilities districts and lighting and landscaping districts. The FY 2022/2023 Final Budget anticipates approximately \$12.9 million in Property Taxes and Special Assessments, or a four percent increase from FY 2021/2022. The District property tax allocation approximated 2.8 percent of the 1 percent of property taxes collected for FY 2022/2023.

FY 2021/2022 includes additional revenues from capital contributions, sale of surplus property, and pension credit. The capital contributions approximate 45 percent of total revenue for that fiscal year and are the recognized land value for new park development, construction, capital improvement grants, and contributions. The surplus property sold in this fiscal year equated to approximately \$1.3 million for the unused property on Jackson Road that was owned by the District. The property was listed for public auction and sale, along with additional small surplus equipment. The pension credit amounted to approximately \$940k for a credit for unfunded liability pension obligation, reducing the District’s long-term liability owed (CRPD, 2022e). For FY 2021/2022, the District also added approximately \$218k for rentals recovery from COVID and saw an approximately \$322k increase in property taxes due to increase in home values and inventory over the previous fiscal year.

### 8.2.2 Expenditures

The District’s main expenditures were Services and Supplies, and Salaries and Benefits from FY 2018/2019 through FY 2021/2022. On average, 55 percent of District expenditures are for Services and Supplies. This line item includes advertising; employee trainings; services and supplies for infrastructure, land improvements, recreation, water systems, and sports; utilities; legal services; administrative expenditures; and other similar costs. The Cordova Golf Course accounts for an average of 6 percent of expenses for the District. Costs for the Golf Course have increased by 101 percent from FY 2018/2019 to FY 2021/2022 or from \$616,597 in FY 2018/2019 to \$1,241,290 in FY 2021/2022. More information on the operating revenues and expenditures for the Golf Course can be found in Section 8.5 below.

According to District staff, the District’s typical cost model is as follows:

- 53% Labor, Taxes, Benefits
- 40% Services and Supplies
- 5% Debt Service
- 2% Equipment Plan

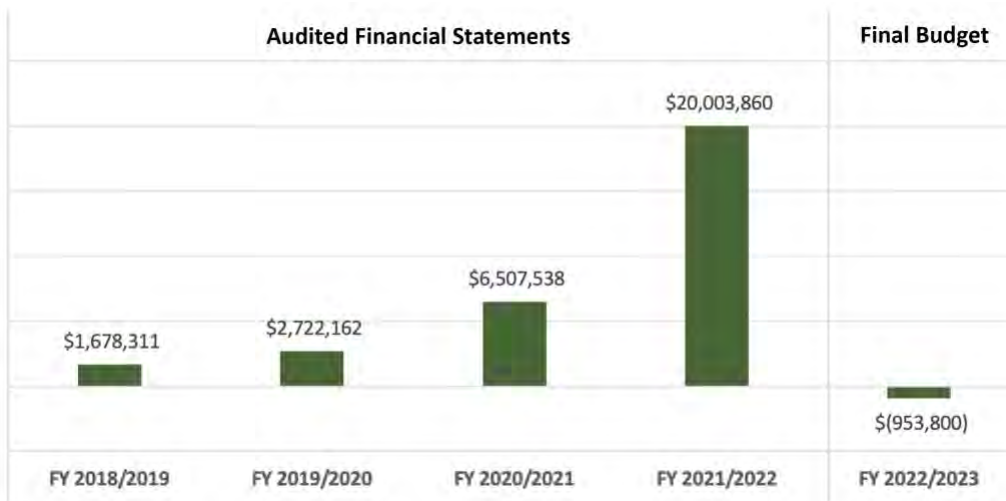
In general, “for every \$2 spent on labor, \$1 is spent on services and supplies”. However, water utility costs and inflation has increased the expenditure side closing that gap. Based on the District’s audited financial statements, Services and Supplies have outpaced Salaries and Benefits by 17 percent on average.

The District’s final budget for FY 2022/2023 includes approximately \$12.2 million in capital improvements throughout the District. Of the total in capital improvements, \$8.5 million is anticipated for new development of the Arista Del Sol Community Park, \$1 million for replacing the infield turf for three fields at Mather Sports Complex, and \$589k for revitalizing the tennis courts at Rosemont Community Park.

### 8.2.3 Revenues (over / under) Expenditures

The District operated with revenues over expenditures from fiscal year 2018/2019 to 2021/2022 as shown in Figure 8-2. The Budget for FY 2022/2023 indicates expenses are anticipated to exceed revenues (by \$953,800), the only fiscal year in which expenses are anticipated to outpace revenues.

**Figure 8-2: Net Revenues Over/Under Expenditures for FY 2018/2019 through FY 2020/2021**



The approximately \$16 million in park impact fees for new park development accounts for the large jump in revenues over expenditures between FY 2020/2021 and FY 2021/2022. The collection of park impact fees will be used for future development including FY 2022/2023 allocations which shows expenditures exceeding revenues.

### 8.2.4 S&P Rating

The S&P Global Ratings analyzed the District’s environmental, social, and governance (ESG) risks relative to its economy, management, financial measures, and debt-and-liability profile. Market value in the District has steadily grown over the past five years, stabilizing the revenue structure, and leading to more balanced operations (S&P Global Ratings, 2022).

A new management team assumed control of the CRPD in 2012 and has taken many steps to ensure financial viability while creating an environment for continued structural and operational improvement. District staff have implemented a minimum unassigned fund balance reserve policy of 60 percent of property and assessment tax revenue at the beginning of each fiscal year. For the long term, the District also has a target reserve balance of 1.5x property and assessment tax revenue (or 150 percent). The S&P believe these policies and practices coupled with conservative revenue estimation and monthly budget

evaluations should facilitate balanced financial performance for the foreseeable future (S&P Global Ratings, 2022). The District’s financial indicators for the S&P Ratings is provided in Table 8-1.

**Table 8-1: S&P Financial Indicators**

Financial Indicators	2021	2020	2019
Total Available reserves	\$3,523,000	\$1,783,000	\$1,247,000
Available reserves as a percent of operating expenditures	20.5%	15.5%	12.3%
Total government cash as a percent of governmental fund expenditures	79.3%	73.6%	89.2%
<i>Source: S&amp;P Global Ratings, 2022</i>			

Based on the factors described above, the S&P raised its long-term rating for the District from ‘BBB+’ to ‘A-’ with the view that the District’s strengthened reserve position and the District’s improved market value metrics in the last several years have contributed to operational stability (S&P Global Ratings, 2022).

### 8.2.5 Economic Factors and Outlook

The majority of the District is expected to see increases in home values that will benefit the District in property tax revenue. Though there are forecasts for a cooling trend in the housing market next year, population growth for the City of Rancho Cordova is expected to continue. Property tax revenue increased 6.2 percent from the previous year and the District anticipates a budgeted projection of about +3 percent property tax increase for FY 2022/2023. The District will continue to be able to meet its maintenance standards and provide quality programs and services by utilizing existing resources as efficiently and effectively as possible (CRPD, 2022a).

The District has new capital projects and renovation projects for existing facilities throughout fiscal year 2024. Capital projects for the coming year include several existing and new improvements. New projects include funding towards the development of a new park, Arista Del Sol Community Park; baseball/softball infield turf replacement for three fields at the Mather Sports Complex; design and construction of the Williamson Property West; the development of the District wide Optimized Plan; restroom installation at Lincoln Village Community Park; and revitalizing tennis courts into sports courts at the Rosemont Community Park among other projects.

As the Districts largest source of revenue is special assessments which are fixed and not volatile, existing reserves are available to assist with the up and down flow of funding were property taxes to decrease based on housing economics.

## 8.3 Special Assessments

The District has multiple special assessments for specific development areas in the District to augment property tax revenue in order to fund recreation and parks services. These special assessments are levied by the District and voter approved in the areas bounded by each assessment. Special Assessments include an inflation factor and new development added to the tax roll. New development in FY 2021/2022 included that addition of the CFD 2018-1 Parks and Facilities Services Special Assessment for new growth

area and infill projects. The list of Special Assessments for the District and the amount of special taxes collected for each assessment for FY 2021/2022 is detailed in Table 8-2 below.

**Table 8-2: Direct Levy Amounts by Assessment for FY 2021/2022 (Sacramento County Secured Tax Roll)**

Direct Levy Number	Assessment	Total Amount	Total Count	Amount per Property
(0342)	Sunridge CFD	\$ 2,077,290.78	4,591	\$ 452.47
(0341)	Villages of Zinfandel CFD	\$ 1,062,628.16	2,496	\$ 425.73
(0340)	Independence at Mather LLD	\$ 234,143.62	1,271	\$ 184.22
(0339)	PMRID	\$ 1,107,329.64	28,496	\$ 38.86
(0338)	My Parks CFD	\$ 2,132,578.08	28,377	\$ 75.15
(0343)	Montelena CFD	\$ 170,787.20	380	\$ 449.44
(0337)	Parks and Facilities CFD 2018-1	\$ 395,515.20	888	\$ 445.40
<i>Source: Sacramento County, 2022c</i>				

### 8.3.1 Sunridge CFD

The Cordova Recreation and Park District's CFD 04-01 (Sunridge) is a Mello-Roos District. CFD 04-01 includes Anatolia I, Anatolia II, Anatolia III and Sunridge Park development areas. The CFD was formed for the purpose of levying and collecting special taxes on all parcels of land within the boundaries of the CFD to provide for maintenance, operation and servicing of park and recreational improvements, street trees, landscape medians and corridors within the CFD. Subsequently, in 2012, the registered voters within the CFD approved the use of special tax revenues to also fund the construction and/or acquisition of park and recreational facilities within the CFD (Sacramento County, 2022b).

### 8.3.2 Villages of Zinfandel CFD

The Cordova Recreation and Park District's CFD 01-01 (Villages of Zinfandel) is a Mello-Roos District. CFD 01-01 includes the Village of Zinfandel and Capital Village development area. The CFD was formed for the purpose of levying and collecting special taxes on all parcels of land within the boundaries of the CFD to provide for the maintenance, operation and servicing of park and recreational improvements, street trees, landscape medians and corridors within the CFD (Sacramento County, 2022b).

### 8.3.3 Independence at Mather LLD

This Assessment District was formed for the purpose of levying and collecting assessments on all parcels of land within the District to provide funds for the maintenance, operation and servicing to park and recreational improvements on 17 acres of park land within the Independence at Mather Project (Sacramento County, 2022b).

### **8.3.4 Park Maintenance and Recreation Improvement District (PMRID)**

This Improvement District is an assessment district that provides funding to maintain and improve parks, playfields, recreation areas and other recreational facilities and public areas in the communities of Gold River, Larchmont, Riviera East, Rosemont and the City of Rancho Cordova. The assessment proceeds are used to fund ongoing maintenance and improvements to park and recreational facilities in these areas. This assessment was levied following a successful assessment ballot election in 2006 (Sacramento County, 2022b).

A five-member Oversight Committee appointed by the CRPD Board of Directors reviews PMRID expenditures and makes recommendations for future expenditures (CRPD, 2022b).

### **8.3.5 My Park CFD**

The My Parks CFD or My Parks Enhancement Fund: Investment for Better Parks is a Mello-Roos District and was approved by the voters in November 2016. This area includes Rosemont, Larchmont, Riviera East, Gold River, and the majority of Rancho Cordova. All funds collected must be spent within these boundaries. Funds for the My Parks CFD can be used for:

- Acquisition and construction of public parks, open spaces, and pathways;
- Maintenance, repair and replacement of parks, open spaces, and pathways;
- Recreational activities and programs for seniors and youth including after-school activities, tutoring and sports;
- Security patrols, monitoring devices, security cameras and security lighting;
- Upgrades to ensure safety and accessibility for persons with disabilities; and
- Repair and replacement of facilities due to vandalism, graffiti and wear-and-tear.

### **8.3.6 Montelena CFD**

The Cordova Recreation and Park District’s CFD No. 2014-1 (Montelena) is a Mello-Roos District. The CFD was formed for the purpose of levying and collecting special taxes on all parcels of land within the CFD to provide funds for the annual operation, maintenance, and capital replacement of parks, landscaping, open space, detention ponds, drainage facilities, bike paths and associated facilities (Sacramento County, 2022b).

### **8.3.7 Parks and Facilities CFD 2018-01**

The Cordova Recreation and Park District’s CFD 2018-01 is a Mello-Roos District. The CFD was formed for the purpose of levying and collecting special taxes on all parcels of land within the boundaries of the CFD to fund the annual cost to acquire, construct, maintain, and service public parks and facilities, parkways, open space, landscape, public improvements, and other programs and services within the Cordova Recreation and Park District (Sacramento County, 2022b).

## **8.4 District Fees and Operational Revenue**

The District fees include Developer Impact Fees; In-lieu (Quimby) fees; recreation and programs charges for services; rentals, concessionaires, and lease agreements; and cost recovery fees. Operational revenue relies on an annually reviewed fee schedule that is board approved at a public hearing. Fees are benchmarked and adjusted, and programming is added or removed based on desirability. The fees 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 determinators:

1. Equity – those who benefit from the service should pay for the service 100%;
2. Public – normally would have no user fee and is subsidized with tax revenue; and
3. Merit – has a combined level of equity and public benefit and can be priced on a variable rate for partial or full recovery.

The methodology process includes benchmarking and research; then a board committee meeting to review the existing and proposed fees; followed by a public notice posted at facilities and in local newspapers to encourage public input; and ultimately a public hearing at a board meeting to approve the rates. The District fee schedule as of September 1, 2022, can be seen in Appendix G (CRPD, 2022a).

Use of money and property in Figure 8-1 includes property leases, concessionaire agreements, and building and site rentals. According to District personnel, the District has difficulty charging 100 percent cost recovery of programs and rentals due to the ability of residents to pay for recreation fees. Rental rates for facilities and recreational program services are comparable to other nearby districts offering similar services (CRPD, 2022a).

The District receives Developer Impact Fees from the City of Rancho Cordova and Sacramento County. The Rancho Cordova Developer Fees Capital Projects Fund represents amounts collected by the City of Rancho Cordova on the District's behalf which are legally restricted to expenditures for specific park related projects and purposes within the City of Rancho Cordova city boundaries.

## **8.5 District Funds**

The District maintains 10 individual governmental funds. There are four major funds; the General Fund, Sunridge Mello-Roos, Rancho Cordova Developer Fees, and My Parks. The other seven funds are non-major governmental funds. The District adopts an annual appropriated budget for all funds. The District also maintains one proprietary fund, an enterprise fund to report the activities for Cordova Golf Course.

### 8.5.1 *District Fund Policies*

The District has policies for reserves and fund balances listed in its Financial Policies document last updated on December 16, 2020. Under 1.2 Reserves and Fund Balance Classification [GASB 54] policies for reserves and fund balances can be found and are repeated below for reference.

#### **Reserves.**

Reserves are the foundation of the sustainable delivery of core services. Through prudent practices, the District can offer taxpayers and community users significant benefits including:

1. Pay as you go financing of operations (avoids interest costs associated with debt and dry period borrowing)
2. Well-maintained infrastructure (avoidance of deferred maintenance)
3. Emergency preparedness
4. Stable rates
5. Investment in the future (paying off obligations earlier, additional amenities)

The District shall maintain enough reserves to provide stable funding for major repairs, replacements and renovations of amenities, facilities, vehicles and equipment. The target minimum reserve balance should meet the average replacement needs over the next five years. The balance will fluctuate annually and may drop below the minimum target during any specific fiscal year.

#### **Fund Balance.**

Fund balance is the difference between assets and liabilities reported in a governmental fund. There are five separate components of fund balance, each of which identifies the extent to which the District is bound to honor constraints on the specific purpose for which funds can be spent.

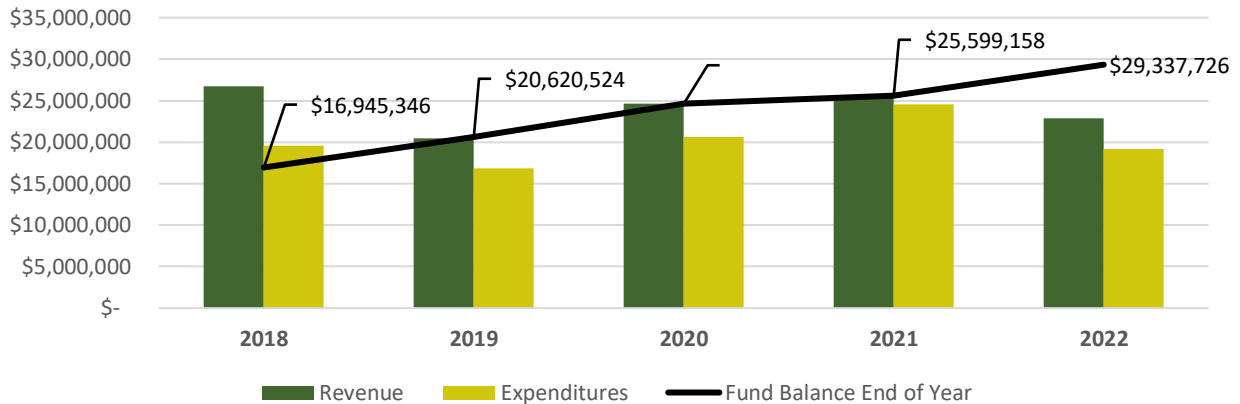
1. Non-spendable. Assets that are considered inventory.
2. Restricted. Externally enforceable, imposed by law, grantors or a mandate.
3. Committed. Self-imposed through board action.
4. Assigned. Amounts used for debt service, deferred maintenance costs and capital reserves.
5. Unassigned. Positive residual of net resources that are not bound to the previous categories, and used for general purpose, emergency contingencies, and to ensure adequate future funding for daily operations.

The minimum amount of unassigned fund balance reserves is seven months, or 60 percent of property and assessment tax revenue at the beginning of the fiscal year. The target amount for reserves balance of each fund is 1.5x the tax revenue, or 150 percent. The maximum amount for reserves is 3x, or 300 percent. Any percentage beyond 300 percent should incorporate a transparent plan for future capital improvements, new construction and/or debt payments associated with the fund. If no plan exists, the fund annual tax shall be evaluated and adjusted to the appropriate amount below the max tax allowable (CRPD, 2020a).

### 8.5.2 Summary of Total Governmental Funds

The total governmental funds analyzed in this section include the major funds and non-major governmental funds. The enterprise fund for Cordova Golf Course is not included in this analysis, but can be found in the Individual Fund Analysis Section No. 8.5.3. According to District audits, total fund revenues continue to exceed expenditures for the last five fiscal years as shown in Figure 8-3.

**Figure 8-3: Total Governmental Funds for Major Funds and Non-Major Funds from FY 2017/2018 to FY 2021/2022**



According to the basic financial statements, the overall fund balance across all funds for the District has continued to increase, adding approximately \$12.4 million into the overall fund balance from FY 2017/2018 to FY 2021/2022, or an increase of 73 percent. As of FY 2021/2022, the District has accumulated 50.4 percent of unassigned fund balance reserves when compared to property and assessment tax revenue for that fiscal year. This is approximately 10 percent (or approximately \$1.19 million) less than the minimum goal of the unassigned fund balance reserves at 60 percent of property and assessment tax revenue at the beginning of that fiscal year.

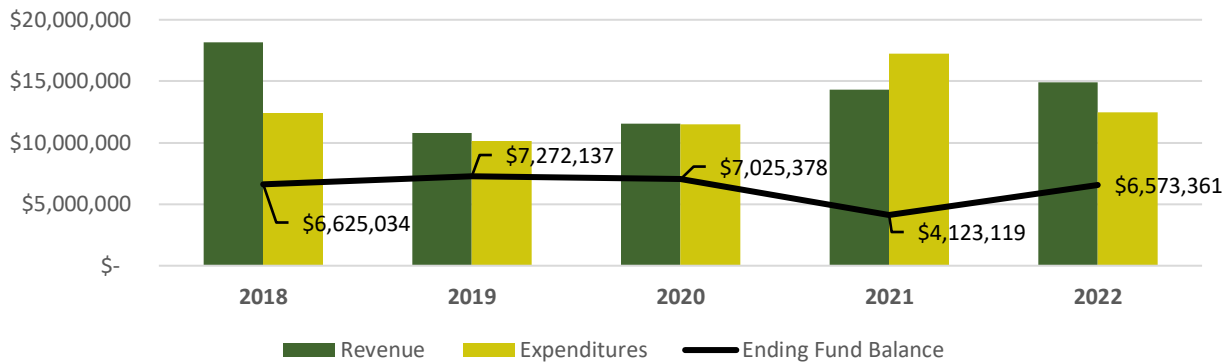
### 8.5.3 Individual Fund Analysis

#### General Fund

The General Fund accounts for all financial resources not required to be accounted for in another fund. This fund consists of general government type activities and is the chief operating fund of the District. General Fund expenditures, including transfers in and out, have been generally in-line with revenues as shown in Figure 8-4. General Fund expenditures climbed significantly in FY 2020/2021 due to construction projects and fixed asset equipment purchases totaling approximately \$5.9 million.

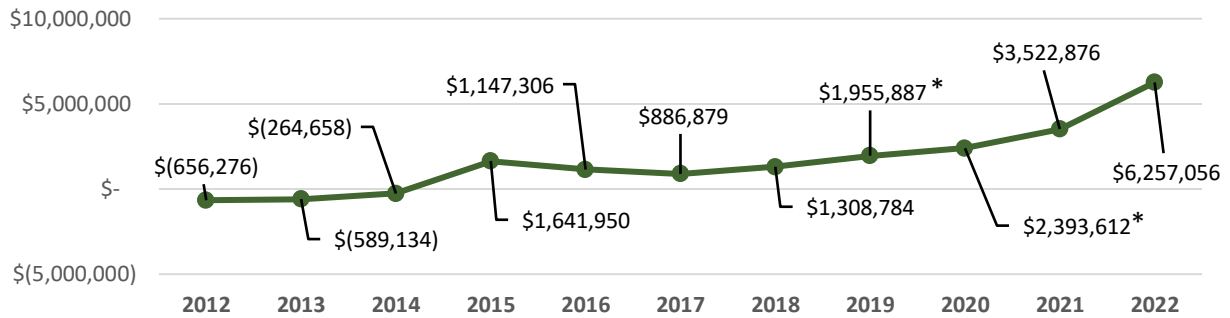


**Figure 8-4: General Fund Total Revenues, Expenditures, and Ending Fund Balance (FY 2018/2019 through FY 2021/2022)**



In FY 2021/2022, the General Fund had an unrestricted and committed balance totaling \$6,257,056, an increase of approximately \$2.7 million or 78 percent from the previous year. Figure 8-5 shows the past 10-year history of unrestricted General Fund balance.

**Figure 8-5: History of the General Fund Balance from 2012 to 2022**



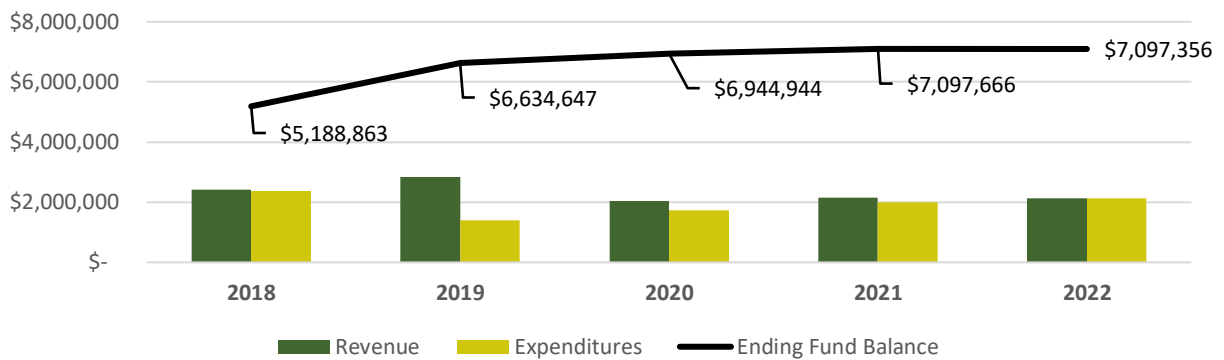
\*The amounts for 2019 and 2020 do not include COP funds held by US Bank for the pool project but are included in the balance sheets as restricted cash.

According to the FY 2021/2022 Audited Financial Statement, the amount of unrestricted reserve funds was 84 percent of the tax revenue for that year. This is below the District’s goal of 150 percent. Auditors for the District state, “The District continues to grow with strong financial reserve policies while still sustaining operations and providing capital improvement projects throughout the parks and facilities.”

### Sunridge Mello-Roos Special Revenue Fund

This special revenue fund is used for District salaries and maintenance of facilities and capital improvements funded by the Sunridge Assessment District. As shown in Table 8-2, the assessment to individual properties in the assessment district was \$452.47 in FY 2021/2022. Special Revenue Fund expenditures, including transfers in and out, have been generally in-line with revenues as shown in Figure 8-6. The District has continued to increase the fund reserve year over year in anticipation of operating costs and long-term capital replacement of facilities.

**Figure 8-6: Sunridge Fund Total Revenues, Expenditures, and Ending Fund Balance (FY 2018/2019 through FY 2021/2022)**

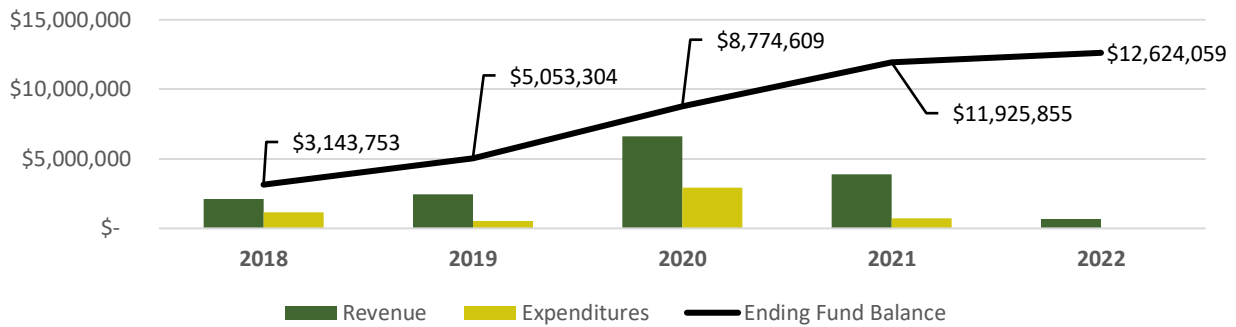


The revenue in the fund is restricted and committed to activities authorized for services including maintenance of parks, parkways, open space, long-term capital replacement of facilities, and administrative expenses restricted within the boundary of the Sunridge Specific Plan: Anatolia I, Anatolia II, Anatolia III and Sunridge Park (CRPD, 2022e). The District estimates that the fund will drop to \$6,987,356 at the end of FY 2022/2023, a reduction of \$110K. Approximately \$116K is anticipated for improvements to Eagles Nest Park, Heron Landing Community Park, and Hillside Park for activities such as resurfacing tennis and basketball courts as well as repairing playground rubberized surfaces (CRPD, 2022d). The District has committed approximately \$4 million for a new recreation center in the Sunridge area, with the remaining \$3 million in reserves for emergency, and future replacement and repair of existing amenities. This amount meets the reserve target for this fund (District Staff, personal communication, April 2023).

### Rancho Cordova Developer Fees Capital Projects Fund

The Rancho Cordova Developer Fees Capital Projects Fund is a capital fund that accounts for developer fees collected by the City of Rancho Cordova, on the Districts behalf, which are legally restricted to expenditures for specific purposes. The City collects the fee with building permits and then expends the money based on a memorandum of understanding with the Cordova Recreation and Park District, or per the District request. The revenue for the fund has greatly outpaced expenditures for the last five fiscal years as shown in Figure 8-7. This fund is for new park development and construction only and funds are not used for future replacement needs or maintenance costs (which the assessments handle). Revenue collection occurs prior to parks being constructed and expenditures allocated and depleted (District Staff, personal communication, April 2023).

**Figure 8-7: Rancho Cordova Fund Total Revenues, Expenditures, and Ending Fund Balance (FY 2018/2019 through FY 2021/2022)**

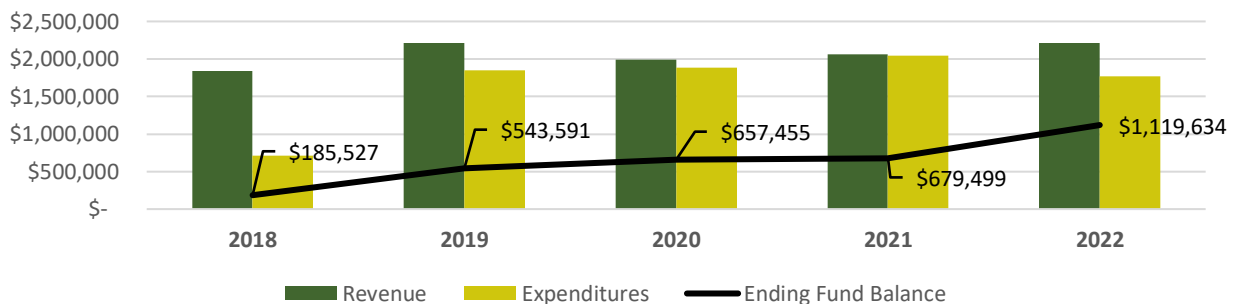


With revenues exceeding expenditures, the ending fund balance for this fund has continued to grow each fiscal year. Park development and use of the expenditures will be allocated in the next few years (District Staff, personal communication, April 2023).

### Measure J Special Revenue Fund

The Measure J Special Revenue Fund (My Parks Enhancement Fund) represents amounts restricted for the areas of Rosemont, Riviera East, Gold River and Northern portion of the City of Rancho Cordova (PMRID). The general purpose and description of services include: 1) acquisition and construction of public parks, 2) maintenance, repair and replacement of park amenities, 3) provide after-school activities, sports and recreational programming, and 4) security patrol and public safety through lighting and cameras. The fund has continued to grow for the last five fiscal years as shown in Figure 8-8 below.

**Figure 8-8: Measure J Special Revenue Fund Total Revenues, Expenditures, and Ending Fund Balance (FY 2018/2019 through FY 2021/2022)**



The funds meet the needs for routine maintenance park repairs, but do not meet the future average replacement for major facilities (sports center, golf course, aquatic centers, senior center, and recreation centers) (District staff, personal communication, April 2023).

## Other Governmental Funds

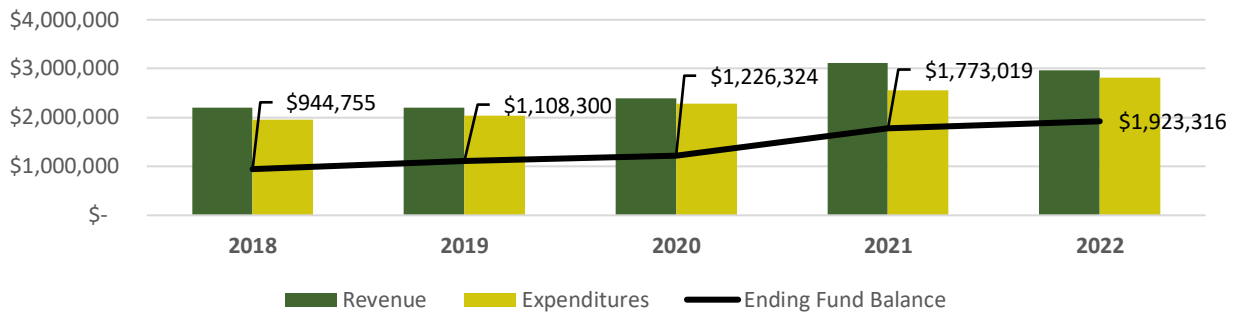
The District’s audited financial statements include a breakdown in revenues, expenditures, and changes in fund balances by non-major funds. For this analysis, consultants used the combined totals for all non-major listed in Table 8-3.

**Table 8-3: Non-Major Special Revenue Funds and Descriptions**

Fund	Description
Sacramento County Developer In-Lieu Fees	Collection of developer funds in-lieu of land that would normally be required to be provided due to development within the unincorporated areas of the District.
Villages of Zinfandel CFD	Services to be funded by the collection of Special Assessment Taxes which include – maintenance, repair, replacement, utility costs and vandalism to public parkways, public parks, open space, landscape setbacks, bike paths and landscaped medians located within the CFD boundaries.
Mather LLD	Services to be funded by the collection of Special Assessment Taxes which include – maintenance and landscaping of public parks and recreation facilities including labor costs, utilities and contractual services for materials and services pertaining to servicing of the public parks and recreational facilities within the LLD boundaries.
District Wide – The Center Property	This fund is established from fees collected by the previous shooting range participants and can be used for District wide amenities.
Montelena Assessment District	Services to be funded by the collection of Special Assessment Taxes which include – maintenance, repair, replacement, utility costs and vandalism to public parkways, public parks, open space, and landscape setbacks located within the CFD boundaries.
Parks and Facilities CFD 2018-01	Services to be funded by the collection of Special Assessment Taxes which include maintenance, repair and replacement of public parks and landscape corridors located within the CFD boundary of new development.
Park Maintenance and Recreation Improvement District (PMRID)	Services to be funded by the collection of Special Assessment Taxes which include – maintenance and landscaping of public parks and recreation facilities including labor costs, utilities and contractual services for materials and services pertaining to servicing of the public parks and recreational facilities within the PMRID District boundaries. Specifically, the installation, maintenance and servicing of public areas and public facilities, park grounds, park facilities, landscaping, natural lands, open space, corridors, ground cover, shrubs and trees, street frontages, irrigation systems, playground equipment, hard-court areas, senior and community centers, restrooms, drainage systems, lighting, fencing, entry monuments and signage, basketball courts, tennis courts, running tracks, swimming pools, security patrols and graffiti removal.

As seen in Figure 8-9, revenues continued to exceed expenditures for all five fiscal years. As a result, the reserve funds have also continued to grow. When reviewing the special revenue funds compared to the District reserve policies, it appears that none of the special funds with a majority of special assessment revenue have reached the 150 percent target balance amount. However, the District has continued to grow the reserves for each fund.

**Figure 8-9: Other Special Revenue Fund Total Revenues, Expenditures, and Ending Fund Balance (FY 2018/2019 through FY 2021/2022)**

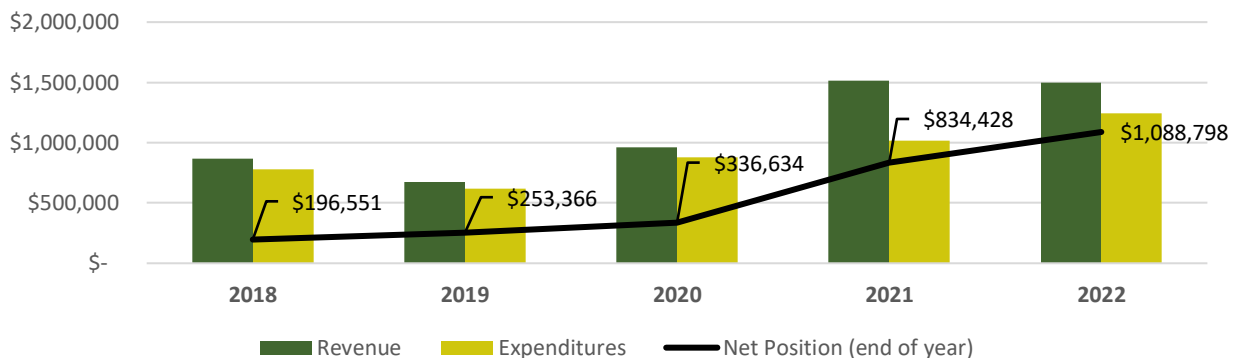


### Proprietary Enterprise Fund – Cordova Golf Course

The Cordova Golf Fund accounts for the operation of the District owned and operated golf course as shown in Figure 8-10. Customers pay green fees to use the course and the course also sells golf equipment, rents golf carts, and sells range balls to be used in the driving range. The net position for the fund in FY 2021/2022 was \$1,088,798, an increase of \$254,370 due to operational revenues of \$1.5 million and expenses of \$1.2 million as shown in Figure 8-10.

The Cordova Golf Course, like courses around the US have seen a resurgence in interest and on-course golfers over the last three years due to the COVID-19 pandemic<sup>2</sup>. The largest increase in operating revenue for the golf course can be seen between FY 2019/2020 and FY 2020/2021. The golf course saw approximately \$668k increase in operating revenue or 108 percent in FY 2020/2021 compared to pre-pandemic operating revenue. This trend has continued into FY 2021/2022 and the District projects a similar amount of revenue for FY 2022/2023, or \$1.39 million (CRPD, 2022e).

**Figure 8-10: Proprietary Enterprise Fund Total Revenues, Expenditures, and Ending Fund Balance (FY 2018/2019 through FY 2021/2022)**



<sup>2</sup> The National Golf Foundation provides research and reports on the golf industry. More information on the increase in golfers can be found here: <https://www.ngf.org/participation-rises-again/>.

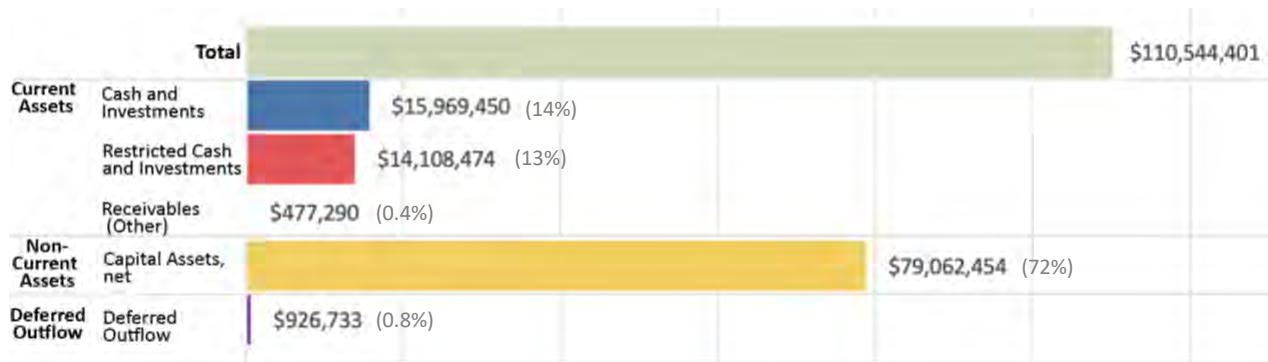
District staff states that golf operations and fees charged to the public are the most affordable rates in the region. Rental rates for facilities and recreational program services are comparable to other nearby Districts offering similar services (CRPD, 2022a). The District does acknowledge that it has difficulty charging 100 percent cost recovery of programs and rentals due to the ability for residents to pay for recreation fees. The Cordova Recreation and Parks Foundation assists with fundraising and provides scholarships for residents that can't afford fees.

## 8.6 District Assets and Liabilities

### 8.6.1 *District Assets*

As of June 30<sup>th</sup>, 2022, the District had \$110 million invested in assets as shown in Figure 8-11.

**Figure 8-11: District Assets as of June 30, 2022**



Approximately 72 percent of the District's assets were capital assets (\$79.06 million) with District investment in capital assets for governmental and business-type activities amounting to \$78.6 million. This investment in capital assets includes land, construction in progress, buildings and improvements, site improvements, and equipment. The previous year had \$9.26 million in construction-in-progress, which were completed in 2022.

Deferred outflows represent a consumption of net position that applies to a future period and will not be recognized as an outflow of resources until that time. The District has only one deferred charge, pension plan contributions at approximately \$926k as shown in Figure 8-11. The District had approximately \$15.97 million in cash and investments and \$14.10 million in restricted cash and investments. Restricted cash for governmental activities equaled \$14,106,757 and represents accounts used only for the claims and repayment of short-term and long-term debt (CRPD, 2022e).

### 8.6.2 *Liabilities and Debt*

As of June 30<sup>th</sup>, 2022, the District had \$11 million in liabilities as shown in Figure 8-12. The majority of the District's current liabilities consist of accounts payable and liabilities due within one year. The liabilities due within one year include the capital lease refinance for the Mather Sports Complex (\$253,098), the certificate of participation for the Cordova Community Pool (\$120,000), and bond premium (\$2,292).

**Figure 8-12: District Liabilities and Debt as of June 30, 2022**

<b>Total</b>							
<b>Current Liabilities</b>	Accounts Payable				(4%)	\$(395,962)	
	Accrued Payroll				(0.9%)	\$(104,202)	
	Other Liabilities				(0.1%)	\$(15,367)	
	Compensated Absences - current portion				(0.2%)	\$(18,612)	
	Due within One Year				(3%)	\$(375,390)	
<b>Noncurrent Liabilities</b>	Compensated Absences				(3%)	\$(362,411)	
	Net Pension Obligation				(15%)	\$(1,603,614)	
	Due after One Year	(56%)	\$(6,205,527)				
<b>Deferred Inflows</b>	Deferred Inflow				(18%)	\$(1,968,550)	

Compensated absences are the accumulated debt from unused leave. The District’s policies regarding vacation time and compensatory time permit employees to accumulate earned but unused leave, up to limits established by district policy. This debt is estimated based on historical trend analysis, the current portion of which is reported in the General Fund (CRPD, 2022e).

### Long-Term Liabilities

The District has the following long-term debt and liabilities:

**1. Mather Sports Center (Loan)**

Length of loan: March 2008 – September 2027 (20 years)

Annual: \$298,683

Outstanding: \$8,152,281

*(Source: CRPD, 2022a)*

The District entered into a lease agreement dated June 1, 2008, as lessee for financing a portion of the cost of various recreation facilities including improvements at the Mather Sports Complex. In June 2021 the loan was refinanced with the outstanding principal of \$1,496,265. The lease term is nine and ½ (9.5) years; nineteen approximate equal payments (CRPD, 2022e).

**2. Cordova Community Pool (COP)**

Length of loan: March 2008 – September 2048 (30 years)

Annual: \$316,050

Outstanding: \$8,152,281

*(Source: CRPD, 2022a)*

The District entered into a new Lease/Purchase agreement to finance improvements to its recreation and park facilities. The project is to consist of the rehabilitation/construction of the Cordova Community Pool. The District was also able to receive a commitment from the City of Rancho Cordova in June 2022 to fund an additional \$3.4 million for the project. Long term payment schedule starts September 1, 2022, and

ends March 1, 2048. The principal received was \$5,435,000 for thirty (30) years, 60 payments (CRPD, 2022e).

**3. Mower, Golf carts, Rec Van – Multiple leases**

Length of loan: less than 5 years

Annual: \$148,967

(Source: CRPD, 2022a)

**4. Unfunded Accrued Pension Liability**

Annual: \$310,000

Outstanding: \$3,565,890

(Source: CRPD, 2022a)

In the future, the District has indicated that proposed financing may occur once the Mather Sports Center Loan is paid off in order to borrow for artificial turf replacement (CRPD, 2022a).

**Unfunded Accrued Liability (UAL) CalPERS**

On behalf of its full-time employees, the District contributes pension payments to the California Public Employees Retirement System (CalPERS), a multiple-employer public employee defined benefit pension plan. CalPERS generates its funding obligations from employee contributions, employer contributions, and investment earnings. Each year, CalPERS estimates the value of the retirement obligation versus projected revenue. The difference is called unfunded accrued liability (UAL). UAL is the accumulated pension debt that was not covered by contributions in the past and continues to roll forward year over year, and increase. Interest is paid on the UAL to replace the lost interest had those assets been in the trust earning investment earnings (CalPERS, 2018a). UALs must be funded by agencies and are spread out over 20 to 30 years. Each employer in the CalPERS system has annual payments that are comprised of the Normal Cost (percent of payroll which is shared between employer and employee) and payment towards amortization of the UAL (CalPERS, 2018b). The agencies that participate in CalPERS are required to meet the UAL payments every fiscal year. According to District staff, as of FY 2021/2022, the District had approximately \$3.57 million in total Unfunded Accrued Pension Liability.

In order to maintain the fund above 50 percent, CalPERS anticipates increases in employee contribution rates through FY 2024/2025 (CalPERS, 2022). As shown in Figure 8-13, projected employer contribution payments, which include UAL, by public agencies are anticipated to increase by 3.5 percent for public agency miscellaneous payment plans over the next seven fiscal years, from 25.4 percent in FY 2021/2022 to 28.9 percent in FY 2024/2025.



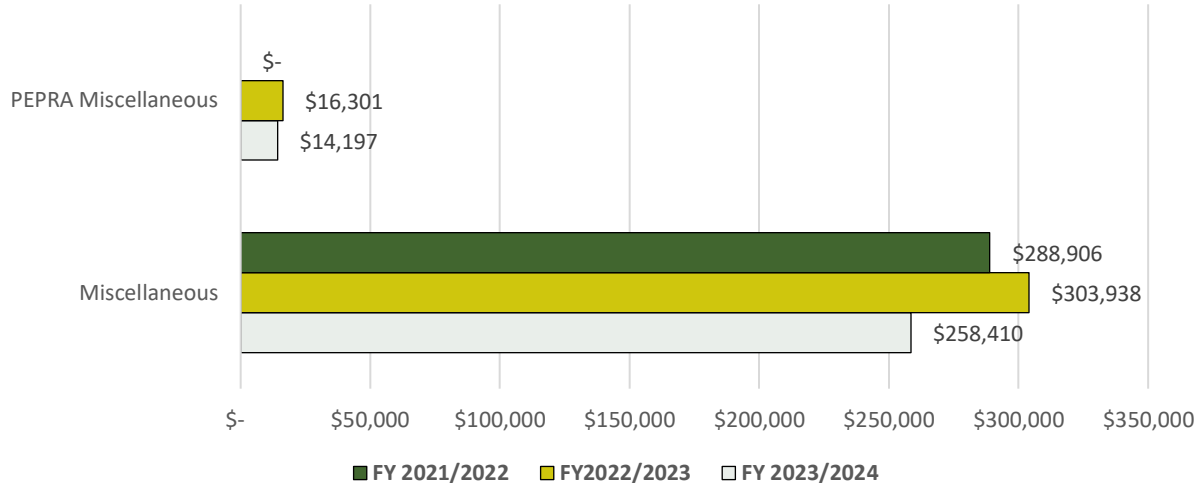
**Figure 8-13: Anticipated Employer Contribution Rates (FY 2022/2023 through FY 2027/2028)**



(Source: CalPERS, 2022)

Figure 8-14 shows the employer contribution requirements for the District by the Miscellaneous and PEPRa Miscellaneous payment plans from FY 2021/2022 through FY 2023/2024.

**Figure 8-14: District Employer Contribution Amounts for UAL Payment Plans from FY 2021/2022 through FY 2023/2024**



The contribution requirements shown above do not reflect any cost sharing or employee contributions. Some employers may pay employee contributions also, but this is not reflected in the information shown. The contribution requirements are for July 1 of each year. Changes in plan benefits, the funding period, prepayments, or other contract changes may also not be reflected in the figure above. The District has continued to pay down its UAL as needed (CRPD, 2022a). The FY 2022/2023 District Final Budget accounted for \$294,000 in UAL payments, however this amount will not cover the total anticipated UAL payments for FY 2022/2023 of \$320,239 (CalPERS, 2023).

## 8.7 Net Position

Figure 8-15 shows the District net position for FY 2021/2022 at approximately \$99.46 million.

**Figure 8-15: District Net Position as of June 30, 2022**

		Total	
			\$99,464,766
Assets	Cash and Investments		\$15,969,450
	Restricted Cash and Investments		\$14,108,474
	Receivables (Other)		\$477,290
Capital Assets	Net of Depreciation		\$79,062,454
Deferred Outflow	Pension		\$926,733
Current Liabilities	Accounts Payable	\$(395,962)	
	Accrued Payroll	\$(104,202)	
	Other Liabilities	\$(15,367)	
	Compensated Absences - current portion	\$(18,612)	
	Due within One Year	\$(375,390)	
Noncurrent Liabilities	Compensated Absences	\$(362,411)	
	Net Pension Obligation	\$(1,603,614)	
	Due after One Year	\$(6,205,527)	
Deferred Inflows	Pension	\$(1,968,500)	

The Net Position includes \$15.97 million in cash and investments and approximately \$79.1 million in capital assets. The assets of the District exceeded its liabilities by about \$98.4 million at the end of FY 2021/2022. The District’s total net position strengthened by an increase of \$19.7 million compared to the previous year, substantially due to new park development growth and site improvements.

## 8.8 Asset Maintenance and Replacement

The CRPD reviews capital improvement projects annually (budget cycle) and the funding strategies for those projects every five years. Priority and urgency are the key factors the District utilizes in determining the “ranking” of Capital Improvement Projects as follows:

- (1) Essential – High Priority/High Urgency projects that are mandated, for safety, address hazards, or are contractual;
- (2) Desirable – High Priority/Low Urgency projects are vital to services, are revenue generators, and prevent costs for the District;
- (3) Leveraged – Low Priority/High Urgency projects have matching funds, have awarded grant funding, or a clear need is demonstrated; and
- (4) Deferable – Low Priority/Low Urgency projects are worthwhile and wanted but not needed.

Source: CRPD, 2022a

The District provided consultants with the most recent Capital Improvement Plan (CIP) for the 2019-2024 planning cycle, created in 2018. This CIP includes a total of 93 projects with a total funding amount of

approximately \$26.1 million. The District updated the ADA transition plan in 2018 to address accessibility to facilities and parks. All projects include the assurance of any ADA updates. These projects are located throughout the District in Zones 1A through 4. The CIP summary for this cycle is repeated for reference in Table 8-4 below.

**Table 8-4: 2019-2024 CIP Summary**

Zone	Area	No. of Projects	Total Amount
1A	Park Maintenance Recreation and Improvement District – My Parks Enhancement Fund – City of Rancho Cordova	52	\$13,490,634
1B	Park Maintenance Recreation and Improvement District – My Parks Enhancement Fund – County of Sacramento	25	\$1,551,972
1C	Park Maintenance Recreation and Improvement District – My Parks Enhancement Fund – Gold River	4	\$41,000
2	Mather – Landscape and Lighting District	3	\$51,018
3	Villages of Zinfandel – Community Facilities District	3	\$4,362,000
4	Sunridge – Community Facilities District	6	\$6,624,066
5	Montelena – Community Facilities District	-	-
6	Glenborough/Easton Place – Community Facilities District	-	-
7A	District New Growth City – Community Facilities District	-	-
7B	District New Growth County – Community Facilities District	-	-
7C	District Infill Project – Community Facilities District	-	-
<b>Total</b>		<b>93</b>	<b>\$26,120,690</b>
<b>Notes:</b>			
<ul style="list-style-type: none"> <li>• In 2006 the board approved a Landscape and Lighting District (LLD) for Park Maintenance Recreation and Improvement District (PMRID) area; however, the amount and purpose are used for maintenance and utility services, not CIP</li> <li>• Zone 5 and 6 have been approved, however development has not started</li> <li>• Zone 7 is in the process of being formed</li> </ul>			
Source: CRPD, 2018			

The District has a Planning Department that leads the majority of the project planning process. In addition, there is an internal Capital Improvement Project (CIP) team that consists of a representative from each department (GM, Planning, Parks, Recreation, and Finance). The CIP team meets monthly to discuss the current status of projects, budgets, and any new projects that require immediate attention. This process engages cross-collaboration and ensures all departments are on the same page.

The District Board has a standing sub-committee, the Capital Improvement Plan Committee, which consists of two board members that meet bi-annually, and as needed. The purpose of this committee is to review completed projects (before and after) and to discuss upcoming philosophies, strategies, and projects. This also gives the public an opportunity to provide community input at board meetings in which this committee’s discussions are addressed. The Board of Directors approves the projects during the budget cycle and throughout the year, as needed.

The District anticipates spending roughly \$5.57 million per year for the next five years for capital improvements. In addition, as of FY 2022/2023, the District had approximately \$11 million in deferred maintenance costs.

## 8.9 Opportunities for Cost Avoidance and Shared Facilities

The District has four school districts (Folsom Cordova Unified School District, Sacramento City Unified School District, San Juan Unified School District, and Elk Grove Unified School District), portions of unincorporated Sacramento County, and the entirety of the City of Rancho Cordova within its boundaries. Currently, the District has in place Joint Use Agreements (JUAs) with three school districts and is in negotiations with the Elk Grove Unified School District to develop a JUA.

The District has multiple on-going cost avoidance practices including outsourcing landscaping services in new areas to test cost effectiveness, contracting outside janitorial services for consistency, contracting IT services instead of hiring, utilizing piggy-back contracting, and the has adopted the California Uniform Public Construction Cost Accounting Act (CUPCAA) in 2004 to increase the efficiency of the public bidding process. In addition, the District utilizes water reduction planting and planting of drought tolerant plants to reduce water costs.

## 8.10 Financial Summary

The District provided LAFCO with the following summary of financial and operational information as shown in Table 8-5.

**Table 8-5: Summary of Financial and Operational Information (FY 2022/2023)**

Indicator	FY 2022/2023
Population	128,000
Area served	75 square miles
Developed Real Estate	43 parks, golf course, and trail corridors at approximately 630 acres
Undeveloped Real Estate	73 acres (Center Property) 760 acres (future park growth)
Service Standards Ratios	City = 5 acres of parkland per 1,000 residents County = 4.87 acres of parkland per 1,000 residents
Full-time employees	63
Average Part-time employees	46 FTE or 95,680 hours
Total Annual Budget	<b><u>\$28,132,100</u></b> \$14,801,600 operations \$13,330,500 capital improvements, debt
Per Capita Spending	<b><u>\$220</u></b> \$115 operations \$105 capital improvements, debt

Indicator	FY 2022/2023
Total Annual Admin Costs	\$1,951,400
Percent Annual Admin Costs to Total	<b>7 percent</b> \$1,951,400/\$28,132,1000
Estimated deferred maintenance	\$11,039,000
Average Capital Improvements (5 years)	\$5,570,203 per year
Reserve Amount	<b><u>\$15,832,828</u></b>
Restricted	\$8,747,504
Unrestricted	\$7,085,324
Operational Cost per Employee	\$135,795
Average Property Tax Rate	Effective tax rate at 1.21% existing property tax
<i>Source: CRPD, 2022a</i>	

Based on the data presented in this Chapter, the District currently provides a high level of recreation and parks services to the residents and visitors of the District. Total administrative costs for the District are reasonable, and the District takes measures to reduce costs through on-going cost avoidance practices and existing joint use agreements. The District has a net positive position that has grown substantially over the last two fiscal years. Operations, capital improvements, and debts, are balanced and the District has a large amount of unrestricted reserves available to cover unanticipated operational costs. Though the District has not met its targets for reserves, the District continues to add to reserves year after year. The District plans for and anticipates future needs and has adequate staff to maintain the high level of services the District provides.

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## Chapter 9. Status and Opportunities for Shared Facilities

As mentioned previously, the District has four school districts, portions of unincorporated Sacramento County, and the entire City of Rancho Cordova within its boundaries. Currently, the District has Joint Use Agreements (JUAs) with Folsom Cordova Unified School District (FCUSD), San Juan Unified School District (SJUSD), and Sacramento City Unified School District (SCUSD). The District is in negotiations with the Elk Grove Unified School District to develop a JUA. These agreements allow for the use of facilities between the school districts and Cordova Recreation and Park District including school grounds, play fields, and school building facilities and the CRPD’s parks and playing fields, community centers, meeting rooms, and other facilities. The goal of the JUA’s is to provide the best services for each entity with the least possible expenditure of public funds. In most cases, swimming facilities are not included in the JUAs. In general, these shared facility agreements include compensation for the expense of staff, general utilities, and facility operations for each entity in question.

The District has a separate Memorandum of Understanding (MOU) with the Folsom Cordova Unified School District (FCUSD) which allows for joint use of the Cordova Community Pool for the Cordova High School aquatics team and classes. The District is reimbursed at an hourly rate to compensate for the expense of staff, general utilities, and facility operations.

In addition to the JUAs and MOU with the school districts, the District has entered into multiple MOUs with local non-profit sports organizations. These agreements allow for these organizations to have exclusive or preferred use of District fields or infrastructure for specific times and dates for a fee per participant.

District staff have indicated that there are no existing or potential duplication with existing or planned facilities or services with other agencies. The Optimized Plan currently in progress by the District will review opportunities to reduce duplicate infrastructure. District staff did identify trails, streetscape median corridors, sound walls, and sub-division monument signs as responsibilities that could be better served by other entities such as transportation service agencies as parks and recreation is the focus of the District (CRPD, 2022a). In 2013 after discussions with the City, CRPD stopped accepting trail corridors, streetscape corridors and medians in new development proposals. It was decided that transportation departments for the City or the County were better suited to manage those types of services. CRPD has approximately 41 acres of landscape corridors and 63 acres in trail corridors. Those acres will not increase.

<p><b>Recommendation:</b> The consultant recommends CRPD look at evaluating alternative agencies to transfer existing services for streetscape median corridors, sound walls, and sub-division monument sign responsibilities.</p>
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## Chapter 10. Municipal Service Review Determinations

Based on the information included in this report, the following written determinations make statements involving each service factor which the Commission must consider as part of a municipal service review. The determinations listed below are based upon data presented in this report for the Cordova Recreation and Park District and are recommended to the Commission for consideration. The Commission’s final MSR determinations will be part of a Resolution which the Commission formally adopts during a public meeting.

Scoring for the determinations in Table 10-1 below are as follows:



▲ Above Average (compared to similar Districts), ● Average, ▼ Below Average, ◆ Statement of Fact (not rated).



**Table 10-1: Summary of MSR Determinations for the Cordova Recreation and Park District**

Indicator	Score	Determination
<b>Population and Growth</b>		
Existing Boundary.	◆	The Districts 48,000-acre boundary includes the entirety of the City of Rancho Cordova and portions of Sacramento County. The District manages approximately 630 acres of parkland within its boundary
Existing Sphere of Influence.	◆	The District’s Sphere of Influence is coterminous with its boundary, meaning the SOI and the District boundary are one in the same.
Extra-territorial Services the Agency provides as described in Government Code Section 56134.	◆	There are no extra-territorial services provided by the District as described in Government Code Section 56134.
Existing Population	◆	The District estimates a population of 128,000 in 2021.
Projected Population in year 2040	◆	Population projections for the District were analyzed under a slower growth scenario that mirrors projected growth for the County of Sacramento, and a faster growth scenario following historic growth trends for the District. Under the slow growth scenario, the District will have a population of 147,613 by 2040. Under the fast growth scenario, the District will have a population of 170,021 by 2040.



Indicator	Score	Determination
<b>Government Structure and Accountability</b>		
Board and related public meetings are noticed, accessible to the public, and conducted according to the Brown Act	▲	<p>The CRPD makes the current agenda available on an integrated agenda management platform with a link to this platform from the homepage. Though the meeting agenda is downloadable, it is not electronically searchable by common internet browsers. The District and its representatives have a solid record of adherence to the requirements of the Brown Act, the Political Reform Act, and similar laws. The District complies with the requirements of the Brown Act 2016 Updates described in AB2257.</p> <p><b>Recommendation:</b> The consultant suggests CRPD consider adding a link directly to the agenda management platform on the Public Meetings page of the website.</p>
Public engagement is encouraged, and the District plans and programs reflect citizen input.	▲	The District has a robust community outreach program and solicits feedback from residents on future park design and recreational opportunities. Members of the public have partnered with the District on grant opportunities for park improvements
<p>The District meets the requirements of the Special District Transparency Act (SB 929), and Board members submit required forms and receive required trainings as prescribed by:</p> <ol style="list-style-type: none"> <li>(1) the Political Reform Act;</li> <li>(2) Assembly Bill 1234 (Salinas, 2005); and</li> <li>(3) Government Code 53237 <i>et. seq.</i></li> </ol>	▲	<ol style="list-style-type: none"> <li>(1) Information available from the FPPC indicates that Board members are complying with the Political Reform Act.</li> <li>(2) The District’s website posts the certificates for completion of ethics training for each Board member. All Board members have completed trainings as required by AB 1234</li> <li>(3) Compliance with this law was assessed for CRPD. Board members participated in a sexual harassment prevention training in May 2021 and January 2023. Therefore, the District Board is in compliance with Gov. Code 53237 <i>et. seq.</i></li> </ol>
The District has been recognized by its counterparts and/or by the State for its ongoing efforts to provide municipal services in a fair manner	▲	The District has received numerous awards spanning the last eight years for high quality services, facilities, and outstanding staff.
<b>Disadvantage Communities</b>		
The median household income is identified. The DUC threshold MHI (80 percent of the statewide MHI) is clearly stated. The MHI in the District’s boundary is described.	◆	The statewide annual median household income (MHI) in California for the year 2021 was \$84,097. Eighty percent of the statewide MHI (2021) equals \$67,228, the threshold used to determine which geographic areas qualify for classification as a disadvantaged community.

Indicator	Score	Determination
<p>Potential DUCs are considered. The provision of adequate water, wastewater, and structural fire protection services to DUCs is considered.</p>		<p>Within the boundaries of CRPD are located 10 Census Tracts that meets the DUC threshold. Only three of these census tracts are located within the unincorporated areas of Sacramento County and are therefore classified as disadvantaged unincorporated communities.</p> <p>The unincorporated areas are provided numerous public services. Water service to the DUCs is provided by the Cal American Water Company or the Sacramento County Water Agency. Wastewater services are provided by SacSewer and Regional San. Fire protection services are provided by the Sac Metro Fire. Due to these areas receiving the essential municipal services of water, wastewater, and structural fire protection, there are no communities within the existing CRPD boundary or adjacent to the District’s boundary that lack these three public services, and no health or safety issues have been identified.</p> <p>The Salmon Falls neighborhood park is located within DUC Census Tract 91.05 and provides only 1.54 acres of parks per 1,000 people. This is less than the District goal of 5 acres of parks per 1,000 people.</p> <p><b>Recommendation:</b> The consultant recommends CRPD consider including the feasibility of expanding parks facilities or adding new parks facilities within the Salmon Falls neighborhood park geographic area during the Optimized Plan process.</p>
<b>Public Services and Infrastructure</b>		
<p>The District has been diligent in developing plans to accommodate the infrastructure and service needs of current and future constituents. Service plans are regularly updated to ensure that infrastructure needs, and deficiencies are addressed in a timely manner.</p>		<p>The District has multiple plans to review infrastructure for current and future needs including a Capital Improvement Plan (2018), Reserve Study (2014), Master Plan for Incorporated Areas (2014), Inventory and Assessment Plan (2012), Park Impact Fee Nexus Study (2014), and Park Impact Fee Nexus Study for Unincorporated County Areas (2021). These plans and programs address existing infrastructure needs and the needs of future development.</p> <p>The District is currently in the process of developing a Parks, Facilities, and Recreation Optimized Plan to provide guidance for District-wide provision of park and recreation facilities for 10+ years.</p>

Indicator	Score	Determination
<p>The District meets benchmarks for parks and recreation services and has sufficient facilities to meet current demands.</p>		<p>A review of the National Recreation and Parks Association (NPRA) 2022 Agency Performance Review suggests that the District is maintaining adequate ratios of residents per park and acres of parkland per 1,000 residents when compared to other agencies nationwide with similar populations. The District provides programming activities similar to other agencies nationwide.</p> <p>For outdoor parks and recreation facilities, the District is providing a higher level of services for residents compared to national agencies with a similar population. In addition, the District continues meet benchmarks similar to other local parks and recreation agency providers in the region.</p>
<p>The District provides sufficient facilities and services to meet future demands.</p>		<p>The District manages 43 parks; 10 community parks and 33 neighborhood parks, totaling 372 acres throughout the District. In addition, the District manages approximately 218 acres of recreational land in trail corridor parcels, a golf course and a former shooting center currently being reimagined for recreation use. The District has a total of 590 acres of recreational land in its inventory. The District also owns and maintains approximately 40 acres of landscaped corridor parcels that are not included in the recreational land acreage. New development in the District can fall within the City of Rancho Cordova or Sacramento County, and each require Quimby parkland dedication for new projects:</p> <ul style="list-style-type: none"> <li>• City of Rancho Cordova: 5.00 acres of Quimby parkland per 1,000 residents</li> <li>• County of Sacramento/Unincorporated: 4.87 acres of Quimby parkland per 1,000 residents</li> </ul> <p>The District’s service goal is 5 acres per 1,000 residents. It is anticipated that Quimby parkland dedications for known development projects will add approximately 760 acres of new parkland to the District at full buildout. With an anticipated population of 280,000 and a total of 1,350 acres at buildout, this equates to 4.8 acres per 1,000 residents, approximately 0.2 acres less than the District’s service capacity goal.</p> <p><b>Recommendation:</b> The consultant recommends CRPD develop a strategy to meet the 5.0 acres per 1,000 residents service goal by buildout during the Optimized Plan process.</p>

Indicator	Score	Determination
The District has planned for replacement of aging park infrastructure and has preventative maintenance measures	▲	The District has internal construction, playground, irrigation, and backflow certified inspectors that continuously review infrastructure and provide recommendations to the CIP team.
<b>Financial Accountability</b>		
The District has completed annual audits for the last 5 years	▲	The District has annual audits for the last 5 years completed by JJACAP, Inc. independent auditors.
The District has a published policy for reserve funds, including the size and purpose of reserves and how they are invested	▲	The District has published financial policies last updated in December 2020. These include policies for reserve funds, the size and purpose of reserve and how they are invested.
Revenues exceeded expenditures in 50 percent of the studied fiscal years	▲	Revenues exceeded expenditures for FY 2018/2019 through FY 2021/2022. The District has budgeted a little less than \$1 million deficit for FY 2022/2023.
The District is in a positive Net Position for FY 2021/2022	▲	The District had a positive net position of \$99.5 million for FY 2021/2022.
The District generates revenue from a variety of sources	▲	Revenue for the District is made up of property taxes, special assessments, charges for services, developer fees, recreation and programming fees, rentals, and grants. The District has difficulty charging 100 percent cost recovery of programs/rentals due to the ability of residents to pay for recreation fees. The Cordova Recreation and Parks Foundation assists with fundraising and provides scholarships to residents that can't afford fees.
<b>Shared Facilities and Services</b>		
The District collaborates with neighboring entities to the extent possible to increase efficiency of the delivery of services within its boundary.	▲	The District has Joint Use Agreements (JUAs) and Memorandums of Understanding (MOUs) with three of the four school districts within its boundary. The District is currently working on a JUA with the Elk Grove Unified School District.
Agreements for shared facilities, services, any other appropriate agreement (i.e., Tax Sharing Agreement) are periodically reviewed to ensure fiscal neutrality.	▲	The District reviews agreements annually to ensure fiscal neutrality.
Other practices and opportunities that may reduce or eliminate <u>unnecessary</u> costs are examined by the District periodically.	▲	The District is in the process of producing an Optimized Plan which anticipates reviewing any redundancies with neighboring agencies
<b>Key Score:</b> ▲ Above Average (compared to similar Districts), ● Average, ▼ Below Average, ◆ Statement of Fact (not rated)		



## Chapter 11. Sphere of Influence

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) requires that LAFCO review and update the Sphere of Influence (SOI or Sphere) for each of the cities and special districts within the county. Sacramento LAFCO is being asked to consider the Sphere of Influence for the Cordova Recreation and Park District in conjunction with its review of the Districts updated Municipal Service Review.

### 11.1 Sphere of Influence Introduction

In determining the Sphere of Influence for an agency, LAFCO must consider and prepare written determinations with respect to four factors [Government Code §56425(e)]. These factors relate to the present and planned land uses including agricultural and open-space lands; the present and probable need for public facilities and services in the area; the present capacity of public facilities and adequacy of public services which the agency provides or is authorized to provide; and the existence of any social or economic communities of interest in the area if the commission determines that they are relevant to the agency. Commission policies require review of service capacity, level and types of services currently provided, the areas where these services are provided, financial capabilities, cost of service, and location of existing and proposed facilities as well as timing (Sacramento LAFCO, 2007).

#### 11.1.1 *Overview of Sphere of Influence Options Under CKH Act*

The intent of an SOI is to identify the most appropriate areas for an agency to provide services in the probable future. Accordingly, territory included in an agency’s Sphere is an indication that the probable need for service has been established; and that the subject agency has been determined by LAFCO to be the most logical service provider for the area.

There are a number of ways to look at Spheres of Influence. One option is to consider growth and development and the need for municipal services over time. A second option is to determine an agency’s ability to provide municipal services beyond its current boundary. For an agency that does not plan to provide municipal services beyond its present boundary, a Sphere boundary that is the same as the agency boundary is called a Coterminous Sphere of Influence. A third option is related to reducing the current Sphere of Influence of an agency by adopting a Reduced Sphere of Influence by excluding territory currently within an agency’s Sphere. A fourth option relates to Sphere areas for which municipal services are not intended to be provided; that is, areas within a Sphere which will remain undeveloped (such as open space or ‘protected lands’). Such an area is a special case and requires the agency to demonstrate why an area should be included within a Sphere for which no municipal services will be provided.

LAFCO also has the ability to determine a Zero Sphere of Influence for a City or Special District; signaling that the City or District does not have the wherewithal, governance capability, financial means, and/or operational capabilities to provide the municipal services for which it was formed and should be dissolved, or its function(s) reallocated to another agency.

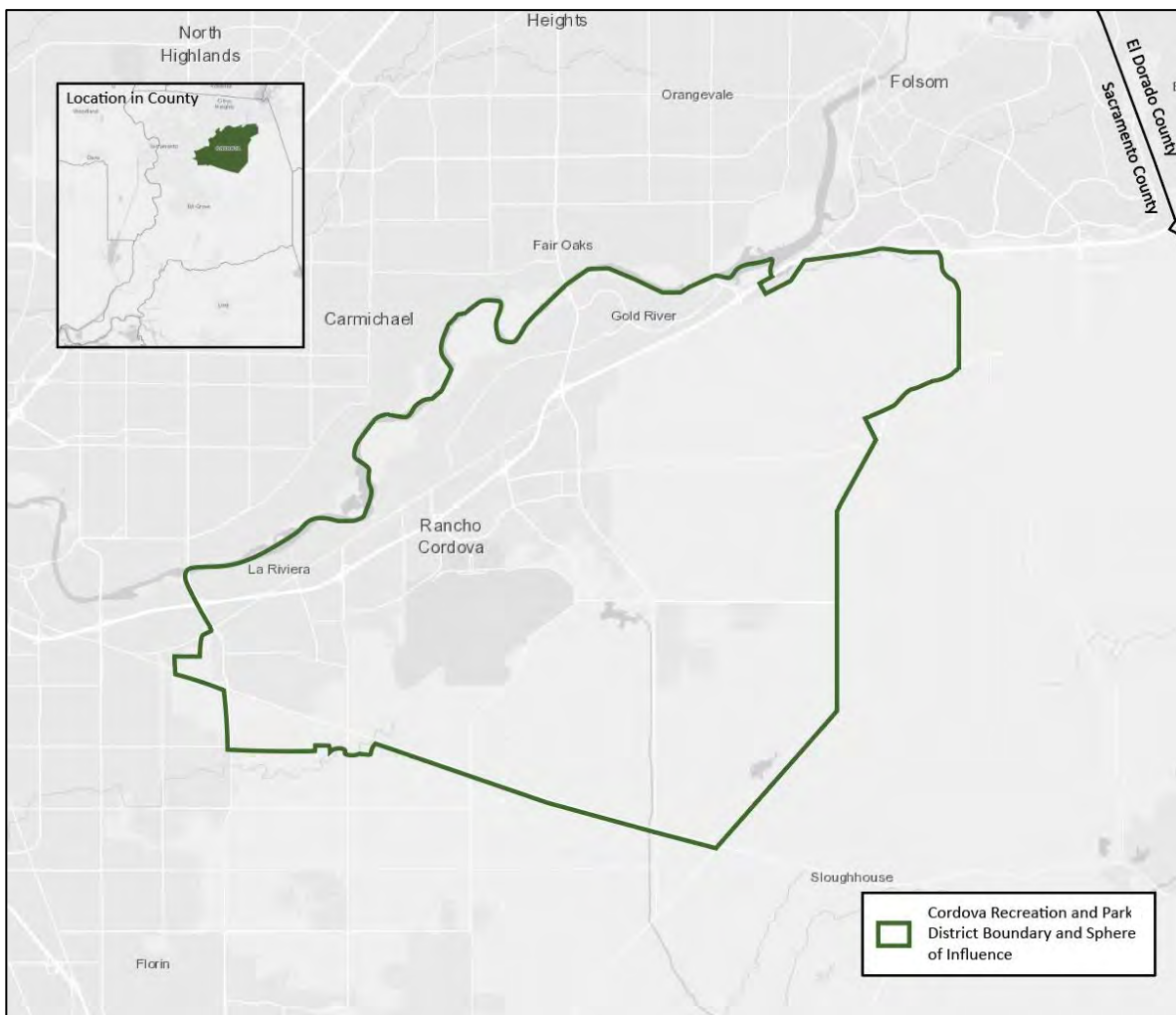
## 11.2 Existing Sphere of Influence

The Cordova Recreation and Park District (CRPD) is an independent special district that was established in 1958 with the aim of serving the parks, recreation and open space needs of the City of Rancho Cordova and portions of unincorporated Sacramento County encompassing the areas of Gold River, Larchmont, Mather, Riviera East, and Rosemont (CRPD, 2022a).

Sacramento LAFCO most recently affirmed the existing Sphere of Influence (SOI) for the Cordova Recreation and Park District in 2013 via Resolution No. 03-12.

The CRPD has a Coterminous Sphere of Influence, meaning that the Sphere boundary is the same as the agency boundary. District staff have indicated that the existing Sphere of Influence is appropriate for the District at the time of this MSR. The current boundary and SOI for the District can be seen in Figure 11-1.

**Figure 11-1: Cordova Recreation and Park District Boundary and Sphere of Influence**



## 11.3 Determinations

In determining the Sphere of Influence (SOI) for an agency, LAFCO must consider and prepare written determinations with respect to five factors as outlined in Government Code §56425(e). These factors are as follows:

1. The present and planned land uses in the area, including agricultural and open space lands;
2. The present and probable need for public facilities and services in the area;
3. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide;
4. The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency; and
5. The present and probable need for public facilities and services (including sewers, municipal and industrial water, or structural fire protection) of any disadvantaged unincorporated communities within the existing Sphere of Influence.

Consultants and LAFCO staff propose no change to the existing SOI for the District and recommend the commission approve the SOI determinations as presented below.

### **6. Present and planned land uses**

The primary land uses within the District service area are described in Chapter 5, Section 5.3. The entirety of the City of Rancho Cordova is located within the Cordova Recreation and Park District boundary. Within the City of Rancho Cordova is a mix of land uses with the majority being residential followed by parks and open space and natural resources. Land within the Parks and Open Space category is designed to be used for both active and passive recreational activities, such as parks, lakes, golf courses, and trails. Currently 12 percent of land uses within the City are designated as parks and open space.

Future development in the City Planning Area includes all of the incorporated and unincorporated areas of the District. Parks and open space are anticipated to make up 7.2 percent of land uses in the entire planning area with 46.7 percent made up of residential land uses. Agricultural land remains in the City boundary and within the CRPD boundary and includes grazing land, farmland of local importance, prime farmland, farmland of statewide importance, and unique farmland. More extensive agricultural land is found adjacent to the CRPD boundary on the east and south sides. Much of the undeveloped lands within CRPD are classified as grazing land, specifically the southeast and southwest sides of the District. The City of Rancho Cordova and Sacramento County have the power to approve or disapprove land developments on farmland through their respective General Plans. CRPD is not a land use authority, therefore all conversions of agricultural lands would be under the direction of the City and the County within CRPD's boundary.

### **7. Present and probable need for facilities and services in the area**

The District manages 43 parks (10 community parks and 33 neighborhood parks) totaling 372 acres throughout the District. The District manages multiple community centers, aquatic centers, and a sports complex. In addition, the District manages approximately 218 acres of recreational land in trail corridor



parcels, a golf course, and a former shooting center currently being reimagined for recreation use. The District has a total of 590 acres of recreational land in its inventory. The District also owns and maintains approximately 40 acres of landscaped corridor parcels that are not included in the recreational land acreage. Recreational programming for the District is extensive and includes numerous classes and programs throughout the year at various parks and facilities.

The District anticipates a total population of 280,000 at buildout of the undeveloped areas of the District. This projection does not include in-fill development and/or the unplanned Aerojet property located in the upper east quadrant of CRPD. New development within the District is required to provide land or in lieu fees for park and recreation purposes. Quimby parkland dedications for known new development projects will add approximately 760 acres of new parkland to the District, bringing the total parkland to approximately 1,350 acres.

### **8. The present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide**

The District’s existing service capacity is 5 acres per 1,000 residents. CRPD utilizes benchmark local and regional park districts to measure the recreation services the District provides, the facilities offered, amenities, and fees associated with programming. The District is meeting benchmarks similar to other local parks and recreation agency providers in the area including Southgate Recreation & Park District in South Sacramento, Sunrise Recreation and Park District, and El Dorado Hills Community Services District.

Based on national performance metrics, the District maintains adequate facilities for residents when compared to other agencies nationwide with similar populations. However, the District currently provides 4.6 acres of parkland per 1,000 residents, less than the District’s goal of 5 acres of parkland per 1,000 residents. The District provides a higher number of facilities compared to national agencies, suggesting that the District is providing a higher level of service than comparable agencies for outdoor parks and recreation facilities. The District provides extensive programming for key activities when compared to national performance metrics and has targeted programs for children, seniors, and people with disabilities.

### **9. The existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency**

The District is located within the unincorporated areas of Sacramento County and encompasses the entirety of the City of Rancho Cordova. Mather Airfield was identified by the County as an area of economic interest. The Airfield is a former military base that transferred from the Federal Government to the County for redevelopment purposes. The County’s objective with the property is to serve as a major catalyst for redevelopment and economic development of surrounding jurisdictions and the Sacramento Region. No additional communities of interest are located within the District boundaries.

### **10. The present and probable need for public facilities and services of any disadvantaged unincorporated communities**

There are Disadvantaged Unincorporated Communities (DUCs) within or contiguous to the CRPD boundary and sphere of influence, including three census tracts. Water service to the DUCs is provided by

the Cal American Water Company or the Sacramento County Water Agency. Wastewater services is provided by SacSewer and Regional San. Fire protection services are provided by Sac Metro Fire. Due to these areas receiving the essential municipal services of water, wastewater, and structural fire protection, there are no communities within the existing CRPD boundary or adjacent to the District’s boundary that lack these three public services, and no health or safety issues have been identified.

### **11.3.1 Recommendation**

Pursuant to Government Code Section 56425(i)(2), the Commission does hereby establish the functions and classes of services provided by the Cordova Recreation and Park District as those specified in Community Services District Law, California Government Code Section 56044 et seq. Based upon the information contained in this report, it is recommended that the Cordova Recreation and Park District Service Area Boundary and SOI for all services remain unchanged.

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