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Exhibits

Parks and Recreation  
Master Plan



A Strategy for Meeting Recreation Needs in Calaveras County

April 2013

Prepared by:

**CPARC**

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# Plan Development

## Purpose of the Master Plan

The Calaveras County Parks and Recreation Master Plan (*Master Plan*), in conjunction with the Calaveras County General Plan, provides a comprehensive vision for improving parks and recreational opportunities in the unincorporated communities of Calaveras County. More pointedly, the *Master Plan* sets tangible goals with a strategy for meeting park and recreational needs derived from an analytical process described below. Finally, the *Master Plan* promotes parks and recreation as a cornerstone for healthy lifestyles, livable communities and, ultimately, our quality of life.

## Implementing Agency

At the time of this publication in 2013, the Calaveras County Park & Recreation Commission (CPARC) is the entity responsible for implementing the *Master Plan*. It is anticipated that this responsibility will change hands over time as the *Master Plan* is implemented and a more robust entity is formed to provide the park and recreation needs of Calaveras County. For the purposes of this document, the entity responsible for implementing the Master Plan will be referred to as “Agency.”

## Process for Developing the Master Plan

Developing this *Master Plan* involved a multi-step process as follows:

Before initiating the process, a county profile was developed, which led to a better understanding of the community context within which the *Master Plan* would will be implemented (0).

***Inventory Assets.*** The first step in our process was simply to compile an inventory of existing facilities and programs (Exhibit C).

***Define Goals and Objectives.*** Before identifying our needs, our collective vision and expectations for the future were defined by a set of program objectives (Exhibit D).

***Assess Needs.*** The difference between expectations and existing assets define the facility and program deficiencies or needs (Exhibit CE). While the “needs assessment” is an ongoing process which involves community input and periodic review, the *Master Plan* provides a snapshot in time and serves as a reliable tool for achieving community needs. Once program deficiencies are identified, then specific projects can be proposed to fulfill community objectives (Exhibit L).

***Identify Resources.*** This assessment includes two major factors: 1) the capital costs to acquire and develop facilities, and 2) the cost of ongoing maintenance once facilities are constructed. Capital costs are a one-time expense, but they are far overshadowed by the cost of staffing and maintaining facilities. The ability to sustain a viable park system must be considered prior to committing any capital funds to construct new amenities. Thus, community need must be balanced with available financial resources (Exhibit F).

***Set Priorities.*** Once we know what to build and have identified funding sources, we must determine the order in which we will undertake new projects. An objective, fair system for determining priority is necessary to avoid undue conflict between special interest groups. Such a system is outlined in Exhibit D, Strategies and Priorities. Exhibit L, Capital Improvement Plan, provides a list of proposed park and recreation facilities.

Once we have established a strategy for meeting the park and recreational needs for our community, we need to assemble an action plan for implementing that strategy. In Exhibit I,recommendations are provided for tangible next steps to implement this *Master Plan*.

***Did you know that?***

*Among U.S. adults between 20 and 74 years old, 34 percent were obese in 2008, nearly triple the obesity rate in 1980. Similarly, the percentage of children and adolescents who were overweight has more than doubled since the early 1970s; about 17 percent of children and adolescents are now seriously overweight.* (Office of the Surgeon General, 2010)

*Strong evidence shows that when people have access to parks, they exercise more. In a study published by the Center for Disease Control, creation of new facilities or improved access to places for physical activity led to a 25.6% increase in the percentage of people exercising on three or more days per week.*

In addition, we have provided certain background information to support the analysis, including:

* Outlining facility improvement standards and guidelines (Exhibit J)
* Implementation of a park dedication program as allowed under the [Quimby Act](http://www.parks.ca.gov/pages/795/files/quimby101.pdf) (Exhibit K)
* Initiating Capital Improvement Plan (Exhibit L)
* Recognizing National Park & Recreation Standards (Exhibit M)

## Why Do We Need More (And Better) Parks and Recreation?

Overwhelming evidence demonstrates the significant and far-reaching benefits of parks. [The National Recreation and Park Association](http://www.nrpa.org/) believes that parks and recreation are essential to improving health, eliminating obesity and achieving economic viability for communities. Public parks and recreation to shape our quality of life, foster community purpose and create a sense of place. As documented by Paul Sherer in “*The Benefits of Parks: Why America Needs More City Parks and Open Space*,” parks improve our physical and psychological health, strengthen our communities, and make our cities and neighborhoods more attractive places to live and work (Sherer, 2006). A park often becomes one of a community’s signature attractions, a prime marketing tool to attract tourists, conventions, and businesses. Signature parks such as the Golden Gate Park in San Francisco or American River Parkway in Sacramento help shape community identity and give residents pride of place. Specific benefits afforded by parks and open space include the following.

***Health Benefits of Parks.*** Strong evidence shows that when people have access to parks, they exercise more. Regular physical activity has been shown to increase health and reduce the risk of a wide range of diseases, including heart disease, hypertension, colon cancer, and diabetes. Physical activity also relieves symptoms of depression and anxiety, improves mood, and enhances psychological well-being. Beyond the benefits of exercise, a growing body of research shows that contact with the natural world improves physical and psychological health for people of all ages.

Despite the importance of exercise, less than 1/3 of adults in the United States engage in the recommended levels of physical activity, and 40 percent engage in no leisure-time physical activity ([Office of the Surgeon General](http://www.surgeongeneral.gov/library/calls/obesity/fact_whatcanyoudo.html)). The sedentary lifestyle and unhealthy diet of Americans have produced an epidemic of obesity. The Institute of Medicine has called for the creation of more parks as part of a comprehensive program in their 2012 report entitled “[Accelerating Progress in Obesity Prevention: Solving the Weight of the Nation](http://www.iom.edu/Reports/2012/Accelerating-Progress-in-Obesity-Prevention.aspx)”.

Beyond the recreational opportunities offered by parks, a growing body of research shows that contact with the natural world improves physical and psychological health (Louv, 2008). This research is summarized in the PBS documentary [Where do the Children Play?](http://michigantelevision.org/childrenplay/).

***Economic Benefits of Parks.***  Numerous studies have shown that parks and open space increase the value of neighboring residential property. Growing evidence points to a similar benefit on commercial property value. Increased property valuations result in increased property tax revenues. The availability of park and recreation facilities is an important quality-of-life factor for corporations choosing where to locate facilities and for individuals choosing a place to live. Parks such as the Golden Gate Park in San Francisco or the American River Parkway in Sacramento often become important tourism draws, contributing heavily to local businesses. Organized events held in public parks, such as arts festivals, athletic events, food festivals, musical and theatrical events, often bring substantial economic benefits to their communities by filling hotels, restaurants and local stores ([California Outdoor Recreation Economic Study,2011](http://www.parks.ca.gov/pages/795/files/ca%20outdoor%20rec%20econ%20study-statewide%2011-10-11%20for%20posting.pdf))

***Environmental Benefits of Parks.* Open space in developed areas provides substantial environmental benefits. Trees reduce air and water pollution**, keep cities cooler, and are a more effective and less expensive way to manage storm water runoff than concrete sewers and drainage ditches. By incorporating parks into community infrastructure, developers can build a smaller, less expensive storm water management system.

***Social Benefits of Parks.*** Among the most important benefits of parks-though perhaps the hardest to quantify is their role as community development tools. Parks make high density neighborhoods more livable; they offer recreational opportunities for at-risk youth, children, and families; and they provide neighborhoods with a place where people can feel a sense of community.

Access to public parks and recreational facilities has been strongly linked to reductions in crime and in particular to reduced juvenile delinquency. The Project on Human Development in Chicago Neighborhoods studied the impact of “collective efficacy,” which it defined as “cohesion among neighborhood residents combined with shared expectations for informal social control of public space.” The study found that “in neighborhoods where collective efficacy was strong, rates of violence were low, regardless of socio-demographic composition and the amount of disorder observed. Collective efficacy also appears to deter disorder: Where it was strong, observed levels of physical and social disorder were low (Sherer, 2006).” Importantly, cleaning up undeveloped lots and building parks cost a fraction of a new jail and expansion of the Sheriff’s Department.

For small children, playing is learning. Play has proved to be a critical element in a child’s future success. Play helps kids develop muscle strength and coordination, language, cognitive thinking, and reasoning abilities. Play also teaches children how to interact and cooperate with others, laying foundations for success in school and the working world (ref).

Research shows that residents of neighborhoods with green common spaces are more likely to enjoy stronger social ties than those who live in concrete jungles. Parks foster a sense of community ownership and stewardship, and provide a venue for neighborhood activities, expose children to nature, connect people from diverse cultures and build community leaders.

***Planning Expert Cites Parks and Recreation Facilities as one of the Major Deficiencies within Calaveras County***

*“One of the major deficiencies within communities is a lack of parks, playgrounds, swimming pools, and similar facilities devoted to active recreation. Calaveras County does not directly maintain a system of park and recreation facilities. The ownership of these facilities is divided among a wide variety of public agencies, such as school districts, and private foundations / clubs. There is a shortage of facilities devoted to active recreation such as playgrounds and ball fields which especially affects children, teens, and persons with disabilities.”*

*Source: (Minitier & Associates, June 2008)*

## Context For This Plan

CPARC was established in 2007 to provide a vision of the recreational facilities needed to serve a growing county. This includes the need to rationalize the provision of future park and recreational services and facilities while respecting the efforts of local agencies and citizen groups that are the cornerstone of today's facilities.

This Plan will address both the areas of parkland deficiency as well as the operational and maintenance issues for existing facilities. It will make recommendations on perceived needs by geographical areas within the County. Lastly, it will make specific recommendations on what needs to be accomplished over the short term (next three years), and the longer term (longer than three years). It is anticipated that this *Master Plan* will need to be updated every 5 years.

### Background

Recreational activities were an important part of the Native American culture. The miners who displaced them also spent time on leisure pursuits. These were informal activities set up to meet individual and group needs.

Many of the mining camps eventually faded away or were greatly diminished in size. Those that hung on became the communities that we know today. Over the decades, most communities established local parks either on private lands or through unique governmental arrangements. Federal impetus gave rise to local Veteran's Districts, some of which chose to maintain community halls and operate local park facilities. Other public agencies became involved with local parks, e.g. East Bay Municipal Utility District, Calaveras County Water District (CCWD), and County government. Federal and state agencies also provided recreational facilities on their lands according to their legal mandates and opportunities. More recently, school districts have built significant recreational facilities.

As a result, a core recreational system has evolved within Calaveras County. It functions without centralized control and is inequitably distributed in communities across the County. The status quo changed in 2002 when California voters passed Proposition 40, the *California Clean Water, Clean Air, Safe Neighborhood Parks, and Coastal Protection Act of 2002*. It, like the previous Statewide Park Bond Act, made monies available for local facilities. The Board of Supervisors (Board) responded by adopting a list of eligible projects for Proposition 40 funding.

It became clear that the local governmental structure was not organized to efficiently satisfy the requirements to receive these funds. There was also a general awakening that a more coordinated and efficient parks program was needed to expand recreational opportunities in parallel with a growing Calaveras County population.

Faced with these issues, the Board responded by unanimously adopting a resolution establishing the Parks and Recreation Task Force on September 18, 2006. The Task Force, made up of volunteers from each Supervisorial district, County government, City of Angels, and CCWD, met numerous times during the succeeding six months, working to meet the Board established goals. The Task Force submitted its final report on April 17, 2007 (Calaveras County Parks & Recreation Task Force, April 16, 2007 ([Board Minutes, May 15, 2007](http://bos.calaverasgov.us/Portals/bos/Docs/BOS_Archives/Minutes/2001_2010/2007/20070515m.pdf)).

The Task Force made a series of recommendations that were unanimously adopted by the Board as follows:

* + - * The Calaveras County Parks & Recreation Commission was created by [Board Resolution No. 07-083](http://bos.calaverasgov.us/Portals/bos/Docs/BOS_Archives/Minutes/2001_2010/2007/20070522m.pdf) on May 22, 2007.
      * A Mission Statement was adopted to work toward an ongoing park and recreation program and to consider establishing a financially self-sufficient and independent entity within five years.
      * An Interim Calaveras County Parks and Recreation Plan was adopted to implement the Quimby Act and allow for the collection of parkland dedication fees from new development.
      * Revisions to the [County Ordinance Code Chapter 16.24](http://library.municode.com/index.aspx?clientId=16236) that authorize the County to collect parkland dedication fees from new subdivisions to build local park and recreation facilities were adopted on February 12, 2008.

One recommendation not adopted by the Board was to create and fill a CPARC Director position. This item was deferred to budget hearings and ultimately denied.

The CPARC has been operational since September 18, 2007 and it continues to move forward with the work program authorized by the Board:

* + - * To assist the County Administrative Office to evaluate project proposals from 20 local park and recreation providers for Proposition 40 funding and to implement of 15 of them.
      * The Park and Recreation *Master Plan* has been created in furtherance of the Board's direction.

It is clear that the County is moving forward to meet pragmatic and organizational needs for recreation within the County. However, there is much more work to be done to create functional and coordinated recreation programs. This Plan proposes programs and policies to move the County closer to that goal. A final operational structure to serve the County has yet to be formulated. That will evolve as the studies and programs described in this *Master Plan* are undertaken.

It is important to note that the availability of any recreational facilities and programs will continue to depend almost exclusively on volunteer until a suitable organizational structure is formed.

### Role of Volunteers

Exhibit C describes the existing local park facilities and presents a snapshot in 2011 of a system that is bandaged together, but functional. Some communities, such as Mokelumne Hill, have an impressive park system for a small town. For many other communities there are no local parks and the only local public recreation facilities are found at schools or community/Veteran's halls. In many respects the existing system is quite impressive. This has occurred due to the dedication and vision of many whose names have been lost to time.

Volunteer efforts have been a major component of the parks and recreation activities for decades. These efforts cover both individuals working on specific projects and well organized non-profit groups that develop and maintain parks or run programs such as little league baseball or soccer leagues.

Given tradition and the lack of local government commitment, the importance of volunteers will continue as the mainstay of our parks program for years to come. The *Master Plan* is an effort to add a more enduring structure to the process by assuring financing from new development to cover the increased need for facilities as our population grows. It should also provide assistance to local volunteer groups in contending with the complexities of grant funding, regulatory compliance and legal issues.

### Relationship to Other Local Planning Documents

The *Master Plan* is intended to coordinate and guide the provision of all park and recreation-related plans, programs, and projects in the County. The studies or planning efforts listed in the following sections have been reviewed and consulted, studied for consistency, and where appropriate, incorporated into the *Master Plan*.

#### Community Plans

Calaveras County encompasses a wide diversity of communities, each with its own distinct physical and cultural characteristics. The unincorporated communities of Calaveras County are subject to the Calaveras County General Plan. From the late 1960s through the present, a series of community plans have been developed and adopted to guide the pattern of growth in most of Calaveras County’s more densely developed areas. These General and Community Plans provide goals and policies governing development throughout the entire community.

Under state law, separately adopted community plans and special area plans are considered part of the general plan. Calaveras County’s adopted community and special area plans are listed below. Complete copies of the plans with land use maps are available online at the [Calaveras Planning Department](http://www.co.calaveras.ca.us/cc/Departments/PlanningDepartment.aspx). Short summaries are also available online in the Land Use section of the Environmental Impact Report. Five of the six of the adopted community plans include recreation as a permitted land use, the exception being the Valley Springs Plan.

* + - * Arnold Community Plan (December 1998)
      * Avery-Hathaway Pines Community Plan (April 1999)
      * Calaveras County Airport Special Plan (October 1992)
      * Ebbetts Pass Highway Special Plan (June 1988)
      * Mokelumne Hill Community Plan (June 1988)
      * Murphys & Douglas Flat Community Plan (December 1988)
      * Rancho Calaveras Special Plan (May 1999)
      * San Andreas Community Plan (June 1988);
      * Valley Springs Community Area General Plan (September 1983)

Since the inception of the County General Plan Update effort in 2006, twelve communities produced draft community plan update documents or new plans: Mokelumne Hill, San Andreas, Valley Springs, Copperopolis, Mountain Ranch, Railroad Flat/Glencoe, Sheep Ranch, Paloma, Wallace, West Point and Wilseyville.

It is the intent of the Planning Department to include all of the above plans as part of the General Plan Update document either directly or by reference.

#### General Plan

##### 1996 General Plan

The 1996 Calaveras County General Plan enumerates policy on recreational resources with a series of goals, policies and implementation measures ([Calaveras Planning Department](http://www.co.calaveras.ca.us/cc/Departments/PlanningDepartment.aspx), 1996, pp. pages V-17 through V-21) that are reprinted in the sidebar to the right. This *Master Plan* draws on these policies and offers recommendations for furthering County policies.

A *Master Plan* is a necessary prerequisite to collecting parkland dedication fees under the Quimby Act. As such, the *Master Plan* must contain policies and standards for parks and recreation facilities that provide the basis for the allocation of fee revenues to deliver recreation resources serving area residents.

***1996 GENERAL PLAN RECOMMENDATIONS***

***Goal V-8****: Provide adequate local parks and recreation facilities to serve the County's population.*

1. ***Policy V-8A:*** *Encourage community development and operation of local parks and recreation facilities, especially within and near the County's population centers.*
   1. ***Implementation Measure V-8A-1:*** *Actively solicit technical assistance and funding from federal and state sources for the development, maintenance and operation of local parks and recreation facilities.*
   2. ***Implementation Measure V-8A-2:*** *Support the efforts of communities which demonstrate the ability to form and properly operate a Recreation and Park District.*
   3. ***Implementation Measure V-8A-3:*** *Methods of obtaining local parks for public use include: contributions from individual owners and private organizations, open space dedications of areas being developed, purchase, and requirement of in-lieu park fee for future purchase*
2. ***Policy V-8B:*** *Review new land subdivisions and other development projects to assure that adequate land is provided for local parks and recreation facilities.*
   1. ***Implementation Measure V-8B-1:*** *Require dedication of park land and/or payment of fees for the development and operation of local parks.*
   2. ***Implementation Measure V-8B-2:*** *Strive to provide 2 1/2 acres of new local park land for every 1,000 resident population.*

It is important to note that the *Master Plan* is an implementation vehicle to move the parks program forward. It will evolve as conditions change and will require periodic updates. It is not anticipated to be part of the County General Plan nor should it be. The General Plan is a policy document. By contrast, the purpose of this document is to implement established policies, for example, implementation of a parkland dedication fee program. It does, however, offer recommendations where policy modifications might be considered in the future. The Interim Parks and Recreation Plan adopted by the Board in June 2007 will be superseded with the adoption of this document.

In addition to the park and recreation goals under Policy V-8, the 1996 General Plan also includes recreation under “Open Space and Conservation” goals:

* + - * Goal V-7 : Conserve national, state and regional recreation areas in the County.
      * Goal V-9: Preserve portions of the County's rivers and streams as a local recreation resource.

While recognizing the importance of these goals, it is not within the scope of the current effort.

#### Calaveras County Pedestrian Plan

The Pedestrian Master Plan was adopted in 2007 and is intended to coordinate and guide the provision of all pedestrian-related plans, programs, and projects in the County. This plan is available online at the [Calaveras Council of Governments](http://www.calacog.org/).

#### Calaveras County Bikeway Master Plan

Calaveras Council of Governments developed the Bikeway Master Plan to improve bicycling conditions in Calaveras County. The plan promotes access to popular destinations countywide and sets design standards to ensure consistency. The Plan proposes a countywide bike trail system and outlines specific improvements for San Andreas, Angels Camp, Arnold, Murphys, Valley Springs, Copperopolis, and West Point. The plan was adopted in 2007 and is a first step to secure funding for implementation and ultimately construction of a countywide bike system. This plan is also available online at the [Calaveras Council of Governments](http://www.calacog.org/).

#### Arnold Rural Livable Community-Based Mobility Plan

This study plans to produce 30% level of design concepts for pedestrian and bicycle facilities, connections to transit and possible in-fill development options for the downtown area of Arnold. Recommended improvements from the current countywide Plan will be incorporated into the Arnold area effort as applicable.

## 

# 

# COUNTY ProfilE

## EXHIBIT B COUNTY PROFILE

This Exhibit provides a snapshot of Calaveras County, California, in the planning context of parks and recreation services. This profile includes a very brief description of the County, its regional context, natural resources, demographics, land use, and population characteristics.

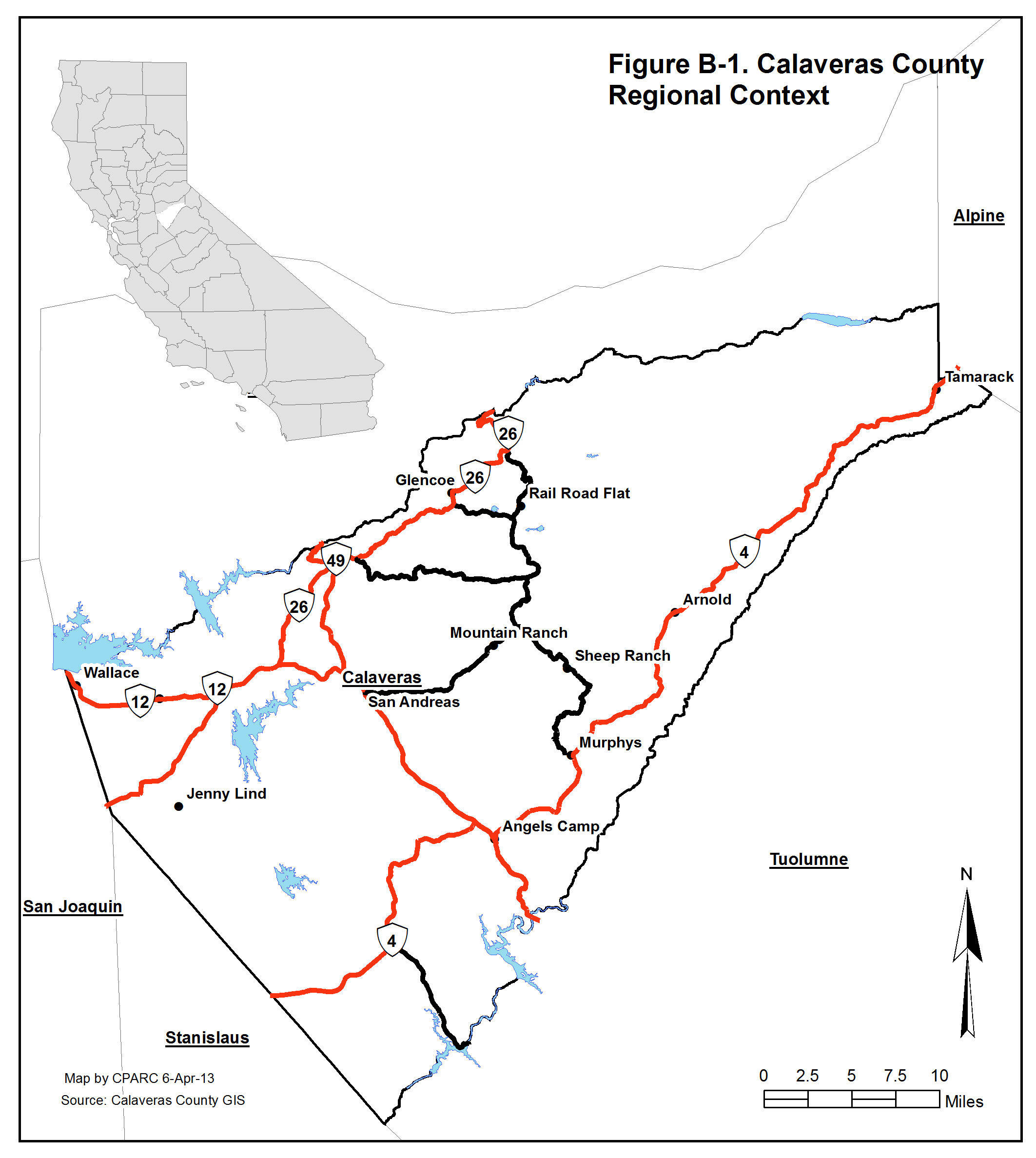
## Community Context

The following general descriptions are important to the parks planning context:

* Calaveras County covers approximately 1,020 square miles with elevations near sea level in the valleys of the western border, to over 8,000 feet in the Sierra Nevada.
* Calaveras County is comprised of a diverse social and physical environment. The County is perceived as a rural landscape of agricultural lands, reservoirs, and dense forests with dispersed small communities. The County is also home to growing suburban areas and large “ranchettes”.
* The origins of today's existing communities evolved from immigration during the Gold Rush era in the 1850s and the lumber era in the 1940s. The remnants of these economic booms form a rich collage of historic treasures comprised of abandoned mines, ore mills, lumber mills, homesteads, towns, and the roadways, overgrown trails and water ditches that connected them.
* Only two general purpose governments, Calaveras County and the City of Angels (Angels Camp), exist. However, they are augmented by six Veteran's Districts and other special districts which either provide or could provide local park facilities and services.
* Population in the County has been growing steadily since 1900, though the rate of growth has greatly varied due to economic conditions. That growth is anticipated to continue.
* While population growth is one factor in the future park and recreation demand, there are currently communities not served by any local facility. There is a substantial shortfall of public trails Countywide.
* There are great opportunities for expansion of private recreation facilities in the County to serve both County residents and visitors.

## Regional Context

Calaveras County is located in the heart of California's Gold Rush country in the Sierra Nevada foothills, between Yosemite National Park and Lake Tahoe. Amador, Alpine, Stanislaus, Tuolumne, and San Joaquin Counties border it (Figure B-1). State Route (SR) 49 forms the north-south axis for the County and many of the major communities (**Error! Reference source not found.**) are located along its length. State Routes 4, 12, and 26 provide east-west access to the remaining towns and small communities.





## B.3 DEMOGRAPHIC CHARACTERISTICS

The existing population base of Calaveras County serves as the foundation for parks and facility demand. Factors such as population density, age and income can significantly affect the level of participation and affect the type of needed facilities and overall interest in recreational services and facilities. Other factors such as ethnicity, employment and a retired population can also affect these issues. **Error! Reference source not found.** lists the population of the major communities in Calaveras County per the U.S. Census 2010.

### Population and Growth

Table B-2 below shows how much and how quickly Calaveras County's population has increased between 1940 and 2010.

|  |  |  |  |
| --- | --- | --- | --- |
| **Table B-2. HISTORIC POPULATION** | | | |
| Year | Population | Change from Previous Period | Average Annual Growth Rate |
| 1940 | 8,221 |  |  |
| 1950 | 9,902 | 1,681 | 2.0% |
| 1960 | 10,289 | 387 | 0.4% |
| 1970 | 13,585 | 3,296 | 3.2% |
| 1980 | 20,710 | 7,125 | 5.2% |
| 1990 | 31,998 | 11,288 | 5.5% |
| 2000 | 40,554 | 8,556 | 2.7% |
| 2010 | 45,578 | 5,024 | 1.2% |
| *Source: Demographic Research Unit  California Department of Finance* | | | |

Population growth peaked in the period between 1970 and 1990. From 1990 to 2000 growth slowed, and from 2000 to the present it has slowed to about 1.9% annually.

The information discussed above has been abstracted from the *Calaveras County General Plan Baseline Report*, chapter 2, “Population and Demographics” (Mintier & Associates, 2008). For further information refer to this resource.

The most recent California Department of Finance (DOF) population projections (2010) for Calaveras County are summarized in **Error! Reference source not found.**, which shows that the population of residents age 65 and over will increase at a much faster pace (3.8 percent equivalent AAGR) from 2000 to 2020 than the population of residents in other age groups. As mentioned above, the County’s current population is already disproportionately older with 18.2 % of the population age 65 or older. According to DOF projections, this age group will grow to over 30% of the population by 2030, while school age children will constitute 20% of our residents. DOF projects a moderate drop in public school enrollment from 6,967 in 2000 to 6,600 in 2010. Over the next two decades, school enrollment will increase in absolute numbers but will rise more slowly in percent than new households being added to the County.

Historically, areas of new, large-scale developments have attracted more families with children than established rural areas. With this in mind, the growth in western Calaveras County will see the need for more schools, while the communities east of SR 49 may continue to experience declining enrollment and potential school closings.

Table B-3. Projected Unincorporated Population by Age

|  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Year** | **Total Population** | | **Ages 0-19** | | **Ages 20-64** | | **Age 65 and older** | |
| **Population** | **AAGR** | **Population** | **AAGR** | **Population** | **AAGR** | **Population** | **AAGR** |
| 2000 | 40,554 |  | 10,085 |  | 23,096 |  | 7,373 |  |
| 2010 | 47,750 | 1.6% | 9,348 | -0.7% | 27,313 | 1.6% | 11,089 | 4.1% |
| 2020 | 56,318 | 1.7% | 10,931 | 1.6% | 29,813 | 0.9% | 15,574 | 3.5% |
| 2030 | 64,572 | 1.4% | 12,985 | 1.7% | 32,202 | 0.8% | 19,385 | 2.2% |

AAGR= Average annual growth rate

Source: (California Department of Finance)

### Population Distribution

|  |  |  |
| --- | --- | --- |
| **TABLE B-4. COMMUNITY POPULATION CHANGE** | | |
| **Community** | **2010 Population** | **Change since 2000** |
| City of Angels | 3,836 | 27.7% |
| Arnold | 3,843 | -8.8% |
| Avery | 646 | -3.8% |
| Copperopolis | 3,671 | 55.3% |
| Dorrington | 609 | -16.2% |
| Forest Meadows | 1,249 | 4.3% |
| Mokelumne Hill | 646 | -16.5% |
| Mountain Ranch | 1,628 | 4.5% |
| Murphys | 2,213 | 7.3% |
| Rail Road Flat | 475 | -13.4% |
| Rancho Calaveras | 5,325 | 27.3% |
| San Andreas | 2,783 | 6.4% |
| Vallecito | 442 | 3.5% |
| Valley Springs | 3,553 | 38.7% |
| Wallace | 403 | 83.1% |
| West Point | 674 | -9.6% |
| **TOTAL** | 31,996 | 189.8% |
| *Source: U.S. Census Bureau 2010* | | |

Table B-4 lists the change population in the major Calaveras communities in Calaveras from 2000 to 2010. While the population of Calaveras increased from XX,XXX to 45,578, the population of the upcountry communities generally declined in stark contrast to the communities west of SR49 which experienced explosive immigration driven by large developments. Unfortunately, parkland dedications from developers have never been collected in Calaveras County and the expansion of public recreational facilities remained relatively static. During this decade of growth, a single new park was created, Feeney Park in Murphys. The growing communities of Copperopolis, Rancho Calaveras and Valley Springs are park poor!

### Age

|  |  |  |  |
| --- | --- | --- | --- |
| **TABLE B-5. MEDIAN AGE BY CENSUS TRACT** | | | |
| **Census Tract** | **Community Center** | **Total population** | **Median age** (years) |
| 5.03 | Arnold | 2,330 | 55.2 |
| 5.01 | Forest Meadows | 3,332 | 54.5 |
| 5.04 | Dorrington | 942 | 53.6 |
| 4 | Rail Road Flat | 4,032 | 53.4 |
| 1.22 | Murphys | 4,046 | 51.4 |
| 3 | San Andreas | 6,969 | 50.1 |
| 1.2 | Copperopolis | 4,434 | 47.6 |
| 1.21 | Angels Camp | 4,463 | 46.4 |
| 2.1 | Valley Springs | 9,515 | 46.1 |
| 2.2 | Rancho Calaveras | 5,515 | 44.1 |
|  | California |  | 35.2 |
| *Source: U.S. Census Bureau, 2011* | | | |

According to the U.S. Census (U.S. Census Bureau, 2011), the median age of Calaveras County residents is 49.2, which is one of the highest for any county in the State, compared to a state median age of 35.2. Review of Table B-5 shows the unique character of each community by the range of median ages and highlights a median age of 55 in the Arnold (census tract 5.03). These data are mapped Figure B-2.

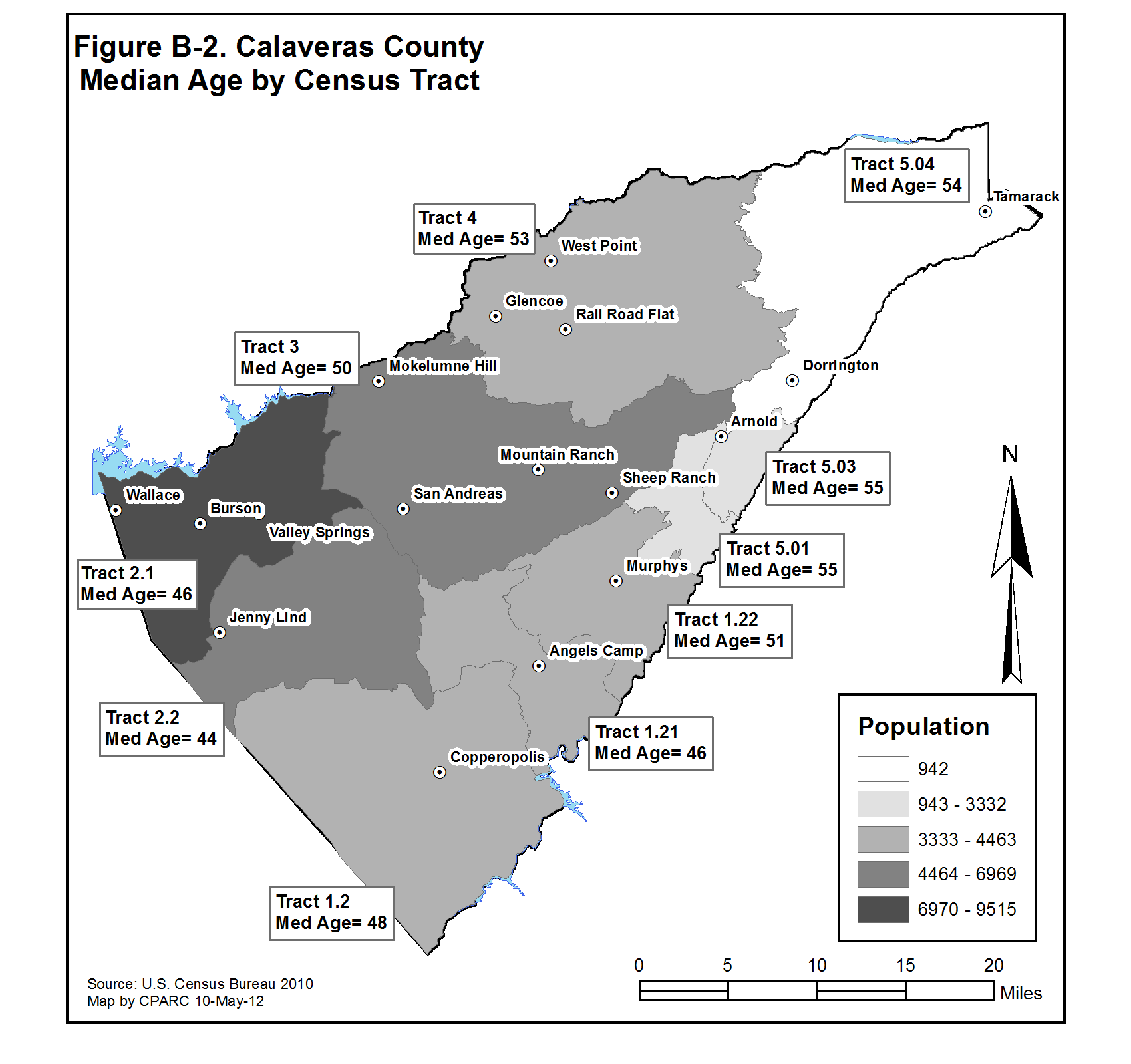


Figure B‑2. Age by census Tract (US Census Bureau, 2011)

Population by age is graphed in Figure B-3, which shows a bimodal distribution growth peaks in middle-school age and middle age (45-55), and a disproportionately low population in the 20 to 35 age range.

### Ethnicity

According to the 2010 US Census (U.S. Census Bureau, 2011), the ethnic makeup of the county was 88.9% White, 10.3% Hispanic or Latino, 1.7% Native American, and the remainder from other races each less than 1%. 94.5% spoke English and 4.0% spoke Spanish as their first language.

### Education

The 2010 census indicated that 92.4% of Calaveras adults over 25 had a high school diploma or higher while 20.7% of Calaveras had a bachelor’s degree or higher. The corresponding data for California were 80.8% and 30.2%.

### Health

#### Disabilities

The 2010 U.S. Census tallied 17.1% of Calaveras residents who reported some form of disability. Nine percent reported a physical disability. The occurrence of physical disabilities in Calaveras communities is listed in **Error! Reference source not found.**, which range from a high of 26% in Rail Road Flat to a low of 0% in Vallecito.

|  |  |  |  |
| --- | --- | --- | --- |
| **TABLE B-6. PHYSICAL DISABILITIES** | | | |
| **Community** | **Population** | **No. with Physical Disability** | **% of Population** |
|
| Rail Road Flat | 475 | 122 | 26% |
| West Point-Wilseyville-Glencoe | 674 | 150 | 22% |
| Mountain Ranch | 1,628 | 230 | 14% |
| Mokelumne Hill | 646 | 90 | 14% |
| Arnold/White Pines | 3,843 | 423 | 11% |
| Murphys | 2,213 | 253 | 11% |
| San Andreas | 2,783 | 289 | 10% |
| Angels Camp | 3,836 | 352 | 9% |
| Avery | 646 | 54 | 8% |
| Rancho Calaveras | 5,325 | 360 | 7% |
| Dorrington | 609 | 37 | 6% |
| Forest Meadows | 1,249 | 75 | 6% |
| Copperopolis | 3,671 | 185 | 5% |
| Valley Springs | 3,553 | 119 | 3% |
| Wallace/Burson | 403 | 11 | 3% |
| Vallecito | 442 | 0 | 0% |
| Countywide | 31,996 | 2,750 | 9% |
| *Source: U.S. Census Bureau, 2011* | | | |

#### Obesity

Much has been written about the current epidemic of obesity in the U.S. and an introduction into the literature can be found at the following sources.

* [CDC's Division of Nutrition, Physical Activity, and Obesity](http://www.cdc.gov/obesity/) is working to implement policy and environmental strategies to make healthy eating and active living accessible and affordable for everyone.
* [The Institute of Medicine](http://books.nap.edu/openbook.php?record_id=13275&page=329) released a 478-page report in 2012 entitled “*Accelerating Progress in Obesity Prevention: Solving the Weight of the Nation*”.
* [First Lady Michelle Obama, HHS Secretary Kathleen Sebelius, and Surgeon General Regina Benjamin](http://www.surgeongeneral.gov/initiatives/healthy-fit-nation/index.html) have joined together to help Americans lead healthier lives through better nutrition, regular physical activity, and improving communities to support healthy choices.

***PRIMER ON OBESITY IN THE U.S.***

1. *One-third of children and two-thirds of adults are overweight or obese.*
2. *The prevalence of obesity increased from 15% to 34% among adults and 5% to 17% among children and adolescents from 1980 to 2008.*
3. *An obese teenager has over a 70% greater risk of becoming an obese adult.*
4. *Given current trends, the obesity rate will increase to 42% in 2030.*
5. *Obesity is responsible for billions of dollars of increased health-care spending, not to mention increased employee sickness and absenteeism.*
6. *Obesity is a two-solution problem, food intake and physical activity.*
7. *Our environment is "obesogenic" and does not promote healthy food and places for activity.*
8. *Less than 8% of all schools offer daily physical education – the CDC recommends that primary and secondary schools offer 60 minutes of physical education daily.*

Overweight and obesity values are usually based on weight and height measurements to calculate the "body mass index" (BMI), which, for most people, correlates with their amount of body fat. For example, a 5’ 9” adult between 169-202 lbs. has a BMI from 25.0 to 29.9 is classed as overweight. Above 202 lbs. the adult is obese. As BMI increases, so does the risk for certain diseases such as heart disease, high blood pressure, type 2 diabetes, gallstones, breathing problems, and certain cancers. You can determine your status using the online [BMI calculator](http://nhlbisupport.com/bmi/bmicalc.htm).

There are little data on the prevalence of overweight and obesity in Calaveras County.

|  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- |
| **TABLE B-7. CALAVERAS CHILDREN AGED 0-5 ENROLLED IN THE 2012 WIC PROGRAM\*** | | | | | | | |
| **Sample Name** | **Not At Risk** | | **At Risk** | | **Overweight** | | **Total** |
| **n** | **%** | **n** | **%** | **n** | **%** |
| Angels Camp | 57 | 77.0 | 11 | 14.9 | 6 | 8.1 | 74 |
| Murphys | 36 | 73.5 | 6 | 12.2 | 7 | 14.3 | 49 |
| Arnold | 36 | 85.7 | 2 | 4.8 | 4 | 9.5 | 42 |
| San Andreas | 108 | 77.1 | 13 | 9.3 | 19 | 13.6 | 140 |
| West Point | 42 | 79.2 | 3 | 5.7 | 8 | 15.1 | 53 |
| Valley Springs | 114 | 78.1 | 19 | 13.0 | 13 | 8.9 | 146 |
| Calaveras Food Bank | 1 | 50.0 | 1 | 50.0 |  | 0.0 | 2 |
| Copperopolis | 23 | 60.5 | 9 | 23.7 | 6 | 15.8 | 38 |
| **Total** | **417** | **76.7** | **64** | **11.8** | **63** | **11.6** | **544** |
| *WIC= Women, Infants & Children Supplemental Nutrition Program (WIC)* | | | | | | | |
| [*\*Information on the WIC program.*](http://www.cdph.ca.gov/PROGRAMS/CENTERFORFAMILYHEALTH/Pages/WICFactSheet.aspx) | | | | | | | |

The California Department of Education conducts annual [Physical Fitness Testing](http://www.cde.ca.gov/ta/tg/pf/) in public school grades 5, 7, and 9. Student performance is measured in [six fitness areas](https://pftdata.org/files/2012-13_Reference_Guide.pdf) and the standard for each area is the Healthy Fitness Zone (HFZ). The HFZ is the level of fitness associated with good health. The [Physical Fitness Results](http://data1.cde.ca.gov/dataquest/page2.asp?Level=County&submit1=Submit&Subject=FitTest) for Calaveras County Schools are summarized in Table B-6. The fitness area related to body fat and the appropriate height weight ratio is Body Composition. The results show that 14.6% of the Calaveras students were outside the HFZ and 26.1% were at high risk of health problems such as coronary heart disease, stroke and diabetes. It should be noted that students are required to take two years of physical education in high school to graduate under California law. These sad school results emphasize the need for after school recreation programs!

|  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **TABLE B-8. 2011-12 CALIFORNIA PHYSICAL FITNESS REPORT FOR CALAVERAS STUDENTS** | | | | | | | | |
|  | **Grade 5 (n=355)** | | **Grade 7 (n=401)** | | **Grade 9 (n=482)** | | **Total (n=1,238)** | |
| **Fitness Area** | **% NI\*** | **% at High Risk** | **% NI** | **% at High Risk** | **% NI** | **% at High Risk** | **% NI** | **% at High Risk** |
| Aerobic Capacity | 25.9 | 4.8 | 17.7 | 8.5 | 21.2 | 13.2 | **21.4** | **9.3** |
| Body Composition | 13.0 | 24.5 | 14.5 | 26.9 | 15.8 | 26.5 | **14.6** | **26.1** |
| Abdominal Strength | 13.5 | N/A | 19.7 | N/A | 10.6 | N/A | **14.4** | **N/A** |
| Trunk Extension Strength | 7.3 | N/A | 6.2 | N/A | 17 | N/A | **10.7** | **N/A** |
| Upper Body Strength | 29.3 | N/A | 21.2 | N/A | 20.7 | N/A | **23.3** | **N/A** |
| Flexibility | 27.6 | N/A | 24.9 | N/A | 23 | N/A | **24.9** | **N/A** |
| \* NI= Need Improvement | | |  |  |  |  |  |  |
| Source: California Department of Educaton Statewide Assessment Division | | | | | | | | |

#### Activity

The solutions to America’s weight problem focuses on good nutrition and physical activity and the later takes us to parks, trails and recreation. CDC has published [2008 Physical Activity Guidelines for Americans](http://www.cdc.gov/physicalactivity/index.html) that includes minimum standards and strategies to increase physical activity in the family, workplace and community. The minimum activity guidelines follow:

* Adults: 2 ½ hours of aerobic activities (brisk walk) and 2 hours of muscle strength activities per week;
* Children and adolescents: 1 hour each day to include gymnastics or calisthenics three days a week.

In its [State Indicator Report on Physical Activity, 2010](http://www.cdc.gov/physicalactivity/downloads/PA_State_Indicator_Report_2010.pdf), CDC reported that 66.7% of California adults participated in 2 ½ hour of moderate activity outside the workplace each week and that 23.5% did not exercise at all. CDC lists four changes needed to encourage more exercise:

* Create or enhance access to places for physical activity
* Enhance physical activity in schools and child care settings
* Support urban design, land use and transportation policies
* Develop a physical activity public health workforce

### Income and Employment

The median family income in Calaveras from 2007-2011 was estimated at $67,253 compared to $70,231 for California. The per capita income for the county in 2011 was estimated at $28,667 and $29,634 for the state. About 5.4% of all families and 8.3% of all people were below the poverty line, including 7.2% of those under age 18 and 6.2% of those age 65 or over ([2007-2011 American Community Survey](http://www.dof.ca.gov/research/demographic/state_census_data_center/american_community_survey/view.php#ACS2011x5)). Males had a median income of $41,827 versus $28,108 for females. Need ref for data in yellow.

Table B‑9: Commuters

|  |  |
| --- | --- |
| County of Work Place | Number of Workers |
| Calaveras | 9,331 |
| San Joaquin | 2,435 |
| Amador | 1,211 |
| Tuolumne | 679 |
| Sacramento | 353 |
| Santa Clara | 351 |
| Stanislaus | 305 |
| Alameda | 316 |
| Contra Costa | 187 |
| Alpine | 172 |
| San Mateo | 109 |
| San Francisco | 84 |
| Placer | 58 |
| Other | 94 |
| Total | 15,685 |

Source: (California Economic Development Department, 2011)

According to the [California Economic Development Department](http://www.edd.ca.gov/About_Edd/pdf/urate201212.pdf) , there were 19,300 people in the Calaveras labor force November, 2012, and the seasonal unadjusted unemployment rate was 11.8% which compares to 10.9% for the State . The largest employers in the County in September 2012 were Government (2,330), Trade, Transportation and Utilities (1,300), Leisure & Hospitality (1,270), and Educational and Health Services (640) ([California Economic Development Department](http://www.calmis.ca.gov/file/lfmonth/calavpds.pdf)).

Unfortunately, there are not enough jobs in the County to employ its workforce and roughly 40% of them travel to work in other counties ([US Census 2000](http://www.calmis.ca.gov/file/commute-maps/calavcommute.pdf)). Average commute time to work is reported to be 34.5 minutes (ref).

## Land Use

The document *Calaveras County General Plan Baseline Report*, chapter 3, “Land Use” (Mintier & Associates, 2008) provides a full discussion of land use in Calaveras County. A few key points, which are relevant to parks and recreation, are highlighted below, summarized in Table A‑, and shown graphically in **Error! Reference source not found.**.

* According to the U.S. Census Bureau (U.S. Census Bureau, 2011), the county has a total area of 1,037 square miles (663,680 acres), of which, 1,020 square miles of it is land (662,791) and 17 square miles (10,880 acres) of it (1.62%) is water.
* Lands owned or administered by Federal and state governments exceeds one-fifth of the County area. While public lands are dispersed throughout the County, the largest concentrations are in the higher elevations (above 3,000 feet) in the eastern portion of the County and around major reservoirs in the lower elevations of western Calaveras County.
* Unimproved private lands account for approximately two-thirds (65.9 percent) of the unincorporated County. These are typically agricultural lands, range lands, mining lands, and timber lands. Unlike a county such as Alpine, where most unimproved lands are in public ownership, most unimproved lands in Calaveras County are in private hands. This is especially true in the lower-elevation western part of the county.
* The largest private landowner in Calaveras County is Sierra Pacific Industries (SPI), which owns 74,000 acres of timberland in the higher elevations of the eastern part of the county.
* Existing residential land uses constitute 2.3% of the land base of the county. However, 179,405 out of the 662,791 acres in the County (27.1 percent) are designated as low-density (5-acre) “Future Single Family Residential”, which translates into as many as 36,000 buildable lots.

Table ‑10: Existing Land Use

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **Category / Land Use** | | | **Parcels** | **Area (acres)** | **Percent of Total Area** |
| **Residential** | | | | | |
|  | Very low-density residential | | 1,784 | 11,531 | 1.74% |
| Low-density residential | | 5,318 | 3,380 | 0.51% |
| Medium-density residential | | 39 | 214 | 0.03% |
| High-density residential | | 185 | 182 | 0.03% |
| Residential Subtotal | | | 7,326 | 15,307 | 2.31% |
| **Commercial/Industrial** | | | | | |
|  | Commercial/Mixed Use | | 1,766 | 7,803 | 1.18% |
| Industrial | | 53 | 1,351 | 0.20% |
| Commercial/Industrial Subtotal | | | 1,819 | 9,154 | 1.38% |
| **Other** | | | | | |
|  | Public | | 996 | 140,861 | 21.25% |
| Quasi-public[[1]](#footnote-1) | | 38 | 487 | 0.07% |
| Unclassified | | 8,099 | 60,504 | 9.13% |
| Unimproved private land[[2]](#footnote-2) | | 24,231 | 436,478 | 65.85% |
| Other Subtotal | | | 33,364 | 638,330 | 96.31% |
|  | | **TOTAL** |  | 662,791 | 100.00% |
| Source: (Mintier & Associates, 2008) | | | | | | |

## Profile Summary

The following characteristics sketch a distinct portrait of our county that serves as the basis for formulating this *Master Plan*:

* ***Age.*** Median age for Calaveras residents in 2010 was over 49 up from 44 in 2000 and compared to the statewide median age of 35.
* ***Population growth.*** Continued growth is anticipated. Unincorporated Calaveras population is anticipated to approach 65,000 in the next 20 years (by 2030).
* ***Dispersed population.*** Unlike any other jurisdiction in the State, the County lacks a single concentrated population center.
* ***Unique communities.*** Eachof our communities is unique and distinguishable by their clear differences in median age, income, part-time residency, physical disabilities, and county of employment.
* ***Ethnic homogeneity.*** The County’s residents are overwhelmingly white in an ethnically diverse State
* ***Part time residents.*** Some communities, notably in the Ebbetts Pass area, are characterized by a high proportion of part-time residences, exceeding 50% in Forest Meadows, Avery, Arnold and Dorrington.
* ***Disabilities.*** More than 17% of residences report disabilities compared to a Statewide average of 10%
* ***Development.*** Less than 3% of the County is considered developed

# Existing Parks and Recreation System

Exhibit C

A complex mix of providers and facilities currently serve park and recreational needs in Calaveras County. Federal, State, and local government agencies all provide facilities. An impressive array of facilities is also provided by the private sector. This combination is a strong starting point from which to proceed.

This Exhibit is organized into sections addressing the components of the existing park and recreation system:

* + - * Facility Ownership and Administration
      * Recreation Resources
      * Programs

## Park Ownership and Administration

As shown in Table C‑1, about 25% of the land area of Calaveras County is administered by either federal or State agencies. Between the U. S. Forest Service, Bureau of Land Management and the Bureau of Reclamation, the federal government owns almost 24% of the area of the Calaveras County. Federal, State, and District lands within the County are shown in Figure C‑1.

Table ‑. Recreation Resources by Ownership

|  |  |  |  |
| --- | --- | --- | --- |
| **Entity** | **Organizational Unit** | **Acreage** | **Percent of Total County Acreage** |
| Federal | US Forest Service | 85,000 | 12.83% |
| Bureau of Land Management | 39,000 | 5.88% |
| Bureau of Reclamation | 35,000 | 5.28% |
| State | Parks and Recreation | 2,400 | 0.36% |
| Local | School Districts | 75 | 0.01% |
| Veterans Districts | 6 | <0.01% |
| Calaveras County | 2 | <0.01% |
| Special Districts | 28,000 | 4.23% |
| Community Organizations | 61 | 0.01% |
| Private | ? |  |
| **TOTAL** | | 189,544 | 28.60% |
| Source: (Calaveras County GIS) | | | |

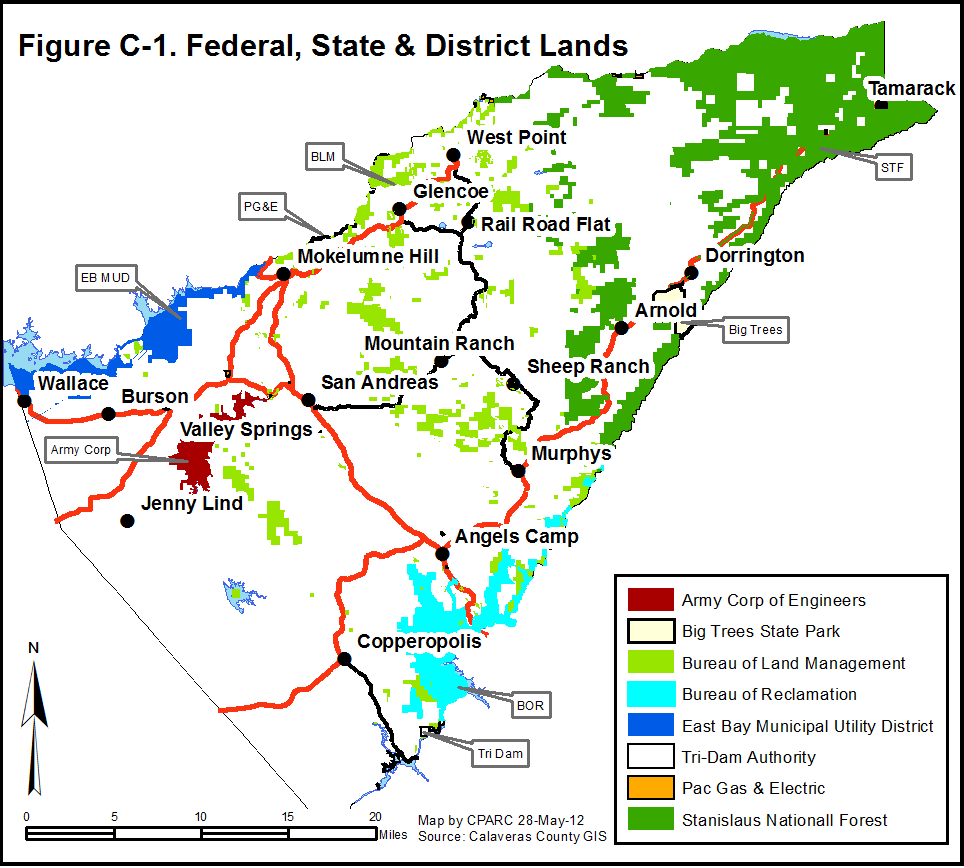


Figure ‑: Federal and State Government Lands

### Federal Government

#### U.S Forest Service

The Stanislaus National Forest (STF), managed by the U. S. Forest Service, serves multiple purposes and is increasingly used and managed for recreation. Encompassing more than one million acres, the STF includes parts of Tuolumne, Alpine and Calaveras Counties. The STF covers approximately 85,000 acres, or about 13 percent of the total acreage of Calaveras County, within the eastern portion of the County. Portions of the Mokelumne Wilderness and the Carson-Iceberg Wilderness, which are part of the STF, lie within Calaveras County. The Calaveras Ranger District provides numerous recreational opportunities, including 18 developed campgrounds and 279 miles of hiking trails with links to the Pacific Crest Trail and public access to numerous lakes and rivers.

Access to recreational activities within the STF is provided by State Route 4 from the south and Winton Road from the north. The STF serves as a recreational resource for County residents and attracts an estimated 1.8 million visitors from throughout California and other states.

#### Bureau of Land Management

The Bureau of Land Management (BLM) owns approximately 39,000 acres throughout the County under the juristiction of the its [Mother Lode Field Office in El Dorado Hills](http://www.blm.gov/ca/st/en/fo/folsom.html). BLM lands in Calaveras are scattered across the County, vary widely in size and shape, and are generally undeveloped. Many of the smaller land parcels serve a wide range of public purposes and are important to the quality of life in the County. Residents adjoining these parcels often use them informally for hiking, hunting and fishing. They serve as refuge for wildlife and, as such, are critical to the biological diversity of the County. On the Main Stem Mokelumne, the BLM manages a boat launch at Big Bar and will permit commercial white water rafting on a trial basis in 2013.

#### Bureau of Reclamation and Army Corp of Engineers

The Bureau of Reclamation manages the recreational facilities at [New Melones Reservoir](http://www.usbr.gov/mp/ccao/newmelones/index.html) while the Army Corp of Engineers operates them at [New Hogan Reservoir](http://www.spk.usace.army.mil/Locations/SacramentoDistrictParks/NewHoganLake.aspx). Recreational opportunities include boating, fishing, camping, hiking, riding and more.

### State Government

#### State Parks and Recreation

[Calaveras Big Trees State Park](http://www.parks.ca.gov/?page_id=551) is bisected by the North Fork Stanislaus River and straddles the Calaveras-Tuolumne County line with about 40% of the 6,000 acres located in Calaveras County. However, the only public access to the Park is from the Calaveras side via State Route 4. The two most significant natural features are the north Grove in Calaveras County and South Grove in Tuolumne County populated with Sierra Redwood, commonly known as the giant sequoia. The tallest tree in the park is over 300 feet and some of the older trees are estimated to be 3,000 years old. The park contains two campgrounds and numerous trails and recreational facilities.

[Frogtown Fairgrounds](http://www.frogtown.org/) is the site of the annual Calaveras County Fair and Jumping Frog Jubilee and is owned by the State of California. The fairgrounds are located on a 68-acre site, approximately one mile south of Angels Camp. In addition to the annual Frog Jump, numerous public activities are held at the site throughout the year.

The State also owns small acreage of State Forest lands within the County.

### School Districts

From anecdotal evidence, it is clear that school district facilities are heavily used by community residents and, in some instances, support non-profit recreational programs through cooperative use agreements. Administratively, the County is divided into four school districts. The Calaveras Unified School District serves the northern portion of the County. The Mark Twain Union Elementary School District and the Vallecito Union School District provide elementary and middle school facilities that feed students into the Bret Harte Union High School District within the southern end of the County. Figure C‑2 shows the location of the Districts and the existing elementary, middle and high schools that have recreational facilities located on them. As shown, these school facilities are geographically scattered throughout the County and provide substantial recreational opportunities within their respective communities.

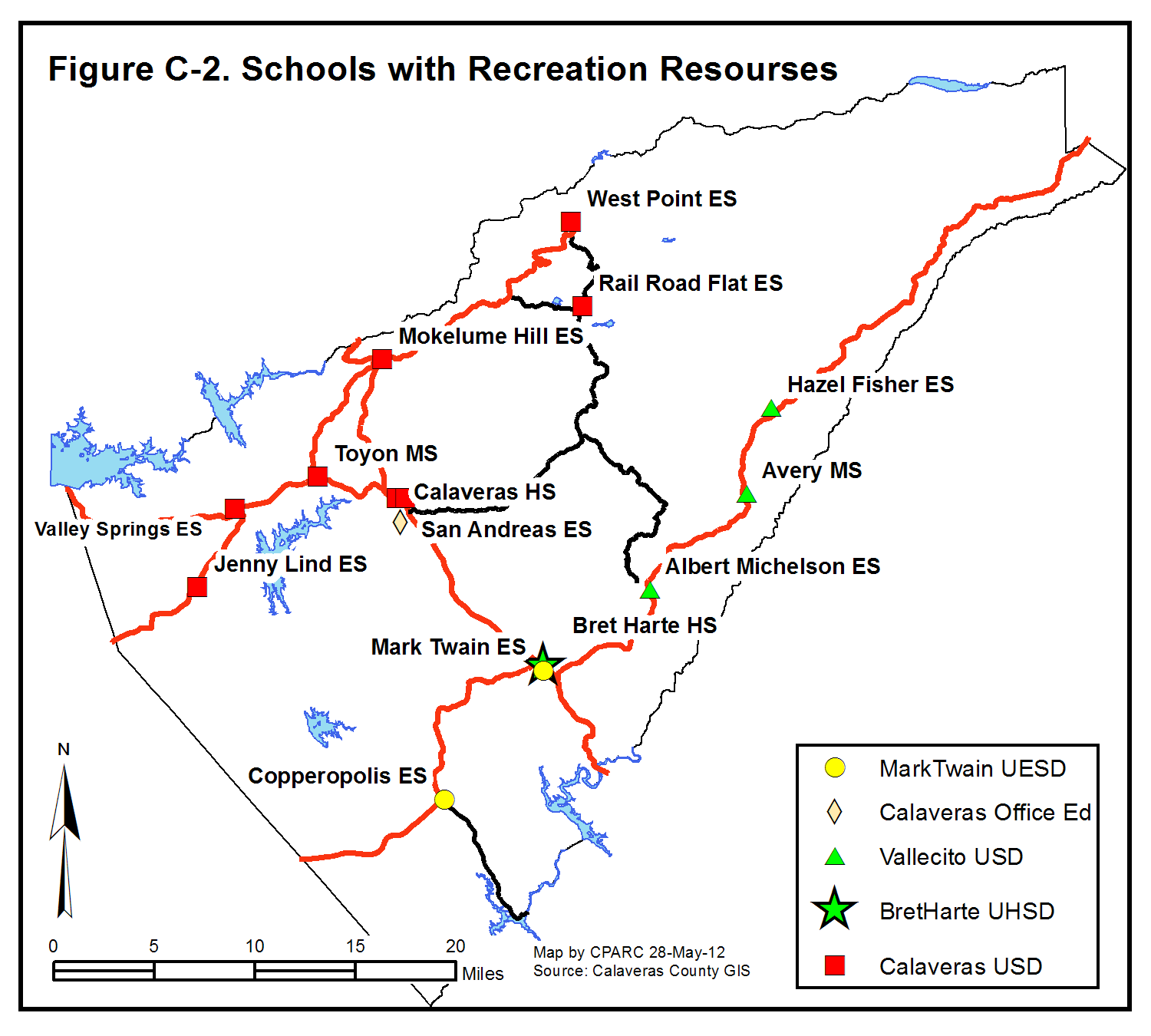
While school facilities are not available to the general public during school hours, they provide significant recreation opportunities for sports teams and the public during non-school hours. Twelve schools from the various school districts are located within unincorporated County. As listed in **Error! Reference source not found.** below, their facilities total 75 acres. School properties alone provide 1.65 acres per 1,000 residents.

Figure ‑ – Schools with Recreational Resources

|  |  |  |
| --- | --- | --- |
| **TABLE C-2. RECREATIONAL FACILITIES AT SCHOOLS** | | |
| **District** | **School** | [[3]](#footnote-3)Acreage\* |
| Vallecito Union | Avery Middle | 7.04 |
| Hazel Fischer Elementary | 3.62 |
| Michelson Elementary | 3.45 |
| Bret Harte Unified | Bret Harte High | 19.91 |
| Mark Twain | Mark Twain Elementary | 3.51 |
| Copperopolis Elementary | 2.42 |
| Calaveras | Calaveras High | 15.9 |
| Jenny Lind Middle | 1.68 |
| Mokelumne Hill Elementary | 2.38 |
| Railroad Flat Elementary | 1.04 |
| San Andreas Elementary | 3.46 |
| Toyon Middle |  |
| Valley Springs Elementary | 3.52 |
| West Point Elementary | 2.3 |
| Office of Education | Mountain Oaks | 5.02 |
| **TOTAL** | | 75.25 |
| \*Acreage represents area devoted to recreational facilities | | |

The contributions of the school districts as a provider of recreational facilities and programs are vital to Calaveras County. Recognizing that changing demographics and the economy can lead to school closures and the loss of recreational assets, local policies should be established to preserve these assets. The California Educational Code, Chapter 4, Article 10 addresses this issue and section 17485 is particularly relevant:

*“The Legislature is concerned that school playgrounds, playing fields, and recreational real property will be lost for those uses by the surrounding communities even if those communities in their planning process have assumed that the properties would be permanently available for recreational purposes. It is the intent of the Legislature in enacting this article to allow school districts to recover their investment in surplus property while making it possible for other agencies of government to acquire the property and keep it available for playground, playing field or other outdoor recreational and open-space purposes.”*

The remainder of Article 5 describes the provisions for the sale or lease of school assets to recreation districts, cities and counties at a reasonable price.

School lands are held in fee ownership by the State and managed by the California State Lands Commission (CSLC). State laws mandates that school lands be proactively managed and enhanced to provide for an economic base in support of the public school system, requiring that all transactions, including exchanges, sales, and acquisitions, be implemented for revenue generating purposes. All net revenues, monies, and remittances from the sale of school lands are directed to be deposited into the State Treasury to the credit of the State Teachers Retirement Fund (California State Lands Commission, 2008).

### Special Districts

#### Utility Districts

The following water and wastewater districts own and administer significant tracts of land that offer recreational resources.

* + - * [East Bay Municipal Utility District](http://www.ebmud.com/recreation/recreation) (EBMUD) owns and manages approximately 9,000 acres of water surface and 19,000 acres of surrounding land in the Mokelumne River watershed. These generally undeveloped lands provide natural habitat for aquatic and terrestrial species, support ecosystem functions, protect water supply in Pardee and Camanche Reservoirs, and provide unique recreational and educational experiences.
      * Calaveras County Water District (CCWD) owns Sandy Gulch in Wilseyville, White Pines Reservoir in White Pines, McKay’s Reservoir on the NF Stanislaus, and Cosgrove Creek in Valley Springs.
      * Union Pacific Utility District owns Ross Reservoir near French Gulch Road.
      * Calaveras Public Utility District owns Schaad’s Reservoir east of Wilseyville and Jeff Davis Reservoir in Rail Road Flat.

#### Community Services Districts

Nine Community Services Districts (CSDs) operate in the County, providing for the maintenance and operation of basic infrastructure, including roads, water and sewer. Some CSDs also provide recreational resources:

* [Wallace CSD](http://bos.calaverasgov.us/CommissionsandCommittees/LAFCO/MSRSphereMaps.aspx) covers 381 acres including Wallace Lake Estates, a gated community that limits access to roads and recreational facilities to residents. Within the development there are six open spaces totaling some 62 acres and a small lake. The lake offers boating and fishing and is surrounded by a walking trail that is partially paved.
* [Saddle Creek CSD](http://www.saddlecreek.com/) covers X,000 acres, of which XXX acres include Saddle Creek Estates, a gated community that limits access for exclusive use by residents. The district maintains public areas, monitors wildlife and wetlands easements, and manages recreational facilities including a golf resort, tennis courts, swimming pool, bocce ball, a nature trail and more.

**Note that the Wallace CSD is included in the following inventories & maps even though it is located inside the gated community. On the other hand, Saddle Creek and other CSDs providing recreation are excluded. Must be consistent on inclusion/exclusion of CSDs. (McGreevy)**

#### County Service Areas

Five County Service Areas (CSAs) operate in the County, providing for the maintenance and operation of basic infrastructure within their service area, including roads. None provide for the operation and maintenance of recreational facilities.

#### Homeowners Associations

An unknown number of HOAs operate in the County, providing for the maintenance and operation of basic infrastructure within their service area, including roads, water and sewer. Many also provide significant recreational opportunities, notably swimming and court sports for residents within the subdivision. As these facilities are generally not available for general public use, they are not included within the public parks or facilities inventory. They are, however, an important component of the recreational system and serve to augment the public resources.

* + - * Black Creek HOA
      * Poker Flat HOA
      * Arnold Lilac Park
      * Big Trees Village
      * Blue Lake Springs
      * Fly-in-Acres
      * Forest Meadows
      * Indian Hills
      * Lake Mont Pines
      * Meadowmont
      * Meadowview Townhouses
      * Millwoods & Millcreek
      * Pine Brook
      * Snowshoe Springs

### Non-Governmental Community Organizations

Non-governmental community organizations that operate and/or maintain park facilities and trails that are open to the public include the following:

* + - * Arnold Murphys Angels Athletic Association
      * Arnold Rim Trail Steering Committee
      * Blue Mountain Coalition for Youth and Families
      * Courtwright-Emerson Memorial Ball Park Foundation
      * Ebbetts Pass Scenic Byway Association
      * Feeney Park Foundation
      * Mountain Ranch Community Club
      * Murphys Community Club
      * Murphys Tennis
      * Sandy Gulch Regional Park and Recreation Council
      * White Pines Park Committee

### Veterans’ Memorial Districts

Veteran memorial districts are formed under and pursuant to the provisions of Chapter 2, Division 6, of the Military and Veterans Code of the State of California. Veteran memorial districts have the authority to provide and maintain halls and meeting places and indoor and outdoor recreational facilities for both the general public and veterans. Six veterans’ memorial districts serve Calaveras County: Ebbetts Pass, Angels Camp, San Andreas, Mokelumne Hill, West Point and Jenny Lind (Figure C‑3).

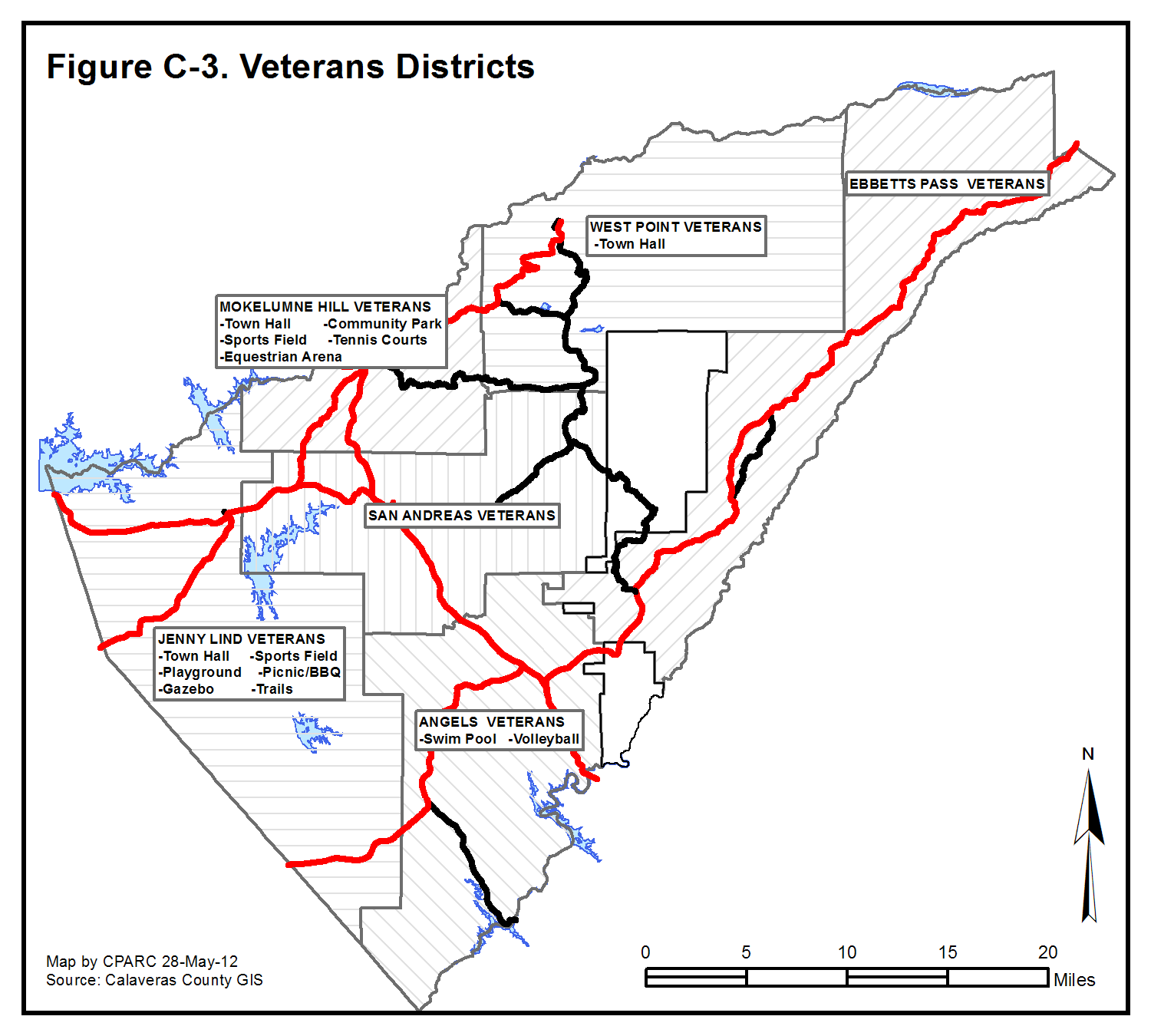
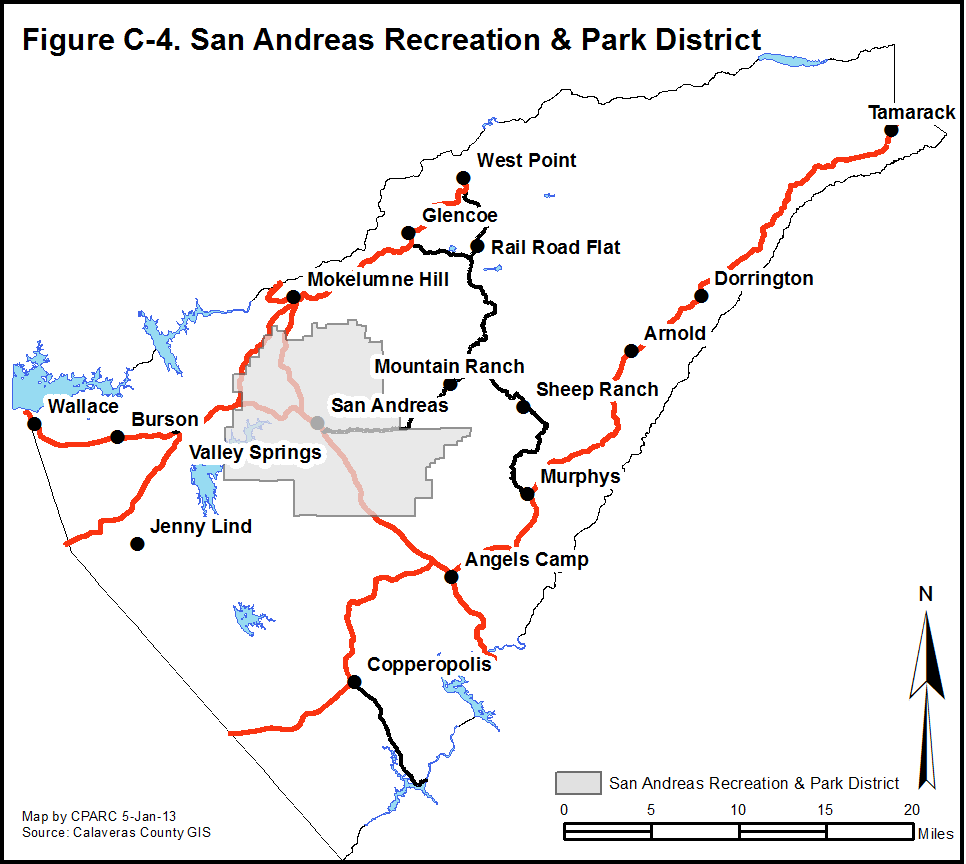


Figure ‑ – Veterans District Boundaries

Except for San Andreas, each Veteran’s District in Calaveras County has a hall. In addition, the districts in Angels Camp, Ebbetts Pass, Jenny Lind (32 acres), and Mokelumne Hill (15 acres) own and operate park and recreation facilities totaling 47 acres.

### Recreation and Parks Districts

There is one Recreation and Parks District in Calaveras County, [the San Andreas Recreation and Park District](http://sanandreasparks.com/) and its service area is shown in Figur‑.



Figur‑4 – RECREATION AND PARK DISTRICT

### Private Recreation Facilities

Due to the natural amenities and resources found within the County, a substantial number of privately run facilities add to the recreational opportunities available in Calaveras. A partial list of these facilities is found in Table C-3.

|  |  |  |
| --- | --- | --- |
| **TABLE C‑3. PRIVATE RECREATIONAL FACILITIES** | | |
| **Type** | **Name of Facility** | **Location** |
| Golf Course | Forrest Meadows | Murphys |
| Greenhorn Creek | Angels Camp |
| La Contenta Golf Course | Valley Springs |
| Saddle Creek Resort | Copperopolis |
| Sequoia Woods Country Club | Arnold |
| Caverns and Mines | California Caverns and Zip Lines | Mountain Ranch |
| Mercer Cavern | Murphys |
| Moaning Cavern | Vallecito |
| Gold Cliff Mine | Angels Camp |
| Equestrian Facilities | Bridlewood Equestrian Center | Copperopolis |
| Copper Valley Trail Company | Copperopolis |
| Green Stone Ranch and Inn | Angels Camp |
| Wine and Barrels | Copperopolis |
| Museums | Altaville School | Angels Camp |
| Angels Camp Museum | Angels Camp |
| Calaveras County Museum Complex | San Andreas |
| Ironstone Heritage Museum | Murphys |
| Murphys Old Timers Museum | Murphys |
| Sierra Nevada Logging Museum | Arnold |
| Red Barn Museum | San Andreas |
| Marinas | Lake Tulloch Resort and Marina | Copperopolis |
| Camping Facilities | Angels Camp RV and Camping Resort | Angels Camp |
| Frogtown RV Park | Angels Camp |
| Gold Strike Village Mobile Home and RV | San Andreas |
| Golden Pines RV Resort and Campground | Arnold |
| Lodestar Camp | Wilseyville |
| Skeet Range | Angels Camp Gun Club | Angels Camp |

## Recreation Resources

### Parkland Definitions

The most effective park system offers diverse types of parks, natural open spaces, and recreational venues, each designed to provide a specific type of recreational experience and opportunity. A park system that is classified and used properly is easier to maintain, encounters fewer conflicts between user groups, and minimizes negative impacts on adjoining property. A good park classification system also helps inventory the facilities available for current use and assess the types of parks that will be needed to serve the communities in the future. Because Calaveras County is rural, a typical urban classification system does not properly reflect local conditions (National Recreation and Parks Associations, 1996). As a result, the parks in Calaveras County have been classified by the following categories:

* Neighborhood Parks
* Community Parks
* Regional Day Use Parks
* Special Use Areas
* Local Natural Open Space

Design concepts for each park type are found in Exhibit J.

|  |  |  |  |
| --- | --- | --- | --- |
| **TABLE C‑4. PARK CLASSIFICATION** | | | |
| **Park Type** | **Size** | **Service Radius** | **LOS** |
| Neighborhood | ½ to 5 acres | ½ mile | ? |
| Community | >=15 acres | 1 to 3 miles | ? |
| Regional | ? | 30 minutes | ? |
| Special Use |  |  | ? |
| Open Space, Trails & Linear Parks | As needed to provide linkages | Within 10-minute walk | ? |

THIS TABLE IS NOT REFERENCED IN THE TEXT!!!!

**Neighborhood Parks.** Neighborhood Parks are typically a combination of playgrounds and parks designed for non-organized recreation activities. They are generally small in size (less than 5 (five) acres) and designed to serve a local neighborhood area. In general, they serve people living within ½ mile of the park. Typical facilities found in a neighborhood park includes children's playground, picnic areas, open grass areas for passive use, outdoor basketball courts, and multi-use open grass areas for field sports. Neighborhood parks in some of the smaller communities in the County may be the only park serving the area. As a result, they sometimes are called upon to provide a wider range of recreation opportunity.

**Community Parks:** A community park is larger than a neighborhood park (15 acres or more), and is designed to provide a broader range of active and passive facilities and use areas. Most often they provide structured recreation facilities such as sports fields, although individual and family activities are also encouraged. Community parks can also provide indoor facilities to meet a wider range of recreation interests. These parks serve a much larger area and in Calaveras usually serve an entire community. Because of their size, they offer more activities and require more support facilities such as parking, restrooms, and picnic facilities for groups.

**Special Use Areas:** Special use areas are sites that are occupied by specialized facilities or fulfill a specialized purpose. Some uses that fall into this park type include boat ramps, landscaped areas/gardens, or single purpose sites such as a sport field complex, target range, or a community center.

**Regional Day Use Parks:** Regional parks are recreational areas that serve the entire County and beyond. They are usually large sites and typically include specific uses or features that make the site unique. Regional parks may also focus on a mixture of active and passive recreational activities.

**Local Natural Open Space:** As much of Calaveras County, particularly the up-country areas are State and Federal owned lands, those properties are discussed separately in this Plan and are not included in this classification. Local Natural Open Space is land primarily left in its natural state with passive recreation uses as a secondary objective. It is usually owned or managed by a governmental agency and may or may not have public access. This type of land often includes wetlands, steep hillsides, or other similar spaces that cannot be developed. In some cases, environmentally sensitive areas are considered as open space and may include wildlife habitats, stream and creek corridors, or unique and/or endangered plant species.

### Park Land Inventory

Local park facilities are provided by an array of local entities. A summary of park types in unincorporated Calaveras County is presented in Table C-5 and the location, owners and operators of these parks are listed in Table C-6. The communities with parks and their principle recreational facilities are mapped in Figure C-5. The facilities are detailed by park in Table C-7.

|  |  |  |
| --- | --- | --- |
| **TABLE C-5. LOCAL PARKS BY TYPE** | | |
| **Type** | **Number of Sites** | **Total Acreage** |
| Neighborhood Parks | 1 | 2.40 |
| Community Parks | 7 | 169.92 |
| Special Use Areas | 8 | 19.34 |
| Regional Day Use Parks | 0 | 0.00 |
| **Total** | **16** | **191.66** |

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **TABLE C-6. LOCAL PARKS IN UNINCORPORATED COUNTY EXCLUDING SCHOOL FACILITIES** | | | | | |
| **Community** | | **Park Name** | **Acreage¹** | **Park Type** | **Operated By** |
| **Arnold** | | | | | |
|  | White Pines Park | | 13.52 | Community | White Pines Park Committee² |
| Courtwright / Emerson Ball Field | | 1.41 | Special Use | Courtwright-Emerson Memorial Ball Park Foundation³ |
| **Copperopolis** | | | | | |
|  | Copperopolis Town Square | | 0.1 | Neighborhood | Castle & Cooke Corp |
| **Mokelumne Hill** | | | | | |
|  | Hobbs Field | | 10.6 | Special Use | Mokelumne Hill Veterans District |
| Tennis Court | | 0.79 | Special Use |
| Shutter Tree Park | | 0.36 | Community |
| Horse Arena | | 2.33 | Special Use |
| **Mountain Ranch** | | | | | |
|  | Mountain Ranch Community Park | | 4.7 | Community | Mountain Ranch Community Club |
| **Murphys** | | | | | |
|  | Murphys Pool | | 0.84 | Special Use | Ebbetts Pass Veterans District |
| Murphys Community Park | | 1.1 | Community | Murphys Community Club4 |
| Murphys Public Tennis Courts | | 0.53 | Special Use | Van Cleave Family |
| Feeney Park | | 10.5 | Community | Feeney Park Foundation |
| **San Andreas** | | | | | |
|  | Nielson Park and Bench | | 0.39 | Neighborhood | San Andreas Recreation & Park District |
| Turner Park | | 2.4 | Community |
| San Andreas Baseball Park | | 23 | Community |
| **Valley Springs** | | | | | |
|  | Valley Springs Veterans Park | | 32 | Community | Jenny Lind Veterans Park |
| Clay Pits | | 3.5 | Special Use | MCP Industries |
| **West Point** | | | | | |
|  | Youth Center | | Need Ac |  | Blue Mountain Coalition for Youth & Families |
|  | 1Acreage refers to total parcel acreage, which may or may not be developed | | | | |
|  | 2Operated by White Pines Park Committee under a lease agreement with County & CCWD | | | | |
|  | 3Operated by Courtwright/Emerson Committee under a lease agreement with County & CCWD | | | | |
|  | 4Operated by Murphys Community Club under a lease agreement with owner | | | | |

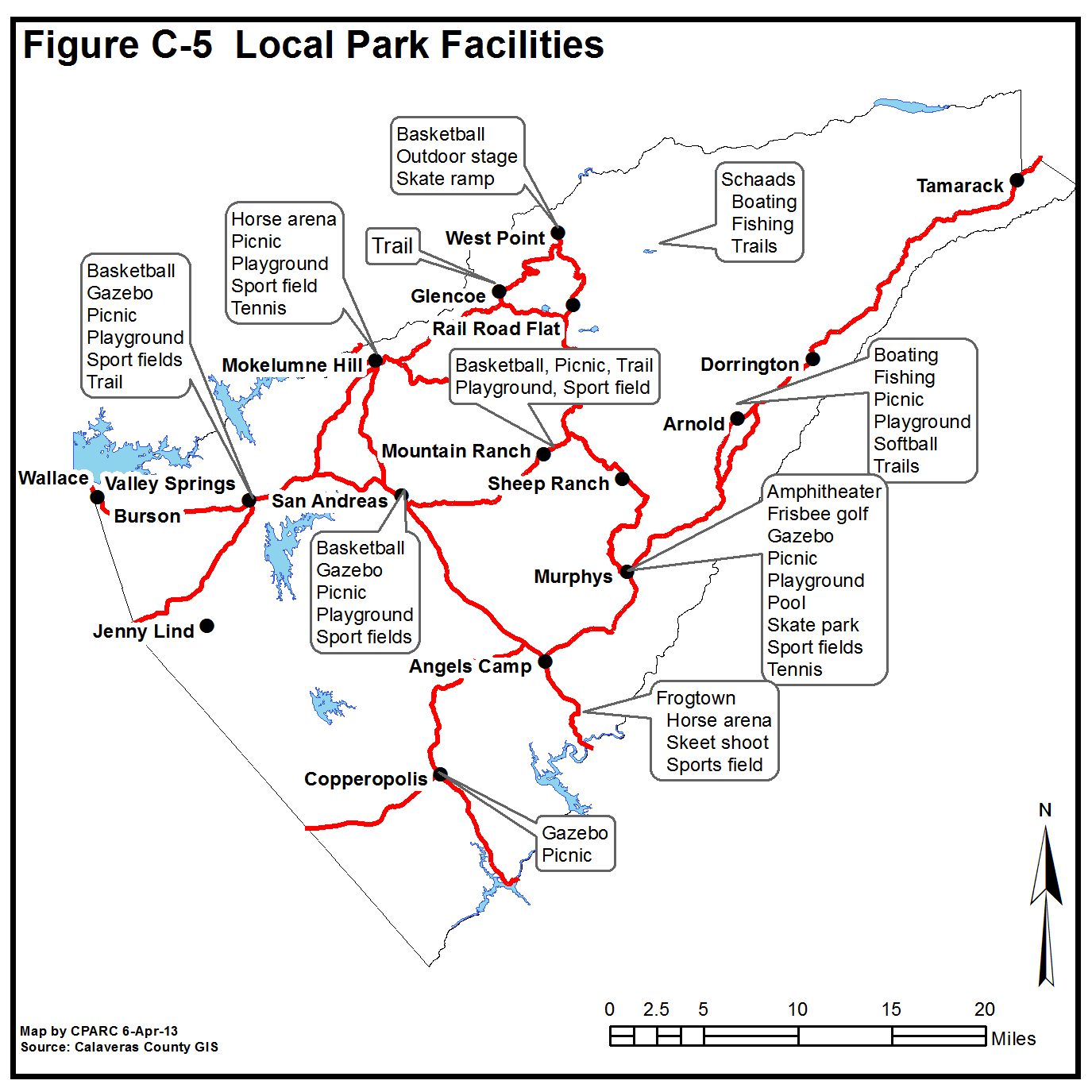


FIGURE C-5. LOCAL PARKS

|  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **TABLE C‑7. RECREATIONAL FACILITIES AT LOCAL PARKS IN UNINCORPORATED CALAVERAS COUNTY1** | | | | | | | | | | | | | | | | |
| **Community / Name** | | **Play Structure** | **Tennis Court** | **Horseshoe Pit** | **Restrooms** | **Open Space** | **Picnic Tables** | **Group Picnic Area** | **Soccer Field** | **Football Field** | **Baseball / Softball Fields** | **Basketball Court** | **Car Parking** | **Trails and Pathways** | **Community Building** | **Other** |
| **Arnold/White Pines** | | | | | | | | | | | | | | | | |
|  | White Pines Park | **** |  | **** | **** | **** | **** | **** |  |  | **** |  | **** | **** |  | Beach, fishing, volleyball |
| Courtwright-Emerson Ball Field | **** |  |  | **** |  |  |  |  |  | **** |  | **** |  |  |  |
| **Copperopolis** | | | | | | | | | | | | | | | | |
|  | Lake Tulloch Public Easement |  |  |  |  | **** |  |  |  |  |  |  |  |  |  |  |
| Copperopolis Town Square |  |  |  | **** | **** | **** |  |  |  |  |  | **** |  | **** | Gazebo, public events |
| **Mokelumne Hill** | | | | | | | | | | | | | | | | |
|  | Hobbs Field |  |  |  | **** |  | **** |  |  |  | **** |  | **** |  |  |  |
| Barry’s Tennis Courts |  | **** |  |  |  |  |  |  |  |  |  |  |  |  |  |
| Shutter Tree Park | **** |  | **** | **** |  | **** | **** |  |  |  |  |  |  |  |  |
| Horse Arena |  |  |  |  |  |  |  |  |  |  |  | **** |  |  | Horse arena |
| **Mountain Ranch** | | | | | | | | | | | | | | | | |
|  | Mountain Ranch Community Park | **** |  | **** | **** |  | **** | **** |  |  | **** | **** | **** | **** | **** | Resource Center |
| **Murphys** | | | | | | | | | | | | | | | | |
|  | Murphys Pool |  |  |  |  |  |  |  |  |  |  |  | **** |  |  | Pool |
| Murphys Community Park | **** |  |  | **** | **** | **** | **** |  |  |  |  | **** |  |  | Gazebo |
| Murphys Tennis Courts |  | **** |  |  |  |  |  |  |  |  |  | **** |  |  |  |
| Feeney Park |  |  |  | **** | **** |  |  | **** |  | **** |  | **** | **** |  | Skate park, amphitheater |
| **San Andreas** | | | | | | | | | | | | | | | | |
|  | Nielson Park |  |  |  |  | **** | **** |  |  |  |  |  | **** |  |  |  |
| San Andreas Baseball Park |  |  |  | **** |  | **** |  |  |  | **** |  | **** |  |  |  |
| Turner Park | **** |  |  | **** |  | **** | **** |  |  |  |  | **** |  | **** | Gazebo, skate ramp |
| **Valley Springs** | | | | | | | | | | | | | | | | |
|  | Valley Springs Veterans Park | **** |  |  | **** | **** | **** | **** | **** |  | **** | **** | **** | **** | **** | Gazebo |
| Clay Pits |  |  |  |  |  |  |  |  |  | **** |  | **** |  |  |  |
| **West Point** | | | | | | | | | | | | | | | | |
|  | Blue Mountain Coalition  for Youth & Families | **** |  |  | **** |  | **** | **** | **** |  | **** | **** | **** | **** | **** | Stage, skate ramp |
| 1 | Local public parks excluding schools and the City of Angels | | | | | | | | | | | | | | | |

### Trails, Paths, Motorways and Paddles

The Mother Lode is blessed with miles and miles of old roads, trails and ditches that are the ruminants of the transportation network once used by the emigrants, Argonauts, water purveyors, lumbermen and cowboys. Much of this network has never been mapped, cataloged and marketed so the general public is unaware of its existence. Noting that trails are at the top of the county recreational needs assessment, CPARC is building an inventory of multiuse trails and paddles in Calaveras and western Alpine Counties from the foothills up to the high Sierras at Ebbetts Pass ([www.CalaverasOutside.org](file:///C:\Users\pamc\Documents\County%20Calaveras\Parks%20&%20Rec\CC%20Plans\P&R%20Master%20Plan\DraftMasterPlan_v9\www.CalaverasOutside.org)). This inventory includes trail guides, maps, level of difficulty, points of interest and a little history. As of March 2013, there were more than 85 recreational trails, bicycle paths and paddles. This list is an underestimate as the [BLM](http://www.blm.gov/ca/st/en/info/iac/maps_pubroom.html), [STF](http://www.fs.usda.gov/main/stanislaus/maps-pubs) and USGS maps show more roads, trails and canals that are available for hiking, bicycling, riding and motoring. In addition, there are abandoned skid roads and ditches almost everywhere that have never been mapped.

In Calaveras County there is an estimated 117 miles of trails on public lands (Table C-8). These trails provide access to remote areas of the county and offer ecological diversity, historic treasures, exceptional beauty and world class vistas (i.e. Calaveras Dome and the ridge just west of Jelmini Basin on the [Mokelumne Coast to Crest Trail](http://www.calaverasoutside.org/USFS_MoCr-BearVal.pdf) (MCCT), and ‘Top of the World’ on [ART](http://www.calaverasoutside.org/ART_WestTr.pdf)). Unfortunately, the geographical distribution of our trails is uneven and they are often located far from community centers (Fig. C-6). Since most of these trails are out-and-back rather than loops, they often require a second vehicle or bicycle as a shuttle. Thus, our trail system is an underused venue for routine recreation, exercise and personal health. There are recent efforts to bring trails to our communities such as the Arnold Rim Trail and the Valentine Trail.

Trails that are ADA compliant are limited to the trail around the Mountain Ranch Community Park and 1.5 mile [Lake Alpine Shoreline Trail](http://www.calaverasoutside.org/LakeAlpineShorelineTr.pdf) just east of the Calaveras County line. There are plans to build an ADA compliant trails at White Pines Park and Schaads Reservoir.

About 83 miles of the Calaveras Trail System is open to bicycles (Table C-8). In addition the [Calaveras County Bicycle Master Plan](http://www.calacog.org/docs/Calaveras%20County%20Bicycle%20Master%20Plan%20Sept%202007-FINAL.pdf) defines the need to connect major destinations with bike paths. Currently there is an incomplete system of just over 4.1 miles of bikeways, including one mile of Class I multi-use pathway, 0.12 miles of Class II bicycle lanes, and three miles of Class III signed bicycle routes. Implementation of the Bicycle Master Plan is a challenge because of the long distances between towns, narrow pavement widths and a lack of shoulders. Concerns about safety have been identified through the local user survey as an important reason people do not bicycle.

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **TABLE C-8. CALAVERAS TRAILS LISTED BY RECREATION AREAS\*** | | | | |
| **Trail/Ride/Paddle** | **Location** | **Owner** | **Miles One-way** | **H=Horse F=Foot B=Bike** |
| **Highway 49 Planning Area (Mokelumne Hill,San Andreas, Angels Camp, New Melones)** | | | | |
| [San Domingo Bike/Hike](http://www.calaverasoutside.org/SanDomingoEsmeraldaRide.pdf) | Angels Camp | Calaveras County Roads | 14.0 | F/B |
| Buck Brush Loop | [New Melones, Glory Hole Rec Area](http://www.usbr.gov/mp/ccao/newmelones/maps/map_glory_hole_rec_trails.pdf) | USBR (Bureau of Reclamation) | 1.3 | F/B |
| Angels Creek Loop | 2.5 | F/B |
| Frontier Tr | 2.0 | F/B |
| Gold Rush Tr | 2.2 | F/B |
| Carson Creek Tr | 2.3 | F/B |
| Tower Climb | 1.3 | F/B |
|  |  | **Subtotal** | **25.6** |  |
| **Three Lakes Planning Area (Rancho Calaveras, La Contenta, Valley Springs, Burson, Wallace)** | | | | |
| [Mokelumne Coast to Crest Tr](http://www.ebmud.com/sites/default/files/pdfs/Mok%20Trail%20Information_0.pdf) | [Lake Camanche/Pardee Watershed](http://www.ebmud.com/recreation/sierra-foothills-trails) | [East Bay Municipal Utility District](http://www.ebmud.com/recreation/recreation) | 31.0 | F/E |
| New Hogan Trs | [New Hogan Lake](http://corpslakes.usace.army.mil/visitors/projects.cfm?Id=L212390) | USACOE (Corp of Engineers) | 18.0 | F/B/H |
|  |  | **Subtotal** | **31.0** |  |
| **Blue Mountain Planning Area (West Point, Wilseyville, Glenoce, Rail Road Flat, Mountain Ranch, Sheep Ranch)** | | | | |
| [Mokelumne Canyon Trs](http://www.calaverasoutside.org/CC_PonderWy-MokeTr.pdf) | Ponderosa Way, Rich Gulch | USBLM/Calaveras County/PG&E | 4.2 | F/B |
| [Glencoe Trs](http://www.calaverasoutside.org/GL_ValentineTr.pdf) | Hwy 26, Glencoe | USBLM | 9.2 | F/H |
| Park Perimeter Tr | Mountian Ranch Park | Mountain Ranch Community Club | 0.7 | F/B |
| [Mokelumne Coast to Crest Tr](http://www.calaverasoutside.org/USFS_MoCr-BearVal.pdf) | Moore Cr to Bear Valley | [STF (Stanislaus National Forest)](http://www.fs.usda.gov/recmain/stanislaus/recreation) | 20.6 | F/B/H |
|  |  | **Subtotal** | **34.7** |  |
| **Ebbetts Pass Planning Area (Vallacito, Douglas Flat, Murphys, Hathaway Pines, Forest Meadows, Avery, Arnold, Dorrington)** | | | | |
| [Natural Bridges Tr](http://www.calaverasoutside.org/NaturalBridgesTr.pdf) | [Parrott's Ferry Road, Vallecito](http://www.usbr.gov/mp/ccao/newmelones/maps/map_natural_bridges.pdf) | [USBR](http://www.usbr.gov/mp/ccao/newmelones/index.html) | 0.8 | F |
| [Camp Nine Bike/Hike](http://www.calaverasoutside.org/CC_Camp9Ride.pdf) | Parrots Ferry Rd, Vallecito | USBLM, STF, USBOR, USACOE | 3.2 | F/B |
| [Oxendine Tr](http://www.calaverasoutside.org/USFS_Oxendine.pdf) | Candy Rock Rd, Hathaway Pines | [STF](http://www.fs.usda.gov/recmain/stanislaus/recreation) | 1.5 | F |
| Calaveras North Grove Tr | North Grove Big Trees Trails | [Calaveras Big Trees State Park](http://www.parks.ca.gov/default.asp?page_id=551) | 1.7 | F |
| Grove Overlook Tr | 0.5 | F |
| River Tr | 4.0 | F |
| Lava Bluffs Tr | 2.2 | F |
| [Arnold Rim Tr](http://www.calaverasoutside.org/ART_WestTr.pdf) | [White Pines to Avery](http://arnoldrimtrail.org/) | [STF](http://www.fs.usda.gov/recmain/stanislaus/recreation) | 10.6 | F/B/H |
| [Ganns Trail](http://www.calaverasoutside.org/USFS_GannsTr.pdf) | Ganns Mdw on Hwy 4 | 1.4 | F |
|  |  | **Subtotal** | **25.9** |  |
| **Copper Valley Planning Area (Cooperopolis, Copper Cove, Poker Flat, Oak Canyon Ranch,Saddle Creek, Lake Tulloch)** | | | | |
| No trails |  |  | 0.0 |  |
|  |  | Total | 117.2 |  |
| \* Recreation Planning Areas are defined in Exhibit E. | | | | |

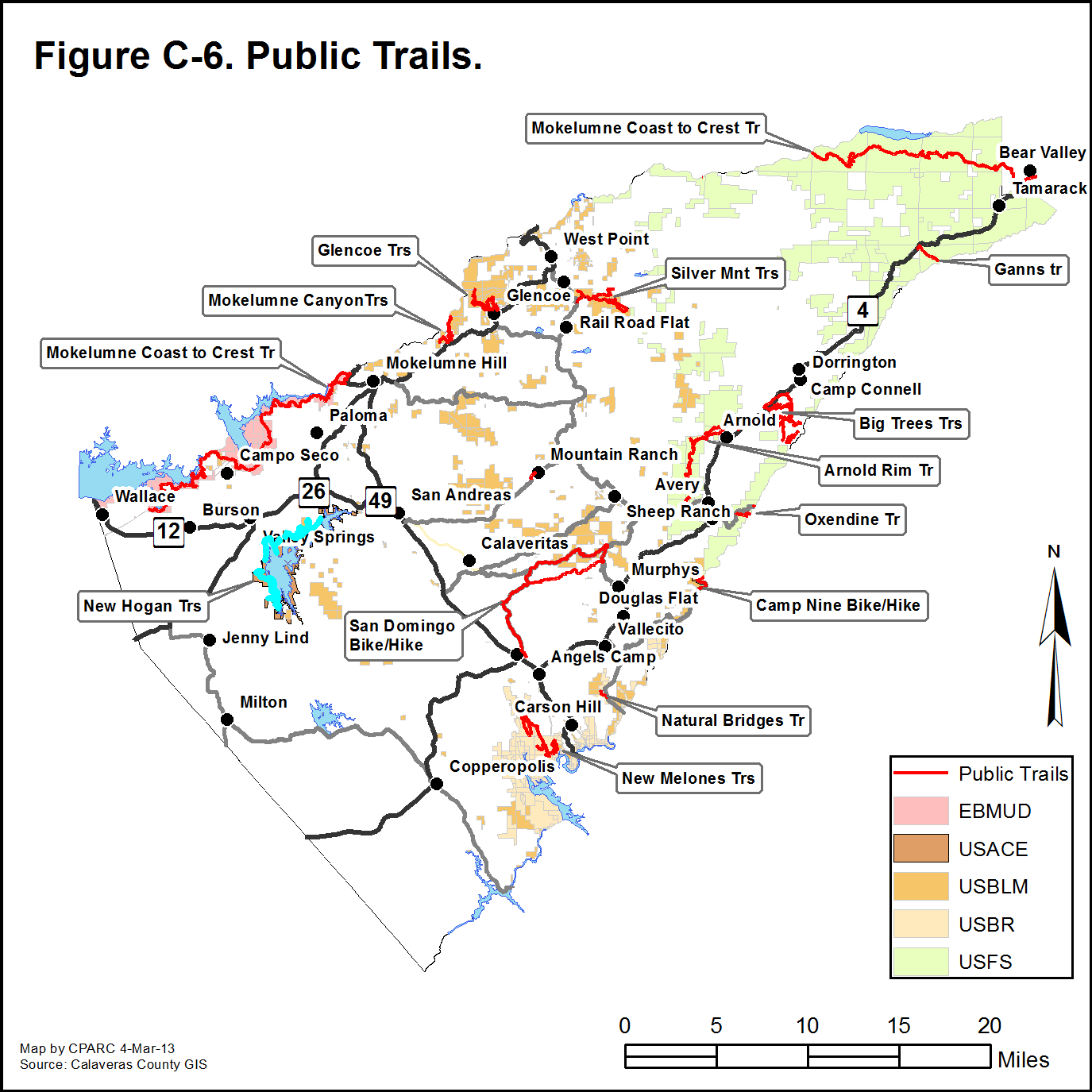


Figure ‑6. Public Trails

The trail owners are listed in Table C-8. The provision of recreation is not the primary mission of these agencies and the construction of trails is usually implemented through public partnerships such as [Mokelumne Coast To Crest Trail Council](http://www.mc2ct.org/) and the [Arnold Rim Trail Steering Committee](http://arnoldrimtrail.org/) and CPARC, whose volunteers build, maintain and promote trails in Calaveras County:

#### Arnold Rim Trail / [Arnold Rim Trail Committee](file:///C:\Users\Tom\AppData\Local\Microsoft\Windows\INetCache\Content.Outlook\WS7CB9K5\Arnold%20Rim%20Trail%20Steering%20Committee)

ART is a non-motorized, multi-use trail encircling the communities of Arnold and Avery. The thirty-mile trail, which is currently under construction, will ultimately link public lands, including Big Trees State Park, the Stanislaus River canyon, White Pines Park and the STF Interface area. It includes two crossings of SR 4. ART is recognized and designated in the Forest Service’s Interface Trails Plan. The National Park Service’s Rivers and Trails Conservation Assistance program recently adopted the ART as one of their projects, adding the Rim Trail to their list of significant projects like the Mokelumne Coast to Crest Trail.

#### Mokelumne Coast to Crest Trail / [Mokelumne Coast To Crest Trail Council](http://mokelumnecoasttocrest.wordpress.com/)

While still in the visioning phase, promoters of the Mokelumne River Coast-to-Crest Trail hope to eventually create a non-motorized, multi-use trail across central California from the East Bay across the Central Valley to Ebbetts Pass in the high Sierras. The MCCT is also one of twenty-seven official California State Parks trail corridors that form a statewide system linking mountain, valley and coastal communities to recreational, cultural and natural resources throughout the state. The MCCT is over one-Third complete with more trail added each year.

From the San Joaquin-Calaveras county line, there are now 30 miles of continuous trail across EBMUD lands that are open to the public for hiking and horseback riding to SR49 west of Mokelumne Hill. This trail traverses 31,000 acres of protected watershed along the Camanche and Pardee Reservoirs. The [EBMUD Trailbusters](http://www.ebmud.com/sites/default/files/pdfs/Trailbusters%20Volunteer.pdf) volunteers, California Conservation Corps, and Inmates from Cal Fire’s camp at Vallecito worked for twenty years with EBMUD rangers to construct the trail including brushing, narrow gauge construction, impressive rock retaining walls and bridges.

The MCCT segment from Mokelumne Hill to Moore Creek below Salt Springs Reservoir through the Mokelumne Canyon on lands owned by BLM, PG&E and the USFS is under exploration to locate an alignment that connects historic roads, trails and canals to minimize new construction. Volunteers from CPARC, Sierra Club and the MCCT Council play a major role in this effort.

The STF has opened some 40 miles of continuous MCCT from Moore Creek eastward through Bear Valley and up to Ebbetts Pass, the eastern terminus. CPARC volunteers have secured funding for signage and provided mapping services.

#### Ebbetts Pass National Scenic Byway

The Federal Highway Administration has designated the upper portion of SR 4 as a scenic byway, including 24 miles of road within Calaveras County from east of Arnold to the Alpine County line. In addition to the intrinsic scenic value of the route, SR 4 provides access to a number of major recreation and tourist destinations, including Calaveras Big Trees State Park and the Stanislaus National Forest.

### Reservoirs Recreation Areas

The Federal government and other land and utility agencies own reservoirs that provide important recreation facilities within the County. These facilities are not only important to provide recreation to local residents, but also make Calaveras County a destination for the tourist industry. Water-oriented recreational opportunities are offered at the following major reservoirs, which are shown on Figure C‑4. In addition, numerous smaller lakes and reservoirs within the County also satisfy recreational purposes with limited trails and facilities that serve the public.

* Pardee Reservoir is owned and operated by EBMUD. As a source of domestic drinking water, recreational use of the area is restricted to non-contact activities such as boating, fishing, camping, picnicking, hiking, and horseback riding.
* Camanche Reservoir is owned and operated by EBMUD. Swimming and boating are permitted and the area offers a variety of overnight accommodations and recreational activities including hiking and horseback riding.
* New Hogan Reservoir is owned and managed by the United States Army Corps of Engineers. The 4,400 surface acre lake was created in 1964 with the completion of New Hogan Dam. When full, the reservoir has 50 miles of shoreline and extends nearly 8 miles upstream to the confluence of the north and south forks of the Calaveras River. New Hogan offers 177 campsites in its three developed campgrounds. New Hogan receives substantial use, including boating, swimming, hunting, fishing, horseback riding, hiking, biking, picnicking, and camping.
* Lake Tulloch is owned and operated by the Tri-Dam Authority for irrigation and domestic water supply. The Lake is used for recreation with boating, fishing and swimming permitted.
* New Melones Reservoir is owned and managed by the Bureau of Reclamation. New Melones receives substantial recreational use, including fishing, boating, water skiing, wake boarding, jet skiing, sailing, swimming, kayaking, canoeing, wildlife viewing, rock climbing, hiking, biking, horseback riding and picnicking.
* Salt Springs Reservoir is located within the National Forest along the northeast boundary with Amador County. Pacific Gas and Electric operates the reservoir for hydroelectric power. Fishing, boating, swimming, rock climbing, hiking and camping are permitted.
* Salt Spring Valley Reservoir is owned by the Calaveras County Water District. The Northern California Power Agency operates the reservoir for power generation. Boating and fishing are permitted.

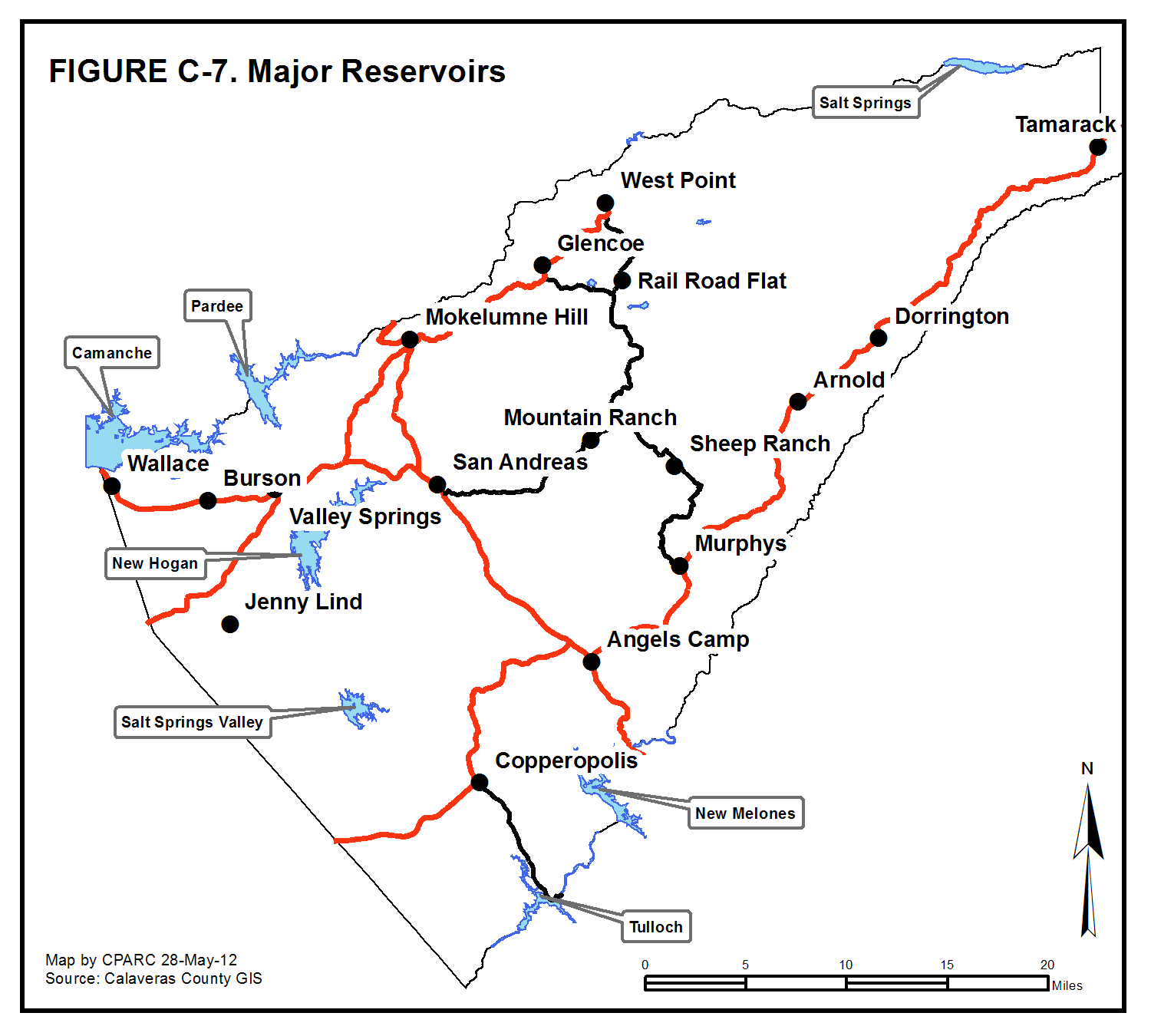


Figure ‑. Major Reservoirs

### Wild and Scenic Rivers

The Stanislaus and Mokelumne Rivers attract local and regional users for whitewater rafting and kayaking as well as fishing and swimming. The rivers are used by organized commercial tours and individuals on rafts, kayaks and inner tubes. Other creeks and tributaries in the County are used in similar fashion. Currently, none of Calaveras County's rivers are designated under either the state or federal Wild and Scenic River programs. However, there has been and continues to be interest and support for gaining official designation for portions of these rivers.

Unsuccessful attempts were made in 1974 and 1976 to place stretches of the Stanislaus River under the protection of the California Wild and Scenic Rivers System; in 1979, unsuccessful legislation was proposed to designate segments of the Stanislaus as part of the National Wild and Scenic River System. When New Melones Lake was approved for operation at full capacity and filled in 1982, the most popular 9½ mile whitewater stretch of the Stanislaus was inundated. During continued years of drought, when reservoir levels are low, portions of this whitewater stretch become accessible.

As part of the Land and Resource Management Plan: Stanislaus National Forest (1991), a Wild and Scenic River Study of the forest's rivers was conducted. The study concluded that the North Fork of the Mokelumne, and the North and Middle Forks of the Stanislaus are eligible for the classification of "Wild;" part of the Middle Fork of the Stanislaus as "Scenic;" and portions of the North Fork of the Stanislaus as "Recreational." Congress makes the final determination on Wild and Scenic River designations. At this time, the Forest Service manages the areas as if they were officially designated, even though Congress has yet to act upon the study's recommendation. If and when the designations are made official, the National Forest Service will prepare detailed management plans for those sections of the rivers affected.

The Mokelumne River is also wild and scenic and some 37 river miles of the North Fork Mokelumne are eligible for designation, from Salt Springs Dam to the Pardee Reservoir. The USFS has found the 17 mile stretch from Salt Springs Dam to Tiger Creek Powerhouse to be eligible while BLM has found the 20 mile stretch from the Tiger Creek Afterbay Dam to SR49 to be eligible. In recognition of its public value, the Foothill Conservancy is lobbying Congress to designate these stretches of the Mokelumne River as ‘Wild and Scenic’.

The most popular whitewater run on the Mokelumne is the Electra Run, a class II/III stretch from the Electra Powerhouse to the BLM Boat Launch at the SR49 Bridge and on to the EBMUD takeout at Middle Bar. The use of this 5.5 mile run by commercial rafters is under consideration by BLM which may issue the first permits in 2013. This run has recently been extended 2.5 miles upstream by recommissioning the Ponderosa Run following the recent restoration of the access road, Ponderosa Way.

### Caves

Three large limestone caves represent a significant and unusual recreational feature in Calaveras County. Among these caves are the following:

* *Mercer Caverns.* The owners of Mercer Cavern, located just north of Murphys, claim that the cavern is the oldest continuously operated commercial cave in California. The caverns, which contain numerous unusual and beautiful calcite formations, were used in prehistoric times as a mortuary site.
* *Moaning Cave.* Located near the town of Vallecito, Moaning Cave is a large and deep commercial cavern, with a 100-foot spiral staircase. Human remains found in this cave are believed to be among the oldest ever found in North America.
* *California Caverns.* Located at Cave City near Mountain Ranch, California Caverns has numerous chambers, passageways, and lakes up to 200 feet deep.

In addition to these commercially-operated caverns, other caves in Calaveras County are of recreational interest to spelunkers. These include the large Crystal Palace Cave, home to an unusual species of spider.

## Specialized Recreation Facilities

### Indoor Recreation Space

Veteran and community halls are distributed in towns throughout the County. While most are old, they provide a valuable resource to the communities they serve. Table C-8 on the following page lists these facilities.

### Outdoor Facilities

#### OHV (Off Highway Vehicle Park)

There is no OHV Park in Calaveras County. Proponents of OHV recreation often ask BLM to develop a park on public lands, but large areas away from communities with suitable topography do not exist in the county. On the other hand, the Stanislaus National Forest does include OHV travel on its National Forest Transit System. Each road is classified according to the type of vehicle that is permitted. Inclusion of this extensive information is beyond the scope of this document and can be reviewed in the Environmental Impact Study for [Motorized Travel Management](http://www.fs.usda.gov/detailfull/stanislaus/landmanagement/?cid=FSM91_057731&width=full).

### Aquatic Facilities

There are only three pools available for public use in Murphys, Angels Camp and San Andreas. The pools at Calaveras High School in San Andreas and and Bret Harte Union High Schools in Angels Camp are suitable for competition. No pools are available to the public west of SR49 or in the Blue Mountain area.

## Programs

A multitude of recreational programs are sponsored and organized by various community groups throughout the county including, but not limited to, the following: baseball, basketball, football, scouts, soccer, softball, and square dancing. Without diminishing the significance of these program and the volunteer efforts involved to perpetuate them, it is simply beyond the scope of this first edition of the Master Plan. An inventory and assessment of such programs and activities will be deferred to a subsequent edition*.*

Table C‑8. Halls and Meeting Rooms in Unincorporated Calaveras County

|  |  |  |  |
| --- | --- | --- | --- |
| **Community / Type** | | **Facility Name** | **Owned and Operated By** |
| **Copperopolis** | |  |  |
|  | Clubhouse | Black Creek | Black Creek Homeowners Association |
| Meeting Room | Copperopolis Fire Station No. 1 | Copperopolis Fire District |
| Clubhouse | Poker Flat | Lake Tulloch Homeowners Association |
| **Glencoe** | |  |  |
|  | Hall | American Legion Hall | American Legion Calaveras Post 376 |
| **Jenny Lind** | |  |  |
|  | Meeting Rooms | Jenny Lind Fire Station No. 1 | Jenny Lind Fire District |
| **Mokelumne Hill** | |  |  |
|  | Hall | Town Hall | Mokelumne Hill Veterans Memorial District |
| Meeting Room | Mokelumne Hill Branch Library | Calaveras County |
| **Mountain Ranch** | |  |  |
|  | Hall | Mountain Ranch Community Hall | Mountain Ranch Community Club |
| **Murphys** | |  |  |
|  | Hall | Murphys Lions Hut | Ebbetts Pass Veterans Memorial District |
| Hall | Old School | Ebbetts Pass Veterans Memorial District |
| Hall | Chispa Parlor #139 | Native Sons of the Golden West |
| Hall | Ruby #46 | Native Daughters of the Golden West |
| **Rail Road Flat** | |  |  |
|  | Hall | Railroad Flat Community Hall | Railroad Flat Community Club |
| **San Andreas** | |  |  |
|  | Hall | Town Hall | San Andreas Recreation and Park District |
| Meeting Rooms | Calaveras Senior Center | Calaveras Senior Center |
| Meeting Rooms | Mark Twain St. Joseph's Hospital | Mark Twain St. Joseph's Hospital |
| Meeting Rooms | San Andreas Library | Calaveras County |
| Meeting Room | Calaveras Works Building | Calaveras County |
| **Valley Springs** | |  |  |
|  | Teen Center | Valley Springs Youth Center | Valley Springs Youth |
| Hall | Jenny Lind Veterans Memorial Hall | Jenny Lind Veterans Memorial District |
| Meeting Rooms | Valley Springs Library | Calaveras County |
| **West Point** | |  |  |
|  | Hall | Veterans of Foreign Wars Hall | Veterans of Foreign Wars |
| Hall | West Point Community Hall | West Point Benefit Club |
| Hall | West Point Veterans Memorial Hall | West Point Veterans Memorial District |
| Meeting Room | West Point Branch Library | Calaveras County |
| Youth Drop-In Center | Blue Mt. Coalition for Youth and Families | Blue Mt. Coalition for Youth and Families |
| **White Pines** | |  |  |
|  | Hall | Independence Hall Community Center | Independence Hall Community Center Committee |

# Goals, Policies and Programs

Add an objective, fair system for determining project priorities to avoid undue conflict between special interest groups. Priorities might be based on:

* Biggest effort goes to communities with biggest needs.
* Funding for specific projects will dictate the order of implementation.
* Focus on projects that are low hanging fruit.

…Pat (12/22/2012)

Exhibit D

As a basis for identifying the deficiencies in the parks and recreation system, for prioritizing future efforts, and for establishing design criteria for new facilities, the Park and Recreation Commission articulated a set of goals, policies and program objectives, which are set forth in the chapter that follows.

Goals provide the context for the specific objectives and policy actions discussed in the Master Plan. The goals provide the long-term vision and serve as the foundation of the Plan. Goals are broad statements of purpose, while policy actions provide a bridge between general policies and actual implementation guidelines, which are detailed in Exhibit I. In essence, these goals collectively answer the question: What is it that we are trying to accomplish?

**Principles**

The Calaveras County Parks & Recreation Commission is committed to implementing the General Plan goals and objectives by developing parks and recreational opportunities to foster and connect vibrant neighborhoods that form livable communities and by striving to provide recreational opportunities that offer:

* Access to all
* Proximity to every neighborhood
* Cool, shady environments
* Physical connectivity to the community
* Recreational choice that recognizes the community’s diversity
* Support to the community’s economic objectives
* Intrinsically safe and protected spaces
* Water and open space is a public resource

**Vision**

A high-quality parks and recreation system that exhibits the following characteristics

* Supply – adequate supply of recreational opportunities
* Distribution - equitable location and access
* Character – diversity of recreation choices
* Quality – safe and secure

The following list of objectives and policy actions define: “How are we going to accomplish this?”

Objectives define strategies or implementation steps to attain the identified goals. Unlike goals, objectives are specific, measurable, and have a defined completion date. They are more specific and outline the “who, what, when, where, and how” of reaching the goals.

## Grow and Link the Systems of Parks, Trails, and Publicly-Accessible Lands

* 1. Develop a regional system of recreational facilities and programming that offer all people opportunities to be active and healthy while enjoying safe and well maintained lands and facilities.
     1. Protect, restore, and preserve the natural systems of land and water held in trust for current and future generations
     2. Incorporate consideration for recreation into all County policies, standards, and procedures to enable the County to gain the best recreational opportunities from land use developments
        1. **County Planning and Permitting Process**

Integrate recreational considerations based on adopted guidelines into projects, policies, and the County’s planning process.

* + - 1. **Land Use Planning**

Incorporate park and recreation strategies within open space, water quality, flood control, fire protection, transportation, housing, and other critical land use plans.

* + - 1. **BoS Discretionary Actions**

Consider park and recreation strategies in all discretionary actions related to land development, transportation, open space, water quality, flood control, fire protection, housing, and other critical land management plans.

* + - 1. **Environmental Remediation**

Consider park and recreation strategies in any actions associated with closure or reclamation of mining and disposal sites.

* + 1. Assure that new development mitigates any and all impacts to the existing park and recreation system
       1. **Assure Full Implementation of Quimby Act and County Code Chapter 16.24**

Update park dedication standards codified under County Code Chapter 16.24 based on park inventory adopted with the County Park and Recreation Master Plan and consistent with the Quimby Act.

Adopt annual report identifying residential development approved during the prior year and documenting compliance with County Code Chapter 16.24.

* + - 1. **As a Condition of Approval, Require New Development to Dedicate Land and Construct Facilities**

As a condition of project approval and consistent with the County’s adopted Parks and Recreation Master Plan, require new residential development to dedicate land and construct facilities serving that development’s future residents and meeting adopted standards.

* + - 1. **As a Condition of Approval, Require New Development to Fund Continued Operations and Maintenance of Recreation Facilities**

As a condition of project approval and consistent with the County’s adopted Parks and Recreation Master Plan, require new residential development to create a reliable funding mechanism to assure continued operations and maintenance of recreation facilities serving that development’s future residents.

* + 1. Promote and provide for public access to public resources
       1. **Provide For Public Access to Waterways on Any New Tentative Subdivision or Parcel Map**

Consistent with the provisions of California Government Code Section 66478.1 et seq, provide for public access to waterways when establishing conditions of approval for any new tentative subdivision or parcel map. Establish standards for the extent, width and character of the public easement as may be reasonable to achieve reasonable public use of the public waterway, river, or stream consistent with public safety. Standards shall consider all of the following: That the easement may be for a foot trail, bicycle trail, or horse trail; the size of the subdivision; the type of riverbank and the various appropriate recreational, educational and scientific uses including, but not limited to, swimming, diving, boating, fishing, water skiing, scientific collection and teaching; the likelihood of trespass on private property and reasonable means of avoiding these trespasses.

* + - 1. **Maintain Public Interest in Rights-Of-Way and Easements on Existing Public Highways, Roads and Trails**

No action shall be taken to relinquish the public interest in existing easements or rights of way unless such easement or right of way is demonstrated to have no potential future recreational benefit.

* + - 1. **Pursue Opportunities to Create Access to Existing Public Lands (e.g., US Bureaus of Land Management and Reclamation, US National Forest,** **East Bay Municipal Utility District) Without Public Access**

When and where opportunities present themselves, work with adjoining landowners to gain public access to public lands.

* + 1. Adopt and implement a Parks and Recreation Master Plan (Master Plan) that enables the development of a regional system of recreational facilities and programming
       1. **Adopt Parks and Recreation Master Plan**

Finalize the Parks and Recreation Master Plan that assesses current needs, defines an effective management entity responsible for its implementation, and recommends funding options.

* + - 1. **Develop Plan for Regional Park System**

Develop a regional plan for an integrated system of parks, trails and open space that complements local, state, and national resources.[[4]](#footnote-4)

The regional plan for parks shall be consistent with the Master Plan and shall describe the general locations, priorities and uses, park classification, estimated costs, and potential funding sources for at least XXX acres of future park and recreation facilities.

* + - 1. **Develop Plan for Regional Trail System (Non-Motorized Transportation Routes)**

Develop a regional plan for an integrated system of trails and that complements local, state, and national resources. The regional plan for trails shall be consistent with the Master Plan and shall describe the general locations, priorities and uses, trail classification, estimated costs, and potential funding sources for at least XXX miles of future trails.

The plan should be consistent with the Circulation Element, Calaveras County Bikeway Master Plan and Calaveras County Pedestrian Master Plan and shall emphasize connections between residential, commercial, recreational and public facilities within the county and connections to regional trail systems such as the Mokelumne Coast to Crest Trail and the Pacific Crest Trail.

Continue coordination with the county's regional transportation planning agency to ensure recognition of proposed county trails in regional plans.

The Plan shall include strategies for protecting future potential trail corridors and establish priorities for constructing the non-motorized transportation routes that:

Promote circulation and the county's non-motorized transportation plan

Provide linkages to existing non-motorized transportation facilities

Provide connections between recreational resources (including waterways and scenic route designations), recreational facilities, schools, commercial centers, neighborhoods, libraries, public facilities, medium and high density housing and between other population centers and destination points.

* + - 1. **Adopt Siting Standards for Locating New Facilities**

Develop siting standards for locating new public facilities that address connectivity to other components of the system; proximity to communities, public spaces and commercial districts; accessibility via multiple modes of transportation; provide maximum access for the disabled or that provide minimal site alteration to accommodate the disabled.

To the extent feasible and consistent with the stated goals of the facility, give priority to acquiring park and recreation facility sites that:

Have the potential to provide a variety of recreation choices that promote use by all

Require minimal land disturbance for grading and vegetation removal

Minimize impacts on adjacent private property or have existing natural buffers between adjacent properties and proposed park uses

Maximize safety and security where they can be easily patrolled for public safety; discourage trespass issues, and use adequate lighting consistent with adjoining land uses

Are adjacent to existing public lands whenever feasible to allow for future expansion of those facilities and to encourage partnerships for funding, developing and maintaining new recreational facilities

Will assist in defining community character and enhance aesthetic quality.

* + - 1. **Prepare an Acquisition Plan for Each Proposed New Park Site**

Prepare an Acquisition Plan for each proposed new park site that addresses user needs, access modes, alternative sites, environmental impacts, and financing options.

* + - 1. **Adopt Design Standards for New Public Facilities**

Develop design standards for the development of new public facilities that consider guidelines established the National Park and Recreation Association and:

Include a variety of recreation choices that promote use by all

Give a high priority to user safety and site security

Provide for ADA accessibility

Promote sustainability and employ best land management practices that preserve natural resources and promote habitat diversity

Minimize conflicts with adjacent land uses

Minimize land disturbance and are compatible with the surrounding landscape

Provide amenities to promote use and enhance public spaces and commercial districts.

* + - 1. **Adopt Design Standards for New Public Trails**

Develop design standards for the construction of new non-motorized transportation routes that consider national recognized guidelines for similar recreational facilities. Design considerations should include, but not be limited to, encouraging the safe use of non-motorized transportation routes by multiple transportation forms including pedestrian, bicycle, and equestrian.

Develop standards and guidelines for the development and construction of various types of trails that are applicable to various settings, purposes and uses including along waterways, within communities, remote locations, etc.

* + - 1. **Develop Master Plans for Individual Facilities**

Prepare a master plan and a capital improvement plan for each acquired park area that applies adopted design standards and includes a site development plan, phasing for development, estimated cost for each phase and long-term operation and maintenance, estimated revenue generation, and funding sources for development.

* + - 1. **Prepare an Impact Assessment for Each Proposed Facility Development**

Prepare an Impact Assessment for each proposed facility that identifies significant resource values and provides a plan for management of vegetation, wildlife, and water resources (if applicable).

* + - 1. **Accommodate Special Groups**

Ensure that parks and trails are designed to meet the needs of special groups including: youths, seniors, and people with disabilities, and annually review special programs targeting those groups, revising them as appropriate.

* + - 1. **Create and Manage A Prioritized Land Acquisition, Preservation, And Improvement Program**

Develop an acquisition and capital improvement program that enables the development of an integrated system of parks, open space, and trails for the range of recreational uses consistent with siting standards.

1. **Support, Partner, Innovate and Lead**
   1. Cultivate partnerships, explore new approaches, and adopt best practices
      1. Develop and implement a plan for cultivating partnerships with other organizations and groups by acting on mutual goals
         1. **Identify Partners in Facility and Programs**

Develop a target list of partners to serve and implement the Master Plan including but not limited to the following sectors:

Other service providers such as school districts, veterans’ districts, non-profit agencies, organized sports leagues, utility agencies (e.g., Calaveras County Water District, Union Public Utility District), homeowners association, special districts, County and City agencies, State government (e.g., Caltrans, CalFire, State Parks), federal agencies (Bureau of Land Management, Army Corps of Engineers, National Forest Service)

Special interest groups such as chamber of commerce, visitor’s bureau, and business associations, developers, community groups, etc.

Users by recreation type (organized sports leagues, sports clubs, etc.) and demographic (youth, senior, people with disabilities, etc.)

Facility neighbors

Public

Taxpayers.

* + - 1. **Develop and implement advocacy / partnership plan for each partner sector to address**

Develop and implement an advocacy / partnership plan for each partner sector to identify and form mutual goals, shared expectations and desired outcomes.

* + - 1. **Offer and Promote Reciprocity with Other Service Providers**

Promote and pursue partnerships to share the use of existing recreational facilities and to develop new facilities for mutually-beneficial recreational use

Pursue partnerships as necessary to distribute costs and manpower necessary to acquire, construct and maintain facilities

Negotiate with school districts, developers, or other potential recreation providers for recreational opportunities

“Piggyback” on existing facilities, uses, and programs to create synergies and develop fuller recreational opportunities. Link or incorporate recreational facilities from other entities whenever feasible. Locate park and recreation facilities adjacent to existing public lands whenever feasible to allow for future expansion of those facilities and to encourage partnerships for funding, developing and maintaining new recreational facilities. Locate trails adjacent to existing public rights-of-way where they may be more easily maintained in conjunction with maintenance of existing facilities (e.g., roadways)

Share best practices, technical knowledge, and expertise to implement plans and projects.

* + - 1. **Facilitate and Support Community-Based Park and Recreation Efforts**

Facilitate and support community-based efforts to form park and recreation districts, to establish park and recreation facilities, to sponsor recreation programs, and to host recreation events within the county that benefit the community. Methods of support include, but are not limited to:

Providing a streamlined permitting process and/or permitting assistance for conditional or special use permits, road closures, etc.

Reducing, waiving or deferring payment of permit application fees

Reducing, waiving or deferring payment of impact mitigation fees

* + - 1. **Recognize and Support the Needs of All**

Ensure that park facilities and programs are designed to meet the needs of special groups including: youths, seniors, and people with disabilities, and annually review special programs targeting those groups, revising them as appropriate.

* + - 1. **Establish an Active Public Participation Program**

Establish an active public participation program for all phases of park and recreation activities.

* + - 1. **Coordinate With Landowners to Allow Public Access for Low Impact Use**

Identify mutual goals and coordinate with interested owners of timber and grazing lands, reclaimed mine sites and quarries, closed disposal sites, utility rights of way, etc. to allow public access for low impact use.

* + - 1. **Support and Promote Events Celebrating the County's Culture, History, Industries, Recreational Opportunities and Natural Resources**

Continue to support and promote public activities and events celebrating the county's culture, history, industries, recreational opportunities, arts and natural resources. Support and promote events that bring visitors and residents to the county, further the economic development objectives of the county, and are compatible with the county's community character including, but not limited to:

Events recognizing and celebrating the county's historic sites, structures, people, culture and events

Active recreational events such as fishing tournaments, triathlons, fun-runs, biking, biking, equestrian events, and other recreational events

Events recognizing the county and region's historic industries (e.g., mining, timber harvesting, ranching) and emerging industries (e.g., wineries and tourism)

* + 1. Conduct and Coordinate Regional Planning
       1. **Maintain Master Plan**

Adopt and regularly review and update the Countywide Park and Recreation Master Plan.

* + - 1. **Facilitate a Forum for Bringing Service Providers Together**

Facilitate an annual forum to solicit input from local service providers on how to meet park and recreation goals, policies and programs.

* + - 1. **Support the Efforts Of Other Agencies, Organizations, And Communities To Fulfill Their Recreation Objectives**

Support park and recreation planning efforts by cities and towns, special districts, and other public agencies.

* + - 1. **Integration with Other General Plan Elements and Planning Documents**

Incorporate park and recreation strategies within other elements of the General Plan. Design and locate park and recreation facilities to further the goals of other general plan elements. Integrate park and recreation strategies with other planning documents (County Bicycle Master Plan, County Pedestrian Master Plan, community plans, Regional Transportation Plan, etc.).

* + 1. Encourage and Support a Diverse Range of Recreational Programs that Reflect the Diversity of our Communities
       1. **Encourage Innovative Recreational Programming at Our Facilities through Partnerships with Non-Profit Organizations and Other Service Providers**

Support existing service providers and non-profit organizations in their efforts to provide programs based on the desires and lifestyles of their communities.

* + 1. Encourage and support volunteer efforts
    2. Encourage and support partnerships with economic development

The County General Plan revision program envisions encouraging tourism to increase the economic base of the County. Professional associations can be very helpful in considering how public facilities, e.g. trails, can augment and support these private activities. Some possibilities are:

Where appropriate and where consistent with County zoning, support the efforts of local vintners to provide facilities to encourage park and recreation uses as part of their land holdings for picnic areas and cultural facilities.

Encourage wineries to cooperate on providing trail connections between close by wineries and on encouraging a recreation component to visits to a winery, e.g. putting in stocked fishing ponds, and picnic facilities, etc.

If trails are built connecting to and through public lands, new low intensity commercial opportunities could become feasible, e.g. dude ranches or horse stables.

1. **Foster Discovery, Learning, and Stewardship**
   1. Engage the community by providing volunteer and educational experiences for people to discover, learn about, protect, and restore their parks, trails and public spaces
      1. Avail and apply the resources of the agency to facilitate and support communities in their desire for recreational opportunities
         1. **Develop Public Outreach Plan**

Develop a Public Outreach Plan to engage the community in the fulfillment of the Master Plan goals and include the following elements:

Develop an outdoor education program that complements existing local programs

Outreach to the community to increase access to and knowledge of our lands

Grow the volunteer program to provide experiential learning opportunities that promote stewardship

Develop and maintain website to promote the use of parks and recreation facilities, programs, and events.

* + - 1. **Promote Access to the Regional Park and Trail System**

Prepare a park and trail map brochure describing existing recreational opportunities, trails and their access points from major transportation routes for distribution via electronic media and the visitor's center and commercial establishments throughout the county. Provide directional indicators to park entrances and trailheads from State highways; and a kiosk at the government center and visitors' center.

* + - 1. **Encourage and Support Adopt-A-Park and Adopt-A-Trail Programs**

Encourage and support community groups, commercial sponsors and similar entities to "Adopt-A Park" for maintenance of completed park and recreational facilities.

Foster park “champions” and facilitate the formation of community groups to take “ownership” of community parks and recreation programs.

1. **Establish a Viable Entity with Responsibility for Implementing the Master Plan and Ensuring Organizational Effectiveness**
   1. Establish entity with responsibility for implementing park and recreation goals, policies and programs. Assure sound management and encourage employee development
      1. Direct and support the County Park and Recreation Commission to actively engage in the process of creating and/or designating an entity with responsibility for implementing park and recreation goals, policies and programs
         1. **Support Formation of Entity**

If entity is a new special district or other government agency, support and fund LAFCO (Local Agency Formation Commission) processing of agency formation.

* + - 1. **Routinely Review and Update Master Plan**

Update the Master Plan at least every five years to respond to changing community needs and recreation trends. Updates shall address, at a minimum, the changing park and recreation needs of residents and visitors, new potential funding sources, revised cost estimates for proposed park facilities, population projections, changes in population composition, new opportunities for partnerships, and updates to the inventory of park facilities including both acreages removed and added for recreational use.

* + - 1. **Monitor Master Plan Implementation**

Monitor Master Plan implementation and evaluate successes and failures.

* + 1. Assure organizational effectiveness by fostering sound management and encouraging employee development
       1. **Adopt Governance Plan**

Adopt governance plan to guide agency actions consistent with applicable laws and the adopted Master Plan including written policies for conducting public meetings, adopting annual budgets, contracting with outside entities, employing staff, etc.

* + - 1. **Assess Risks and Liabilities**

Establish process for methodically evaluating the risks of agency actions and considering appropriate mitigation of perceived liabilities.

* + - 1. **Establish and Maintain Clear Lines of Communication and Responsibilities**

Maintain up-to-date organization chart showing all employees.

* + - 1. **Promote and Encourage Continued Employee Development**

Promote and encourage continued employee development by:

Initiating and facilitating collaboration among agency employees, with other County departments, park and recreation stakeholders, and park and recreation professionals.

Involving all agency staff in implementing the adopted Master Plan

Considering innovative technologies and employing best practices for agency administration, programs, operations, and land management

1. **Fulfill Financial Needs**
   * 1. Achieve sustainable long-term financial viability to implement capital improvement plan, satisfy operational obligations, and provide desired programs and services Pursue and encourage innovative approaches to funding implementation of the Park and Recreation Master Plan from multiple sources
        1. **Maximize Grant Funding**

Develop grant writing program by identifying grant fund sources and making a specific plan for each potential grantor to secure grant funds. Prioritize grant submittals based on nexus with Master Plan and funding probability.

* + - 1. **Pursue Commercial Sponsorships**

Pursue commercial sponsorships in exchange for acknowledgement and community good will.

Identify limits of acknowledgement from naming rights to corporate identification. Continued honorary and memorial naming should be considered as appropriate.

* + - 1. **Develop Process and Promote Ability to Readily Accept Donations, Bequeaths, and Relinquished Lands**

Develop legal process for readily accepting donations, bequeaths, and relinquished lands.

Promote organization’s ability to accept land and facility donations from landowners for public uses or related community benefits, while encouraging continued use of the property by the landowner before donation (e.g., similar to estate planning assistance).

* + - 1. **Secure New Funding**

Direct and support the County Park and Recreation Commission to actively engage in the process of securing funding sources to implement the Master Plan. Assess the feasibility of all potential sources of funding.

* + 1. Strive to equitably distribute the costs of implementing the Master Plan while assuring access to all
       1. **Estimate the Full Range of Community and Social Benefits from Implementing the Park and Recreation Master Plan**

Recognizing that the user is not the sole beneficiary, estimate the economic, community, and social benefits of a robust parks and recreation system.

* + - 1. **Consider Multiple Funding Options**

Pursue multiple funding sources that reflect the benefits accrued.

* + 1. Ensure that new residential development mitigates any and all impacts to the park and recreation system
       1. **Fully Implement Quimby Act and County Code Chapter 16.24**

Fully implement the provisions of Government Code Section 66477 (Quimby Act) and County Code Chapter 16.24 to mitigate the impacts of new residential developments on the county's existing recreational facilities.

* + - 1. **Update the County's Traffic Impact Mitigation Fees**

During annual review the county's traffic impact mitigation fee programs, ensure that non-motorized transportation routes associated with the county's highest priority planned roads are addressed in the update.

* + - 1. **Consider Adoption of an Impact Mitigation Fee to Fund Capital Improvements**

In addition to any Quimby obligations, consider adopting impact mitigation fees for the construction of capital improvements consistent with the Master Plan serving new residential development.

* + - 1. **Form Benefit Assessments in New Developments to Fund Ongoing Operations and Maintenance**

In addition to any Quimby obligations or impact mitigation fees, consider the formation of benefit assessments (or other comparable mechanism) to fund ongoing operations and maintenance of facilities and programs consistent with the Master Plan serving new residential development.

* + 1. Implement Master Plan within the limits of available funding
       1. **Develop Financing Plan**

Develop a Financing Plan for implementing the Master Plan that balances anticipated expenditures against anticipated revenues. Show expenditure categories and revenue sources.

* + - 1. **Develop and Update Long-Term Cash Flow Projections**

Develop long-term cash flow projections based on secured funding with a five- to seven-year planning horizon. Account for annual operating budget separately from capital improvements. Update projections in conjunction with annual budget review and approval process.

* + - 1. **Develop a Capital Improvement Plan**

Develop and annually review a five-year Capital Improvement Plan to identify priority projects and funding needs.

# Needs Assessment

EXHIBIT E

This Exhibit provides a quantitative assessment of the need for parkland and recreation facilities within unincorporated Calaveras County.

This Needs Assessment is based on the profile of Calaveras County presented in Exhibit B and the inventory of existing parklands and recreational facilities documented in Exhibit C. This needs assessment is intended to identify existing deficiencies in parklands and recreational facilities and to serve as the basis for developing a capital improvement program.

## Methodology for Assessing recreation Needs

Assessing the need for parks and open space areas depends on many local conditions, including demographics, community values, and the desired level of service the community wishes to achieve. To quantify specific parkland needs, the following approach was taken:

1. Inventory existing parkland ( Exhibit C)
2. Determine representative geographic areas, e.g., service areas or planning areas
3. Calculate current ratio of parkland to population for each geographic area of interest
4. Develop appropriate standards for parklands and recreation facilities for small communities in consideration of the following factors:
   * National, State and regional standards for small communities
   * Trends in recreational activity
   * Unique local conditions affecting recreation demand (e.g., seniors, disabilities, etc.)
   * Measure recreation demand
5. Compare parkland and facility inventory to recreation standards within designated geographic areas
6. Identify deficiencies for parklands and recreation facilities within designated geographic areas
7. Assess special opportunities

With the exception of the first step, which is covered in Exhibit C, each of subsequent steps is described in the following sections.

## Parkland Planning Concepts

Before discussing the process of quantifying parkland needs, let us define the basic assumptions that are used for our needs assessment. In the following paragraphs, we outline what gets counted and why. It is important that these assumptions are held constant as standards are applied, existing facilities are inventoried, needs are assessed, and implementation strategies are proposed.

Figure E-1. Urban park system showing increasing park size and facilities relative to the population served. Many small “close to home” parks with limited facilities serve the neighborhoods, larger community parks serve multiple neighborhoods, and a large regional or extra regional park with diverse facilities serve multiple communities.

### Community Centers versus Rural Residential

Calaveras County demographics are unique in the state. Even by rural standards, Calaveras County is distinguished by the dispersed nature of its population and the absence of any significant population centers. The dispersed population pattern is a defining characteristic that has shaped our existing park and recreation “system” and has posed the greatest challenge in developing an equitable, accessible and cost-effective system to meet current and future needs.

Two-thirds of the population live in more than a dozen small community centers that are scattered across the County, while the remaining third live in rural residential areas, typically on larger parcels distant from a community center. The rural residential populations are typically characterized by hobby farms and rural ranchettes.

While the fundamental concept of local parkland planning is to provide recreational resources “close to home” where car travel is not required (Figure E-1), this concept cannot be practically applied to and should not be presumed in rural residential areas where densities of five to ten units per acre or lower are common. Areas with such densities will have difficulty supporting “close-to-home” neighborhood parks. In such areas, larger backyards and school grounds may fulfill many of the traditional neighborhood park functions. While centrally located play equipment and sports fields may still be needed to serve these areas, it is not realistic to provide such facilities within the defined service distance. Accordingly, the parkland planning concept and the associated recreational standards proposed here distinguish between our community centers and the outlying rural residential areas.

As mentioned above, the “close to home” concept cannot be practically applied to rural residential areas where population densities are not sufficient to support such facilities. In the more rural areas, a more regional approach is warranted. In practice, park and recreation demand must be served, in part, by their nearby community center. Recognizing the additional demand placed upon community center resources by the outlying rural residential areas, the per capita demand standards established for urban areas likely underestimate the demand in rural communities of Calaveras.

***Outcome:***

* To assess needs, park and recreation standards are applied to community centers not to rural residential areas; and
* Nationally-accepted park and recreation standards established for urban areas should be adjusted to accurately represent demand in rural community centers.

### Regional versus Extra-Regional

The regional approach to serving rural residential areas must clearly distinguish local parklands from federal and state lands. Less than a three-hour drive from the San Francisco Bay area, federal and state lands in Calaveras offer easy access to a rapidly expanding population base of almost 10 million people. These public lands are intended to serve large populations and do draw visitors from across California and throughout the western U.S. By its own estimates, the Stanislaus National Forest attracts 1.8 million visits per year and expects visitation to increase by 42% over the next 20 years. Calaveras Big Trees State Park and all of the reservoirs in Calaveras similarly serve as a magnet for out-of-county visitors.

***Outcome:*** While State and federal lands are recognized as an important feature of the park and recreation landscape in Calaveras, those parklands serve a wider population and are not included in the inventory of local parklands.

### Existing Deficiencies versus New Development

Through the implementation of the Quimby Act, local ordinance and implementation measures outlined in Exhibit I, new development will, in large measure, be responsible for meeting the park and recreation needs of its population. However, such resources are not available to finance park and recreation facilities that are needed in existing communities.

***Outcome:*** Needs assessment will focus exclusively on existing deficiencies.

### Public versus Private

The benefits offered by park and recreational facilities are conferred by their public essence. Community cannot be fostered by exclusion.

***Outcome:*** Only those facilities that are freely open to the public are included in the inventory of local parklands.

### School versus General

While it can be presumed that schools provide an important recreational resource for the student population (ages 5 through 18), campus resources are not available to the general population during school hours. Further, school recreational resources are frequently closed during non-school hours. If they are open during non-school hours, which are quite limited, the “demand” from the school age population typically exhausts the “supply.”

***Outcome:*** School recreational facilities are included in the inventory of local parklands in proportion to the hours that they are available to the general public.

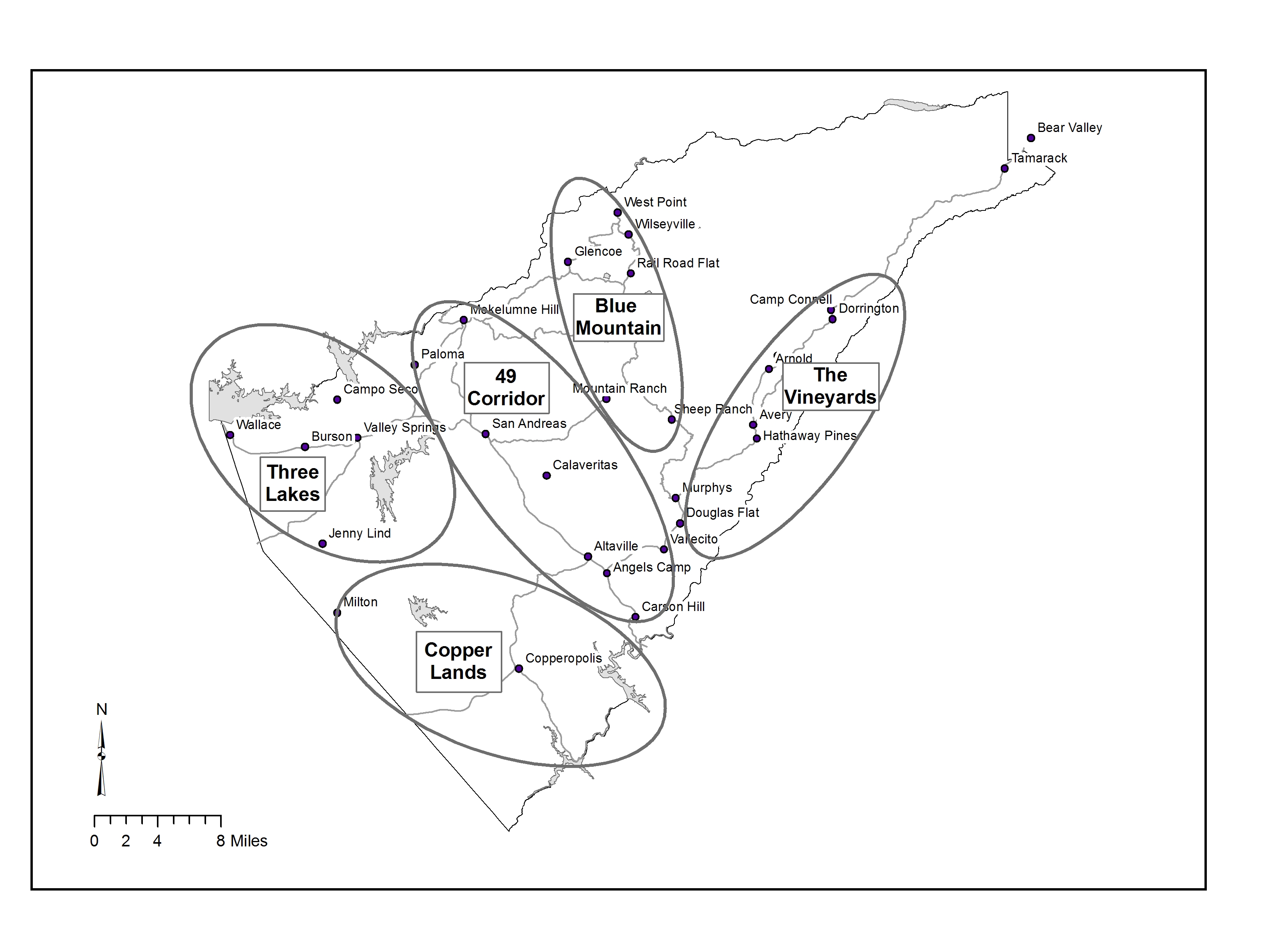
## Planning Areas

Recognizing that few of our communities have a dense population center and that population is scattered over a wide geographic area, we have chosen to pursue a balance of recreational resources over a wider geographic area. Rather than attempting to balance the recreational needs within each community center, we have aggregated our communities into larger geographic planning areas as a means of evaluating recreational needs. For ease of analysis, the planning areas are defined with the following criteria in mind (listed in descending priority):

* Keep geographically contiguous and community centers whole
* Align with U.S. Census tracts
* Limit boundaries to a 20-mile radius, which is comparable to the service area for regional parks
* Trend toward comparable land areas
* Isolate non-participating communities (Angels Camp and San Andreas Recreation and Park District

The planning areas are shown on Figure E-2 , described in Table E-1 and summarized below.

Figure E-2. Recreation Planning Areas [PLACE HOLDER]



The communities included in each planning area follow:

* + - * Ebbetts Pass –Angels Camp to Alpine County including the Murphys/Douglas Flat, Avery/Hathaway Pines, and Arnold Community Plan areas, the Ebbetts Pass Highway Special Plan area, and the Dorrington, Forest Meadows, and Vallecito community areas
      * Blue Mountain–Glencoe to Sheep Ranch including the Mountain Ranch, Sheep Ranch, Rail Road Flat, Glencoe, Wilseyville and West Point community centers
      * Highway 49 Corridor –Angels Camp to Mokelumne Hill including the City of Angels, the Mokelumne Hill and San Andreas Community Plan areas, and the San Andreas Recreation and Park District.
      * Three Lakes–Valley Springs to the San Joaquin County area including the Valley Springs Community Plan area, the Rancho Calaveras Special Plan area, and the Burson, La Contenta and Wallace community centers
      * Copper Valley –Pool Station to Stanislaus and Tuolumne Counties including the Copperopolis and Copper Cove/Poker Flat community centers and the Oak Canyon Ranch and Saddle Creek Specific Plan areas.

## Standards and Guidelines

Table E‑1. Planning Areas

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **Planning Area** | **Approximate Geographic Center** | **Land Area**  (square miles) | **Population** | **Population Density** (population per square mile) | **Census Tract** |
| Ebbetts Pass | Murphys | 245 | 10,650 | 44 | 1.22, 5.01, 5.03 and 5.04 |
| Blue Mountain | Rail Road Flat | 220 | 5,660 | 26 | 4 plus Mountain Ranch |
| Highway 49 Corridor | San Andreas | 195 | 9,804 | 50 | 1.21 and 3 (except Mountain Ranch) |
| Three Lakes | Valley Springs | 194 | 15,030 | 78 | 2.10 and 2.20 |
| Copper Valley | Copperopolis | 166 | 4,434 | 27 | 1.20 |

*Source: (U.S. Census Bureau, 2011)*

The purpose of park and recreation standards is to establish a point of reference that is applicable for planning, acquisition, and development of park and recreation facilities, primarily at the community level. Establishing and using park and recreation standards empower jurisdictions to:

1. Better understand park/open space service level needs and citizen demand for park facilities
2. Develop comprehensive park and recreation master planning documents
3. Establish fair and justifiable parkland dedications
4. Enable the creation of level of service standards for impact fees
5. Identify appropriate on-site improvements
6. Prepare budgets for the acquisition and ongoing maintenance of park facilities
7. Strengthen grant applications for land acquisition and capital improvements

As with any standard, they are to be applied according to the particular situation and specific local needs. Most park standards have been developed in the U.S. for areas of concentrated populations such as major cities and suburban areas. The concentration of population in urban centers allows for a hierarchy of facilities to serve an area based on the number of users and relatively short travel times (Figure E-1).

The National Recreation and Park Association (NRPA) has developed general guidelines which are based upon the “commonly accepted standard of 10 acres per 1,000 residents.” By contrast, Calaveras County’s 1996 General Plan has a goal of 2.5 acres per 1,000 residents and the State of California Quimby Act (Exhibit K) prescribes a range from 3 to 5 acres per 1,000 residents. These latter goals limit the authority of local jurisdictions to exact land dedications as a condition of new subdivision development.

However, such standards may not be directly applicable to small communities in rural areas. The NRPA planning standards were developed over 20 years ago based on urban models. In many cases, the NRPA standards were neither recognized nor usable by small communities. Moreover, NRPA standards reflected only loosely defined park types rather than the actual demand for parks and recreation facilities. Efforts have been made to correct these issues based on empirically sound methodologies sanctioned by NRPA. The most robust example of such efforts has resulted in Small Community Park & Recreation Planning Standards (RPI Consulting, Inc., 2003).[[5]](#footnote-5)

The standards from each of these sources have been compiled and are summarized in Table E‑2. Parkland and Recreation Planning Standards Relying on these small community standards and modified to reflect local conditions, the following approach is suggested:

* Provide community parks in each of the geographic areas serving one or more communities. They should be from 15 to 30 acres in size and offer facilities to support the majority of active sports. Facilities should be suitable for competitive play and tournaments.
* Provide smaller neighborhood parks from three to five acres in communities where no parks exist or where a community is under served.
* Where smaller parcels become available and where they are compatible with the area, smaller facilities should be pursued when opportunities arise, especially near the centers of these communities.
* Smaller communities may not be large enough to support a park

Table E‑. Parkland and Recreation Planning Standards

| **Category** | **Facility Type** | Units per 1,000 population | **Standard** | | | **Service Radius** |
| --- | --- | --- | --- | --- | --- | --- |
| **Small Community** | **ACRA[[6]](#footnote-6)** | **NRPA[[7]](#footnote-7)** |
| Parkland | Pocket | acres |  |  | 0.5 | less than ¼ mile |
| Neighborhood | acres |  |  | 2 | ¼ - ½ mile |
| Community | acres |  |  | 8 | 1 - 2 miles |
| **TOTAL** | acres | 14 | 13.7 | 10.5 |  |
| Sports Fields | Soccer/Multi-Use Field | each | 0.95 | 0.41 | 0.2 | 1 - 2 miles |
| Ball Field (Baseball/Softball) | each | 0.61 | 0.93 | 0.4 | ¼ - ½ mile |
| Lighted | each |  |  | 0.03 |  |
| Courts | Tennis Court | each | 0.97 |  | 0.5 | ¼ - ½ mile |
| Basketball Court | each | 0.91 |  | 0.2 | ¼ - ½ mile |
| Volleyball Court | each | 0.13 |  | 0.2 | ¼ - ½ mile |
| Multi-Use Court | each |  |  | 0.1 | ¼ - ½ mile |
| Golf | Par 3 (18-hole) | each |  |  | 0.04 | 30-60 minutes travel |
| 9-Hole (standard) | each |  |  | 0.02 | 30-60 minutes travel |
| Driving range | each |  |  | 0.02 | 30 minutes travel |
| Outdoor Recreation | Small Skate park | 7,000 SF | 0.16 |  |  |  |
| Full-Sized Skate park | 17,000+ SF | 0.06 |  |  |  |
| BMX Track (Standard ABA Certified) | each | 0.16 |  |  |  |
| Paved Multi-Use Trail | mile | 1.04 |  |  |  |
| Dirt/Gravel Multi-Use Trail | mile | 2.33 |  |  |  |
| Archery Range |  |  |  | 0.02 | 30 minutes travel |
| Shooting Range (8-station) |  |  |  | 0.02 | 30 minutes travel |
| Fishing Accessible Shoreline | mile | 0.32 |  |  |  |
| River Put-In/Take-Out with Boat Ramp | acre | 0.07 |  |  |  |
| Leisure | Playgrounds | 3,200 SF | 0.16 |  |  |  |
| Family Picnic Area | table | 6.25 |  |  |  |
| Group Picnic Area | shelter | 0.36 |  |  |  |
| Park Bench | each | 7.69 |  |  |  |
| Other | Swimming Pool (outdoor) |  | 0.12 |  | 0.05 | 15-30 minutes travel |
| 1/4-mile running track | each |  |  | 0.05 | 15-30 minutes travel |

## Parkland Demand Assessed Through Public Participation Process

Public input regarding parks and recreation was solicited during a number of public venues: workshops conducted as part of the General Plan Update (GPU) process, town hall meetings held specifically to discuss parks and recreation in each of the supervisorial districts, and at stakeholder meetings. Outcomes from each of these events are summarized in the sub-sections that follow.

### General Plan Workshops

***Community Workshop Round #1.*** During May and June 2007, the Calaveras County Community Development Agency held seven public workshops to help kick off the GPU. Over 500 people attended workshops in San Andreas, Murphys, Copperopolis, Arnold, Rail Road Flat, Valley Springs, and Jenny Lind. The workshops provided an opportunity for the public to offer their thoughts on what they like and do not like about their communities and the county as a whole, and what issues should be addressed in the GPU process. At these workshops, citizens were asked to rank those characteristics they considered assets to the County as a whole and to their own communities. The results from the workshops are shown below.

What are the top three assets in Calaveras County?

Natural resources

Rural atmosphere and open space

Tourism and recreation; Sense of History

What are the top three assets in your community?

Recreation

Rural atmosphere

Open space; Sense of History

**Community Workshop Round #2.** During December 2007, the Calaveras County Community Development Agency held a second round of six public workshops approximately 300 people attended workshops in Arnold, Copperopolis, West Point, Murphys, San Andreas, and Valley Springs. The workshops provided an opportunity for the public to brainstorm guiding principles for parks and recreation in addition to other topic areas. Participants were asked three questions to consider:

1. What is your vision for what Calaveras County should be in 10 to 30 years regarding each topic area?

2. What would you like to see improved regarding each topic area? What choices have to be made?

3. What Ahwahnee Principles would you support in each topic area?

Mintier summarized the outcomes as follows (Minitier & Associates, June 2008):

*“Many of the communities need additional investment in facilities such as parks and sidewalks; and services such as public transit, water, sewer, and trash collection. In the first two rounds of workshops participants identified issues with inadequate protection of community identity and provision of adequate services. Additional needs were identified as follows:*

* *Parks, playgrounds, and recreational areas;*
* *Community control over local design and land use decisions;*
* *Definition of community centers, boundaries, and sense of place;*
* *Design review to ensure historic consistency and unique community character; and*
* *Preservation of historic buildings and resources.*

*One of the major deficiencies within communities is a lack of parks, playgrounds, swimming pools, and similar facilities devoted to active recreation. Calaveras County does not directly maintain a system of park and recreation facilities. The ownership of these facilities is divided among a wide variety of public agencies, such as school districts, and private foundations/clubs. There is a shortage of facilities devoted to active recreation such as playgrounds and ball fields which especially affects children, teens, and persons with disabilities.*

*During the first two rounds of community workshops, residents expressed the need for the expansion of existing bike and pedestrian trails and new trails that connect major destinations.*

*Obviously, recreation and natural resource protection are key issues that are of importance to the citizens of the County.”*

### Town Hall Meetings on Parks and Recreation

Town hall meetings were held specifically to discuss parks and recreation in each of the supervisorial districts during the summer of 2009.

Public input revealed that new park acquisition and development should focus on the provision of community parks to serve geographic areas of the County. Where neighborhood park opportunities arise, they need to be followed. There was also support for specialized facilities whenever financial arrangements make implementation feasible.

Community input favored two elements:

* + - * Develop large multi-use parks that can provide a wide range of facilities and activities specifically sports fields. It is difficult to find adequate facilities for soccer, baseball and other active sports. Many existing parks are too small to provide for sports fields for all ages and where these facilities do exist they are too small to host tournaments
      * Developing community trails.

Consequently, the top priorities are to develop 1) y multi-purpose community parkand and 2) community trails.

### Parks and Recreation Summit

Parks and recreation providers were invited to meet with CPARC on July 21, 2010 to discuss how a proposed parks district could assist local volunteer efforts. Invited guests included park owners/operators, organized sports leagues, school and special districts, developers, and government agencies. In addition to six commissioners, over 40 people attended the summit, including three Calaveras County Supervisors.

The question posed to the recreation providers and the community at large was, “*IF* there was an independent parks and recreation district, what would you want from them? How could it best support you?” The most frequently shared concerns were: 1) the chronic shortage of volunteer staff and 2) for the continual effort to fund operations and maintenance through donations and fund-raising events. Participants also expressed concern over “burn-out” in the current volunteer base and the absence of obvious replacements.

In summary, the most valued deliverables from a county-wide district would be to:

* Provide county-wide liability insurance -Expected to be more cost efficient than multiple, individual group policies
* Provide a common parks and recreation message across the County and to tourists
* Provide expertise on government regulations as it is beyond volunteer capacities to understand all federal, state and local regulations that apply to parks and recreation
* Provide expertise on parks and recreation grants **-** knowing what opportunities are available, what are the requirements, grant writing skills, single point of contact for grantors, etc.
* –Minimize administration tasks so volunteers can focus on local programs and projects
* Provide MONEYfor improvements, operations and maintenance
* Provide general maintenance tasks and large-scale equipmentfor mowing, chipping, dragging fields, to tree pruning, irrigation installation, etc.

Key takeaways CPARC was asked to consider:

* Show the public what we can do and that we can do it better together togain public supportand then talk money (tax)
* Research and consider alternative/creative funding options:
  + If an independent district didn’t materialize, then create a county recreation manager position to work with the County Planning Department and developers to ensure that community needs are met
  + Use grant money to build facilities and parcel assessments to provide funds for operation and maintenance
  + Sell naming rights of parks, individual fields, and trails (endowments, local, agencies, corporations, etc.)
  + Create a parks and recreation endowment fund

## Trends

### Current Recreation Trends

Recreation participation is marked by the rise and fall of the popularity of various activities. Fortunately, American Sports Data Incorporated has been tracking national recreation trends for more than 18 years and the annual “[Superstudy of Sports Participation](http://www.sfia.org/reports/all/)” measures and reveals important trends about interest in, and demand for, parks and recreation activities. In particular this information gives us insight into the average frequencies of participation, that is, how often does the average baseball player or kayaker engage in that activity.

The combined data reveal that over the last two decades, Americans are decreasing participation in many of the traditional competitive team sports typically accommodated by municipal facilities. Sports in decline include baseball, softball, volleyball, and tennis. The only exceptions are soccer and ice hockey, which have experienced healthy growth.

While some traditional sports have declined, other less conventional, activities such as kayaking and artificial wall climbing have grown significantly. Changing demand patterns suggests communities should pay close attention to the growth sports such as skateboarding, in-line skating, mountain biking, trail running, ice hockey, and whitewater parks when making decisions about future parks planning (RPI Consulting, Inc., 2003).

### Population Growth (and Decline)

As specific areas of the County become suburbanized, the demand for a range of facilities can be expected to follow.

Historically, areas of new, large-scale developments have attracted more families with children than established rural areas. Thus, the population growth in western Calaveras County will create the need for more schools, while the communities east of SR49 may continue to experience declining enrollment and potential school closings.

### Development Patterns

Infrastructure-dependent

|  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- |
|  | **Population** | **Households**  **(HH)** | **Dwelling**  **Units** | **Jobs** | **Civilian**  **Labor**  **Force** | **Employed**  **Residents** | **Persons/**  **HH** | **Housing**  **Vacancy**  **Rate** |
| **2005** |  |  |  |  |  |  |  |  |
| Existing | 44,610 | 18,573 | 25,848 | 12,563 | 20,640 | 19,350 | 2.40 | 28.1% |
| **2035** |  |  |  |  |  |  |  |  |
| A | 68,294 | 32,521 | 45,168 | 19,288 | 29,116 | 27,078 | 2.10 | 28.0% |
| B | 68,294 | 32,521 | 45,168 | 19,288 | 29,116 | 27,078 | 2.10 | 28.0% |
| C | 80,136 | 37,273 | 49,697 | 22,651 | 33,354 | 30,942 | 2.15 | 25.0% |
| **2005-2035 Increment** | | | | | | | | |
| A | 23,684 | 13,948 | 19,320 | 6,725 | 8,476 | 7,728 | 1.70 | 27.8% |
| B | 23,684 | 13,948 | 19,320 | 6,725 | 8,476 | 7,728 | 1.70 | 27.8% |
| C | 35,526 | 18,700 | 23,849 | 10,088 | 12,714 | 11,592 | 1.90 | 21.6% |
| **2005-2035 AAGR** | | | | | | | | |
| A | 1.43% | 1.88% | 1.88% | 1.43% | 1.15% | 1.13% | - | - |
| B | 1.43% | 1.88% | 1.88% | 1.43% | 1.15% | 1.13% | - | - |
| C | 1.97% | 2.35% | 2.20% | 1.97% | 1.61% | 1.58% | - | - |

Source: (Mintier & Associates, 2010)

### Aging Population

The demographic trends sweeping the nation are well reflected in Calaveras County. We are an aging County. This will affect the type of park facilities that we need. Table 4-1 shows California Department of Finance projections on this subject (California Department of Finance). By the year 2030, seniors will constitute 30% of our population while our children will drop from 25% to 20% of our residents. The Department of Finance projects a moderate drop in public school enrollment from 6,967 in 2000 to 6,600 in 2010. In absolute numbers school enrollment will increase over the next two decades but will rise more slowly in percent than new households being added to the County.

### Young Adult Diaspora

Reference loss of young adults due to lack of education, training and job opportunities.

However, by taking into account our aging population, we do not want to neglect the needs of toddlers, children, teens and young adults. A lack of appropriate recreational facilities for these populations could discourage younger people from staying and young families from settling in Calaveras County. We must seek a balance in providing recreational activities for all ages to encourage families to settle and stay in the most rural areas.

### Tourism

As noted elsewhere, tourism and travel-related businesses play a major role in Calaveras County’s economy. Calaveras has many historical and recreational assets, including national forests and a state park, lakes, rivers, caverns, a major ski resort just over the county line in Alpine County, several golf course resorts, museums, historic Gold Rush-era towns, and wineries.

***GPU Guiding Principles***

*Visitors from around the state will be attracted to Calaveras County’s historic communities, local businesses, recreation areas, and wineries. Tourism will play major role in the local economy and protection of natural and scenic resources.*

*Source:* (Mintier & Associates, 2010)

Calaveras County attracts many tourists throughout the year for a diverse range of recreational activities, such as golfing, boating, hiking, biking, spelunking, camping, off-highway driving, swimming, hunting, fishing, picnicking, rock climbing, snow sports and wine tasting. The county hosts a growing number of diverse events including music programs, art exhibits, a grape stomp, , holiday parades, the Calaveras County Fair and Frog Jump Jubilee and the West Point Lumber Jack Day, just to mention a few.

Tourism is a means of capitalizing on the county’s abundant natural resources, open space, agricultural landscapes, and historic character. There are opportunities to expand the tourism base by promoting our natural resource areas and historic communities.. As stated in the Economic Development chapter of the Baseline Report, business owners for major tourist destinations in the county have made the following observations (Mintier & Associates, 2008):

* The county is becoming better known as a recreation and tourism destination.
* Visitor trends have continued upward, including repeat visitors who are staying longer.
* Existing venues are improving with value-added experiences and products; Wine and food-related events are increasingly popular
* There is increasing diversity in the age of visitors, with more younger couples in addition to families and older couples.
* Stanislaus and San Joaquin Counties are major markets, as well as the Bay Area, especially the East Bay and South Bay.
* Local tourism by Calaveras County residents is an under-tapped market.

The level of tourism in the county has economic impacts beyond just the dollars spent by visitors to the area. Visitor spending also increases sales and transient occupancy taxes, revenues which can be used for a variety of activities, including improved infrastructure, facilities and services. Finally, tourism creates awareness of the county’s assets, which has spurred many visitors to return, invest in second homes, and/or move to the county, bringing additional revenues and resources, including intellectual and business assets.

## LEVEL OF SERVICE

### Inventory of Existing Local Parkland and Facilities by Planning Area and Community

An inventory of local parkland by planning area is documented in Table E‑5 at the end of Exhibit E Exhibit, which includes the community location and the park acreage dedicated to particular uses. Facility uses were identified on aerial photos and areas were measured using GIS. To determine the areas of local parkland, the following assumptions described above were applied-Federal forests and state parkland were excluded, School parkland was excluded, and data for Angels Camp and San Andreas were included, but isolated.

* Segregate federal and state parklands which are intended to serve populations that extend well beyond the county borders and, as a rule, do not meet the “close to home” criteria
* Segregate school parkland and facilities which are intended to serve the student population and are not available for general public use during school hours. In many cases, school facilities are locked after hours and prevent general public use.
* Segregate Angels Camp parkland and facilities, which are intended to serve city residents and are not currently participating in this assessment of community needs.

### Parkland LOS by Planning Area

Using the inventory in Table E-5, public parkland was aggregated by planning area in Table E‑3. The level of service was determined by comparing the area of existing public parkland in each planning unit to the established parkland planning standard of 10 acres per 1,000 population. A review of Table E‑3 shows that the area of existing public parklands exceeds the parkland planning standard in two of the five planning areas: HWY49 Corridorand Ebbetts Pass. Significant additional parkland needs were identified in the Blue Mountain, Copper Valley, and Three Lakes planning areas.

Table E‑3. Parkland LOS by Planning Area

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| **Planning Area** | **Population** | **Existing Parkland**  (acres) | **Existing Parkland Supply**  (acres per 1,000 residents) | **Standards-based Parkland Demand\***  (acres) | **Parkland Surplus/ (Deficit)**  (acres) |
| Blue Mountain | 5,660 | 4.7 | 0.83 | 56.60 | **(51.90)** |
| Copper Valley | 4,434 | 0.7 | 0.16 | 44.34 | **(43.64)** |
| Hwy 49 | 9,804 | 134.59 | 13.73 | 98.04 | 36.55 |
| Three Lakes | 15,030 | 81.85 | 5.45 | 150.30 | **(68.45)** |
| Ebbetts Pass | 10,650 | 111.1 | 10.43 | 106.50 | 4.60 |
| Countywide | 45,578 | 332.94 | 7.30 | 455.78 | **(122.84)** |
| \*Standard: 10 acres of parkland per 1,000 residents | | | | |  |

Connectivity

This section should serve as the conclusion of the needs assessment and serve as the basis for developing capital improvement plan. Needs should be identified by analytical unit and then by community with planning areas based on the following criteria:

### Parkland LOS by Community Center

The assessment of parkland needs was further refined by comparing existing public parkland in each of the Calaveras communities to the established standard (Table E‑4). This additional level of detail allows a better understanding of the distribution of recreational facilities and targets those community centers most in need of additional resources.

A review of Table E‑4 shows that the area of existing public parklands exceed the standard of 10 acres per 1,000 population in seven of the sixteen community centers. Significant parkland needs are identified in the following community centers:

* Avery, Dorrington, Murphys, and Vallecito in the Vineyard planning area;
* Copperopolis in the Copper Valley planning area;
* Rancho Calaveras in the Three Lakes planning area; and
* Mountain Ranch, Rail Road Flat, and West Point-Glencoe-Wilseyville in the Blue Mountain planning area.

Table E‑4. Parkland LOS by Community

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| **Planning Area** | **Population** | **Percent of Total** | **Existing Parkland**  (acres) | **Existing Parkland Supply**  (acres per 1,000 residents) | **Standards-based Parkland Demand\***  (acres) | **Parkland Surplus/ (Deficit)**  (acres) |
| Angels Camp | 3,836 | 8.4% | 92.45 | 24.10 | 38.36 | 54.09 |
| Arnold/White Pines | 3,843 | 8.4% | 91.27 | 23.75 | 38.43 | 52.84 |
| Avery | 646 | 1.4% | 0.00 | 0.00 | 6.46 | **(6.46)** |
| Copperopolis | 3,671 | 8.1% | 0.70 | 0.19 | 36.71 | **(36.01)** |
| Dorrington | 609 | 1.3% | 0.00 | 0.00 | 6.09 | **(6.09)** |
| Forest Meadows | 1,249 | 2.7% | ? | ? | 12.49 | ? |
| Mokelumne Hill | 646 | 1.4% | 14.08 | 21.80 | 6.46 | 7.62 |
| Mountain Ranch | 1,628 | 3.6% | 4.70 | 2.89 | 16.28 | **(11.58)** |
| Murphys | 2,213 | 4.9% | 19.83 | 8.96 | 22.13 | **(2.30)** |
| Rail Road Flat | 475 | 1.0% | 0.00 | 0.00 | 4.75 | **(4.75)** |
| Rancho Calaveras | 5,325 | 11.7% | 0.00 | 0.00 | 53.25 | **(53.25)** |
| San Andreas | 2,783 | 6.1% | 28.06 | 10.08 | 27.83 | 0.23 |
| Vallecito | 442 | 1.0% | 0.00 | 0.00 | 4.42 | **(4.42)** |
| Valley Springs | 3,553 | 7.8% | 44.37 | 12.49 | 35.53 | 8.84 |
| Wallace/Burson | 403 | 0.9% | 37.48 | 93.00 | 4.03 | 33.45 |
| West Point, Wilseyville and Glencoe | 674 | 1.5% | 0.00 | 0.00 | 6.74 | **(6.74)** |
|  |  |  |  |  |  |  |
| Community Total | 31,996 | 70.2% |  |  |  | 25.47 |
| Rural | 13,582 | 29.8% |  |  |  | ? |
| Countywide | 45,578 |  |  |  |  | ? |
| \*Standard: 10 acres of parkland per 1,000 residents | | | | | | |

### LOS by Park Classification and by Recreational Facility Needs

The next step of the needs assessment is to perform the same type of analysis at the planning area and community center level by park classification and by recreational facilities to determine the following:

* Additional needs by park classification at the planning area level
* Additional needs by park classification at the community center level
* Additional recreation facility needs at the planning area level
* Additional recreation facility needs at the community center level

## Special Recreation Needs

Special recreational facilities cover a potpourri of concepts that will require individual analysis as they are proposed. Specialized facilities are costly to construct and maintain. However, creative thinking and creative reuse of existing structures can lead to reasonable solutions. As an example, the Blue Mountain Coalition for Youth and Families is located within a vacant hardware store in West Point and it serves the community well.

### American Disability Act (ADA)

The County profile reveals that 9% or 4,102 residents report a physical disability (Exhibit B). In addition to compliance with the American Disability Act (ADA) at existing facilities, additional special recreation facilities should be targeted for these residents.

### Bikeways

The fully built-out Calaveras Bikeway Network would consist of approximately 10 miles of Class I Pathways, 8 miles of Class II Bicycle Lanes and 241 miles of Class III Bicycle Routes.

### OHV (Off Highway Vehicle Park)

While these facilities can be controversial, there is no question that additional facilities are needed within the Mother Lode area. Money is collected by the State for these facilities as part of registration fees for motorcycles.

Additionally, the Bureau of Land Management is under legal obligation to build additional OHV facilities. They have proposed a motorized trail on BLM land within Calaveras County. The Agency needs to involve themselves in this BLM process to assure that these facilities are built in the appropriate location.

### Community Halls

Calaveras County is fortunate to have 14 halls, 10 meeting rooms, and 3 clubhouses operated by the county, Veterans, HOAs and non-profits (Table C-8). They are an important resource to the County, especially for community meetings and cultural events.

While these buildings are aging, many could be remodeled and have their utility systems renovated. More modern interiors could aid in additional rentals for exercise, dance classes and other social functions.

ROB, in the following table, we need to isolate San Andreas with subtotals, just as we did for Angels Camp. …Pat

Table E‑. Parkland and Recreational Facilities by Planning Area (all numbers in acres)

|  |  |  |  |  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- | --- | --- | --- | --- |
| **Planning Area** | **Community** | **Park** | **Parcel** | **Open Space** | **Fields** | **Play-ground** | **Parking** | **Tennis** | **Pool** | **Total Developed** |
| Blue Mt | Mt Ranch | Mt. Ranch Community Park | 4.7 | 0.76 | 3.6 | 0.09 | 0.25 |  |  | 3.94 |
|  |  | **BLUE MOUNTAIN SUBTOTAL** | **4.7** | **0.76** | **3.6** | **0.09** | **0.25** | **0** | **0** | **3.94** |
| Copper Valley | Copperopolis | Lake Tulloch public easement | 0.5 | 0.5 |  |  |  |  |  | 0 |
| Copper Valley | Copperopolis | Copperopolis Town Square | 0.5 | 0.3 |  |  | 0.2 |  |  | 0.2 |
|  |  | **COPPER VALLEY SUBTOTAL** | **0.7** | **0.5** | **0** | **0** | **0.2** | **0** | **0** | **0.2** |
| Hwy 49 | Angels Camp | Utica Park | 2.25 | 0 | 1.95 |  | 0.3 |  |  | 2.25 |
| Hwy 49 | Angels Camp | ACVMD Pool | 0.77 | 0 | 0.53 |  |  |  |  | 0.77 |
| Hwy 49 | Angels Camp | Tryon Park | 0.48 | 0 | 0.48 |  |  |  |  | 0.48 |
| Hwy 49 | Angels Camp | Copello Park | 9.03 | 5.78 | 3.02 |  | 0.23 |  |  | 3.25 |
| Hwy 49 | Angels Camp | Gateway Park | 1.2 | 0 | 1.16 |  | 0.04 |  |  | 1.2 |
|  |  | **ANGELS CAMP SUBTOTAL** | 13.73 | 5.78 | 7.14 | 0 | 0.57 | 0 | 0.24 | 7.95 |
| Hwy 49 | Frogtown | Two Baseball Fields | 78.72 | 76.44 | 2.28 |  |  |  |  | 2.28 |
| Hwy 49 | Moke Hill | Hobbs Field | 10.6 | 7.93 | 2.38 |  | 0.29 |  |  | 2.67 |
| Hwy 49 | Moke Hill | Tennis Courts | 0.79 | 0.5 |  |  |  | 0.29 |  | 0.29 |
| Hwy 49 | Moke Hill | Shutter Tree Park | 0.36 | 0 | 0.36 |  |  |  |  | 0.36 |
| Hwy 49 | Moke Hill | Horse Arena | 2.33 | 0.79 | 0.66 |  | 0.88 |  |  | 1.54 |
| Hwy 49 | San Andreas | Nielson Park | 0.39 | 0.18 | 0.11 |  | 0.1 |  |  | 0.21 |
| Hwy 49 | San Andreas | Turner Park | 2.11 | 0 | 1.86 | 0.16 | 0.09 |  |  | 2.11 |
| Hwy 49 | San Andreas | San Andreas Baseball Park | 25.56 | 20.4 | 4.43 |  | 0.73 |  |  | 5.16 |
|  |  | **SR 49 SUBTOTAL** | **120.86** | **106.24** | **12.08** | **0.16** | **2.09** | **0.29** | **0** | **14.62** |
| Three Lakes | Valley Springs | JL Veterans Memorial Park | 25.95 | 20.48 | 4.65 | 0.1 | 0.72 |  |  | 5.47 |
| Three Lakes | Valley Springs | Clay Pits, MCP Industries Inc | 18.42 | 15.07 | 2.93 |  | 0.42 |  |  | 3.35 |
| Three Lakes | Wallace | Wallace CSD Perimeter Lake Tr | 37.48 | 37.17 | 0.31 |  |  |  |  | 0.31 |
|  |  | **THREE LAKES SUBTOTAL** | **81.85** | **72.72** | **7.89** | **0.1** | **1.14** | **0** | **0** | **9.13** |
| Ebbetts Pass | Arnold | White Pines Park | 89.77 | 76.25 | 11.87 | 0.16 | 1.49 |  |  | 13.52 |
| Ebbetts Pass | Arnold | Courtwright-Emerson Ball Field | 1.5 | 0.09 | 1.32 | 0.05 | 0.04 |  |  | 1.41 |
| Ebbetts Pass | Murphys | Pool | 0.74 | 0.53 |  |  | 0.12 |  | 0.09 | 0.21 |
| Ebbetts Pass | Murphys | Community Park | 1.1 | 0 |  | 1.1 |  |  |  | 1.1 |
| Ebbetts Pass | Murphys | Tennis Courts | 2.79 | 2.26 |  |  | 0.21 | 0.32 |  | 0.53 |
| Ebbetts Pass | Murphys | Feeney Park | 15.2 | 5.2 | 8 |  | 2 |  |  | 10 |
|  |  | **VINEYARD SUBTOTAL** | **111.1** | **84.33** | **21.19** | **1.31** | **3.86** | **0.32** | **0.09** | **26.77** |
|  |  |  |  |  |  |  |  |  |  |  |
|  |  | **TOTAL** | **332.94** | **270.33** | **51.9** | **1.66** | **8.11** | **0.61** | **0.33** | **62.61** |
|  |  | **Unincorporated Total** | 319.21 | 264.55 | 44.76 | 1.66 | 7.54 | 0.61 | 0.09 | 54.66 |

# Identify Resources

Embracing the challenge of creating something from nothing, we are fond of saying: “CPARC has no staff, no budget, and no authority” and yet we publish a *Master Plan*.

Upon further reflection, resources available to further the goals and objectives can be found in the numerous places:

* Existing federal, state and local public lands surveyed in Exhibit C
* Existing recreational facilities and programs as catalogued in Exhibit C
* Army of dedicated volunteers who are responsible for the existing facilities
* Quimby Act and the local Parkland Dedication Ordinance (County of Calaveras, 2008)

In addition, we have the democratic process provided under the State Government Code that allows the formation of a special district and, with public support, the ability to generate revenue through a variety of means.

CPARC’s survey, analysis and recommendations for agency formation and financing required to implement this *Master Plan* and serve the communities’ recreation and park needs are presented in Exhibit D. As discussed, CPARC recommends that certain actions be taken to form an independent special district whose sole function is to serve the community’s recreation needs: a recreation and park district authorized under California Public Resources Code Section et seq.

While we recognize that our recommendations have the potential to elicit controversy, we believe that voters will recognize the value of our proposition and demand decisive action to secure the health and general welfare of our communities and their residents, both current and future.

R&PD

TOT

***Stone Soup***

*Some travelers come to a village, carrying nothing more than an empty cooking pot. Upon their arrival, the villagers are unwilling to share any of their food stores with the hungry travelers. Then the travelers go to the neck of the stream and fill the pot with water, drop a large stone in it, and place it over a fire. One of the villagers becomes curious and asks what they are doing. The travelers answer that they are making "stone soup", which tastes wonderful, although it still needs a little bit of garnish to improve the flavor, which they are missing. The villager does not mind parting with carrots to help them out, so it gets added to the soup. Another villager walks by, inquiring about the pot, and the travelers again mention their stone soup which has not reached its full potential yet. The villager hands them a little bit of seasoning to help them out. More and more villagers walk by, each adding another ingredient. Finally, a delicious and nourishing pot of soup is enjoyed by all.*

# Governance

## Introduction

Master Plan Goal No. 4

***Objective***: Establish a Viable ntity with Responsibility for Implementing the Master Plan and Ensuring its OrganizationalEffectiveness

As discussed in prior sections of the Master Plan, no formal legal entity is currently responsible for serving the park and recreation needs for communities in Calaveras County.[[8]](#footnote-8) Such an entity is the object of Master Plan Goal No.6 as re-stated in the box to the right. In the Exhibit that follows, we explore the available governance options for satisfying this goal and outline a proposed plan of action.

## What Options are Available for Fulfilling the Community’s Recreation and Park Needs?

In an attempt to avoid re-inventing the wheel, we surveyed other communities in California to identify organizational structures and funding mechanisms used to serve the community’s park and recreation needs. The results of this survey are summarized in Table G-1, and detailed in Table G-2 shown at the end of this Exhibit. Of the 58 counties in California, a total of 41 county governments assume responsibility for serving park and recreation needs in their unincorporated areas, typically at the County department level.

|  |  |
| --- | --- |
| **TABLE G-1. Agencies Serving Park Needs** | |
| **Type of Entity Exercising Primary Responsibility** | **No.** |
| County Government | 41 |
| Special District | 4 |
| None | 13 |

Of the 17 counties that do not serve a role, that responsibility is assumed by a special district in four counties, typically by a regional park district or a recreation and park district. Of the remaining 13 counties where no responsibility entity was identified, 12 counties had unincorporated populations less than 50,000. The remaining county had a single population center with most of the county’s population.

Countywide agencies are the rule in urban areas. In fact, in densely populated communities, multiple agencies cooperate within the same geographic area to serve the full spectrum of recreation and park needs. Such is the case in Sacramento County, where the County Parks Department serves regional park needs countywide, while relying on a dozen community-based special districts to offer programs and neighborhood parks. Tuolumne County is the sole exception of a countywide agency serving a non-urbanized area.

### Should “parks and recreation” be a county government function?

While many of the larger County governments serve the recreation and park function within their departmental organizational structure, the smaller more rural counties, like Calaveras, typically do not have a dedicated entity for this function. The survey suggests that it is a matter of population, population density and timing.

Due to limited resources and competing demands for personnel and funding in Calaveras County, County government is not presently well positioned to fulfill the identified needs within the foreseeable future. As a consequence, other means, such special districts should be considered for this purpose.

### What are special districts?

Special districts are a type of local government that delivers specific public services within defined boundaries. In plain language, a special district is a separate local government that delivers public services to a particular area. Special districts can be characterized by the following traits:

* + - * A form of government
      * Governed by a board
      * Provides services and facilities
      * Has defined boundaries

Inadequate tax bases and competing demands for existing taxes make it hard for cities and counties to provide all the services their citizens’ desire. When residents or landowners want new services or higher levels of existing services, they can form a district to pay for them. Recreation and park districts exist today because taxpayers have been willing to pay for public services they wanted. Special districts **localize** the costs and benefits of public services. Special districts allow local citizens to obtain the services they want at a price they are willing to pay.

Special districts enjoy many of the same governing powers as other cities and counties. They can enter into contracts, employ workers, and acquire real property through purchase or eminent domain. They can also issue debt, impose taxes, levy assessments, and charge fees for their services. Special districts, like other governments, can sue and be sued.

In contrast to most other governmental entities, a special district may cover only a small portion of a city or county, or it may be multi-city or multi-county in scope. Its territory may be contiguous or non-contiguous. It may be limited to a single function or permitted to perform a multitude of functions.

### What are the different types of special districts?

Special districts’ activities are as diverse as the communities they serve. Special districts operate under various statutes; there are 53 major statutory types. Each statutory authorization enumerates the legal provisions that apply to that type of special district.[[9]](#footnote-9) With almost 4,800 special districts in California, understanding the purposes and functions of each is an overwhelming task. One way of understanding districts is to look at their various contrasting features:

* + - * Single function versus multi-function
      * Enterprise versus non-enterprise
      * Independent versus dependent

#### Single Function versus Multi-Function Districts

Nearly 85% of California’s special districts perform a single function. Single function districts provide only one service such as fire protection. The Murphys Cemetery District in Murphys is an example of a single function special district. The only service that the 253 public cemetery districts in California can provide is cemeteries.[[10]](#footnote-10)

Multi-function districts provide two or more services. County Service Areas (CSAs) may provide any service which a county can provide. For example, CSAs can provide extended police protection, enhanced library facilities, parks, road maintenance and television translator services.

#### Enterprise versus Non-enterprise Districts

Just over a quarter of the special districts are enterprise districts. Enterprise districts deliver services that are run like a business enterprise; they charge for their customers’ services. For example, water districts charge water rates to their customers. Virtually all water, waste, and hospital districts are enterprise districts.[[11]](#footnote-11)

Non-enterprise districts provide services which don’t lend themselves to fees. Fire protection services and mosquito abatement programs benefit the entire community, not just individual residents. No direct cost/benefit relationship exists in the services provided by non-enterprise districts. Consequently, non-enterprise districts generally don’t charge user fees for their services. No one wants to put a meter on a park district’s swings or charge residents to put out a house fire. Non-enterprise districts rely overwhelmingly on property taxes for their operational expenses. Services commonly provided by non-enterprise districts include fire protection, cemeteries, libraries, and police protection. Though non-enterprise districts rely primarily on non-fee revenue, certain services, such as a park district’s pool, can generate a small amount of fee revenue.

#### Independent versus Dependent Districts

About two-thirds of the state’s special districts are independent districts. Independent districts have their own separate boardof directors elected by the districts’ own voters. Independent districts also include districts where the appointed board of directors serve for fixed terms. The cemetery districts are independent districts with this governance structure. Special districts’ governing boards can vary with the size and nature of the district. Dependent districts are governed by other, existing legislative bodies (such as a county board of supervisors). All County Service Areas (CSAs), for example, are dependent districts because their county board of supervisors govern them.

These three distinctions about special districts are certainly not mutually exclusive. It is possible to have an independent, multi-function, enterprise special district or any other combination for that matter.

#### Districts as Financing Mechanisms

In addition, California statutes authorize local governments to create a number of specific districts to be used solely as financing mechanisms. Such districts differ from special districts in that they are not separate units of government and do not deliver services. Two of the more common financing districts—benefit assessment districts and Mello-Roos community facilities districts—are described in the next section of this report, *Financing*.

### What Works Best for Recreation and Parks?

Examples of special districts that serve some component of a community’s park and recreation needs include regional park districts, recreation and park districts, public utility districts, community service districts, lighting and landscaping districts, county service areas, memorial districts, and joint power authorities. The relative numbers of such districts in California are summarized in Table G-3. The proportion of these districts serving a community’s recreation and park needs is not known. The properties of the various types of special districts are summarized in the following paragraphs and presented in the matrix shown in Table 4 (attached).

|  |  |  |  |  |
| --- | --- | --- | --- | --- |
| **TABLE G-3. Number of Special Districts by Type and Governing Body inCalifornia (2007)** | | | | |
| **Type of Special District** | **Board of Supervisors** | **City Council** | **Other** | **Total** |
| Community Services | 12 | 5 | 308 | 325 |
| Regional Park | XX | XX | XX | XX |
| Recreation and Park | 13 | 3 | 93 | 109 |
| County Service Area | 891 |  |  | 891 |
| Resource Conservation | 1 |  | 97 | 98 |
| Joint Exercise of Powers | 11 | 77 | 630 | 718 |
| Nonprofit Corporation | 3 | 21 | 173 | 197 |
| Source (Add hypertext link) |  |  |  |  |

#### Community Services District

Community Service Districts or “CSDs” are special districts that are multi-function, independent entities. CSDs are typically formed by developers and function as precursor to city incorporation. Saddle Creek CSD is a local example, which provides a wide range of high level service to its community. Due to stringent statutory requirements, CSDs may not be the most efficient model for serving the singular recreation and park function.

#### Regional Park District

Regional Park Districts are intended by statute to serve populations greater than 50,000. As such, a regional park district could not be authorized in Calaveras County.

#### Recreation and Park District

Recreation and Park Districts are single function entities that may be independent or dependent. As of June 2007, 109 Recreation and Park Districts were recognized in California of which approximately 85% were independent[[12]](#footnote-12) No new districts have been created since 1998.[[13]](#footnote-13) Recreation and Park Districts come in many types and flavors, for example:

* + - * The San Andreas Recreation and Park District may well be one of the smallest districts in the ctate serving a population of less than 7,000 with an annual budget of less than $50,000.[[14]](#footnote-14)
      * The Hayward Area Recreation and Park District serves 250,000 residents in a 64 square mile area with an annual budget of more than $23 million.
      * Butte County has five separate recreation and park districts.

Recreation and park districts may acquire property for parks and open space, impose property taxes, levy assessments upon properties assessed within their boundaries because those properties are specifically benefited (either throughout the district or in zones of benefit),[[15]](#footnote-15) and incur indebtedness not to exceed five percent of the assessed valuation in the district.[[16]](#footnote-16) However, the governing body of the district may not levy an assessment or tax until the assessment is first approved by a majority of landowners or the tax is approved by two-thirds of voters.

#### Resource Conservation District

Resource Conservation Districts (RCDs), once known as Soil Conservation Districts, are “special districts” of the state of California, set up under California law to be locally governed agencies with their own locally appointed, independent boards of directors. RCDs are permitted to function to a certain degree as enterprise districts because they are empowered to charge reasonable fees for services rendered to individuals. At the same time, certain rules permit RCDs to draw on local taxes for revenues. RCDs are empowered to conserve resources within their districts by implementing projects on public and private lands and to educate landowners and the public about resource conservation. Beyond this, RCDs are given the right to form associations to coordinate resource conservation efforts on a larger level. The core functions of a district revolve around its right to use diverse means to further resource conservation within their districts

#### County Service Area

County Service Areas (CSAs) are very versatile government vehicles for delivering focused services within prescribed boundaries. By statute, CSAs are dependent entities. That is, the governing board is the County Board of Supervisors. Half a dozen CSAs operate in Calaveras County; all serving the road maintenance function.

#### Joint Powers Authority

Joint Powers Authorities (JPAs) are formed by any two or more governmental entities (federal, state, or local) to provide a common service and are best suited for coordinating overlapping responsibilities of multiple jurisdictions, including cities, counties, veterans memorial districts, and school districts. Many are financing tools that let governmental agencies pool their scarce resources. Some run programs jointly. Councils of government (COGs) are examples of JPAs, as well as the Amador County Recreation Agency. JPAs are dependent entities whose governing body is appointed by the member agencies. JPAs have no taxing power and rely solely on fees contributed by the member agencies.

#### Veterans Memorial District

Veterans Memorial Districts provide and maintain memorial halls, assembly halls, buildings, together with suitable indoor and outdoor parks and recreation facilities, including swimming pools, picnic areas, and playgrounds, for the use of persons or organizations other than veterans, and veteran soldiers, sailors, and marines who have served the United States in any war. Of the seven veterans memorial districts in Calaveras County, all serve some degree of the communities’ recreation and park needs.

## Implementation

### What special traits do we want in a special district?

CPARC believes that the following traits are critical to the success of a district to satisfy the recreation and park needs of Calaveras county:

* + - * Single function responsibility to focus service delivery
      * An independent governing body focused on a single function
      * Authority to generate revenue through special taxes, benefit assessments or user fees
      * Organizational flexibility to accommodate multiple areas or zones of benefit

By a simple process of elimination, a recreation and park district appears to be the most suitable government entity for delivering recreation and park services in Calaveras County as it is the sole solution that meets the above-cited criteria. This should come as no surprise, as the authorizing legislation was specifically intended to serve this purpose.

### How is a Recreation and Parks District created?

District formation is a process that is spelled out by state law and involves the following steps:[[17]](#footnote-17)

1. **Resolution *of Application***: CPARC in coordination with County staff prepares a “Resolution of Application” that includes the services to be provided, method of financing, selection of initial board of directors, name of the district and powers of the district. The County Board of Supervisors holds a public hearing to consider the adoption of the . The Board of Supervisors can approve or deny the application. If the Board of Supervisors approves, the County Clerk files the “Resolution of Application” with LAFCO.
2. ***LAFCO Review* and *Approval***: LAFCO’s staff studies the application, and schedules a public hearing. LAFCO can approve or deny the proposal. If the approves, it’s time to measure protests.
3. ***Protest Hearing***: LAFCO holds a second public hearing, this time to measure formal protests from voters and property owners. A majority protest stops the proposal, otherwise there’s an election.
4. ***Election***: The voters inside the proposed district’s boundaries vote in this election, which usually requires a majority-voter for approval. If the proposal involves new special taxes, the measure needs 2/3-vote for approval.
5. ***Formal Filing***: If the voters approve the proposed district, LAFCO and other officials file the formal documents to form the new district.

To levy a special assessment at the same time as district formation, the process would be modified to incorporate the filing of an “Engineer’s Report” with the “Resolution of Application.” The process and specific requirements for levying a special tax or assessment are discussed in the following chapter on *Financing*.

### What is the next step?

A number of decisions must be made by CPARC leading to the preparation of a “Resolution of Application” including but not limited to the following:

* + - * Define the relationship of the new county district to the San Andreas Recreation and Park District, City of Angels, and Veterans Memorial Districts.
      * Describe the services to be provided and the facilities are to be built
      * Determine funding mechanism
      * Define the areas of benefit to be created, if any
      * Decide whether the district should have the power of eminent domain

These decisions would be memorialized in a final “Governance Plan,” which is outlined in the following section. The Governance Plan would form the content of the “Resolution of Application” that would be presented to the County Board of Supervisors for consideration.

### What if the ballot measure to create a special district fails?

If a proposed ballot measure to establish a recreation and park district fails to attract the necessary votes, then the current status of CPARC would remain unchanged. The Commission would then be in a position to consider other options or ask the voters to consider district formation anew.

## Elements of a Governance Plan

California Public Resources Code provides the statutory authority for establishing and governing a recreation and park district. Based on that authority, the Governance Plan should define and elaborate on the following elements.

### Governing Body

The composition and authority of the governing body should be stipulated in the Governance Plan by defining the characteristics listed in Table 4 and as may be dictated by California statute.

|  |  |  |
| --- | --- | --- |
| TABLE G-4. Characteristics of the Governing Body | | |
| Character | Value | Statutory Reference |
| Number of members | 5 | PRC 5784 |
| Initial selection of members | Either by voter election or appointment by County Board of Supervisors | PRC 5783.1 |
| Constituency | At-large, by division, or from division | PRC 5783.11 |
| Initial term | Staggered 2 and 4 years | GC 10505 |
| Subsequent term | 4 years | PRC 5784.3 |
| Board member voting | One vote per District Board member |  |
| Number of Board meetings | By law, at least quarterly | PRC 5784.11 |
| Meeting procedures | Ralph M. Brown Act and adopted rules | PRC 5784.11 and 5784.13 |
| District policies | Adopted by District Board |  |
| Vacancies | Filled by appointment of remaining Board members or by calling for an election | GC 1780 |
| Officers | Chair  Vice Chair | PRC 5784.7 |
| Secretary | District Board member, clerk or appointment | PRC 5784.7 |
| Treasurer | County Treasurer, by law | PRC 5784.7 |
| Finance Officer | District Board member, secretary or appointment | PRC 5784.9 |
| Compensation | No more than $100 per meeting | PRC 5784.15 |

### Roles, Duties and Responsibilities of the Governing Body

The Governance Plan should enumerate the roles, duties and responsibilities of the governing body, which might include the following:

* Conform to district bylaws
* Serve district mission
* Implement Park and Recreation Master Plan
* Adopt an Annual Budget
* Develop and implement annual goals and prioritiesto include strategy for resource development
* Perform Annual Review
* Outreach and recruitment of partners
* Advocacy

### Principles and Code of Ethics

The Governance Plan may outline a code of ethics for the governing body and enumerate the basic principles guiding service. For example:

* Leadership
* Communication
* Transparency
* Integrity
* Rule of law

### Standing committees

The Governance Plan should identify the standing committees and their role in the legislative process. The following examples include typical district committees:

* Board governance (bylaws, ethics, mission)
* District planning and programming (plan, review and evaluate)
* Capital projects
* Recreation programs
* Finance & legal (budget)
* Public outreach (web presence, public meetings, press releases, etc.)

The Governance Plan should specify the process by which committee chairs are appointed and members are selected, as follows:

* Committee chairs appointed by District Board chair
* Committee membership selected by committee chairs with District Board chair approval

### Eminent Domain

The Governance Plan should identify whether the District would exercise or seek eminent domain powers.

### Limitations

The Governance Plan should identify the limitations of District Board authority.

### District Boundaries

The district boundaries would be the same as the unincorporated County boundaries, excluding the San Andreas Recreation and Park District.

### District Staff

The Governance Plan should identify any staff that is anticipated to support the district board and to implement its policies. Typical, first employees include a general manager and secretary. The Governance Plan must provide job descriptions for these positions.

### District Funding

The Governance Plan should identify the district’s funding basis and principles. For example:

* Seek independent source of funding (special tax or benefit assessment)
* General fund monies or existing County funding sources (e.g., General Fund, transient occupancy tax [TOT])

These issues are discussed further in the following chapter on *Financing*.

# Financing

Exhibit H–Financing

ADD: SET UP TRUST FOR DONATATIONS

**Master Plan Goal No. 5**

***Objective***: Achieve sustainable long-term financial viability to implement capital improvement plan, satisfy operational obligations, and provide desired programs and services

***Action***: Develop and adopt Finance Plan

## Financing Options for Serving Recreation and Park Needs

The State of California recognizes that “the acquisition of interests or rights in real property for the preservation of open spaces and areas constitutes a public purpose for which public funds may be expended or advanced” [[18]](#footnote-19) by any county or city. Furthermore, it provides local governments with several options for funding capital purchases and improvements, such as the conservation of land for parks, trails and open space. Funding sources outlined in this chapter include property-related taxes, sales and use taxes, user fees, and the creation of financing districts that serve as financing mechanisms. Each of these funding mechanisms requires approval by the electorate and, in various communities in California, they have enjoyed widespread support. Appendix A of this report contains a chart summarizing recent finance measures for parks and open space approved by voters in local jurisdictions throughout California.

For the sake of clarity, the discussion in this chapter emphasizes funding options available for recreation and park districts. This emphasis reflects the recommendations and conclusions of the prior chapter on *Governance*, and is not intended to exclude discussion of other forms of governance.

### How much and for what?

Funding is needed to implement this *Master Plan*. Based on the existing facility inventory and needs analysis completed in prior chapters of the *Master Plan*, our community’s have a recreation and park deficit estimated to exceed $10 million even after full implementation of Proposition 40 grant programs.[[19]](#footnote-20) In addition, sufficient funds need to be secured to support recreation programs and ongoing operations and maintenance necessary to assure public safety. While the County owns property associated with only two community parks, which are operated by independent community organizations, implementation of the Master Plan will create numerous regional and community parks, each with their own ongoing operating and maintenance costs. The cost to maintain a typical community park ranges from $25,000 to $35,000 per year.

|  |  |  |
| --- | --- | --- |
| TABLE H-1. Estimated Annual Funding Needed to Implement Master Plan | | |
| Purpose | Estimated Average Annual Costs | Explanation |
| Capital Projects | $800,000 | $10,000,000 in capital projects to be funded over a 20-year period[[20]](#footnote-21) |
| Operations and Maintenance | $125,000 | Ongoing O&M to be negligible during the first few years and then increasing to $250,000 once all capital projects are completed |
| Programs | $100,000 | Programs will be funded to the extent that local resources are available |
| Administration | $100,000 | Costs to administer Master Plan implementation based on a minimal level of staffing: a ½-time general manager and a ½ time administrative assistant. |
| TOTAL | $1,125,000 |  |

Similarly, a seasonal recreation program enrolling 500 children can cost from $20,000 to $30,000 per season. While the Agency does not anticipate exercising direct control of most recreational programs, it does anticipate offering financial support for existing programs and nurturing the development of new programs. For example, the Agency could offer grants and subsidies to independent non-profit organizations [501 (c) (3) that operate eligible programs.

Based on these assumptions, annual funding in the amount of $1,250,000 would be needed to implement the *Master Plan* as summarized in Table H-1. The values shown in Table H-1 are first-order estimates for the purposes of long range planning and are not based on detailed line item estimates for specific facilities. After adoption of the *Master Plan*, a detailed financing plan will be developed as a basis for placing a local revenue measure on the ballot.

### What existing funding sources can we continue to rely upon?

While it is recognized that numerous sources of funding are available for serving the community’s recreation and park needs, including development impact fees, state and federal grants and private grants and donations, the use of such funds may be limited in serving recreation and park needs as discussed in the following paragraphs.

#### Fund Raising, Donations and Sponsorships

Calaveras County boasts a proud tradition of community fund raising, private donations and commercial sponsorship that have supported many facilities and recreational programs throughout the county for many generations. As an example, the Ebbetts Pass Youth Soccer League (EPYSL) has relied upon commercial sponsorships of its youth soccer teams to cover 25% of its annual operating costs. While such a high level of support cannot be realistically expected for the entire range of recreational programs anticipated by this *Master Plan*, EPYSL’s use of commercial sponsorships may serve as a model for funding designated functions within a recreational program. Similarly, Feeney Park is the benefactor of several bequeaths from estates that have funded a significant portion of its capital projects.

In addition to our expectations for ongoing support from the community, the Agency would be responsible for actively soliciting funds from the many national and regional organizations that promote recreation and park programs, such as the California State Department of Parks and Recreation, Trust for Public Lands, etc. Given that grants and donations can be highly competitive, their availability is unpredictable making long-term planning difficult at best.

#### Quimby Act Obligations

Quimby Act obligations should assure the construction of adequate facilities within new subdivisions. However, such obligations cannot be used to fund ongoing operations and maintenance within those new subdivisions and cannot be used to fund existing recreation and park deficits.

#### Intergovernmental Grants

Federal and state grants, such as Proposition 40, reallocate state revenues to local agencies for recreation and park programs. While such grant programs have proven popular and successful in California, these funds are typically restricted to capital improvements and cannot be used for operations and maintenance. These federal and state grants typically prioritize spending in urban areas. Furthermore, current grant funding programs are nearing the end of their lifecycle and no new programs are currently in the pipeline. Given the State’s current economic woes, it may not be realistic to expect new programs in the near term future.

## New Funding Sources Are Needed

The *Master Plan* cannot be implemented with existing revenue sources; therefore, new funding sources are needed. But what should that revenue stream look like? What principles should be applied to developing an appropriate mix of funding sources?

The following principles are stipulated to help us identify appropriate funding sources and ultimately an appropriate funding mix.

* + - * Legacy—Any future funding formula should honor the continuing efforts that have created our existing network of programs and facilities while recognizing the benefits that accrue from building upon this foundation.
      * Dedicated—Any new revenue stream should be specifically dedicated to recreation and parks as outlined in the Master Plan and cannot be used for other purposes.
      * Reliable—Any new revenue stream should be secured by a voter mandate for a term that is sufficient to fully implement the Master Plan.
      * Independent—Any new revenue stream should not compromise or compete with other local government programs or local non-profit organizations.
      * Equitable—Any new revenue stream should not place an undue burden on those who do not benefit from the program.

Incorporating our expectations for continuing support from existing funding sources, plausible funding mixes for fulfilling recreation and park needs in both existing communities and new subdivisions are explored in the following sections.

## What Sources of New Funding are Available?

Public funds are secured in the form of taxes, assessments and fees, which can be imposed by local governments as a function of property ownership, at the point of sale, and upon public facility use. All taxes imposed by local governments are either general taxes or special taxes.[[21]](#footnote-22) General taxes may only be imposed by local governments for general government purposes and not by special purpose districts, such as recreation and park districts. An imposition, extension or increase of any general tax requires the approval of a majority of voters at a regularly scheduled general election for members of the governing body. Special taxes are imposed for specific purposes by counties, cities and special districts, and any imposition, extension or increase of a special tax must be approved by a two-thirds vote.[[22]](#footnote-23)

In the following sections, we will survey the funding options and local revenue measures that are available to special districts for the purpose of serving the community’s recreation and park needs. For each measure, we will evaluate the fit between the revenue measure and the proposed use by reviewing its historical application, its legal authority and limitations, its capacity to generate an appropriate revenue stream, and the legal process for implementation. Recognizing that few funding mechanisms are available for covering the cost of ongoing operations and maintenance, we will focus more of our attention on those funding options.

To lend some organizational structure to our survey of the various revenue measures, we have organized them into the following categories based on their application:

Property Related Taxes, Assessments and Fees

Transaction Related Taxes

User Fees

### Property-Related Taxes, Assessments and Fees

#### California Tax Law—Propositions 13 and 218

To understand the authority of local government, including special districts, to generate revenue through property taxes, it is important to understand two landmark voter initiatives—Propositions 13 and 218. Proposition 218 can best be understood against its historical background, which begins in 1978 with the adoption of Proposition 13. The purpose of Proposition 13 was to cut local property taxes. Its principal provisions limited ad valorem property taxes to one percent of a property’s assessed valuation and limited increases in the assessed valuation to two percent per year unless and until the property changed hands.

To prevent local governments from subverting its limitations, Proposition 13 also prohibited counties, cities, and special districts from enacting any special tax without a two-thirds vote of the electorate. It has been held, however, that a special assessment is not a special tax within the meaning of Proposition 13. Accordingly, a special assessment could be imposed without a two-thirds vote.

In November 1996, in part to change this rule, the electorate adopted Proposition 218, which added articles XIII C and D to the California Constitution. Proposition 218 allows only four types of local property taxes: (1) an ad valorem property tax; (2) a special tax; (3) an assessment; and (4) a fee or charge. It assures Proposition 13’s limitations on ad valorem property taxes and special taxes by placing analogous restrictions on assessments, fees, and charges. Each of these four local property taxes is discussed in order in the sections that follow.

#### Ad Valorem

In California, property taxes are levied exclusively by local governments and special districts. There is no state property tax. As a result of Proposition 13, California has a constitutional cap on property tax levies that limits the property tax to one percent of the assessed value of property.[[23]](#footnote-24) Assessed value is calculated at 100 percent of market value as of the base year of 1975-1976 and may be adjusted by no more than two percent per year unless the property is sold or transferred to account for new construction (i.e. additions to an existing property).[[24]](#footnote-25) In other words, no increase in the assessed value of any real property can exceed two percent annually, regardless of the rate of inflation.

The 2009 total (taxable) assessed property value for Calaveras County was about $7 billion.[[25]](#footnote-26) Excluding last year, assessed valuation and property tax revenue have increased steadily over the past decade. Property tax revenues have increased proportionately during that period. As shown in Figure H-1, the County receives a portion of the one percent (1%) general tax levy, which is shared amongst several other local governments including the school districts, special districts, and the City of Angels. Property tax revenues allocated to the County for FY 2009 - 2010 Budget were $13 million, or roughly 20 percent of total property tax revenues.

Because of Proposition 13, the property tax rate may not be increased beyond the one percent currently levied (except for payment of debt service on voter-approved bonds). The County could allocate additional funds from existing property tax revenues for parks and open space purposesbut this dedication would force cuts to other areas of the County budget and/or trigger the appropriation of additional revenues from sources other than property tax.

#### Parcel Tax

A parcel tax is a special tax on a parcel of real property. Unlike the property tax, a parcel tax is not based on the value of property. Instead, parcel taxes are usually a flat per-parcel rate based upon the use, size, and/or number of units on each parcel. Revenues derived from a parcel tax can be used for any legitimate government purpose including capital improvements, operations and maintenance.

A parcel tax must be adopted as a special tax, requiring two-thirds voter approval.. In 2000, voters in two California cities ,Davis and Monrovia, approved parcel taxes to support the protection of open space at the rate of $24 and $39 per parcel per year, respectively. According to a recent survey of 338 cities conducted by the League of California Cities, 18 percent (62 cities) report the collection of parcels taxes ranging from about $15 to more than $100 per parcel.

The [2007-2011 American Community Survey](http://www.dof.ca.gov/research/demographic/state_census_data_center/american_community_survey/view.php#ACS2011x5) on Housing Characteristics estimates that there are 27,823 housing units in the County. When the 2,158 units in the City of Angels[[26]](#footnote-27) and 1,338 units in the San Andreas Recreation and Park District are subtracted, 24,327 housing units remain in the Countywide District.[[27]](#footnote-28) Using housing units as a proxy for parcel data, a $20 per unit tax would generate a little more than $486,540 per year. Commercial properties are not included in this estimate, but presumably would be levied at a rate based on an equivalent dwelling unit basis. Unimproved parcels would presumably pay a lower rate, but not necessarily, be exempt.

#### General Obligation Bond

General Obligation ("GO") bond is an ad valorem tax based on assessed value, and devised specifically for capital projects. Generally, bond proceeds are limited to capital projects and may not be used for operations and maintenance.[[28]](#footnote-29) However, all costs directly associated with the construction of the projects, including staff time dedicated to engineering, administration and accounting are funded. Voter approved rates levied for the debt service of these bonds may be in addition to the limit on ad valorem property taxes of one percent of full cash value of a property.

Proceedings for issuing general obligation bonds are initiated when the Board of Supervisors passes a resolution explaining the need to issue bonds. At a subsequent meeting, the Board of Supervisors may pass an ordinance ordering the submission of the proposition of incurring a bonded debt for the purpose described in the resolution to the voters at an election held for that purpose. [[29]](#footnote-30) Prior to the election, a statement shall be mailed to the voters with the sample ballot. The statement must include an estimate of the tax rate that would be required to be levied to fund that bond issue during the first fiscal year based on assessed valuations available at the time of the election or a projection based on experience within the same jurisdiction or other demonstrable factors. The proposition must be approved by two-thirds of county voters.

Calaveras County has approximately $30 million inGeneral Obligation Bond debt and long-term loans outstanding, which are associated with the “Jail Project” approved by the voters in 2007. These bonds have a maturity of 30 years and will be repaid by a property tax of about $18 per $100,000 of assessed value.

#### Benefit Assessment

Assessmentsare charges on land collected through the property tax bill that pay for public improvements or services that benefit the property. Revenues derived from a benefit assessment can be used for any legitimate government purpose including capital improvements and operations and maintenance. The amount of the assessment imposed on each parcel of property must be related to the benefits derived from the provision of services to the parcel. Assessments are usually defined geographically and levied on all properties within a designated area known as a “district”. Some assessment districts exclude certain types of properties from assessments.

Prior to imposing a benefit assessment, the local government must determine if the project or service provides a special benefit.[[30]](#footnote-31) California Proposition 218 established a strict definition of “special benefit” to mean “a particular and distinct benefit over and above general benefits conferred on real property located in the district or public at large. If it does, the amount of the special benefit and the general benefit must be estimated through a professional engineer’s report to allow local governments to recoup from the assessments only the proportionate share of costs to provide the special benefit. The local government must then set individual assessment charges so that no property owner pays more than his/her proportionate share of the total cost, which may require assessment rates to be set on a parcel-by-parcel basis.[[31]](#footnote-32)

A majority of the property owners subject to the charge must approve the assessment in a mailed ballot. The owners’ votes are weighted according to how much their property will be charged. This means those who would pay more have a bigger say in whether the assessment is approved because they will pay a larger portion of the assessment. The assessment may be imposed only if 50 percent or more of the weighted ballots support it. [[32]](#footnote-33)

Assessments are frequently used by local park and recreation districts, particularly under the auspices of the Landscape and Lighting Act of 1972 which enables assessments to be imposed to finance the acquisition of land for parks, recreation and open space; installation or construction of park and recreational improvements; and maintenance and servicing of such land and improvements.[[33]](#footnote-34) There are a number of jurisdictions in California which use benefit assessments for parks and open space, as listed in the table in Appendix B. The annual household cost of these assessments ranges from about $10 to $179. While numerous small assessment districts provide localized services in Calaveras County, no countywide assessment districts are active in Calaveras County at this time.

By state law, all assessments must be supported by a detailed engineer's report prepared by a registered professional engineer and containing the following information:

* Describe the boundaries of the district,
* Determine the improvements to be constructed and the services to be provided,
* Estimate the cost to construct the improvements and provide the services,
* Identify the properties that benefit from the improvements and services, and
* Distribute the costs equitably across the properties benefiting from the improvements and services.

#### Property-Related Fees for Services

Another kind of charge which requires public participation is known as property-related fees. These include user fees or charges for property-related services. A local example of a property-related fee for service is the solid waste parcel fee levied by Calaveras County. To fund operations of the county’s solid waste landfill and transfer stations, the County levies a $150 per annual fee for each residential parcel. This fee generates some $4 million in revenue annually.

To impose a property-related fee, the agency must first hold a public hearing. At the hearing, a majority of affected property owners can prevent the fee’s adoption by filing written protests. A successful majority protest is rare because it is difficult to get a majority of property owners to participate in a protest proceeding. However, protests that fail to meet the legally required 50 percent of all property owners do get the attention of elected officials and can lead to revisions in fee proposals. An election comes next. The agency imposing the fee has a choice between asking the general electorate to approve the fee or only the property owners who would pay the fee. If the agency asks the general electorate for their vote, then approval of the fee requires a super majority. If the agency asks just the affected property owners to vote, then approval requires a simple majority.

The number of jurisdictions using property related fees for park services is unknown and, apparently, uncommon.

#### Development Impact Fees

Development impact fees are imposed by local governments on new subdivisions to pay for one-time capital improvements and community facilities required to serve the new residents of that development or otherwise reduce the impacts of new development on an established community. Quimby Act obligations are a type of development impact fee. These fees are discussed in detail in Exhibit L.

The procedure for imposing, accounting for, and using development impact fees is regulated by state statute. The ordinance or resolution establishing the fee must explain the nexus between the development project and fee. The amount of the fee must not exceed the cost of providing the service or improvement for which the fee is imposed. Development impact fees can be adopted by the governing board following a formal public hearing.

### Transaction-Related Taxes

#### Sales and Use Tax

In Calaveras County, an 8.25 percent tax is levied against all retail sales, excluding food for home consumption and utilities. Sales tax revenues go to the tate General Fund, the local revenue fund, the local public safety fund and include a uniform local 1.0 percent sales and use taxes for County operations as summarized in Table H-2.[[34]](#footnote-35),[[35]](#footnote-36)

|  |  |  |
| --- | --- | --- |
| TABLE H-2. Distribution of Sales Tax | | |
| Rate | Jurisdiction | Distribution |
| 4.75% | State | State General Fund |
| 0.25% | State | State General Fund |
| 1.00% | State | State General Fund (2009) |
| 0.25% | State | State Fiscal Recovery Fund, to pay off Economic Recovery Bonds (2004) |
| 0.50% | State | Local Public Safety Fund to support local criminal justice activities (1993) |
| 0.50% | State | Local Revenue Fund to support local health and social services programs (1991 Realignment) |
| 1.00% | Local | 0.25% to county transportation funds |
| 0.75% to county operations |
| 8.25% | Total Sales and Use Tax Rate | |

In addition to the 1.0 percent uniform sales and use tax, special taxing districts, including counties, may impose additional transactions (sales) and use taxes in increments of 0.25 percent.[[36]](#footnote-37) The total aggregate transactions and use taxes for all taxing districts in a county may not exceed 2 percent.[[37]](#footnote-38) The proceeds of the transactions and use tax for specific purposes may be used to finance capital outlay expenditures through the issuance of bonds called limited tax bonds, which are explained in more detail later in this exhibit.

About half of the California counties (28 of the 58) impose an additional transaction and use tax most commonly for transportation purposes, but also for special uses including libraries, zoos, public safety, fire protection, health care, hospitals, and capital improvements. Sonoma County imposes a 0.25 percent transaction and use tax to fund its agricultural preservation and open space district.[[38]](#footnote-39) Currently, the highest rate is 9.75 percent (Alameda County) followed by San Francisco County at 9.5 percent. The average rate statewide is 8.75 percent.

|  |  |
| --- | --- |
| TABLE H-3. Calaveras County Sales Tax Revenue | |
| **Incremental Additional Tax Rate** | **Additional Revenue** |
| 1.000% | $ 2,000,000 |
| 0.500% | $ 1,000,000 |
| 0.250% | $ 500,000 |

The estimated annual revenue from an additional transaction and use tax (sales tax) levied in Calaveras County is outlined in Table H-3. For instance, a 0.25 percent increase in the sales tax rate would generate roughly $½ million per year. Revenue estimates are based on 2008 total taxable sales in Calaveras County of $200 million, provided by the California State Board of Equalization.**[[39]](#footnote-40)**

Any increase in the transactions and use tax would require approval from a majority of the Board of Supervisors and two-thirds approval of the voters. As part of the ballot proposition to approve the imposition of the tax, the County could also seek authorization to issue bonds payable from the proceeds of the tax.[[40]](#footnote-41)

#### Transient Occupancy Tax

The Transient Occupancy Tax (TOT), also called the Hotel, Motel or Bed Tax, is authorized under State Revenue and Taxation Code Section 7280, as an additional source of non-property tax revenue to local government. This tax is levied in Calaveras County at a rate of 6 percent for accommodations at lodging facilities in the unincorporated areas of the County. The tax code does not require any specific use of the TOT funds. TOT funds are discretionary, in that the Board of Supervisors may direct use of these funds for any legitimate County expense. The Calaveras County Board of Supervisors has established a policy that the funds raised from this tax will be used, in part (one third), to finance advertising and promotional activities in Calaveras County through the Calaveras Visitors Bureau. The remaining two-thirds are allocated equally to road maintenance and the the sheriff.

Any increase in the TOT specifically dedicated to recreation and park purposes would require approval from a majority of the Board of Supervisors and a super-majority approval of the voters.It has been estimated that raising the TOT from 6 percent to 10 percent would generate about $250,000 in additional revenue annually. TOT revenues, like the tourism industry, are sensitive to changes in the general economy.

### User Fees

Counties, cities and special districts have the authority to impose fees, charges and rates for services and facilities they provide. Use of these revenues is limited to paying for the service for which the fees are collected. Examples include plan checking fees or recreation classes. The fee amount may not exceed the cost of providing the service, but may include overhead, capital improvements and debt service. User fees can be imposed by a majority vote of the governing board and are used widely throughout California to support recreation and park needs. California State Parks is a prime examplebecause it relies on user fees in the form of campground fees, parking fees, and day-use fees among others to generate significant revenues to fund their operations.

## Districts as Financing Mechanisms

California statutes authorize local governments to create a number of specific districts to be used solely as financing mechanisms. Such districts differ from special districts in that they are not separate units of government and do not deliver services. Two of the more common financing districts,Mello-Roos community facilities districts and benefit assessment districts,are described below.

### Mello-Roos Community Facilities District Act

The Mello-Roos Community Facilities Act[[41]](#footnote-44) provides an alternative tax-based financing method available to cities, counties and special districts. They are designed for use especially in developing areas and areas undergoing rehabilitation for the funding of certain capital facilities and services, including “maintenance of parks, parkways and open space” and “the purchase, construction, expansion, improvement, or rehabilitation of any real or other tangible property with an estimated useful life of five years or longer,” such as for local park, recreation, parkway, and open-space facilities, and related planning and design work.[[42]](#footnote-45)

Under the Act, local governments may establish community facilities districts for the sole purpose of financing facilities and services through the levy of parcel taxes and issuance of bonds. Proceedings to establish a community facilities district may be initiated by the legislative body on its own, by a written request by two members of the legislative body, or via a petition signed by at least ten percent of registered voters residing in the proposed district.[[43]](#footnote-46) Thereafter, the legislative body must adopt a resolution of intention to establish the district, direct completion of a report studying the proposed district, and hold a public hearing wherein protests may be submitted.[[44]](#footnote-47) If the legislative body decides to establish the district, it must adopt a resolution of formation to establish the community facility district.

Any parcel taxes imposed by the district are special taxes and not special assessments such that the parcel taxes are apportioned on the basis of benefit to any property.[[45]](#footnote-48) However, as a special tax, a parcel tax “may be on or based on a benefit received by parcels of real property, the cost of making facilities or authorized services available to each parcel, or some other reasonable basis.”[[46]](#footnote-49) Passage of any parcel taxes requires approval by two-thirds of voters. The community facilities district may also issue bonds after a public hearing and two-thirds approval of voters.[[47]](#footnote-50) A parcel tax may be levied for payment of the principal and interest of bonded debt.

### Benefit Assessment Districts

Assessments are frequently used by local park and recreation districts, particularly under the auspices of the Landscape and Lighting Act of 1972 which enables assessments to be imposed to finance acquisition of land for parks, recreation and open space; installation or construction of park and recreational improvements; and maintenance and servicing of such land and improvements.[[48]](#footnote-51) The following three arguments are often presented to advocate the use of assessment districts:

* + - * Assessment districts are the most commonly used method in the state for funding park improvements. Recently, regional open space measures have also used this approach.
      * Assessment districts are the only mechanism where those who would pay the cost of the proposal get to decide the outcome.
      * Assessment districts are the only mechanism where the costs of the proposal are required to be distributed based on a calculation of benefit.

A recreation and park district may levy special benefit assessments consistent with the requirements of Article XIII D of the California Constitution to finance capital improvements,[[49]](#footnote-52) including, but not limited to, special benefit assessments levied pursuant to:

* + 1. The Improvement Act of 1911, Division 7 (commencing with Section 5000 of the Streets and Highways Code.
    2. The Improvement Bond Act of 1915, Division 15 (commencing with Section 8500) of the Streets and Highways Code.
    3. The Municipal Improvement Act of 1913, Division 12 (commencing with Section 10000) of the Streets and Highways Code.
    4. The Landscaping and Lighting Assessment Act of 1972, Part 2 (commencing with Section 22500) of Division 15 of the Streets and Highways Code.

In general, recreation and park districts can levy special benefit assessments, provided that they act consistently with the constitutional provisions added by Proposition 218 as outlined in the following section. However, it should be noted that recent court decisions have invalidated the use of assessment districts for open space acquisition and have interpreted the intent of Proposition 218 to require the following:

* + - * Specifically identify the permanent public improvement that the assessment will finance
      * Estimate or calculate the cost of any such improvement
      * Directly connect any proportionate costs or benefits received from the permanent public improvement to the specific properties being assessed.[[50]](#footnote-53)

In its argument, the court wrote that the special benefit accrued by any particular parcel would best be defined by proximity to the permanent public improvements and assessments would vary depending upon proximity.[[51]](#footnote-54) Following this logic, one approach to substantiate a uniform special assessment for a regional agency where permanent public improvements are programmed for construction would be to use a proximity (or opportunity)-based formula such as the following example.

Example Assessment Concept

|  |  |  |
| --- | --- | --- |
| **Type of Facility** | **Distance from Parcel to Facility (miles)** | **Benefit Assessment**  **($/parcel)** |
| Neighborhood park | ½ |  |
| Community park | 5 |  |
| Regional park | 20 |  |
| Trail | ½ |  |

All parcels within a given service area would be assessed as follows:

Therefore, any parcel within the service area of a neighborhood park, a community park, and a regional park would be assessed an amount equal to the cumulative assessment values of A + B + C.

## Capitalization

To raise funds for capital improvements, such as land acquisition or building construction, counties, cities and special districts may issue bonds.[[52]](#footnote-55) In California, there are three general types of bonds:

* GO Bonds—As mentioned in the property-related tax section, Government Obligation Bonds are guaranteed by the local taxing authority.
* Revenue Bonds— Paid by project-generated revenue or dedicated revenue stream such as a particular tax or fee from an assessment district or special tax.
* Limited tax bonds—As mentioned in the sales tax section, counties may levy a transactions and use tax for specific purposes. Counties may issue bonds payable from the proceeds of the tax. These bonds are referred to as “limited tax bonds” and may be issued pursuant to resolution adopted by a two-thirds vote of the governing body.

Generally, bond proceeds are limited to capital projects and may not be used for operations and maintenance purposes.[[53]](#footnote-56) However, all costs directly associated with the construction of the projects, including staff time dedicated to engineering, administration and accounting. Not all of the bonds authorized by voters need be issued at once. Voters could authorize enough in bonds for all of the prioritized park projects and allow for two or more issues that can be coordinated with actual construction needs.

The two primary advantages of bonds against the tax revenue versus tax revenue on a pay-as-you-go basis are that bonding would allow the District:

* + - * To purchase land in the near term while it is still available, and presumably at lower cost than in the future
      * To complete construction of capital projects in today’s dollars and for the benefit of those that are paying the tax

## Voter Response to Local Revenue Measures

### Voter Approval of Local Taxes

In November, 1996, California voters approved Proposition 218, “The Right to Vote on Taxes Act.” Together with its tax limitation predecessors, Proposition 13 (1978) and Proposition 62 (1986), Proposition 218 substantially expanded restrictions on local government revenue-raising including taxes, assessments, and property related fees. With regard to taxes, Article XIII of the California State Constitution now provides a clear standard distinguishing locally imposed general taxes from special taxes and requires majority voter approval for general taxes and a two-thirds supermajority requirement for special taxes. Parcel taxes, non-value-based taxes on real property, require two-thirds supermajority voter approval.

Two-thirds voter approval is also required for general obligation bonds. The proceeds of these bonds must be used for the acquisition or improvement of real property.

### Types of Local Revenue Measures

Aside from the variety of fees, assessments, and other revenue raising methods, local governments, especially cities and counties, have a variety of tax options. Over time, many areas of taxation once available to localities have been “claimed” by the State of California and made off limits to localities. These include personal and corporate income taxes, cigarette taxes, liquor taxes, and taxation of motor vehicles. Among the local options still available, the most common on ballots are utility user taxes, hotel taxes and so-called add-on sales taxes.

Since 2001, more than 1,420 local revenue measures have been placed before local voters, from school bonds and parcel taxes to sales tax and hotel tax proposals. About a quarter of these measures concerned city or county general purpose taxes requiring majority voter approval; about 30 percent were school bonds; and the rest,nearly half, were parcel tax or special tax measures requiring a two-thirds super majority approval (Figure H-2).

### Passage Rates for Local Revenue Measures

Among the measures proposed by cities, counties and special districts since 2001, nearly two out of three majority vote measures passed (65 percent). But only 45 percent of the two-thirds supermajority vote measures passed (Figure H-3).

### Parcel Taxes – Cities, Counties and Special Districts

Well over one-third of local measures are parcel taxes. A parcel tax is an excise tax on real property that is based on either a flat per-parcel rate or a rate that varies depending upon use, size, and/or number of units on each parcel. Any increase or extension of a parcel tax by a local government in California requires the approval two-thirds of the voters. 296 parcel tax measures were considered by California voters between June 2002 and June 2009 ( Figure H-4). Forty-three percent of those nearly 300 parcel tax measures passed. Parcel taxes may be imposed for any municipal purpose. Over half of the proposed parcel taxes since 2001 have been for public safety or medical services including law enforcement, gang suppression, fire suppression and prevention, emergency medical and hospital services, equipment and facilities.

Although there are many factors that determine the success or failure of a ballot measure, some uses of funds appear to be more successful than others. As shown in Figure H-5, measures for fire and emergency medical services were more successful than others. The most successful measures were more broad-based public safety measures which permitted use of the funds for fire, medical and police services. By comparison, only 36 percent of the measures to fund parks and recreation were passed by voters.

### Sales Taxes (Transactions and Use Taxes)

The original law authorizing the adoption of local “transactions and use tax” add-ons to the combined state and local sales tax rate was adopted in 1969 with the intent to provide for regional transportation planning and public transit funding. Where approved, these countywide transportation sales taxes must be accompanied with a detailed spending plan to enable counties to receive matching state transportation funds. The Bay Area Rapid Transit District in the San Francisco Bay Area began its ½ percent rate in April 1970. The Southern California Rapid Transit District followed in July 1970. In 2003, California law was changed to allow cities and counties to seek increases to the sales and use tax. Since that time, these “add-on sales taxes” transactions and use tax additions to the basic sales and use tax have become more and more common.

Today, countywide Transportation Sales Taxes are levied in 20 counties. Many of these taxes were initially adopted without a public vote prior to the 1996 passage of Proposition 218, which requires two-thirds voter approval.

Since 2001 fifty-one add-on sales tax measures have been earmarked for a particular purpose other than countywide transit or transportation. These special taxes require two-thirds voter approval. Proposals dedicated to law enforcement, fire or emergency medical services were the most common. As shown in Figure F-6, general purpose sales tax measures were most favored by voters. Only one of the four parks and recreation special taxes passed.

### Transient Occupancy Tax or “TOT”

## Increasing the TOT may be viewed as attractive by voters since they are primarily paid by visitors and spare residents and property owners from additional taxation. Such a measure has been presented to Calaveras County voters twice. In 1998, Measure A would have raised TOT from 6 to 8% allocating proceeds equally to tourism, road repair and the general fund, but it received only 52% approval of the required super majority . In 2004, Measure D would have raised TOT from 6 to 10% allocating proceeds to the General Fund, but it received only 42% approval or the required simple majority. Summary of Available Funding Options

Available funding options for supporting the community’s recreation and park needs are summarized in Table H-4 shown on the following page.

|  |  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- | --- |
| TABLE H-4—Summary of Financing Options | | | | | | |
| Option | Potential | Use | Can Funds be Used for O&M? | Example Levy | Additional Annual Revenue | Implementation |
| Parcel Tax | A parcel tax is a special tax that is based on either a flat rate per-parcel or a rate that is based on the use, size, and/or number of units on each parcel. A parcel tax may be used by special districts with the authority to levy special taxes, such as Recreation and Park Districts. | Special | Yes | $20 per improved parcel | $500,000 | Requires approval by the governing board and 2/3 of voters within District |
| Benefit Assessment | A benefit assessment is similar to a parcel tax and is based on either a flat rate per-parcel or a rate that is derived from the use, size, and/or number of units on each parcel. A benefit assessment may be used by special districts with the capacity to levy special taxes and assessments, such as Recreation and Park Districts. | Special | Yes | $20 per improved parcel | $500,000 | The agency must show nexus between fee and benefit for affected property owners. Requires approval by majority of weighted landowner mail ballots. |
| Sales Tax | Sales tax is levied on retail purchases by residents and visitors alike. Calaveras County has the capacity to impose up to 2.0 percent (in 0.25 percent increments) in additional transactions and use taxes. | Special | Yes | 0.25% | $500,000 | Requires approval by the Board of Supervisors and 2/3 approval by County voters |
| TOT | TOT is levied on overnight stays at hotels and motels. As such, TOT is paid primarily by visitors. TOT revenues are used to support Park and Recreation agencies. | Special | Yes | 4% | $250,000 | Requires 2/3 approval County voters |
| GO Bonds | One of the most commonly used forms of public financing of capital projects. Bonds can provide immediate capital to fund construction and are repaid over time by current and future residents. However, funds cannot be used for operations and maintenance | Special | No | $10 per $100,000 of assessed value | $660,000 | Requires majority approval by Board of Supervisors and two-thirds of County voters |
| Mello-Roos CFD |  | Special | Yes | $20 per improved parcel | $500,000 | Requires approval by the governing board and 2/3 of voters within District |
| Property Tax | Due to Proposition 13’s limitation upon property taxes to one percent of assessed valuation, Calaveras County has no further capacity to increase its property tax rate, except for a levy to pay debt service on voter-approved bonds. | General | Yes | NA | $0 | NA |

## Conclusions and Recommendations

|  |  |  |  |
| --- | --- | --- | --- |
| **TABLE H-5—Funding Mix for Recreation and Park Needs**  **EXISTING COMMUNITIES** | | | |
| Purpose | Funding Source | Funding Load | Comment |
| Capital Projects | Grants  Donations  Special Tax | 15%  10%  75% | While the Agency will continue to pursue intergovernmental grants and private donations, a new local funding source is needed to meet the community’s recreation and park needs |
| Operations and Maintenance | Special Tax | 100% | A new local funding source is needed to support operations and maintenance |
| Programs | Special Tax  User Fees  Sponsorships | 40%  50%  10% | While the Agency will continue to pursue private donations and commercial sponsorships, a new local funding source is needed to meet the community’s recreation and park program needs |
| Administration | Grants  Special Tax | 1.5%  98.5% | A new local funding source is needed to administer countywide recreation and park programs |

While benefit assessments may have historically been the preferred option for special districts to finance their missions, recent Court opinions have severely restricted their use. As a consequence, special taxes in the form of either parcel or sales taxes remain the best available options for such purposes. As shown previously, voters have not favored sales tax as a tool for funding recreation and park needs.

Without a dedicated source of revenue, the *Master Plan* cannot be implemented. Incorporating our expectations for continuing support from existing funding sources, plausible funding mixes for recreation and park needs in both existing neighborhoods and new subdivisions are shown in the following Tables 5 and 6, respectively. With these anticipated funding mixes, we begin to get an idea of what new funding sources are needed.

|  |  |  |  |
| --- | --- | --- | --- |
| **TABLE H-6—Funding Mix for Recreation and Park Needs**  **NEW SUBDIVISIONS** | | | |
| Purpose | Funding Source | Funding Load | Comment |
| Capital Projects | Quimby Act obligations | 100% | Capital projects serving new subdivisions will be funded entirely using Quimby Act obligations |
| Operations and Maintenance | Assessment District | 100% | Ongoing O&M serving new subdivisions will be funded entirely through assessment district formed at the time of subdivision map approval |
| Programs | Special Tax  User Fees  Sponsorships | 40%  50%  10% | Programs will be funded from a variety of available local resources |
| Administration | Quimby  Assessment District  Special Tax | 33%  33%  33% | Costs to administer recreation and park services serving new subdivisions will be funded equally from primary funding sources |

While Quimby obligations will fund construction of improvements within the new subdivision and a newly-created maintenance assessment district will be responsible for ongoing operations and maintenance of the new improvements, new parcels within the subdivision would also benefit from existing regional facilities for which they have not participated in the funding. Therefore, new parcels will also be subject to any countywide funding source (or a pro-rated amount) in addition to subdivision specific assessments.

Applying the first-order funding estimates for implementing the Master Plan that are outlined in Table H-1 to the hypothetical funding mix suggested in Table H-5, yields funding needs by source as shown in Table H-7.

|  |  |  |  |  |  |
| --- | --- | --- | --- | --- | --- |
| TABLE H-7—Annual Revenues Needed to Implement the Master Plan | | | | | |
| Purpose | Funding Source | Funding Load | | Amount by Source | Total Amount |
| Capital Projects | Grants | 15% | $ 120,000 | |  |
| Donations | 10% | $ 80,000 | |  |
| Special Tax | 75% | $ 600,000 | | $ 800,000 |
| Operations and Maintenance | Special Tax | 100% | $ 125,000 | | $ 125,000 |
| Programs | Special Tax | 40% | $ 40,000 | |  |
| User Fees | 50% | $ 50,000 | |  |
| Sponsorships | 10% | $ 10,000 | | $ 100,000 |
| Administration | Grants | 1.5% | $ 1,500 | |  |
| Special Tax | 98.5% | $ 98,500 | | $ 100,000 |
| $1,125,000 | | | | | |

A review of Table H-7 shows that a special tax would need to raise about $860,000 annually. Based on an assumed District boundary that excludes the City of Angels and the San Andreas Recreation and Park District, a parcel tax of about $36 per parcel tax would generate sufficient revenue to meet that need. The balance of revenue required to implement the Master Plan would come from grants, donations, sponsorships and user fees. It is assumed that any new subdivision would be self-supporting through the revenue mix outlined in Table H-6.

Before pursuing a voter measure, the cited values should be refined and validated with attention to the following matters:

* + - * Scope and nature of facilities, services and programs to be offered by the District
      * Cost estimates to provide the desired facilities, services and programs
      * Boundaries of the District
      * Number of parcels in District categorized by land use
      * Tax structure based on land use
      * Bond costs and proceeds based on prevailing market conditions

## Next Steps

CPARC should consider initiating a statistically significant survey of registered voters within the anticipated District boundaries to determine the level of support for a park and recreation revenue (parcel tax) and capitalization (revenue bond) measure.

# Implementation Plan

The following series of “next steps” identify specific tangible efforts to implement the *Master Plan* and are outlined in the chapter below:

* Establish governance structure
* Implement Quimby Act and applicable County Code
* Develop and adopt a 5-Year Capital Improvement Plan
* Develop and adopt a Financial Plan

## Governance

Agency formation is a critical next step for the Agency as it endeavors to implement the *Master Plan*. In this regard, the Commission should work toward establishing a permanent and funded recreational structure serving the County.

* Continue to develop an analysis of the benefits of establishing a stand-alone Parks and Recreation District to serve the County. The Commission should work with existing local districts to determine how this concept should evolve or if a County Parks Department shall be established
* Consider modifications of purposes of existing special districts to allow them to provide local parks services.
* The Board of Supervisors previously approved the concept of creating a Parks and Recreation Program Director position. However, sufficient funds were not available to fill the position at the time. This should be pursued when the County's fiscal situation improves.

## Finance

Given the evolutionary nature of the parkland planning process that the County is currently in, it is not presently practical to reasonably estimate the cost necessary to meet the local park and facility needs over the next few years. The amount will clearly cost millions of dollars. However daunting this may seem, these funds will come in increments and from a variety of sources, many unknown at this time. For example, every few years for the past decade, California voters approve a state bond measure addressing state park and recreation needs, which typically includes a local parks component.

Develop a Financial Plan that address both the capital improvement costs and operating and maintenance costs to meet the park and recreational needs identified herein.

The financial plan should outline feasible programs and processes that can be undertaken over the next few years. These include:

* To meet existing General Plan obligations on park facilities, the County will need to either insure new park facility operation maintenance mechanisms are put in place for new parks or serve as the park's agency for these facilities.
* Consider the creation of a county-wide Landscaping and Lighting District or Benefit Assessment District to finance acquisition, development, and operation costs. Analyze whether parcel exemptions should be made for very small undeveloped parcels or other purposes.
* Require developers that are building on-site parks to provide for operation and maintenance costs by placing the development in a mandatory financing mechanism, e.g. homeowners association, Landscaping and Lighting District or County Service Area
* The Commission should provide guidance or work with citizen groups, the County and District staff to prepare grant applications and solicit gifts and donations. There are often specific timing deadlines and written documents necessary to be considered.
* Actively support future state parkland bond issues and lobby for local agency monies in these bond issues.
* Consider ballot measure for parcel assessment

## Quimby Implementation

Refer to Appendix C for commissioner’s role in implementation. In particular, focus on implementing the Parkland Dedication Program to:

* Provide funds to assist local districts in improving facilities or acquiring lands as park dedication funds are received for use in their boundaries.
* Actively encourage dedication of land and facilities by developers for all large projects approved in the County
* Encourage developers to collaborate in a community to provide a larger joint facility than smaller parks serving each development

## Capital Improvement Plan

Develop Capital Improvement Plan with planning level cost estimates. Draft capital improvement plans for communities in each geographic area are presented in Appendix C.

## Advocacy, Partnerships and Outreach

Other functions of the Commission and County staff should be to:

* Update the Calaveras County website dealing with Commission and local agency activities on a regular basis

## Catalogue and monitor

Develop database of obligations

Review and monitor

# Park Development Concepts

**[REVIEWED BY McGreevy, 7-Jan-2013]**

Exhibit J–Park Development Concepts

## Neighborhood Parks

### Description

Neighborhood Parks are typically a combination playground and park designed for non-organized recreation activities. They are generally three to five acres and designed to serve people living within one half mile of the park. In general they serve people living within one half mile of the park. Typical facilities found in a neighborhood park includes a children's playground, picnic areas, open grass areas for passive use, outdoor basketball courts, and multi-use open grass areas for field sports. Neighborhood parks in some of the smaller communities in Calaveras County may be the only park serving the area. As a result, neighborhood parks are sometimes called upon to provide a wider range of recreation activities.

***Typical neighborhood park user:***

* *Comes from a ½ of the park*
* *Arrives by bicycle or on foot*
* *Stays for a short-time*

### Site Selection and Development Guidelines

* + - * Optimum size is three to five acres, depending upon the availability of land. Where park sites are adjacent to schools they may be smaller. Under no circumstances should neighborhood parks be less than three acres.
      * At least 50% of the site should be relatively level and usable, providing space for both active and passive uses.
      * The site should have at least 200 feet of street frontage.
      * Access to the site should be provided via a local street with sidewalks. Neighborhood parks fronting on arterial streets or major highways should be discouraged.
      * Parking requirements: A minimum of three spaces per acre of usable active park area is recommended. Generally, if on-street parking is available in front of the park, this guideline can be reduced by one car per 25 feet of street frontage.
      * Drinking water
      * Sanitary facilities
      * Active and noise producing facilities, such as tennis and basketball courts, should be located at least 100 feet from nearby homes or property zoned for residential use.

### Features and Amenities to Consider

* Open turf area for unstructured play
* General landscape improvements (including tree plantings)
* Children's playground
* Basketball (full or half court)
* Volleyball court
* Pathway connecting park elements
* Picnic tables
* Small picnic shelter
* Multi-use field for practice
* Natural area / green space
* Interpretive signage

### Features to Avoid

* Horticultural or annual plantings, unless sponsored and maintained by a neighborhood or community group
* Indoor recreation facilities
* Amenities that require staff supervision or highly specialized maintenance

## Community Parks

### Description

A community park is larger than a neighborhood park, 5 to 15 acres and designed to provide a broader range of active and passive facilities and use areas. Most often they provide structured recreation facilities such as sports fields, although individual and family activities are also encouraged. Community parks can also provide indoor facilities to meet a wider range of recreation interests. These parks serve a much larger area and in Calaveras County they usually serve an entire community or multiple communities. Because of their size and diverse activities, they attract large number of users and require more support facilities such as parking, restrooms and large group picnic facilities.

***Typical community park user:***

* *Comes from one-mile of the park*
* *May come a further distance for organized recreation*
* *Arrives by auto, bicycle or on foot*
* *Stays for one to three hours*

### Site Selection and Development Guidelines:

* + - * Minimum site size should be 15 acres with the optimum at 20-30 acres.
      * Due to their size requirements, the acquisition of community park sites should occur far in advance of need. Park development should occur no later than when the area it serves becomes 50% developed.
      * Whenever possible community parks should be located adjacent to schools.
      * At least two-thirds of the site should be available for active recreation use. Adequate buffers or natural open space areas should separate active recreation areas from nearby homes.
      * The site should be visible from adjoining streets and have a minimum of 400 feet of street or road frontage.
      * Parking requirements are dependent upon the facilities provided. Generally, 50 off-street spaces per ball field are required, plus five spaces per acre of active use areas.
      * Drinking water
      * Permanent restrooms are appropriate for this type of park.
      * Access to the site should be provided via a collector or highway with sidewalks and bicycle lanes.

### Facilities and Amenities to Consider:

* Sports fields
* Children's playgrounds
* Restrooms
* Storage (for equipment and to support programs)
* Tennis courts
* Trail systems
* Group picnic areas
* Large picnic shelters
* Performance space, such as a stage area or band shell
* Skate park
* Special facilities such as in indoor recreation center or pool
* Water playground
* Community gardens
* Interpretive signage
* Natural area / green space
* Indoor recreation center or other indoor recreation space

### Features to Avoid

**[WHAT GOES HERE? …McGreevy, 7-Jan-2013]**

## Regional Day Use Parks

### Description

Regional Day Use Parks are recreational areas that serve the entire County and provide visitors with access to special features of facilities not typically found in the local community. They are usually large sites and generally include a wide variety of specialized facilities that can accommodate large group activities, such as special events and festivals. These parks may also focus on a mixture of active and passive recreational activities.

***Typical regional park user:***

* *Comes from entire county*
* *Arrives by auto*
* *Stays for four hours or more*

### Site Selection and Development Guidelines

* + - * The site generally exceeds 50 acres and should be sufficient to accommodate the park's unique features or amenities
      * Up to 25% of the site should be able to be developed
      * Access to the site should be provided via highway or arterial street
      * On-street parking should be discouraged

### Facilities and Amenities to Consider

* + - * Open turf area for unstructured play
      * Small children's playground
      * General landscape improvements
      * Event space for large group gatherings
      * Expanded utility / electric service to support community events
      * Extensive pathway system
      * Large picnic shelters
      * Permanent restrooms
      * Drinking water
      * Off-street parking will depend upon facilities / programs offered
      * Horseshoe pits
      * Concessions, vendor space, or commercial lease space
      * Water features
      * Interpretive signage
      * Natural open space
      * Storage or maintenance buildings (if visible, these should be architecturally compatible with other park elements and any exterior work areas should be screened from view)

### Features to Avoid

**[WHAT GOES HERE? …McGreevy, 7-Jan-2013]**

## Special Day Use Areas

### Description

Special use areas are sites that are occupied by specialized facilities or fulfill a specialized purpose. Some uses that fall into this park type include boat ramps, tennis courts, or single purpose sites such as a sport field complex or a community center.

***Typical special day use user:***

* *Comes from entire county*
* *Arrives by auto, bicycle or on foot*
* *Visit duration depends on facilities offered*

### Site Selection and Development Guidelines:

* Siting criteria depend on the type of facility proposed
* Prior to the development of any specialized recreation facility, such as a pool, recreation center, sports complex, etc., a detailed cost/benefit analysis and maintenance impact statement should be prepared.
* Size will depend upon the facilities provided
* Site should front on a public street or highway
* Parking requirements will depend on the facilities provided

#### Facilities and Amenities to Consider:

* Facilities and amenities will depend on the proposed activities and site use

## Local Natural Open Space

### Description

Open space is undeveloped land in and around existing communities. Local Natural Open Space is land primarily left in its natural state with passive recreation use as a secondary objective. It is usually owned or managed by a governmental agency and may or may not have public access. This type of land often includes wetlands, steep hillsides or other similar spaces that cannot be developed. In some cases, environmentally sensitive areas are considered as open space and may include wildlife habitats, stream and creek corridors, or unique and / or endangered plant species. For this study, farmland is not considered in this open space category.

***Typical open space user:***

* *Comes from entire county*
* *Arrives by auto, bicycle or on foot*
* *Visits site for several hours*

### Site Selection and Development Guidelines:

* + - * Site size will be based on natural resource availability. Acreage should be sufficient to preserve or protect the resource.
      * The type of facility may be acquired through Habitat Conservation Plan programs or dedication of natural lands from developers.
      * Emphasis for acquisition should be on lands offering unique features or have the potential to be lost to development.
      * An analysis should be made to determine if unique qualities and conditions exist to warrant acquisition.
      * Development and site improvements should be minimized while the natural environment, interpretive and educational features are emphasized.
      * Natural open space areas should be managed and maintained for a sense of solitude, separation or environmental protection.
      * Parking and site use should be limited to the numbers and types of visitors the area can accommodate while still retaining its natural character and the intended level of solitude.
      * Where feasible, public access and use of these areas should be encouraged, but environmentally sensitive areas should be protected from overuse.
      * Decision to acquire open space should not be based on a desire to prohibit urban development.

### Facilities and Amenities to Consider:

* + - * Off-street parking if a trail is located within the site
      * Picnic areas
      * Small shelter
      * Trail and pathway system
      * Trailhead or entry / kiosk
      * Off-street parking if a trail is located within the site
      * Viewpoints or viewing blinds
      * Interpretive or educational facilities
      * Interpretive signage

### Facilities and Amenities to Avoid:

* + - * Turf areas
      * Ornamental plantings
      * Active use areas

# Parkland Dedication (Quimby Act Implementation)

## Status Of Ordinance And Implementation

As an outcome of the Parks and Recreation Task Force efforts in 2007, the Board of Supervisors amended the County Ordinance Code to provide for the collection of park dedication fees for land and facilities as part of the subdivision map approval process. The Calaveras County Ordinance Code reference is Chapter 16.24 *Park and Recreation Facilities, Dedications, Fees.* The purpose of the ordinance is shown on Figure 7.1.

***Quimby Act***

*The legislative body of a county may, by ordinance, require the dedication of land or payment of fees in lieu thereof, for park or recreational purposes as a condition to the approval of a tentative map or parcel map, if the legislative body has adopted a general plan or specific plan containing policies and standards for parks and recreation facilities, and the park and recreational facilities are in accordance with definite principles and standards (Government Code Section 66477(a)(4)).*

This action was proof of the Board of Supervisors serious intent to assure park facilities occur in proximity to or within new developments.  
Due to the relatively recent adoption of the ordinance and the housing turmoil of recent years, it is hard to determine if the ordinance is working efficiently in terms of meeting expectations. It would be appropriate to review how well the ordinance is working over the next two years as part of the Commission's future tasks. Issues to be examined are the ease of implementation of ordinance provisions from the perspective of County staff and how the development community has found the procedures for decision-making at the staff level should be reviewed.

After such a commission review is completed, a report to the Board of Supervisors will be made if the ordinance needs to be “tweaked” in any way.

RECOMMENDATION: The Commission should periodically review and report to the Board of Supervisors on how well the ordinance is performing.

## Administrative Procedures On Park Dedication Fees

To fulfill both the spirit and intent of the law the following procedures shall be established:

RECOMMENDATIONS:

* Interest Bearing Account – The ordinance code, consistent with state law, requires that fee(s) be placed in a separate bank account. All interest from these funds shall be dedicated for park and recreation use, and shall be allocated in a manner consistent with the developer dedicated fees. Responsibility for policy control of the funds is vested in the Planning Agency; the County Treasurer shall be responsible for handling and investing the account.
* Receipt of Park Dedication Funds – The park dedication funds shall be received by separate check or financial instruments separate from other impact fees. It will be delivered to the appropriate Planning staff. The funds will be made out to the Calaveras County Planning Department. They will be receipted according to established procedures but shall also be entered into a separate park dedication log (either electronic or ledger) indicating the amount received, the project they are submitted for, and the date received.
* Conditions of Approval – All subdivision staff reports and/ or conditions of approval shall have a specific reference to how park dedication requirements are to be fulfilled.

***Calaveras County Code Park Land Dedication***

*“16.24.010 Purpose and intent.*

1. *The Board of Supervisors finds that with the ongoing growth and development of community areas in the County, there is need to provide a means to acquire, develop and maintain lands for public parks and recreation facilities pursuant to Title 7, Division 2, Chapter 4, Article 3, commencing with Section 66477 of the California Government Code.*
2. *This chapter imposes conditions for County approval of tentative and final subdivision and parcel maps that require the dedication of land and / or the payment of fees for park and recreation facilities. This chapter:*
   1. *Provides Standards for determining the land area or fees to be dedicated.*
   2. *Assures the provision of an orderly park and recreation network throughout the County by creating park and recreation facilities that are consistent with the adopted general, specific, special or community plans with elements, goals and policies on land uses.*
   3. *Assures that the amount of land and / or fees to be dedicated shall bear a reasonable relationship to the use of the facilities by the residents of the subdivision making the dedication.*
   4. *Provides a schedule for putting the dedicated lands and / or fees into use within a period specified in State law and also provides provisions for refunding dedication should this schedule not be met. (Ord . 2936 § 3(part), 2008).”*

* Timing of Receipt of Funds – Park dedication fees shall be submitted in full prior to being considered for granting the building permit by the County.
* All dollar amounts of park dedication fees shall be adjusted for inflation annually for each fiscal year based upon the Construction Index of the Engineering News Report annual basis for the State of California. This will provide protection for increased costs between project approval and the issuance of the permit. This inflation factor shall clearly be stated in the Conditions of Approval.
* For the fifth fiscal year following the first deposit into the park dedication fund, the Commission shall prepare and forward a report to the Board of Supervisors on the expenditure of funds pursuant to California Government Code requirements. The Board shall take final action to assure compliance with the law.
* If a building permit expires without commencement of construction, then the fee payer is entitled to a refund without interest. The County shall keep 5% of the fee for the cost of administration of the park dedication fund program. All applications for refund shall be submitted to the County Clerk within thirty (30) calendar days of expiration of the building permit.

## Commission Requirements Under The Ordinance Code

The ordinance code requires the “Commission to submit to the Board of Supervisors for approval, a plan for use, specifying how, when , or where it will use the land or fees or both, to develop park or recreation facilities to serve the residents of the County.”

Where park facilities are to be used within a development, this task will be relatively easy to complete. For smaller projects (under 50 units) when only the payment of a fee is required, it needs to be recognized that the amounts may be too small to fund a complete project.

That must await for additional approvals or other sources of funding for smaller projects. These reports will be fairly generalized in nature. With park facilities provided by other agencies such as Veteran Districts or school districts, specific projects will be devised during the 5 year legal collection time to give these Boards time to reflect on their needs.

RECOMMENDATIONS:

* Reports – For convenience these brief reports shall be included within Planning Commission informational material or staff reports prior to Commission consideration of subdivisions. For fee based projects these short reports will be general in nature to allow time to work with agencies providing park services in the area. In areas with no existing service providers, this will allow time to work with the community on what type of facilities are appropriate and how they can be provided. The Commission report may include discussion of other recreation issues relevant to the project, e.g. trails, etc.
* Early Discussion of Parks and Recreation Issues – The Planning Department presently meets monthly (if needed) to discuss proposed subdivisions with developers and the public. This committee is called the TAC (Technical Advisory Committee). A member of the Parks & Recreation Commission is invited to sit with this group. This is the first chance to receive input on the issue of an on-site park or to pay fees. Discussion is based upon the subdivision submittal by the applicant. These early discussions are to aid developers and County staff on resolvable issues. The do not commit either the County staff, the developer, or the Parks & Recreation Commission to any position on these issues. Issues discussed should include on-site parks, fees, trails, connectivity, and other recreation issues.
* Commissioner's Reports – The Parks & Recreation Commissioner attending the meeting shall report on each development proposal at the next commission meeting. This will start the process of the Commission making a recommendation on whether an on-site park or fees are preferred as required by Section 16.24.040 of the Ordinance Code.
* Environmental Impact Reports – When an EIR is required on a project, the EIR shall consider the issues of an on-site park and recreation facilities. Commission will comment on project proposal.

## Park Dedication Acreage Requirement

\*\*\*copy to come after Tables on existing facilities are correct\*\*\*\*

## Preference For Parkland Over Fees

In areas where there is an existing deficiency of parkland within a geographic area, as a matter of policy, the County should be supportive of dedication of land over the payment of fees. However developers should be encouraged to consider specific proposals where they would work with other developers or agencies to combine efforts to create larger acreage facilities that may be easier to maintain and allow for more extensive facilities within the community or area.

RECOMMENDATIONS

As a matter of policy, the Commission should prefer land dedication over fees. However, developers should be encouraged to prepare alternative feasible proposals for off-site facilities or joint facilities with other developers or agencies, which can be assured by their development.

## Distribution Requirements For Park Dedication Funds

The dollar amounts of park dedication available to communities may vary from modest amounts to substantial sums. Consequently, the amount of documentation required for the County to release these funds to a service provider will vary considerably. For example, the purchase of picnic tables or play equipment is different from the construction of a new park or swimming pool.

The following issues of concern need to be considered in the release of park dedication funds; the actual requirements will be worked by County staff, the Commission, and the service provider prior to scheduling a vote to release these funds by the Board of Supervisors.

The issues of concern are:

* Experience in operation and maintenance of parks facilities by the service provider.
* Ability to competently manage the funds and adequately account for expenditures sufficient to pass audit.
* Support of the organization Board of Directors of the requesting agency.
* Support of the community for the project.
* Should the project require construction by the provider, the latter must provide plans as specified in the County code and provide a budget that includes all sources of revenue including the park dedication funds.
* For projects requiring land acquisition, the provider must obtain a land survey and appraisal by certified professionals.
* A statement of how use of parkland dedication funds match both the goals of the project, state law limitations of use of funds, and of this *Master Plan*.
* The funds can only be spent on project that allow for public access to the facility.
* CEQA compliance (and NEPA compliance if needed) prior to project approval.
* Approach to maintenance and operations of the facility.
* Upon receipt of the request by THE Commission, a recommendation shall be prepared on the use of funds by the Commission and final approval to disburse the fund shall be made by the Board of Supervisors.
* Require the Commission to receive acknowledgement from the recipient after the project is complete that the funds were expended as authorized.

It needs to be emphasized that the amount of material to be provided will vary greatly with the amount of money involved and the complexity of the project. The intent is not to generate paper but to get funds into the hands of service providers.

RECOMMENDATION:

Acknowledge the above areas of concern in administering the park dedication fund distribution program. Have the Commission, in concert with Planning Agency staff, work with service providers to provide needed material in review of requests for funds. The intent is to provide needed information to protect the integrity of the program, not to generate unnecessary work. All requests for funds shall be directed to the Calaveras County Parks & Recreation Commission.

For projects to be undertaken by the County the same concerns generally will apply.

# Capital Improvement Plan

## Ebbetts Pass

### Vallecito (pop ~600)

Existing Facilities

1. **Parks**

* None

1. **Public Schools**

* John Viera Independent HS
* Vallecito HS

1. **Community Buildings**

* None

Local Park Needs

* The Community should be encouraged to convene to determine if a neighborhood park is desirable in their community.

Other Needs

### Murphys/Douglas Flat

Existing Facilities

1. **Parks**

* Feeney Park
* Murphys Community Park
* Murphys Pool
* Murphys Tennis Courts

1. **Public Schools**

* Michelson Elementary School

1. **Community Buildings**

* Lion’s Hut
* Old School

Local Park Needs

* Develop a neighborhood park at 2002 Sugar Pine Way that was obligated as part of the Douglas Flat Subdivision approval. The area is .2 AC and is adjacent to CCWD property.
* Feeney Park: Work with Feeney Park Foundation on additional landscaping and lighting.
* Murphys Community Park: Work with Murphy’s Community Club to improve Murphy’s Community Park West including a bocci ball court, walking trails and trail connections to nearby wineries.
* Consider the creaton of a ‘dog park’ in the neighborhood of the Community Park.

Other Needs

* “Old Doc Smith Property” on Sheep Ranch Road. Explore creation of local natural open space area with the owner, Union Public Utility District.
* Develop adjacent Union Public Utility District (33 AC) and BLM land (431 AC) into a regional day use park.
* Consider a trail from to link the Doc Smith Property to the new regional park.
* Explore CCWD and BLM lands south of Douglas Flat for development.
* Develop Ponderosa Way into a trail from Camp Nine through Murphys to Chatom Vineyard and Fricot City.
* The wineries and vintners are encouraged to create recreational facilities.
* Encourage the Murphy’s Business Association to establish a trails system to create a trails network for pedestrians, bicyclists and equestrians providing access to wineries, Ebbetts Pass, tourist attractions like Mercer Caverns, world class vistas around the community. This would serve the local community and our visitors.
* Identify walking paths for pedestrians and non-motorized vehicles using county roads and streets by signing routes along sidewalks to provide exercise and safety from highway traffic.

### Avery/Hathaway Pines

Existing Facilities

1. **Parks**

* None

1. **Public Schools**

* Avery Middle School

1. **Community Buildings**

* None

Local Park Needs

* Hunter Reservoir: Develop the concept for creating a community park around Hunter Reservoir which is largely surrounded with public lands owned by the Calaveras County Water District and Utica Power Authority and a few private landowners including Sierra Pacific Industries.

Other Needs

* Complete the 32 mile Arnold Rim Trial as a non-motorized, multi-use trail encircling the communities of Arnold and Avery/Hathaway Pines.
* Connect Murphys and Avery/Hathaway Pines with a Class I multi-use trail maybe using San Domingo/Sheep Ranch Road.
* Candy Rock Recreation Area:
  + Improve the parking lot at the end of Candy Rock Road
  + Improve river access from the parking lot to the river for safety and ease of access
  + Regulate activities to make them family friendly and safe with enforcement by the Calaveras County Sheriff.
  + Create a local recreation association to manage the facility.
* Utica Flume: Should the Utica Flume be modernized and the location made safer, a trail should be created to connect Avery/Hathaway Pines to Murphys and beyond.

### Arnold / White Pines

Existing Facilities

1. **Parks**

* White Pines Park
* Courtwright-Emerson Ball Field

1. **Public Schools**

* Hazel Fischer Grammar School

1. **Community Buildings**

* Logging Museum
* Independence Hall, White Pines
* Ebbetts Pass Fire Station

Local Park Needs

* Consider the transfer of ownership of White Pines Lake from the Calaveras County Water District to Calaveras County.
* Develop a master plan for the development of White Pines Lake by all stakeholders. The master plan should include improving the beach, the boat launch, trail around the lake, parking lots, ball park, road access etc.

Other Needs

* Create a network of trails for pedestrians and bicyclists to connect village centers apart from Hwy 4.
* Complete the Arnold Rim Trial as a non-motorized, multi-use trail encircling the communities of Arnold and Avery/Hathaway Pines.
* Connect Cedar Center with Stanislaus National Forest lands with a pedestrian and bicyclist trail across 38 AC parcel should it ever be developed.
* Improve the connection between Arnold and White Pines Park and on to Courtwright-Emerson Ball Field by building a Class I trail along Blagen Road.
* Develop dog park

### Dorrington/Camp Connell

Existing Facilities

1. **Parks**

* None

1. **Public Schools**

* None

1. **Community Buildings**

* None

Local Park Needs

* None

Other Needs

* Calaveras Big Trees State Park: As new state park bond issues arise, Calaveras County will lobby for funds to expand Calaveras Big Trees between Dorrington and the Stanislaus River.
* Provide for a trail for pedestrians, bicyclists and equestrians on the north side of Hwy 4 from Dorrington to Arnold as a Class I trail within Stanislaus Forest lands.

### Upper Ebbetts Pass (From Dorrington east to Tamarack)

Existing Facilities

1. **Parks**

* None

1. **Public Schools**

* None

1. **Community Buildings**

* None

Local Park Needs

* Cottage Springs: When Cottage Springs area develops, the developer shall be responsible for establishing a neighborhood park to serve local residence.

Other Needs

* Mokelumne Coast to Crest Trail: Complete trail from Salt Springs Reservoir to Bear Valley.
* Big Springs Recreational Community: Link Community with the trails network in the Stanislaus National Forest. (Need map of current trails to locate potential link. Try to put new trail on adjacent creek to the east).
* Provide for a trail for pedestrians, bicyclists and equestrians on the north side of Hwy 4 from Dorrington to Bear Valley as a Class I trail within Stanislaus Forest lands.
* Stanislaus River Access River Access: Collaborate with the STF to provide vehicular access to Sand Flat Camp which is adjacent to Camp Wolfboro.

## Blue Mountain

As a general statement, this analysis area is underserved by local public parks and recreation facilities. Those which exist are underfunded and in need of improvements. Some communities have no public parks or local school facilities (Wilseyville, Glencoe and Sheep Ranch) for active public recreation.

With a growing population of seniors in the area, the existing community halls are becoming more important, as they provide indoor recreation, education and entertainment venues. The lack of sidewalks and pathways separate from the SR 26 and the narrow country roads force excessive reliance on the automobile.

The only community park within the area is in Mountain Ranch and it serves that community well. However, it is not located in a place that is convenient for the majority of Blue Mountain area residents.

It is from this starting point that the following individual community needs and local action plans have been developed.

### Glencoe/Rich Gulch

Existing Facilities

1. **Parks**

* None

1. **Community Trails**

* Valentine Trail in Glencoe
* Ponderosa Way-Mokelumne River Trail Network in Rich Gulch

1. **Public Schools**

* None

1. **Community Buildings**

* American Legion Hall (Kitchen, stage)

Local Park Needs

* Acquire BLM property north of the Glencoe Community Center for a neighborhood park that includes a trailhead for pedestrians, bicyclists and equestrians with picnic area and supporting infrastructure.
* Develop a neighborhood park and trailhead at the bottom of Ponderosa Way on the Mokelumne River for picnicking, hiking, fishing, swimming, tubing and whitewater boating.

Other Needs

* Improve and maintain access to the Mokelumne River via Ponderosa Way, Mokelumne Canal Road 5 and Valentine Gulch Road.
* Develop the 2.5 mile Ponderosa Whitewater Run for kayaks and commercial rafting from the Mokelumne River Bridge (alias CC Bridge) to the Electra Whitewater Run to make a combined run of eight miles!
* Develop the Mokelumne Canal Trail from Glencoe to Ponderosa Way with access from Ponderosa Way, Diamond Lane, Mokelumne Canal Road 5 and Valentine Gulch Road.
* Develop a bicycle loop by adding a Class X Bicycle Pathway to the following county roads: Independence, Indian River, Railroad Flat and Ridge. Connect this loop to Glencoe via Deardorff Road and to White Pines via Summit Level Road.
* Establish Ponderosa Way as a pedestrian, bicycle and equestrian trail from South Fork Mokelumne River to Jesus Maria BLM and on to the Community of Mountain Ranch.

### Rail Road Flat

Existing Facilities

1. **Parks:** None
2. **Community Trails:**  None
3. **Public Schools**

* Rail Road Flat Elementary School (Multipurpose room with gym & commercial kitchen, Little League ball field, playground for children, outdoor basketball court)

1. **Community Buildings**

* Rail Road Flat Community Hall (Kitchen, stage)

Local Park Needs

* Preserve existing school grounds and facilities for public recreation should the school ever be closed.
* Create Joint Use Agreements between the CUSD and County to assure public access to recreation facilities during non-school hours.
* Re-establish Taylor Park through land acquisition.
* Create a *Master Plan* for Taylor Park that re-establishes its historic uses (Little League and Junior League Baseball, soccer, equestrian arena, picnic) and considers additional uses (par course, archery, firing range, trap shoot).

Other Needs

* Develop Indian River Road as a pedestrian, bicycle and equestrian trail with access to the South Fork Mokelumne River.
* Provide public access to and around Jeff Davis Reservoir for family walks and bicycle rides.
* Establish Silver Mountain Regional Park on BLM land.
* Explore a bicycle route connecting Glencoe with White Pines using class I/II bicycle lanes along Deardorff, Independence, Indian River, Cemetery, Railroad Flat Roads and “Share the Road” signs on Summit Level Road.

### West Point

Existing Facilities

1. **Parks:**  None
2. **Community Trails:**  None
3. **Public Schools**

* West Point Elementary School (Multipurpose room with gym & commercial kitchen, Little League ball field with perimeter track and long jump, playground for children, outdoor basketball court, school garden).

1. **Community Buildings**

* Veterans of Foreign Wars Hall (Kitchen)
* West Point Community Hall (Kitchen & simple stage)
* West Point Veterans Memorial Hall
* Blue Mountain Coalition for Youth & Families (Kitchen, meeting room, outdoor basketball, skateboard ramp, stage, patio and community garden).

Local Park Needs

* Create Joint Use Agreements between the CUSD and the County to assure public access to the multipurpose room and outside facilities during non-school hours

Other Needs

* ?
* ?

### Sandy Gulch/Wilseyville

Existing Facilities

1. **Parks**:

* Neighborhood Park at Wilseyville Camp (Private)

1. **Community Trails:** None
2. **Public Schools:** None
3. **Community Buildings:** None

Local Park Needs

* Establish sports field at the former Sandy Gulch Field on the north side of SR 26 with parking and infrastructure.
* Secure land from BLM, CCWD or private parties to develop a community park at Sandy Gulch on the south side of SR 26 .
* Develop a *Master Plan* for the community park considering picnic facilities, trails, wild zones, tennis, par course, mountain bike course, adventure park for children, adventure learning for teens/adults focused on outdoor recreation and a ropes course.

Other Needs

* Assure public access across private parcels to Schaads Reservoir. Maintain road access for the family sedan and the Cal Fish & Wildlife truck for stocking the reservoir with trout. Develop a trail loop on the north side of the reservoir using the current road and the derelict lakeshore drainage ditch, an ADA opportunity. Develop a second loop trail on the south slope using an old skid road and the historic Kadish Ditch. Extend the trail on the Kadish ditch eastward to its river diversion site, an old growth area of exceptional beauty with good fishing.
* Consider a pedestrian, bicycle and equestrian path along Blue Mountain Road, Schaads Road and Bald Mountain Road.

### Mountain Ranch

Existing Facilities

1. **Parks**

* Mountain Ranch Community Park (Little League ball field, picnic area, outdoor basketball, playground, snack bar)

1. **Community Trail**

* Shared use perimeter path around the park that connects to the path that parallels Mountain Ranch Road, all ADA accessible.

1. **Public Schools**

* None

1. **Community Buildings**

* Mountain Ranch Community Club (Meeting hall, kitchen, stage)
* Mountain Ranch Youth Alliance (Kitchen, meeting rooms)
* Mountain Ranch Resource Center (Meeting rooms, kitchen, patio)

Local Park Needs

* Upgrade the water system on the using the fire district well to provide potable water to the park, community club, resource center and youth center.
* Create a master plan for growth of the park that provides recreational facilities for toddlers, children, teens, adults and seniors.

Other Needs

* Explore development of Jesus Maria Regional Park on BLM land for day use purposes.
* Explore development of Murray Creek Regional Park on BLM land for day use purposes.
* Establish Ponderosa Way as a pedestrian, bicycle and equestrian trail from South Fork Mokelumne River to Jesus Maria BLM, Mountain Ranch Community Center and beyond.

## SR 49 Corridor

### Mokelumne Hill

Existing Facilities

1. **Parks**

* Hobbs Field
* Shutter Tree Park
* Barry’s Tennis Courts
* Horse Arena

1. **Community Trails:** None
2. **Public Schools**

* Mokelumne Hill Elementary

1. **Community Buildings**

* Town Hall (Meeting room, kitchen, stage)

Local Park Needs

* Complete the recent upgrade of Shutter Tree Park with the installation of a swing set and ADA compliant access paths.
* Install lights on Hobbs Field.

Other Needs

* Create a path from the north end of Miwok Trail across the Mokelumne Hill Sanitary District that connects to the historic roads and trails on BLM land that access to the Mokelumne River and the public lands from Volunteer Gulch to Spanish Bar and beyond.
* Coordinate with local ranchers to organize docent led hikes down Chili Gulch on Nielson and Central Hill Roads to provide a glimpse into 1850s transportation network, water supply, placers, hydraulics as well as the town of Chili Junction.

### San Andreas

Existing Facilities

1. **Parks**

* Turner Park
* San Andreas Community Park
* Neilsen Park

1. **Public Schools**

* Calaveras High School
* San Andreas Elementary School
* Mountain Oaks Charter School

1. **Community Buildings**

* San Andreas Community Town Hall

Local Park Needs

* Create agreements with local schools to assure that the recreation facilities or meeting rooms are available to the public for day use during non-school hours.
* Potential expansion of San Andreas Community Park south into the old airport property for additional facilities (possible regional skateboard/BMX park.
* Work with property owners to provide access to San Andreas Creek from Neilsen Park.
* Turner Park improvements: Remodel bathrooms, add to existing skate park
* San Andreas Community Park improvements: Add more ball fields, create a playground where old one existed, remodel bathrooms, new bleachers.
* Town Hall improvements: remodel bathrooms, repave parking lot, paint interior, remodel bar area.
* The proposed improvements that are listed in the Calaveras County Pedestrian /Bike Plan and San Andreas Rural Mobility Plan are supported.

Other Needs

* For large developments, over 50 acres, that have high-slope lands not suitable for development, those lands shall be designated as local, natural open-space areas.
* Collaborate with PAWS to create a trail to New Hogan Reservoir.
* Rails to Trails: Union Pacific Railway still owns about 30% of their parcels and they should be linked together in to trails when possible.
* Connect the Calaveras River to Hwy 12 with a trail when the two come together.
* Pursue and collaborate with Safe Routes to Schools to improve 'walkability' in and around town.
* Link Calaveras HS to San Andreas Community Park with a trail over the current sewer easement along San Andreas Creek.
* Work with public agencies to look at land inventory for future public parks.
* Partner with Homeowners Associations to develop parks on parcels that were planned for recreation.
* As opportunities arise, create neighborhood parks on vacant lots within existing subdivisions.
* Specific ideas listed by community members that would require more discussion include: OHV park at old cement plant, a park next to Country Cliff’s Café on SR 49, a rest stop across from the airport on SR49 and a trail from San Andreas to the Mountain Oaks Parcel.

### Angels Camp

Existing Facilities

1. **Parks**

* Provided by the City and not part of this plan.

1. **Public Schools**

* Provided by the City and not part of this plan.

1. **Community Buildings**

* Provided by the City and not part of this plan.

Local Park Needs

* Provided by the City and not part of this plan.
* If local park facilities are anticipated in the sphere of influence for the City of Angels, planning and implementation should be the responsibility of Angels.

Other Needs

Trails connecting Angels Camp with Murphys:

* Develop a bicycle route from SR49 east on Red Hill Road to Vallecito and on to Camp Nine Road, Ponderosa Way, Pennsylvania Gulch Road and downtown Murphys.
* Develop a bicycle route east on Dogtown Road connecting with Murphys via San Domingo Road and/or Ponderosa Way.
* Should a development in the City of Angels require mitigation under the Endangered Species Act or the Habitat Conservation Plan, the land mitigation shall be located on the perimeter of the sphere of influence for Angels and designated as local natural open space or regional day use park.
* The Angels Creek Trial from Finnegan Land to New Melones Reservoir should be improved as a walking route while protecting the integrity of the creek.

### Carson Hill

Existing Facilities

1. **Parks**

* None

1. **Public Schools**

* None

1. **Community Buildings**

* None

Local Park Needs

* None

Other Needs

* As closure plans are developed for the existing mines in the area, they should accommodate future recreational uses on the properties. If environmental liability issues can be resolved, transfer of these sites to public agencies should be considered.

## Three Lakes

### Valley Springs

Existing Facilities

1. **Parks**

* Jenny Lind Veterans Memorial Park
* Clay Pits Baseball Park
* New Hogan Lake

1. **Public Schools**

* Valley Springs Elementary
* Jenny Lind Elementary
* Toyon Middle School

1. **Community Buildings**

* Jenny Lind Veterans Memorial Hall

Local Park Needs

* Create agreements with local schools to assure that the recreation facilities or meeting rooms are available to the public for day use during non-school hours.
* Create agreements with the owners of Clay Pits Ball Park to assure their long-term public use and future development (i.e. improvements to bleachers, parking, shade structure, restrooms, snack bar, field irrigations etc).
* Create a Community Center that provides space for meetings, events, recreational programs and a teen center. This facility should be part of a park with acreage to support a skate board facility, sports fields, amphitheater for the performing arts, tennis courts etc.
* Create a full size skate/BMX park.
* If a Delta Community College Campus is created in Valley Springs, the County should support the development of recreational facilities to serve the community.
* Add bocce ball and horse shoe pits to the Jenny Lind Veterans Memorial Park.
* Create an educational farm with community gardens.
* Create a dog park.
* Create an adventure parks with a ROPES course.
* Work with public agencies to look at land inventory for future public parks.
* Partner with Homeowners Associations to develop parks on parcels that were planned for recreation.
* As opportunities arise, create neighborhood parks on vacant lots within existing subdivisions.
* The proposed improvements that are listed in the Calaveras County Pedestrian /Bike Plan are supported.

Other Needs

* For large developments, over 50 acres, that have high-slope lands not suitable for development, those lands shall be designated as local, natural open-space areas. Developers shall be responsible for assuring funding for long-term maintenance of said spaces.
* Rails to Trails: Union Pacific Railway still owns about 30% of their parcels and they should be linked together in to trails when possible.
* Support the trail proposed by Foothill Recreation to create a trail from Gold Creek Estates to Hogan Dam Road.
* Create the Cosgrove Creek trail to connect La Contenta, Rancho Calaveras and Gold Creek with “town center” Valley Springs.
* Pursue and collaborate with Safe Routes to Schools to improve 'walkability' in and around town.
* In general improve the 'walkability' of Valley Springs.
* Trails should be for pedestrian and bikes while considering use for equestrians with a possible corral at trailhead.

### Paloma

Existing Facilities

1. **Parks**

* None

1. **Public Schools**

* None

1. **Community Buildings**

* None

Local Park Needs

* Consider a neighborhood park adjacent to the fire department.

Other Needs

* Encourage East Bay Municipal District to acquire additional parcels from willing sellers for their watershed.

### Wallace and Burson

Existing Facilities

1. **Parks**

* None

1. **Public Schools**

* None

1. **Community Buildings**

* None

Local Park Needs

Other Needs

* As additional land becomes available around Wallace Lake Estates, consider additions to existing natural open space areas.
* Rails to Trails: Union Pacific Railway still owns about 30% of their parcels and they should be linked together in to trails when possible.

## Copper Valley

### Copperopolis

Existing Facilities

1. **Parks**

* Copperopolis Town Square gazebo/lawn
* Lake Tulloch public easement next to Calypso Bay Subdivision on Connors Estates Drive, APN 061-057-001 (0.5 AC)

1. **Public Schools**

* Copperopolis Elementary School
* Multipurpose Room
* Basketball Court
* Mixed use field- Little League Baseball, Soccer Field and Track

1. **Community Buildings**

* Copperopolis Community Center, The Armory (Meeting Hall, Kitchen/Dining Room, Stage)
* Copperopolis Fire Station Conference Room

Local Park Needs

* Community Center potentially located on existing Mark Twain Unified Elementary School District Property on Black Creek at Copper Cove Drive.

**Action:** Gift parcel from school district to County under California Education Code. Obtain parkland dedication and finances for development.

**Action:** Develop site plan to include tennis courts, skate park, swim facility, and recreation center.

* Multiuse sports field, tennis courts, multipurpose room and library at future Copperopolis High School site.

**Action:** Insure that the site, currently owned by Oak Canyon Ranch Developers, is dedicated to a public agency. Follow through on Conditions of Approval to require installation of facilities as specified by County.

* Swimming pool for recreation and therapy.

**Action:** Establish committee to develop concepts on location and funding.

* Full-size park for skateboards and non-motorized bikes at a minimum of ½ AC.

**Action:** Establish committee to develop concepts on location and funding.

Other Needs

* When the 640 AC of development rights are transferred to the County as part of the approval for the Tuscany Hills Development, determine if low intensity recreation like trails, picnic facilities and other public facilities are allowable.
* Collaborate with County Planning and the Tuscany Hills Developers to design and build a turn-key park and car park on a dedicated parcel 5.8 acre parcel and a second parcel that includes public access to a beach on Lake Tulloch.
* Require full compliance with California Government Code Sections 6478.1-66478.14, and the Draft Copperopolis Community Plan policies dealing with shoreline development (the most stringent shall apply.) This shall be required for all projects along riverbanks and lakeshores within the planning area.
* Encourage Open Space Corridors between new master planned communities which can provide for public access trails and wildlife habitat between these communities and significant natural resources and public land. Trails should connect to a larger County-wide trails network and connect key facilities such as schools, parks, recreation and shopping areas within Copperopolis.
* Create trails for pedestrians, equestrians and bicyclists:

-To link Copperopolis with the public lands surrounding New Melones Reservoir which connect to the Stanislaus River and a future trail to Angels Camp.

-Along Little John Creek from Scorpion Gulch to SR 4.

* Coordinate the planning of trails and recreational facilities with the Habitat Conservation planning efforts in this area.

### Milton

Existing Facilities

1. **Parks: None**
2. **Public Schools: None**
3. **Community Buildings:**

* Masons Hall: Assure longevity of hall for public purposes.

Local Park Needs

* Consider acquisition/development of a small neighborhood park.

Other Needs

* Final closure plan for the County-owned Rock Creek Solid Waste Facility should identify post closure land use as a Regional Open Space Facility pursuant to this plan. If closure occurs in phases, consideration should be given to providing access to the Open Space as it becomes available. Low intensity use is anticipated such as pedestrian, equestrian and bicycle trails and picnic facilities.
* Consider public access and trails along streams/creels/waterways.

### New Hogan Reservoir South

Existing Facilities

1. **Parks**
2. **Public Schools**
3. **Community Buildings**

Local Park Needs

Other Needs

* Explore development of Heiser Canyon on BLM land as a Regional Park facility for low-impact day use.
* Explore development of Bear Creek Regional Park on BLM land as a Regional Park facility for low-impact day use.
* Link to New Hogan Reservoir trail network.

### Salt Springs Valley Reservoir

Existing Facilities

1. **Parks**

* Privately-owned recreation facilities for fishing and motorized water sports; site is a favored location for jet-ski and flat-boat races. Facilities include dry camp sites, a small convenience store and restrooms with showers.

1. **Public Schools**

* None

1. **Community Buildings**

* None

Local Park Needs

* Unknown

Other Needs

* In concert with the property owner/facility operator, determine additional facilities that can be made available to the public. Work with property owners to improve access to and awareness of the facility.

# National Park And Recreation Standards

# References

Calaveras County Planning Department. (1996). *Calaveras County General Plan.* Calaveras County.

Minitier & Associates. (2007). *Issues & Opportunties.* Calaveras County.

Calaveras County Planning Department. (1996). *Calaveras County General Plan.* Calaveras County.

Minitier & Associates. (2007). *Issues & Opportunties.* Calaveras County.

The Excellent City Park System, What Makes it Great and How to Get There, PUBLISHED BY The Trust for Public Land, Written by Peter Harnik, 2003

The Benefits of Parks: Why America Needs More City Parks and Open Space, By Paul M. Sherer, Published by: the Trust for Public Land, 2006. Reprint of “Parks for People” white paper, published in 2003.

2000 US Census

2010 US Census

**Exhibit A**

Sherer, Paul M.(2006). *The Benefits of Parks: Why America Needs More City Parks and Open Space*, Trust for Public Land (U.S.), 32 pp.

Louv, R (2008). *Last Child in the Woods*, Algonquin Books, Chapel Hill, 390 pp.

Office of the Surgeon General, 2010 .. pg 12

Center for Disease Control, 2001 [2011?] .. pg 12

contact with the natural world improves physical and psychological health .. pg 12

often bring substantial economic benefits to their communities by filling hotels, restaurants and and local stores .. pg 12

Play also teaches children how to interact and cooperate with others, laying foundations for success in school and the working world (ref). .. pg 13

Source: (Minitier & Associates, June 2008) .. pg 13

. The Task Force submitted its final report on April 17, 2007 (Calaveras County Parks & Recreation Task Force, April 16, 2007 ref). .. pg 14

An Interim Calaveras County Parks and Recreation Plan was adopted to implement the Quimby Act and allow for the collection of parkland dedication fees from new development (ref) .. pg 14

Revisions to the County Ordinance Code Chapter 16.24 that authorize the County to collect parkland dedication fees to build local park and recreation facilities were adopted on February 12, 2008 (ref)... pg 14

Revisions to the County Ordinance Code Chapter 16.24 that authorize the County to collect parkland dedication fees from new subdivisions to build local park and recreation facilities were adopted on February 12, 2008 (ref). .. pg 14

The Pedestrian Master Plan is intended to coordinate and guide the pro-vision of all pedestrian-related plans, programs, and projects in the County. COG reference .. pg 18

The plan is a first step to secure funding for implementation and ultimately construction of a countywide bike system (COG ref)... pg 18

**Exhibit B**

Institute of Medicine. 2012.  *Accelerating Progress in Obesity Prevention: solving the Weight of the Nation*, Washington, DC: The National Academies Press.

Centers for Disease Control and Prevention. State Indicator Report on Physical Activity, *2010.* Atlanta, GA: U.S. Department of Health and Human Services, 2010.

1. Quasi-public lands include rights of way, rivers and canals [↑](#footnote-ref-1)
2. Unimproved lands include all parcels where value of improvements is less than $10,000 per County Assessor data. Accordingly, this category includes agriculture, rangeland, and private forest land. [↑](#footnote-ref-2)
3. [↑](#footnote-ref-3)
4. Resources refers to parks, national forests, BLM land [↑](#footnote-ref-4)
5. Small communities are those that are at, or less than, 10,000 in population [↑](#footnote-ref-5)
6. Amador County Recreation Agency [↑](#footnote-ref-6)
7. National Recreation and Park Association [↑](#footnote-ref-7)
8. The San Andreas Recreation and Park District is a special district charged with serving the community of San Andreas as discussed later in this chapter. NOT REFERENCED IN TEXT [↑](#footnote-ref-8)
9. Statutory authorization information, including California code and section number, can be found in Appendix A of the State Controllers’ Special Districts Annual Report. State Controller’s Office, Special Districts Annual Report, ,— Fiscal Year 2006- 07, 57th edition [↑](#footnote-ref-9)
10. 1996-97 State Controller’s Special Districts Annual Report [↑](#footnote-ref-10)
11. 1998-99 State Controller’s Special Districts Annual Report [↑](#footnote-ref-11)
12. Parks, Progress, and Public Policy: A Legislative History of Senate Bill 707 and the “Recreation and Park District Law” October 2001 Senate Committee on Local Government [↑](#footnote-ref-12)
13. California State Controller’s Office, Special Districts Annual Report, ,— Fiscal Year 2006- 07, 57th edition [↑](#footnote-ref-13)
14. 2000 US Census for Census Tract 3, Calaveras County which roughly corresponds to the boundaries of the San Andreas Recreation and Park District. [↑](#footnote-ref-14)
15. California Public Resources Code §§5500-5595. These special assessments are subject to Article XIII, Sections C and D of the California Constitution (Proposition 218). [↑](#footnote-ref-15)
16. Id. at §5544; §5568. Two-thirds of the governing body must approve a resolution for the issuance of bonds and two-thirds of electors must also approve of the issuance. [↑](#footnote-ref-16)
17. Cortese-Knox-Hertzberg Local Government Reorganization Act, Government Code §56000 [↑](#footnote-ref-17)
18. California Government Code §6953 (2003) (also recognizing that “areas for public use and enjoyment” may be preserved by cities and counties). See also California Government Code §§51070-51097 (Open Space Easement Act of 1974). [↑](#footnote-ref-19)
19. This estimate is preliminary and provided for illustrative purposes only. A line item planning level estimate based on an approved capital improvement program will be prepared to support any future voter measure. [↑](#footnote-ref-20)
20. Estimated annual cost reflects either inflationary impact of “pay as you go” or the financing cost for bonding [↑](#footnote-ref-21)
21. California Constitution Article XIIIC, Sect. 2 (Proposition 218, “the Right to Vote on Taxes Act,” passed in November 1996); California Government Code §§53720-53730. [↑](#footnote-ref-22)
22. See California Government Code §§50075-50077.5 (containing additional requirements for voter-approved special taxes). [↑](#footnote-ref-23)
23. California Constitution Article X111A, Sect. 1; Proposition 13 (approved by voters in June 1978). [↑](#footnote-ref-24)
24. See generally California Revenue and Taxation Code §§60-75.8. [↑](#footnote-ref-25)
25. County of Calaveras, Final Budget for Fiscal Year 2009-10, p16. [↑](#footnote-ref-26)
26. http://www.dof.ca.gov/research/demographic/state\_census\_data\_center/american\_community\_survey/view.php#ACS2011x5 [↑](#footnote-ref-27)
27. These numbers must be verified through the County Assessor’s Office. [↑](#footnote-ref-28)
28. Federal IRS rules governing the issuance of tax-exempt bonds limit the use of proceeds to capital purposes such that only a small fraction of bond funds may be used for maintenance or operations of facilities. State and local laws may further limit the use of bond proceeds. [↑](#footnote-ref-29)
29. California Government Code §43606-43616. California Constitution Article 16, Sect. 18. [↑](#footnote-ref-30)
30. General enhancement of property value does not constitute ‘special benefit.’” California Constitution Article XIIIC, Sec. 2(i). [↑](#footnote-ref-31)
31. Understanding Proposition 218, Legislative Analyst’s Office (December, 1996). [↑](#footnote-ref-32)
32. California Government Code §43606-43616. California Constitution Article 16, Sect. 18. [↑](#footnote-ref-33)
33. California Streets and Highways Code §22525; see generally California Streets and Highways Code §§22500 to 22679. [↑](#footnote-ref-34)
34. California Revenue and Taxation Code §6051, §6201; California Constitution Article XIII, Sec. 35. [↑](#footnote-ref-35)
35. California Revenue and Taxation Code §7202(a), §7203 (“*Bradley-Burns Uniform Local Sales and Use Tax Law*”). [↑](#footnote-ref-36)
36. To obtain a variance from the required 0.25 percent incremental increase to the sales and use tax, local governments may seek legislative sponsorship of a sales tax spot bill for a different increment or tax rate. [↑](#footnote-ref-37)
37. Id. at §7251.1. Prior to the passage of SB566 in 2003, local governments had to first receive legislative approval to impose an additional sales tax. [↑](#footnote-ref-38)
38. California State Board of Equalization, *District Taxes, Rates, and Effective Dates*, [↑](#footnote-ref-39)
39. Assumes annual taxable sales of $200,000,000 for unincorporated Calaveras County, which is consistent with actual taxable sales for fiscal year 2008-09 per California State Board of Equalization <http://www.boe.ca.gov/news/tsalescont08.htm> [↑](#footnote-ref-40)
40. California Revenue and Taxation Code §7285. [↑](#footnote-ref-41)
41. California Government Code §§5331 to 53368.3. [↑](#footnote-ref-44)
42. Id. at §53313(d); §53313.5 [↑](#footnote-ref-45)
43. Id. at §§53318 to 53329.5. [↑](#footnote-ref-46)
44. If 50 percent or more of registered voters, or six registered voters, whichever is greater, file written protests against the establishment of the community facility district, no further proceedings to create the district or to levy a parcel tax may be taken for one year (California Government Code §53324). [↑](#footnote-ref-47)
45. Id. at §53325.3. [↑](#footnote-ref-48)
46. Id. [↑](#footnote-ref-49)
47. Id. at §§53345 to 63365.7. [↑](#footnote-ref-50)
48. California Streets and Highways Code §22525; see generally California Streets and Highways Code §§22500 to 22679. [↑](#footnote-ref-51)
49. California Government Code Section 5789.3 [↑](#footnote-ref-52)
50. California Supreme Court, Silicon Valley Taxpayers' Assn., Inc. v. Santa Clara County Open Space Authority (2005) 130 Cal.App.4th 1295, review granted 2005, Case No. S136468 [↑](#footnote-ref-53)
51. Id. [↑](#footnote-ref-54)
52. California Government Code §43602. The final maturity date of bonds may not exceed 40 years. [↑](#footnote-ref-55)
53. Federal IRS rules governing the issuance of tax-exempt bonds limit the use of proceeds to capital purposes such that only a small fraction of bond funds may be used for maintenance or operations of facilities. State and local laws may further limit the use of bond proceeds. [↑](#footnote-ref-56)