

11. CENTRAL PLUMAS RECREATION AND PARK DISTRICT

Central Plumas Recreation and Park District (CPRPD) provides recreation and park opportunities to the residents of Quincy, Meadow Valley and additional outlying areas located within district bounds.⁶³ This is the first Municipal Service Review (MSR) for the District.

AGENCY OVERVIEW

Background

Central Plumas Recreation and Park District was formed by a voter mandate in 1953.⁶⁴ On February 29, 1953 the Plumas County Board of Supervisors formalized the District's formation by passing Resolution 585.⁶⁵ The District was formed to promote recreation and provide facilities for recreational activities.

The principal act that governs the District is the Recreation and Park District Law.⁶⁶ The principal act empowers Recreation and Park Districts to 1) organize, promote, conduct, and advertise programs of community recreation, including, but not limited to, parks and open space, parking, transportation, and other related services that improve the community's quality of life, 2) establish systems of recreation and recreation facilities, including, but not limited to, parks and open space, and 3) acquire, construct, improve, maintain, and operate recreation facilities, including, but not limited to, parks and open space, both inside and beyond the district's boundaries.⁶⁷ Districts must apply and obtain LAFCo approval to exercise latent powers, that is, those services authorized by the principal act but not provided by the district by the end of 2000.⁶⁸

CPRPD is located in the central area of Plumas County. The District is not adjacent to any other recreation and park districts. The nearest park and recreation provider is Indian Valley Park and Recreation District located to the northeast of CPRPD.

Boundaries

The District's boundary is entirely within Plumas County. The boundary area includes the communities of Quincy, East Quincy, Greenhorn, Meadow Valley, Spanish Ranch, Paxton/Keddie, Spring Garden, Massack and Black Hawk. The District's northern boundary extends to and follows SR 70, including the community of Paxton, veering northeast and

⁶³ <http://www.cprpd.com/about-us.htm>

⁶⁴ <http://www.cprpd.com/about-us.htm>

⁶⁵ CPRPD Audit Report, FY 12.

⁶⁶ California Public Resources Code §5780-5791

⁶⁷ California Public Resources Code §5786.

⁶⁸ Government Code §56824.10.

then moving southeast toward the town of Greenhorn. The District's southern boundary is lateral, beginning at Sherman Creek in the west and finishing near Big Hill in the east. The District's western boundary begins between the communities of Twain and Paxton and extends south to Sherman Creek, then extends further west to include the community of Meadow Valley. The District's boundaries encompass approximately 239 square miles.⁶⁹ Based on Board of Equalization records, there have been no boundary changes to this district.

Sphere of Influence

A Sphere of Influence (SOI) was adopted in 1976 for this district. It is unclear based on the resolution that was adopted what the SOI was, but it is assumed that it is coterminous for the purposes of this report.

Extra-territorial Services

The District does not provide any extra-territorial services, but non-residents may use district-financed facilities and programs. Non-residents and residents are charged the same fees.

Areas of Interest

As noted, the District does not restrict non-residents from utilizing CPRPD facilities and programs. The District notes the following communities outside of its legal boundary where some residents make use of district services: Buck's Lake, Twain/Gray's Flat, Indian Falls, Taylorsville, Crescent Mills, Greenville/Genesee, Sloat/Cromberg, Portola/Graeagle, Johnsville, and LaPorte.

⁶⁹ Total agency area calculated in GIS software based on agency boundaries as of July 1, 2014. The data is not considered survey quality.

Central Plumas Recreation and Park District

Range 8 East

Range 9 East

Range 10 East

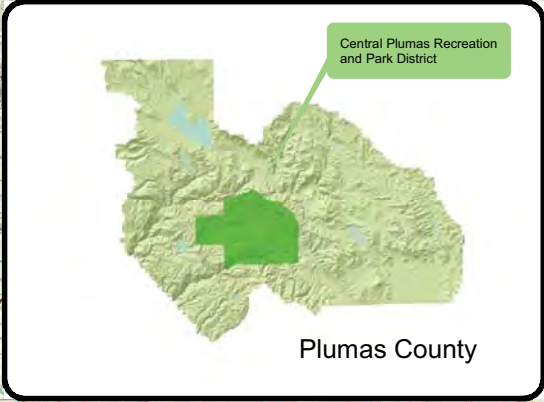
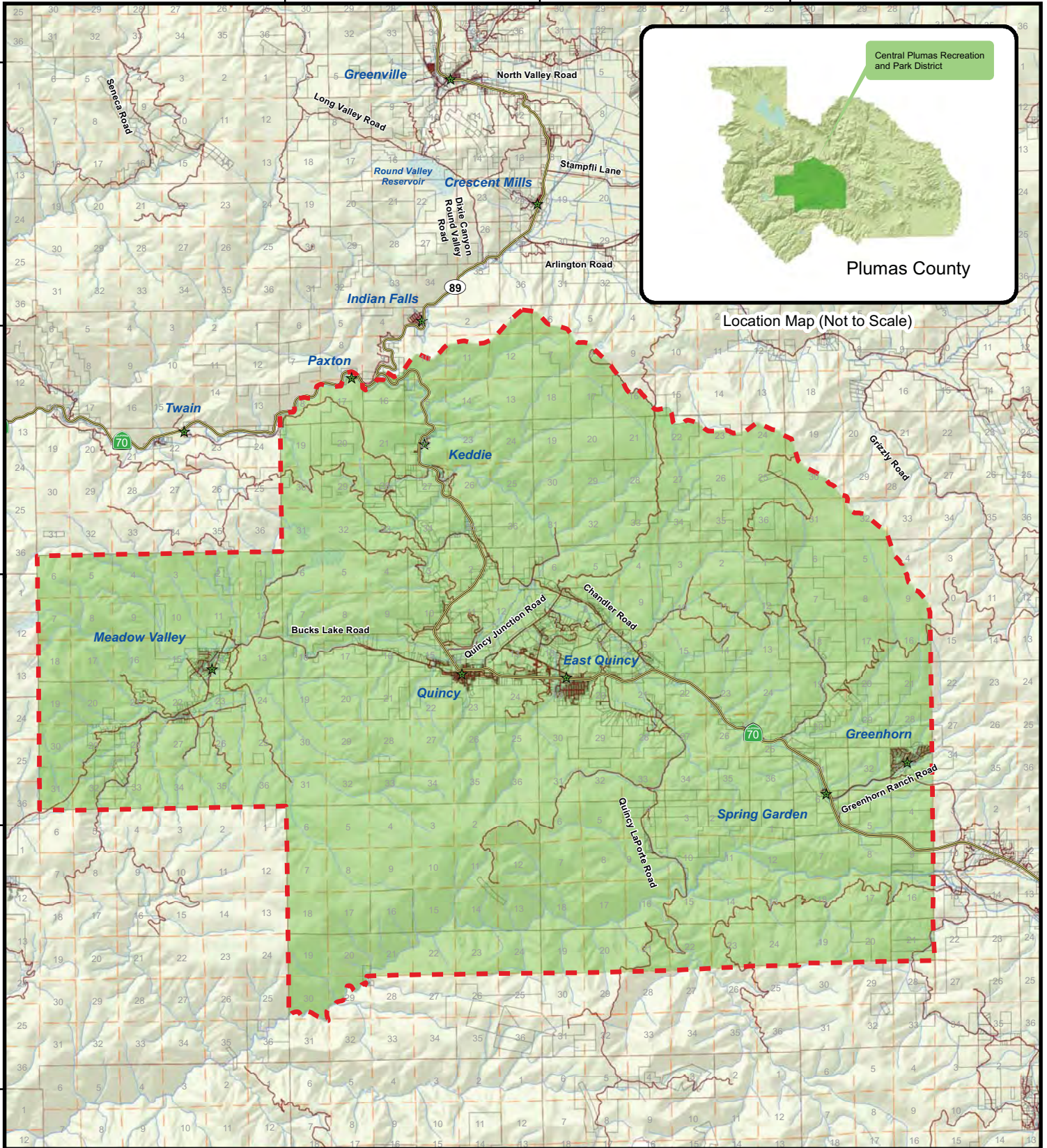
Range 11 East

Township 26 North

Township 25 North

Township 24 North

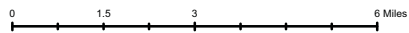
Township 23 North



Location Map (Not to Scale)

Legend

-  Highways
-  Major Roads
-  Stream / River
-  Waterbodies
-  Parcels
-  Sectional Grid (MDB&M)
-  Communities
-  Central Plumas Recreation and Park District
-  Central Plumas Recreation and Park District Sphere of Influence



Central Plumas Recreation and Park District
 Resolution: 98-6205
 Adopted: December 15, 1998

Central Plumas Recreation and Park District
 Sphere of Influence
 Resolution:
 Adopted:
 Source: Plumas LAFCo

Map Created 3/31/2014

Accountability and Governance

CPRPD is governed by a five-member board of directors who are to be elected at-large to staggered four-year terms. There are currently five board members, four of whom were elected and one appointed. The District reported that there has not been a contested election in at least 17 years. If a board member position opens up mid-term, the District advertises the vacant position in the town of Quincy and Meadow Valley and in the form of legal notices published in the local paper. Current board member names, positions, and term expiration dates are shown in Figure 10-2.

The Board meets on the fourth Tuesday of every month at 9:00 in the morning at the district office at 34 Fairgrounds Road in Quincy. Board meeting agendas are available online as well as posted in the district office, and at the courthouse, post office, and PG&E. Minutes are available at the district office, as well as by request. The District is working to have meeting minutes available on the District’s website.

Figure 11-2: Central Plumas Recreation and Park District Governing Body

Central Plumas Recreation and Park District			
Governing Body			
	Name	Position	Term Ends
<i>Members</i>	Laurie Sturley	Chair	2017
	Scott Davis	Vice Chair	2017
	Rick Leonhardt	Director	2015
	Jeremy Pilkington	Director	2015
	Jerry Sipe	Director	2015
<i>Manner of Selection</i>	Elected or appointed.		
<i>Length of Term</i>	4 years		
<i>Meetings</i>	Every fourth Tuesday of the month at 9:00 am.	34 Fairgrounds Rd., Quincy, CA 95971	
<i>Agenda Distribution</i>	Available online and posted at the District’s office, Courthouse, Post Office & PG&E.		
<i>Minutes Distribution</i>	Available at the District office and by request.		
Contact			
<i>Contact</i>	Jim Boland, General Manager		
<i>Mailing Address</i>	P.O. Box 1551, Quincy, CA 95971		
<i>Phone</i>	530-283-3278		
<i>Fax</i>	530-283-4449		
<i>Email/Website</i>	recdept@psln.com		

In addition to the required agendas and minutes, the District encourages voter participation by maintaining an up to date website and Facebook page, publishing articles in the local newspaper, distributing flyers around communities in the District, and occasional email blasts with information on upcoming events and sign up opportunities. CPRPD also participates in the local fair parade, as well as the children’s fair. The District also tries to promote its activities through various local organizations.

If a customer is dissatisfied with District's services, complaints may be submitted by calling the district office, dropping in to the district office, by mail, or on the District's website. The person responsible for handling complaints is the District's general manager. The District reported that there were no complaints in 2013. The District reported that it does not formally track complaints to completion, because there are so few it does not warrant this type of system. However, if a complaint is particularly noteworthy, the District will make a copy of it along with the resolution and keep it on file.

The District board members are offered a \$10 stipend per meeting, but all of them decline. Government Code §53235 requires that if a district provides compensation or reimbursement of expenses to its board members, the board members must receive two hours of training in ethics at least once every two years and the district must establish a written policy on reimbursements. It was reported that the District's board members received ethics training in 2011 and are due to be retrained in 2014.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms with a filing agency each year. Unlike other counties in the State, the Plumas County Clerk-Recorder does not act as the filing officer for the independent special districts. Each district holds responsibility for collecting the Form 700s and maintaining copies in their records. However, because the District's governing consists of the Board of Supervisors, the County Clerk of the Board acts as the filing officer and maintains copies of each Supervisor's Form 700 submittals. The District reported that the directors complied with this requirement in 2013.

CPRPD demonstrated accountability and transparency in its disclosure of information and cooperation with Plumas LAFCo over the course of this service review.

Planning and Management Practices

The District has three full-time employees, the general manager, an administrative person handling secretarial and bookkeeping tasks, and a recreation and sports coordinator. The District also has part-time seasonal employees, including 10 lifeguards, a supplemental administrative person who also handles cashier duties at the pool, one maintenance person, and two gym supervisors. The approximately 30 sports coaches who work in the District are volunteers. Occasionally, the District will rely upon inmates from the county jail for maintenance purposes.

The District conducts employee evaluations annually. The Board of Directors evaluates the general manager, the general manager is responsible for evaluating the full-time staff and maintenance staff, and the recreational and sports coordinator evaluates the seasonal lifeguards.

The District reported that it evaluates its operations and productivity annually, but does not conduct formal evaluations such as benchmarking or annual reports. As such, a cost benefit analysis of the programs provided is administered to identify the necessary revenue and related costs to provide the program. At the same time, the District will consider a fee adjustment, if necessary. If it is determined that a program does not or is not expected to break even, the program will no longer be provided.

CPRPD tracks registration for all activities and programs provided to constituents. Annual tracking creates year-to-year trends that help the District determine interest and participation of customers. Pool attendance and use is also tracked; however, park use is not.

The District's financial planning efforts include an annually adopted budget. The financial statements are audited annually. Financial statements were most recently audited in FY 13. The District also has a simple capital improvement plan.

Existing Demand and Growth Projections

Designated land uses within the District consist primarily of general forest, general agriculture, and timberland production in the northern part of CPRPD, and recreational, residential and commercial.⁷⁰ The total boundary area of CPRPD is approximately 239 square miles.

Population

There are approximately 6,282 residents within the District, based on census tract and census designated place population in the 2010 Census.⁷¹

Existing Demand

The District reported that it had observed a decrease in service demand in the last few years. CPRPD noted that there are fewer youth participating in the aquatic and sports programs, as well as fewer parent volunteers. The decline in demand for services is attributed to an increasing lack of interest in outdoor recreational activities and high unemployment during the recession, which resulted in limited affordability of program fees.

Projected Growth and Development

Although no formal population projections have been made by the District, CPRPD believes there will be limited or no growth in the next few years. As previously noted, CPRPD does track the number of program registrants, and therefore can monitor participant interest and trends over the years.

The State Department of Finance (DOF) projects that the population of Plumas County will grow by five percent in the next 10 years. Thus, the average annual population growth in the County is anticipated to be approximately 0.5 percent. Based on these projections, the District's population would increase from 6,282 in 2010 to approximately 6,596 in 2020. It is anticipated that demand for service within the District will increase minimally based on the DOF population growth projections through 2020.

There are no potential or proposed developments within the District as of the drafting of this report.

⁷⁰ Plumas County Parcel Application.

⁷¹ Census Tracts 1 in Plumas County combined with Meadow Valley CDP, Greenhorn CDP, Spring Garden CDP and Keddie CDP populations.

At present, CPRPD has the capacity to serve its current service area. However, the District reported that lack of volunteers is a constraint at times, as well as maintaining sufficient financing levels. Furthermore, the District has increasingly relied on partnerships to offer certain services. Joint memorandums of understanding (MOUs) have expiration dates and partners could choose not to renew, which would limit CPRPD's capacity to provide services.

Growth Strategies

The District is not a land use authority, and does not hold primary responsibility for implementing growth strategies. The land use authority for unincorporated areas is the County. The District does not take part in reviewing plans for proposed developments.

CPRPD did not identify a specific growth strategy.

Financing

The District reported that the current financing level was adequate to deliver services. CPRPD reported that property tax revenue in the County has declined significantly, which has impacted incoming revenue. Additionally, as the economy declined generally, residents have not had disposable income to participate in programs and rent out facilities. These two factors combined has made service provision challenging.

CPRPD has instituted several controls to insure fiscal responsibility on the part of the agency. As part of adopting an annual budget, funds are apportioned into three main categories: Salaries and Benefits, Services and Supplies and Capital Assets (including a reserve of \$150,000). Funds are further allocated by line item within each main budget category. Financial reports are prepared and presented monthly to the Board of Directors at a regular and noticed public meeting detailing approved amounts budgeted by line item, actual expense or revenue to date, amount remaining, and percentage over or under approved projections. The District conducts a mid-year review to assess trends and potential adjustments, if necessary. Also, the District conducts an annual Program Evaluation, which includes a cost-benefit analysis of each program to determine level of participation, success, and cost recovery.

The District also has employee purchase procedures adopted by the Board. Purchase procedures set purchase limits for employees, thresholds for competitive estimates or bids, supervisor or Board approval, and general procedures for purchasing services, supplies, and equipment, or contracting for capital projects.

The District's total revenues for FY 13 were \$346,400. Revenue sources included property taxes (65 percent), income from charges for services (31 percent), other local income (three percent) and state revenue (one percent).

CPRPD charges district residents and non-residents equal fees. Fees and rentals range from \$2 to \$250 depending on the activity.

The District's expenditures in FY 13 were \$349,688. Expenditures were composed of salaries and wages (56 percent), services and supplies (27 percent) and benefits (16 percent). Expenditures exceeded revenues by \$3,288 in FY 13.

The District did not allot any funding to capital improvements in the budget for FY 14. As previously mentioned, CPRPD provided LAFCo with a capital improvement plan that details improvements to a single project on a single site.⁷² The plan details the development of a three-acre parcel of land owned by the District, located adjacent to Pioneer Park in East Quincy. The development is dependent on the obtainment of \$500,000 (\$100,000 from in-kind support) in funding and desired completion by 2017. The District does not adopt any other capital planning documents, such as a strategic plan and therefore no details were provided on how it plans to procure funding for this development.

CPRPD had \$70,606 in long-term debt, consisting of compensated absences, at the end of FY 13.

The District did not report an adopted policy on maintaining a certain level of financial reserves at any given time; however, it does put aside at least \$10,000 annually toward reserves and has a practice of keeping at least a \$150,000 fund balance. The District's general fund balance at the end of FY 13 was \$295,885.

The District is a member of a joint power authority (JPA), called California Association for Park and Recreation Indemnity (CAPRI) for insurance purposes as well as Pardec, which cover workers compensation.

⁷² CIP dated January 10, 2011.

RECREATIONAL & PARK SERVICES

Service Overview

The District provides recreational and park opportunities for the residents of Central Plumas. Non-residents also may use CPRPD facilities and participate in the activities provided by the District. In terms of athletics, CPRPD provides an adult softball program in the spring, summer soccer camp, youth swim team and tennis classes in the summer, youth soccer in the fall, a junior ski team in the winter, an adult and youth basketball league as well as open gym nights in the winter. Youth instrumental classes are available through the Quincy Elementary School. Dog obedience classes are also offered along with various aquatic activities in the Pioneer Pool.

CPRPD subcontracts for recreation services, which includes the dog obedience classes, tennis classes, soccer camp, instrumental classes and swim team. The District has an agreement with the County of Plumas in the amount of \$6,500 per year to operate the Quincy Skate Park, which is located on County property. This agreement has been in place for approximately 10 years.

Staffing

The District has three full-time employees, part-time seasonal employees including 10 lifeguards, a supplemental administrative person who also handles cashier duties at the pool, one maintenance person and two gym supervisors. The approximately 30 sports coaches who work in the District are volunteers. Occasionally, the District will rely upon inmates from the county jail for maintenance purposes.

Facilities and Capacity

CPRPD operates Pioneer Park and Pioneer Pool in East Quincy, Lowell Bader Park in Meadow Valley, and Quincy Skate Park. The District also owns a three-acre parcel of undeveloped land adjacent to the Pioneer Park and Pool complex.

CPRPD operates Pioneer Park—home to Pioneer Pool, a playground, volleyball court, horseshoe pits, bocce ball courts, picnic and barbeque facilities and a group barbeque pavilion that seats approximately 80 people. Pioneer Pool is open from Monday to Saturday from mid June through August. A variety of swim activities are offered including private and group swim lessons and family swim passes. The District did not report on the condition of Pioneer Park and Pool.

Lowell Bader Park features a tennis and basketball court, horseshoe pits, a play ground for small children, individual and group picnic and barbeque facilities and a large play turf area. The District reports on its website that this park is the most ‘rustic’ of parks in their system.

Quincy Skate Park was completed in 2003 and is a continued collaboration between CPRPD, Quincy Rotary Club, County of Plumas, California Department of Parks and Recreation, and the Tony Hawk Foundation. The skate park is 11,000 square feet featuring

bowls, fun boxes, slogs, steps, rails, drop-offs and jumps.⁷³ The park is open seasonally. The condition of the skate park was not reported.

CPRPD owns a three-acre parcel of undeveloped land adjacent to the Pioneer Park and Pool Complex. The Board of Directors and District staff conducted several public workshops in 2010 to determine the best use for the property. The result of the workshops was to develop the site into a community athletic field along with a fitness path along the perimeter of the field. The District would also like to build basketball courts, ADA accessible restrooms, an equipment storage facility, proper fencing, resurface of an adjacent one-acre parking lot and improve an existing water well for turf irrigation purposes.⁷⁴ The District applied for a grant in 2011 in the amount of \$798,000 to develop the area. While the area remains undeveloped, it is currently used for short-term camping for the High Sierra Music Festival during the Fourth of July weekend.

The District has an agreement with Feather River College to use its athletic complex for the adult softball league and youth soccer program provided by CPRPD. The District and the Plumas Unified School District (PUSD) have an MOU in place that details the terms of joint facility use between the two organizations. The MOU was approved in 2012. The District reported having an informal agreement with Ganser County Park whereby CPRPD uses the park's softball facilities.

Infrastructure Needs

The District identified the need to recondition the pool surface at Pioneer Park. The District would also like to develop the Pioneer Sports Annex but has limited funding.

Challenges

The primary challenge for the District is lack of financing, due to a decrease in property taxes and residents disposable income.

Service Adequacy

Based on the information regarding facilities offered, financing adequacy, management practices, and accountability discussed in the previous sections, CPRPD's level of service appears to be adequate.

CPRPD offers a range of recreational facilities and programs for district residents. The activities provided seem to be appropriate to the needs of community residents, and the District is working on adding more recreational programs, targeted toward the elderly and senior population.

Although CPRPD reported that it's financing was adequate, there is a lack of funds and strategic plan to develop the Pioneer Sports Annex.

⁷³ <http://www.cprpd.com/facilities.htm>

⁷⁴ CPRPD Capital Improvement Plan, January 10, 2011.

CPRPD shares its facility with other agencies, and makes use of other entities' facilities for district programs.

The District appears to be well managed by the Board of Directors, which keeps its affairs organized, prepares a budget before the beginning of the fiscal year, conducts annual financial audits, maintains current financial records, and makes some degree of plans for capital needs and growth.

CPRPD demonstrates accountability and transparency to its customers by making its agendas and minutes available to the public, making efforts to engage and educate constituents through outreach activities beyond the required activities, and cooperating with the MSR process and information disclosure. CPRPD has not had contested elections in the last 17 years.

Figure 11-3: Central Plumas Recreation and Park District Service Adequacy

Park and Recreational Services			
Facility	Owner	Condition	Maintenance
Pioneer Park	CPRPD	Good	CPRPD
Pioneer Pool	CPRPD	Good	CPRPD
Lowell Bader Park	CPRPD	Fair	CPRPD
Quincy Skate Park	Plumas County	Excellent	CPRPD
Service Challenges			
The primary challenge for the District is a lack of financing, due to a decrease in property taxes and residents' disposable income.			
Facility Needs/Deficiencies			
The District identified the need to recondition the pool surface at Pioneer Park. The District would also like to develop the Pioneer Sports Annex but has limited funding.			
Facility Sharing			
Current Practices: CPRPD has an agreement with Feather River College to use its athletic complex for adult softball and youth soccer. PUSD and CPRPD have an MOU where all facilities are shared between the two organizations. The District has an informal agreement to use Ganser County Park.			
Future Opportunities: The District did not identify any future facility sharing practices.			
Recreation Cost per Resident	\$55.60	Residents per Facility	1,570

CENTRAL PLUMAS RECREATION AND PARK DISTRICT DETERMINATIONS

Growth and Population Projections

- ❖ The estimated population served by CPRPD is about 6,282 residents.
- ❖ Over the past few years the District has experienced little or no growth in population. The demand for services has declined somewhat in particular programs
- ❖ Little or no growth in population and in service demand is expected within the District in the next few years.
- ❖ There are no potential developments within the District at this time.

The Location and Characteristics of Disadvantaged Unincorporated Communities Within or Contiguous to the Agency's SOI

- ❖ The population threshold by which Plumas LAFCo will define a community is yet to be determined. Specific disadvantaged unincorporated communities and characteristics of the communities will be identified when appropriate as other areas are to be annexed to the District.

Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies

- ❖ The District's current facilities have the capacity to adequately serve existing demand.
- ❖ The District identified the need to recondition the surface of the pool at Pioneer Park.
- ❖ CPRPD plans for its capital improvements approximately every five years. The most recent identified improvement is the development of the Pioneer Sports Annex adjacent to Pioneer Park. To date there has been no funding allocated to this development.

Financial Ability of Agencies to Provide Services

- ❖ CPRPD does receive property tax income, which is the most significant revenue stream for the District.
- ❖ CPRPD reports that its financing is adequate; however, should any significant growth occur, the District will likely need to increase fees and/or look for new revenue sources in order to provide adequate service.
- ❖ The District had \$70,606 in long-term debt, consisting of compensated absences, at the end of FY 13.

Status of, and Opportunities for, Shared Facilities

- ❖ The District shares its facility with Plumas Unified School District. CPRPD also makes use of the facilities of other entities, such as the athletic complex at Feather River College and Ganser County Park. The District also collaborates with Almanor Park and Recreation District, Quincy Rotary Club, County of Plumas, California Department of Parks and Recreation and the Tony Hawk Foundation.
- ❖ The District explores opportunities for facility and resource sharing to minimize expenses however has not identified any such opportunities recently.

Accountability for Community Service Needs, Including Governmental Structure and Operational Efficiencies

- ❖ CPRPD demonstrated accountability and transparency by disclosing financial and service related information in response to LAFCo requests.
- ❖ The District is interested in annexing Greenville if it included receiving property tax as well. The District is skeptical that any such annexation would take place considering the residents of Greenville have use of and access to CPRPD's facilities and programs at no extra cost.
- ❖ In addition to Greenville, the District identified many communities outside of its legal boundary that use its facilities and programs.

12. EAST QUINCY SERVICES DISTRICT

East Quincy Services District (EQSD) provides water and wastewater services to the eastern part of the American Valley. The last Municipal Service Review for EQSD was conducted in 2007.

AGENCY OVERVIEW

Background

In 1959, several residents of the community of East Quincy joined together and formed a community services district to secure water, sewer and street lighting services for the community. The District started providing water services six years after the formation. Sewer collection system was installed in the mid-90s at the request of the State of California. Responsibility for approximately 150 street lights was relinquished to Quincy Lighting District in 2009.

The principal act that governs the District is the State of California Community Services District Law.⁷⁵ CSDs may potentially provide a wide array of services, including water supply, wastewater, solid waste, police and fire protection, street lighting and landscaping, airport, recreation and parks, mosquito abatement, library services; street maintenance and drainage services, ambulance service, utility undergrounding, transportation, abate graffiti, flood protection, weed abatement, hydroelectric power, among various other services. CSDs are required to gain LAFCo approval to provide those services permitted by the principal act but not performed by the end of 2005 (i.e., latent powers).⁷⁶

EQSD is located in the central part of Plumas County and encompasses the community of East Quincy. The closest water and wastewater provider is Quincy CSD located to the west of EQSD and serving the community of Quincy.

Boundaries

EQSD's boundary is entirely within Plumas County. The present bounds encompass approximately 2.3 square miles. There have been six annexations, one detachment and three boundary revisions since its formation. In 2010, EQSD consolidated with Quincy CSD to form the American Valley CSD, but dissolved back to two separate districts less than a year later. After the dissolution, boundaries of EQSD inherited the five overlap parcels previously added to American Valley CSD during the reorganization. For the complete list of the District's boundary reorganizations refer to Figure 12-1.

⁷⁵ Government Code §61000-61226.5.

⁷⁶ Government Code §61106.