

SOLANO COUNTY LAFCo GREATER VALLEJO RECREATION DISTRICT MSR

MUNICIPAL SERVICES REVIEW



PREPARED BY

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OCTOBER 2006

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1.0 EXECUTIVE SUMMARY

MUNICIPAL SERVICE REVIEW PROCESS

The Municipal Service Review (MSR) process is a comprehensive assessment of the ability of government agencies to effectively and efficiently provide services to residents and users. The form and content of the MSR is governed by requirements of the Cortese-Knox-Hertzberg Local Government Reformation Act of 2000 (CKH Act) and the State of California's LAFCo MSR Guidelines (Guidelines), published in August 2003. This MSR considers the operations and management of the recreation and parks services within Solano County.

This MSR contains analysis and conclusions, referred to in this document as determinations, regarding nine topic areas set forth in the CKH Act. These areas of analysis contain the essential operational and management aspects of each district, and together constitute a complete review of the ability of each provider to meet the service demands of the residents within their boundaries. The nine topic areas have been combined into the following six topic headings for analysis in this MSR:

- 1) Infrastructure Needs and Deficiencies
- 2) Growth
- 3) Cost Avoidance and Facilities Sharing
- 4) Financing and Rate Restructuring
- 5) Government Structure and Management Efficiencies
- 6) Local Accountability

An explanation of the specific operational and management aspects of the Greater Vallejo Recreation District considered in each of these topic areas is provided below.

TOPIC AREAS OF ANALYSIS

The MSR considers the nine areas of analysis required by CKH. For ease of use and clarity in reading, some of the topic areas have been combined in the body of the report. The following topics of review are provided in the MSR:

- 1) Infrastructure Needs and Sharing of Facilities

This section assesses the adequacy and quality of infrastructure at the District. Infrastructure refers to the physical facilities in use by the district, including facilities, parks, and program offerings. Occurrences of facilities sharing are listed and assessed for efficiency, and existing facilities sharing arrangements are discussed.

- 2) Growth and Population

This section assesses the likely increase in service demand within the District. Changes in demand for services can be based on a variety of factors, including future changes in demographics, potential changes in land use, and the ability to track service demands and respond accordingly.

- 3) Cost Avoidance and Facilities Sharing

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This section analyzes existing cost avoidance and facilities sharing measures currently being utilized by the District to reduce the cost associated with service operations.

4) Financing and Rate Restructuring

This section analyzes the financial structure and viability of the District. Included in this analysis is the consideration of local rates, revenue and expenditure sources, and service operations.

5) Government Structure and Management Efficiencies

This section compares existing District goals with existing operations and analyzes the existing government structure for efficiency and effectiveness. This section also addresses the appropriateness of District boundaries.

6) Local Accountability

This section includes an evaluation of the District's compliance with public meeting and public record laws, including the Ralph M. Brown Act.

SUMMARY OF DETERMINATIONS

INFRASTRUCTURE NEEDS AND DEFICIENCIES

The Greater Vallejo Recreation District maintains a wide variety of infrastructure and maintains a Master Plan, which guides future improvements and development. Outstanding infrastructure needs include a corporation yard; the District is currently working in partnership with the Vallejo Unified School District to develop a joint corporation yard.

The GVRD Master Plan includes "opportunity" areas for new parks/facilities to meet internal and national goals. The Plan also includes financing strategies for maintenance of existing parks and expansions.

GROWTH AND POPULATION

Service demands are currently tracked based on up-to-date population projections, and program user evaluations. Facility and park needs are based on existing standards and feedback from the public. The GVRD has developed the Park and Recreation 2005 Master Plan; which will guide future programs, services, and financing strategy for future improvements.

COST AVOIDANCE AND FACILITIES SHARING

The Greater Vallejo Recreation District utilizes a sufficient range of cost avoidance and facilities sharing opportunities including grant opportunities, collaborative partnerships, and usage of Joint Facility Use Agreements.

FINANCING AND RATE RESTRUCTURING

The Greater Vallejo Recreation District is in good financial standing; revenues are currently exceeding expenditures. The FY 2004-05 audit noted that the District was in full compliance with Government Auditing Standards.

The District's revenue rate of 68%, from fees, currently exceeds that of most communities. The fee schedule is adopted annually with the budget.

GOVERNMENT STRUCTURE AND MANAGEMENT EFFICIENCIES

There are no apparent structural problems with the District, as currently organized. There do not appear to be any necessary governmental structure changes necessary to ensure the long-term continuation of service provision by the Greater Vallejo Recreation District.

The District is the primary provider of recreation services within the Greater Vallejo Area. There are some organizations that provide similar services; in these cases, the District plays a valuable coordination role with regard to facilities usage.

The overall management structure of the Greater Vallejo Recreation District is sufficient to account for necessary services and maintain operations in an efficient and effective manner. To meet its mission, the District tracks participation levels and works with participants to develop its program offerings.

Inclusion of Glen Cove into the District's boundaries is logical and appropriate. Should the City of Vallejo annex Bordoni Ranch into the City limits; inclusion of this area into the District's boundaries would also be logical and appropriate.

LOCAL ACCOUNTABILITY

The Greater Vallejo Recreation District maintains a sufficient level of accountability in its governance, and public meetings appear to be held in compliance with Brown Act requirements. Information regarding the District is readily available to members of the public.

2.0 INTRODUCTION

ROLE AND RESPONSIBILITY OF LAFCO

The Cortese-Knox-Hertzberg Local Government Reorganization Act (Government Code Section 56000 et seq.) requires all Local Agency Formation Commissions (LAFCo), including the Solano LAFCo, to conduct municipal service reviews (MSR) prior to updating the spheres of influence (SOI) of the various cities and special districts in the County, excluding community facility districts and school districts (Government Code Section 56430). The fundamental role of a LAFCo is to implement to CKH Act, providing for the logical, efficient, and most appropriate formation of local municipalities, service areas, and special districts. The focus of this MSR is to provide LAFCo with all necessary and relevant information related to the Greater Vallejo Recreation District (GVRD) services.

PURPOSE OF THE MUNICIPAL SERVICE REVIEW

This MSR is intended to provide a comprehensive analysis of service provision by the GVRD in Solano County. This MSR will provide Solano LAFCo with an informational document and make determinations in different areas of evaluation. The GVRD's boundary includes the City of Vallejo and some surrounding areas. The District's boundary is shown in **Figure 2-1**.

This MSR evaluates the structure and operation of the District and discuss possible areas for improvement or coordination. Key sources for this study were agency-specific information gathered through research and surveys, as well as the Municipal Service Review Guidelines published by the Governor's Office of Planning and Research (OPR).

This report is divided up into six sections Infrastructure Needs and Deficiencies, Growth and Population, Cost Avoidance and Facilities Sharing, Financing and Rate Restructuring, Government Structure and Management Efficiencies, and Local Accountability.

INFRASTRUCTURE NEEDS AND DEFICIENCIES

This section analyzes whether sufficient infrastructure and capital are in place, and reviews capabilities for accommodating future growth in service demands.

GROWTH AND POPULATION

This section reviews projected growth within the existing service boundaries of the District and analyzes the District's plans to accommodate future growth.

COST AVOIDANCE AND FACILITIES SHARING

This section evaluates factors affecting the financing of needed improvements, as well as opportunities for the District to share facilities.

FINANCING AND RATE RESTRUCTURING

The District's fiscal history is evaluated to determine viability and ability to meet service demands. Rate structure is also examined as a means to eliminate unnecessary cost.

GOVERNMENT STRUCTURE AND MANAGEMENT EFFICIENCIES

This section evaluates the ability of the District to meet its demands under its existing government structure, and considers the overall managerial practices.

2.0 INTRODUCTION

LOCAL ACCOUNTABILITY

This section examines how well the District makes its processes transparent to the public and invites and encourages public participation.

OVERVIEW

GVRD is a "Special Service District" organized under Public Resources Code 5780-5791. It was formed in 1944 through local election by the residents.

The District provides park and recreation needs for the Greater Vallejo area. The District purchases, develops, and maintains parks, open space, playgrounds and ball fields; it currently operates 25 public parks, four community centers, and an Olympic-size swimming pool and manages over 1,000 acres of public land.

The District also provides works closely with local organizations and agencies to provide a wide range of recreation activities including sports programs, after-school care, and a variety of leisure classes for over 120,000 people. In addition, GVRD hosts a variety of outstanding special events like the *Vallejo Sports Hall of Fame*, *Breakfast with Santa*, and the *Natalie Coughlin Tribute*.

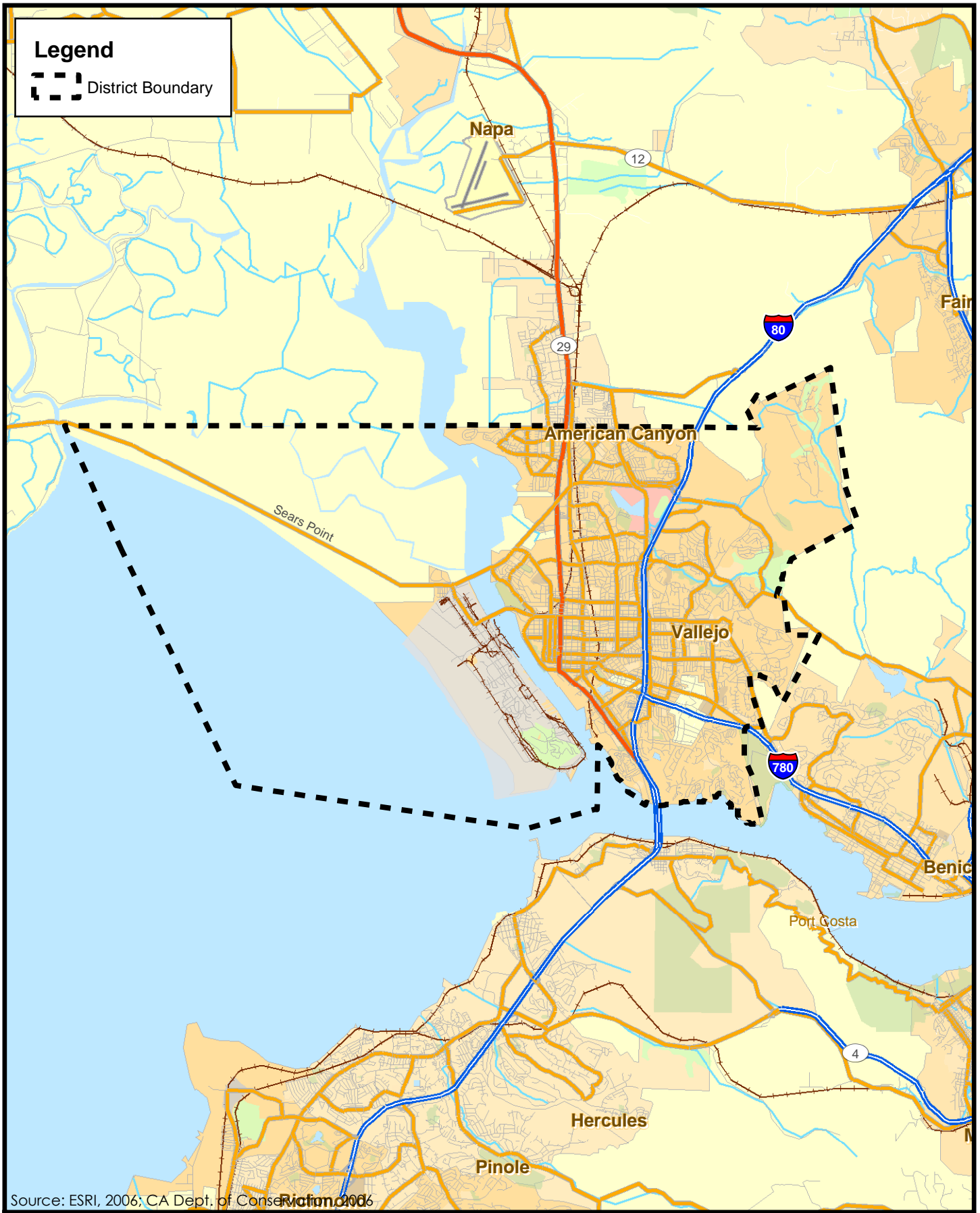
This service review focuses exclusively on GVRD, however, other service providers including cities and Solano County provide recreation services within the jurisdiction of Solano LAFCo. The following is a listing of known service providers and respective parks in Solano County:

SOLANO COUNTY REGIONAL PARKS

Regional Parks	Acreage
Belden's Landing	10 acres
Lake Solano Park	177 acres
Sandy Beach Park	36 acres

Solano County Park Rangers patrol and maintain Solano County's three Regional Parks, which total 223 acres. Solano County is currently preparing Master Plans for Lake Solano Park and Sandy Beach Park. Park facilities range from a public waterway access facility, to a boat launching ramp, picnic tables, barbeque pits, hiking trails, and campsites.

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Source: ESRI, 2006; CA Dept. of Conservation, 2006

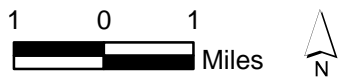


FIGURE 2.1-1
GREATER VALLEJO RECREATION DISTRICT
PMC

CITY OF BENICIA PARKS

Benicia Parks	Acreage
Lake Herman Regional Park	577 acres
Benicia Community Park	50 acres
Channing Circle Park	2.5
Gateway Park	0.5
Jack London Park	7.7 acres
Benicia Point Pier	Not available
Bridgeview park	Not available
City Park	Not available
Civic Center Park	Not available
Little League Field	4 acres
Duncan Graham Park	2 acres
Ethelree Saraiva Park	0.5 acres
Francesca Terrace Park	Not available
Frank Skillman Park	3 acres
Matthew Turner Park	Not available
Overlook Park	3.5 acres
Solano Park	2 acres
Phoenix Dog Park	Not available
Southampton Park	6 acres
Turnbull Park	0.5 acres
Willow Glen Park	4.5 acres
Jack Lemos Pool	Not available
Arneson Park	0.5 acres
Bardoni Public Access	2.5 acres
Benicia Middle School	8 acres
Benicia Views II	0.5 acres
First Street Fishing Pier Area	2 acres
First Street Green	3 acres
Fitzgerald Field	4
Gull Point	0.5 acres
John's Place Public Access and Median	0.5 acres
Kevin McCall Public Access	0.5 acres
Waters End Park	2.7 acres
West 8 th	0.5 acres
West 9 th Street	6 acres

2.0 INTRODUCTION

Benicia Parks	Acreage
West 11 th Street	0.5 acres
West 13 th Street	0.5 acres
West C Street	0.5 acres
West E Street	0.5 acres
West F Street	0.5 acres

City of Benicia parklands total more than 697 acres. The City conducts a Parks and Recreation program that includes programs in the following areas: Adult Classes and Workshops, Aquatics, Pre-School Programs and Classes, Seniors Programs and Classes, Special Events, Sports/Health & Fitness, Teen Programs and Youth Programs and Classes

CITY OF DIXON PARKS

Dixon Parks	Acreage
Hall Memorial Park	52.3 acres
Northwest Park	22.83 acres
Patwin Park	4.93 acres
Conejo Park	3.61 acres
Women's Improvement Park	.65 acres
Veterans Park	5.0 acres

City of Dixon parkland totals 153.67 acres. Park facilities include six tennis courts, an Aquatic Center, a covered sports arena, softball fields, basketball courts, soccer goals, multi-use fields, a skateboard park, playground equipment, picnic areas, gazebos, benches, bathrooms, power, and parking.

CITY OF FAIRFIELD PARKS

Fairfield Parks	Acreage
Cordelia Community Park	48 acres
Alan Witt Park	48 acres
Lee Bell Park	6.7 acres
Laurel Creek Park	37 acres
Civic and Community Center	Not available
Dover Park	8.4 acres
Dunell Burton	6.2 acres
Goldridge Park	7 acres
Hillview Park	5.39 acres

City of Fairfield parkland amounts to at least 166 acres. Park facilities include Little League fields, parking, picnic areas, play structures, softball fields, volleyball courts, horseshoe pits, a memorial rose field, and a literary garden.

CITY OF RIO VISTA PARKS

Rio Vista Parks	Acreage
Drouin Park	1.3 acres
Buena Vista Park	2 acres
City Park	1.4
Sierra Park	0.1 acres
Fishing Pier Park	1 acres
Egbert Field	4.1 acres
D.H. White	.7 acres

City of Rio Vista parkland totals over 10 acres. The City classifies its parks according to the following classifications: community parks, neighborhood parks, neighborhood greens parks, special facilities, recreation corridors and trails, open space areas, regional parks, and sports complexes.

CITY OF SUISUN PARKS

Suisun Parks	Acreage
Mike Day Park	3 acres
Samual W. Gepp Park	4.3 acres
Carl Sier L Park	10 acres
Heritage Park	10 acres
Montebella Vista Park	5.1 acres
Lawler Falls Park	3.5 acres
McCoy Creek park	1 acres
Patriot Park	1.5 miles long
Lawler Ranch Park	10 acres
Small Pocket Parks	1.7 acres
Old Town Plaza	1.1 acre
Irving H. Lambrecht Sports Complex	79 acres
Civic Center	.5 acres

City of Suisun parkland totals over 130 acres. Parks facilities include picnic areas, waterfront, playground, basketball courts, open areas, jogging paths, barbeques, community centers, ponds, walking paths, tot's play area, open grass areas, gazebo, and golf driving range.

CITY OF VACAVILLE PARKS

Vacaville Parks	Acreage
Andrews Park	17.9 acres
Arlington Park	18 acres

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Vacaville Parks	Acreage
Centennial Park	40 acres
Keating Park	20 acres
Lagoon Valley Park	470 acres
Nelson Park	10.5 acres
Senior Center Park	1.6 acres
Alamo Creek Park	9.5 acres
Alamo School Park	2.5 acres
Arbor Oaks Park	3 acres
Browns Valley Park	4.4 acres
Cannon Station Park	6.5 acres
Cambridge School Park	8 acres
City Hall Park	1.5 acres
Cooper School Park	6.62 acres
Fairmont/Beelard Park	8.3 acres
Fairmount School Park	4 acres
Hawkins park	6 acres
Hemlock School Park	4 acres
Irene Larsen Park	Not available
Meadowlands Park	8 acres
Normandy Meadows Park	0.3 acres
North Orchard Park	6.5 acres
Padan Park	5 acres
Patwin Park	5 acres
Pheasant County Park	7 acres
Ridgeview Park	7 acres
Sierra Vista School Park	8 acres
Southwood Park	4 acres
Stonegate Park	4.5 acres
Trower Park	4.5 acres
Willows Park	2 acres

City of Vacaville parkland totals over 704 acres; this includes 18 neighborhood parks, 10 neighborhood-school parks, seven community parks, 23 public/urban open space, two city parks. Park amenities include playgrounds, trails, barbeque areas, group picnic areas, ball fields, football fields, restrooms, soccer fields, grandstands, scoreboards, benches, score keeper huts, drinking fountains, fitness stations, horseshoe pits, open turf areas, tot lots, and backstops.

CITY OF VALLEJO PARKS

No information available.

3.0 GREATER VALLEJO RECREATION DISTRICT

APPENDIX A: FEE SCHEDULE
