

EXHIBIT “A”

2013 MUNICIPAL SERVICE REVIEW

FOR THE TUOLUMNE PARK AND RECREATION DISTRICT

Approved by
Tuolumne County LAFCO
on March 11, 2013

TABLE OF CONTENTS

1.0 INTRODUCTION

- 1.1 LAFCO's Responsibilities, Spheres of Influence and Municipal Service Reviews
- 1.2 Sphere of Influence
- 1.3 LAFCO Policies and Procedures Related to Municipal Services
- 1.4 Description of Public Participation Process
- 1.5 California Environmental Quality Act (CEQA)

2.0 SERVICE AREA SETTING

- 2.1 Location
- 2.2 General Background
- 2.3 Review of Current Management Structure

3.0 EXISTING MUNICIPAL SERVICES AND PROVIDERS

- 3.1 Water Source
- 3.2 Parks and Recreational Services

4.0 ZONING AND LAND USE

5.0 MUNICIPAL SERVICE REVIEW

- 5.1 Infrastructure Needs and Deficiencies
 - 5.1.1 Parks and Recreation Needs and Deficiencies
 - 5.1.2 Written Determinations Regarding Parks and Recreation Needs and Deficiencies
- 5.2 Growth and Population
 - 5.2.1 Growth and Population in the TPRD
 - 5.2.2 Written Determinations on Growth and Population
- 5.3 Financial Constraints and Opportunities
 - 5.3.1 Financial Constraints and Opportunities for the TPRD
 - 5.3.2 Written Determinations on Financing Constraints and Opportunities
- 5.4 Cost Avoidance Opportunities
 - 5.4.1 Cost of Operations for the Municipal Service District
 - 5.4.2 Written Determinations on Cost Avoidance Opportunities
- 5.5 Opportunities for Shared Facilities
 - 5.5.1 Opportunities for the TPRD to Share Facilities
 - 5.5.2 Written Determinations on Opportunities for Shared Facilities
- 5.6 Government Structure Options
 - 5.6.1 Tuolumne Park and Recreation District Governmental Structure
 - 5.6.2 Written Determinations on Government Structure Options
- 5.7 Management Efficiencies
 - 5.7.1 Tuolumne Park and Recreation District Management
 - 5.7.2 Written Determinations on Management Efficiencies
- 5.8 Local Accountability and Governance
 - 5.8.1 TPRD Public Participation
 - 5.8.2 Written Determinations on Local Accountability and Governance
- 5.9 Disadvantaged Unincorporated Communities
 - 5.9.1 Disadvantaged Unincorporated Communities within the Tuolumne Park and Recreation District
 - 5.9.2 Present and Planned Capacity of Public Facilities in Disadvantaged Unincorporated Communities
 - 5.9.3 Written Determinations Regarding Disadvantaged Unincorporated Communities

6.0 REFERENCES

2013

MUNICIPAL SERVICE REVIEW FOR THE TUOLUMNE PARK AND RECREATION DISTRICT

1.0 INTRODUCTION

1.1 LAFCO's Responsibilities, Spheres of Influence and Municipal Service Reviews

This Municipal Service Review (MSR) has been prepared for the Tuolumne County Local Agency Formation Commission (Tuolumne County LAFCO). Local Agency Formation Commissions are quasi-legislative local agencies created in 1963 to assist the State in encouraging the orderly development and formation of local agencies. A Local Agency Formation Commission is established in each County in the State.

This MSR consists of a review of park and recreation services provided by the Tuolumne Park and Recreation District (TPRD). The MSR will be considered by the LAFCO in reviewing the Sphere of Influence of the TPRD.

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (Government Code §56000 et seq.) is the statutory authority for the preparation of an MSR, and periodic updates of the Sphere of Influence of each local agency.

A Sphere of Influence is a plan for the probable physical boundaries and service area of a local agency, as determined by the affected Local Agency Formation Commission (Government Code §56076). Government Code §56425(g) requires that each Sphere of Influence be reviewed and updated if warranted not less than every five years, and §56430 provides that a Municipal Service Review shall be conducted in advance of the Sphere of Influence update.

The statute and regulations call for a review of the municipal services provided in the county or other appropriate area designated by the LAFCO. The LAFCO is required, as part of the MSR, to prepare a written statement of findings of its determinations with respect to each of the following:

1. Infrastructure needs or deficiencies;
2. Growth and population projections for the affected area;
3. Financing constraints and opportunities;
4. Cost avoidance opportunities;
5. Status of and opportunities for rate restructuring;
6. Status of and opportunities for shared facilities;
7. Government structure options, including advantages and disadvantages of consolidation or reorganization of service providers;
8. Evaluation of management efficiencies;
9. Local accountability and governance;
10. The location and characteristics of any disadvantaged unincorporated community within or contiguous to the sphere of influence; and
11. Present and planned capacity of public facilities, adequacy of public services, and infrastructure needs or deficiencies related to sewers, municipal water and fire protection in any disadvantaged

unincorporated communities within or contiguous to the sphere of influence.

The Municipal Service Review is a prerequisite for LAFCO's review and action on a Sphere of Influence. Given the close relationship between an MSR and Sphere of Influence creation, amendment or update, the Sphere of Influence is discussed in more detail below.

1.2 Sphere of Influence

The Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 requires the LAFCO to update the Spheres of Influence for all applicable jurisdictions in the County every five (5) years.

Local governmental agencies, special districts and municipalities must have an adopted Sphere of Influence (SOI) boundary and territory that defines the probable future boundary and service area of the agency. Inclusion of a particular area within an agency's SOI does not necessarily mean that the area will eventually be annexed. The Sphere of Influence is only one of several factors LAFCO must consider in reviewing individual proposals, such as an application for an annexation to a district. (California Government Code § 56668)

In determining the Sphere of Influence for each local agency, LAFCO must consider and prepare a written statement of determinations with respect to each of the following:

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 area;
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.

1.3 LAFCO Policies and Procedures Related to Municipal Services

The Tuolumne County LAFCO adopted policies related to Municipal (urban) services on November 26, 2001.

1.4 Description of Public Participation Process

Tuolumne County LAFCO is a quasi-legislative body authorized by the California Legislature and delegated powers as stated in the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000 (the Act). The LAFCO proceedings are subject to the provisions of California's open meeting law, the Ralph M. Brown Act (Government Code § 54950 et seq.) The Brown Act requires advance posting of meeting agendas and contains various other provisions designed to ensure that the public has adequate access to information regarding the proceedings of public boards and commissions. Tuolumne County LAFCO complies with the requirements of the Brown Act.

Each municipal service review will be prepared as a draft, and will be subject to public and agency comment prior to final consideration by the Tuolumne County LAFCO. The contents of this review are based primarily upon the information provided in the "Request for Information for Municipal Service Reviews" completed for the Tuolumne Park and Recreation District by their Comptroller with review by the Maintenance Manager and the Board of Directors at their May 2012 Board Meeting.

1.5 California Environmental Quality Act (CEQA)

The Municipal Service Review is a planning study that is statutorily exempt from environmental review pursuant to Section 15262 of the State CEQA Guidelines. The Municipal Service Review will be considered by

LAFCO in connection with proceedings regarding the TPRD Sphere of Influence. The Sphere of Influence update is a project that may be subject to CEQA review.

2.0 SERVICE AREA SETTING

2.1 Location

The TPRD is located in and around the community of Tuolumne, approximately 8.0 miles southeast of Sonora at the eastern end of Tuolumne Road in Tuolumne County, California. The District office is located on Assessor's Parcel Number 9-142-05 with an area of 0.1± acre. The District office is located at 18603 Pine Street on the northeast corner of the intersection of Pine Street and Fir Avenue. The District is primarily centered around Tuolumne, providing park and recreational services for 21.3± square miles of area. The service area within existing boundaries is approximately 13,040 acres with a potential service area of 13,652± acres within the Sphere of Influence. The service area is a mostly urban setting surrounded by rugged hills supporting a thick vegetation cover. The average elevation is 2,580 feet and the climate is the typical Mediterranean cycle of wet winters and dry summers. Average rainfall is 33 inches per year primarily falling between the months of October and April. The average monthly nighttime low and daytime high temperatures range from 59° F to 95° F in July and 33° F to 55° F in January. Light snowfall (approx. 2 inches) can be expected between December and April.

2.2 General Background

The TPRD, encompassing the community of Tuolumne, was created on December 27, 1955. The TPRD was formed to provide general recreation and park services in the unincorporated Tuolumne area. The District currently operates pursuant to Section 61100 of the Government Code as well as other State and Federal statutes. The TPRD is governed by a five-member Board of Directors. The current Board of Directors are: Robert L. Fulcher (chair), Steve Artzer (Vice-Chair), Donna Wright (treasurer), Debra Munsel (Secretary) and Michelle Hightower. The TPRD provides a wide variety of park and recreational services within its boundaries. The TPRD provides excellent service to all of the residents and visitors in the Tuolumne area.

2.3 Review of Current Management Structure

The TPRD is governed by a five member Board of Directors and staffed by six (6) part-time employees. At the top of the Tuolumne Park and Recreation District Organizational Chart are the five (5) members of the elected Board of Directors. Directly below the Board, are the Comptroller and Maintenance Supervisor. They are supported by an Office Assistant and a Maintenance Worker respectively. The District also employs a part time Youth Center/Library Housekeeper and a Community Garden Worker who falls under the direction of the Maintenance Supervisor. All employees work cooperatively to coordinate efforts, develop strategies for implementing goals, and keep track of service levels.

3.0 EXISTING MUNICIPAL SERVICES AND PROVIDERS

The TPRD provides the following services to the area of Tuolumne:

1. Parks and recreation [GC §61100(e) and (f)];
2. Acquire, construct, improve, maintain and operate community facilities [GC §61100(s)].

No other services may be provided by the TPRD without first securing approval by the LAFCO. Other service districts or their spheres of influence overlapping the Tuolumne area include:

Tuolumne Utilities District (water)
Tuolumne County Resource Conservation District
County-wide County Service Area No. 21 (ambulance)
Tuolumne Fire Protection District
Carters Cemetery District
Tuolumne Sanitary District (sewer)
Tuolumne Lighting District
Summerville Union High School District
Summerville Elementary School District

In addition to these districts, the County of Tuolumne, the Tuolumne Band of Mi-Wuk Indians, the Bureau of Land Management (BLM) and the US Forest Service also provide facilities or services to the area encompassed by the TPRD. The TPRD has a significant degree of interdependence with the other districts in the area due to the large area it encompasses. The District works concurrently with other agencies within the County to provide more efficient service. The TPRD and the County of Tuolumne have an agreement through which the TPRD provides maintenance service for the County's recreational facilities located within the district boundaries. The TPRD proposes service and boundary changes to the LAFCO who regulate district boundaries. The TPRD operates according to standards defined by the adopted *Bylaws of the Tuolumne Park and Recreation District* and the 1989 *Policies and Procedures for the Use of County Community Buildings*.

3.1 Water Source

The District receives all water for municipal purposes from the Tuolumne Utilities District's (TUD) ditch system. The water originates in the Sierra Nevada Mountains as snowmelt and rain and is stored in Lyons Reservoir. From Lyons, the water flows down the Tuolumne Ditch approximately 4 miles until it is diverted into the Section 4 TUD ditch. From the Section 4 TUD ditch, the water flows 8± miles south in the Eureka Ditch to Tuolumne. Raw water is pulled from the ditch and utilized by individual landowners or processed by TUD into potable water. After use, water is collected by the Tuolumne City Sanitary District collection system for treatment. The TPRD has multiple water contracts with TUD to purchase water for their recreational projects and to provide service to District-owned property. A written agreement with the County of Tuolumne provides that the County will pay for all utilities used in the maintenance of County-owned facilities within the TPRD.

3.2 Parks and Recreational Services

The TPRD provides a wide variety of services to the residents and visitors of the Tuolumne City area including monitoring of usage of facilities, maintaining park and recreational facilities to Tuolumne County Facilities Management standards, operation of events at the Tuolumne Memorial Hall, recreational trips for the public, and organization of community events.

The Tuolumne Memorial Hall is a County building that is maintained and managed by the TPRD. The hall is available for public use and is scheduled for use on a first-come first-serve basis with a \$45.00 per day charge, an hourly fee of \$3.00 for use of the gymnasium and a \$5.00 per hour charge for use of the kitchen facilities. A \$50.00 non-refundable cleaning fee is expected, along with a security deposit of \$150.00. Non-profit users are charged a security deposit ranging between \$75.00 and \$225.00, depending on the size and frequency of their usage, with no base charge or hourly fees. Users of the Hall are required to abide by TPRD standards outlined in the *Policies and Procedures for the Use of County Community Buildings*.

The TPRD owns and maintains several properties in the Tuolumne area including: the Depot Park Horseshoe Courts, "Tot Lot" playground and Depot Parking Lot west of West Side Memorial Park; the Depot Park Basketball Courts, Skateboard Park and historical #2 Train display, south of West Side Memorial Park; the parcel of land known as "Lot P", Tuolumne Community Garden on Cemetery Lane; Reid Park at the intersection of Bay Avenue and Carter Street; Ralph's Station (APN 62-480-26), on Tuolumne Road, approximately two miles west of Tuolumne; Willow Avenue Ball Field abutting the Jerry Whitehead, Sr. Baseball field to the south; and the TRPD office at the intersection of Pine Street and Fir Avenue southeast of

West Side Memorial Park. The TPRD also owns APN's 9-133-12 and 9-133-24, two vacant lots to the west of the Willow Avenue Ball Field, which are less than 10,000 square feet in area. The District owns 40 acres in the River Ranch Campground, approximately three miles northeast of Tuolumne on Old Fish Hatchery Road (APN 87-010-02). This property is zoned K (General Recreation). The River Ranch Campground has been leased by a private party who provides on-site management of the facility. The TRPD also has a right-of-way agreement with the United States Department of the Interior Bureau of Land Management (BLM) to operate and maintain a 2± mile equestrian/pedestrian trail northeast of Tuolumne along the Westside Railroad Grade.

The TPRD maintains a variety of public park facilities owned by the County including: Tuolumne Memorial Hall, West Side Memorial Park, the Jerry Whitehead Sr. Ball Field, the Tuolumne Youth Center/Library, and two islands that are part of the Summerville Commons (one at the intersection of Pine Street and Fir Avenue and the other at the intersection of Tuolumne Road and Carter Street). The Summerville Commons found at the intersection of Buchanan Road and First Avenue, is maintained by residents in that area. In 2004, the County took over maintenance and management of the public pool which it owns. Locations of these facilities are shown on Map A found at the end of this report.

The TPRD has a written Memorandum of Understanding (MOU) with the County of Tuolumne to provide security camera surveillance for the Tuolumne County Library/Youth Center. In this MOU, the TPRD agrees to own, operate, and maintain a camera surveillance system for the purpose of preventing and/or recording illegal acts occurring nearby. The TPRD securely stores the collected data as necessary and notifies the County within 3 days of any recorded incident of illegal activity.

The TPRD entered into a *Facilities Management Agreement* with the County of Tuolumne in July of 2007 to provide janitorial, cleaning, and minor maintenance services for Veterans Memorial Hall in Tuolumne otherwise known as Tuolumne Memorial Hall or the "Hall", West Side Memorial Park, and the Jerry Whitehead Sr. Ball Field including the Snack Shack concession building and public restrooms. The District also provides janitorial and cleaning service to the Tuolumne Youth Center/Library without restoration, repair, or construction, which is provided by the County. The current agreement is in effect until June 30, 2013 with two (2) one (1) year extensions possible. The current agreement does not propose any changes in the compensation received by the TPRD. The agreement with the County provides funding for approximately two-thirds (2/3) of the cost to maintain and improve County owned facilities managed by the TPRD.

In the *Facilities Management Agreement* (Agreement), the TPRD agrees to provide service according to the *Policies and Procedures for the Use of County Community Buildings* adopted by the Tuolumne County Board of Supervisors in December 1989. The Agreement requires the County of Tuolumne to furnish supplies, utility service, and the equipment listed below, for the purpose of maintaining the County-owned areas listed above.

Equipment	Quantity	Condition	Notes
Water Hose	9	Good	Replaced by TPRD
Rake	2	Good	Replaced by TPRD
Push Broom	2	Good	Replaced by TPRD
Rain Bird sprinkler	5	Good	Replaced by TPRD
Shovel, square-nose	1	Good	Replaced by TPRD
Shovel, round-nose	1	Good	Replaced by TPRD
Pick	1	Good	Replaced by TPRD
Wheelbarrow	2	Good	One Replaced by County One Replaced by TPRD
Sewer Snake	1	Fair	
Riding Mower	1	Good	Replaced by TPRD

The TPRD has agreed to return the equipment listed when the contract terminates. Additionally, the TPRD provides tables, chairs, volleyball nets, a sound system, and cleaning supplies for Memorial Hall users.

Operation of the TPRD is overseen by two Board Member Liaisons, the Comptroller and Maintenance Supervisor. The Maintenance Supervisor and Maintenance Worker provide the needed maintenance and repairs to both County and District owned properties. The Comptroller oversees operations in the District Office. The Office Assistant organizes community activities and acts as Clerk for board meetings. The Housekeeper takes care of the Library/Youth Center, and the Garden Worker oversees the Community Garden on Cemetery Lane. All employees of the TPRD hold the necessary licenses to provide services outlined under Government Code Sections 61100 (e), (f), (j), (q), (s), (t), and (w). Community participation has contributed greatly to revitalization efforts in the Tuolumne area with local volunteer groups organizing community clean-up days and restoration projects to assist in keeping facilities clean and in better working order than regular maintenance alone.

By providing park and recreational opportunities for the public, the TPRD assists the County in meeting several of the goals of the Recreation Element of the Tuolumne County General Plan including:

- Goal 8.A – Provide an adequate supply and equitable distribution of recreational facilities for residents based upon existing and projected population and the results of community needs surveys.
- Goal 8.B - Cooperate with other public agencies and private enterprise to provide park and recreation facilities.
- Goal 8.C – Further the goals of other General Plan elements in the acquisition and development of lands for recreational facilities and opportunities.
- Goal 8.E – Acquire, develop, and manage lands according to principles which protect private property rights, maximize cost efficiency, promote accessibility by all residents, advocate safety, and encourage public participation.
- Goal 8.G – Provide for the ongoing acquisition, construction, and maintenance of recreation facilities.

The TPRD also meets many of the stated goals and policies outlined in the Tuolumne Community Plan (TCP), adopted in 2007. Stated goals met by the TPRD include:

- Goal 17.G – Encourage the provision of a broad range of public facilities and services that support Tuolumne's ability to function as a safe, self-contained community providing basic daily needs to its citizens and visitors while retaining its small-town community character.
- Goal 17.H – Maintain and enhance the current level of recreational facilities and services in the Tuolumne Planning Area as a primary element of the area's community character and as a mechanism for maintaining a sense of community.

Goal 17.H as stated above defines one of the most important benefits provided by the TPRD. Sense of community can be critical to the well-being and safety of rural towns by providing incentive to participate in local government and serve the community. In addition, numerous *Community Needs Surveys* conducted by the County confirm that recreational opportunities and park areas are two of the top reasons that people visit Tuolumne County. The limited number of parks in other parts of the County makes such a well-designed recreation area in the Tuolumne community even more important to maintaining the economic vitality of the County.

According to Article 3 of the *Bylaws of the Tuolumne Park and Recreation District*, which was adopted by the Board of Directors for the TPRD, the objectives and purposes of the TPRD are:

1. To promote and facilitate the recreational development of the TPRD area. To meet this goal, the TPRD will foster the creation and development of recreational opportunities whenever possible.

2. To develop and implement policies and procedures for the receipt of grants, services and facilities, and for the use of these resources in support of programs.
3. To recruit and hire any full or part-time staff required to carry out the goals of the TPRD.

The Vision Statement for the TPRD is as follows:

- Using citizens and patrons to establish and focus priorities.
- Emphasize user safety, accessibility, aesthetic quality, and education.
- Promoting partnerships within the community for using facility and program resources to meet the growing demands for recreational services.
- Utilize integrity, enthusiasm, communication, and customer satisfaction to provide a proud environment for the community.
- Cooperate with Tuolumne's investment in park, open space, and recreational facilities.
- Maintaining a systematic and balanced approach to planning development, and rehabilitation of park and recreational facilities.
- Providing the education and aesthetics of the historic community in which Tuolumne has been founded.

As part of this commitment to the community, the TPRD continues to organize a plethora of community events, as well as sponsor many local programs.

Two (2) scholarships of \$250.00 each are awarded to high-school seniors residing within the district's boundary each year to reward their efforts in music and the Industrial Arts. The scholarships were made in memory of founding Board Member Henrietta Ronten and long-time TPRD maintenance worker Tom Connolly. Additionally, a limited number of scholarships are given each year for youth swim lessons and lifeguard training courses. The TPRD supports the Tuolumne Pool usage by subsidizing entrance fees for children and youth making the pool available to those who otherwise could not afford the daily use fees.

The Tuolumne Community Garden is located on the east side of Cemetery Lane approximately 200 feet northwest of the intersection of Cemetery Lane and Carter Street. The Garden is 0.4± acre with 26 planter boxes, each for rent at a cost of \$30.00 per year. The garden provides the public with the opportunity to plant and maintain a variety of vegetables, flowers and beneficial flora. An Open House is held in the spring offering gardening classes and guest speakers which provides an opportunity for the public to visit the garden. In the fall, the garden staff holds the *Community Garden Pumpkin Hunt* for local school children.

The TRPD is very active in providing the Tuolumne area with a wide variety of annual community events. Starting in the spring, the TRPD hosts the *Westside Trail Day* event to bring together trail enthusiasts from around the County for a day of trail improvements. In the fall, the TRPD hosts the annual Halloween Parade which allows children of all ages to follow the "Great Pumpkin" around West Side Park where local businesses are stationed to hand out treats. The parade terminates at the entrance of a carnival put on by a local church. During the Christmas season, the annual *Al Bonales Light Contest* invites the community to cast their vote for the best holiday light displays in the District and the Bonales family's donation provides the awards to the winners. After the judging, a bus provided by the TRPD tours the nominated homes where the winners are announced. The TRPD organizes and hosts the annual Christmas Parade, Tree Lighting, and *Claus Connection Craft Fair* at the Memorial Hall where photos can be taken with Santa and Mrs. Claus. For a \$10.00 fee, local residents who sell handmade craft items as well as local vendors can use the Hall to provide affordable Christmas gift shopping opportunities. The TRPD also provides an annual bus trip to San Francisco's AT&T Park giving the local residents a chance to see a Giant's game with fireworks included in the

cost of the ticket. The bus is provided by the TRPD at no charge to the participants.

In coordination with the Tuolumne Farmer's Market, the TPRD schedules public concerts at the West Side Memorial Park gazebo. The Wednesday night concerts start in June, run through the end of September and are one of the summertime highlights in the Tuolumne area. Few events in the County can compare with the economic bustle and popularity of these free "Concerts in the Park." The popularity of these community gatherings has caused the Concert Series to spread to the other rural communities providing yet another area of distinction for Tuolumne County in the vital sectors of recreation and entertainment.

The TPRD sponsors yearly horseshoe tournaments, an Easter Egg Hunt, the Summerville High School's Sober Grad event, the Old Ville Run, the Soap Box Derby, the Tuolumne Lumber Jubilee, summer basketball camps, as well as other community events. The TRPD also sponsors Westside Little League teams, provides staffing for the Snack Shack concession stand, and preps the ball fields before each game during the season. The free Thanksgiving dinner, Crab Feed, Spaghetti dinners, Feed the Bears, Community Tea Party and Tuolumne City Memorial Museum Spring Fling are popular community fundraisers are held at the district's Memorial Hall throughout the year.

All of the Policies and Implementation Programs listed under the Tuolumne Community Plan goals listed above are actively pursued by the TPRD. Of note is Implementation Program 17.H.b which requires new residential development of five parcels or more to participate in the provision of recreational facilities in accordance with Tuolumne County General Plan Program 8.D.b including the development of recreation facilities on-site and/or payment into a county-wide recreation fund. This requirement is likely to continue in the future and services are planned accordingly.

4.0 ZONING AND LAND USE

Parcels within the TPRD area are zoned R-1 (Single-family Residential), R-2 (Medium Density Residential), R-3 (Multiple-Family Residential), RE-1 (Residential Estate, One-Acre Minimum), RE-2 (Residential Estate, Two-Acre Minimum), RE-3 (Residential Estate, Three-Acre Minimum), RE-5 (Residential Estate Five-Acre Minimum), RE-10 (Residential Estate, Ten-Acre Minimum), C-1 (General Commercial), C-O (Neighborhood Commercial), C-K (Commercial Recreation), K (General Recreational), MU (Mixed Use), A-10 (General Agriculture, Ten-Acre Minimum), A-20 (General Agriculture, Twenty-Acre Minimum), AE-37 (Exclusive Agricultural, Thirty-Seven Acre Minimum), P (Public), O (Open Space), O-1 (Open Space-1), TPZ (Timberland Production), :PD (Planned Unit Development Combining), :H (Historic Combining), :D (Design Control Combining), :MX (Mobilehome Exclusion Combining), and :AP (Agricultural Preserve Combining).

The area has the High Density Residential (HDR), Low Density Residential (LDR), Estate Residential (ER), Open Space (O), Mixed Use (MU), Neighborhood Commercial (NC), General Commercial (GC), Parks and Recreation (R/P), Public (P), Rural Residential (RR), Large Lot Residential (LR), Homestead Residential (HR), and Agricultural (AG) General Plan Land Use designations pursuant to the Tuolumne County General Plan. The TPRD contains a combination of agricultural, residential, commercial, and recreational land uses and densities.

5.0 MUNICIPAL SERVICE REVIEW

The Cortese-Knox-Hertzberg Act identifies eleven factors, listed in Section 1.1 above, to be addressed when preparing a Municipal Service Review. For each factor, information is gathered and analyzed, with written determinations prepared for LAFCO's consideration. This Service Review will be used as an information base to update the TPRD's Sphere of Influence, including any annexation considerations, and provides a basis for the public, County and LAFCO to discuss changes to the Sphere of Influence.

5.1 Infrastructure Needs or Deficiencies

Purpose: To evaluate the infrastructure needs and deficiencies in terms of supply, capacity,

condition of facilities and service quality.

Given the level of development planned for the Tuolumne area, improvements to the park and recreation facilities may be required for build-out within the TPRD and Sphere of Influence. Due to land availability, land use designation, and public utilities, the TPRD should expect continued development within its boundaries.

The current recreational facilities are in good condition and, due to an exceptionally dedicated staff, provide excellent service to everyone within the TPRD boundaries. According to the 2002 Tuolumne County Recreation Master Plan:

“In the center of the commercial area of Tuolumne is the Memorial Hall and park, featuring a bandstand, picnic tables, swimming pool, ball field and playground. This five (5) acre centralized park is one of the best located recreational facilities in the County since it is within walking distance for many residents of Tuolumne. Because of its variety of facilities, this park provides wonderful opportunities for families to experience the park together even though they may be engaged in different activities. Although the park itself is owned by the County, it is managed by the Tuolumne Park and Recreation District with the exception of the swimming program which is administered by the County Recreation Department.”

During the last five (5) years, the TPRD has used bond funds from Prop 40 to construct eight new horseshoe pits, provide a new “Tot Lot” playground adjacent to the Library/Youth Center, rehabilitate the historic #2 Engine site in Depot Park and build a maintenance facility behind the District’s office.

The facilities maintained by the TPRD are expected to remain in working order for the immediate future. The TPRD recently acquired “Lot P” west of the Jerry Whitehead Sr. Ball Field. Long term improvement plans include the addition of footpaths in the wetlands “Lot P” area; paving and landscaping the Depot Park parking lot and adding restrooms and a public picnic area to Depot Park; relocating the historic Lady Washington Stamp Mill exhibit for display in Reid Park; providing a covered bus stop on Pine Street and constructing a Community Center on the vacant Willow Street lots.

Over the course of the past 19 years, under the Facilities Management Agreement to manage and maintain County facilities in the Tuolumne area, the TRPD annually contributes funding for projects on County properties which most recently include: landscaping and maintaining the sidewalk area north of the Tuolumne Pool along Bay Street; installing and maintaining landscaping, walkways, and a patio area with tables behind the Library/Youth Center building; replacing eroded sod along the north side of West Side Park on Bay Street; replacing the trash cans and installing removable flags for display in West Side Park and the lawn area in front of the Memorial Hall; renovating the Snack Shack facilities, installing shade cloth over the bleachers, rebuilding the back-stop, replacing the fence and upgrading field amenities at Jerry Whitehead Sr. Ball Field; and replacing upgraded trash cans on all properties that the TPRD manages.

The Tuolumne Memorial Hall and playground, West Side Memorial Park, Reid Park, Depot Park Horseshoe Courts, “Tot Lot” playground, Skate Park, Historical Locomotive #2 and Basketball Courts, the “Triangle” on the corner of Tuolumne Road and Carter Street; the sidewalk strip along Bay Street behind the Tuolumne Pool, Tuolumne Community Garden, Willow Avenue and Jerry Whitehead Sr. Baseball Fields, Tuolumne Library and Youth Center, and 2± miles of pedestrian/equestrian trails east of Tuolumne Road North, are all provided service by the TPRD. No services are provided to the two vacant parcels owned by the District though both are currently being cleared for possible use.

The trail head located east of town on Buchanan Mine Road is owned by the Tuolumne Band of Me-Wuk Indians and is one of the infrastructure components which will require restoration to provide adequate service. The 2007 *Tuolumne County Regional Transportation Plan* (RTP) recommends expansion of the existing trail network to include portions of Tuolumne area along the Sierra Railroad Trail and a trail connecting the Tuolumne area to the Black Oak Casino, Tuolumne Rancheria and the Westside Railroad Grade Trail. Map B found at the end of this report shows the potential locations and routes for these trails.

The Tuolumne County General Plan includes several policies and implementation programs designed to meet the goal of expanding the trail network in Tuolumne. Implementation Program 8.A.d recommends construction of a regional trail system in accordance with the RTP and General Plan Circulation Element. Policy 8.C.2 calls for the designation of recreational trails which link other trail locations found in the RTP. In line with the aforementioned Policy, Implementation Program 8.C.b recommends development of trails which link the major population centers in Tuolumne County. Policy 17.H.4 of the Tuolumne Community Plan (TCP) recommends use of railroad grades, creeks, and historic ditches as trails. Implementation Program 17.H.e of the TCP encourages the establishment of staging areas and support facilities in strategic locations along adopted trail routes within the Tuolumne Planning Area. Approximately five years ago, the Tuolumne Band of Me-Wuk Indians made improvements to the trail system east of the Black Oak Casino. The TPRD has been maintaining the Westside Railroad Grade Trail and plans to upgrade the trail head in the near future.

Additionally, Goal 8.C of the Tuolumne General Plan includes elements in the acquisition and development of lands for recreational facilities. For a number of years the TPRD had been working with the Tuolumne Band of Me-Wuk Indians to obtain Assessor's Parcel Number 62-630-26 ("Lot P"), which is located west of the Jerry Whitehead Sr. Ball Field, for development of a walking trail system around the pond located on the property. This parcel is designated as Public (P) by the Tuolumne County General Plan land use diagrams as well as being a wetland area. In 2011, an agreement was reached with the Tribe and the TPRD now has obtained this parcel. The TPRD has also completed the process to have a section of Oak Street, immediately west of the TPRD's vacant Willow Street properties, abandoned. The abandoned section of Oak Street, also adjacent to the wetland property, will now provide much needed pedestrian access to the Depot Park Horseshoe Pits and parking lot. This will complete a recreational complex centrally located in the Tuolumne Area. The TPRD has long-term plans to develop a Community Center on the vacant Willow Street properties in the future.

The Depot Park Horseshoe Courts (Courts) are located on APN 9-133-32 which is 1.3± acres in size. The parcel is zoned C-K:D:MX (Commercial Recreation:Design Control Combining:Mobilehome Exclusion Combining) under Title 17 of the Tuolumne County Ordinance Code (TCOC) and has a General Plan Land Use Designation of Public (P). Abutting the Youth Center on the south and west, the Courts were improved adding eight new pits. The additional eight horseshoe pits make this one of the most extensive and accessible horseshoe recreation areas in the County.

The TPRD recently constructed a "Tot Lot" playground on the vacant lot east of the Library to provide additional recreation facilities to the area. Families who visit the Library find this new addition appealing to their young children.

The Tuolumne Community Garden (Garden) is on APN 9-073-16 across Cemetery Lane from the Tuolumne Apartments. The 0.4± acre site is zoned R-3:D:MX (Multiple-Family Residential:Design Control Combining:Mobilehome Exclusion Combining) and R-3:MX (Multiple-Family Residential:Mobilehome Exclusion Combining) under Title 17 of the Tuolumne County Ordinance Code, with a General Plan Land Use Designation of High Density Residential (HDR). According to the TPRD website, the Garden was established in 1996 by numerous community groups and volunteers. The TPRD purchased the property on May 13, 1996 from Edward and Marie Benton. The website goes on to state:

"A steering committee comprised of 11 gardening enthusiasts cleared the land by removing old tires, mattresses, junk, and weeds and raised funds to build raised beds, dredge a culvert for improved drainage, build bridges, establish perimeter and herb gardens, erect a tool shed, safely level paths, build a restroom, and erect a secure fence with gates for tractor and pedestrian access, through plant sales, bake sales, and at TPRD's Annual Spring Market/Rummage Sale."

At present the Garden consists of the features listed above as well as a sign facing Cemetery Lane, picnic table, benches, and several birdfeeders. The 26 raised planting beds, each measuring 10' x 4', are rented to the public for an annual fee of \$30.00. The renter is responsible for all maintenance of the raised bed, but may use water and electricity provided by the TPRD at no charge. This property was not surveyed in the 2002 *Tuolumne Community Cultural Resources Survey*.

The Willow Avenue and Jerry Whitehead, Sr. Baseball Fields are in very good condition and expansion of these facilities is planned in coming years. Located at 18600 Main Street on APN 9-133-07, the Jerry Whitehead, Sr. Baseball Field was included in the 2002 *Tuolumne Community Cultural Resources Survey* and appears eligible for inclusion in the National Register of Historic Places since it embodies distinctive architectural features of the New Deal era. The survey states:

"This is a block-square public playground with a modern ball field surrounded by historic features: a perimeter rock wall, rock-&-concrete bleachers, & two small auxiliary buildings of matching rockwork."

Youth baseball leagues routinely utilize the Jerry Whitehead, Sr. Baseball Field for games sponsored in part by the TPRD. The 1.1± acre property is zoned P:D:MX (Public:Design Control Combining:Mobilehome Exclusion Combining) under Title 17 of the TCOC and has the General Plan Land Use Designation of Public (P).

The Willow Avenue Field is smaller at 0.4± acre and abuts the Jerry Whitehead, Sr. Baseball Field to the south with its main frontage along Willow Avenue. The parcel, APN 9-133-29, is zoned P (Public) with a General Plan Land Use Designation of Public (P). The property is not listed in the 2002 *Tuolumne Community Cultural Resources Survey*.

"Lot P", west of the Jerry Whitehead, Sr. Baseball Field, was recently acquired by the TPRD. This parcel is 2.58± acres in area and contains a wetland area with a pond. This parcel is currently zoned C-1:D:MX (General Commercial:Design Control Combining:Mobilehome Exclusion Combining) and P (Public) with a General Plan land Use Designation of Public (P). The District is currently improving "Lot P" to construct walking trails around the pond area. The property is not listed in the 2002 *Tuolumne Community Cultural Resources Survey*.

The Tuolumne Library and Youth Center, at 18370 Bay Avenue, is primarily run by the County with only minor housekeeping duties performed by District staff. The parcel, APN 9-133-33, is 0.2± acres in area. It is zoned C-K:D:MX (Commercial Recreation:Design Control Combining:Mobilehome Exclusion Combining) under Title 17 of the TCOC with a General Plan Land Use Designation of Public (P). The public pool by the Youth Center is now being managed by the County which offers a swim program and provides maintenance. The property is not listed in the Tuolumne Community Cultural Resources Survey.

Tuolumne Memorial Hall (Hall) is located at 18375 Fir Avenue on APN 9-133-03 which is a 1.2± acre parcel. The parcel is zoned P:D:MX (Public:Design Control Combining:Mobilehome Exclusion Combining) with a General Plan land Use Designation of Public (P). The building is used primarily for local community activities, but the Hall is available for rent to the public for \$45.00 per day with an additional \$5.00 per hour for use of the kitchen facility inside the Hall. A security Deposit of \$150.00 is also required prior to use of the Hall. The County recently repaired significant damage to the sub-flooring in the front of the Hall, remodeling the restrooms and replacing the floor covering. The Hall roof will need to be repaired in the near future.

The Hall is listed in the 2002 *Tuolumne Community Cultural Resources Survey* which describes the building as:

"A square-plan, Art Deco concrete building of a single story equal to 2-1/2 stories. It has a truss roof, which is concealed by a parapet and exposed on the interior. A half-octagonal entry pavilion stands 1-1/2 stories high. There are three 2-story recessed bays on each side of the entrance, separated by pilasters with incised fluting. The sides and rear contain two-story recessed bays of painted brick, with industrial sash windows at their tops. The interior consists of a vestibule, ball court, stage, and pine bleachers. It was built jointly by the community, the County, & the WPA."

The survey continues with the historical significance of the site stating that the Hall:

"Appears eligible for the National Register of Historic Places at the local level of significance under Criterion C, architecture, because it posses high artistic values. The building also appears eligible under Criterion A, patterns of events, for the manner of its financing, the out-of-work

laborers who built it, and the fondly remembered community dances and other activities it has housed. The areas of significance are architecture, politics/government, and entertainment/recreation. The significant date is 1936, the year of construction. The period of significance is 1936-1947, from construction to an arbitrary date of 50 years ago because the community activities continue but are not extraordinarily significant. The Hall possesses integrity."

The Hall has a children's playground on the west side of the building along Main Street rounding out the recreational opportunities available to families in the downtown area which the TPRD will be upgrading with new child-friendly groundcover as a safety improvement.

Westside Memorial Park comprises nearly a square city block between Main Street, Bay Avenue, and Fir Street on APN 9-133-02. The 1.1± acre parcel is zoned P:D:MX (Public:Design Control Combining:Mobilehome Exclusion Combining) under Title 17 of the TCOC and has a primary land use designation of Public (P). The site is listed in the 2002 *Tuolumne Community Cultural Resources Survey* where it is described as follows:

"This resource is a public park. It was originally created as an unnumbered block on the south side of the Carter business district, intended as a "Plaza and Railroad Reservation." The railroad tracks are not part of this record, but the park is. Sycamore trees were planted all around the plaza ca. 1936 and a gazebo (bandstand) was built near the center. A flag pole was installed and, recently, light posts and picnic tables on concrete pads were added. The gazebo (about 30 ft. square) is on a raised platform, with stairs ascending the north side to a platform ringed with railing. It has a pyramidal roof. The wood siding and roofing is less than ten years old as are the goose-neck metal lamp posts."

Westside Memorial Park is available for public use on a first-come-first-serve basis by contacting the TPRD. Public use of the Park fluctuates with the seasons, summer typically seeing more use.

South of Westside Memorial Park and comprising the southern half of the block, are the District-owned Basketball Courts and Skate Park. The Basketball Courts are located on APN 9-133-22 which is 0.5± acre in size. The parcel is zoned C-K:D:MX (Commercial Recreation:Design Control Combining:Mobilehome Exclusion Combining) with a General Plan Land Use Designation of Public (P). The parcel hosted a portion of the historic Sierra Railroad which is listed in the *Tuolumne Community Cultural Resources Survey* as eligible for inclusion on the National Register of Historic Places, the California Register of Historical Resources, and the Tuolumne County Register of Cultural Resources. In the survey the site is described as:

"This is a double set of tracks which provided access to the Sierra Railway's Turn Back Inn at the terminus of this standard gauge railroad. A depot was situated north of the tracks where the park is now; another depot was west of Main and north of the tracks. The inn was south of the tracks where Memorial Hall is now."

Reflecting this historic use, the TPRD has installed an authentic Steam Engine Locomotive without cars on the eastern side of the parcel. Placed on a concrete slab and surrounded on three sides by a wrought-iron fence, this relic provides a sense of connection to the past for the entire County. West of the locomotive are two basketball courts with single hoops facing south, a Skate Park, and a green area with barbeque pits blending into the Westside Memorial Park to the north. The TPRD has added a cement slab around the Steam Engine with benches and planter boxes. Additionally, the TPRD plans to install a cover over the Steam Engine and place historical signage with information on the history of the site.

Reid Park is located on the southwest corner of the intersection of Bay Avenue and Carter Street on APN 9-142-01. The 0.2± acre parcel is zoned C-1:D:MX (General Commercial:Design Control Combining:Mobilehome Exclusion Combining) under Title 17 of the TCOC and has a General Plan Land Use Designation of Neighborhood Commercial (NC). The property is listed in Appendix C of the 2002 *Tuolumne Community Cultural Resources Survey* (TCCRS) as Dr. Reid's Hospital Site. According to the TCCRS:

"Location of town's original hospital (now removed), a brick building that is shown on 1905, 1912, and 1929 Sanborn maps. The 1905 and 1912 maps depict a 2-story building with the hospital on the second floor, and two stores, equal in size facing Carter, with one office facing Bay Avenue. A 50-foot-high water tank house had been erected at the southwest corner of the building. Hospital site privy was excavated...about 1970; little potential for intact archaeological remains exists."

The park is bordered with a rail-tie logging cable fence approximately 2 ½ feet high. Rose bushes and benches are interspersed along the Bay Avenue and Carter Street frontages. A 13± foot tall wooden archway entrance on the northeast corner of the parcel identifies the park. A 6± foot by 6± foot covered and capped well-house is the only other structure on the parcel. The TPRD in conjunction with the Tuolumne City Memorial Museum (TCMM) plans to place the Lady Washington Stamp Mill exhibit in Reid Park. The close proximity to the TCMM adds to the historical significance of the area.

The two undeveloped parcels west of the Willow Avenue Ball Field, APN's 9-133-12 and 9-133-24, are zoned R-2:D:MX (Medium Density Residential:Design Control Combining:Mobilehome Exclusion Combining) under Title 17 of the TCOC. APN 9-133-12 is 7,466± square feet in size while APN 9-133-24 is 3,183± square feet in size. Both parcels have the General Plan Land Use Designation of Public (P). The property is currently being cleared for possible future construction of a Community Center. The parcels are not listed in the 2002 Tuolumne Community Cultural Resources Survey.

The TPRD is not required to make any repair to County owned facilities in excess of \$25.00 excluding labor and overhead. At this monetary level the TPRD is required to notify the County of the condition and the County may decide if they would like to make the repair. If the TPRD incurs aggregate repair costs of \$300.00 during any single Contract Year, (exclusive of labor provided by the District staff), the County of Tuolumne is required to reimburse the TPRD for all additional repairs required over this amount, excluding labor and overhead, but including 10 percent interest. The District obtains all appropriate permitting for projects through the County.

Continued maintenance of the recreation facilities is crucial to the continued operation of these well-used areas in the Tuolumne area. The TPRD has done an excellent job in providing residents and visitors with a clean and safe environment to enjoy. According to District staff, work approved by the County for major repairs is typically less expensive when done by the District because they will do the work at cost. Sidewalk repair on the northwest corner of Westside Memorial Park was performed by the District at the request of the County increasing pedestrian safety in the area. Consideration should be given to maintaining the current staffing level in order to continue to provide this level of service during future development within the TPRD boundaries.

5.1.1 Parks and Recreation Needs and Deficiencies

The TPRD is governed by a five member Board of Directors and staffed by six (6) part-time employees. At the top of the Tuolumne Park and Recreation District Organizational Chart are the five (5) members of the elected Board of Directors. Directly below the Board, are the Comptroller and Maintenance Supervisor. They are supported by an Office Assistant and a Maintenance Worker respectively. The District also employs a part time Youth Center/Library Housekeeper and a Community Garden Worker who falls under the direction of the Maintenance Supervisor. All employees work cooperatively to coordinate efforts, develop strategies for implementing goals, and keep track of service levels.

Pruning, watering, chemical application, and litter removal occurs in all public park areas within the TPRD and is part of routinely provided grounds maintenance activities. Facilities maintenance includes plumbing, electrical work, restoration, minor building and road improvements, and landscaping. Sidewalk repair was completed on the east side of Main Street along the park boundary.

The TPRD park and recreation facilities are in good condition. The park and recreational facilities provided by the TPRD are adequate and provide an exceptional amount of recreational opportunities to the residents and visitors to the Tuolumne area. The TPRD is in the process of evaluating the potential to construct new

amenities and improve existing facilities as discussed in this document. Such services would enhance and improve the recreational services provided by the District.

5.1.2 Written Determinations Regarding Infrastructure Needs and Deficiencies:

1. The services provided by the TPRD are adequate.
2. The TPRD maintains a variety of public park facilities for Tuolumne County, including Veterans Memorial Hall, Westside Memorial Park, the Jerry Whitehead Sr. Ball Field, and the Tuolumne Library/Youth Center.
3. The TPRD owns and maintains several properties including Ralph Station, Reid Park, the Willow Street Ball Field, two vacant lots, the Depot Park Horseshoe Courts, and "Tot Lot" Playground, the Tuolumne Community Garden, basketball courts, skate park and approximately 2 miles of trails east of Tuolumne Road North.
4. The TPRD is currently evaluating the possibility of constructing a cover over the #2 Train, and Horseshoe Courts, adding restrooms and picnic area, constructing a Community Center, relocating the Lady Washington Stamp Mill, paving the Depot Park parking lot and constructing a covered bus shelter in Depot Park.

5.2 Growth and Population

Purpose: To evaluate service needs based upon existing and anticipated growth patterns and population projections.

5.2.1 Growth and Population in TPRD

According to the Tuolumne County Assessor's records, within the TPRD Sphere of Influence (SOI) and District boundaries only one parcel is within the SOI boundary but outside the District boundary. This undeveloped parcel, APN 87-010-17, is 625± acres in area and owned by the USFS. The total number of undeveloped parcels within the TPRD District boundaries is 793±. There are 2,650± total parcels within the SOI and District boundaries, of which 1,857± are developed.

The TPRD could consider expanding the District boundary to include more parcels and thereby increase its revenue base. Parcels within the TPRD may be developed according to zoning and discretionary entitlements acquired.

Due to their popularity, the current TPRD provided facilities in downtown Tuolumne City should be expanded in the future to accommodate residential development projects within the District. The approved West Side subdivision could potentially add 84± parcels to the service area. The Tuolumne Band of Mi-Wuk Indians is currently constructing a 160 room hotel and conference center and will add 150 rooms to the hotel and an 18-hole golf course (on the former Westside Lumber property) in the future. The hotel is adjacent to the Black Oak Casino, which is located inside the TPRD District boundary. The Casino contains a bowling alley and arcade for recreational use. The planned expansion of facilities at the Casino, could impact the service capacity of the District in the future. District staff estimates that the expansion could result in more than a 30% increase in customer visits, primarily by people from outside of the County.

The 2010 United States Census indicates that there were 1,865 residents living in the Tuolumne community in April of 2010. An estimation of 2010 U.S. Census tracts reveals that approximately 4,456 residents are within the SOI of the TPRD. The majority of individuals who reside in the Tuolumne City area are year round residents; however, there are population fluctuations based upon seasonal uses and guest volumes at community events. According to District employees, the current staff operates at a ratio of approximately 1

employee per 500 public facility users. As such, the workload is large and project priority is given to issues involving public health and safety.

There are 793± undeveloped parcels within the TPRD District boundary and 1,857± undeveloped parcels within the District's Sphere of Influence. The number of undeveloped parcels suggests that there is an opportunity for much growth inside the District's boundaries in the future. The TPRD will need to update their equipment and facilities in the future in anticipation of an increase in the population in their district.

5.2.2 Written Determinations on Growth and Population

1. There is a likelihood of growth in the Tuolumne Park and Recreation District.
2. In the Tuolumne Park and Recreation District, parcels can be divided or discretionary permits issued, to allow additional development.
3. The Tuolumne Park and Recreation District has plans to construct a cover over the #2 Train and Horseshoe Courts, add restrooms, add picnic areas, construct a Community Center, relocate the Lady Washington Stamp Mill to Reid Park, pave the parking lot at Depot Park and install a covered bus shelter at Depot Park.

5.3 Financial Constraints and Opportunities

Purpose: To evaluate factors that affect the financing of needed improvements.

5.3.1 Financial Constraints and Opportunities for Tuolumne Park and Recreation District

The TPRD and Sphere of Influence (SOI) boundaries for this district are not the same. Assessor's Parcel Number 87-010-17 lies outside of TPRD boundaries but within the TPRD SOI. It is not receiving service at this time. The District plans on requesting an annexation once funds become available. The parcel is 625± acres in size and owned by the USFS who manages it for multiple uses. The parcel abuts the eastern District boundary and forms a nearly perfect square, 5,160± feet by 5,260± feet. The parcel is zoned P (Public) with a General Plan Land Use Designation of Public (P). This parcel includes a substantial portion of the West Railroad Grade Trail maintained by the TPRD. A portion of this Trail is also located on a parcel owned by the BLM land, prior to crossing onto USFS property. The TPRD has an agreement with both the BLM and USFS to maintain the portion of the Trail on their property. The TPRD is surrounded by parcels zoned for all land uses. The Sphere of Influence boundary encompasses the TPRD boundary.

The TPRD generates adequate revenue to keep up with its operation and maintenance costs. The TPRD has no outstanding public debt and has never defaulted on repayment of any bonds or other debt. The District has several individual water service accounts with TUD other than the service provided under the Facilities Management Agreement with the County.

The TPRD is in the process of evaluating its capitol equipment replacement schedule and has considered the recommendations of a salary survey performed in 2006. In that survey it was determined that District staff receives an average wage for the area.

The TPRD is primarily funded through assessed property taxes and the Facilities Management Agreement (Agreement) made between the County and itself. In the Agreement, the County agrees to pay an annual fee to the TPRD which is allotted from the collection of annual property taxes. Currently, this fee is approximately \$80,000.00 per year. For the prior tax year, \$134,886.00 was collected in property taxes. Other revenue sources include rental of the Memorial Hall for special events, community activities (sign rentals, craft fairs, the community garden), interest earned on investments, and governmental grants. Recent years have seen the gap between revenue and expenses close as costs associated with insurance and inflation have increased.

Good investment practices by the TPRD provide steady returns on investments and allow this savings fund to be tapped when needed to maintain service levels. Currently, the TPRD receives \$1,160.00 annually in dividend and interest income. The TPRD is financially stable at this time posting a 2011/2012 net worth of \$959,334.94 in fixed assets.

Though the TPRD does not follow the Governmental Accounting Standards Board (GASB) 34 accounting standards, the District prepares a yearly balanced budget and modifies its services according to projected revenue and community needs. The TPRD accounting records have been reviewed and audited by E. Samuel Wheeler through fiscal year 2010/2011 and accounting recommendations are being implemented. Local government in Tuolumne County has done an excellent job in recognizing the critical component recreation plays in the regional economy. Appropriate funds have been provided to the TPRD in past years and this diligent execution of governmental power should continue in the future.

According to the TPRD 2011/2012 Final Budget, the two largest expenses for the TPRD are salaries (including benefits) for its six employees and routine expenses for providing maintenance to the District area. For fiscal year 2010/2011 total salary expenses were \$149,408.43 including \$26,992.41 for premium inflation relating to retirement, medical reimbursements, and workers compensation. The District has multiple independent utility contracts with local service providers including: TUD (water), Tuolumne City Sanitary District (sewer), Pacific Gas and Electric (electricity), and Frontier (phone and internet).

In the Facilities Management Agreement enacted with the County, the TPRD agrees to financial conditions which could potentially constrain its finances. The Agreement requires the TPRD to carry all of the generally assumed insurance coverage including Workers Compensation, General Liability of \$1,000,000.00 per incident, California Park and Recreation Insurance, and automobile insurance coverage of at least \$300,000.00 for bodily injury and \$100,000.00 for property damage.

Compensation for the Board of Directors is \$50.00 per meeting and meetings are held a minimum of 12 times per year according to District bylaws. Special meetings are held when needed. Volunteer efforts save an unknown, but significant, amount of taxpayer funds and directly contribute to the monetary benefit of residents of the TPRD. Efforts by local social groups directly assist the TPRD by reducing the amount of service needs in areas such as litter removal, beautification, minor maintenance, painting, vegetation planting and watering.

In addition to beautifying the area and increasing nearby property values, the Tuolumne Community Garden has provided revenue to the District by renting raised planting beds to the public for an annual fee of \$30.00 each. The transformation of the garbage pit once inhabiting the parcel combined with the friendly competitive spirit of the gardeners has made gold out of garbage while providing a liquid revenue source which can be molded to District needs. The garden is now generating revenue of approximately \$720.00 annually. Such revitalization programs should continue to be funded due to the inherent value held by locals for economic self reliance and the efficient use of tax money.

5.3.2 Written Determinations on Financing Constraints and Opportunities

1. The TPRD needs to plan for future growth within its District boundaries.
2. The TPRD prepares a budget annually and financial records are reviewed and/or audited on a yearly basis.
3. The funding sources for park and recreation services consist of Property Tax Assessments, a Facilities Management Agreement made with Tuolumne County, rental of public buildings for special use, community activities, the community garden plot rentals, sign rentals, interest earned on investments, and grants.

5.4 Cost Avoidance Opportunities

Purpose: To identify practices or opportunities that may help eliminate unnecessary costs.

5.4.1 Cost of Operations for Tuolumne Park and Recreation District

The TPRD employs various cost-avoidance practices in its daily operations. The TPRD has taken numerous actions to save money and lower expenses. Actions include CPR training for District staff, improved equipment maintenance procedures, review and renegotiation of utility services, and utilizing improved technology to provide services. The District has also been successful in pursuing and receiving governmental grants to provide services. The maintenance shop received an \$82,143.00 Proposition 40 grant in Fiscal Year 2009/2010, and the Depot Park received a \$30,000.00 Proposition 40 grant in 2010/2011 for revitalization of its walkways. The TPRD continues to train its employees to perform multiple job tasks and has developed an excellent planning strategy which routinely exceeds expectations.

The Board of Directors for TPRD meet regularly to review cost-of-operations practices to achieve maximum efficiency and gain insight into community needs. Public input is received at the meetings to access the recreational needs and desires of the community. With only six (6) part-time employees, these public meetings are essential to providing a focus for services. Volunteer efforts on behalf of the District continue to be a key variable in providing the outstanding parks found in Tuolumne. The TPRD's six (6) part-time employees perform a variety of functions. The TPRD is financially stable at this time posting a 2011/2012 net worth of \$959,334.94 in fixed assets.

The District adjusts services provided based upon funds available and uses the Tuolumne County Recreation Master Plan as a strategy for success. The TPRD should consider preparing service demand projections for the future in order to plan facility improvements more precisely and thereby decrease unnecessary service costs.

Since the previous Municipal Service Review in January 2008, the TPRD went from 3 full-time employees and 4 part-time employees, to 6 part-time employees. This was done as a cost savings measure due to decreased revenue from property taxes. The TPRD takes advantage of cost avoidance opportunities, including a budget process designed to eliminate unnecessary costs, utilizing in-house resources to complete a variety of payroll/billing functions and administration, cross-training employees, upgrading equipment and procedures with new technology, pursuing and receiving grants, and downsizing employees when prudent.

The five-member Board of Directors is compensated \$50.00 per board meeting attended. No other compensation is provided to the board members. Revitalization work by local social groups is an important component in reducing costs. Decreasing expenses by the use of volunteer/social groups can have great effects by allowing funds to be used elsewhere. Maintenance of equipment and tools by the TPRD stretches community tax dollars to their maximum potential.

According to planned land uses in the TPRD's service area and Sphere of Influence, park and recreation facilities may require improvements to accommodate an expanded service population.

5.4.2 Written Determinations on Cost Avoidance Opportunities

1. The TPRD takes advantage of cost avoidance opportunities, including a budget process designed to eliminate unnecessary costs, utilizing in-house resources to complete a variety of payroll/billing functions and administration, cross-training employees, upgrading equipment and procedures with new technology, pursuing and receiving grants, and downsizing when prudent.
2. The TPRD utilizes volunteers/social groups to help with clean up and miscellaneous activities which allow funds to be used elsewhere.
3. The five member Board of Directors are paid \$50 per board meeting with no other compensation for services.
4. The TPRD employs six (6) part-time employees.

5.5 Opportunities for Shared Facilities

Purpose: To evaluate the opportunities for a jurisdiction to share facilities and resources to develop more efficient service delivery systems.

5.5.1 Opportunities for Tuolumne Park and Recreation District to Share Facilities

The TPRD has a significant degree of interdependence with the surrounding area due to the services provided and its large area. Other governmental agencies providing park and recreation services whose boundaries overlay the TPRD and SOI include:

County of Tuolumne, United States Forest Service, Tuolumne Economic Development Authority, Summerville Union High School District, and Summerville Elementary School District

The TPRD was formed on December 27, 1955 to provide park and recreational services to the Community of Tuolumne. The District has direct ownership of the Tuolumne Community Garden, Reid Park, the Willow Avenue Ball Field, Depot Park Horseshoe Courts, "Tot Lot" playground, Skate Park, Basketball Courts, Depot Parking Lot, 40 acres of the River Ranch Campground, two vacant parcels, and approximately 2 miles of pedestrian/equestrian trails. The TPRD provides services to county-owned facilities including: The Tuolumne Library/Youth Center, Tuolumne Memorial Hall, West Side Memorial Park, and the Jerry Whitehead, Sr. Baseball Field. Recreational opportunities are open and accessible to all citizens and visitors of Tuolumne County

The TPRD has a Facilities Management Agreement with the County of Tuolumne and multiple independent utility contracts necessary to provide service from TUD, TCSD, PG&E, and Frontier. The District currently does not share personnel, equipment, facilities, or infrastructure with any agency though equipment provided by the County in their contracts is regulated and contracted for return.

5.5.2 Written Determination on Opportunities for Shared Facilities

1. TPRD does operate County owned facilities within its District boundary to reduce overall cost and provide better service to community members.
2. Currently, sharing of personnel or equipment does not occur nor is it necessary.

5.6 Government Structure Options

Purpose: To consider the advantages and disadvantages of various government structures that could provide public services.

5.6.1 Tuolumne Park and Recreation District Governmental Structure

One of the most critical elements of LAFCO's responsibilities is in setting logical service boundaries for communities based on their capability to provide services to affected lands. There are not many government structure options available in the Tuolumne area. The community is unincorporated with the planning jurisdiction in the hands of Tuolumne County. The TPRD provides non-critical park and recreation services which many agencies are reluctant to manage since they are already financially burdened providing other services. Since Tuolumne is not an incorporated city, public service districts such as the TPRD appear to be an excellent way to keep public participation high while at the same time maintaining consistent and adequate service levels.

Other governmental agencies that provide park and recreation services whose boundaries overlap the TPRD include: the County of Tuolumne, USFS, Tuolumne Economic Development Authority, Summerville Union High School District, and Summerville Elementary School District. These other agencies are unable to provide similar quality of recreational services provided by the TPRD. The TPRD was formed in 1955 to provide general recreation and park services in the unincorporated Tuolumne area. The TPRD provides a wide variety of park and recreational services within its boundaries. The TPRD provides excellent service to all of the residents and visitors in the Tuolumne area.

Adopted in April 2007, the Tuolumne Community Plan (TCP) addresses the development expectations for the Tuolumne area over a 25 year period. It was funded through Community Development Block Grant #04-PTAA-0337 and addresses the unique needs of the Community of Tuolumne. The TCP establishes Urban Development Boundaries encompassing the planned growth areas around Tuolumne and provides guidelines for implementing growth strategies within this area. The majority of this boundary resides within the current SOI of TPRD. Growth guidelines include maintenance of community identity as reflected in Tuolumne's historic and scenic resources, modifying development standards to reflect historic building standards, improving alleyways for safety and pedestrian use, rehabilitation of historic and public structures, increasing the safety of crosswalks, and cooperative fuel management programs.

Implementation Program 17.G.a of the Tuolumne Community Plan (TCP) recommends evaluation and organization of a Community Services District (CSD) encompassing the Tuolumne Planning Area. The Planning Area is shown in Map "C" at the conclusion of this report. As part of this evaluation, the TCP recommends that this CSD "administer property tax revenue for acquisition, construction, repair, and maintenance of public buildings, pedestrian walkways, bicycle paths, trails, street lights, park and recreational facilities, public parking, sewer facilities, and potentially public safety and other community facilities." The TPRD provides many of the required services and should be considered for inclusion into any CSD which is formed in the Tuolumne area.

A Community Services District could be established combining the services of the Tuolumne Sanitary District, the Tuolumne Lighting District, Carters Cemetery District, the Tuolumne Fire District and the TPRD, if conditions and efficiency demand such changes.

5.6.2 Written Determinations on Government Structure Options

1. There are very few government structure options currently available to Tuolumne and the TPRD.
2. The current organization of the districts in the Tuolumne area provides adequate service to the population.
3. A Community Services District could be established to combine the services of the Tuolumne City Sanitary District, Tuolumne Lighting District, Carters Cemetery District, Tuolumne Fire District and the TPRD.

5.7 Management Efficiencies

Purpose: To evaluate the management capabilities of the organization.

5.7.1 Tuolumne Park and Recreation District Management

In evaluating the TPRD's capability to serve the existing and proposed Sphere of Influence area, LAFCO can examine the TPRD's ability to maintain management and budget efficiencies over the existing lands.

The TPRD is governed by a five member Board of Directors and staffed by six (6) part-time employees. At the top of the Tuolumne Park and Recreation District Organizational Chart are the five (5) members of the elected Board of Directors. Operation of the TPRD is overseen by two Board Member Liaisons. Directly below the Board, are the Comptroller and Maintenance Supervisor. They are supported by an Office Assistant and a

Maintenance Worker respectively. The District also employs a part time Youth Center/Library Housekeeper and a Community Garden Worker who falls under the direction of the Maintenance Supervisor. All employees work cooperatively to coordinate efforts, develop strategies for implementing goals, and keep track of service levels.

The TPRD is an independent District that provides non-critical services. As such, the TPRD has the luxury of a flexible timetable for planned operations as well as the ability to instigate action on projects whenever opportunities present themselves.

The TPRD maintains customer-oriented programs including posting of meetings and events on a local bulletin board, maintenance of a website, and public meetings. The District plans one (1) community field trip during the summer season to a sporting event outside of the County. The TPRD Board of Directors holds monthly meetings the 2nd Wednesday of every month at the District Office.

The TPRD strives for maximum budget efficiency through the budget preparation process and maintains a balanced budget. Capital improvements are planned during the budget process.

5.7.2 Written Determinations on Management Efficiencies

1. The TPRD maintains customer-oriented programs, including holding public meetings, and maintaining a website.
2. The TPRD has six part-time employees who operate at a ratio of 1 employee to 500 public facility users in the TPRD's district. The District is expected to increase in population in the future which would require expanded facilities and an increase in staff. Presently, the number of employees in the District and the management of District employees meets the current needs of public facility users in the District.

5.8 Local Accountability and Governance

Purpose: To evaluate the accessibility and levels of public participation associated with the agency's decision-making and management processes.

5.8.1 Tuolumne Park and Recreation District Public Participation

LAFCO may consider the agency's record of local accountability in its management of community affairs.

As mentioned in Section 5.7, the TPRD maintains a website. Public attendance and participation is encouraged at the monthly TPRD Board of Directors meetings, which are held on the second Wednesday of the month at 7:00 p.m. in the conference room located at the District Office in Tuolumne. The agenda and minutes from previous meetings are posted on the bulletin board located at the front entrance to the District office, and before the meeting notice is posted in the local newspaper. Financial reports and agendas for meetings are available upon request. E-mail notification of events is available.

The District routinely sponsors community events at the Library/Youth Center, Memorial Hall, Depot Park Horseshoe Courts, Westside Memorial Park, Tuolumne Community Garden, and the Jerry Whitehead, Sr. and Willow Street Baseball Fields. The TPRD sponsors yearly horseshoe tournaments, an Easter Egg Hunt, the Summerville High School's Sober Grad event, the Old Ville Run, the Soap Box Derby, the Tuolumne Lumber Jubilee, summer basketball camps, as well as other community events. The TRPD also sponsors Westside Little League teams, provides staffing for the Snack Shack concession stand, and preps the ball fields before each game during the season. The free Thanksgiving dinner, Crab Feed, Spaghetti dinners, Feed the Bears, Community Tea Party and Tuolumne City Memorial Museum Spring Fling are popular community fundraisers are held at the district's Memorial Hall throughout the year and are all organized and paid for by the TPRD.

Two student scholarship awards are also given to local students at Summerville High School in the Industrial Arts and Music. A yearly rummage sale in the spring is a popular event. The TPRD helps to sponsor the Tuolumne Lumber Jubilee event every summer.

5.8.2 Written Determinations on Local Accountability and Governance

1. The TPRD's outreach program includes maintenance of a website, and sponsorship of community events.
2. The TPRD Board of Directors conducts business during regularly scheduled monthly meetings that are open to the public and are advertised as required by law. Input from public meetings is incorporated into plans for future upgrades and expansion of public use facilities.

5.9 Disadvantaged Unincorporated Communities (DUC)

Section 56430(a)(2) of the Government Code requires that LAFCO include in a Municipal Service Review, a description of the location and characteristics of any disadvantaged unincorporated communities within or contiguous to the Sphere of Influence. Section 56425(e)(2) further requires LAFCO to adopt additional determinations for an update of a Sphere of Influence of a Special District that provides public facilities and services related to sewer, water and fire protection.

Section 65302.10(a) defines a Disadvantaged Unincorporated Community as a fringe, island of legacy community in which the median household income is 80% or lower than the Statewide median household income. An unincorporated legacy community is a geographically isolated community that is inhabited and has existed for at least 50 years.

5.9.1 Disadvantaged Unincorporated Communities within the TPRD

The Tuolumne Community is a legacy community because it is inhabited and is over 50 years in age. The 2010 Census indicates that the Tuolumne City Census designated place has a median household income of \$35,291 per year. The Census further indicates that the median household income for the State of California is \$61,632 per year. 80% of the State wide median income is \$49,306 per year. Since the median household income of the Tuolumne Community is less than 80% of the Statewide median household income, Tuolumne is a disadvantaged unincorporated community.

5.9.2 Present and Planned Capacity of Public Facilities in Disadvantaged Communities

The TPRD does not provide sewer, water or fire protection services. However, the TPRD does provide park and recreational services and programs to the disadvantaged unincorporated community of Tuolumne. These recreational services and facilities are provided to the community at very low cost to property owners, residents and visitors of the Tuolumne area.

5.9.3 Written Determinations Regarding Disadvantaged Unincorporated Communities:

1. The community of Tuolumne has been identified as a Disadvantaged Unincorporated Community.
2. The Tuolumne Parks and Recreation District does not provide sewers, municipal or industrial water, or structural fire protection facilities or services within its District.
3. The TPRD provides park and recreation services and facilities at low cost to property owners, residents and visitors within its District.

6.0 REFERENCES

Tuolumne County, *Tuolumne County General Plan*, December 26, 1996.

Tuolumne County, *2002 Tuolumne County Recreation Master Plan*.

Tuolumne County, *2002 Tuolumne Community Cultural Resources Survey*.

Tuolumne County Transportation Council, *2010 Regional Transportation Plan*.

Tuolumne County, *General Plan Housing Element*, June 2010

Tuolumne County, *Tuolumne County Uniform Zoning Ordinance*.

Tuolumne Community Plan, Chapter 17 of the Tuolumne County General Plan. April 2007.

Tuolumne Park and Recreation District, *Bylaws of the Tuolumne Park and Recreation District 2007*.

Tuolumne Park and Recreation District, *Annual Budget Reports 2011-2012*.

Tuolumne County, *Policies and Procedures for the Use of County Community Buildings*.

Tuolumne County Park and Recreation, *Facilities Management Agreement*.

Tuolumne Park and Recreation District, July 2007 *Memorandum of Understanding between The County of Tuolumne and Tuolumne Parks and Recreation District*.

California Health and Safety Code Sections 13800-13960.

California Government Code, Section 56425 - 56434

State of California, State Board of Equalization.

Local Agency Formation Commission:

1980 "Sphere of Influence for Tuolumne County"

1985 "Updated Sphere of Influence for Tuolumne County"

2007 Municipal Service Review for the Tuolumne Park and Recreation District

2012 Request for Information completed by the TPRD

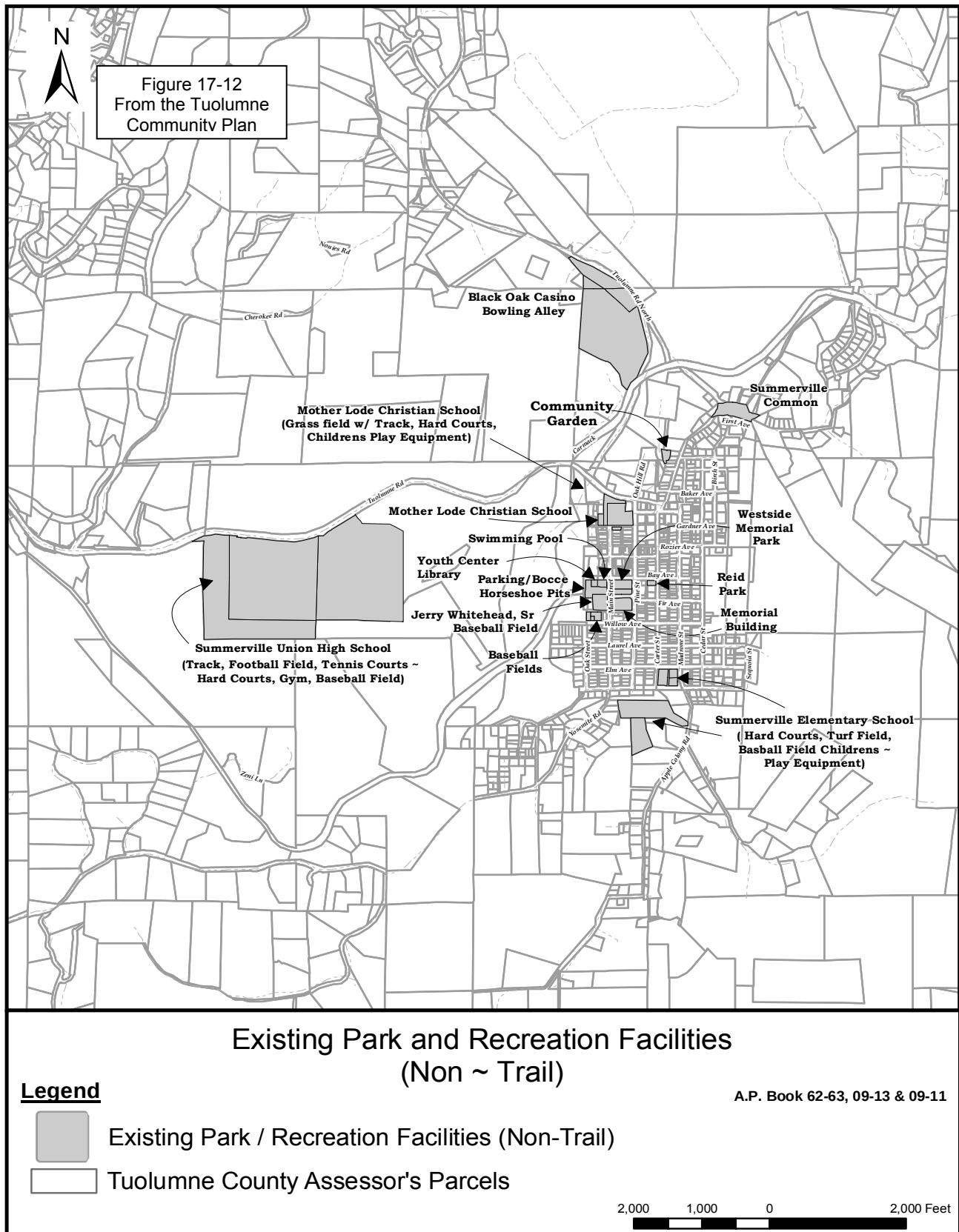
County of Tuolumne:

Community Resources Agency

Auditor-Controller

Elections Office

Map A: Existing Facilities



Map B: Tuolumne Community Pedestrian Trails

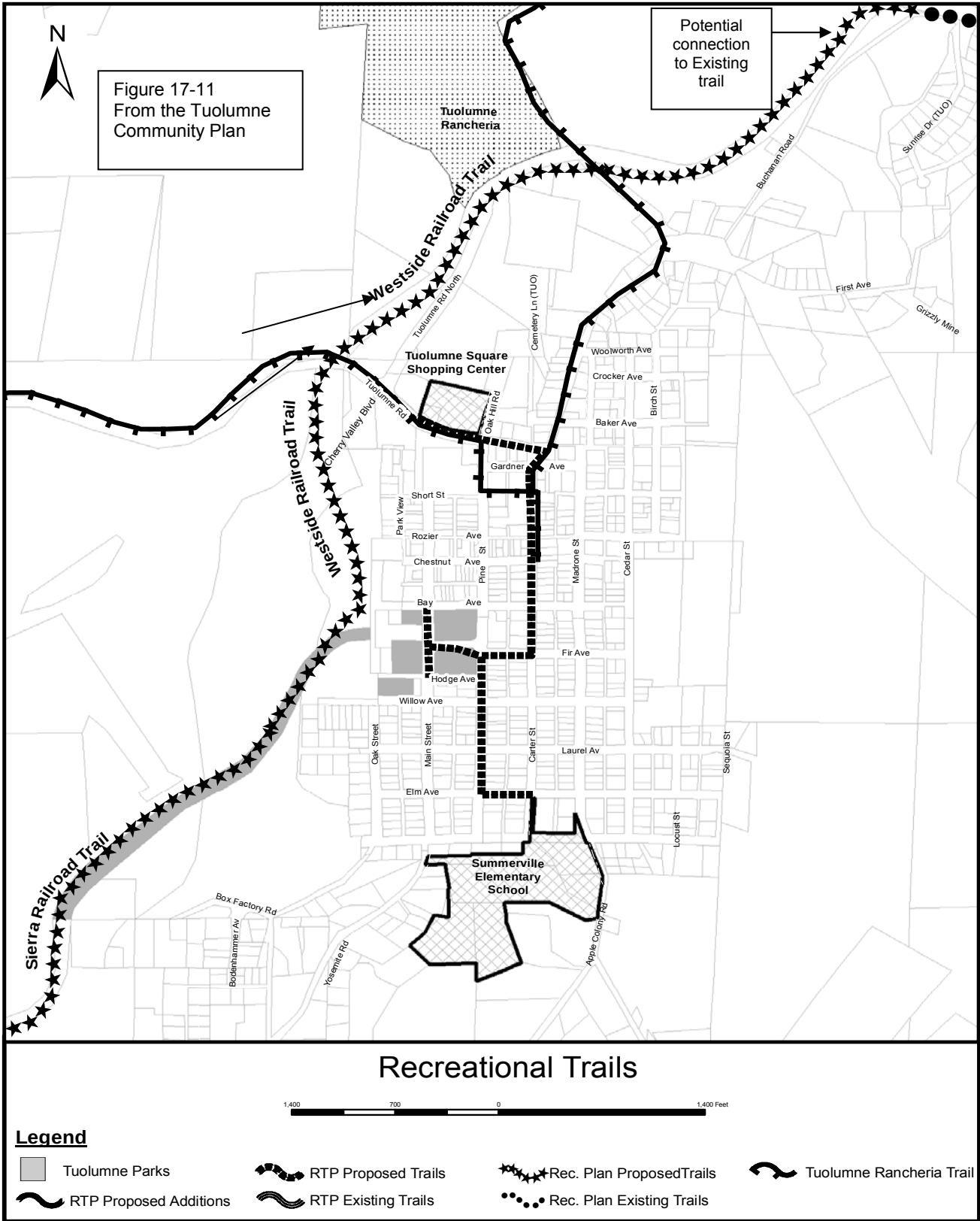


Figure 17-1
From the Tuolumne Community Plan

Community Plan Boundary

0 0.125 0.25 0.5 0.75 1 Miles

Legend

- Tuolumne Community Plan Boundary
- Tuolumne County Assessor's Parcels

TOT LOT PLAYGROUND



DISTRICT SHOP AND GARAGE



DEPOT PARK TRAIN (#2 ENGINE)



TUOLUMNE COMMUNITY GARDEN



JERRY WHITEHEAD, SR. BASEBALL FIELD



WILLOW STREET BALL FIELD



**TUOLUMNE LIBRARY AND YOUTH CENTER
(COUNTY OWNED AND OPERATED)**



SWIMMING POOL (COUNTY OWNED AND OPERATED)



TUOLUMNE MEMORIAL HALL



WESTSIDE MEMORIAL PARK



REID PARK



WILLOW AVENUE VACANT PARCELS NEAR BASEBALL FIELDS



RIVER RANCH CAMP GROUND

