

8. INDIAN VALLEY RECREATION AND PARK DISTRICT

Indian Valley Recreation and Park District (IVRPD) provides and promotes recreational activities for people of all ages. This is the first Municipal Service Review (MSR) for the District.

AGENCY OVERVIEW

Background

IVRPD was formed in 1965 as an independent special district to promote recreation and provide facilities for recreational activities in the Indian Valley area.

The principal act that governs the District is the Recreation and Park District Law.⁴⁰ 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.⁴¹ 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 2000.⁴²

Boundaries

IVRPD is located in the northwest portion of Plumas County, adjacent to Lassen County, and encompasses approximately 435 square miles. Included within the District's boundaries are the communities of Crescent Mills, Greenville, Indian Falls, Paxton, and Taylorsville. The District's boundaries are depicted in Figure 7-1. The other recreation and park districts in Plumas County are Almanor Recreation and Park District, located northwest of IVRPD, and Central Plumas Recreation and Park District and Eastern Plumas Recreation District located southwest and south of IVRPD.

LAFCo and the Board of Equalization (BOE) records indicate that one annexation of additional territory to the District occurred in 1992.⁴³ The area annexed is not specified. In 1976, LAFCo approved the dissolution of the district⁴⁴, however the process was never completed, and the District remains in existence.

⁴⁰ Public Resources Code, Div. 5, Ch. 4, comprising §§ 5780-5791.

⁴¹ California Public Resources Code §5786.

⁴² Government Code §56824.10.

⁴³ LAFCo Resolution 91-4

⁴⁴ LAFCo Resolution 76-51

The District's bounds overlap with the Indian Valley Community Service District (IVCSD), which provides the category of park and recreational services, in addition to water, sewer, lighting, and fire protection. IVCSD owns and maintains the Greenville Community Park, Chuck Clay Park, Triangle Park, and Indian Valley community pool. IVRPD operates the pool in the summer months via a contract with IVCSD. IVCSD does not offer recreational activities at these facilities directly with district staff.

Sphere of Influence

LAFCo established a zero SOI for the District on November 10, 1976.⁴⁵ No changes have been made to the SOI since its creation.

Extra-territorial Services

IVRPD provides recreational services to all residents and visitors to the District. The District does not provide recreational services at locations outside of its boundaries. As previously mentioned, IVRPD's boundaries overlap with those of IVCSD, which also provides park ownership and maintenance services.

Areas of Interest

An area of interest for IVRPD is the territory within IVCSD since the two agencies overlap and provide a similar category of services. A consolidation of the two districts may be appropriate. Also, a transfer of services from IVCSD to IVRPD is an option to address this overlap of boundaries and authorities and potential duplication of services. .

⁴⁵ LAFCo Resolution 76-50

Indian Valley Recreation and Park District

Range 8 East

Range 9 East

Range 10 East

Range 11 East

Range 12 East

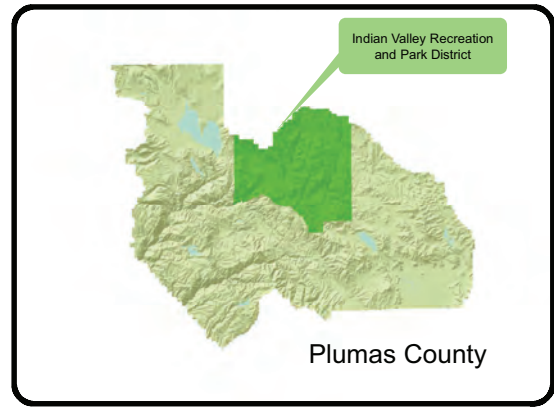
Township 29 North

Township 28 North

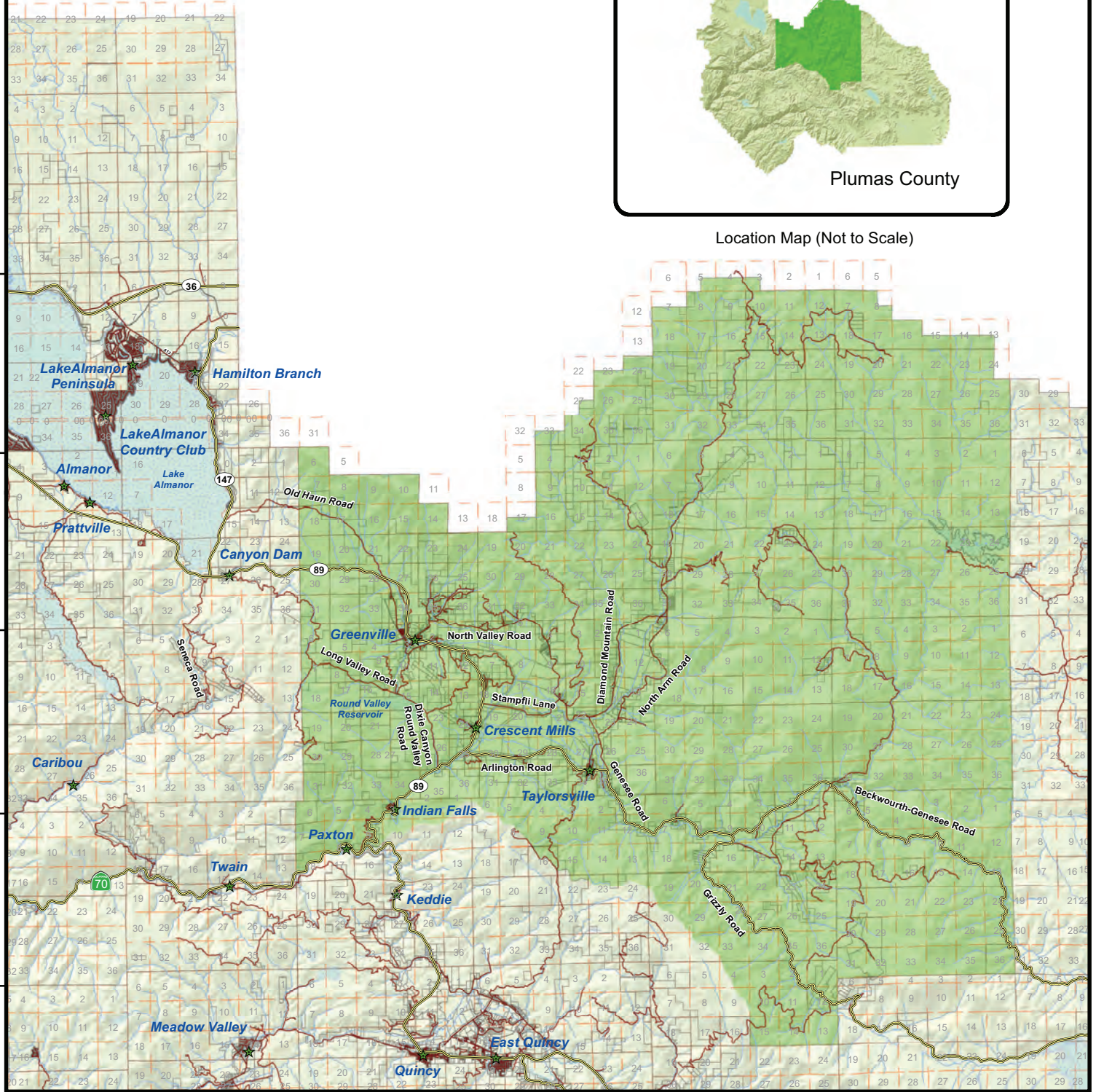
Township 27 North

Township 26 North

Township 25 North



Location Map (Not to Scale)



Legend

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

0 1.5 3 6 Miles



Indian Valley Recreation and Park District
Resolution:
Formed: November 3, 1964

Indian Valley Recreation and Park District SOI
Resolution: 76-50 (Zero Sphere of Influence)
Adopted: November 10, 1976

Source: Plumas LAFCo

Map Created 2/27/2014

Accountability and Governance

IVRPD is governed by a five-member Board of Directors. Board members are residents of the District elected at large and sworn in to four-year terms. Board members do not receive compensation and volunteer to run district programs. The District reported that there had been a high turnover in its governing body. The District reported that it had a full board as of January 19, 2015. Board member names and term expiration dates are shown in Figure 8-2. According to the County’s Clerk-Recorder’s office, all the board positions will be up for election in November 2015. All interested candidates will be required to file intent to retain the position or to run in the election with the County in July 2015. The positions presently held by Matt Cerney and Anna Lawson are four-year positions that will then expire in January 2020. The remaining three positions are two-year terms with expiration in January 2018.

The Board meets every third Monday of the month at 5:30pm at the Indian Valley Community Center. The meetings are open to the public and attendance is welcome. The meeting agendas are posted on the bulletin boards of the IVRPD community center and the IVCSD community pool, at the post office and Evergreen Market. Additionally, both agendas and minutes are posted on the Indian Valley RPD website.

Figure 8-2: Indian Valley RPD Governing Body

Indian Valley Recreation and Park District			
Governing Body			
	Name	Position	Term Ends
<i>Members</i>	Matt Cerney	Chair	1/1/2016
	Nancy Presser	Secretary	1/1/2016
	Dan Lichtfield	Director/Vice Chair	1/1/2016
	Doti McDowell	Director	1/1/2016
	Anna Lawson	Treasurer	1/1/2016
<i>Manner of Selection</i>	Election or appointment by Plumas County Board of Supervisors if there is not more than one candidate to force an election.		
<i>Length of Term</i>	4 years		
<i>Meetings</i>	Third Monday of the month, 5:30 pm	I.V. Community Center - 209 Crescent Street - Greenville, CA	
<i>Agenda Distribution</i>	Available online and on the bulletin boards of the IVRPD Community Center, IVCSD Community Pool, post office and Evergreen Market		
<i>Minutes Distribution</i>	Available online and at meetings in board packets		
Contact			
<i>Contact</i>	Stephanie McMillan		
<i>Mailing Address</i>	209 Crescent Street, Greenville, CA 95947		
<i>Phone</i>	530-284-7385		
<i>Fax</i>	530-248-1676		
<i>Email/Website</i>	info.ivrpd@gmail.com		

The District keeps its constituents informed of the recreational activities via the IVRPD Facebook page and IVRPD website. The District's Facebook page and website are updated as needed. The District also reportedly makes use of other local websites for outreach purposes, including the Greenville/Indian Valley Classified Facebook page, Quincy/Portola Classifieds Facebook page, Indian Valley/Plumas County Events Facebook page, Plumas Concerned Citizen's Facebook page, Indian Valley Moving Forward Facebook page, Indian Valley Chamber of Commerce website, Indian Valley Rock and Blues Society Facebook page, and Plumas Arts Website. The District has advertised fundraising events in local publications and participated in major publicity campaigns to promote its services. For example, during the Taylorsville Fourth of July Parade, the District handed out fliers describing its activities. Articles on district activities have appeared in the local newspaper.

Customers can submit their complaints and suggestions about district services in several ways—via email, on any of the aforementioned Facebook pages, in the comment box at the community center, or in person at board meetings. Some residents leave comments on the District's Facebook page, which gives IVRPD a chance to respond to them. Customers also have an opportunity to call or come into the office and speak directly to the administrator, who is responsible for handling all complaints and suggestions. The District recently implemented a means to track comments and complaints. All comments are reportedly tracked by the administrator and reported to the Board at meetings. The District was not able to report the number of complaints received in 2012, but most were related to the previous administrator's management style and the lengthy and costly building process of the community center.

Government Code §87203 requires persons who hold office to disclose their investments, interests in real property and incomes by filing appropriate forms each year. Unlike other counties in the State, the Plumas County Clerk-Recorder does not act as the filing officer for the special districts. Each district holds responsibility for collecting the Form 700s and maintaining copies in their records. It was reported that the District's Form 700s for 2013 were on file at the IVRPD office.

IVRPD demonstrated full accountability and transparency in its disclosure of information and cooperation with Plumas LAFCo during the MSR process. IVRPD responded to questionnaires and cooperated with document requests.

Planning and Management Practices

IVRPD employs a part-time administrator who spends about 16 hours weekly on district management and reports to the Chair of the Board of Directors. The administrator, who is responsible for day-to-day operations such as facilities, rentals, maintenance, advertising, and website and social media updates, also manages all the finances and works closely with the County Auditor whenever there are deposits, bill claims, and receipts. Additionally, the administrator prepares a monthly report featuring the monthly income and expenditure tracking sheets, the financial balance, and program updates. This report is presented every month at the IVRPD board meetings for review and approval.

The administrator coordinates volunteers, but does not perform regular evaluations of the volunteer staff. The Board does not conduct regular reviews of the administrator. The administrator tracks her workload through timesheets and submits them online.

The District does not evaluate its overall performance by setting high-level goals or programs and regularly evaluating the results; however, IVRPD reportedly monitors its program and project results through monthly reports by committee at each board meeting, such as ongoing fundraising projects, facility use and rentals, building and maintenance projects, and outreach efforts. IVRPD does not review or adopt best management practices employed by other agencies.

IVRPD reported that it does adopt regular budgets; however, the District was not able to provide a copy of an adopted budget. IVRPD does not regularly audit its financial statements. The District conducted a formal capital improvement plan (CIP) for the creation of the community center in 2002. Presently, IVRPD does not adopt a CIP and capital investments are performed as needed and largely financed through fundraisers.

Government Code §53901 states that within 60 days after the beginning of the fiscal year each local agency must submit its budget to the county auditor. These budgets are to be filed and made available on request by the public at the county auditor's office. All special districts are required to submit annual audits to the County within 12 months of the completion of the fiscal year, unless the Board of Supervisors has approved a biennial or five-year schedule.⁴⁶ In the case of IVRPD, the Board of Supervisors has approved a five-year auditing schedule. However, the District reportedly does not conduct regular audits. The District should ensure it is meeting the adopted audit requirements as determined by the Board of Supervisors and submitting budgets annually to the County as legally required. At the November 2014 monthly meeting, the IVRPD Board of Directors committed to complete a financial audit in 2015.

Special districts must submit a report to the State Controller of all financial transactions of the district during the preceding fiscal year within 90 days after the close of each fiscal year, in the form required by the State Controller, pursuant to Government Code §53891. If filed in electronic format, the report must be submitted within 110 days after the end of the fiscal year. The District has complied with this requirement.

Existing Demand and Growth Projections

IVRPD's boundary area is approximately 435 square miles. Land use within the District is partly suburban residential, as the primary land use is rural, agricultural and forests.

Population

Based on GIS analysis of 2010 Census data, there are approximately 2,601 permanent residents within the District.⁴⁷

Existing Demand

The District originally reported in 2012 that it had experienced a decrease in service demand since the opening of the community center in 2010. Although the public is supportive, classes are never at full capacity. However, in 2015, IVRPD reported that

⁴⁶ Government Code §26909.

⁴⁷ Census designated places Crescent Mills, Greenville, Indian Falls, Paxton and, Taylorsville in Plumas County.

service options have increased dramatically since the new center opened in 2010. Additionally, the Taylorsville Community Pool has higher use than ever before, the playground is in constant use in fair weather, Friday Night for Teens has recreation use each Friday and often has 40 in attendance.

Demand fluctuates depending on the season. IVRPD usually experiences an enrollment increase in recreational offerings in the fall, winter and spring, and while there is generally a decrease in class enrollment in the summer, there is greater use of the pool.

The District advertises and promotes a fee offset scholarship program, as well as a service fee offset program. These services are reportedly generally underused by participants, reporting reluctance to ask for help. There were no scholarship applications this year.

Projected Growth and Development

The District reported that there had been no residential growth or development in recent years.

The State Department of Finance (DOF) projects that the population of Plumas County will grow by four percent in the next 10 years. Thus, the average annual population growth in the County is anticipated to be approximately 0.4 percent. Based on these projections, the District's population would increase from 2,601 in 2010 to approximately 2,705 in 2020. It is anticipated that demand for service within the District will increase minimally based on the DOF population growth projections through 2020. However, IVRPD anticipates enhanced use of offerings and facilities as new options becoming available, such as a new community gazebo/wedding facility, new community kitchen, and possible future MOU's for additional programming.

The District reported that it was not anticipating any future population growth in the short term. However, IVRPD was considering the possibility of launching more outdoor recreation programs and expanding the soccer program to attract more users.

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 governance structure options identified for IVRPD include consolidation with Indian Valley CSD or IVCS D transfer of recreation and park property and authority to IVRPD. IVRPD has a zero sphere of influence and overlapping boundaries with Indian Valley CSD. Reportedly unofficial discussions have occurred regarding these and other options. However, the IVRPD Board does not support consolidation that may result in the dissolution of IVRPD.

Financing

IVRPD reported that its financing is sufficient to deliver existing services. However, the District suffers from a lack of a regular and sustainable funding source, such as property taxes, which constrains its ability to provide additional services. The District attempts to supplement its funding with program fees, grants, and donation. Program instructors retain some of their fees and pay rental for facility use and insurance coverage.

Internal control measures over finances consist of monthly reports to the Board, including a report of itemized income for the preceding month, itemized expenses for the preceding month, and account balances. The administrator has implemented a regular reporting structure and briefs the Board at the monthly meetings. Other fiscal controls are in place as well. Finances are controlled by the County, and as such payment on expenditures requires a detailed receipt and the signature of both the administrator and a board member. Deposits for fees collected, such as rentals, are made into a private bank account and then the administrative assistant writes a check, the check is signed by any board member and the funds are deposited with the County. The District has no record of completing a financial audit, which would identify any deficiencies to internal controls.

In FY 13-14, IVRPD's revenues totaled \$41,286. Of the District's total revenues rents and concessions comprised 53 percent, donations consisted of 27 percent, contributions from other agencies consisted of 15 percent, a State grant consisted of five percent, and interest and fees for services comprised the remaining fractional portion.

The District charges fees for some of its programs and services, however private class instructors pay the District just a portion of the money they receive from the participants. Charges for rentals of the main hall with patio vary from \$10 to \$20 per hour for regular users. The fee for one-time users is \$35 per hour, while the rate for non-profits is \$25 per hour. Fees for use of the patio alone are \$20 per hour for one-time users, \$10 per hour for non-profits, and \$5 per hour for regular users. The Keddie Ridge Conference Room is available at \$25 for one-time users and \$15 per hour for non-profits. Regular users pay between \$5 and \$15 dollars per hour. The bounce house rental fee is \$75 per day. IVRPD offers a 25 percent discount on the rental fees in exchange for some volunteer time. Pool rentals are also available at \$75 per two hours; this fee also includes the life guard. Customers also have the option of volunteering in exchange for the rental rates.

IVRPD expenditures in FY 13-14 totaled \$54,410, and exceeded revenues in that year by \$13,124. Expenditures consisted largely of wages and benefits (40 percent), professional services (15 percent), utilities (11 percent), payment for a building permit (11 percent), and facility maintenance (nine percent). The remaining 15 percent of expenditures consisted of insurance, communications, memberships, office expenses, and miscellaneous expenses.

IVRPD does not have a formal policy regarding maintaining a certain level of financial reserves. At the end of FY 13-14, the District had a cash balance of \$30,868.

The District reported that its long-term debt balance amounted to \$28,000 at the end of FY 11-12 and that the payment plan had been recently restructured. Since that time, the District has been able to pay off the remaining debt associated with the building of the community center. Repayment of the debt, associated with the capital project that was completed in 2010, posed a particular challenge for IVRPD. The District continuously applied for grants to pay down the debt. The community center cost \$982,000 to build; \$500,000 of this sum was paid off with State funds, \$80,000 with a stewardship council grant, \$47,000 with grant money, and \$110,000 with a donation by the Ben B. Cheney Foundation. Local volunteer labor and local cash donations also contributed to the payment of the debt and cost of the center.

Regarding joint financing mechanisms, such as joint power authorities (JPAs), the District works with IVCSO through a JPA for the maintenance and operations of Triangle Park, which is owned by IVCSO. IVRPD also participates in an MOU to run IVCSO's pool, as previously mentioned, and participates in other facility sharing arrangements with Indian Valley CSO, the County, and private recreation providers.

RECREATION AND PARK SERVICES

Service Overview

IVRPD is responsible for the maintenance and operations related to special events, activities, sports and recreation programs for youth and adults that take place at the community center and playground. Additionally, the District manages the community pool through a memorandum of understanding with IVCSO. Also through an agreement with IVCSO, IVRPD financed the construction, maintenance and repairs associated with Triangle Park (a portion of Greenville Park). The District also maintains the tennis courts at the Taylorsville County Campground through an agreement with the County. Recreational opportunities provided by the District include various fitness classes, line dancing, year-round weekly teen nights, youth gymnastics, youth wrestling, martial arts, bouncy house play, soccer, swimming, rock climbing, and water aerobics. Other programs include music lessons, gardening, The Round Valley Run, and kids' fishing.

IVRPD partners with organizations in offering recreational services to the community—the Plumas County Board of Supervisors, the Indian Valley CSD, the Genesee Retreat (a youth focused organization), Greenville Outdoor Adventure Learning (GOAL) Rock Climbing Program, the Mountain Circle Foster Agency, and the Sierra Institute. The District most recently entered into a partnership with Sierra Institute in running the Round Valley Run as of summer 2014.

In 2012, IVRPD signed a memorandum of understanding (MOU) with a volunteer committee to manage the Indian Valley Community Pool in Taylorsville. The volunteers pay the District to pay the bills, including the employee insurance.

The District makes the community center available to organizations and agencies for use. The center houses the Indian Valley Resource Center. Plumas County Mental Health holds regular sessions at the center. WIC provides service here and court ordered counseling services are provided at the center.

There appears to be some overlap in the type of services offered with IVCSO, as both agencies provide services within the same general park and recreation category. However, IVCSO's services largely focus on making park facilities available for public use through ownership and maintenance of the parks, while IVRPD operates a recreation center, a park and playground, and the pool, which offer recreational activities. Given this overlap in authority, there is the potential for duplication of efforts and services. There may be potential for further collaborative efforts between the two districts, or perhaps some form of functional consolidation or reorganization to eliminate this duplication of efforts by the two agencies.

Staffing

Prior to the opening of the community center in 2010, the District was entirely run by volunteers and did not employ any professional staff.

Currently, management and administration activities are performed by a part-time administrator. The District's board members and community members also volunteer as program coaches. The District constantly needs and looks for volunteers to help with the

maintenance of the community center and the implementation of programs. The District promotes volunteerism for program leaders to implement its many programs. IVRPD has a maintenance standing committee with a core group of contractors and technicians who maintain the facilities.

Facilities and Capacity

IVRPD owns and operates the Indian Valley community center. The Indian Valley Community Center opened in Fall 2010 and is located in downtown Greenville. It offers a conference room, a main hall, and a patio. The facility is considered to be in excellent condition. The main building is currently being upgraded. Two awnings are being built onto the main facility to prevent ice/snow buildup from coming down off the roof at two of the main building entrances. In addition, plans have been drawn by an engineer and approved by the Board to develop an outdoor plaza/courtyard that shall be used for a variety of outdoor events.

While the District does not own any other facilities, it participates in extensive facility sharing practices through agreements with other agencies and organizations. Every summer the District oversees and manages the Indian Valley community swimming pool (owned by Indian Valley CSD) via a lease agreement. The District also works with IVCSO through a joint powers agreement for the maintenance and operations of Triangle Park, which is also owned by IVCSO. In 2014, the District also partnered with Greenville Outdoor Adventure Learning (GOAL) Rock Climbing Program to provide insurance to the facility.

Infrastructure Needs

At present, the District reported that there are no significant infrastructure needs or deficiencies with the facilities.

Challenges

The primary challenge identified by the District is limited funding.

Service Adequacy

This section reviews indicators of service adequacy, including recreation center hours per week and capacity constraints.

The pool is operated during summer months (mid June to the end of August) from 9:30 to 6:00 daily for lessons, lap swim, open swim, and aquatic aerobics. The administrative assistant holds regular office hours at the community center from 1:30 pm to 5:30 pm Tuesday through Friday. Additionally private classes and community events are held at the center approximately 10 hours per week.

IVRPD generally has limited organizational capacity to provide adequate services to its residents. The primary constraint to capacity is limited financing. IVRPD lacks a sustainable and reliable financing source. The District has faced challenges with financing capital improvements in the past. A new financing structure or source would greatly benefit the District. Another option to address this constraint is a reorganization of how services are structured, such as consolidation with Indian Valley CSD. Additionally, the District is

limited in the number and type of classes that it can offer by the volunteers that are interested in providing instruction of any sort. The District is constantly searching for volunteers that have a particular talent they are willing to share with the community.

INDIAN VALLEY RECREATION AND PARK DISTRICT DETERMINATIONS

Growth and Population Projections

- ❖ As of 2010, the population within Indian Valley Recreation and Park District (IVRPD) was 2,601.
- ❖ There has been no recent growth in the District.
- ❖ Based on State Department of Finance (DOF) growth projections, the population of IVRPD is anticipated to be 2,705 in 2020.

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

- ❖ IVRPD reported that service options have increased since the new center opened in 2010. Participation fluctuates depending on the season, especially during summer.
- ❖ The District was unable to provide the number of complaints received in 2012. IVRPD has since implemented a complaint tracking system and installed a comment box at the center.
- ❖ The District does not submit its annual budget or five-year audit to the Plumas County Auditor as required. The District should ensure it is meeting the adopted audit requirements as determined by the Board of Supervisors and submitting budgets annually to the County as legally required. At the November 2014 Board meeting, it was decided that IVRPD would complete a financial audit in 2015 and submit findings to Plumas County's Auditor's Office.
- ❖ IVRPD generally has limited operational capacity to provide adequate services to its residents. The primary constraints to capacity are limited financing resources and the number of willing volunteers that are interested in providing instruction of any sort.
- ❖ The District did not identify any particular infrastructure needs.

Financial Ability of Agencies to Provide Services

- ❖ IVRPD reported that its financing was not adequate to deliver services.
- ❖ IVRPD has not adopted a formal policy regarding a target level of financial reserve funds to be maintained. However, the District does maintain a reserve fund from year to year.

Status of, and Opportunities for, Shared Facilities

- ❖ IVRPD facilities are available for rent to non-profits and regular or one-time users.
- ❖ IVRPD participates in extensive facility sharing practices through agreements with other agencies and organizations. Every summer the District oversees and manages the Indian Valley community swimming pool (owned by Indian Valley CSD) via a lease agreement. The District also works with IVCSO through a joint powers agreement for the maintenance and operations of Triangle Park. In 2014, the District also partnered with Greenville Outdoor Adventure Learning (GOAL) Rock Climbing Program to provide insurance to the facility.
- ❖ IVRPD partners with organizations in offering recreational services to the community—the Plumas County Board of Supervisors, the Indian Valley CSD, Mountain Circle Foster Family Agency, the Genesee Retreat (a youth focused organization), Greenville Outdoor Adventure Learning (GOAL) Rock Climbing Program, and the Sierra Institute.

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

- ❖ IVRPD demonstrated accountability and transparency in its cooperation with Plumas LAFCo during the service review process. The District has a website where contact and meeting information are made available to the public. IVRPD conducts outreach activities beyond the legally required ones, such as posting of agendas and minutes.
- ❖ Governance structure options with regard to IVRPD include consolidation with Indian Valley Community Services District or IVCSO transfer of recreation and park services to IVRPD. Given that the two agencies provide a similar category of park and recreation services within bounds that overlap one another, there may be efficiencies gained from such a change in service structure.