



Fulton-El Camino Recreation and Park District

Chapter 4

Existing Management and Operations

Chapter 4 – Section 1

Existing Management and Operations

4.1.1 Introduction

This section provides an overview of the District’s management and operations which includes an analysis of the District’s:

- Organization and staffing levels
- Revenues and expenditures
- Programs and services.

4.1.2 Management

A five-person elected Board of Directors manages the District. Their primary responsibilities are policy development and fiduciary oversight. The Board hires the General Manager who in turn hires the staff. The organizational structure of the District is shown in Chapter 1, Section 2, Figure 1-1.

Staffing

As of July 2018 the District employed 11 full-time employees and 12 full-time equivalent part-time/seasonal employees for a total of 23 Full time Equivalent (FTE) employee hours. See Table 4.1 and appendix 4-1 for historical staffing levels.

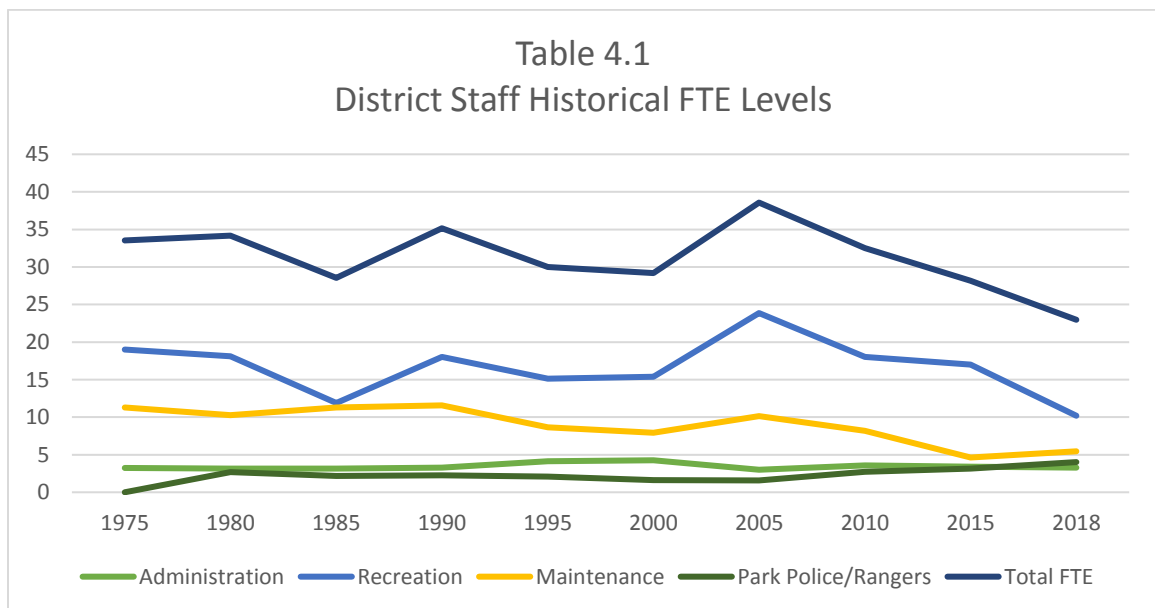


Table 4.1 clearly shows the steady decline in district staffing as a result of reduced property tax and assessment district revenue as shown in Table 4.2 on the next page.

4.1.3 Funding History

Funding has varied over the years. Prior to 1978 and the passage of Proposition 13, the district operated entirely from property taxes and program fees and was able to maintain and improve the District's facilities without need of additional funds. The passage of Proposition 13 resulted in a 25% reduction of property tax revenues.

Prior to the passage of Proposition 13, local governments were authorized to levy individual property tax rates. The total tax rate applicable to any individual parcel was the total of the separate rates levied by each local taxing jurisdiction serving that property, i.e. county, city, special districts, school districts, community college, Office of Education. The average statewide combined tax rate in 1977/78 (the year of Proposition 13's passage) was equivalent to 2.67% of full cash value. Proposition 13 limited the tax rate for each individual piece of property to one percent, exclusive of bonded indebtedness approved by the voters prior to adoption of the initiative or at the same election. SB 154 was passed by the legislature and divided the one percent property tax rate based on an historical shares methodology to maintain an "as you were" approach. For example, if a city received five percent of the property taxes collected for all taxing jurisdictions in the county prior to the passage of Proposition 13, the city would receive five percent of the property taxes collected at the one percent rate. (Demystifying the California Property Tax Apportionment System, David G. Elledge, March 2006)

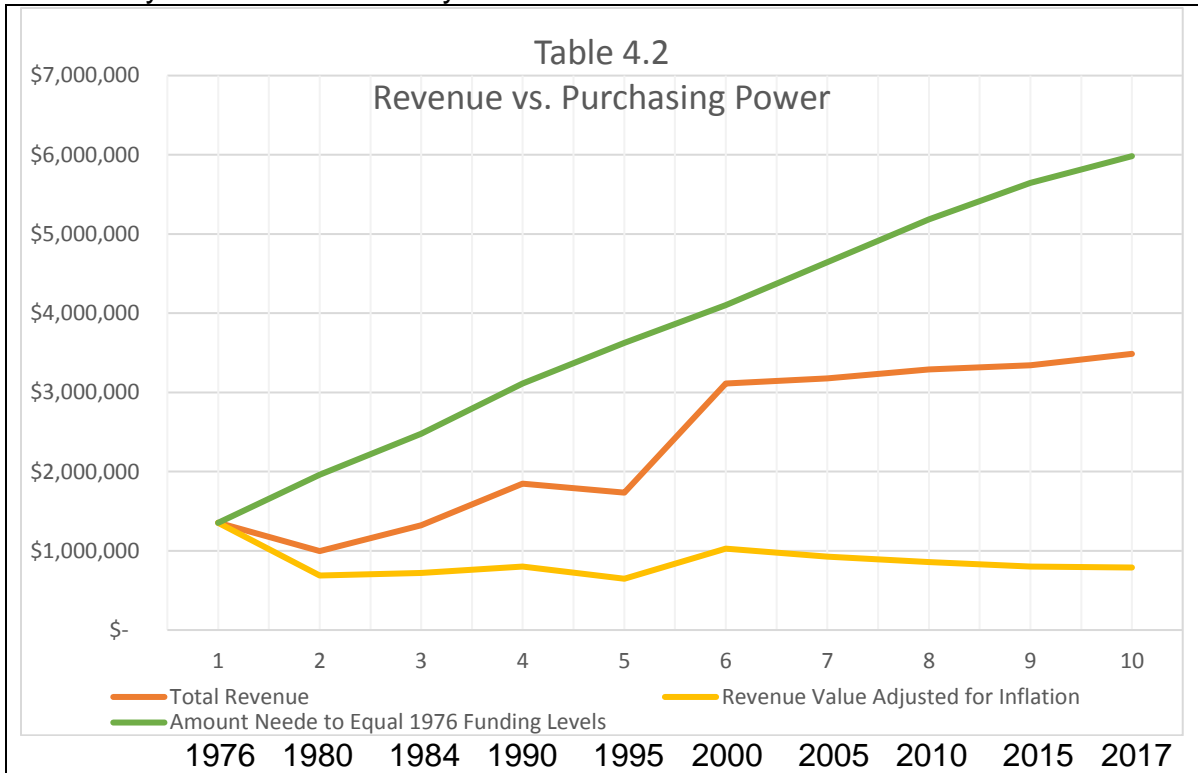
The State of California backfilled the loss of revenue with bailout funds, minimizing the impact Proposition 13 had on the district.

State Assistance (SB 154 Bailout)

SB 154 provided for the distribution of state assistance (bailout) to make up, in part, for local property tax losses. The state assistance payments from the State to local agencies replaced nearly 60 percent of the Proposition 13 property tax losses in 1978/79. The cost to the state totaled \$1.9 billion and was funded from the state surplus. Another \$2.5 billion in state assistance was designated to replacing lost school property tax revenue to ensure 85 to 91 percent of anticipated revenue. Special districts received three separate appropriations totaling \$192 million. The distribution of \$125 million was based on the county's special districts' collective property tax loss in relation to statewide special district property tax loss. The county board of supervisors (or city councils having subsidiary districts within their jurisdictions) were given the discretion in determining the amount of state assistance 13 payments for each district. Priorities for police and fire services and criteria regarding reserves similar to cities and counties were required to be followed. (Assembly Office of Research, 1985, pp.232-233)

In 1989 the State adjusted the bailout amounts for local governments through legislation known as the AB 8 Tax Shift reducing the District's property tax revenues as shown in Table 4.2 and appendix 4-2.

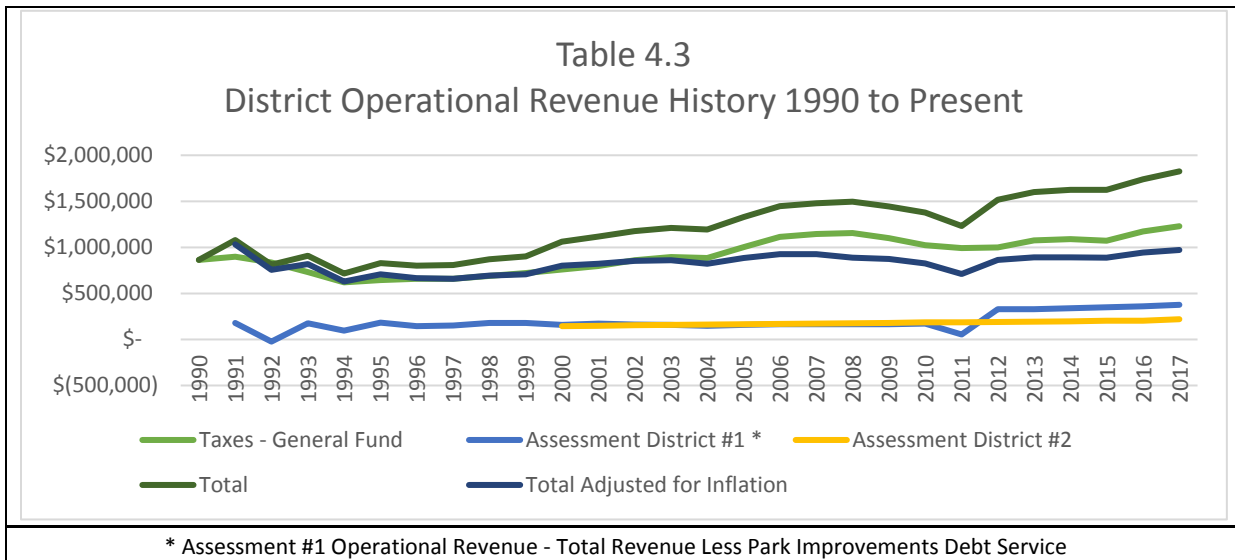
Table 4.2 shows the history of funding since 1976. This table clearly shows the steady decline in District purchasing power even while the revenues received has modestly increased over the years.



- Green line - Represents the 1976 revenue adjusted over time for inflation.
- Orange line - Shows actual property tax and Assessment District revenue received by the District.
- Yellow line - Reflects purchasing value of the Blue line adjusted for inflation.

Funding notes:

- 1976 was chosen as the base year for operations as it was a pre-Proposition 13 revenue year and represents a respectable level of funding to maintain District operations.
- 1980 shows the resultant effect of Proposition 13 on District revenues.
- 1984 shows the improvement to funding levels due to the State's backfilling of the lost property tax revenue due to Proposition 13.
- 1990 represents the funding level prior to the District losing the backfill funding from the State due to the Education Relief Augmentation Fund (ERAF) shift in property tax revenue.
- 1992-94 demonstrates the decline in revenue due to ERAF Shifts I & II.
- 1995 revenue levels shows the increase in revenue from the first Landscape and Lighting Assessment District added to the property tax revenue.
- 2000 revenue levels shows the increase in revenue from the second Landscape and Lighting Assessment District added to the property tax revenue and the first assessment District.
- 2005, 2010, 2015 and 2017 revenue levels reflect the rise in property values and the resultant increase in property tax revenue and assessment increases due to inflation adjustments.



Funding notes:

1990 was selected to start the explanation of how the District has struggled to fund the operations of the District. The value of the revenue in 1990 is being utilized as a comparison for the years following.

1991 is the first year funds from the Landscape and Lighting Assessment District #1 were assessed and used to fund District operations.

1992-94 shows the backfill funding from the State being shifted away from the District through the implementation of the Education Relief Augmentation Fund (ERAF) shift in property tax revenue. The graph demonstrates the decline in revenue due to the ERAF Shift.

2000 revenue levels shows the increase in revenue from the second Landscape and Lighting Assessment District added to the property tax revenue.

2004 - 2008 reflects the overheated housing market rise in values and the resultant increase in tax revenues

2009 – 2011 reflects the decline in property values due to the Great Recession. It also reflect the loss of over \$120,000 in assessment #1 revenues due to the recalculation of the assessments levied for Assessment District #1 due to changes in the laws governing assessments. The vote to continue Assessment #1 necessitated the change in the assessment formulation.

2012 reflects the first year the entire amount of Assessment District #1 revenues were utilized for operations. Previously, approximately \$250,000 was being utilized to pay off the park improvement bond debt.

2015 - 2017 revenue levels reflect the rise in property values and the resultant increase in property tax revenue and assessment increases due to inflation adjustments.

Educational Revenue Augmentation Fund (ERAF)

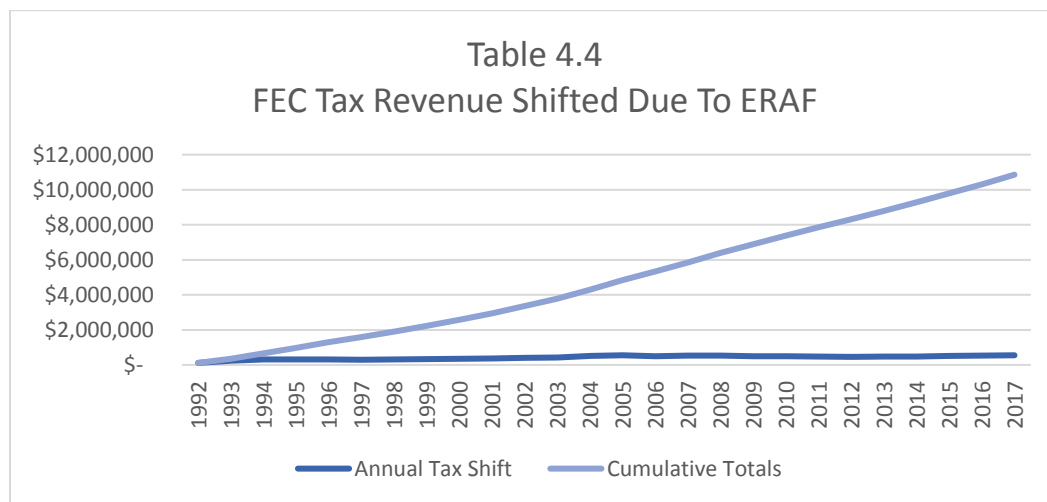
In order to fully understand the financial difficulties the District has faced over the last 26 years it is important to understand why the District found it necessary to establish two Benefit Assessment Districts. The following information was taken from a Fact Sheet published by the League of California Cities which provides a clear history of the ERAF tax shifts of 1992* and 1993* and their ongoing impact to local government.

In 1992, the State of California found itself in a serious deficit position. To meet its obligations to fund education at specified levels under Proposition 98, the State enacted legislation that shifted partial financial responsibility for funding education to local government (cities, counties and special districts). The state did this by instructing county auditors to shift the allocations of local property tax revenues from local government to “educational revenue augmentation funds” (ERAFs), directing that specified amounts of city, county and other local agency property taxes be deposited into these funds to support schools.

As part of the budget agreement that put Proposition 1A of 2004 on the ballot to protect city revenues from additional shifts and state takeaways, cities, counties and special districts agreed to contribute an additional \$1.3 billion per year in FY04-05 and FY05-06. Although these ERAF III shifts ended in FY06-07, the original ongoing shifts that began in 1992-94 have not been reduced at all. All of this comes at a time when California’s population is growing rapidly and is creating demands for additional services and facilities.*

The following graph demonstrates the impact the ERAF tax shift has had on the District. The 1992 tax shift was \$114,636 and was followed the next year by an additional \$239,347 and increased every year thereafter relative to the property value increases of the assessor’s tax rolls. The District lost \$549,392 to the ERAF tax shift in FY2017-18. To help keep this in perspective, the revenue the District received from the two benefit assessment districts in FY2017-18 was \$602,376. The state SHIFTED its responsibility to increase taxes to the cities, counties and special districts. The tax shift forced the District to establish the assessment districts.

*ERAF I – 1992, ERAF II – 1993, ERAF III – 2004



4.1.4 Budget Analysis

In 1989-1990, the District operated with only the General Fund budget, which received most of its revenues from the taxation of property and fees/charges for services it provided. The AB 8 Tax Shift reduced the property taxes collected in fiscal year 1990-91. In fiscal years 1992-93 and 1993-94, the State of California diverted funding from counties, cities and special districts to fund its education

commitments (Table 4.4). This further reduced the District's operating budget. In an effort to maintain District services, the District began reducing costs and utilizing a small portion of the Reserve Account for operations.

In 1996, JC Draggoo & Associates concluded the District would exhaust its Reserve Account and operate in a deficit within 3-4 years. While recommendations were made to cut operating costs and produce more revenue, the consultant concluded these changes would not be enough to make the District operate on a sustainable basis. In addition, the parks themselves were deteriorating and were in need of major renovation/repair.

Based on these conditions, the District created Landscape and Lighting Assessment District #1 to pay for park maintenance and operations. In 2001, the community approved Landscape and Lighting District #2 for maintenance and improvements.

Table 4.5
Operating Budgets 1988-1989 and 2000-2001

Fund	1988-1989	2000-2001	2017-2018
General Fund	\$1,782,222	\$1,355,381	\$1,239,565
Landscape and Lighting District #1 (Operations)	-	\$540,430	\$371,822
Landscape and Lighting District #1 (Improvements)	-	\$63,500	\$214,513
Total	\$1,782,222	\$1,959,311	\$1,825,900

Landscape and Lighting Assessment District #1 (Maintenance and Operations)

The District is primarily funded by a portion of property taxes and existing assessments to fund capital improvements, maintenance and operations. In 2011 it was obvious that the general decline in local property values over the last several years had resulted in continued significant decreases to the District's property tax revenue. ***The assessment that began in 1991 needed to be modified to be brought into conformance with laws and legal decisions created or modified after 1991. In response to revenue decreases and increasing operational costs, the District reduced expenditures and personnel, and deferred needed maintenance, repairs, improvements and capital purchases.*** Nevertheless, the funding from the assessment from 1991 needed to be replaced, otherwise the District would be forced to further reduce park maintenance and postpone facilities upgrades, resulting in a continuing deterioration of park maintenance and facilities.

Assessment District #1, Formation

Landscape and Lighting Assessment District #1 (Operations and Maintenance) was formed in 1991 at the direction of the District's Board of Directors pursuant to the Landscape and Lighting Act of 1972 as chaptered within the Streets and Highways Code Section beginning with Section 22585. The purpose of the Assessment District was to rehabilitate, maintain and enhance the valuable

resources within the boundaries of the District as outlined in the 1991 Master Plan. (As a result of the establishment of Assessment District #1, the following major projects were funded:

- Cottage Pool reconstruction,
- Howe Community Center remodel,
- Howe Park pond bank reconstruction,
- Howe restroom remodel,
- Howe picnic shelter improvements and
- Playground enhancements in each of the District's parks and
- Numerous miscellaneous improvements made

These improvements were made possible through a bond. The assessment proceeds were pledged to retire the bond in 2011.

Proposition 167 required all assessment districts to go to a vote of the property owners. Assessment Districts established prior to the establishment of Proposition 167 were required to go to the voters for confirmation if they were not legally encumbered. Once the bond was paid off it was thought that Assessment District #1 would need to go to a vote. There was a difference of legal opinions as to the need for Assessment District #1 to go to a vote. The Board, wishing to err on the side of propriety and good governance, decided to take the extension of the Assessment District #1 to the property owners.

In June and July of 2011, in order to extend and replace Assessment District#1, the District conducted an assessment ballot proceeding pursuant to the requirements of Article XIID of the California Constitution ("The Taxpayer's Right to Vote on Taxes Act") and the Landscaping the Lighting Act of 1972, and pursuant to the direction of the Board of Directors of the Fulton-El Camino Recreation and District on February 17, 2011 with resolution number 2011-05 that initiated the proceedings, and on May 17, 2011 with resolution number 2011-08 that directed the mailing of ballots on June 1, 2011. During this ballot proceeding, property owners in the District were provided with a notice and ballot for the proposed "Parks Maintenance and Recreation Improvement District," the "Improvement District," or "Assessment # 1." A 45-day period was provided for balloting and a public hearing was conducted on July 21, 2011. At the public hearing, all ballots returned within the 45-day balloting period were tabulated.

It was determined at the public hearing that the assessment ballots submitted in opposition to the proposed assessments did not exceed the assessment ballots submitted in favor of the assessments (with each ballot weighted by the proportional financial obligation of the property for which ballot was submitted). The final balloting result was 68.43% weighted support from ballots returned. As a result, the Board gained the authority to approve the levy of the assessments for fiscal year 2011-12 and to continue to levy them in future years. The authority granted by the ballot proceeding was for a maximum assessment rate of \$25 per single family home per year, increased each subsequent year by the San Francisco Bay Area CPI (consumer price index) not to exceed 3% per annum. In the event that the annual change in the CPI exceeds 3%, any percentage change in excess of 3% can be cumulatively reserved and can be

added to the annual change in the CPI for years in which the CPI change is less than 3%.

Landscape and Lighting Assessment District #2 (Maint. and Improvements)

Prior to fiscal year 2000-01, the District experienced a revenue shortfall that was predominantly due to escalating maintenance costs (primarily water) and declining revenues (reduced property tax proceeds). In response to the revenue shortfall, park maintenance, repair and other services were cut back. The full-time park maintenance staff was also reduced. Moreover, repairs of recreation facilities were delayed, closed or scaled back. In absence of a new local revenue source, the baseline level of park and recreation facilities in the District would be a deteriorating level of maintenance and upkeep of the park and recreation facilities and properties listed above. Due to this combination of decreased revenues and increased costs, in 2000 the District proposed to the property owners the establishment of a new benefit assessment to provide revenues for improved park maintenance services and other improvements to parks and recreation facilities.

Assessment District #2, Formation

In February and March of 2000, the District conducted an assessment ballot proceeding pursuant to the requirements of Article XIID of the California Constitution ("The Taxpayer's Right to Vote on Taxes Act") and the Landscaping the Lighting Act of 1972. During this ballot proceeding, property owners in the District were provided with a notice and ballot for the proposed Parks and Recreation Maintenance and Improvement District Assessment # 2. A 45-day period was provided for balloting and a public hearing was conducted on March 14, 2000. At the public hearing, all ballots returned within the 45-day balloting period were tabulated. It was determined at the public hearing that the assessment ballots submitted in opposition to the proposed assessments did not exceed the assessment ballots submitted in favor of the assessments (with each ballot weighted by the proportional financial obligation of the property for which the ballot was submitted). The final balloting result was 63.8% weighted support from ballots returned. As a result, the Board gained the authority to approve the levy of the assessments for fiscal year 2000-01 and to continue to levy in future years. The authority granted by the ballot proceeding was for a maximum assessment rate of \$12.00 per single family home, increased each subsequent year by the San Francisco Bay Area CPI (consumer price index) not to exceed 3% per annum. In the event that the annual change in the CPI exceeds 3%, any percentage change in excess of 3% can be cumulatively reserved and can be added to the annual change in the CPI for years in which the CPI change is less than 3%.

Assessment Districts #1 and #2, Continuation

In each subsequent year for which the assessments will be continued, the Board must direct the preparation of engineer's reports, budgets and proposed assessments for the upcoming fiscal year. After the engineer's report are completed, the Board may preliminarily approve the engineer's reports, proposed assessments, and establish the date for a public hearing on the continuation of the assessments. These reports are prepared pursuant to the direction of the

Board. These engineer's reports are prepared to establish the budget for the continued improvements and services that would be funded by the proposed fiscal year assessments, determine the benefits received by property from the park maintenance and improvements and services within the District, and the method of assessment apportionment to lots and parcels within the District. These Reports and the proposed assessments are made pursuant to the Landscaping and Lighting Act of 1972, Part 2 of Division 15 of the *California Streets and Highways Code* and Article XIID of the California Constitution. If the Board approves this engineer's reports and the continuation of the assessments by resolution, a notice of public hearing is published in a local paper at least 10 days prior to the date of the public hearing. The resolution preliminarily approving the engineer's report and establishing the date for a public hearing is used for this notice. Following the minimum 10-day time period after publishing the notice, a public hearing is held for the purpose of allowing public testimony about the proposed continuation of the assessments. At this hearing, the Board considers approval of resolutions confirming the continuation of the assessments for fiscal year in question. If so confirmed and approved, the assessments are submitted to the County Auditor/Controller for inclusion on the property tax rolls for that fiscal year.

Reserve Fund

The District's Board of Directors has established a goal of setting aside \$1,000,000 in a Reserve Fund to address the District's unforeseen emergency needs, large capital improvement projects that can't be funded from the annual tax and assessment proceeds, and fund the District's operations during the "dry period" of the budget year. The "dry period" is July 1 through receipt of the first property tax installment, usually in January of the fiscal year. During this time, if needed, the County of Sacramento advances the District the property tax and assessment revenues. The County charges interest on the advanced revenues. Having sufficient revenue in the Reserve Fund to cover operating expenses during the dry period will eliminate the interest paid to the County. The District's auditor has recommended \$1,000,000 as a prudent reserve amount. The District has not yet met this goal but continues to strive to set aside funds each year to accomplish this objective.

Conservative Financing

The District's Board of Directors has adopted a Pay-As-You-Go philosophy for District operations and capital improvements. Where ever and whenever possible, the District saves property tax and assessment revenues to pay for facility improvements and new facilities, limiting the need to issue construction bonds to accomplish the improvements. The funds are held in the Reserve Account until needed.

Chapter 4 – Section 2

Administration Division

4.2.1 Administration – Description

The Administration Division is responsible for supporting the Board of Director's efforts in creating the District budget and establishing policies that govern District operations. It oversees the District's financial responsibilities including, payroll, payment of claims, facility rentals, recreation program registration, and public relations.

4.2.2 History

The Administrative Division was created shortly after the establishment of the District in 1956. In 1957 the District had 12,000 residents within its 2.2 square mile service area. Through a series of annexations, the service area was expanded to its current 5.24 square miles that now provides recreation programming to approximately 30,000 residents.

The first district employee was Robert Casselberry, hired in March of 1959 as Recreation Director. In October of 1959 Robert Leedy was hired as the Director of Recreation and Parks. In June of 1961 Wayne Bartholomew was appointed Superintendent of Recreation and Parks. Richard Conzelmann became the Superintendent of Parks and Recreation in April, 1964. Richard Conzelmann then became the District's first District Administrator in November of 1965 and oversaw the development of Howe Park and what is now known as the Conzelmann Community Center. Since that time the division has consisted of a full-time District Administrator/General Manager, Office Manager, and Office Assistant and a part-time Office Clerk. For a brief period in the 1990's the District also had an Assistant General Manager that oversaw the Maintenance Division and much of the day to day operations of the District.

The District has long enjoyed the positive benefits that come from membership in professional associations and organizations:

- California Association of Recreation and Park District (CARPD)
- California Association of Park and Recreation Indemnity (CAPRI)
- California Special Districts Association (CSDA)
- Greater Sacramento Area Council of Park Districts
- Friends of Fulton-El Camino Recreation and Park District
- Sacramento Parks Foundation
- The Rotary Club of Arden Arcade
- Kiwanis Club of Greater Sacramento

The Board of Directors and District staff take particular pride in receiving the California Special Districts Association's "Transparency Award" for 2016, 2017, 2018, and 2019. This award program was established by CSDA in 2016 and is given to Special Districts that meet rigid standards for public outreach and communication.

4.2.3 Staffing

The Administrative Division is presently staffed with four employees, three are full-time and one is part-time.

1. General Manager, Full-time
The Board of Directors select and hires the General Manager. The General Manager is responsible for the operations of the District and hires, and/or delegates the authority to hire, all of the other District employees. Currently, the General Manager is acting as the Superintendent of Parks as well as being responsible for writing grant applications.
2. Superintendent of Administration, Full-time
The Superintendent of Administration oversees employee payroll, payment of claims, facility rentals, human resources and recreation program registrations.
3. Administrative Assistant, Full-time
The Administrative Assistant's primary responsibility is customer service, facility rentals, scheduling staff to oversee facility rentals, and program registrations.
4. Accounting Clerk, Part-time
The Accounting Clerk is responsible for processing service and supply claims, payroll and customer service, backing up the Administrative Assistant in her responsibilities.

4.2.3.1 Staffing Recommendations

The current level of staffing is not sufficient to optimize access to grants that are available to the District. The District's desired level of interaction with the community as well as the legislature is hampered due to lack of staff. An additional staff member dedicated to securing grants and either taking on a portion of the District's operation or community liaison duties will provide the necessary manpower to accomplish the goals of the District.

4.2.4 Recommendations

In the event funding becomes available, an Administrative Projects Supervisor should be added to the District staff. This position would work closely with the General Manager to help with planning and grant writing for the District. It would also allow the District to increase community and legislative interaction.

Chapter 4 – Section 3

Park Maintenance Division

4.3.1 Park Maintenance

The Park Maintenance Division's primary responsibility is the development, care and maintenance of the District's parks and facilities. Their secondary responsibility is support for recreation programs and activities and facility rentals.

4.3.2 History

The Park Maintenance Division was established in June of 1959. The minimal maintenance and operation needs of the District were taken care of by two part time employees. Parry Laird was the District's first Park Foreman, hired in 1961. Frank Mowery was the District's first Superintendent of Parks during the summer of 1961. At that time there were four full-time maintenance staff and four part-time "Laborers." Over the years, as the District developed parks and facilities, the Park Maintenance Division grew.

4.3.3 Staffing

The Park Maintenance Division's staffing level has varied with the needs and development of the District over the years. The District has always relied upon part-time staff to carry the large share of the day to day maintenance of the parks and facilities. At the inception of the Park Maintenance Division there were three full-time and six part-time employees. ***In 1987, the Park Maintenance Division had eight full-time and six part-time employees being paid roughly 50% of the payroll. Presently there are three full-time and seven part-time employees being paid approximately 21%.*** This number can't be directly compared to the 1987 figure as the current payroll includes an expanded Park Police Division's payroll. Even if you adjust for the growth in the Park Police Division the Park Maintenance Division's payroll is still only 25%, approximately half of the 1987 payroll.

4.3.3.1 Staffing Recommendations

Ideally, the Division should be staff as follows:

Full-time – Four staff

- 1-Park Maintenance Manager
- 1-Park Supervisor (PMIII)
- 1-Project Specialist (PMII)
- 2-Maintenance Lead Person (PMI)

Regular Part-time – Six staff

- 2-Facilities/Parks (PUWI)
- 1-Facilities/Pool/Parks (PUWI)
- 1-Parks/Ball Fields (PUWI)
- 2-Parks/Landscape (PUWI)

Seasonal Part-time – Three staff

- 3-Parks/Landscape (SMWI)

4.3.3.2 Staff Training and Licenses

To accomplish needed park and facility maintenance it is necessary for the Park Maintenance staff to possess certain licenses and certificates. While not every staff member needs to have each of the following licenses, the District is better prepared to meet future maintenance needs if more than one staff member possesses these licenses. This provides the District a backup license in the event a staff member possessing a needed license or certificate leaves the District.

The following licenses are needed for the District to adequately perform maintenance of the facilities and parks:

Pesticide Spray License
Certified Pool Operator or Aquatic Facility Operator License

The following licenses are not required but are preferred:

Playground Inspector License
Cardio Pulmonary Resuscitation
First Aid

4.3.4 Recommendations

1. Add a Park Specialist (PMII) to the Maintenance Division.
 - a. The Maintenance Division presently has three full-time employees that manage the day-to-day needs of the park, including supervising the seasonal and part-time employees. There should be at least one employee in each of the four identified job classifications. Presently the Project Specialist (PMII) position is vacant.
2. Add a Maintenance Lead Position (PMI) to the Maintenance Division to address the tree and turf needs.
 - a. The Maintenance Division does not have a tree and turf maintenance specialist. The District has well over 1,000 trees and the turf is in need of specialized attention. A Full-time Maintenance Lead Position (PMI) should be hired to address this area of park maintenance.
3. Add an additional Regular Part-time Maintenance Worker (PUWI) to the Maintenance Division.
 - a. The Maintenance Division presently has three Regular Part-time employees that perform the bulk of the day-to-day facility and park maintenance duties. The use of the District's facilities has increased dramatically in the past few years.
4. Factor in the cost of maintenance needs for new facilities prior to committing to their development and or taking on maintenance commitments. The Maintenance Division staffing level will need to be adjusted to accommodate the addition of new parks and or facilities.

Chapter 4 – Section 4

Recreation Division

4.4.1 Recreation

The goal of the Recreation Division is to provide programming of exceptional quality. To meet this goal, staff implements programs with the intention of meeting the desired interest and expectations of the District's residents. Staff obtains feedback from participants through periodic surveys, site visits, and verbal interaction. Social media (Facebook, Twitter, Web site) has become a tremendous tool for the public to interact with staff regarding programs. In order to maintain our programs, staff compiles data from program participants and parents. The data is then utilized to make improvements to the programs. A full list of current programs is located on page 4-18, table 4-5.

Staff is always looking for new, innovative and trending recreation programming. All new program requests are investigated for their feasibility. When staff determines that there is enough interest, funding, staffing and facility availability, a new program is offered.

4.4.2 History

The Recreation Division was created shortly after the establishment of the District. Robert Casselberry was hired in March of 1959 as the District's first Recreation Director. In October of 1959 Robert Leedy was hired as the Director of Recreation and Parks. In June of 1961 Wayne Bartholomew was appointed Superintendent of Recreation and Parks. Richard Conzelmann became the Superintendent of Parks and Recreation in April, 1964.

Providing recreational services has grown along with the boundary expansion and population. In 1957 the District had 12,000 residents within its 2.2 square mile service area. Through a series of annexations, the service area was expanded to its current 5.24 square miles that now provides recreation programming to approximately 30,000 residents.

4.4.3 Staffing

In the early years the division was comprised of two full-time employees with part-time staff support. With the passing of Proposition 13 in 1978 and other funding issues, the Division has gone through cutbacks, lay-offs and consolidation of responsibilities. At this time, the public's demand for recreation programs continues. Current staff levels consist of a Superintendent of Recreation, three full-time Recreation Supervisors and two regular part-time employees. Part-time and volunteer support staff is still an integral part of the Division's success, with an excess of 125 part time employees during spring and summer.

4.4.3.1 Staffing Recommendation

The primary goal in recreation is to provide safe programs for the community. To that end, recreation personnel are required to have certifications and attend continuing education training sessions in order to meet this goal. All employees and volunteers must clear a Department of Justice (DOJ) background check and volunteers who work with youth are encouraged to get CPR/First aid training.

The following certifications are required for all full time employees:

- Cardio Pulmonary Resuscitation (CPR)
- First Aid

Full-time employees are also required to attend professional recreation conferences, safety trainings and webinars for continuing education.

The Aquatics Supervisor and aquatics personnel must have additional certifications to be employed:

- Current certification in American Red Cross Lifeguarding
- CPR for the Lifeguard
- Title-22 First Aid
- Fundamentals of Instructor Trainer
- Water Safety Instructor, (Lifeguard Instructor desirable)
- Certified Pool Operator or Aquatic Facility Operator License

Current staffing is meeting the District's recreation needs with an eye on future staffing levels if and when new facilities come on board.

4.4.4 Trends

The percentage of older adults is increasing by the day, with Baby Boomers leading the charge. According to AARP, by the year 2030 one in every five Americans will be at least 65 years of age. By then, the number of seniors will equal or exceed the number of school-age children. Therefore, it is important that the District continue to offer and expand programs for our seniors. Providing health and wellness opportunities will continue to be an important aspect of recreation.

The Recreation Division continues to seek ways to ensure that the families of immigrants, including the growing Middle Eastern population in our area, are integrated into our recreation programs. In years past, the District has enjoyed an influx of immigrant populations that included, Hmong, Ukrainian, Hispanic, and Slavic communities. The District currently offers recreational opportunities that immigrant cultures like yet the transiency of our community makes it very difficult to sustain the number of participants in our programs. District staff will be working closely with community leaders to ensure these families experience a smooth transition into recreation in America.

Branding is crucial to the success of the District. The District will continue to rely heavily on social media to promote District programs, as well as collect important program feedback from the community. Society is moving away from printed to electronic media, making computers, tablets and cell phones the preferred method of obtaining information. Staff recognizes the importance of face to face contact with parents and program participants for feedback to accomplish the District's mission of providing programs of exceptional quality.

The NRPA (National Recreation & Parks Association) recently compiled survey results from around the country regarding how people manage daily stress. Their findings indicate that people do not go too far from home and that local parks play a key role in stress relief. Whether it's walking the neighborhood or a trail system, Americans by and large prefer to walk or jog in the park with friends, family or pets. Fortunately, all of the District parks have pathways that accommodate these needs. The NRPA survey results can be located at: <https://www.nrpa.org/publications-research/Park-Pulse/hitting-the-pavement-to-de-stress/>

Our parks serve as a safe place for families and friends to gather for picnics, games, barbecues and relaxation. It is therefore important for the district to look at ways to enrich these activities throughout our parks system by adding amenities such as game tables, additional benches, picnic tables and trending social games like corn-hole and Petanque (French Bocce ball).

4.4.5 Special Events

Providing special events for the community continues to be a focal point for the Recreation Division. The District has increased the number of special events since 2001 and has expanded or modified existing events to meet the changing needs and expectations of the public. For a list of special events offered since 2000, please refer to table 4-1. New events continue to be added in response to trends and interest in the community. An amphitheater in Howe Park would expand the District's ability to offer festivals, concerts and outdoor plays.

The new indoor Howe Avenue Theater has increased the District's ability to offer culturally diverse events for the community. Four successful plays were held for children and adults in 2018.

Table 4-6

Special Events Offered in 2000	Narrative	Special Events added since 2001	Narrative
Fishing Derby	On-going	Bands, Beans & Brews	Offered 3 years, canceled due to low participation
Egg O Rama	On-going	Circus – Mini Big Top	Held 3 summers, group disbanded
Halloween	On-going	50 th District Anniversary	One time event
Creek Clean up	On-going	Movies in the Park	Canceled due to low participation
Polar Bear Swim	Offered once, canceled due to low participation	Family nights and Movies at the Pool	On-going
Breakfast with Santa	On-going	Christmas Tree Lighting at Tognotti's	On-going
		Navy Jazz Band Concert in the Park	Held twice, amphitheater needed
		Walk with the Doc	On-going
		Health and Safety Fair	Held once, canceled due to low participation
		Kite Festival	Held once, canceled due to low participation
		4 th of July Parade	On-going
		Crab Feed	On-going
		Egg Hunt in the Pool	Held once, up for future consideration
		Kickball challenge against the Rise Guys	Held once as promotion
		Whiffle Ball Celebrity tournaments with KNCI	Held two times, event moved elsewhere

4.4.6 Recreation Services

The recreation services provided by the District are important to the residents in our community. Respondents from the 2010 survey regarding the District's assessment were pleased with the level of programming services provided. According to this survey, the majority of respondents prefer receiving programming information via email.

Table 4-7

Item	Score	Overall Rank
E-mail	803	1
Mail (Brochures, etc.)	747	2
District webpage	594	3
District Facebook page	440	4
Flyers (Schools, etc.)	436	5
In-person visit to District office (2201 Cottage Way)	382	6
Twitter	309	7

4.4.7 Programs

The District currently offers a variety of programs for all ages. A large number of successful programs have been offered by the District for many years. A number of respondents to the survey stated they were unaware of programs being offered by the District even though the District mails out a program and calendar guide to every District resident.

Table 4-8		
Value	Count	Percentage
Not aware	55	41.0%
Don't have activities I'm interested in	38	28.4%
Held at inconvenient times	33	24.6%
Can't afford the cost of the programs	21	15.7%
Other	20	14.9%
Participate in programs at private clubs	20	14.9%
Facilities are inadequate	14	10.5%
Need child care in order to participate	10	07.5%

Respondents to the survey also ranked the District's programs by importance and/or value offered. Staff will continue to look for new program opportunities to meet the needs, as well as the trends within the community. The survey results provided valuable information aiding the District in its efforts to offer relevant recreational programming. (See Table 4-4)

Table 4-9		
Value	Count	Percent
Youth Activities (Dance, Taekwondo, etc.)	72	45.6%
Public Swim	61	38.6%
Senior Activities (Cottage Senior Club, Bridge)	58	36.7%
Outdoor Teen Activities	57	36.1%
Basketball (youth & adult)	55	34.8%
Special Events (Halloween, Fishing Derby) etc.	54	34.2%
Cultural Activities	53	33.5%
Swim Lessons	46	29.1%
Soccer	46	29.1%
Tennis	44	27.9%
Day Camp	43	27.2%
Volleyball	38	24.1%
Softball	36	22.8%
Pre-School	35	19.0%
Other	16	10.1%
Visiting Playgrounds	0	0.0%

The survey results indicate that the District is doing very well in our youth activities, special events, aquatics, teen offerings and most sports programs. The District needs to add more culturally diverse aspects to the special events and programming in general. Programming geared specifically for our aging residents may need to increase in response to requests from our growing senior population.

The District has a viable fee-based before and after school program. Inclusion of the free after school programs offered by San Juan Unified School District reduced participation in our before and after school program, yet the programs remain sustainable. The Park District contracts with San Juan Unified School District to provide recreation leaders for their free after school programs in all the local elementary schools. The Park District also provides recreation leaders for Encina Middle and High School Bridges and Assets after school programs.

The District offers winter, President's week, spring, and summer camps to our residents when the children are not in school. This provides parents with the opportunity to enroll their children in a program that is both enriching and fun.

Recreation programs prior to 1992 were commonly partially subsidized. Since that time, our District's policy is to have all recreation programs cover their expenses. In spite of funding difficulties that have persisted since the 1990's, the District has managed to maintain a moderately sized recreation program. (See Table 4-5)

When deciding what programs to offer staff takes the socioeconomic of the community into consideration. The inability of a large percentage of residents to pay for programs limits the types and viable of programs offered. Additionally, space and time for program implementation is limited. In order to increase recreation programming a new facility is needed.

Based on present trends and requests from residents, the District is planning to provide recreation facilities to accommodate Pickle Ball and Petanque (French Bocce ball).

Table 4-10

Youth	Teens	Adults	Senior Adults
Pre-School	Outdoor Adventure Trips	Tae Kwon Do	Yoga
Before & After School	CPR/First Aid	Yoga	Forever Young Exercise
Camps	Babysitting Course	Tennis lessons	Cottage Senior Club
Tot Tumbling, Gymnastics	Driver's Education	Tennis Club	Tennis Lessons
Dance	Little League Baseball	Softball	Tennis Club
Baton	Tennis Lessons/Camps	Volleyball	Softball
Tae Kwon Do	Tae Kwon Do	Basketball	Table Tennis
Swim Team	Swim Team	Lap Swim	Lap Swim
Synchronized Swim Team	Synchronized Swim Team	Water Aerobics	Water Aerobics
Swim Clinics	Dog Obedience	Dog Obedience	Dog Obedience
Swim Lessons		Flag Football	
Little League Baseball			
Tennis Lessons & Camps			
Mini Sports Camps			

4.4.8 Marketing

The way the District markets programs has changed dramatically in the past ten years. Websites and social media are now being used by our community as their favorite resources for recreation information. Even so, the traditional activity guide is still being mailed out to residents. Special event and program fliers are still being distributed to the schools for the children to take home. The twelve month yearly calendar guide has been very popular with residents, providing them with a quick reference to the year-round District activities.

Staff built the first website in 2003. The electronic registration system was added in 2004. The registration programs provide staff with information on program participation and provides a means of ongoing communication with the program participants.

The advent of Facebook, Twitter, Instagram, NextDoor and other marketing sites has increased our ability to communicate information about our programs on a timely basis. Additionally, staff is looking into adding a text messaging program for the purpose of communicating timely program information to participants. Other marketing options include the addition of "Kite Tale", a monthly e-mail notification of upcoming programs and events being offered. The District is also looking into adding digital marquees at Howe and Cottage Parks. This will help advertise the District's programs.

4.4.9 Recommendations

The success of recreation programs of exceptional quality will continue to be at the forefront when planning recreation classes, events and programs. The Recreation Division will strive to ensure that our participants enthusiastically enjoy District programs. This will be achieved through continued outreach via our marketing plan and hiring the best people.

1. Informational Digital Marquees

The addition of informational marquees at Howe and Cottage Parks should be considered sooner than later since it would enhance the ability to market programs and events and increase program attendance.

2. Eliminate Paper Activity Guide

Eliminating the paper activity guide will save money by freeing up staff needed to create the guide and the cost of printing and mailing it. The avoided costs could help fund the cost of installing two marquees and a part-time staff member, whose job it is to promote the District's programs on social media.

3. Little League Ballfield Lighting, Bleachers and Snack Bar

In 2018, the District completed its fourth year as the official Little League Charter for Arden Arcade. To continue this program the following will be needed:

- A. Improved ballfield lighting. The present lights do not meet Little League requirements
- B. Appropriate bleacher seating that meets the safety standards of Little League
- C. A permanent snack bar
- D. Storage container for gear and supplies
- E. Additional ballfields at local schools are also going to be needed as the program grows.

4. Install Additional Park Amenities

- A. Senior exercise stations
- B. Outdoor game tables for checkers and chess
- C. Pickle ball and Petanque (French Bocce ball) courts

5. Increased Recreation Programming for the Seniors

6. Add Cultural Events in the Howe Avenue Theater

The District is an ever changing cultural melting pot and the new theater provides the District with the opportunity to expand event offerings.

7. **Gymnasium/activity Center**

The loss of gymnasium use at the former Loretto High School and St. Philomene Elementary School, in conjunction with the greatly reduced availability of Leo Palmiter High School gym, has negatively impacted the District's ability to offer indoor sports and activities for youth and adults. It is important that the District look into the construction of a new gymnasium/activity center.

8. **Pool Improvements**

A. Add a zero-entry pool for 0-5 years of age.

This would enable the District to offer needed swim lessons to the residents and would free up the lap pool for other water related activities.

9. **Text Phone Line**

A. The establishment of the text phone line will enable staff to market programs, inform past participants of registration deadlines, as well as provide program participants with timely program updates.

Chapter 4 – Section 5

Park Police Division

4.5.1 Park Police

The Park Police Division of Fulton-El Camino Rec and Park District insures our parks are safe and enjoyable for recreational use by our residents and provides protection of the District's assets for present and future use.

4.5.2 Reason for Existence

The Park Police provide safe recreation environments by interacting with Park Patrons while on foot patrol, helping them feel safe and welcome while providing a visual deterrent to crime. The Park Police execute judicious enforcement of governmental laws and deter crime while patrolling our parks. The District's assets are protected through the enforcement of park rules and regulations, checking for appropriate use permits and securing the facilities at night. The Park Police Division promotes the District by welcoming park patrons and being of assistance to them as appropriate, attending community meetings to share our goals and successes, answer security concerns and secure information from our residents.

4.5.3 History

The Park Police began as the Ranger Unit of the Fulton-El Camino Recreation and Park District in the 1960s. The Rangers at that time did not perform enforcement duties, but instead focused on positive interaction with park patrons, providing interpretive services related to wildlife and horticulture, and assisted in various light maintenance duties. The 1980s and 1990s saw an increase in crime and gang activity, both in the Arden Arcade community and in the District's parks. In response, the Rangers began acting as public officers and issuing citations for violations of park rules and county ordinances. In 1999 the Head Ranger Steve Johnson and Assistant General Manager Greg Foell created a plan to transition the Public Officers to Peace Officers so they could address more serious issues without having to rely solely on the patrol services of the Sacramento Sheriff's Department. The District's Board of Directors approved this plan and on July 1, 1999 Peace Officer Park Rangers began patrolling the parks.

From 1999-2003 the Park Rangers, though fully sworn peace officers, did not carry firearms. The District sought to provide an improved enforcement presence, but was hesitant to appear too aggressive at that time. The three Park Rangers used a single vehicle combined with foot patrols to patrol the parks. By 2007 the District was experiencing about two car burglaries a week at Howe Park and regular incidents of random violence and other crime. The District increased staffing to seven Park Rangers and added a patrol vehicle. We also began servicing our first two contract districts, Carmichael and Arden Manor. The Park Rangers then began to focus on a "broken windows" strategy increased efforts

on county ordinance enforcement combined with a partnership with maintenance staff to ensure that we locked all gates at night, kept the park and facility lights in working order, covered graffiti quickly, and addressed any homeless camps that sprang up. Through these efforts, applied and reinforced over the past decade, our District's parks are now among the safest in Sacramento County.

The Division itself has changed in form, function, and look over the years. We now have 4 police supervisors, 14 police officers, 4 park rangers and 4 community service officers. We have a fleet of marked and unmarked, computer equipped patrol vehicles. In the spring of 2017 the Park Police moved into its new quarters at the California Central Intelligence Center, located on the former McClellan Air Force Base. The Park Police currently share offices with the Sacramento Sheriff's Hi Tech Crimes Task Force, FEMA, Central Valley-California High Intensity Drug Trafficking Task Force, US Customs and Boarders and the California State Park Rangers.

Today's Fulton-El Camino Park Police serves a home District and 9 contract park districts. The expansion of service contracts helped spread the cost of ongoing mandated officer training over all of the service contract agencies rather than being borne entirely by the District. This reduced the overall cost of operations for the District.

4.5.4 Staffing

The Park Police Division is primarily comprised of part-time staff with the exception of the one full-time Administrative POP Sergeant. The Park Police Division is presently configured as follows:

- 1- Chief of Police
- 1- Administrative POP Sergeant
- 1- Administrative Sergeant
- 1- Patrol Sergeant
- 1- Detective
- 1- Field Training Officer
- 12- Police Officers
- 3- Park Rangers
- 4- Community Service Officers

4.5.4.1 Staffing Recommendations

The Park Patrol Division needs to maintain at least one full-time staff member to qualify for California Peace Officer Standards and Training "P.O.S.T." Commission certification. This may or may not be the Chief of Police but needs to be at minimum a Sergeant. The Division, as it is presently configured addresses its current operational needs. As the number of contract-hours changes, increasing or decreasing, the number of patrol and Community Service Officers will vary to meet the needs of the District and the contract districts.

4.5.5 Recommendations

1. The Park Police Division will need increased training to meet quarterly and annual state standards and the expectations set by the California Peace Officer Standards and Training “P.O.S.T.” Commission.
2. The Park Police Division will improve relations between district staff, local law enforcement agencies and most importantly the community through targeted training classes and programs. Training will include legal updates, field supervisor training, use of force updates, investigations, verbal communications skills and emergency vehicle operations.
3. The Park Police Division will seek alternative solutions to improving law enforcement technology, vehicles and other related professional services. A major improvement will be in how the Park Police Division collects statistical data to include not only arrest and citations, but will soon include other calls for service and incidents, which may not rise to the level of an arrest or citation. With this new computer program the police division intends to make data available to District management using live stream data entry. This will allow for improved and more accurate data collection, while increasing transparency between the Park Police Division, the District, and the contract districts we serve.
4. The Park Police Division will maintain the District’s cost for service at or below the hourly cost for the contract districts. At no time will the District subsidize the security needs of the contract districts. This will be done by keeping tight control on administrative overhead and ensuring that the hourly cost billed to the contract districts and the contracted hours of service are sufficient to cover the cost of services to the contract districts, including managing the contract service program.