

**Municipal Service Review (MSR)  
And  
Sphere of Influence (SOI) Plan**

**Veteran Memorial Districts  
and  
Park and Recreation  
Districts**

November 2005

# Local Agency Formation Commission of Calaveras County

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### **III. Executive Summary**

#### **III:a. Introduction**

Local Agency Formation Commissions (LAFCO) were created in 1963 to assist the State of California in encouraging the orderly development and formation of local public agencies. There is a LAFCO in each California County. LAFCO has the power to conduct studies, approve or disapprove proposals, modify boundaries of cities and special districts, and impose reasonable terms and conditions on approval of proposals.

The Cortese-Knox-Hertzberg Local Reorganization Act of 2000 (CKH Act) established procedures for local government changes of organization. The CKH Act also requires LAFCO to update the Spheres of Influence (SOI) of all local agencies within the county by January 1, 2006. A Sphere of Influence is defined as a plan for the probable physical boundary and service area of a local agency or municipality. A service review must be conducted for each local agency to update the SOIs.

This Municipal Service Review addresses the six veteran memorial districts and one park district within Calaveras County and updates the SOI for these districts as follows.

- ❑ Angels Camp Veterans Memorial District
- ❑ Ebbetts Pass Veterans Memorial District
- ❑ Jenny Lind Veterans Memorial District
- ❑ Mokelumne Hill Veterans District
- ❑ San Andreas Veterans Memorial District
- ❑ West Point Veterans Memorial District
- ❑ San Andreas Recreation and Park District

#### **III:b. Conclusions**

The public agencies providing local veteran, park and recreational services within the County provide a range of services to their respective geographic areas. Some of the districts have a full range of services including meeting halls, swimming pools, playing fields and other recreational facilities. Some of the veteran memorial districts are less active in providing recreational facilities for the general public and focus more upon having a meeting place for veterans and related services.

The County and City through their respective General Plans and planning processes need to update recreational plans for their respective jurisdictions. The County's General Plan has not had a major update since 1986. The City of Angels is in the process of updating its General Plan. Park and recreational standards should be included in the General Plans with implementation measures. Additionally, the County and City should apply the provisions of the Quimby Act to new large developments. A Draft City of Angels 2020 General Plan, released in September of 2005, addresses park and recreation needs of the City and provides various implementation measures.

None of the districts providing park and recreation facilities have formal Capital Improvement Plans (CIPs). The districts perform maintenance and improvements on an as needed basis. The preparation and periodic updating of CIPs are important in order to budget for and set necessary revenue targets to adequately maintain and improve meeting hall and recreational facilities within the County.

Some of the districts have large reserves in relationship to their annual expenditures without documentation of how these funds will ultimately be used.

Community groups will remain important in the future for fund raising and providing volunteers to assist the districts in park maintenance and services.

The Spheres of Influences of the districts cover large areas of the County and in most cases adjoin each other. The Sheep Ranch and Vallecito areas are not within any veteran memorial district or park and recreation district.

### **III:c. Recommendations**

It is recommended LAFCO adopt the Resolutions contained in Section VI of this report. The Resolutions contain written determinations as required by the CKH Act plus various recommendations. These recommendations are summarized as follows:

- ❑ The districts should prepare long-range Capital Improvements Plans with accompanying financial plans for adequate fees and reserve amounts.
- ❑ The Sphere of Influences of Angels Camp Veterans Memorial District and San Andreas Veterans Memorial District should be expanded as depicted upon the map in Section V. It is recommended that the SOIs for all the other districts remain as they are currently defined.

- The County of Calaveras should include provisions for adequate recreational areas in the Open Space Element or a separate Park and Recreation Element of its General Plans during the next updating of the plan. The City of Angels recently released a Draft Plan addressing such provisions.

## **IV. Introduction**

### **IV:a. Local Agency Formation Commission**

Local Agency Formation Commissions (LAFCOs) are quasi-legislative local agencies created in 1963 to assist the State in encouraging the orderly development and formation of local agencies. There is a LAFCO in each California County. LAFCOs are independent agencies that are not part of county government, special district or cities.

LAFCO in Calaveras County is comprised of seven Commissioners appointed by the County, City of Angels, independent special districts, and a public member appointed by the other six Commissioners. All Commissioners represent the public as a whole and when seated on the Commission do not represent the entity that appointed them.

The fundamental mission of a LAFCO is to implement the provisions of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act). LAFCO has the power to conduct studies, approve or disapprove proposals, modify boundaries of cities and special districts, and impose reasonable terms and conditions on approval of proposals.

### **IV:b. Local Government Reorganization Act**

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (CKH Act) establishes procedures for local government changes of organization. Prior to 1985, LAFCO followed three previous laws that governed changes in the boundaries and organization of cities and special districts. The Knox-Nisbet Act, the Municipal Reorganization Act and the District Reorganization Act were consolidated into the CKH Act in 1985.

The CKH Act contains the following major policies:

- To encourage orderly growth and development which are essential to the social, fiscal, and economic well being of the State;
- To promote orderly development by encouraging the local formation and determination of boundaries and working to provide housing for families of all incomes;
- To discourage urban sprawl;
- To preserve open space and prime agricultural lands by guiding development in a manner that minimizes resource loss;
- To exercise its authority to ensure that affected populations receive efficient governmental services, to promote logical formation and

boundary modifications that direct the burdens and benefits of additional growth to those local agencies that are best suited to provide the necessary services and housing;

- To make studies and obtain and furnish information which will contribute to the logical and reasonable development of local agencies and to shape their development so as to advantageously provide for the present and future needs of each county and its communities;
- To establish priorities by assessing and balancing total community services needs with financial resources available to secure and provide community services and to encourage government structures that reflect local circumstances, conditions, and financial resources;
- To determine whether new or existing agencies can feasibly provide needed services in a more efficient or accountable manner and, where deemed necessary, consider reorganization with other single purpose agencies that provide related services;
- To update the Spheres of Influence (SOIs) of all local agencies within the county by January 1, 2006; and
- Conduct a review of all municipal services by county, region, sub-region or other geographic area prior to, or in conjunction with, SOI updates or the creation of new SOIs.

Sphere of Influence (SOI) is defined as a plan for the probable physical boundary and service area of a local agency or municipality as determined by LAFCO. Prior to the passage of the CKH Act a SOI was defined as the ultimate boundary of a service area. The SOI is an important tool for planning and shaping the logical and orderly development and coordination of local governmental agencies so as to advantageously provide for the present and future needs of the county and its communities.

In determining the SOI of each local agency, the Commission shall consider and prepare a written statement of its determinations with respect to four factors: (1) the present and planned land uses in the area, including agricultural and open space lands, (2) the present and probable need for public facilities and services in the are, (3) the present capacity of public facilities and adequacy of public services which the agency provides or is authorized to provide, and (4) the existence of any social or economic communities of interest in the area if the Commission determines that they are relevant to the agency.

#### **IV:c. Service Review Guidelines**

The Governors Office of Planning and Research (OPR) has prepared guidelines for LAFCO to conduct reviews of California municipal services. OPR published in August of 2003 the Final Guidelines.

The CKH Act, together with OPR's guidelines, requires LAFCO to conduct a comprehensive review of all agencies that provide services within the county.

The service reviews must prepare a written statement of LAFCO's determination with respect to each of the following:

- Infrastructure needs or deficiencies;
- Growth and population projections;
- Financing constraints and opportunities;
- Cost avoidance opportunities;
- Opportunities for rate restructuring;
- Opportunities for shared facilities;
- Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers;
- Evaluation of management efficiencies; and
- Local accountability and governance.

## **V. Veteran Memorial Districts and Park Districts**

Calaveras County is located on the eastern side of the Central Valley east of Stockton, California. It is part of the historic Mother Lode region of the Sierra Nevada Mountains. The County encompasses 1,028 square miles and had a population of 40,554 according to the 2000 Census. There is one city in the County, the City of Angels (also known as Angels Camp), with a population of 3,004 based upon the 2000 Census.

Calaveras County, as other foothill counties, is viewed as a recreational destination with mountains, forests, lakes, streams, and areas of historical significance. The principal federal, State, regional and private recreational resources within the County are listed below. The Stanislaus National Forest comprises 13 percent (85,000 acres) of the County's land area. The U.S. Bureau of Land Management (BLM) has numerous scattered land holdings throughout the County. BLM lands comprise 6 percent (39,500 acres) of the County's land area and provides undeveloped open space and recreational resources. Five major reservoirs comprise 5 percent (35,000 acres) of the County's land area. Calaveras Big Trees State Park has 5,500 acres.

- ❑ Stanislaus National Forest (U.S. Forest Service)
- ❑ Mokelumne Wilderness (U.S. Forest Service)
- ❑ New Melones Reservoir (U.S. Bureau of Reclamation)
- ❑ New Hogan Reservoir (U.S. Bureau of Reclamation)
- ❑ Pardee and Camanche Reservoirs (East Bay Municipal Utility District)
- ❑ Lake Tulloch (Oakdale and South San Joaquin Irrigation District)
- ❑ Calaveras Big Trees State Park (State of California)
- ❑ Calaveras County Fairgrounds (State of California)
- ❑ Salt Springs Reservoir (Pacific Gas & Electric Company)
- ❑ Mercer Caverns, Moaning Cave, and Cave City (Private Ownership)

Various other entities provide community park and recreational facilities within the County. Public elementary schools, middle schools and high schools throughout the County provide various recreational facilities and services for their students. The general public sometimes uses these facilities. Some parks are managed by community organizations, such as Murphys Park in the community of Murphys and White Pines Park in Arnold.

Recent increases in permanent resident and second home development has placed greater demands upon more traditional recreational facilities and services such as neighborhood and community parks. New large residential developments that have occurred within the County sometimes provide their own recreational facilities for homeowners. These recreation facilities often include

golf courses, tennis courts and swimming pools and may or may not be available for public use.

This municipal service review does not attempt to plan for the future development of parks and recreation facilities and services in the County. This responsibility rests with the City and County through their respective General Plans and other planning processes. The municipal service review deals with the local public organizations under LAFCO's jurisdiction that offer recreational facilities and services.

Local public organizations within Calaveras County that provide recreational resources include veteran memorial districts, one park district, and other entities such as the City of Angels. Refer to the accompanying maps. The districts are identified below:

- ❑ Angels Camp Veterans Memorial District
- ❑ Ebbetts Pass Veterans Memorial District
- ❑ Jenny Lind Veterans Memorial District
- ❑ Mokelumne Hill Veterans District
- ❑ San Andreas Veterans Memorial District
- ❑ West Point Veterans Memorial District
- ❑ San Andreas Recreation and Park District

Veteran memorial districts are formed under and pursuant to the provisions of Chapter 2, Division 6, of the Military and Veterans Code of the State of California. Veteran memorial districts have the authority to provide and maintain halls and meeting places and indoor and outdoor recreational facilities for both the general public and veterans. They may perform these functions by either owning their own facilities or leasing facilities from other public entities such as counties and schools. Voters within the district boundaries elect a five-member Board of Directors to govern the District. A majority of the seats on the Board shall be designated for veterans. Seats unfilled on the Board by the election process are either appointed by the District itself or by the County Board of Supervisors. An annual meeting is held among the veteran memorial districts within Calaveras County.

Park and Recreation Districts are formed under the California Parks and Recreation Act.

A brief description of each district follows.

### **V:a. Angels Camp Veterans Memorial District**

The Angels Camp Veterans Memorial District was formed in 1958. A five-member elected Board of Directors governs the District. The Board meets monthly.

The District has a public meeting hall and public swimming pool and offers various services to veterans.

The District's hall is located on Raspberry Lane in Angels Camp. The hall was built in the 1937 and was acquired by the District in 1991 and remodeled. The hall is approximately 1,100 square feet in size and has a meeting room and offices on the main floor and an exercise room in the basement. The hall is available free of charge for public functions and available for private functions for a fee.

The District owns and operates a public swimming pool in Angels Camp. The District acquired the pool by grant deed from a local service club in 1970. A small park including picnic areas adjoin the pool site. The City of Angels maintains the park. The District offers swimming lessons to the general public and charges a nominal fee for use of the pool.

The District also offers various services to veterans including free use of the exercise room, free tax service and a Christmas food program.

The District's Financial Statements for the period ending June 30, 2004 reported \$65,450 in operating revenue and \$64,672 in operating expenditures resulting in positive revenue of \$778 for the fiscal year. The total fund balance for the fiscal year was \$7,231 excluding the value of fixed assets. The District primarily obtains its revenues from property taxes. In 1991, the District sold its Veterans Hall that was located on Main Street in Angels Camp. The District financed the sale of the hall and the balance due on the note at June 30, 2004 was \$193,516. The note was fully paid in July of 2004. The District's Trust Fund as of June 30, 2004 contained \$197,193.

The Angels Camp Veterans Memorial District boundary and Sphere of Influence (SOI) are coterminous and covers the communities of Angels Camp and Copperopolis.

A community group is investigating the development of a park facility in the Copperopolis area.

### **V:b. Ebbetts Pass Veterans Memorial District**

The Ebbetts Pass Veterans Memorial District was formed in 1958. A five-member Board of Directors that are elected governs the District. The District Board meets upon a monthly basis.

The District has a number of public facilities including public meeting places and recreational facilities, all of which are located in the Murphys area. Public meeting places include the Murphys Lion's Hut and the Old School. The

District's recreational facilities include two-lighted tennis courts and a public swimming pool. The District recently sold its interest in the land upon which Finney Park is located. This park is operated and maintained by the Finney Park Foundation, a non-profit organization. Finney Park has a soccer field, baseball field, snack bar, and picnic areas.

The District has one full-time caretaker that resides in a District owned house located at the Murphys swimming pool facility. The District also has two part-time employees, a secretary and bookkeeper.

The District's Financial Statements for the period ending June 30, 2004 reported \$47,293 in operating revenue and \$54,761 in operating expenditures resulting in negative revenue of \$7,467 for the fiscal year. The total fund balance for the fiscal year was \$84,369 excluding the value of fixed assets. The District primarily obtains its revenues from property taxes and rental fees.

The Ebbetts Pass Veterans Memorial District boundary and Sphere of Influence (SOI) are coterminous and covers the area along State Highway 4 including the communities of Murphys, Arnold and the upper Ebbetts Pass area.

#### **V:c. Jenny Lind Veterans Memorial District**

The Jenny Lind Veterans Memorial District was formed in 1960. A five member elected Board governs the District. The Board meets monthly.

The District provides a public meeting hall and various recreational facilities.

The District has one meeting hall located on Pine Street within the community of Valley Springs. The Hall is a metal building constructed in 1964 and has approximately 3,000 square feet. The Hall is equipped with a full kitchen and tables and chairs. The hall is available for rent by the general public.

The District also has 32 acres of parkland that was acquired in 1974. Facilities at the park include two playgrounds, a picnic area, two ball fields with lights, snack bar, gazebo, and restrooms. The park also includes equestrian trails. Four youth organizations and one adult organization utilize the ball fields for baseball and softball leagues. The District has a 960 square foot maintenance building.

The District has one fulltime Maintenance/Facility Manager and one part-time Administrative Office Secretary. The California Department of Forestry crews occasionally provides additional maintenance services.

The District's Financial Statements for the period ending June 30, 2003 reported \$107,831 in operating revenue and \$103,249 in operating expenditures

resulting in positive revenue of \$4,582 for the fiscal year. The total fund balance for the fiscal year was \$132,696 excluding the value of fixed assets. The District primarily obtains its revenues from property taxes and rental fees.

The Jenny Lind Veterans Memorial District boundary covers the northwestern portion of the County. It includes the communities of Valley Springs, Burson, Wallace, Jenny Lind and Milton. The District's boundary and Sphere of Influence (SOI) are coterminous.

### **V:d. Mokelumne Hill Veterans Memorial District**

The Mokelumne Hill Veterans Memorial District was formed in 1960. The governing Board of the District is comprised of 5 members elected by voters of the District. The Board generally meets monthly.

The District oversees the operation and maintenance of the Town Hall and a number of parks and recreational facilities within the historic town of Mokelumne Hill. The Mokelumne Hill Community Trust, a non-profit benefit corporation, raises funds for community projects including the town hall and parks. Also, the "Friends of Moke Hill", a community based organization, assists in raising funds for the maintenance of the parks.

The Mokelumne Hill Town Hall is located on Main Street in Mokelumne Hill and is available for rent and is used on a regular basis by the Lions Club, Mokelumne Hill Community Trust and Country Christian Fellowship Church. The District itself usually sponsors two fund raising events in the hall each year. The Town Hall was built around 1875 and is a wooden structure with a metal roof. It has approximately 6,285 square feet with the main floor having a built-in bar, restrooms, and stage. The basement has a full kitchen and tables and chairs. The town hall also has a small meeting room upstairs from the main floor. The District is currently investigating renovations to the Town Hall and has made a list of improvements but without associated costs and priorities. Estimated total cost to repair the Town Hall is \$45,000.

The Shutter Tree Town Park is also located on Main Street and is a small community park with restroom facilities and picnic areas. The park was built in 1975.

The District in 1984 acquired 15 acres on the eastern side of town from the County Board of Supervisors as part of dedicated land from the Marredda family. Located on this acreage are a ball field, tennis courts, horse arena and undeveloped land. C.B. Hobbs Field has a ball field, snack bar, picnic tables, storage shed and restrooms. The unlighted field is used for softball, baseball and soccer. The District is applying for a grant from the California Department of Parks and Recreation to light the ball field. The County Board of Supervisors also has set aside \$30,000 for this project through park bond funds. The District also

has two tennis courts, one lighted, and a horse arena. The horse arena is fenced, has a storage area and restrooms. Portions of the remaining property, including what is referred to as the Marredda Gardens, is currently undeveloped.

The District has no employees but rather relies upon volunteers to manage and maintain the Town Hall and recreational facilities. One regular volunteer is responsible for renting the Town Hall and another regular volunteer serves as the District's Park Director.

The District's Financial Statements for the period ending June 30, 2003 reported \$14,467 in operating revenue and \$15,522 in operating expenditures resulting in negative revenue of \$1,055 for the fiscal year. The total fund balance for the fiscal year was \$4,808 excluding the value of fixed assets. The District primarily obtains its revenues from property taxes and rental fees.

The County in 1996 transferred title for the Merradda property to the District. The District sold a portion of the property with revenue for the sale placed in a trust fund maintained by the County and held jointly by the County and the District. The District for operations used 80 percent of the interest generated from the trust fund and the remaining 20 percent accrued in the trust fund. The principal from the original sale plus the 20 percent annual accrued interest was restricted for the sole use of the County of Calaveras, however, the County agreed not to use or encumber the funds during the term of the agreement. In March of 2005, the agreement was modified to allow the District to utilize the funds for the purpose of making repairs and improvements to the Town Hall. The trust fund had approximately \$76,000 in March of 2005.

The Mokelumne Hill Veterans Memorial District boundary covers an area along State Highway 26 from Paloma to Glencoe including the community of Mokelumne Hill. The District's boundary and Sphere of Influence (SOI) are coterminous.

### **V:e. West Point Veterans Memorial District**

The West Point Veterans Memorial District was formed in 1958. A five member elected Board governs the District. The Board meets monthly.

The District has a hall located on State Highway 26 in West Point that is available for rent by the general public.

The District does not have employees and the hall is maintained and rented by volunteers.

The District's Financial Statements for the period ending June 30, 2003 reported \$8,733 in operating revenue and \$8,852 in operating expenditures resulting in negative revenue of \$119 for the fiscal year. The total fund balance

for the fiscal year was \$19,695 excluding the value of fixed assets. The District primarily obtains its revenues from property taxes and rental fees.

The District's boundary covers an area in the north central portion of the County including the communities of West Point, Glencoe and Rail Road Flat. The District's boundary and Sphere of Influence (SOI) are coterminous.

A community group is attempting to establish a park within the West Point area. The park is proposed to be located on surplus land owned by the Calaveras County Water District in the Sandy Gulch area. The proposed park would include ball fields and other facilities.

### **V:f. San Andreas Veterans Memorial District**

The San Andreas Veterans Memorial District is governed by a five member elected Board. The Board meets monthly at the Senior Center in San Andreas. The District has a long-term arrangement with the Senior Center for meeting space at the Center.

The District does not have any facilities. The District offers four \$500 scholarships each year to children of veterans.

The District does not have employees.

The District's Financial Statements for the period ending June 30, 1997 reported \$5,875 in operating revenue and \$2,108 in operating expenditures resulting in positive revenue of \$3,767 for the fiscal year. The total fund balance for the fiscal year was \$114,631. The District does not receive property tax revenue but obtains its revenue from interest income.

The District's boundary covers an area around the communities of San Andreas, the County seat, and Mountain Ranch. The District's boundary and Sphere of Influence (SOI) are coterminous.

### **V:g. San Andreas Recreation and Park District**

The San Andreas Recreation and Park District was formed under the California Parks and Recreation Act. A five member elected Board governs the District. The Board meets monthly.

The District is currently responsible for three facilities within San Andreas. The Town Hall located on Church Street is a two-story building built in 1926 and has approximately 5,000 square feet. The hall has cooking facilities on the lower level and restrooms on both floors. The main hall is located on the upper floor and is used for meetings, banquets, wedding receptions and performances.

Turner Park is a public park located on Treat Avenue and is used for picnics, parties, concerts and recreation. The park has restrooms, picnic tables, children's playground, horseshoe pits, skateboard ramps, and a kitchen available upon request. Volunteers with the San Andreas Progressive Club assist in the maintenance and operation of Turner Park. The District also operates the San Andreas Ball Field located off Mountain Ranch Road on Park Drive. The County of Calaveras owns the land and has a lease with the Park District through 2031. This facility has a picnic area, restrooms, snack bar and two ball fields. The fields are used for baseball and softball by the Calaveras National Little League, Mt. Oaks Charter School, men's and women's adult softball leagues and Calaveras High School teams.

The District primarily relies upon volunteer assistance to maintain its facilities. The District does have a live-in caretaker located in a portable trailer at the Ball Field that works for the District as an independent contractor.

The mission of the District is to offer recreational opportunities to the residents of San Andreas and surrounding communities. The District is considering adding additional park and recreational facilities. The District is looking for a small hall that can be used for smaller events. The District would also like to build a permanent caretaker's house at the ball field. The District would also like to make various improvements to the ball fields.

The District's Financial Statements for the period ending June 30, 2004 reported \$49,224 in operating revenue and \$39,762 in operating expenditures resulting in positive revenue of \$9,462 for the fiscal year. The total fund balance for the fiscal year was \$54,954. The District primarily receives its revenues from property taxes plus interest income, grants and rental fees.

The District's boundary covers an area around the community of San Andreas. The District's boundary and Sphere of Influence (SOI) are coterminous.

### **V:h. Other Districts**

The Wallace Community Services District and City of Angels also provide public recreational facilities and services.

The Wallace Community Services District provides limited recreational facilities to the Wallace Lake Estates development. A separate LAFCO Service Review was conducted of this District in February of 2004.

The City of Angels owns and operates three parks, a museum and one public meeting place.

The City's Parks include Utica Park, Gateway Park and Tryon Park. Utica Park is located on Main Street on 2.63 acres and includes restrooms, a gazebo, large picnic shelter, picnic tables and barbecues, and a full-size playground. Gateway Park is located on Angels Oaks Drive and has 1.52 acres with a small tot lot, picnic tables and barbecues. Restroom facilities have recently been completed at this park. Tryon Park is .34 acres in size and is located on Booster Way next to the Angels Camp Veterans Memorial District's swimming pool. This park has an outdoor volleyball court, picnic tables and barbecues.

The Angels Camp Museum is located on Main Street in a 4,200 square foot main building built in 1949. The Museum facility also has a garage used for storage and a carriage house. A new storage and display building is expected to be completed in 2006.

The Angels Firehouse located on State Highway 4 is used for public meetings. The building was built in 1967 and contains 3,980 square feet and is used as a fire station.

The City's parks are maintained by the City's Public Works Department, which has six full time employees. This Department is also responsible for road maintenance.

The Murphys Community Club operates and maintains Murphys Park located along Angels Creek in Murphys. The Park has picnic tables, a gazebo, children's playground, and restrooms.

White Pines Lake and Park are owned by the Calaveras County Water District (CCWD) and are located within the community of Arnold. Various non-profit groups operate the park, ball fields, meeting hall, and logging museum under lease arrangements with CCWD.

## **VI. Determinations**

LAFCO must prepare a written statement of its determination with respect to nine factors as required by the CKH Act and OPR's Guidelines. This section of the Service Review Report addresses each of those nine factors as they may relate and be of pertinence to veteran memorial district and park district services within Calaveras County.

### **VI:a. Infrastructure Needs and Deficiencies**

The term infrastructure needs and deficiencies refers to the status of existing and planned public facilities and services and its relationship to the quality and levels of service that are, can, and need to be provided.

In terms of park and recreation infrastructure the amount of land, types of facilities and activities relative to demand, location of recreational resources to various populations, and under served recreational needs are important to consider. It is important for the County of Calaveras and City of Angels to adequately plan for parks, recreation and open space within their respective General Plans and planning processes.

Standards for parklands are available from various sources including the National Recreation and Park Association (NRPA). The NRPA general standard for parkland is 5 acres per 1,000 persons. The Calaveras County General Plan has a goal of 2.5 acres of parkland for every 1,000 resident population. The City of Angels' current General Plan does not have specific parkland standards. The City recently released for public review a proposed major General Plan revision (Draft City of Angels General Plan, September 2005). The General Plan revision will go through environmental analysis and public comment for several months. The Draft General Plan includes a Park and Recreation Element as an optional element. The Plan recommends a standard of 5 acres of parkland per 1,000 population. The Plan indicates the City will need an additional 18.5 acres of park and recreation facilities by the year 2020. The Plan recommends various measures to fulfill this projected need including the development of a Park and Recreation Master Plan.

The Quimby Act (Government Code Section 66477) enacted in 1996 allows cities and counties to require land developers to dedicate up to five acres of land per 1,000 persons or pay in-lieu fees for park and recreational purposes. The Quimby Act (refer to the Appendices of this report) pertains to the acquisition of new parkland, however, does not apply to the physical development of park facilities or associated operations and maintenance. The County utilizes the provisions of the Quimby Act on a very limited basis. According to the County

Planning Department, the Quimby Act is used to gain easements to recreational facilities but not often used for parkland dedication or in-lieu fees. The City of Angels uses the Quimby Act for park improvements. A City 2003 Impact Fee Study prepared by MAXIMUS recommended the establishment of fees for park and other public improvements. In August of 2003, the City passed Resolution #2003-33 establishing impact fees for various City services including park improvements.

It is important for each public entity offering public meeting places, parks and recreation facilities to have a Capital Improvement Plan (CIP) for the long-term maintenance and improvements to these facilities.

### **VI:b. Growth and Population Projections**

LAFCO needs to consider whether service provisions are facilitating the implementation of adopted land use plans, or alternatively inducing growth in areas not intended to be urbanized.

The County is experiencing growth in resident population and the development of second homes. The County's population in 1990 was 31,998 and in 2000 a total of 40,554. This represents a 27 percent increase or 2.7 percent per year. In 2004, the U.S. Census Bureau reported an estimated population of 45,939 for Calaveras County. The County's population is expected to continue to increase especially if current trends continue with people retiring to the County from more urban centers in the State. The state of the overall economy, interest rates, and the retirement of the baby-boomer population will in part influence the rate in which this growth occurs.

The City of Angels' resident population in 2020 is expected to be between 4,400 to 4,600 person compared to its 2000 population of 3,004.

The County of Calaveras and City of Angels need to consider population projections in terms of defining the amount and type of park and recreational facilities and services needed in the future.

### **VI:c. Financing Constraints and Opportunities**

An examination of financing constraints and opportunities includes an evaluation of issues that affect the cost and implementation of financing mechanisms or practices used to fund needed improvements and enhance revenue streams.

The financing of public parkland and recreational facilities has traditionally been provided by property taxes. Other financing mechanisms include in-lieu fees as provided by the Quimby Act, grants, bonds, special taxes and impact

fees. The Jenny Lind Veterans Memorial District and the Mokelumne Hill Veterans Memorial Districts both have recently attempted to get special taxes passed for park and recreational improvements. All these measures have failed to gain the required two-thirds voter approval.

The County of Calaveras is eligible and applied for \$1.2 million through Proposition 40, the California Clean Water, Clean Air, Safe Neighborhood Parks and Coastal Act of 2002. The Act is for the purposes of conserving natural resources and to acquire and improve State and local parks. The County has tentatively earmarked these funds to various local parks and schools within the County. The issue of public land tenure and control of these parks has recently surfaced through the grant process. Public access to parks funded through this grant program must be guaranteed for ten to twenty years based amount the amount of funding received.

All of the districts have fund equity exceeding annual expenses between a ratio of 1.29 to 19.51. On average fund equity was 2.57 times larger than annual expenditures, excluding the San Andreas Veterans Memorial District that solely relies upon interest income. A Little Hoover Commission report in 2000 raised questions why some special districts were accumulating large reserves. The report was especially critical of special districts that operate as enterprise funds having a combination of tax revenue and service fees such as water charges. Policy-makers and the public were asking why districts were setting aside so much money and how were they planning to spend it. Special districts should improve the way they report their fiscal activities and explain the purpose of the reserves.

#### **VI:d. Cost Avoidance Opportunities**

Cost avoidance opportunities include those that eliminate unnecessary costs.

The districts offering recreation and park facilities and services have limited administrative costs with many of these services provided by either part-time assistance or volunteer assistance. Community organizations in some areas provide substantial funds toward the maintenance and operation of public parklands. Maintenance of and improvements to the districts' facilities and program costs represent their major costs.

#### **VI:e. Rate Restructuring Opportunities**

Rate restructuring opportunities deal with positive rate impacts that will not adversely affect service quality or other factors.

The districts obtain the majority of their revenue from property taxes. The districts have the authority to raise user fees and propose special taxes. However, the voters have voted down the special taxes recently proposed by two veteran memorial districts for recreational improvements. The ability to gain two-thirds approval of special taxes has proven difficult throughout California.

#### **VI:f. Opportunities for Shared Facilities**

Public service costs may be reduced if service providers develop strategies for sharing facilities and resources. Sharing facilities and utilizing excess capacity in another agency's service system works to avoid service duplications, reduces costs, and minimizes unnecessary resource consumption.

Many miles physically separate the various districts providing parks and recreational facilities and as a result the opportunity for sharing facilities, maintenance personnel and maintenance equipment is limited.

#### **VI:g. Governmental Structure Options**

LAFCO should consider the advantages and disadvantages of changes to government structure when conducting service reviews.

The current governmental structure of providing public meeting places, parks and recreation facilities and services comes under a variety of districts including veteran memorial districts, park and recreation districts, community service districts and the City. The County and City also play a role in determining future parklands through their respective General Plans and planning processes. Some community groups, such as the Finney Park Foundation, have worked cooperatively with districts providing parks and recreational facilities and programs.

It is important for the all these entities to work together in the future to assure there are adequate parklands in the County especially in light of projected population increases.

#### **VI:h. Management Efficiencies**

Management efficiencies refers to the organized provision of the highest quality public service with the lowest necessary expenditure of public funds.

As mentioned earlier, many types of local districts provide parks and recreation facilities. The veteran memorial districts hold an annual meeting to discuss common issues and interests. It may be beneficial for all the entities involved in providing park and recreational facilities in the County to meet periodically to share information on available park grants and other topics.

## **VI.i. Local Accountability and Governance**

Local accountability and governance refers to public agency decision making and operational and management processes.

All of the public agencies within Calaveras County involved in park and recreation services were formed under the laws of the State of California and are subject to and comply with state disclosure laws and the Brown Act. The Boards of Directors are either elected or appointed, hold periodic meetings that are open to the public, adopt annual budgets, and have regular financial audits. It should be noted, however, that the latest 1997 General Purpose Financial Statements for the San Andreas Veterans Memorial District indicated that no preliminary budget meeting was held and no vote was taken for the final budget.

## **VII. Considerations for Reorganization**

Considerations for reorganization of the veteran and park districts in the County would include the consolidation, formation or dissolution of any or all of the agencies and the annexation or detachment of territory. Each of these considerations is briefly discussed below.

### **VII:a. Consolidation**

There does not appear to be an immediate need for the consolidation of any of the districts. The individual districts have respective funding sources, either property taxes or user fees, in place that are adequate to provide veteran, park, and recreational services as applicable.

Eventually consolidation of some of the districts into one countywide park and recreation district may prove to be beneficial especially as the population of the County increases and new demands are placed upon local public parks and recreational facilities.

### **VII:b. Formation**

There are only three areas of the County that are not within a district that provide park and recreational facilities. Rather than creating additional districts to serve these areas, it would be more logical to have these areas eventually annex to an existing adjoining district.

Community efforts are currently underway in two areas of the County to form community parks. These areas are the Copperopolis area and the West Point/Glencoe/Rail Road Flat area. Each of these community efforts should consider as an organizational alternative the use of the existing veteran memorial districts in their areas. Working together with the Angels Camp and West Point Veteran Memorial Districts may be easier than forming new park and recreation districts. In any case, the formation of new parks will require adequate financing mechanisms for parkland acquisition and park improvements, operations and maintenance. Parcel taxes is one means of providing financing, which will require approval by the voters.

### **VII:c. Dissolution**

Each of the districts is adequately providing services and is financially sound. There is not a need to consider dissolution of any of the districts.

#### **VII:d. Annexation and Detachment**

There are no reasons to consider the detachment of territory from any of the districts.

A review of each of the districts was made in relationship to the City's and County's General Plans. This review concluded that two areas that are outside the districts providing veteran, park and recreational services are proposed for future residential development. Consideration should be given to expanding the SOI of the Angels Camp Veterans Memorial District to include the Vallecito area. Also, consideration should be given to expanding the SOI of the San Andreas Veterans Memorial District to include the Sheep Ranch area. Refer to the enclosed map showing the proposed SOI modifications.

## **VIII. Conclusions and Recommendations**

### **VIII:a. Conclusions**

The public agencies providing local veteran, park and recreational services within the County provide a range of services to their respective geographic areas. Some of the districts have a full range of services including meeting halls, swimming pools, playing fields and other recreational facilities. Some of the veteran memorial districts are less active in providing recreational facilities for the general public and focus more upon having a meeting place for veterans and related services.

The County and City through their respective General Plans and planning processes need to update recreational plans for their respective jurisdictions. The County's General Plan has not had a major update since 1986. The City of Angels is in the process of updating its General Plan. Park and recreational standards should be included in the General Plans with implementation measures. Additionally, the County and City should apply the provisions of the Quimby Act to new large developments. The Draft City of Angels 2020 General Plan addresses park and recreation needs of the City and provides various implementation measures.

None of the districts providing park and recreation facilities have formal Capital Improvement Plans (CIPs). The districts perform maintenance and improvements on an as needed basis. The preparation and periodic updating of CIPs are important in order to budget for and set necessary revenue targets to adequately maintain and improve meeting hall and recreational facilities within the County.

Some of the districts have large reserves in relationship to their annual expenditures without documentation of how these funds will ultimately be used.

Community groups will remain important in the future for fund raising and providing volunteers to assist the districts in park maintenance and services.

The Spheres of Influences of the districts cover large areas of the County and in most cases adjoin each other. The Sheep Ranch and Vallecito areas are not within any veteran memorial district or park and recreation district.

## **VIII:b. Recommendations**

It is recommended LAFCO adopt the following Resolutions approving the updated SOIs based upon the following written determinations and recommendations.

A summary of these recommendations follows.

The districts should prepare long-range Capital Improvements Plans with accompanying financial plans for adequate fees and reserve amounts.

It is also recommended that the Sphere of Influences of Angels Camp Veterans Memorial District and San Andreas Veterans Memorial District be expanded as depicted upon the preceding map. It is recommended that the SOIs for all the other districts remain as they are currently defined.

It is recommended the County of Calaveras include provisions for adequate recreational areas in the Open Space Element or a separate Park and Recreation Element of its General Plans during the next updating of the plan and a set of definable parkland standards. The City of Angels recently released a Draft Plan addressing such provisions.

**Resolution 2005-\_\_ of the  
Local Agency Formation Commission  
of  
Calaveras County, California**

*Approving a Municipal Service Review of the Angels Camp Veterans Memorial District, Ebbetts Pass Veterans Memorial District, Jenny Lind Veterans Memorial District, Mokelumne Hill Veterans Memorial District, San Andreas Veterans Memorial District, West Point Veterans Memorial District and San Andreas Recreation and Park District and adopting Written Determinations Thereon*

**WHEREAS**, California Government Code Section 56425 requires that a Local Agency Formation Commission (“LAFCO”) adopt and periodically review Sphere of Influence Plans for all agencies in its jurisdiction; and,

**WHEREAS**, California Government Code Section 56430 requires that a LAFCO conduct a review of the municipal services provided by and within an agency prior to updating or adopting its Sphere of Influence Plan; and,

**WHEREAS**, the Sphere of Influence Plan is the primary planning tool for LAFCO and defines the probable physical boundaries and service area of a local agency as determined by LAFCO; and,

**WHEREAS**, the Commission adopted its Work Plan and included a schedule for completion of Municipal Service Reviews (MSRs) and Spheres of Influence; and **WHEREAS**, the State of California has established guidelines for conducting MSRs, which applies to this MSR for veteran and park district services provided by the Angels Camp Veterans Memorial District, Ebbetts Pass Veterans Memorial District, Jenny Lind Veterans Memorial District, Mokelumne Hill Veterans Memorial District, San Andreas Veterans Memorial District, West Point Veterans Memorial District and San Andreas Recreation and Park District; and,

**WHEREAS**, at the time and in the manner provided by law, the Executive Officer gave notice of the date, time, and place of a public hearing by the Commission for the services provided including approval of the report and adoption of the written determinations contained therein; and,

**WHEREAS**, the Commission hereby determines that the final draft of the Municipal Service Review for public veteran and park district services provided by and within Calaveras County and written determinations contained therein will provide information for updating the spheres of influence for veteran and park districts managed by the Angels Camp Veterans Memorial District, Ebbetts Pass Veterans Memorial District, Jenny Lind Veterans Memorial District, Mokelumne

Hill Veterans Memorial District, San Andreas Veterans Memorial District, West Point Veterans Memorial District and San Andreas Recreation and Park District, and is otherwise consistent with the purposes and responsibility of the Commission for planning the logical and orderly development and coordination of local governmental agencies so as to advantageously provide for the present and future needs of the county and its communities; and,

**WHEREAS**, in making this determination, the Commission has considered the documentation on file in this matter; and,

**WHEREAS**, the Commission has heard all interested parties desiring to be heard and has considered the proposal and report by the Executive Officer and all other relevant evidence and information presented at said hearing;

**NOW, THEREFORE**, the Local Agency Formation Commission of Calaveras County hereby resolves, orders and determines the following:

The Municipal Service Review of public veteran and park district services provided by the Angels Camp Veterans Memorial District, Ebbetts Pass Veterans Memorial District, Jenny Lind Veterans Memorial District, Mokelumne Hill Veterans Memorial District, San Andreas Veterans Memorial District, West Point Veterans Memorial District and San Andreas Recreation and Park District are attached hereto as Exhibit A, is approved and the written determinations presented in the Municipal Service Review report are hereby adopted.

LAFCO staff is further ordered to proceed as appropriate with an update to the Sphere of Influence Plan for the public veteran and park districts in and around the area served by the Angels Camp Veterans Memorial District, Ebbetts Pass Veterans Memorial District, Jenny Lind Veterans Memorial District, Mokelumne Hill Veterans Memorial District, San Andreas Veterans Memorial District, West Point Veterans Memorial District and San Andreas Recreation and Park District.

LAFCO staff is further ordered to forward copies of this resolution containing the adopted Municipal Service Review to the Angels Camp Veterans Memorial District, Ebbetts Pass Veterans Memorial District, Jenny Lind Veterans Memorial District, Mokelumne Hill Veterans Memorial District, San Andreas Veterans Memorial District, West Point Veterans Memorial District and San Andreas Recreation and Park District.

The foregoing resolution was duly passed by the Local Agency Formation Commission of Calaveras County at a regular meeting held on \_\_\_\_\_, by the following roll call vote:

Ayes:  
Noes:  
Abstentions:  
Absent:

Signed and approved by me after its passage this \_\_\_\_ day of \_\_\_\_\_, 2005.

\_\_\_\_\_  
Chair, Calaveras LAFCO

Attest:

\_\_\_\_\_  
John Benoit, Executive Officer  
LOCAL AGENCY FORMATION COMMISSION,  
Calaveras County

## Exhibit A

1. Regarding infrastructure needs and deficiencies, the Commission determines that the public agencies have sufficient resources and the ability to ultimately serve the proposed SOIs. It is recommended the County of Calaveras and City of Angels include provisions for adequate recreational areas in their General Plans during the next updating of these plans. It is also recommended Capital Improvement Plans be prepared for each veteran memorial district and recreation and park district within the County.
2. Regarding growth and population projections for the affected area, the Commission determines the proposed SOIs for the public agencies providing veteran and recreational services will facilitate the implementation of the County's and City's adopted land use plans.
3. Regarding financing constraints and opportunities, the Commission determines the public agencies have sufficient financing opportunities to provide their services to the proposed SOIs and/or have the capability of raising funds for these purposes.
4. Regarding cost avoidance opportunities, the Commission determines the public agencies to be the logical provider of these public services in the proposed SOIs, that there will not be an overlapping of service boundaries with other agencies, and the agencies have undertaken cost avoidance opportunities.
5. Regarding opportunities for rate restructuring, the Commission determines the rates of the public agencies to be fair and equitable. The Commission further determines the districts should prepare long-range plans and provide a basis for its reserve amounts prior to any future change in organization.
6. Regarding opportunities for shared facilities, the Commission determines that the public agencies have reduced public service costs by sharing facilities, resources and programs with other entities.
7. Regarding governmental structure options, including the advantages and disadvantages of consolidation or reorganization of service providers, the Commission determines the current governmental structure of the public agencies are sufficient to carry out its mission without the need for consolidation or reorganization at this time.
8. Regarding evaluation of management efficiencies, the Commission determines the public agencies provide the highest quality of service with the lowest necessary expenditure of public funds.

9. Regarding local accountability and governance, the Commission determines the public agencies conduct their public agency decision making and operational and management processes in such a way that its customers and the general public have the opportunity to participate.

**Resolution No. 2005-\_\_**  
**LOCAL AGENCY FORMATION COMMISSION**  
**OF**  
**CALAVERAS COUNTY**

*A Resolution Making Determinations and Approving a Sphere of Influence Update for the Angels Camp Veterans Memorial District, Ebbetts Pass Veterans Memorial District, Jenny Lind Veterans Memorial District, Mokelumne Hill Veterans Memorial District, San Andreas Veterans Memorial District, West Point Veterans Memorial District and San Andreas Recreation and Park District.*

**WHEREAS**, Government Code Section 56425 requires each Local Agency Formation Commission to adopt and periodically review and update a sphere of influence for each local governmental agency within its jurisdiction; and

**WHEREAS**, the Local Agency Formation Commission of the County of Calaveras, in compliance with the aforementioned requirement, is providing a “plan for the probable physical boundaries and service area” for the Angels Camp Veterans Memorial District, Ebbetts Pass Veterans Memorial District, Jenny Lind Veterans Memorial District, Mokelumne Hill Veterans Memorial District, San Andreas Veterans Memorial District, West Point Veterans Memorial District and San Andreas Recreation and Park District; and

**WHEREAS**, the Commission has set the hearing date of \_\_\_\_\_, for the update of the sphere of influence for the Angels Camp Veterans Memorial District, Ebbetts Pass Veterans Memorial District, Jenny Lind Veterans Memorial District, Mokelumne Hill Veterans Memorial District, San Andreas Veterans Memorial District, West Point Veterans Memorial District and San Andreas Recreation and Park District and has noticed this hearing at the times and as otherwise prescribed by Government Code Section 56150, *et seq.*; and

**WHEREAS**, the Commission has heard and adopted a Municipal Services Review of services provided by the Angels Camp Veterans Memorial District, Ebbetts Pass Veterans Memorial District, Jenny Lind Veterans Memorial District, Mokelumne Hill Veterans Memorial District, San Andreas Veterans Memorial District, West Point Veterans Memorial District and San Andreas Recreation and Park District in accordance with Gov. Code section 56430; and

**WHEREAS**, the Commission has reviewed and considered the proposed Sphere of Influence update report and the proposed Sphere of Influence Update Maps which are attached hereto and incorporated herein; and

**WHEREAS**, Calaveras LAFCO considered project related environmental factors and determined that the subject project is not subject to the provisions of the California Environmental Quality Act pursuant to Section 15060 (c)2; and

**WHEREAS**, the Commission has considered those factors determined by it to be relevant to the proposed sphere of influence update, including, but not limited to, those factors specified in Government Code Section 56425, et seq., and has heard from interested parties and considered requests for amendment and/or revision of the proposed updated sphere boundary, if any;

**NOW, THEREFORE, BE IT RESOLVED** that the Local Agency Formation Commission of the County of Calaveras does hereby find and determine as follows:

1. That the proposed sphere of influence update with respect to the Angels Camp Veterans Memorial District, Ebbetts Pass Veterans Memorial District, Jenny Lind Veterans Memorial District, Mokelumne Hill Veterans Memorial District, San Andreas Veterans Memorial District, West Point Veterans Memorial District and San Recreation and Park District comply with the provisions of Government Code Section 56000, et seq.
2. That no significant protests have been received regarding the establishment of this Sphere of Influence update.
3. That, pursuant to Government Code Section 56425, the Commission makes and adopts those determinations set forth below:
  - a. *The present and planned land uses in the area, including agricultural and open space lands.*

Planned land uses in each respective sphere of influence lands planned for urban development including residential and commercial uses. Calaveras County has approved area plans delineating boundaries of ultimate growth limits in various community areas in the territory proposed for inclusion into the Sphere of Influence. The existing land uses surrounding the subject lands consist of a variety of residential and commercial uses.
  - b. *The present and probable need for public facilities and services in the area.*

The current and planned development of properties within the proposed Spheres of Influence will require veteran and recreational services as development occurs. Other services are to be provided either by other service providers or the same service provider.
  - c. *The present capacity of public facilities and adequacy of services that the agency is authorized to provide.*

The present capacity of the districts are adequate to provide services within the Sphere of Influence territory as described in Attachment “A” (the Municipal Service Review and Sphere of Influence Plan report).

*c. The existence of any social or economic communities of interest.*

The Commission determines the community and district areas described in Attachment “A” are each a unique social and economic community of interest and are distinct from one another.

4. The Commission makes a specific finding that there is no substantial evidence in light of the whole record before Calaveras Local Agency Formation Commission that this Sphere Update for the Angels Camp Veterans Memorial District, Ebbetts Pass Veterans Memorial District, Jenny Lind Veterans Memorial District, Mokelumne Hill Veterans Memorial District, San Andreas Veterans Memorial District, West Point Veterans Memorial District, and San Andreas Recreation and Park District may have a significant adverse effect on the environment and is not subject to the California Environmental Quality Act.
5. That the Sphere of Influence Update and Municipal Service Review Report and Maps and the Executive Officer’s Report, for the Angels Camp Veterans Memorial District, Ebbetts Pass Veterans Memorial District, Jenny Lind Veterans Memorial District, Mokelumne Hill Veterans Memorial District, San Andreas Veterans Memorial District, West Point Veterans Memorial District, and San Andreas Recreation and Park District updated Spheres of Influence are hereby adopted and approved as set forth in Attachment “A”.

**PASSED AND ADOPTED** at a regular meeting of the Local Agency Formation Commission of the County of Calaveras, State of California, on the \_\_\_\_\_ 2005, by the following vote:

**AYES:**

**NOES:**

**ABSENT:**

**ABSTAIN:**

\_\_\_\_\_  
Chairman, Local Agency  
Formation Commission  
of Calaveras County

**Attest:**

\_\_\_\_\_  
John Benoit, LAFCO Executive Officer  
Calaveras LAFCO

## **IX. References**

Jenny Lind Veterans Memorial District Financial Statements, June 30, 2003, Larry Bain, CPA.

Mokelumne Hill Veterans Memorial District Financial Statements, June 30, 2003, Larry Bain, CPA.

San Andreas Veterans Memorial District, General Purpose Financial Statements, June 30, 1997, Willis & Walsh, CPAs.

Angels Camp Veteran Memorial District, Audited Financial Statements, June 30, 2004, E. Clay Maddox, CPA.

West Point Veterans Memorial District, Financial Statement, June 30, 2003, Larry Bain, CPA.

Ebbetts Pass Veterans Memorial District, Audited Financial Statements, June 30, 2004, E. Clay Maddox, CPA.

City of Angels General Plan, City of Angels, July 1995.

Draft City of Angels 2020 General Plan, Augustine Planning Associates, Inc., September 2005.

Calaveras County General Plan, Calaveras County Planning Department, December 1996.

Special Districts: Relics of the Past or Resources for the Future, Little Hoover Commission, May, 2000.

## **X. Appendices**

### **X:a. Financial Overview**

The following provides a financial overview of the six veteran memorial districts and one recreation and park district. All of the districts have fund equity exceeding annual expenses between a ratio of 1.29 to 19.51. On average for all the districts (excluding the San Andreas Veterans Memorial District) fund equity was 2.57 times larger than annual expenditures. The San Andreas Veterans Memorial District does not receive property taxes and, therefore, relies upon interest income for annual operating revenue.

<b>Financial Overview</b>					
<b>District and Fiscal Year Ending Data</b>	<b>Total Revenue (\$)</b>	<b>Total Expenses (\$)</b>	<b>Revenues Over (Under) Expenses (\$)</b>	<b>Fund Equity End of Period (\$)</b>	<b>Ratio between Fund Equity and Annual Expenses</b>
Angels Camp Vet. '04	65,450	64,672	778	*204,424	3.16
Ebbetts Pass Vet. '04	47,293	54,761	(7467)	84,369	1.54
Jenny Lind Vet. '03	107,831	103,249	4,582	132,696	1.29
Moke. Hill Vet. '03	14,467	15,522	(1,055)	*91,023	5.86
San Andreas Vet. '97	5,875	2,108	3,767	114,631	19.51
West Point Vet. '03	8,733	8,852	(119)	19,695	2.22
San Andreas Rec. '04	49,224	39,762	9,462	54,954	1.38

\* Includes Trust Fund

### **X:b. Community Parklands**

Parkland standards are available from numerous sources. The National Recreation and Park Association and Quimby Act both utilize a standard of 5 acres of community parkland per 1,000 population. The Calaveras County General Plan has a policy of 2.5 acres per 1,000 population and the City of Angels' recently released Draft General Plan has a standard of 5 acres per 1,000 population.

Parks, recreation and open space provide a wide spectrum of activities and functions providing opportunities for leisure, entertainment, sports,

education, and fitness. Recreational facilities and programs are often described as either active or passive and should serve the needs of the local population and its characteristics. Younger population groups require more active facilities such as sport fields and courts. Older population groups require more passive recreation facilities such as walking trails and picnic areas. Recreational facilities should be easily accessible to the population they serve.

Applying a standard of 2.5 acres and 5 acres to the County’s approximate existing population of 46,000 translates into a countywide need of 115 acres and 230 acres of local parklands, respectively. The County currently has 205 acres of local “public” parklands (excluding meeting halls) based upon the following table.

<b>District</b>	<b>Facility</b>	<b>Acreage</b>
Angels Camp Vets	Swimming Pool	.79
Ebbetts Pass Vets	Old School & Tennis Courts	3.09
	Swimming Pool	.84
	Finney Park	6.88
Jenny Lind Vets	Park	32.00
Moke Hill Vets	Town Park	.22
	Community Park	15.00
San Andreas Rec. & Parks	Turner Park	2.40
	Ball Fields	15.13
Wallace CSD	Park & Lake	32.62
City of Angels	Museum	.15
	Tryon Park	.34
	Utica Park	2.63
	Gateway Park	1.52
Others	Murphys Park	.98
	White Pines Lake, Park & Ball Fields	89.92
<b>TOTAL</b>		<b>204.51</b>

## **X:c. Quimby Act**

### Quimby Act - Government Code Section 66477

66477. (a) The legislative body of a city or county may, by ordinance, require the dedication of land or impose a requirement of the payment of fees in lieu thereof, or a combination of both, for park or recreational purposes as a condition to the approval of a tentative map or parcel map, if all of the following requirements are met: (1) The ordinance has been in effect for a period of 30 days prior to the filing of the tentative map of the subdivision or parcel map. (2) The ordinance includes definite standards for determining the proportion of a subdivision to be dedicated and the amount of any fee to be paid in lieu thereof. The amount of land dedicated or fees paid shall be based upon the residential density, which shall be determined on the basis of the approved or conditionally approved tentative map or parcel map and the average number of persons per household. There shall be a rebuttable presumption that the average number of persons per household by units in a structure is the same as that disclosed by the most recent available federal census or a census taken pursuant to Chapter 17 (commencing with Section 40200) of Part 2 of Division 3 of Title 4. However, the dedication of land, or the payment of fees, or both, shall not exceed the proportionate amount necessary to provide three acres of park area per 1,000 persons residing within a subdivision subject to this section, unless the amount of existing neighborhood and community park area, as calculated pursuant to this subdivision, exceeds that limit, in which case the legislative body may adopt the calculated amount as a higher standard not to exceed five acres per 1,000 persons residing within a subdivision subject to this section. (A) The park area per 1,000 members of the population of the city, county, or local public agency shall be derived from the ratio that the amount of neighborhood and community park acreage bears to the total population of the city, county, or local public agency as shown in the most recent available federal census. The amount of neighborhood and community park acreage shall be the actual acreage of existing neighborhood and community parks of the city, county, or local public agency as shown on its records, plans, recreational element, maps, or reports as of the date of the most recent available federal census. (B) For cities incorporated after the date of the most recent available federal census, the park area per 1,000 members of the population of the city shall be derived from the ratio that the amount of neighborhood and community park acreage shown on the records, maps, or reports of the county in which the newly incorporated city is located bears to the total population of the new city as determined pursuant to Section 11005 of the Revenue and Taxation **Code**. In making any subsequent calculations pursuant to this section, the county in which the newly incorporated city is located shall not include the figures pertaining to the new city which were calculated pursuant to this paragraph. Fees shall be payable at the time of the recording of the final map

or parcel map or at a later time as may be prescribed by local ordinance. (3) The land, fees, or combination thereof are to be used only for the purpose of developing new or rehabilitating existing neighborhood or community park or recreational facilities to serve the subdivision. (4) The legislative body has adopted a general plan or specific plan containing policies and standards for parks and recreation facilities, and the park and recreational facilities are in accordance with definite principles and standards. (5) The amount and location of land to be dedicated or the fees to be paid shall bear a reasonable relationship to the use of the park and recreational facilities by the future inhabitants of the subdivision. (6) The city, county, or other local public agency to which the land or fees are conveyed or paid shall develop a schedule specifying how, when, and where it will use the land or fees, or both, to develop park or recreational facilities to serve the residents of the subdivision. Any fees collected under the ordinance shall be committed within five years after the payment of the fees or the issuance of building permits on one-half of the lots created by the subdivision, whichever occurs later. If the fees are not committed, they, without any deductions, shall be distributed and paid to the then record owners of the subdivision in the same proportion that the size of their lot bears to the total area of all lots within the subdivision. (7) Only the payment of fees may be required in subdivisions containing 50 parcels or less, except that when a condominium project, stock cooperative, or community apartment project, as those terms are defined in Section 1351 of the Civil **Code**, exceeds 50 dwelling units, dedication of land may be required notwithstanding that the number of parcels may be less than 50. (8) Subdivisions containing less than five parcels and not used for residential purposes shall be exempted from the requirements of this section. However, in that event, a condition may be placed on the approval of a parcel map that if a building permit is requested for construction of a residential structure or structures on one or more of the parcels within four years, the fee may be required to be paid by the owner of each parcel as a condition of the issuance of the permit. (9) If the subdivider provides park and recreational improvements to the dedicated land, the value of the improvements together with any equipment located thereon shall be a credit against the payment of fees or dedication of land required by the ordinance. (b) Land or fees required under this section shall be conveyed or paid directly to the local public agency which provides park and recreational services on a communitywide level and to the area within which the proposed development will be located, if that agency elects to accept the land or fee. The local agency accepting the land or funds shall develop the land or use the funds in the manner provided in this section. (c) If park and recreational services and facilities are provided by a public agency other than a city or a county, the amount and location of land to be dedicated or fees to be paid shall, subject to paragraph (2) of subdivision (a), be jointly determined by the city or county having jurisdiction and that other public agency. (d) This section does not apply to commercial or industrial subdivisions or to condominium projects or stock cooperatives that consist of the subdivision of airspace in an existing apartment building that is more than five years old when no new dwelling units are added. (e) Common interest developments, as defined in Section 1351 of the

Civil **Code**, shall be eligible to receive a credit, as determined by the legislative body, against the amount of land required to be dedicated, or the amount of the fee imposed, pursuant to this section, for the value of private open space within the development which is usable for active recreational uses. (f) Park and recreation purposes shall include land and facilities for the activity of "recreational community gardening," which activity consists of the cultivation by persons other than, or in addition to, the owner of the land, of plant material not for sale. (g) This section shall be known and may be cited as the Quimby Act.