

## RESOLUTION NO. 2010-93

### A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF ELK GROVE ADOPTING THE SEPTEMBER 2009 PARKS AND RECREATION MASTER PLAN

**WHEREAS**, the Parks and Recreation Master Plan was adopted by the Cosumnes Community Services District (CCSD) Board of Directors; and

**WHEREAS**, the City and the CCSD agreed, in their 2007 Settlement Agreement, to work cooperatively to develop a long range Master Plan; and

**WHEREAS**, the Parks and Recreation Master Plan has been reviewed for consistency with the City's Parks, Trails, and Open Space Element of the General Plan; and

**WHEREAS**, the City prepared and adopted a Negative Declaration pursuant to all applicable provisions of the California Environmental Quality Act (CEQA); and

**WHEREAS**, the Planning Commission held a duly noticed public hearing on February 18, 2010, as required by law to consider all of the information presented by staff and public testimony presented in writing and at the meeting; and

**WHEREAS**, the City Council held a duly noticed public hearing on May 12, 2010, as required by law to consider all of the information presented by staff and public testimony presented in writing and at the meeting.

**NOW, THEREFORE, BE IT RESOLVED** that the City Council of the City of Elk Grove hereby adopts the September 2009 Parks and Recreation Master Plan as illustrated in the attached Exhibit A and based on the following finding:

Finding: The Parks and Recreation Master Plan is consistent with the goals and policies of the General Plan.

Evidence: The Parks and Recreation Master Plan will guide decision-making for the future development and management of parks, recreation facilities, and open space within the City of Elk Grove. The master plan is a planning document, intended to set goals, objectives, and standards for the Cosumnes Community Services District and the City. The policies established within the Parks Master Plan have been reviewed and are consistent with the Parks, Trails, and Open Space Element of the City's General Plan. Implementation of the master plan will result in development of parks and recreation facilities throughout the City that meet the needs of the residents at the neighborhood and city-wide level, will continue the practice of requiring at minimum, five acres of active parks per 1,000 persons, and will provide focus for future efforts to create self supporting recreation programs. Specifically, PTO-2-Action 3 requires the adoption of a comprehensive parks and trails master plan, of which this master plan is a part.

**PASSED AND ADOPTED** by the City Council of the City of Elk Grove this 12<sup>th</sup> day of May 2010.

  
\_\_\_\_\_  
SOPHIA SCHERMAN, MAYOR of the  
CITY OF ELK GROVE

ATTEST:

  
\_\_\_\_\_  
JASON LINDGREN, INTERIM CITY CLERK

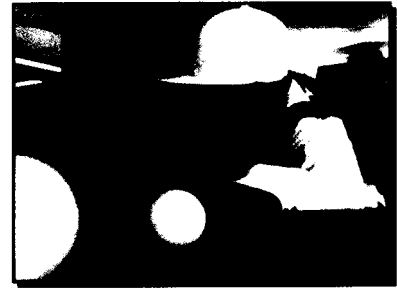
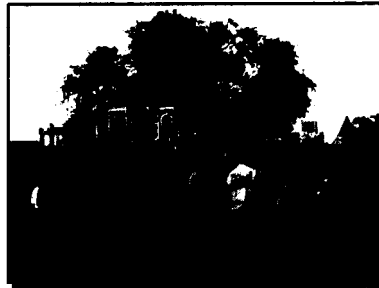
APPROVED AS TO FORM:

  
\_\_\_\_\_  
SUSAN COCHRAN, CITY ATTORNEY

EXHIBIT A



# PARKS AND RECREATION MASTER PLAN



## SUMMARY REPORT

SEPTEMBER 2009

UPDATE

Prepared by



## Acknowledgements

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**Background to the Parks and Recreation Master Plan – September 2009 Update**

The Parks and Recreation Master Plan (Master Plan) was developed over a 20-month period from January 2007 through August 2008 and represents an update to the 2001 Cosumnes Community Services District (CSD) Parks and Recreation Master Plan.

The Master Plan process began during a time when the CSD and City of Elk Grove (City) disagreed over which agency had responsibility for Parks and Recreation functions within the city. This matter was resolved pursuant to the 2007 Settlement Agreement between both agencies. The Agreement provides a framework for both agencies to work cooperatively to develop a long-range master plan and site specific plans for new facilities in the city. The Master Plan represents a document to guide both agencies in providing parks and recreation opportunities for residents in the City and within CSD boundaries.

The Master Plan was conditionally approved by the CSD Board of Directors in August 2008 with the understanding that further review and approval was required by the City of Elk Grove. In June 2009, the City initiated a California Environmental Quality Act (CEQA) review process for the Master Plan.

The September 2009 Update includes modifications to clarify development community standards and expectations:

- Land Needs and Standards (Page 6 and 83) identifies a park land acquisition goal of 5 acres per 1000 through Quimby dedication and provides opportunities to obtain additional acreage through alternative methods such as donations and grants.
- Facility Standards (Page 76, 77) reiterates the land acquisition goal of 5 acres per 1000 for active use park land, while allowing for additional open space land acquisition through the entitlement process (consistent with the Parks, Trails, and **Opens Space Element of the City's General Plan**).
- The Capital Improvement Plan (CIP) (Page 88) identifies 91 wide-ranging projects and prioritizes decisions for investing in the projects. It is understood that community needs and desires are greater than available funding, so not all projects will be pursued. New development only pays a fair-share for mutually agreed-to facilities. These facilities will be identified and approved in the appropriate nexus study.
- The Funding Plan (Page 107) identifies a \$200 million unfunded balance for the 91 CIP projects. It is understood that new development can only be expected to pay a fair share of mutually agreed-to facilities. The funding plan shows the need for innovative and diversified funding sources beyond the development community. A number of new sources are introduced.

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- Appendix 2 – Recreation Program Assessment
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- Appendix 10 – Park Design Principles
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## EXECUTIVE SUMMARY

### INTRODUCTION

Parks, trails, recreation facilities and green spaces are part of the vital fabric of livable communities. Parks, recreation facilities and programs help create healthy living and social environments, economic development, community development and a sense of belonging for residents. Recreation programs and services such as sports, arts, cultural events, fitness, outdoor and nature education, youth and adult programs, senior adult programs and programs for people with disabilities provide positive social experiences that are fundamental to a healthy community.

The Master Plan was developed to guide the Cosumnes Community Services District (CSD) and City of Elk Grove in its role as a local and regional recreation and park provider, supporter of related activities and partner in the development and delivery of positive experiences through quality parks, recreation facilities and programs. The Master Plan establishes a clear direction for the CSD’s core services and responsibilities, defines service priorities and capital investments, and outlines the manner in which the parks and recreation facilities and program services will be delivered.



Pursuant to the 2007 Settlement Agreement between the City of Elk Grove and the CSD, both agencies have agreed to work cooperatively to develop a long-range master plan and site specific plans for the development and construction of New Facilities. New Facilities are defined as any public park and/or recreation facilities within the geographic limits of the City that have not yet been constructed. New Facilities expressly include any park or recreation facility in Laguna Ridge and/or Madeira. New Facilities do not include District park and/or recreation facilities already in existence on the effective date of the 2007 Settlement Agreement, including existing facilities that may be further developed or renovated by the District, and it does not apply to facilities planned by the District in East Franklin and Eastern Elk Grove Finance Plan areas.<sup>1</sup>

Community input was sought through a variety of methods for the Master Plan, including focus groups, public forums, key leadership interviews and a citizen household survey. From this community input, key issues were identified and integrated in the Master Plan. This helped the PROS Consulting Team and staff to formulate a vision that demonstrates a preferred future to work toward in the next **10 years** and to establish specific recommendations as it applies to park, recreation facilities and program services.

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<sup>1</sup> Please refer to the Settlement Agreement for specific roles of each agency and geographic areas where the Settlement Agreement applies. In the event of any conflict between the Master Plan and the Settlement Agreement, the Settlement Agreement takes precedence.

The Consulting Team's role was to **guide**, advise, review and prepare the plan. This Master Plan represents a comprehensive approach to address the needs of the community for parks, recreation facilities, and programs in a way that delivers a living document that guides all aspects of decision-making, be it operational or capital.

## PURPOSE AND PROCESS OF THE MASTER PLAN

### OBJECTIVE

This Master Plan will provide a framework to guide decision-making for the future development and management of parks, recreation facilities and open space. According to 2006 Census Bureau data, the CSD at the time supported the fastest growing city in America, Elk Grove, with 136,000 persons. Recent market conditions have slowed growth substantially, but history indicates that this will not last forever.

The strain placed on the existing park and recreation facilities is tremendous. The CSD and City are faced with the challenge of developing parks and recreation facilities to support community growth. This challenge must take **into account each agency's** fiscal strength and balance future development and maintenance responsibilities within financial capabilities.

The Master Plan is a planning document, intended to develop and set goals for the CSD and the City. It does not identify specific funding responsibilities for an individual entity. Which projects to fund and who participates in the funding are part of future discussions. For the development community, all fees for park land acquisition, park development, or related facility activities will require a nexus study to justify the benefit to the affected parties before being imposed.

### METHODOLOGY

The underlying principle of the Master Plan was centered on the community input process and incorporating present and future needs into the Master Plan recommendations.

Community Input + Situational Analysis = Recreation Needs Assessment = basis for Master Plan Implementation Recommendations

The overall Master Plan process consisted of the following:

- Community input through: Key Stakeholder Interviews, CSD Staff and Board Interviews, City of Elk Grove City management and Elected Officials interviews, Community Focus Group Meetings, and two Community Forums, and a community-wide telephone survey
- Situational Analysis of operations
- Demographic and Trends Analysis
- Recreation Program Assessment
- Park Facilities Assessment
- GIS Maps of Existing Amenities, Locations, and the Location of Gaps in the System
- Field Capacity Study and Service Analysis
- Recreation Needs Assessment
- Park and Facility Standards
- Park Design Principles and Service Standards
- Capital Improvement Plan



- Finance Plan
- Vision / Goals / Strategies / Tactics / Performance Measures / Timelines

The Master Plan is presented in the Summary Report and the detailed data, findings and analysis will be presented later in separate Appendix pieces.

### KEY ISSUES IDENTIFIED BY THE COMMUNITY AND PROS CONSULTING TEAM

Throughout the planning process, the PROS Team identified a number of key findings, observations, and issues that establishes a baseline for what the Master Plan should address. These findings, observations and issues were identified from the community input process and on-site assessments and analysis of information provided by the CSD, and data collected and developed by PROS.

### SYSTEM-WIDE KEY ISSUES

- Develop a Master Plan to guide decision-making for future development of parks, recreation facilities and open space needs of the community
- Create a balance in the park system offerings and provide equity of access and distribution of parks and recreation facilities
- Consider CSD and City fiscal strengths and balance future development and maintenance responsibilities with its financial capabilities
- Prepare a dynamic planning document that offers sustainable strategies and serves as a decision-making tool for the staff and elected members of the CSD and City to follow
- Address the issue of parks and recreation facilities taking too long to develop from concept to opening
- Address the need for standardization of park design. The CSD-City Memorandum of Understanding and Settlement Agreement (2007 Settlement Agreement) identifies the need to develop both design standards and maintenance standards to ensure consistency
- The CSD will work closely with the City to deliver quality parks and recreation facilities
- Key leadership must be prepared to make hard decisions backed by the Master Plan data and analysis for the well-being of the community
- Additional focus must be given to generate resources through a functional fundraising group to help offset dependence on General Fund dollars



### PARK LAND KEY ISSUES

- Safe access to and from neighborhoods and local parks with adequate safety signage and safe pedestrian crossings
- Minor repairs in most older park facilities
- Development of design principles and guidelines for the CSD and City of Elk Grove to follow for developing a sustainable parks system
- Developer impact fees need to meet the cost of the development and support the

operational costs of the parks and recreation facilities as identified in a nexus study

- Balance of park types to create a well-designed park system. The CSD has an abundance of Local Parks and Neighborhood Parks, but is deficient in Community Parks and Regional Parks

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**RECREATION PROGRAM KEY ISSUES**

- Core programs need to be restructured to operate in the most efficient manner
- Additional Special Events must be focused on events that bring the community together and celebrate living in Elk Grove and surrounding communities
- Program segments are not targeted enough towards specific age segments and need to be narrowed to draw out stronger appeal to parents, teens, and older adults
- Programs must drive facility design and not vice versa
- Pricing to outcomes and level of subsidy desired is not present for all programs
- Program standards need to be developed to support consistent quality of experiences
- Partnership agreements are not formalized and should be jointly developed and written
- There are gaps in service offerings that need to be addressed with other service providers to determine which provider is most appropriate
- Trend data is not captured by program staff. This must be a priority
- Consistency in program delivery, look and feel, and standards for customer service delivery methods is not in place
- Volunteer initiation process and customer service training is not consistent across the CSD
- Staff work responsibilities must have a specific focus on corporate support activities to generate additional partners and sponsors
- CSD as a brand needs to have guidelines and policy on how to use appropriately
- Cross promotions of programs with other divisions and providers needs to increase

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**PARK AND RECREATION FACILITIES KEY ISSUES**

- Not building recreation facilities fast enough to keep up with residential growth
- Creating a balance of recreation facilities in Elk Grove based on equity of access in the distribution of recreation facilities
- Approving and implementing park design principles to support program and operational costs
- Development of sports fields and indoor recreation facilities to meet the demands of the community now and in the future as the area continues to grow
- Update land and facility standards from the previous master plan
- Define and solidify the role of the City of Elk Grove, School District and CSD as facility providers
- Increase connectivity among trail networks
- Create a nature area plan to address this community need
- Address the lack of large signature parks with large picnic shelters and/or pavilions for over 100 people
- Staff should manage facilities by a capacity management standard which should be addressed to ensure optimum utilization
- Streamline the permitting process with the City of Elk Grove to reduce the level of bureaucracy and increase the speed of approvals

### FINANCING KEY ISSUES

- Pricing and partnerships policies must be implemented and reviewed regularly
- Maximize efficiencies by moving from a social management model for parks and recreation services to a business management model
- Compared to other agencies nationwide, sports groups within the community receive a high level of entitlement (many services for a very low cost)
- True cost of services for programs, recreation facilities and park maintenance should be established and this information should be widely disseminated to user groups and the public
- The financing of parks, recreation facilities and programs must be established to ensure sustainability and meet the expectations of the community
- The CSD does not have an established philosophy for earned income to offset operational costs
- There is a need for working agreements with the Elk Grove Unified School District (EGUSD) and the City of Elk Grove
- The capital costs of parks and recreation facilities need to be identified in the Master Plan
- Golf cost recovery is at a high level, but additional focus on attracting women, youth and corporate markets by building concessions, programs and merchandise options around these groups is imperative to increase revenue streams

### MAINTENANCE KEY ISSUES

- Maintenance staffing and equipment are at or near capacity due to additional park acres plus increased amenities in new parks
- CSD staff does not have written maintenance program to tie time and equipment costs to a budget
- The CSD does not have a fully funded capital replacement program to cover the cost of improvements and repairs
- All new parks need to be developed according to Park Design Principles to prevent over-design and ensure sufficient maintenance funding
- Operational costs need to be budgeted before new parks are opened so that staff is in place and equipment available
- An additional maintenance shop needs to be planned to minimize road time by staff

### COMMUNITY VALUES

Community values for parks and recreation are founded in the values of community leaders, user groups and the residents. These community values establish the baseline of **“who we are”** so that future recommendations and decisions can be tested against them. The following community values were articulated during the community input process and were the basis and framework of this report:

- Functionality of park and recreation services to meet residents needs
- Safety of parks and facilities
- Connectivity with the community through trails, special events and programs

- Quality parks and amenities
- Quality recreation facilities and programs
- Sports programs and quality sport fields
- Shade to protect youth and seniors from the sun
- Education opportunities through recreation experiences
- Innovation in design of parks and programs
- Image of parks demonstrate high value
- Trails
- Equity of access of residents to parks and recreation facilities
- Variety of program opportunities for people of all ages
- Cooperation and partnering to share resources with other service providers

These values were used to establish the vision, mission and strategic objectives

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#### **VISION**

**“The Vision for the CSD Parks and Recreation Department, in partnership with the City of Elk Grove, is to provide high quality parks, recreation facilities, trails, and programs in a safe environment that are equitably distributed and create high-image and economic value for residents.”**

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#### **MISSION**

**“The CSD mission is to improve and maintain the mental, physical health, happiness, and wellbeing of citizens through well-planned, designed and maintained parks, recreation facilities, and programs that celebrate living in the Elk Grove region.”**

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#### **STRATEGIC OBJECTIVES TO ACCOMPLISH THE MISSION**

Using the community values, vision and mission as a foundation, and comparing them to the key issues and findings from the various assessments and analyses, six strategic objectives were developed to meet these challenges. The CSD and City of Elk Grove are prepared to address these challenges according to the partnership identified in the 2007 Settlement Agreement.

The six strategic objectives which establish the framework for the Master Plan include:

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#### **LAND NEEDS AND STANDARDS**

**The CSD vision, in partnership with the City of Elk Grove, for park lands and open space is to provide a variety of park type experiences to meet the equity of access levels desired by the community for neighborhood parks, community parks, regional parks, greenways, and special-use parks.**

**Goal:** Achieve the park land acquisition and development goal of 5 acres per 1000 residents through Quimby dedication and development impact fees or other fair share funding mechanism. Identify other opportunities to obtain additional acreage through alternative acquisition methods such as donations and grants.

**PARKS AND RECREATION FACILITIES**

The CSD vision, in partnership with the City of Elk Grove, for parks and recreation facilities is to provide for the needs of our community based on a set of facility and amenity standards that support the existing and future population of the community..

**Goal:** By 2018, achieve the standards for recreation facilities and amenities outlined in the Master Plan to meet the active and passive recreation needs of the community.

**RECREATION PROGRAMS**

The vision for recreation program services will be to deliver the highest level of program experiences for people that create positive memories and appreciation for living in the community.

**Goal:** Develop core recreation services that maximize resources and support other service providers in the region by working together to deliver recreation opportunities both passive and active.



**FINANCING**

The vision for financing capital and operation needs will be to maximize every available resource to create the finest parks and recreation system in the Sacramento Region. Financing new park facilities will be subject to the 2007 Settlement Agreement between the CSD and the City of Elk Grove.

**Goal:** Identify and prioritize funding streams to create options to meet the demands of the community for recreation facilities, parks, and programs.

**OPERATIONS / MAINTENANCE**

The vision for park and recreation operations and maintenance is to provide the highest level of maintenance possible within the resources available to meet the community's expectations for clean, safe and well-maintained parks.

**Goal:** Establish and implement a maintenance management plan with maintenance standards for each type of park and recreation facility that meets the needs of the users based on available funding

**PARTNERSHIPS**

The vision is to develop strong and equitable partnerships, particularly with the City of Elk Grove regarding new park facility development according to the 2007 Settlement Agreement.

**Goal:** Create effective partnerships to build and utilize parks, facilities and programs that maximize the community's resources to the highest level possible through effective planning and community education.

**CONCLUSION**

The Master Plan is dynamic in its design. It is a living document to meet the park and recreation needs of the community. It will require **annual updates** to the Vision Matrix outlined in the **Appendix** as well as **additions to meet the community’s evolving vision and needs for parks and recreation services. Much of the Master Plan’s success is dependent on dedicated funding for land, capital improvements and operations.** This will require the CSD and City of Elk Grove to seek all available resources and partnerships to meet the goals of the Master Plan.

The community has high expectations for the CSD and the City of Elk Grove. The community desires high quality parks and facilities, as identified in the Master Plan standards. This will require patience and perseverance to make the vision and goals a reality. Cooperatively, the CSD and City of Elk Grove can succeed at providing the best parks and recreation system in the Sacramento region.

## COMMUNITY INPUT

### KEY STAKEHOLDERS, STAFF AND COMMUNITY FORUMS

PROS met with key community leaders and stakeholders to evaluate their vision for parks and recreation in the community. This included one-on-one interviews with all CSD Board members, the CSD General Manager, Elk Grove City Council members, the Elk Grove City Manager, the Elk Grove Unified School District Superintendent and CSD staff.

PROS also conducted nine Stakeholder Focus Group meetings comprised of 76 people from various interest groups to receive additional insight into facility and program needs, operational issues, and opportunities within the system. PROS also held six focus groups with 26 CSD staff members from various divisions that included the following: Executive Leadership, Finance, Facilities Management, Planning, Maintenance Management, Recreation Services and Parks Administration.

Lastly, PROS conducted two public forums to present information and gather feedback from citizens on parks, programs, facilities, and open space. A total of 76 residents participated in the meetings.

The following is a summary of the key findings and consistent themes of the stakeholder interviews, focus groups and public forums carried out over the course of the Master Plan process. A detailed report of the community input from the stakeholder meetings, staff interviews, public focus groups, and public forums is presented in **Appendix 5**.

It must be kept in mind that community input of this sort is an inexact science and is subjective in nature since it is only based on the input of the individuals who actually participated in the process. To balance this qualitative data, the consulting team also conducted a statistically-valid community-wide survey that sought to obtain quantitative data based on similar input from a larger representative audience that provided a margin of error of plus or minus 4.5 percent.

### KEY COMMUNITY EXPECTATIONS FROM THE MASTER PLAN

According to PROS research, **the community's expectation** for the Master Plan is that it will provide appropriate standards for park land, recreation facility needs and program needs. The community would like to see better cooperation between the CSD, School District and the City of Elk Grove in the planning and developing of parks and recreation type facilities in the region. The community feels that previous park and recreation standards were too low for park land and related recreation amenities and it would like to see an increase in park land standards, recreation facilities both indoor and outdoor, more shade, trails, parking, and added amenities that have wider age segment appeal.

The community desires an interconnected trail system that would allow citizens to ride or walk freely throughout the community while avoiding traffic. The development community seeks more credit for useable natural areas and is not as supportive as the community is about the initiative to provide higher acreage levels of parks and open space above the minimum of five acres per 1000 as established in the Quimby state law. The development community would like to work with the CSD planning staff on design standards for parks. There is an **imbalance in people's minds** on park locations and access between the east and west sides of Elk Grove as it applies to equity of access for

various park types.

The City of Elk Grove and CSD need to ensure park development impact fees are sufficient to construct parks. There is a desire by the development community to use water detention basins as recreation sites for dog parks, sports practice fields and general recreation purposes similar to how other communities (i.e. the Phoenix area) use of their water detention basins.

The community feels that operational costs for all capital improvements need to be addressed in the Master Plan to ensure adequate maintenance for what is built. The Master Plan must address land, recreation facilities, programs, staffing and financial resources for the anticipated growth of the community. The plan must accurately identify needed capital improvements and alternatives to fund these improvements.

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#### **STRENGTHS OF THE CSD IDENTIFIED BY THE COMMUNITY**

Staff is very professional and customer-focused. The maintenance of parks is good and appreciated by the community. Staff cooperates well with other service providers and special interest groups. The CSD has a long-term planning view, and its community outreach is excellent.

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#### **VALUES**

The community values a functional government of park and recreation services that serves its needs. The community values safety in parks. It values connectivity of what parks, recreation programs, facilities and trails can provide to the community. It values quality design of parks, recreation facilities and programs. It values quality sports programs and sport fields and related amenities. It values the image of parks, access to trails, equity of access of residents to parks and facilities, variety of recreation opportunities, cooperation with other service providers and sharing resources.



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#### **BALANCED SERVICE AND AMENITIES**

The community feels the CSD is not balanced in providing parks and recreation facilities fairly throughout the community in a timely manner. It recognizes that the CSD has a large backlog of parks that is coming on line which will correct the imbalance. It feels that older parks need attention, as well as new development areas. Currently, the community feels that there is not enough large community parks, which causes imbalance in the types of parks that are created and needed. It also recognizes the need for parks to be designed to standards which reflect community needs and are financially sustainable over the long term.



## KEY ISSUES IDENTIFIED BY THE COMMUNITY FOR PARKS AND RECREATION FACILITIES

The Master Plan needs to address the recreation facility needs for all age groups, and accurately address the level of capacity of use and productivity of existing facilities and the need for new facilities.

The community expects indoor and outdoor pools, sports fields for soccer, baseball and softball, dog park facilities, senior adults facilities, multi-generational community centers with meeting spaces, after-school programs and places for youth to go to such as teen outlets, batting cages, miniature golf, BMX and skateboard park facilities. Current facilities are not meeting these recreational needs and additional resources will be required to meet these needs in the future.

Design standards and principles need to be developed for all parks, recreation facilities and amenities. Operational costs need to be established on the front end of all projects and funding mechanisms put in place before facilities are created. Security must be adequate at all parks and recreation facilities to maximize usage.

Pricing and cost recovery goals need to be addressed in the Master Plan. Additional trails that can move residents freely through the community without interference with traffic are desired. More passive park opportunities are desired by the community as well to offset programmed parks.

## COMMUNITY EXPECTATIONS FOR LOCAL AND NEIGHBORHOOD PARKS

Trail connectivity between the parks is desired. The community would like to see more group picnic areas and restrooms added to the neighborhood parks. Shade over play equipment, better drainage systems and security measures such as bicycle police patrols and more lighting are a must for these areas.

Additions such as gazebos, park benches, and water play features would add value and enjoyment to neighborhood parks. There seems to be a need for more play equipment for children between the ages of 2 and 5 and outdoor fitness equipment is requested by users. Security, lighting, additional restrooms and updated amenities at the parks are mentioned as top priorities.

## COMMUNITY EXPECTATIONS FOR COMMUNITY AND REGIONAL PARKS

The community has high expectations for community and regional parks. It enjoys the pool, special events and oak trees at Elk Grove Regional Park. Soccer complexes with more fields per site that are suitable for tournaments (10+ fields) are desired. These sports complexes must include lighted fields, more parking, concession stands, and seating.

Loop trails, art sculptures, and the use of recycled materials were suggested amenities people would like to see added to community parks. Trail between parks and schools are important. Additional special events, such as the Fourth of July celebration hosted in park locations, are popular and the community would like more of these events offered. There have been complaints about the condition of Elk Grove Regional Park concerning run-down facilities that residents feel should be better maintained. The community would like to see improvements at Emerald Lakes Golf Course continue.

### COMMUNITY EXPECTATIONS FOR TRAILS AND OPEN SPACE

The community desires more loop trails that connect to other facilities and attractions within the area. For example, some residents recommended linking the Stonelake community to the Dillard Ranch site. The connecting design of Kloss Park trail needs to be duplicated in other places. Wider trails are appreciated by residents using a variety of pathways including pavement, rubberized aggregate and natural earth, but their biggest concern is that trails lack shade and need better looping capability.

There is a desire for more natural parks with more open space that can also be used for nature educational purposes.



### COMMUNITY EXPECTATIONS FOR SPORTS COMPLEXES

There is a great need for artificial turf soccer fields in sports complexes complete with changing rooms, lights, storage facilities, concessions, and practice fields.

Complexes built to support their own operating costs are desired by the community. The community proposed a variety of different places that sports complexes could be added including near the future mall, schools, and the water/sewer treatment plant.

### COMMUNITY EXPECTATIONS FOR AQUATIC FACILITIES

The community feels the East Franklin and the Eastern Elk Grove areas would benefit greatly from the addition of a family aquatic facility. The Jerry Fox Swim Center is outdated and another year-round facility is needed. Aquatic facilities should include amenities suitable for families, adults, and senior citizens. Given the high demand, extended hours for recreation and lap swim would be beneficial. In order to support the high costs of building and operations, residents suggested having voter-approved construction bonds or grants to build the complex. Forming partnerships with agencies such as the YMCA and United Cerebral Palsy as well as the Elk Grove Unified School District would help cover operational costs.

### COMMUNITY EXPECTATIONS FOR COMMUNITY CENTERS

The community centers, aquatic facilities and the Wackford Teen Center are popular facilities. The lack of a recreation center in the East Franklin area, specifically a community center in Morse Park, is an issue of concern. There is a need to create a sense of community in the underserved areas such as East Franklin that a community center could provide.

The future recreation centers must offer amenities that are able to meet the needs of all age groups. Classes for children and adults as well as after-school programs should be offered. In order to celebrate the history of Elk Grove, a historically-designed recreation center near south Bruceville Road would be meaningful.

The City of Elk Grove, CSD, EGUSD and other community groups were mentioned as potential partners to build these facilities. The CSD and City expect to jointly develop facilities according to the 2007 Settlement Agreement. The possible financing opportunities suggested included creating a developer impact fee similar to Roseville and Folsom for construction, Mello Roos bond, donations, corporate sponsors, and community organizations like Playground Partners.

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#### **COMMUNITY EXPECTATIONS FOR EXTREME AND NON TRADITIONAL SPORTS**

More BMX sporting sites need to be created. There is a need for lighted and covered BMX areas. Supervised facilities that provide better safety are a must. Skateboarding parks are also desired. Teen programs and camps for all ages should be offered for many different types of extreme and non-traditional sports such as rock climbing, mountain biking, kayaking and canoeing.

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#### **COMMUNITY EXPECTATIONS FOR RECREATION PROGRAMS**

Greater efforts to support the needs of active adults must be addressed in the Master Plan. Additional special events to connect the community are needed. Wider age group appeal of programs needs to be provided to build life-time customers. There is a need for more senior programs available at affordable prices. Chess, hockey, safety education, ski trips, bike repair maintenance, and family cooking classes were other programs that were suggested. The East Franklin area requires more recreation programs opportunities. Public transportation and after school programs within the schools should be offered to help increase participation.

The types of recreation programs offered have been well-liked by participants but there is a need for a variety of alternatives in how to access and use services desired. For example, residents would like to have the option between weekend, day, summer, and nightly programs. Teen programs that include non-sport activities and sport programs developed specifically for females are desired.

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#### **COMMUNITY EXPECTATIONS FOR OPERATIONS AND MAINTENANCE**

Maintenance on sports fields needs to continue at a high level and field improvements should be made on an ongoing basis. The monies needed for these improvements could come from higher user fees for sports groups who have exclusive use of facilities. Improved partnership agreements with other service providers and the School District need to be addressed. Single-focused sports facilities versus overlays of uses by multiple sports needs to be addressed. More aggressive preventative maintenance plans need to be put into place to maximize usage.

Quantifiable maintenance standards need to be established along with standards for staff time, equipment and supplies.

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#### **COMMUNITY EXPECTATIONS FOR MARKETING**

Communicating the vision and values associated with providing services needs to be a priority. Marketing plans must outline a clear direction supported by an effective promotional strategy. Greater efforts are needed to inform the community of services provided.

Most residents do not know how the CSD is funded or operates and this needs to be addressed to build community support. A separate branding program for Parks and Recreation needs to be

addressed in the Master Plan.

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### **COMMUNITY EXPECTATIONS FOR FINANCIAL AND FUNDING LEVELS**

Budget and financial needs must be managed in a financial strategy based on the projected growth. Asset management needs to include capital dollars to protect and replace assets.

The community feels that the CSD has the level of money it needs to provide services; however, it is concerned about the Fire Department moving into areas like Galt, which may overextend the CSD and affect its capability to support parks and recreation services. They feel the CSD needs to continue to seek outside support for park funding through new funding methods.



An effective work order system to track costs for management of buildings is needed. A business plan needs to be created for each facility. New revenue sources must be established to support operational costs for management of quality parks and services.

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### **STAFF EXPECTATIONS FOR STAFFING**

The Master Plan must address staffing levels as it applies to achieving standards for maintenance, recreation facility management, and program management that include time, pay, office space, support systems and equipment to adequately allow staff to maximize productivity. The true costs to provide services need to be addressed and cost recovery goals outlined to support these costs, including staff costs. As new parks and recreation facilities and programs come on line, staff need to be added to support new facilities, versus spreading the workload among existing staff.

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### **STAFF EXPECTATIONS FOR POLICIES**

The Master Plan must update and evaluate current policies against best practices in the industry. Creating stronger relationships with the City of Elk Grove on how each addresses policy issues on land and developer impact fees needs to be addressed. Administrative policies should provide flexibility for staff to manage the services provided.

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### **STAFF EXPECTATIONS FOR SYSTEMS**

One key system issue is the need for an information technology plan with capital dollars to support recommendations. The Park and Recreation side of the CSD needs to create some traditions and

recognition programs for parks and recreation staff similar to how the Fire Department manages its traditions.

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### ONE MAJOR CHANGE IN PARKS AND RECREATION DESIRED BY THE COMMUNITY OVER THE NEXT 10 YEARS

The community indicated it would like to see a more balanced system of parks, recreation facilities and programs. Community members want planned parks finished in a timely manner and the CSD and City of Elk Grove must continue to collaborate for the benefit of the community. Lastly, the community suggested securing and developing additional regional parks and community parks for more activities and different levels of experiences beyond what a neighborhood park can provide.

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### KEY BARRIERS IDENTIFIED TO IMPLEMENTING THE MASTER PLAN

Key barriers to implementing the Master Plan include funding, time, policy support for new directions, Proposition 218 funding limits for Landscape and Lighting assessments, having staff in place to implement the Master Plan as outlined and viable financial strategies.

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### RESIDENT SUPPORT FOR FUNDING INCREASE

The residents of the CSD would support a tax increase to help speed the development of parks and recreation facilities that are needed if it was spelled out and it demonstrated a more balanced approach to parks, recreation facilities and program services than is provided today.

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## COMMUNITY-WIDE HOUSEHOLD TELEPHONE SURVEY

National Service Research (NSR) completed a comprehensive research study as part of the Park and Recreation Master Plan. An important aspect of the Master Plan was to conduct a demand and needs assessment which involved citizen input. The purpose of the needs assessment study was to provide a foundation for the Park and Recreation Master Plan that will provide guidance based upon citizen needs and priorities. NSR worked closely with PROS Consulting throughout the research process.

In order to complete this study effort, NSR designed a community-wide household survey. The survey was designed based upon input from focus groups, public meetings and CSD staff prior to conducting the telephone survey. A total of 500 surveys were completed with citizens by telephone throughout all three zip codes (95758, 95624, and 95757).

The survey distribution was conducted proportionately to the population within each zip code. The margin of error of this sample size (500) at a 95 percent confidence level is plus or minus 4.5 percent. This indicates that one can be 95 percent sure that the results are accurate and could vary by 4.5 percent one way or the other. Respondents were randomly selected and surveyed in direct proportion to the population within each zip code.

The community-wide household survey and detailed survey tables are presented in **Appendix 4**. This study is used as a guide to direct the master park and recreation planning efforts.

**AWARENESS OF COSUMNES  
COMMUNITY SERVICES DISTRICT**

50 percent of citizens interviewed were aware the Cosumnes CSD (formerly Elk Grove CSD) provided parks, recreation, fire protection and emergency medical services to the Elk Grove area.

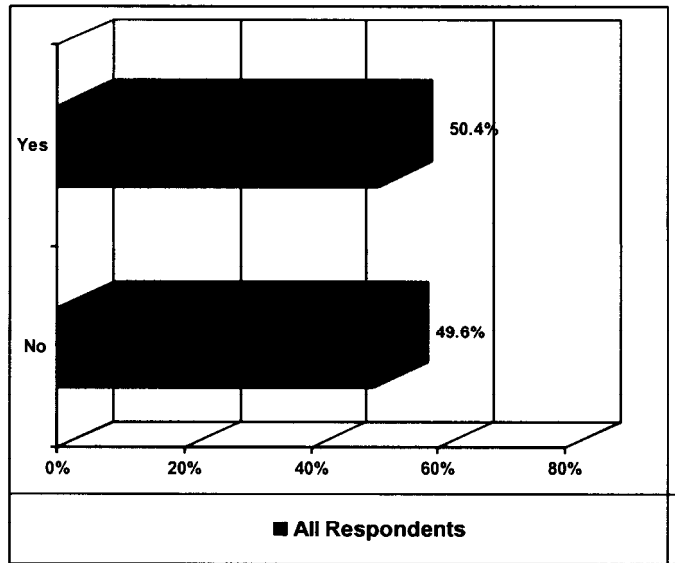


Figure 1 - Awareness about Cosumnes Community Services District

**RATING OF JOB DONE BY CSD PARKS AND RECREATION DEPARTMENT**

62 percent of citizens surveyed rate the job done by the Park and Recreation Department as excellent or above average. Very few respondents rated it below average or poor.

These results show positive signs the Department is doing a great job.

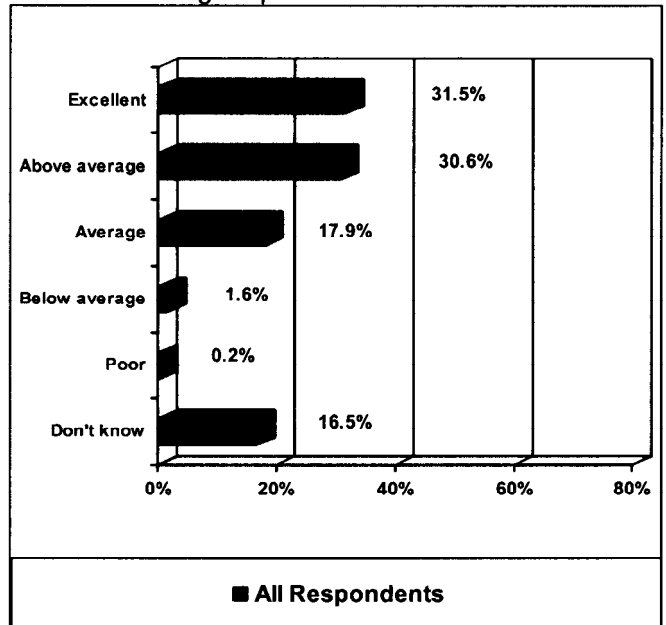


Figure 2 - Rating of Job Done by CSD Parks and Recreation Department

**FREQUENCY OF VISITING PARKS IN CSD**

75 percent of park users visit parks, trails or community centers at least monthly or more. 80 percent of citizens surveyed have visited a CSD park, trail or community center within the past year. 99 percent of households with children have visited a park, trail or community center within the past year.

These statistics are comparable with national usage patterns.

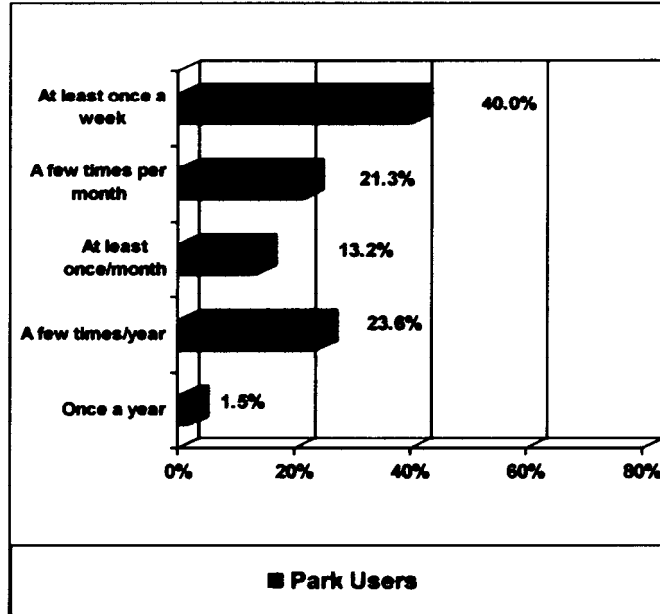


Figure 3 - Frequency of Visiting Parks in the CSD

**RATING OF PHYSICAL CONDITION OF ALL PARKS, TRAILS AND COMMUNITY CENTERS**

80 percent of park users rated CSD parks, trails and community centers as excellent or above average. Only 3 percent rated them as below average or poor.

These statistics are very positive and above national averages which are around 65 percent to 70 percent.

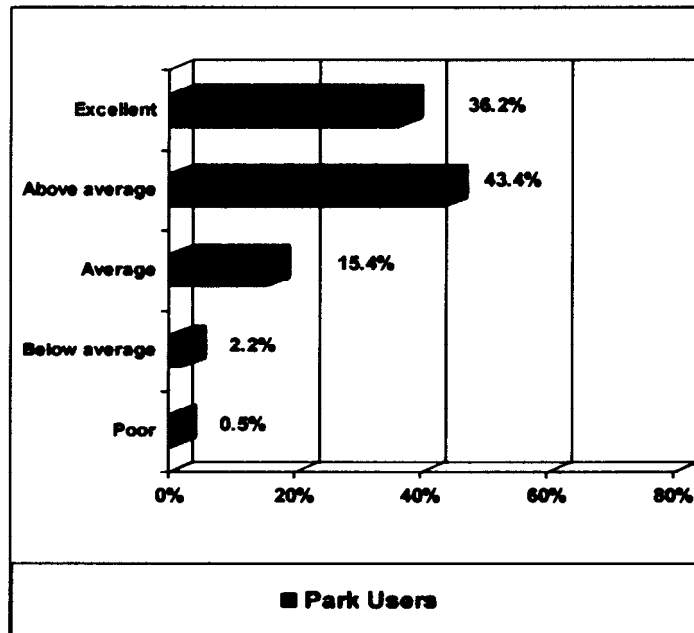


Figure 4 - Rating of Physical Conditions of All Parks, Trails and Community

**CONCERNS ABOUT PARKS AND GREENWAYS**

49 percent of park users did not voice any concerns about the parks and greenways they visit. The top two concerns voiced by respondents were security and safety issues as well as park maintenance. 9 percent said there is a lack of recreation facilities to meet their needs and 7 percent said the facilities are not equally distributed throughout the District.

Less than 4 percent felt there was a lack of age appropriate facilities to meet needs and 3 percent said the facilities and equipment are outdated.

These statistics are positive with half of respondents not voicing concerns. Only 14 percent voiced concerns about security and safety which are concerns nationally.

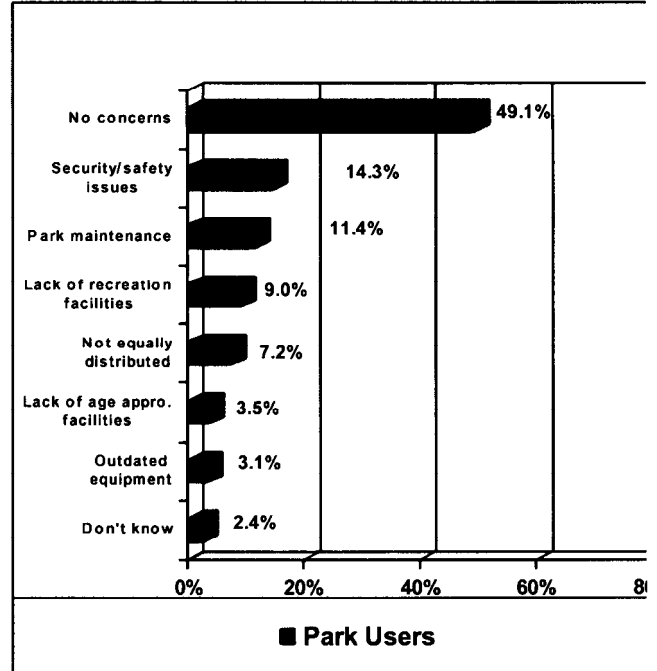


Figure 5 – Concerns About Parks and Greenways



**PARK FACILITY NEEDS**

Important elements in planning the park system are the park facilities the citizens feel are needed. The tables below presents the facilities that citizens felt are needed in order of importance. The mean rating scale is: 5=definitely needed, down to 1=not needed. Those who had no opinion or were not familiar with the need for a particular facility were excluded from the mean score calculation and percentages. The first column presents the facility, the second column presents the percentage of respondents who scored the facility as “definitely needed” or a “5” score and the third column presents the overall mean score.

| Park Facility                                  | % Responding "Definitely Needed or a '5' score | Overall Mean Score |
|------------------------------------------------|------------------------------------------------|--------------------|
| 1. Playground equipment                        | 50.60%                                         | 4.16               |
| 2. Walking/biking/equestrian trails            | 50.2                                           | 4.11               |
| 3. Small neighborhood parks (1-10 acres)       | 49.4                                           | 3.98               |
| 4. Picnic areas and shelters (100-200 persons) | 45.2                                           | 3.98               |
| 5. Teen center                                 | 39.7                                           | 3.94               |
| 6. Youth baseball fields                       | 36.3                                           | 3.84               |
| 7. Outdoor basketball courts                   | 33.1                                           | 3.8                |
| 8. Youth soccer fields                         | 35.5                                           | 3.75               |
| 9. Multi-generational recreation center        | 32.9                                           | 3.74               |
| 10. Youth softball fields                      | 31.2                                           | 3.74               |
| 11. Outdoor family aquatics leisure pool       | 34.7                                           | 3.7                |
| 12. Outdoor tennis courts                      | 28.6                                           | 3.6                |
| 13. Outdoor competition swimming pool          | 28.4                                           | 3.51               |
| 14. Adult softball fields                      | 25.2                                           | 3.44               |
| 15. Large community parks (11-100 acres)       | 25.8                                           | 3.39               |
| 16. Sports complexes                           | 24.8                                           | 3.35               |
| 17. Off-leash dog park                         | 27.6                                           | 3.27               |
| 18. All weather sports fields                  | 24.2                                           | 3.21               |
| 19. Regional parks (100+ acres)                | 23.4                                           | 3.15               |
| 20. Football/rugby fields                      | 22                                             | 3.15               |
| 21. Skateboarding/BMX park facilities          | 19.8                                           | 3.07               |
| 22. Municipal golf course                      | 24.4                                           | 3                  |
| 23. Youth lacrosse fields                      | 14.7                                           | 2.72               |

Figure 6 – Park Facility Needs

**TWO MOST IMPORTANT PARK FACILITIES**

After citizens ranked each park facility, they were asked to choose the two most important facilities. The lists below present the results of their choices.

| <b>FIRST CHOICE</b>                   |       | <b>SECOND CHOICE</b>                  |       |
|---------------------------------------|-------|---------------------------------------|-------|
| Walking/biking/equestrian trails      | 10.7% | Walking/biking/equestrian trails      | 11.1% |
| Outdoor family aquatics leisure pool  | 8.3   | Playground equipment                  | 7.7   |
| Picnic areas and shelters             | 7.5   | Multi-generational recreation center  | 7.7   |
| Playground equipment                  | 7.3   | Teen center                           | 7.5   |
| Small neighborhood parks (1-10 acres) | 6.7   | Picnic areas and shelters             | 6.5   |
| Teen center                           | 6.7   | Small neighborhood parks (1-10 acres) | 5.8   |
| Multi-generational recreation center  | 6.3   | Outdoor family aquatics leisure pool  | 5.4   |
| Youth soccer fields                   | 5.8   | Off-leash dog park                    | 4.8   |
| Municipal golf course                 | 5.2   | Youth soccer fields                   | 3.8   |
| Off-leash dog park                    | 4.4   | Outdoor basketball courts             | 3.6   |
| Youth baseball fields                 | 4.0   | Municipal golf course                 | 2.4   |
| Outdoor basketball courts             | 3.6   | Youth baseball fields                 | 2.2   |
| Outdoor tennis courts                 | 3.2   | Youth softball fields                 | 2.2   |
| Sport complexes (8+ fields)           | 1.6   | Regional parks (100+ acres)           | 1.8   |
| Football/rugby fields                 | 1.4   | Sports complexes (8+ fields)          | 1.6   |
| All weather sports fields             | 1.4   | Outdoor competition swimming pool     | 1.6   |
| None                                  | 9.7   | None                                  | 18.1  |

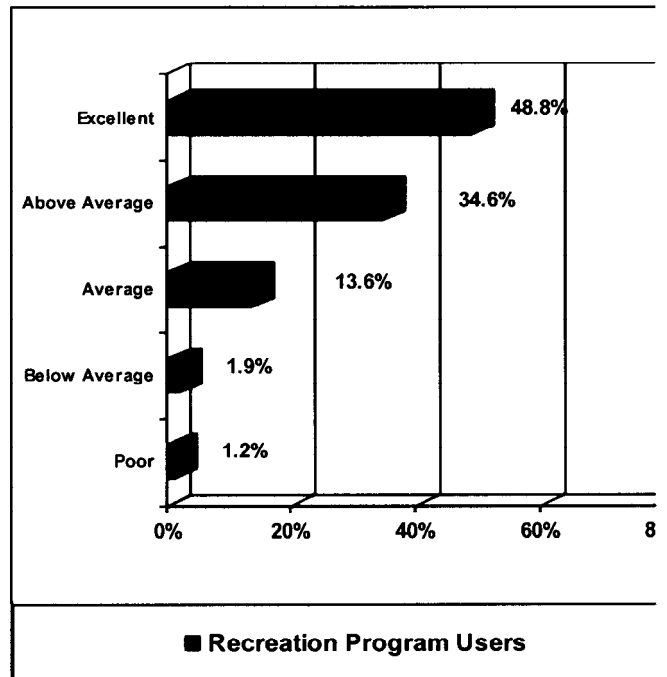
**Figure 7 – Two Most Important Park Facilities**

**RECREATION PROGRAM RATING**

A total of 32 percent of survey respondents reported they or someone in their household have participated in a recreation program offered by the CSD during the past year. A majority (83 percent) of recreation program users rated the programs as excellent or above average.

32 percent participation rate in programs is positive and slightly higher than national averages. It also presents a growth opportunity to expand the program offerings and increase community participation.

The program rating is a positive sign that the department is doing a good job meeting citizen’s program needs.



**Figure 8 - Recreation Program Rating**

**RECREATION PROGRAMS OF MOST INTEREST**

The table below presents the core recreation programs that the citizens felt are needed in order of importance. The mean rating scale is: 5=definitely needed down to 1=not needed. Those who had no opinion or were not familiar with the need for a particular program were excluded from the mean score calculation and percentages.

The first column presents the program, the second column presents the percentage of respondents who scored the program as “definitely needed” or a “5” score and the third column presents the overall mean score. This data will help prioritize needed programs in the Master Plan.

| Program                                   | % Responding “Definitely Needed or a “5” score | Overall Mean Score |
|-------------------------------------------|------------------------------------------------|--------------------|
| 1. Special events                         | 32.30%                                         | 3.55               |
| 2. Youth sports programs                  | 44.2                                           | 3.52               |
| 3. Aquatic programs                       | 36.3                                           | 3.52               |
| 4. Senior adult programs                  | 36.9                                           | 3.47               |
| 5. Special interest or education programs | 31.7                                           | 3.45               |
| 6. Teen programs                          | 38.7                                           | 3.4                |
| 7. Therapeutic recreation programs        | 29.4                                           | 3.3                |
| 8. Before and after school programs       | 37.7                                           | 3.28               |
| 9. Adult sports programs                  | 24.4                                           | 3.04               |
| 10. Preschool programs                    | 32.1                                           | 3.03               |

Figure 9 - Recreation Programs of Most Interest

**TOP TWO MOST IMPORTANT RECREATION PROGRAMS**

After citizens ranked each program category, they were asked to choose the two most important programs. The lists below present the results of their choices. This data will help guide the Master Plan for program priorities.

| FIRST CHOICE                          |       | SECOND CHOICE                         |       |
|---------------------------------------|-------|---------------------------------------|-------|
| Youth sports programs                 | 19.4% | Teen programs                         | 10.7% |
| Senior adult programs                 | 12.5  | Senior adult programs                 | 10.3  |
| Aquatic programs                      | 10.3  | Special events                        | 9.3   |
| Teen programs                         | 9.1   | Aquatic programs                      | 8.9   |
| Before and after school programs      | 8.9   | Before and after school programs      | 8.7   |
| Special events                        | 6.3   | Special interest or education classes | 6.3   |
| Preschool programs                    | 6.7   | Preschool programs                    | 6.0   |
| Special interest or education classes | 5.2   | Youth sports programs                 | 5.4   |
| Therapeutic recreation programs       | 4.0   | Therapeutic recreation programs       | 5.4   |
| Adult sports programs                 | 3.6   | Adult sports programs                 | 5.0   |
| None                                  | 13.5  | None                                  | 22.6  |

Figure 10 - Top Two Most Important Programs

**SATISFACTION WITH OVERALL VALUE RECEIVED FROM CSD PARKS AND RECREATION FACILITIES AND PROGRAMS**

68 percent of all respondents are very satisfied or somewhat satisfied with the overall value they receive from CSD parks and recreation facilities and programs. Only 4 percent expressed they are very or somewhat dissatisfied.

These results are positive for CSD Parks and Recreation Department and just slightly below national standards at 72 percent.

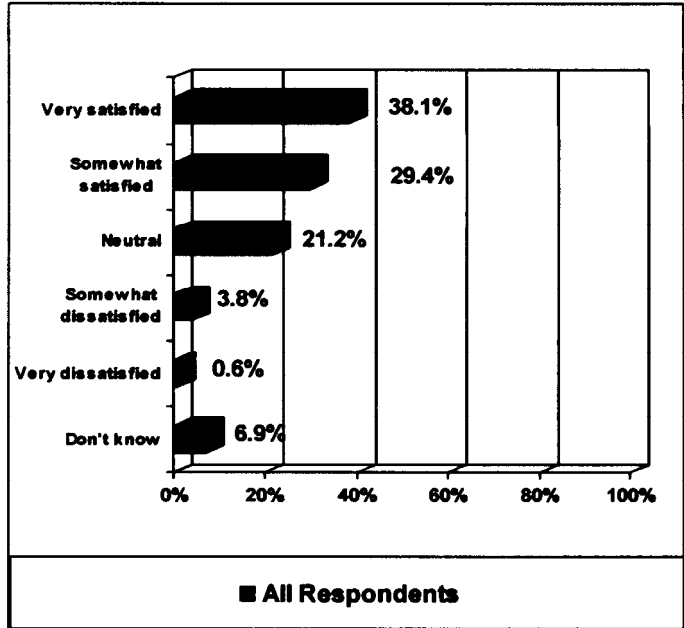


Figure 11 - Satisfaction with Overall Value Received from CSD Parks and Recreation Facilities and Programs

**SUPPORT FOR HIGH QUALITY, SELF-SUPPORTING RECREATION AND SPORTS FACILITIES**

60 percent of respondents said they would strongly support or support high quality, self-supporting recreation and sports facilities that would serve CSD needs and bring in sports tourism dollars.

11 percent don't support it and 20 percent are neutral on the subject.

A majority of the citizens are in favor of self-supporting facilities, another priority that will help guide and direct the master planning efforts.

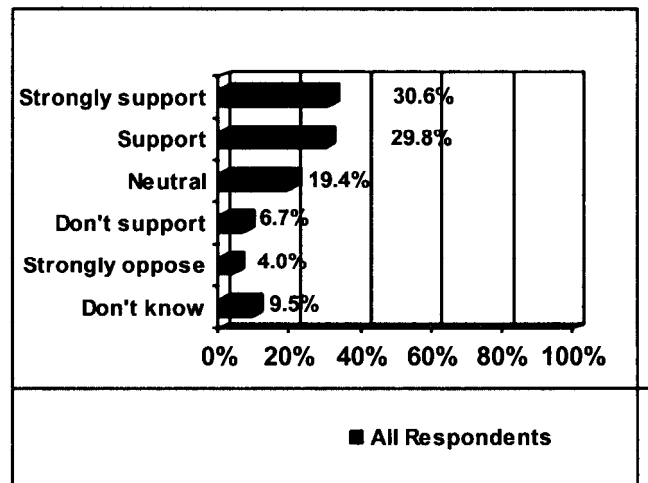


Figure 12 – Support for High Quality Self Supporting Recreation and Sports Facilities

**HOW DO YOU LEARN ABOUT CSD RECREATION PROGRAMS AND ACTIVITIES?**

A majority of respondents find out about recreation programs and activities through the CSD Activity Guide, newspaper, word of mouth, school fliers, and the CSD web site.

This information will assist the CSD Parks and Recreation Department with ways to provide more effective communication of parks, programs, and activities.

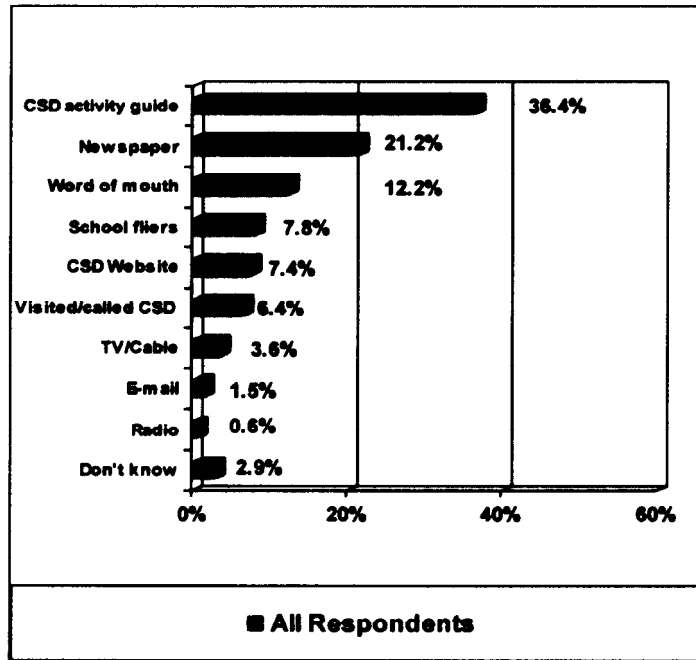


Figure 13 - HOW DO YOU LEARN ABOUT COSUMNES CSD RECREATION PROGRAMS AND ACTIVITIES

**RATING OF ACTIONS TO IMPROVE/EXPAND PARKS AND RECREATION FACILITIES**

Survey participants were queried on eight actions to improve and expand parks and recreation facilities. Respondents were asked to rate each on a 1 to 5 scale, 1 being least important and 5 being most important. The mean rating scale is calculated as: 5=most important and 1=not important. Those who had no opinion or were not familiar with a particular action were excluded from the mean score calculation and percentages.

The first column on the next page presents the possible action, the second column presents the percentage of respondents who scored the action as “very important” or a “5” score, and the third column is the mean score. This data provides another dimension of priorities to assist in guiding and directing the Master Plan. It is clear that citizens value a trail system that connects parks throughout the CSD. They also want plenty of passive uses. Continued maintenance and improvements to existing parks is also a priority.

It must be noted that option 4 in Figure 14 entails **Conducting Major Renovations or Developing New Facilities** for youth sports like baseball, soccer, softball, lacrosse, football, tennis and basketball courts, all weather turf while Option 5 entails **Purchasing Land to be Developed** for Active Sports Use.

Parks and Recreation Master Plan – Summary Report

| Action                                                                                                                                                                                   | % Responding "5" or Very Important | Mean Score |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------|------------|
| 1. Renovate/Develop: Walking/biking trails including development of a trail system that connects to parks and other areas throughout the district.                                       | 50.4%                              | 4.11       |
| 2. Land Purchase: Passive use: greenways, trails, picnicking, shelters, open space, etc.                                                                                                 | 46.6                               | 3.91       |
| 3. Renovate/Develop: Improvements/maintenance to existing parks and recreation facilities                                                                                                | 42.7                               | 3.95       |
| 4. Renovate/Develop: Athletic fields for youth sports, i.e. baseball, soccer softball, lacrosse, football, tennis, basketball, etc.                                                      | 37.7                               | 3.73       |
| 5. Land Purchase: Active sports use: baseball, soccer, softball, etc.                                                                                                                    | 38.1                               | 3.64       |
| 6. Renovate/Develop: Develop new indoor multi-purpose recreation facilities, e.g. fitness facilities, walking/running track, gymnasium, recreational class space, etc. to serve all ages | 34.1                               | 3.58       |
| 7. Renovate/Develop: Develop larger community parks with many types of amenities                                                                                                         | 33.3                               | 3.55       |
| 8. Renovate/Develop: Develop new outdoor family aquatic center                                                                                                                           | 31.5                               | 3.42       |

Figure 14 - Actions to Improve Parks and Recreation

SUPPORT OF LANDSCAPE AND LIGHTING FEE INCREASE

As of June 2007 when the survey was conducted, 51 percent reported they would likely support an increase in the Landscape and Lighting assessment for new park facilities and ongoing upkeep of parks and facilities.

69 percent strongly support a \$5 per month increase, while 24 percent strongly support a \$10 per month increase and only 9 percent strongly support a \$15 per month increase.

Mean score for each monthly fee increase (1=strongly oppose, 5=strongly support):

- \$5/month 4.50
- \$10/month 2.90
- \$15/month 2.06

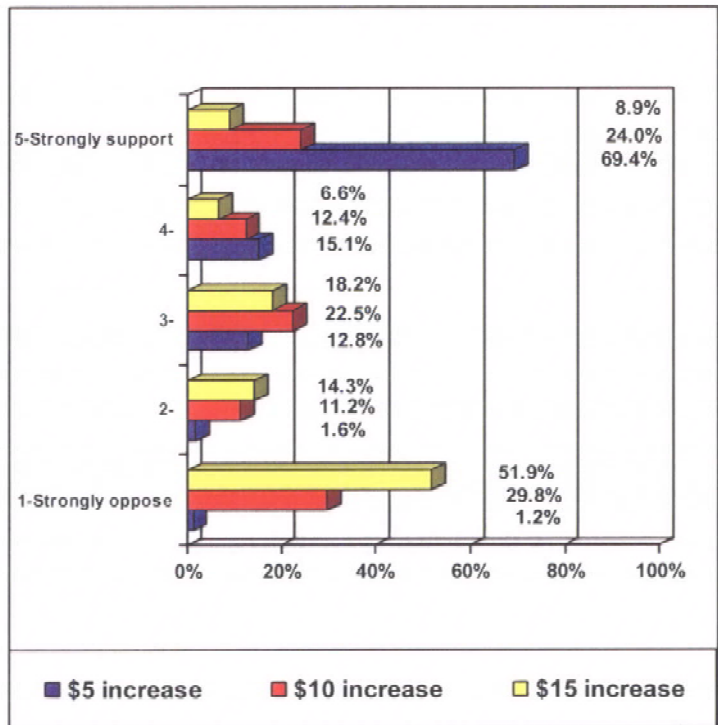


Figure 15 - Support of Monthly Fee Increase

**SURVEY RESPONDENT DEMOGRAPHICS**

- The typical respondent has a household size of 3.2 persons and is 49 years of age
- 63 percent of households have children residing within their household under 20 years of age
- Age groups represented in household (citizen survey):
  - 0 to 5 years old                    13.7%
  - 6 to 10 years old                    15.8
  - 11 to 14 years old                    15.9
  - 15 to 19 years old                    15.8
  - No children in house                    37.1
- Household income of respondents:
  - Under \$50,000:                    20.2%
  - \$50,000 to \$99,999:                    44.7
  - \$100,000 to \$149,999:                    20.7
  - \$150,000 to \$199,999:                    10.9
  - \$200,000 or more:                    3.6
  - Mean income:                    \$94,460
- Gender of respondents:
  - Male                    42.7%
  - Female                    57.3

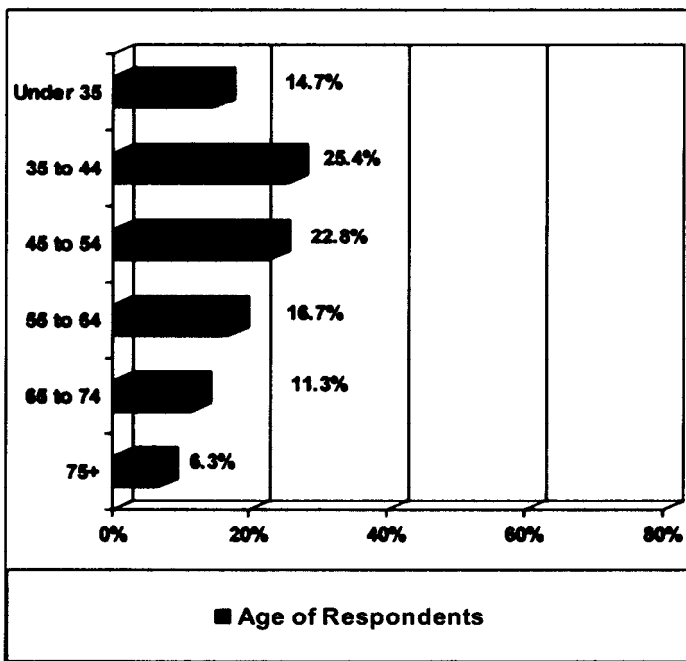


Figure 16 - Age of Respondents

This data is representative of the community demographics and provides credibility and validity to the data presented herein.

## SITUATIONAL ANALYSIS

This section offers an insight into the various factors that determine the current and future priorities for land use and recreation programming. These key factors include:

- An introduction into the regional setting of the CSD
- Community demographics and recreation participation trends
- Assessment of recreation program offerings
- Equity maps to demonstrate the distribution of parks and facilities
- Facility Capacity Study and Service Area Analysis based on usage statistics
- Facility and Program Priority Needs Assessment based on stakeholder input, community-wide household survey and consultant analysis

The findings from the situational analysis are synthesized to derive the Master Plan outcomes in the form of a Vision, Mission, Key Strategies, Capital Improvement Plan, Park Design Principles and overall Service Level Standards.

## CSD REGIONAL SETTING

The CSD is located in Sacramento County approximately 15 miles south of the City of Sacramento in and around the City of Elk Grove. Elk Grove was founded in 1850, when James Hall built the Elk Grove Hotel and Stage Coach Stop on Upper Stockton Road. The road, which followed the route of what is now Highway 99, was one of two roads linking Sacramento and Stockton. The community became a center for serving the needs of gold miners in the era of the 1850s as well as the growing agricultural sector.

Its rural setting and proximity to the California State Capital via State Highway 99 made the community attractive to Sacramento area commuters in the 1980's. Access to Interstate 5 and 80 makes easy access for San Francisco Bay Area commuters.

The CSD serves 157 square miles, including the municipal limits of the City of Elk Grove (approximately 40 square miles), plus large unincorporated areas of Sacramento County. The 2006 reorganization of fire services increased the CSD service area for fire and emergency services to include the City of Galt, but it did not include provision of park and recreation services for Galt. The CSD Parks and Recreation Department service boundary is 108 square miles.

The City of Elk Grove incorporated in July 2000, and in 2004 expanded with the annexation of Laguna West, a large planned community developed under Sacramento County.

**While agriculture continues to be a part of Elk Grove's economy in the form of livestock, vineyards, orchards, and row crops, housing and retail construction have increased dramatically, putting pressure on existing farmlands. The largest employer in the city is the Elk Grove Unified School District.**





The Elk Grove Planning Department estimated that new housing increased by 1,500 homes in 2006. The Sacramento Area Council of Governments (SACOG) projects that the Elk Grove community will add over 31,000 new homes and its population will continue to grow dramatically in the future. However, the downturn of the California and national economy has slowed high levels of growth for the next few years. As the economy recovers, Elk Grove can expect to see high growth rates return.

Population estimates place the city's population at approximately 136,000 as of January 2007. Due to its rapid growth, Elk Grove earned the title of the fastest growing city in the U.S. and is the second-largest city in Sacramento County.

Elk Grove is divided into several major areas: Laguna West, Laguna, Elk Grove proper, East Elk Grove, East Franklin, and Laguna Ridge.

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### NATURAL SETTING AND WILDLIFE

Located in south central Sacramento County, the CSD is situated with the Sacramento River and Cosumnes River forming natural boundaries to the west, south and east. The CSD area is predominately flat. The Sierra Mountain range begins approximately one hour to the east and Mount Diablo is located approximately one hour toward the west.

Prior to development, the area supported sizable populations of deer, fox, beaver and other small mammal species requiring upland areas adjacent to waterways and wetlands. For avian species, the area is on the flyway for migratory waterfowl, Swainson's Hawk, egrets and herons. Wildlife on the ground frequently found today in the area includes mostly small mammals such as river otter, beaver and other small animals along with numerous invertebrates located mostly in or around wetlands, waterways and vernal pool habitats.

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### PRESERVED NATURAL SYSTEMS

Laguna Creek, Morrison Creek and Elk Grove Creek flow through Elk Grove. These waterways are preserve areas for seasonal wetlands and wildlife habitat. The major preserve areas include Stone Lakes National Wildlife Refuge and the Cosumnes River Preserve.

The CSD includes a small portion of the northeastern edge of Stone Lakes Refuge dedicated as a National Wildlife Refuge for the Sacramento River. The preserve site is a designated biological conservation reserve area for educational and recreation purposes. The primary wildlife habitats are wetlands, marsh, riparian vegetation areas, vernal pools and other ecosystems unique to the CSD.

The Cosumnes River Preserve area, managed by the Nature Conservancy, is situated at the southeastern edge of the CSD.

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### CLIMATE

The CSD is located at approximately 40 to 50 feet above sea level, with average annual rainfall in the range of 22 inches falling primarily from October through April. The annual temperature ranges from 24 to 44 degrees Fahrenheit in winter and 80 to 110 degrees in summer. The elevation of the city of Elk Grove is 45 feet.

## GEOLOGY

The regional geological descriptions attribute scraping of the Pacific tectonic plate and the North American plate to form the flat and gently rolling general land forms seen today in southern Sacramento County. The oldest material dates back to 165 million B.C. with a more recent volcanic layer between the plates at approximately 4 million B.C. The volcanic layer forced a layer between the plates, throwing weaker sedimentary layers up to form an angle, represented by hills. By about 2 million B.C., these sedimentary layers spread by runoff and erosion forces. Depositional soil material from the Sierra Mountain Range has been transported via river channels to form modern day rich agricultural soils within the community, including organic surface soils that form in pockets as major wetland areas and spread across farm fields.

## LAND USE AND GROWTH

In 1850, Elk Grove became a hub for local commerce, largely due to its proximity to Sutter's Fort. Evolving with a growth pattern distinct from that of its northern neighbor, Sacramento, the city quietly expanded outward into adjoining areas until the late 20th century. Reliant on agriculture throughout most of its history, land use in Elk Grove today retains some farms, vineyards, and livestock industries, but has more recently added a burgeoning prominence of high-tech (Apple Computer fabrication plant), professional service, commercial and retail enterprises, such as the Elk Grove Promenade, a 1.1 million-square-foot regional open-air center projected to open in the near future.

Elk Grove has moved from a predominately agrarian area to a suburban city, particularly since the 1980's when the Laguna development was approved. The Laguna, East Elk Grove, and East Franklin developments have brought approximately 90,000 new residents to Elk Grove. Future development in Laguna Ridge will result in approximately 25,000 more residents.

Sacramento County has been among the 'Top Ten Urbanizing Counties' as well as in the top ranks for net loss of irrigated land as mapped between 1988 and 2002. Growth in urban land has averaged over 4,000 acres per biennial map update since 1988, approximately 2,000 acres per year of conversions.

Even with this development, Elk Grove still includes many undeveloped farming parcels, at least for now. The City of Elk Grove is processing long-range sphere of influence plans, which could result in Elk Grove becoming a city of 200,000 or more persons.

DEMOGRAPHIC AND TRENDS ANALYSIS

The Demographic and Trends Analysis provides a clear understanding of the market size, economic factors, and trends that will assist in determining the potential client base within the target market area. This section summarizes the information presented in **Appendix 8**.

METHODOLOGY

The most current data was used for this analysis; base data is derived from the 2000 U.S. Census. Current estimates are shown as 2006 with projections for 2011 (five year projection), 2016 (ten year projections), and 2021 (fifteen year projections).

Demographic data used for the analysis was obtained from Claritas, Inc., a national firm specializing in demographic and population projections including age segmentation, gender, household, and economic data. For comparison purposes, data was also obtained from the State of California’s Department of Finance, Demographic Research Unit and the U.S. Census Bureau.



Figure 17 - Demographic Analysis Boundaries

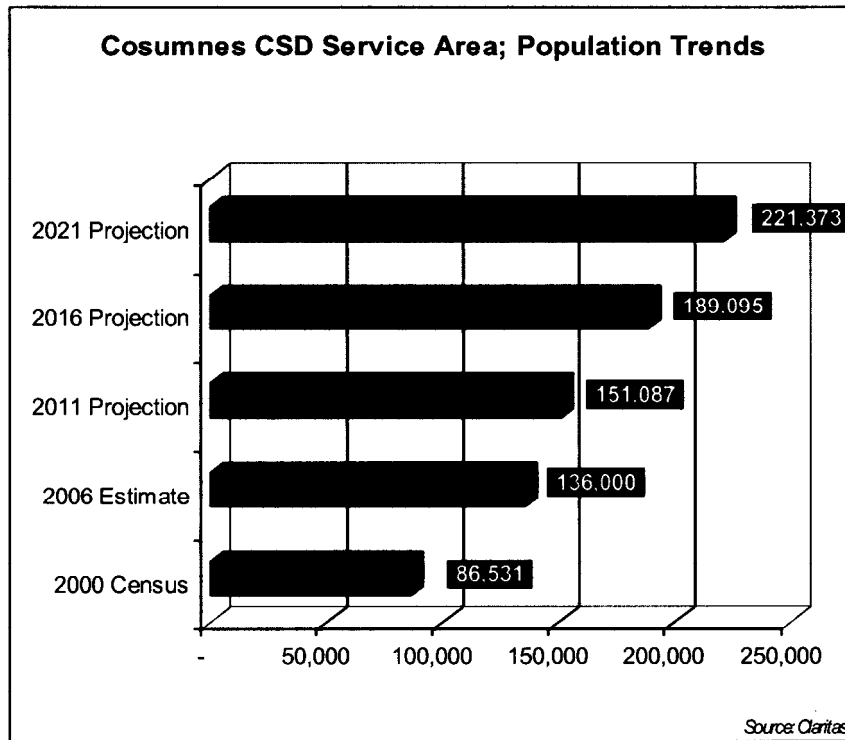
All data was acquired in March 2007, and reflects actual numbers as reported in the 2000 Census and demographic projections for 2006 and 2011 as estimated by Claritas, with straight line linear regression used for projected 2016 and 2021 demographics. The Cosumnes Community Services District (CSD) Parks and Recreation service area, comprised predominantly of the City of Elk Grove and other outlying areas, was utilized as the demographic analysis boundary. See **Figure 17**.

CSD SERVICE AREA

The CSD Parks and Recreation Department services the southern-most portion of the Sacramento Metropolitan Statistical Area, most notably the City of Elk Grove, incorporated in July of 2000, and other outlying areas bounded by Twin Cities Road (State Highway 104) to the south, the Cosumnes River to the east, Calvin Road to the north, and Interstate Highway 5 to the west. The 2006 reorganization of fire services increased the CSD service area for fire and emergency services to include the City of Galt, but it did not include provision of park and recreation services for Galt. Therefore, Galt is not included in this report.

Based on the State of California’s Demographic Research Unit, the 2005 population of the City of Elk Grove was estimated at 121,358; based on State projections, the city increased by 7.8 percent from 2005 to 2006, reaching an estimated population of 130,874. Due to the rapid growth of the area, researched population estimates face the challenge of estimating the constant population surge; Claritas estimated the 2006 population for the CSD at 127,613 – a difference of approximately 4,000 persons less than the State’s Demographic Research Unit has projected for the City of Elk Grove alone. The CSD estimated 2006 population at 136,000 based on equivalency dwelling units (EDU’s) and Fire Department information. For the 2006 population estimate, this report extrapolates the Claritas number of 127,613 to the CSD population estimate of 136,000 persons while still allowing for further analysis with Claritas’ detailed demographic data.

Between 2006 and 2021, the CSD service area can expect to have 85,300 more residents, or a 62.8 percent population increase (see Figure 18).



**Figure 18 - Population Trend**

In 2006, the U.S Census Bureau identified Elk Grove as the fastest growing city in America. Continued growth is expected in areas such as Laguna Ridge, the Southeast Area Specific Plan (SASP), and various infill projects. The pace of development slowed significantly in 2007 and is expected to continue slowly for an indefinite amount of time. When development picks up, residents will expect first-rate parks and recreation facilities and amenities.

**AGE**

Population categorization by age segment demonstrates the relative youth of the CSD (see **Figure 19**). When analyzing the combined age segments for 2006, the largest groups are persons aged less than 18 years and age 35-54. Each group is over 40,000 in size and each represents nearly one-third (31.3 percent) of the local population. Currently, the baby boomers, defined as those aged 55 and above, are a relatively small minority (10.9 percent), forming the smallest combined age segment. In contrast, national trends estimate those aged 55 and above total nearly one quarter (22.5 percent) of the total U.S. population. Based on growth projections through 2021, the 55-years-and-above segment is projected to seize the largest percentage increase as compared to the population as a whole – 3.2 percent growth from 2006 to 2021, resulting in a total age segment increase of 16,446 (14,865 estimated persons in 2006; 31,311 estimated persons in 2021).

During this time period, the 18-and-under age segment is also projected to increase in size, growing by a relatively small 1.3 percent, which entails a slight shift towards a maturing population. Although a shift is projected in the population structure among the age segments, all segments are projected to increase in population during each of the years analyzed.

From 2006 to 2021, all age segments will increase in size. The 35-54 age segment will gain the most numerically, growing by over 26,900 to 69,500. This is followed by those age less than 18 (growing by 23,900 to 66,300), those age 18-34 (growing by 18,200 to 54,200), and those aged 55 and above (growing by 16,400 to 31,300).

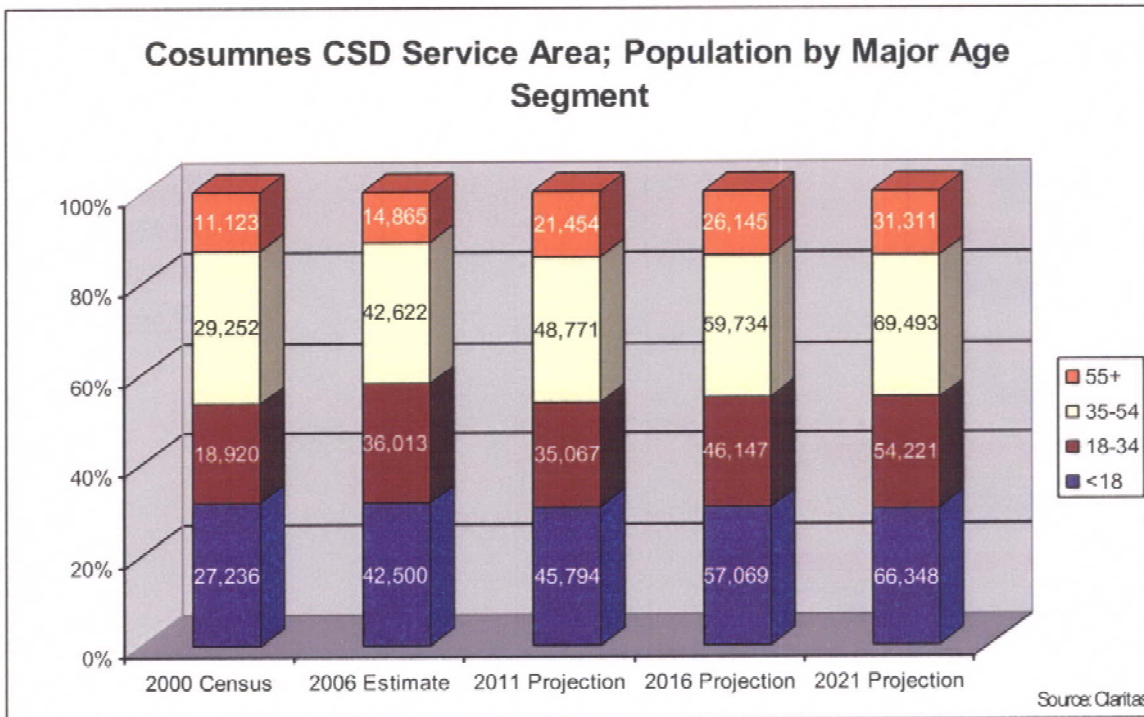


Figure 19 - Population by Major Age Segment

Viewing population growth trends by the eight major transitional segments of the lifecycle (**Figure 20**) allows for planning of programs and services based on like interests and desires of the user through the maturation process. Lifestyle segments further subdivide the four major age segments into age segments that exhibit similar social and economic consumptive behavior.

It is possible to quickly view the projected aging of local area constituents by viewing the gradual lengthening of the red bars of the top two lifecycle segments in **Figure 20**. Although the baby-boomer segment is projected to increase by the largest percentage over the study period, the total number of persons aged 55 and above is projected to only comprise 20 percent of all persons over the age of 18. The prime earners, ages 35 to 54, will command the largest portion of the populace and account for 45 percent of all persons over the age of 18.

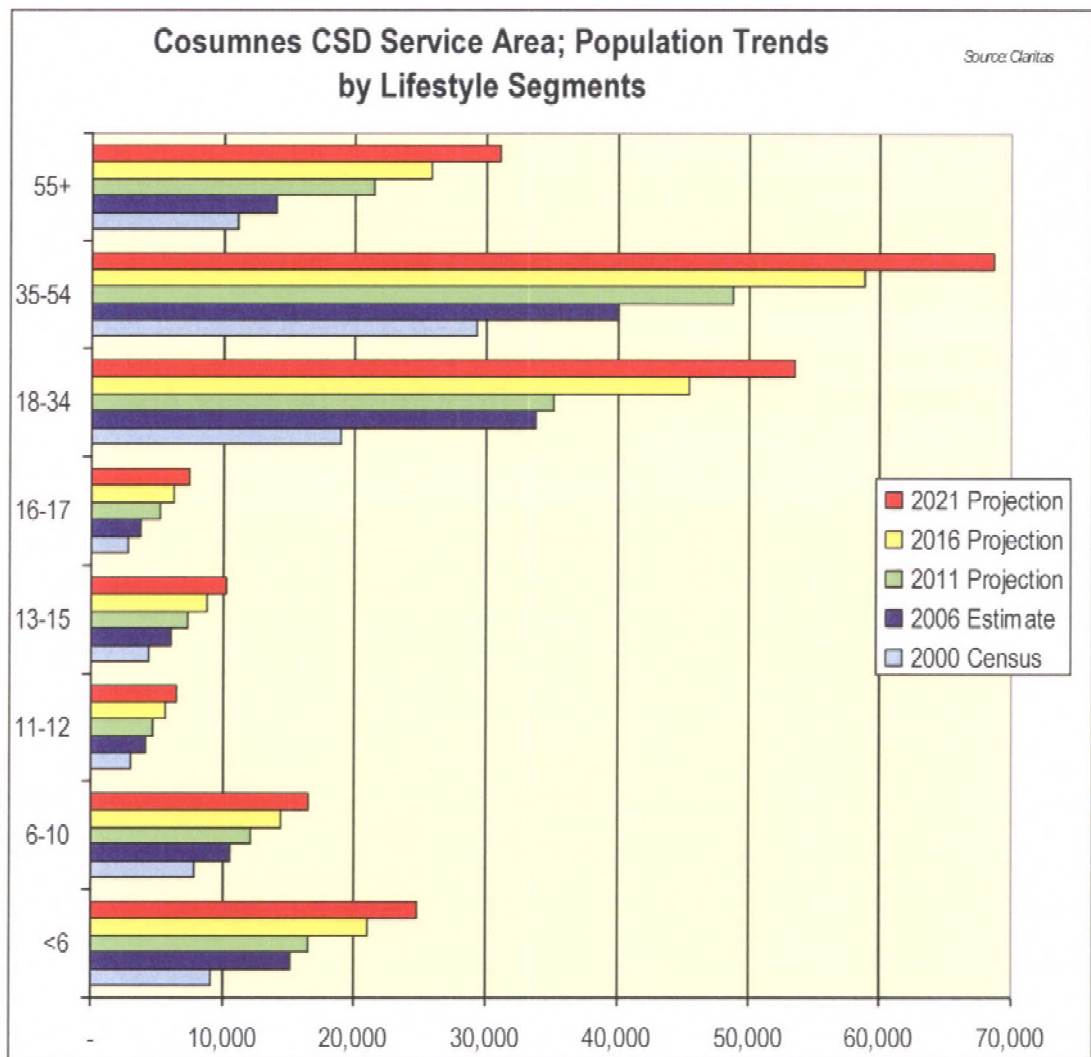


Figure 20 - Population by Lifestyle Segments

It is rational to assume that the steady mid-segment growth, those aged between 18 and 34 years, would be in harmony with the sustainability in the infant/youth age segments.

Advancements in technology have changed the way the average person consumes general information, education, and recreation. Numerous studies have been conducted which portray the correlation between the growth of technology and sedentary lifestyles of the youth of America. Chris Mercogliano, director of the Free School in Albany, N.Y. and author of "In Defense of Childhood," theorizes that the technological exposure children are receiving today is not only damaging the **physical health of children, but the mental health.** Mercogliano's research found that many youngsters average four-and-one-half (4 ½) hours a day in front of screens, television and computer, which leads to less physical activity. Assuming an average youth receives eight hours of sleep per day and spends an average of seven hours of each day at school, an additional 4 ½ hours of inactiveness would only allow for a total of 4 ½ additional hours for all other activities.

A study completed by Pew Internet & American Life Project in June of 2005 confirms the technological craze:

- 87 percent of all U.S. teens aged 12-17 use the internet
- This represents an increase of 17 percent from 2000
- 81 percent of teen internet users play games online
- This represents an increase of 52 percent from 2000

**Aggressive programming should not be focused solely on the youth market.** Today's mature audience is a much more active group than the generation which came prior; maturing adults are now staying active well into their sixties and even into their seventies. The current and future population composition will require a broad and vibrant range of programs ranging from recreational, educational, and entertainment targeted at all segments – youth, adolescent, and adults.

**GENDER**

Gender distribution for the local service area is nearly equal; females consist of slightly more than half (50.2 percent) of the total population for 2006. This distribution is projected to stay constant through 2021. Although Americans participate in a sport or recreational activity of some kind at a relatively high rate, 65 percent, women participate slightly less than men – 61 percent of women participate at least once per year in a sport or recreational activity to 69 percent participation rate of men.

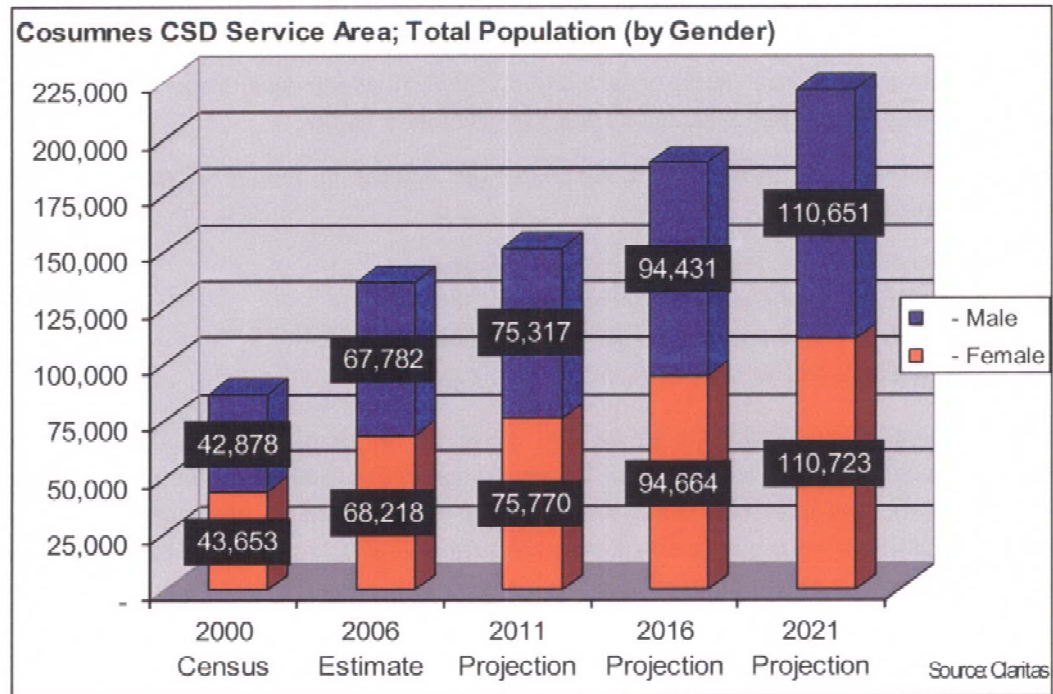


Figure 21 - Population by Gender

According to recreational trends research performed in the industry over the past twenty years, the top 10 recreational activities for women are currently:

- Walking
- Aerobics
- General exercising
- Biking
- Jogging
- Basketball
- Lifting weights
- Golf
- Swimming
- Tennis



The top 10 recreational activities for men are:

- Golf
- Basketball
- Walking
- Jogging
- Biking
- Lifting weights
- Football
- Hiking
- Fishing
- Hunting

Based on current participation trends, men and women share a desire for six of the top 10 recreational activities; in terms of frequency, in any 90-day span, men claim to participate in their favorite activities an average of 65 times and women a total of 57 times. With more women participating in recreational activities further into adulthood, more are opting for less team - oriented activities that dominate the female youth recreation environment and shifting more towards a diverse selection of individual participant activities as evident in the top 10 recreational activities mentioned prior.

Examining gender in the youngest segments of the population reveals little to no discernable difference because many of the youth sports and recreation activities have rosters of mixed genders; as participants reach the second or third grade in educational attainment, gender begins to be as much as a distinguishing attribute as age among the various program and activity offerings. Generally, as the population ages beyond the adolescent years the preference for less physically demanding activities in the female populace begins to shift programming options more towards self-directed activities; the male populace is inclined to have continued participation in more team-oriented and physically demanding activities.

Gender discrepancy becomes evident among the elder portions of the population; when the populace begins to peak in age the female share of the total populace rises significantly along with the female preference for alternative forms of recreation. The projected trend of an increase in mature adults, and the assumed large contingent of mature female adults, depicts the need for active adult/senior class programming geared towards females. Aside from walking, the most popular recreational activity in America among the mature demographic is water aerobics. This can be attributed to the low impact “senior friendly” exercise that reduces the amount of stress on the body.

**RACE AND ETHNICITY**

As of 2006, the local service area is predominantly non Hispanic or Latino with those being classified as white accounting for slightly more than half (51.4 percent) of the total population. The next largest individual race is that of Asian descent (17.4 percent), followed by Hispanic or Latino (15.4 percent) and black (8.6 percent). American Indian/Alaskan Native, Native Hawaiian/Other Pacific Islander and all other races make up the remaining seven percent of the population. Overall, the CSD serves a very diverse community.

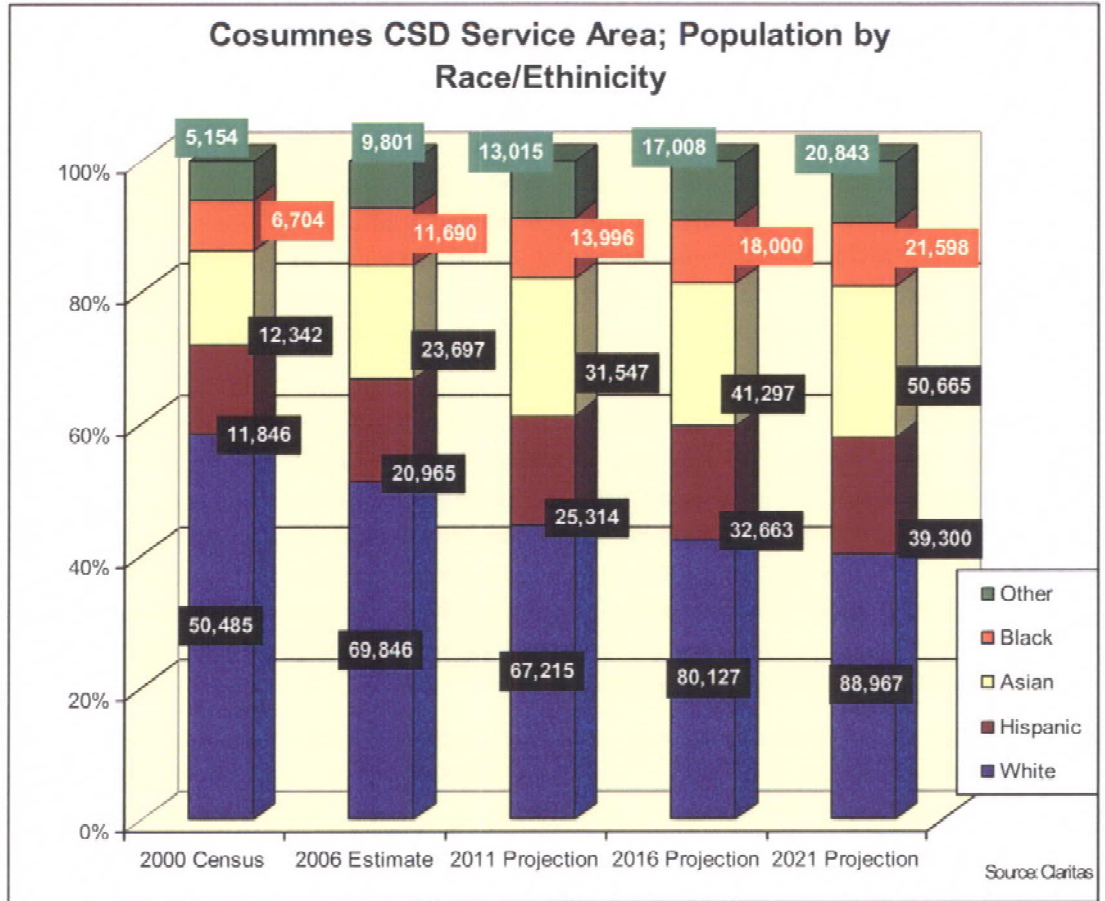


Figure 22 - Population by Race / Ethnicity

Although each of the ethnic groups are projected to increase in size, beginning in 2011, each major ethnic group other than white is projected to grow at a rate of 20 percent or greater per five year increment (2006-11, 2011-16, 2016-2021); the white ethnic group will increase at an average rate of 12 percent over the same period.

**HOUSEHOLDS AND INCOME CHARACTERISTICS**

Currently, there are an estimated 39,000 households in the local service area with an estimated average income of \$92,466 (Figure 23). The service area has witnessed an increase in households of more than 10 times since the 2000 Census. Nearly half of all households have children under the age of 18 living on site – 53 percent of households have one or more people under the age of 18 and 64 percent are married-couple families.

With such a large contingent of households and families with children – 25 percent of the population is under the age of 15 – it would imply a need for a wide variety of youth programming for both individual and team oriented activities including non-traditional and extreme sports. Households with young children routinely participate in activities for the youth of the household only; adult participation is more prevalent among the households without young children.

The youth of America are, however, equipped with a large portion of income. Since there are relatively few, if any, bills or taxes to be paid, this income is classified as disposable, and makes the youth a prime market for goods and services. The adolescent is notorious for his/her unpredictability and ever-changing desires and thus many programs trends that are in high demand now may not be as sought after in a short span of two – three years.

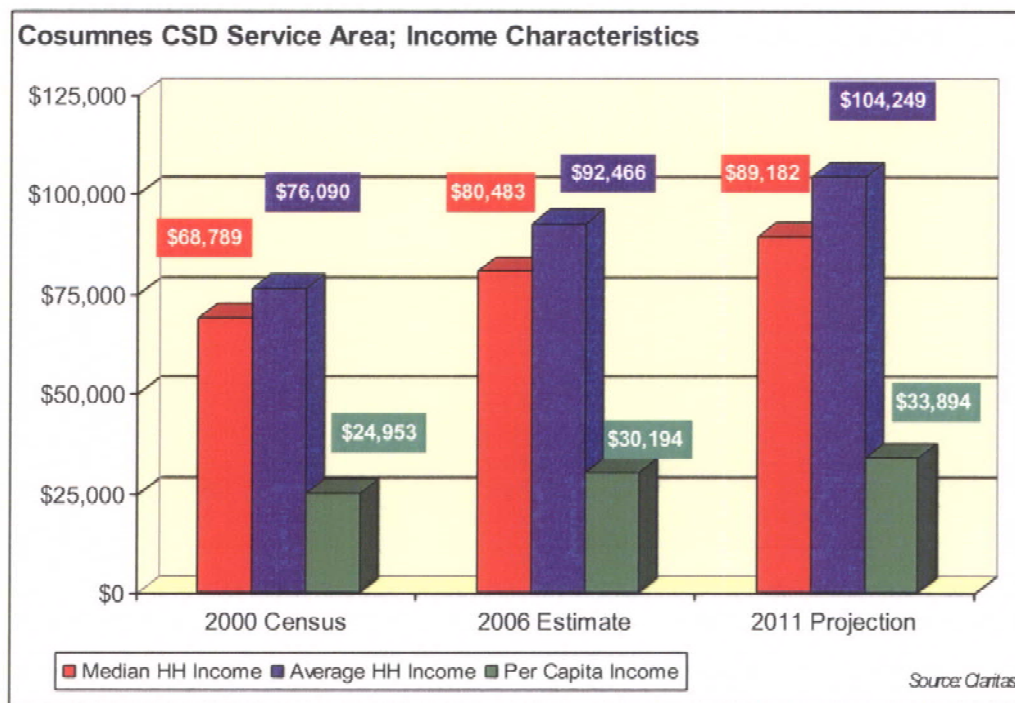


Figure 23 - Income Characteristics

The median household income, the middle point when all household incomes are listed in ascending order, for the local service area is currently projected at \$80,483; this is nearly double that of the median U.S. household income reported for 2005 of \$46,242 and \$27,000 more than 2005 California

median household income of \$53,629. The per capita income for the service area is estimated at \$30,194. Although median household income has risen in the past years nationwide, total individual income has dropped; this phenomenon is due to the increase in multiple household occupants participating in the work force.

It is assumed that the above - average income characteristics of the local service area result in a higher than average disposable income, therefore, generating a greater base of consumer buying power among constituents. However, this assumption may be compromised due to the above-average housing costs and other living expenses found in the region and state.

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### MARKET ANALYSIS

As of June 2008, the CSD Parks and Recreation Department had 79 parks, many of which contain amenities such as playgrounds, picnic areas and pavilions, and sports fields (**Figure 24**). The most prevalent amenities – with many parks having more than one of each of the amenities – are:

- Playgrounds – at least one located in 68 parks (86 percent of all parks)
- Picnic shelter/pavilions – at least one located in 44 parks (56 percent of all parks)
- Multi-purpose fields – at least one located in 25 parks (32 percent of all parks)
- Basketball courts – at least one located in 18 parks (23 percent of all parks)
- Baseball fields – at least one of each located in 17 parks (22 percent of all parks)
- Tennis Courts – at least one located in 12 parks (15 percent of all parks)
- Softball fields – at least one located in 7 parks (9 percent of all parks)

## Parks and Recreation Master Plan – Summary Report

| PARKS:                                                                      | Current 2007 Inventory |                         |                     |                          | Future Development 2007-2016 |                         |                     |                        |
|-----------------------------------------------------------------------------|------------------------|-------------------------|---------------------|--------------------------|------------------------------|-------------------------|---------------------|------------------------|
|                                                                             | Cosumnes CSD Inventory | Elk Grove USD Inventory | City/ CSD Inventory | Total Combined Inventory | Cosumnes CSD Inventory       | Elk Grove USD Inventory | City/ CSD Inventory | Total Current & Future |
| Neighborhood Parks (Acres)                                                  | 273.86                 | -                       | -                   | 273.86                   | 59.04                        | -                       | 128.10              | 461.00                 |
| Community Parks (Acres)                                                     | 140.76                 | -                       | -                   | 140.76                   | 114.30                       | -                       | 115.90              | 370.96                 |
| Regional Parks (Acres)                                                      | 127.00                 | -                       | -                   | 127.00                   | 97.00                        | -                       | -                   | 224.00                 |
| Special Use Park/ Sports Complex (Acres)                                    | -                      | -                       | 1.82                | 1.82                     | 46.39                        | -                       | -                   | 48.21                  |
| Open Space and Nature/Preserve Area (Acres)                                 | 41.98                  | -                       | -                   | 41.98                    | 25.00                        | -                       | 182.70              | 249.68                 |
| Greenbelts/Paseos/Corridors                                                 | 24.46                  | -                       | -                   | 24.46                    | -                            | -                       | 94.60               | 119.06                 |
| Golf                                                                        | 49.40                  | -                       | -                   | 49.40                    | -                            | -                       | -                   | 49.40                  |
| <b>Total Park Acres</b>                                                     | <b>657.46</b>          | <b>-</b>                | <b>1.82</b>         | <b>659.28</b>            | <b>341.73</b>                | <b>-</b>                | <b>521.30</b>       | <b>1,522.31</b>        |
| <b>AMENITIES:</b>                                                           |                        |                         |                     |                          |                              |                         |                     |                        |
| Playgrounds                                                                 | 98.00                  | -                       | -                   | 98.00                    | 16.00                        | -                       | 8.00                | 122.00                 |
| Picnic Shelters (10-25 persons)                                             | 47.00                  | -                       | 1.00                | 48.00                    | 18.00                        | -                       | 2.00                | 68.00                  |
| Picnic Shelters/Pavilions (100 person shelter or greater)                   | 2.00                   | -                       | -                   | 2.00                     | 2.00                         | -                       | 2.00                | 6.00                   |
| Trails - All Surfaces (Miles)                                               | 18.29                  | -                       | -                   | 18.29                    | 10.00                        | -                       | -                   | 28.29                  |
| Baseball Fields                                                             | 22.00                  | 10.00                   | -                   | 32.00                    | 6.00                         | -                       | 1.00                | 39.00                  |
| Softball Fields                                                             | 17.00                  | 11.00                   | -                   | 28.00                    | 3.00                         | -                       | 2.00                | 33.00                  |
| Multi-purpose Rectangular Fields (Football, Soccer, Lacrosse, and Baseball) | 35.00                  | 40.00                   | -                   | 75.00                    | 6.00                         | -                       | 3.00                | 84.00                  |
| Basketball Courts                                                           | 18.00                  | 200.00                  | -                   | 218.00                   | 5.00                         | -                       | 4.00                | 227.00                 |
| Tennis Courts                                                               | 25.00                  | 38.00                   | -                   | 63.00                    | 6.00                         | -                       | 2.00                | 71.00                  |
| Volleyball Courts                                                           | 6.00                   | -                       | -                   | 6.00                     | -                            | -                       | 2.00                | 8.00                   |
| Skate Park/BMX                                                              | 1.00                   | -                       | -                   | 1.00                     | -                            | -                       | 1.00                | 2.00                   |
| Dog Parks                                                                   | 2.00                   | -                       | -                   | 2.00                     | 1.00                         | -                       | -                   | 3.00                   |

**Figure 24 - Current and Future Inventory**

In the next 10 years, total parkland is expected to increase by 131 percent from a current total of 659 acres to 1,522 acres.

In addition to the many facilities and amenities offered by the CSD, the Elk Grove Unified School District provides sport fields and indoor and outdoor courts at 19 elementary school sites, five middle school sites, and five high school sites within CSD boundaries. Roughly 416 acres of park land exists in the **CSD's inventory**, which is active parkland under Quimby standards. This equates to roughly three acres per thousand persons, which is below the Quimby level of five acres per 1000 persons. The CSD also has some specialty amenities such as the Wackford Community and Aquatic Complex, two dog parks, the Jerry Fox Swim Center, the Elk Grove Pavilion, Laguna Town Hall and Strauss Island.

**Elk Grove, the CSD's largest municipality**, has experienced a development boom in the past decade. The Elk Grove Unified School District is one of the fastest growing districts in the nation and the eighth largest in California. In 2007, nationwide economic conditions resulted in a building slowdown. It is impossible to tell how long the slowdown will last, but this temporary condition will not last indefinitely. Once favorable economic conditions return, the inevitable increase in population associated with the major development will result in further demand for recreational, leisure, and entertainment venues and activities.

## **CONCLUSION**

In 2004, national spending on recreational and entertainment products and services nearly topped \$706 billion, not too exorbitant when considering that studies have determined that leisure and entertainment goes beyond simple pleasure toward achieving greater self actualization and emotional satisfaction.

Based on a survey conducted by the U.S Forest Service and the Southern Research Station from 1999 to 2004, participation in walking, outdoor family gatherings, gardening, viewing/photographing natural scenery, and visiting nature centers topped the lists for all time periods – activities which for the most part are relatively inexpensive and have few barriers to entry. Across the years of surveying, the population participating increased for many activities between fall 1999 and spring 2004.

Important aspects to be considered for the development of facilities and amenities within the CSD are the steady decline in traditional recreational activities, especially team sports, over the past decade (see **Appendix 8, Figure 14**).

Traditional sport activities such as baseball, basketball, touch football, racquetball, aerobics (dancing), and stationary cycling have all experienced both short-term (1998 to 2005) and long-term (1987 to 2005) declines. Ice hockey, fast-pitch and slow-pitch softball, sand volleyball, roller hockey, in-line roller skating, recreational bicycling, recreational swimming, aquatic exercise, fitness bicycling, and stair climbing exercise (machine) have all experienced short-term decline. However, of those activities that have experienced declines, four do have nationwide participation of greater than 25 million persons; they are:

- Recreational Swimming – Ninety-one million participants (91.314M)
- Recreational Bicycling – Fifty-one million participants (51.431M)
- Basketball – Thirty-one million participants (31.963M)
- Stationary Cycling – Twenty-eight million participants (28.525M)

Applying regional and national trends to the local market illustrates the importance that should be placed on a wide range of activity offerings. Although the traditional sports have experienced declines, this does not imply the endorsement of lowering the facility and amenity standards; this is evident by the sizeable and continued support, while somewhat stagnant, of these participants groups.

**As mentioned earlier, the youth populace’s choice of desired activities are in a constant state of flux and programs should be under constant review to determine the current needs and market. This may dictate that programs be offered based more on fads (two - three year lifecycle) than trends (five – 10 year lifecycle). There should also be a focus on developing activities / facilities that place an emphasis on self-directed activities which deliver a mixture of both health and wellness and recreational components.**

## RECREATION PROGRAM ASSESSMENT

The PROS Consultant Team performed an assessment of the CSD recreation program offerings. The Recreation Program Assessment offers a holistic perspective of the recreation program offerings and helps to identify program strengths, weaknesses and opportunities. The Assessment assisted the PROS Team in identifying core programs, program gaps within the community, duplication of programs with other recreational service providers in the community and in determining the future program offerings for the CSD. This document summarizes the information found in **Appendix 2**.

The Consultant Team based these program findings and comments from program assessment forms and discussions with the recreation staff. The CSD recreation staff, in conjunction with the PROS team, selected the core programs to be evaluated and entered the data into the PROS matrix form. This assessment report addresses the program offerings from a macro and micro perspective. It identifies system-wide key issues and presents recommendations for these issues, while also offering recommendations to elevate the core programs to the next level.

**PROS' recommendations in this document should be considered for implementation over a 10 - year timeframe.**

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## PROGRAM ASSESSMENT PROCESS

The staff was provided with a program assessment template designed by the Consultant Team. The template included elements to identify the following:

- Customer service plan in place
- Marketing and promotion methods used to promote services
- Program facilities used and effectiveness of each
- Capacity utilization of each facility used
- Human resources standards used by staff
- Seasonal program capabilities
- Program life cycles
- Partnerships and sponsorships in place
- Financial performance measurements used by staff
- Participation and retention of users
- Service gaps between the CSD programs and other service providers
- Volunteer Usage with in recreation services
- Pricing Strategies used by the CSD

The consultants reviewed information provided by staff on all core program areas that were offered as of 2007. The core program areas and the key program assessment template variables have been analyzed to help determine the **optimal plan of action to fulfill the community's vision and unmet needs** for future recreation programming. **The Consulting Team's recommendations factor in the elements outlined in the 2007-2012 CSD Recreation Strategic Plan and the recreation program priorities identified during the stakeholder interview process and community household survey.**

Based on PROS assessment, the CSD currently functions on the level of a best-in-class provider compared to over 500 agencies that PROS has worked with as well as NRPA guidelines. The items

**Parks and Recreation Master Plan – Summary Report**

mentioned in the report will seek to move the organization to the next level in its recreation program offerings and activities.

**OVERALL FINDINGS AND RECOMMENDATIONS**

Current programs provided by the CSD are offered in 23 core program groups. The Department would be well served by a review to align them further along customer needs. Some of the core program categories could be modified or combined based on the needs assessment priorities to include fitness and wellness programs, aquatics, teen services, youth services, sports, youth sports field provider, and outdoor recreation and adventure. Trends suggest that these areas will continue to grow over the next several years. The current list of core programs is a long one and makes it difficult to focus on what’s most important. PROS recommends 13 core programs with an age segment strategy for each level of service provided in the core service (see Figure 25).

| Current Core Programs                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                | Proposed Core Programs                                                                                                                                                                                                                                                                               |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"> <li>• Aquatics – Swim Lessons/Education programs</li> <li>• Aquatics – Recreation Swim/Lap Swim</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                        | <ul style="list-style-type: none"> <li>• Aquatics (All Programs)</li> <li>• Teen Services (All Programs)</li> </ul>                                                                                                                                                                                  |
| <ul style="list-style-type: none"> <li>• Teens – Teen Center/ Teen Programs</li> <li>• Teens – Skate Park</li> <li>• Leisure Programs</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                     | <ul style="list-style-type: none"> <li>• Leisure Programs (active adult life skill and lifestyle programs)</li> <li>• Therapeutic Recreation Services</li> <li>• Sports (youth and adults)</li> </ul>                                                                                                |
| <ul style="list-style-type: none"> <li>• Therapeutic Recreation Programs</li> <li>• Youth Sports – Leagues/ Camps/ Clinics</li> <li>• Adult Sports – Leagues/ Drop In</li> <li>• Preschool – Programs/ Toddler Time</li> <li>• Kid Central – Headquarters (Day Camp)/ Station (Before/Afterschool)</li> </ul>                                                                                                                                                                                                                                                                        | <ul style="list-style-type: none"> <li>• Youth services (preschool, kids central,camps, clinics, art, dance, music, fitness)</li> <li>• Special Events – Community/Regional</li> <li>• Volunteers</li> <li>• Golf</li> </ul>                                                                         |
| <ul style="list-style-type: none"> <li>• Special Events – Community/Regional</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              | <ul style="list-style-type: none"> <li>• Facility Rentals and Hospitality</li> <li>• Youth Sports Partnerships (facilities, fields and programs)</li> </ul>                                                                                                                                          |
| <ul style="list-style-type: none"> <li>• Volunteers</li> <li>• Golf – Course/ Programs</li> </ul>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | <ul style="list-style-type: none"> <li>• Fitness and wellness (mind and body programs, strength and conditioning, cardiovascular and resistance training for adults and youth to include youth fit, adult fit, family fit, and senior fit classes)</li> <li>• Outdoor adventure/education</li> </ul> |
| <ul style="list-style-type: none"> <li>• Facility Rentals <ul style="list-style-type: none"> <li>○ Wackford Community Center</li> <li>○ Aquatic Facilities <ul style="list-style-type: none"> <li>▪ Wackford</li> <li>▪ Jerry Fox Swim Center</li> </ul> </li> <li>○ Sports Facilities - Kloss Softball / Complex/ other ball fields</li> <li>○ Laguna Town Hall</li> <li>○ Pavilion Rental Facility</li> <li>○ Strauss Island</li> <li>○ Reservable Picnic Areas <ul style="list-style-type: none"> <li>▪ Elk Grove Park</li> <li>▪ Rotary Grove</li> </ul> </li> </ul> </li> </ul> |                                                                                                                                                                                                                                                                                                      |

Figure 25 - CSD Core Program Restructuring



**PROGRAM DESCRIPTIONS**

Program descriptions elaborate on the benefits and the features, which is a commendable practice and always helps to sell the program. An ideal program description should focus less on the features and more on the benefits and advantages to the user if he/she participates in the program. Programs offered use target age segmentation, which is a good practice.

The staff recognizes where the programs or classes fall into their life cycle, but could expand on program measurements that are being tracked to demonstrate successes. For overall program life cycle matrix, see **Figure 26** below.

| Stage in Program Lifecycle               |                                   |                                                                                  |                                              |                                                                |                                                |
|------------------------------------------|-----------------------------------|----------------------------------------------------------------------------------|----------------------------------------------|----------------------------------------------------------------|------------------------------------------------|
| Introduction                             | Take-Off                          | Growth                                                                           | Mature                                       | Saturated                                                      | Decline                                        |
| Programs associated with Skate Park      | Skate Park Public Hours           | Lap Swim                                                                         | Public Hours Rec Swim                        | Flag Football                                                  | T-ball                                         |
| Pee Wee Indoor Soccer                    | Therapeutic Recreation            | Teen Center                                                                      | Pee Wee Basketball                           | Adult Softball                                                 | Adult Fastball                                 |
| Jr. NBA                                  | Pee Wee Soccer League             | Contract Camps                                                                   | After School B-Ball Camp                     | Kid Central Headquarters (day camp)                            | Drop in Basketball (replaced with 3v3 in 2007) |
| Pee Wee Open Gym                         | Dance Classes                     | High School Contract Camps                                                       | Adult Volleyball                             | Preschool (mornings)                                           |                                                |
| Adapted Open Gym                         | Education based Rec.              | Adult Soccer                                                                     | Kid Central Headquarters (trad. School year) | Toddler Time / Buddy Brunch                                    |                                                |
| Senior programs                          |                                   | Adult Basketball                                                                 | Preschool (afternoon)                        |                                                                |                                                |
|                                          | Golf                              | Drop-in Volleyball (Adult)                                                       | Golf Range                                   |                                                                |                                                |
| Golf Classes                             |                                   | All special events (except movie nights, fun in sun concerts, hot summer nights) | Music                                        |                                                                |                                                |
|                                          |                                   | Kid Central Station - before / after school                                      | Adult Fitness                                |                                                                |                                                |
|                                          |                                   | Teen programs                                                                    |                                              |                                                                |                                                |
|                                          |                                   | Tennis                                                                           |                                              |                                                                |                                                |
|                                          |                                   | Pre school classes                                                               |                                              |                                                                |                                                |
|                                          |                                   | Art                                                                              |                                              |                                                                |                                                |
|                                          |                                   | Culinary                                                                         |                                              |                                                                |                                                |
|                                          |                                   | Parent Participation                                                             |                                              |                                                                |                                                |
|                                          |                                   | Gymnastics                                                                       |                                              |                                                                |                                                |
|                                          |                                   | Canine                                                                           |                                              |                                                                |                                                |
|                                          |                                   | Knitting                                                                         |                                              |                                                                |                                                |
| <i>New program; modest participation</i> | <i>Rapid participation growth</i> | <i>Moderate, but consistent participation growth</i>                             | <i>Slow participation growth</i>             | <i>Minimal to no participation growth; extreme competition</i> | <i>Declining participation</i>                 |

Note: Each program or class in core program has been broken into the various stages of the lifecycle based on the definitions provided at the bottom of the chart.

Source: Client

**Figure 26 - Recreation Program Lifecycle**

Also, best-in-class agencies maximize the holistic approach to program offerings. They recognize the revenue potential associated by having a systems approach to programming. This includes cross selling programs, developing sales skills for staff that interact with customers and bundling program opportunities. The CSD could strengthen its programming ability by looking at the program offerings in a macro sense, rather than by individual program areas offered by individual program managers.

## PERFORMANCE MEASURES AND CUSTOMER SATISFACTION

As observed from the program assessment matrix, there is a system-wide approach to capturing customer satisfaction results. Most programming staff are aware of their customer satisfaction rates and, more impressively, they are exceeding 90 percent. The community survey also demonstrated that 82 percent of the program participants rated the programs as excellent or above average.

The Skate Park is an exception and the CSD would be well served by capturing customer satisfaction and retention levels for the same. Overall, a recommendation would be to expand the scope of measuring customer satisfaction by relying less on surveys and exploring other alternatives of measurement. For example, lost customer interviews (interviewing former program participants) provide rich data into needed service improvements. Other ideas include: transaction surveys, personal interviews, focus groups, advisory panels, program needs assessment surveys and mystery shopping. All of these suggestions should be implemented system-wide to ensure consistency in the program delivery process.



As a result of customer satisfaction being so high, there are limited actionable items to follow up on as ways to improve service. Organizations that have built systems that create excellent service raise the bar higher by tracking the percentage of customers who are highly satisfied, and exclude those who are merely satisfied. **This highly satisfied customer group form the organization's "apostles"** who will generate more business. Efforts to create relationships with these very loyal customers can yield greater program participation and loyalty. Consider having focus groups with these customers to determine why they are so satisfied and what the organization can do to keep these customers. Also conduct focus groups with the lost / dropped out / dissatisfied customers to identify the reasons for their dissatisfaction and seek to eliminate those reasons.

Service improvements must continue to occur regularly throughout the organization. Organizations usually do a good job capturing customer satisfaction data, but lack follow-through for implementing improvements. The standard to follow is CARV – Capture, Analyze, Respond and Verify. There should be clear accountability to ensure that survey data, once captured, is analyzed, staff responds to the customer about what was found, and after improvements are implemented, verify how helpful they were. Senior leaders of the organization should routinely review this information. Additionally, the information should be communicated with all staff.

With respect to capturing customer complaints, there were very few registered throughout the program areas. This suggests the organization is performing at high levels. But, it also suggests that a formal tracking program does not exist. The organization should have an overall system for tracking complaints and develop performance measures relative to complaints, such as average time for complaint resolution. In addition, there should be a quarterly review of the complaints and trends

charted year-to-year to analyze areas of focus. This information should be reviewed by senior leaders and recreation staff, in order to ensure management's connection to the customer. This process can be streamlined by investing in an automated system that tracks opportunities for improvement.

The registration system is an important customer process that should be reviewed on a regular basis. This includes having a process team from all staff areas involved in registration looking at ways to improve the system. Customer input into this process is important to consider as well.

Tracking program registrations and developing trend charts over a period of five years is important. Any decreasing percentage of program registrants can be addressed by developing as many resident touch points as possible. For example, for the mature adult market over 55 years, there could be an advisory panel of adults who would offer input into program ideas.

Staff has indicated that it will continue to track program trends and ensure consistency in program standards, delivery, program look and feel and customer service across the board.

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### RECREATION PROGRAM COMPETITORS

The Department has a high awareness of recreation program competitors and does seem to face competitive pressures in several areas. Staff could do a more thorough analysis of similar recreation providers/competitors which would include actually visiting other facilities and evaluating how they operate.

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### PARTNERS AND VOLUNTEERS

The CSD recently reaffirmed its commitment to partnerships in the 2007-2012 Strategic Planning process. Based on the recreation program assessment the CSD can do more with partners in areas such as teen programs, active adults, golf, and youth sports. The CSD could benefit from having a staff person incorporate corporate support activities in his/her job profile or hire someone on a contractual basis to pursue the same.

From a volunteer standpoint, it is important to standardize the initiation process and customer service training for volunteers. The current policy of fingerprinting could be expanded to include photo ID and background checks, especially for unsupervised programs.

While the CSD has succeeded in engaging a large number of volunteers, an extended recruitment drive targeting retirees would be beneficial. Incentives and referral programs for volunteers could be developed to recruit additional volunteers and motivate the current ones. There could be a rewards system that logs volunteer hours which can be redeemed for various discounts and bonuses.

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### MARKETING AND PROMOTIONS

CSD marketing efforts are off to a good start. It would be helpful to have an overall marketing plan, supplemented by a business plan for core program areas. There should be some measurements for marketing return on investment. The CSD must ensure that its marketing budget is in accordance with the national standards (4 percent to 5 percent of the operating budget). In addition, the CSD could organize focus groups to obtain input to measure the effectiveness of the marketing channels and methods of distribution. As a part of the CSD Strategic Plan, the CSD is committed to developing multilingual communication, which is a very commendable practice and necessary given the diverse

demographics of the region.

Another area of emphasis for the CSD is the development of branding guidelines. This will be an important means of differentiating services from the market place.

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### **PRICING STRATEGIES**

Currently the CSD offers priority registration for CSD residents for all recreation programs. Based on the current cost recovery methodology and outcomes, this is an appropriate policy.

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### **SUMMARY**

The Parks and Recreation Department staff performs in a commendable manner. There is an abundance of programs, activities, classes, events and leagues. The staff is professional and committed to their responsible program areas and a large section of the areas are in the take-off and growth stage, which is a good sign. However, there seem to be extremely high expectations established by the community. Staff appears to be keeping up with community expectations, but the CSD needs to monitor staff workloads so as to not reduce the quality of programs offered. Based on the findings of the community survey, over 80 percent of the recreation program users rated programs as being above average or excellent. Also, the staff has guidelines and evaluations for surveying new and existing instructors. These quality control checks are imperative to ensure that the Department continues to maintain the highest standards of program delivery.



**Based on PROS' observation, CSD facilities do not seem to match the program needs.** The Wackford Complex is an extremely good recreation complex with over 40,000 square feet of space and does offer a wide variety of program offerings. However, it appears that facilities were designed predominantly by community input, which is not advisable. The CSD would be better off designing facilities based on program needs, level of cost recovery and flow and order required within the facility.

Performance measures for programs need to be standardized and the Department needs to establish standards for operation of programs and facilities. From a training and development standpoint, there is limited customer service training provided to the full-time and seasonal staff. There is a lack of a standardized feedback mechanism and each core program varies in the manner and extent of obtaining feedback.

The CSD has done a good job promoting volunteerism as a core program. With over 29,000 volunteer hours annually, the CSD has taken positive steps in getting the community involved and the key is to extend this even further.

From a marketing standpoint, there seem to be limited cross promotions while marketing specific programs and the intra-departmental competition could result in inefficient use and duplication of resources. As the results of the community survey indicate, only one out three respondents (32 percent) or a member of their household participate in a recreation program. To engage the 68 percent of the population that have not experienced a recreation program or service provided by the CSD, one strategy is provision of new recreation facilities, both indoor and outdoor. Another strategy includes new marketing initiatives to target this untapped market.

Financially, the staff currently seems to be managing the programs from a social-business model. There is an indication that the staff is moving towards managing the programs from a business management standpoint and is aware of the direct and indirect costs involved for cost recovery.

Moving forward, the department can also look to add to the program mix by having a team of employees oversee trends and design new programs. It is easy to get comfortable with what is currently being offered and continuing along that path. It is far more effective to have a system of dynamic programs that change with the times.

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#### RECREATION PROGRAM ACTION STEPS

PROS recommends the following action steps for CSD Parks and Recreation Department programming. These recommendations are further developed in the Vision Strategy Matrix in Appendix 1.

- Training staff to cross sell programs which will increase revenue
- Use alternative measurement methods to Increase customer retention. This could include lost-customer interviews, advisory panels, and mystery shoppers
- Track registration trends over a five-year period to determine programming trends
- Develop new partnerships to build additional revenue streams. This is vital in areas such as teen programs, active adults, golf, and youth sports
- Develop and implement business plans for each core program area
- Expand multilingual communication to increase revenue
- Create a team of employees to oversee trends and design new programs
- Monitor workloads to ensure no reduction in the quality of programs due to overworked staff
- Expand volunteerism in all areas where possible and effective

## PARK FACILITIES ASSESSMENT

The PROS toured the entire park system in February 2007, performing a general observation of the park facilities and amenities including: general state and condition, compatibility with neighborhoods and community, connectivity to the surrounding neighborhoods, aesthetics and design, safety and security, public access, program capacity and compatibility with users, partnership opportunities, and revenue generation opportunities. The assessment was conducted with the parks maintenance staff. The purpose of the assessment was to determine the strengths, weaknesses, and opportunities associated with each park. Based on findings from this assessment plus community and stakeholder input, the Capital Improvement Plan was created. This section summarizes the full assessment found in **Appendix 3**.

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## PARK FACILITIES AND AMENITIES

As of June 2008, the CSD Parks and Recreation Department owned and maintained 79 parks. The CSD also owns and maintains 18 miles of off-street trails, two community centers, four recreation centers, and two aquatic complexes. Based on the 2007 Settlement Agreement, the CSD and the City of Elk Grove have agreed to jointly own and maintain new facilities as defined in the Agreement.

With the community's population growth, many of the park sites have experienced a drastic increase in use; however, park sites as a whole are well-maintained and offer multiple participation opportunities. Some of the parks have excellent inner park connectivity and pedestrian circulation. **For example, an excellent "greenbelt" type of linkage may be found between Batey, Lichtenberger, Kloss, and Pederson Parks.** Other linkages are planned in East Franklin along the drainage/sewer interceptor corridor and in East Elk Grove along the powerline corridor.

Parking is limited to street parking at most neighborhood parks, which is a typical feature of the parks based on this classification. Most parks offer adequate street parking and many are adjacent to or near school sites. Community and regional parks include fields for organized sport activities. Jones Park, located on Shasta Lily Drive, is an excellent example of the compartmentalization of a park and **it's abundant features; compartmentalization refers to the ability of a park to meet the various and unique needs of the users simultaneously while not detracting, but in certain instances, adding to the quality of experience.** Jones Park provides two baseball fields, two tennis courts, a half court basketball court, a large picnic pavilion, restrooms, and a playground, yet none of the amenities compete with space or resources of the user. Safe access via pedestrian crossings is important, and this can be improved at many of the neighborhood parks.

The park facilities are anchored by the Wackford Community and Aquatic Complex, a 43,000 square-foot multi-faceted complex that can accommodate large scale rentals including wedding receptions, meetings, and small conferences, as well as athletic programming, child care services, and aquatics. Attached to the Wackford Complex is a state-of-the-art skatepark. In addition to the Wackford Complex, the CSD offers a nine-hole golf course, a three-diamond softball complex, a "town hall" community center complete with an attached amphitheater, and a special use pavilion. Two portable buildings, Castello Recreation Center and Johnson Recreation Center, are child care facilities; both structures are experiencing some settling that is noticeable by casual inspection of the floors.

Some of the older buildings are in need of minor repairs – limited dry rot, GFCI outlets placed near water sources, clearing of storage areas near electrical boxes, and general painting – and limited additions, such as additional storage via built-in cubby holes for the Elk Grove Recreation Center, additional desks, and bathroom stalls. Other replacements/repairs noted include walkway improvements at the Elk Grove Pavilion, a new storage shop at Emerald Lakes Golf Course, and bleachers at Kloss Softball Complex

The CSD also maintains nearly 100,000 linear feet, or about 18 miles of trails. The majority of trails are less than one mile long with a number of gaps between trail segments. Trails are generally installed with surrounding development which can result in limited trail connections. The CSD and City can address community expectations by requiring full trail segments to be installed early in the development of a specific area, such as is being done in the Laguna Ridge area.

Most of the trails were in good condition and provide enjoyable experience for the user. Some trails had drainage issues which result in standing water and some cracking of the surface. These should be addressed through ongoing maintenance operations and capital replacements.

The park facility assessments presented in **Appendix 3** provide an overview of existing conditions that currently exists at each individual park site as observed by the PROS Team. Each park site was observed using the same criteria – adjacency to schools, connectivity to neighborhoods, lifecycle of various amenities, signage, safety, and specific amenity inventory. Each park observation is separated onto two distinct forms, the general form and the field form. All cells highlighted in blue represent the assessment findings; strengths, weaknesses, opportunities, and other amenities are listed on the fields form for each park.

### SERVICE AREA ANALYSIS

The capacity service area population of each asset represents the market size or pool of potential users that a specific asset can potentially support. Demand service area population for each asset is based on actual usage and the correlating population served. These factors, when mapped against population density, show the geographic area or market size for the age segment and gender for a particular asset based on the capacity of the representative asset to support the usage. The facilities and amenities analyzed include existing and future CSD assets, as well as assets to be jointly owned by the CSD and City of Elk Grove.

Mapping service areas demonstrates the equity distribution of 14 different amenities for population density by census tract using 2000 census data - the most current available. Service area maps demonstrate gaps or overlaps to help identify where assets may be needed or where an area is over saturated. This supports decision-making for appropriate capital improvement needs to deliver the highest level of service. However, these service areas should only serve as a guide in decision making. The factors utilized and corresponding maps must be coupled with conventional wisdom and judgment related to the particular situation and needs of the community.

A service area is defined as the area which encompasses a park or asset whose radius encompasses the corresponding population associated with the usage of an individual asset. The standard approach in GIS equity/service area mapping is to take the centroid of the site (center of the park polygon) and define how far out from the centroid one must illustrate with a circle or ring to equal the service population.

Service area standards are based on the population that an asset can serve, not on accessibility. Population served is illustrated by drawing a circle from the centroid of the site and continuing on an outward path; once the necessary population numbers have been encompassed the circles diameter will be complete. Accessibility is based on available transportation routes, local traffic patterns, willingness of local users to travel a certain distance to access amenities (this varies from community to community; Census average commute times can be used for a basis), etc.

Population density also plays a role in the size of the service area. The more densely populated an area is surrounding a site the smaller the service ring will be. This is due to the service population theoretically being encircled more quickly – an example would be multi-family housing or large scale zero-lot-line neighborhood located next to a park as opposed to a traditional lot-sized single family neighborhood – the multi-family and compacted neighborhood developments are assumed to be more dense. This section has smaller versions of the maps found in **Appendix 7**.

Certain facilities / amenities (i.e., basketball courts, tennis courts, and volleyball courts) meet the standards for current and projected population. In such cases, the focus should be on constructing new facilities / amenities with a deficit per the Facility / Amenity Standards Chart and also rank high on the Facility Needs Assessment Priority depicted in **Figure 41**.



### LOCAL PARKS

**Figure 27**, starting on page 53, identifies the locations of the Local Parks in the CSD and City service area and the associated population density served. The CSD used this classification for park development up through adoption of the Master Plan Update. The Update recommends an emphasis on development of larger parks to accommodate community needs. This would include Neighborhood Parks, Community Parks, and Regional Parks. Therefore, any future Local Park would fit in the Special Use Park classification.

### NEIGHBORHOOD PARKS

**Figure 28** identifies the locations of the Neighborhood Parks in the CSD and City service area and the associated population density served. Current service level for Neighborhood Parks is 2.01 acres/1,000. This map shows the recommended service level of 2.0 acres/1,000.

### COMMUNITY PARKS

**Figure 29** identifies the locations of the Community Parks in the CSD and City service area and the associated population density served. Current service level for Community Parks is 1.04 acres/1,000. This map shows the recommended service level of 2.5 acres/1,000. To meet this guideline, the CSD will need to add an additional 102 total acres to serve the 2018 population.

### REGIONAL PARKS

**Figure 30** identifies the location of the Regional Parks in the CSD and City service area and the associated population density served. Current service level for Regional Parks is 0.93 acres/1,000. This map shows the recommended service level of 2.0 acres/1,000. To meet this guideline, the CSD will need to add an additional 154 total acres to serve the 2018 population.

### DOG PARKS

**Figure 31** identifies the location of the off-leash areas in the CSD and City service area and the associated population density served. Current service level for dog parks is one area per 68,000. This map shows the recommended service level of one area per 40,000. To meet this guideline, the CSD will need to add an additional two dog parks to serve the 2018 population.

### PLAYGROUNDS / WATERPLAY / ADULT FITNESS

**Figure 32** identifies the location of the playgrounds in the CSD and City service area and the associated population density served. Current service level is one per 1,388. This map shows the recommended service level of one playground per 1,500. Based on the guidelines, the requirements for playgrounds for current and future projected populations are being met; however, a priority should be placed on play feature replacement due to lifecycle expiration of play features at many park sites. Other playground amenities that include waterplay and adult fitness should be constructed when appropriate. Currently there is no standard for these amenities, and therefore no equity map for the same.

**PICNIC SHELTERS / PAVILIONS (10-25 PERSONS)**

**Figure 33** identifies the location of shelters/picnic pavilions in the CSD and City service area and the associated population density served. Current service level is one structure per 2,833 persons. This map shows the recommended service level of one structure per 3,000. No need exists for additional assets for projected populations.

**PICNIC SHELTERS / PAVILIONS (100+ PERSONS)**

**Figure 34** identifies the location of shelters/picnic pavilions (for 100+ persons) in the CSD and City service area and the associated population density served. Current service level is one structure per 68,000 persons. This map shows the recommended service level of one structure per 20,000. To meet this guideline, the CSD will need to add an additional four structures to serve the 2018 population.

**BASKETBALL**

**Figure 35** identifies the location of outdoor basketball courts in the CSD and City service area and the associated population density served. Current service level for outdoor basketball courts is one court per 624. This map shows the recommended service level of one court per 5,000. Based on the guidelines, the CSD meets all the requirements for the current and future needs of the population.

**TENNIS COURTS**

**Figure 36** identifies the location of tennis courts in the CSD and City service area and the associated population density served. Current service level for tennis courts is one court per 2,159. This map shows the recommended service level of one court per 5,000. No need exists for additional assets currently or for projected populations.

**VOLLEYBALL COURTS (SAND / GRASS)**

**Figure 37** identifies the location of volleyball courts in the CSD and City service area and the associated population density served. Current service level for volleyball courts is one court per 22,667. This map shows the recommended service level of one court per 12,000. To meet this guideline, the CSD has a current need for five more courts and will need to add an additional eight structures by 2018 to serve the projected 2018 population. However, the CSD could further engage the community to gauge the need for additional courts as they explore the possibility of building newer courts in the years ahead.

**SKATE PARKS / BMX**

**Figure 38** identifies the location of skate parks in the CSD and City service area and the associated population density served. Current service level for skate parks is one per 136,000. This map shows the recommended service level of one per 135,000. It must be noted that some future CSD parks have planned skate elements (bowls, rails, blocks) and will provide some additional level of service to the community.

The Facility Needs Assessment depicted in **Figure 41** shows Skate Parks / BMX facilities bordering on low priority. However, further analysis must be performed to evaluate the need for a BMX facility

since the CSD currently does not have a single BMX facility. Based on the guidelines and planned future development, the CSD currently meets the current standard and 2018 projected population standard.

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#### AQUATIC CENTERS (POOL/ DECK / GRASS / BUILDING)

**Figure 39** identifies the location of aquatic centers in the CSD and City service area and the associated population density served. Current service level for aquatic centers is 1.02 square feet per person. This map shows the recommended service level of 1.0 square feet per person. Based on the guidelines, the CSD meets standards for 2008 but it will need an additional 50,295 square feet space for the projected 2018 population.

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#### INDOOR COMMUNITY RECREATION CENTER

**Figure 40** identifies the location of indoor recreation/community centers in the CSD and City service area and the associated population density served. Current service level for indoor recreation/community centers is 0.51 square feet per person. This map shows the recommended service level of 2.0 square feet per person. Based on the guidelines, the CSD currently needs an additional 202,462 square feet of indoor community recreation space and a total of 276,652 square feet of space to serve the 2018 population.

As outlined in the CIP – List of New Projects, there are currently two indoor community recreation centers of around 40,000 square feet planned at Morse Park Community Center and at Eastern Elk Grove Community Center. These, along with other recommended indoor recreation facilities, like an indoor sports complex, would help address the deficit of over 200,000 square feet. However, as mentioned earlier, the current economic condition has had a negative impact on incoming revenues. This creates an economic challenge for both capital and operational outlays for all these facilities.

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#### CORE RECREATION FACILITY CRITERIA

PROS recommends that future recreation facilities / centers be built using the criteria mentioned below. Additionally, the guiding principle for designing and building such centers should be feasibility analysis rather than simply committee input. This analysis must be done by evaluating the market conditions, community need, core programs and operating metrics that are established on an outcome-based philosophy. The core recreation facility criteria and requirements include:

- The design supports the outcomes desired by CSD and City for the market served, whether single use or multi-use
- The facility has a community or regional service area, located on a major thoroughfare for ease of access
- The facility was created to support a core recreation activity or activities
- The facility is designed to generate revenue to repay a portion of the capital cost as well as a portion of operational costs. The facility operates as a revenue center
- The subsidy level must be agreed upon and revenue capability/cost outlays must be determined during the programming and design phase, well in advance of construction and facility operation.
- The needs of the current market cannot be provided for solely by the private sector, and the public sector is looking to support the needs of certain markets by developing recreation

facilities

- Partnerships can be created to maximize the experience for users and offset operational costs
- The level of capacity by room is pre-established
- Establishing a high percentage of core program areas that will constitute the highest usage of the center and allocate adequate resources to it
- Space within the center needs to have three or four usage alternatives
- The facility is designed to create a strong relationship and trust with users and families (e.g., community recreation center, senior center, teen center)
- Demand for the facility should exceed availability. The facility will help meet the service levels established in the facility/amenity standards
- Seek grounds leases for recreation-type facilities that are privately developed and operated, that will enhance the public experience that do not require taxpayer support, and which is generally accepted by the community as appropriate
- Respond to the future demographic needs of the community, as they apply to recreation facilities and program needs, through new development or renovation of existing facilities

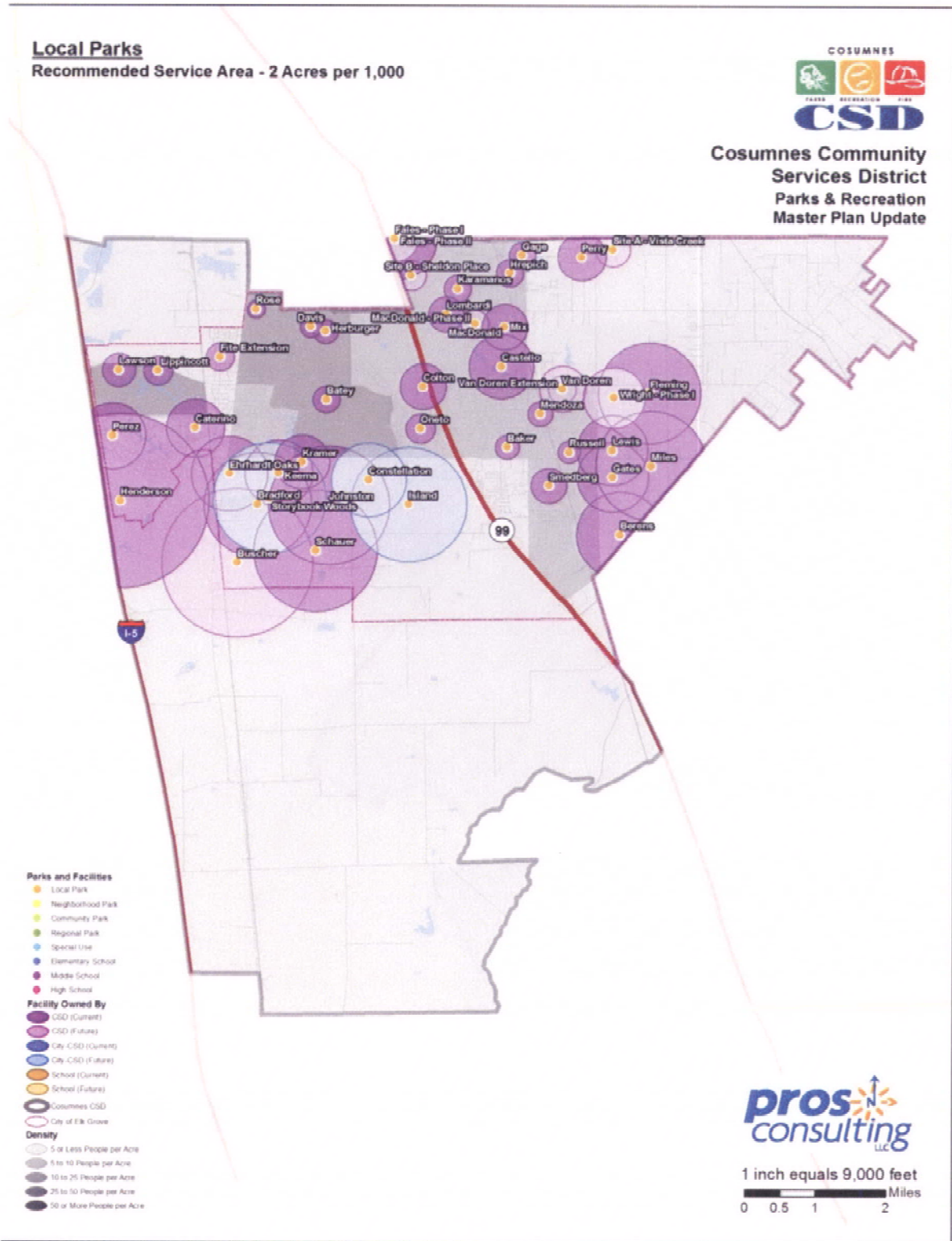


Figure 27 - Present Local Parks

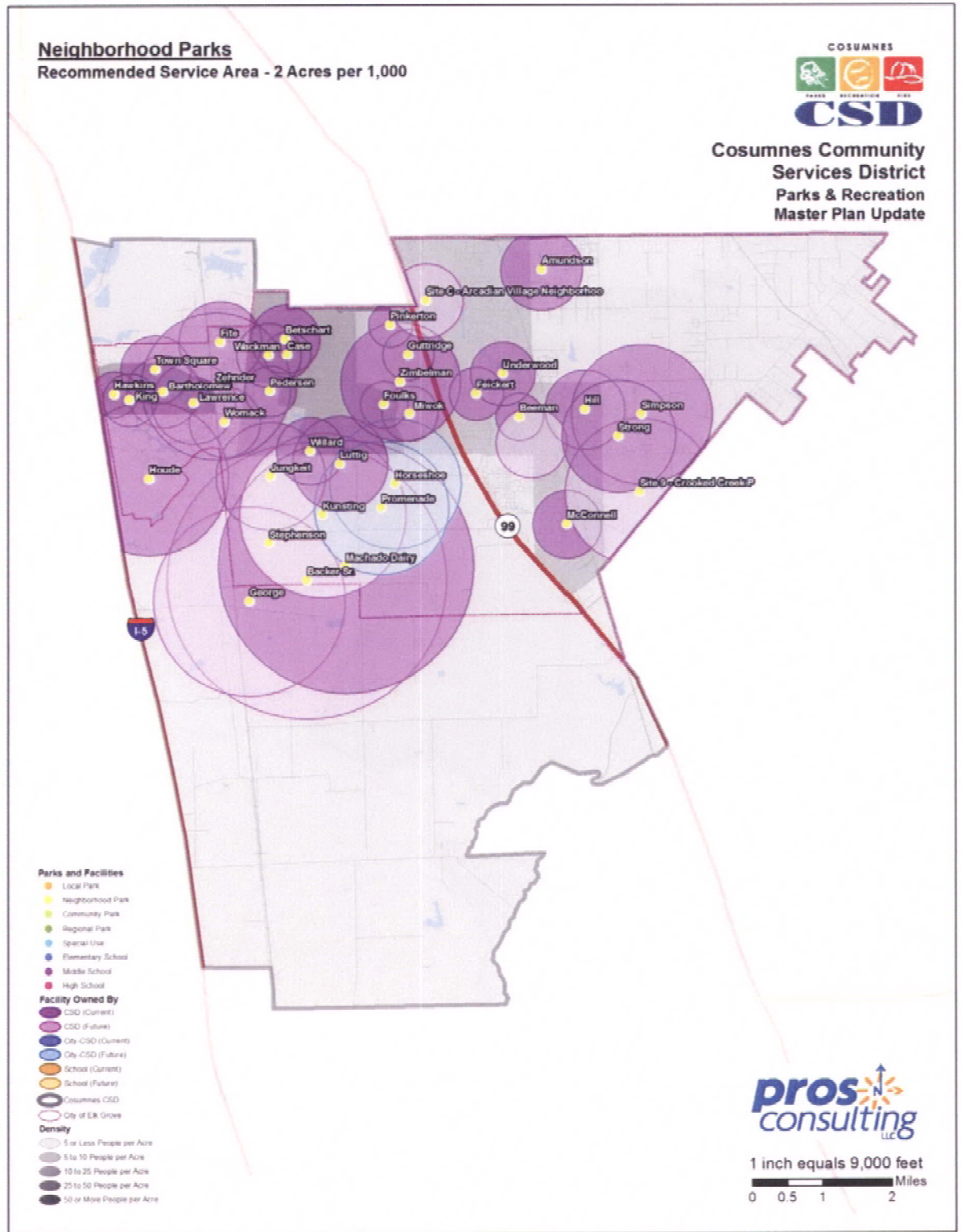


Figure 28 - Present and Future Neighborhood Parks

**Community Parks**

Recommended Service Area - 2 Acres per 1,000



**Cosumnes Community Services District  
Parks & Recreation  
Master Plan Update**

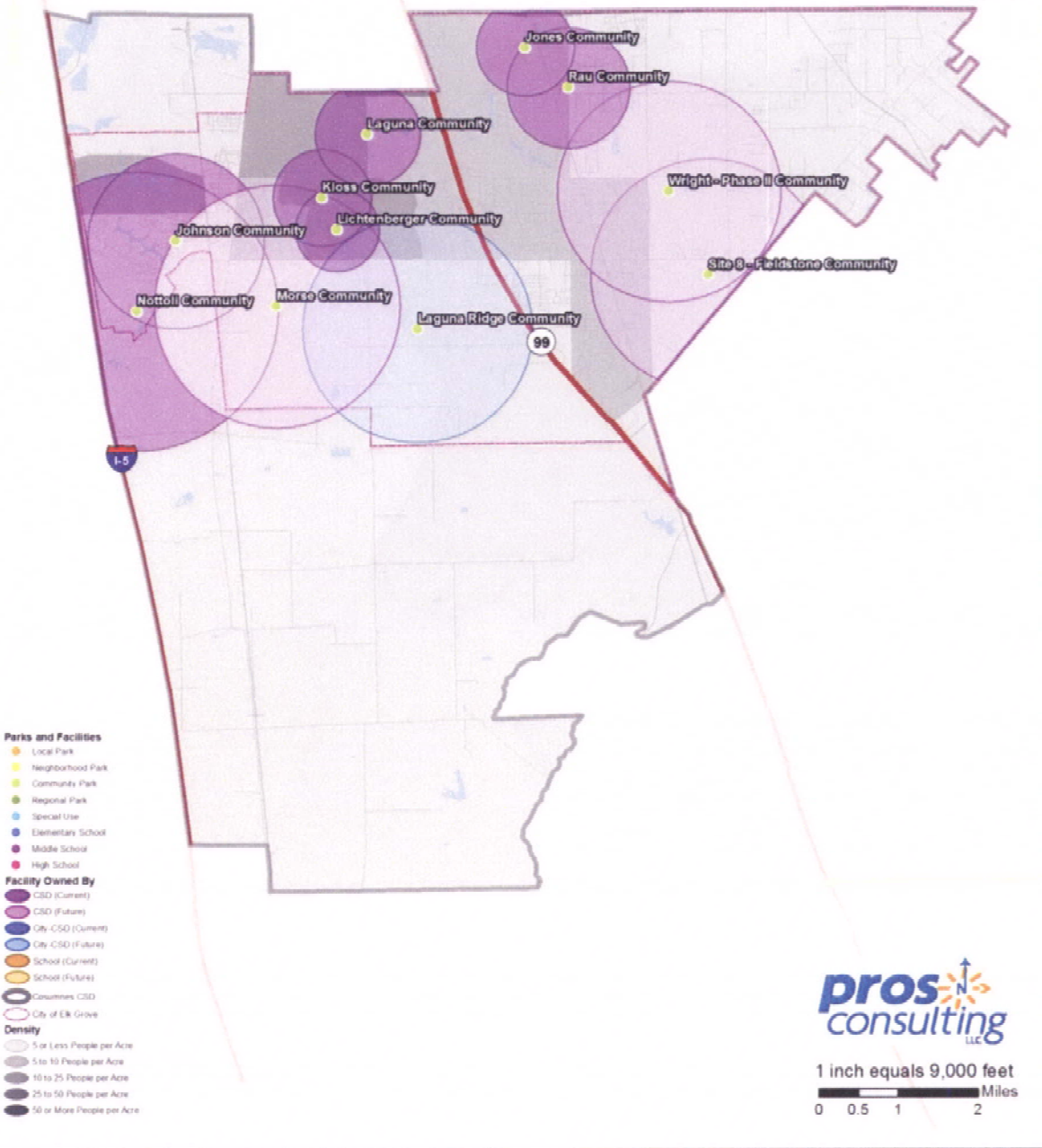


Figure 29 - Present and Future Community Parks

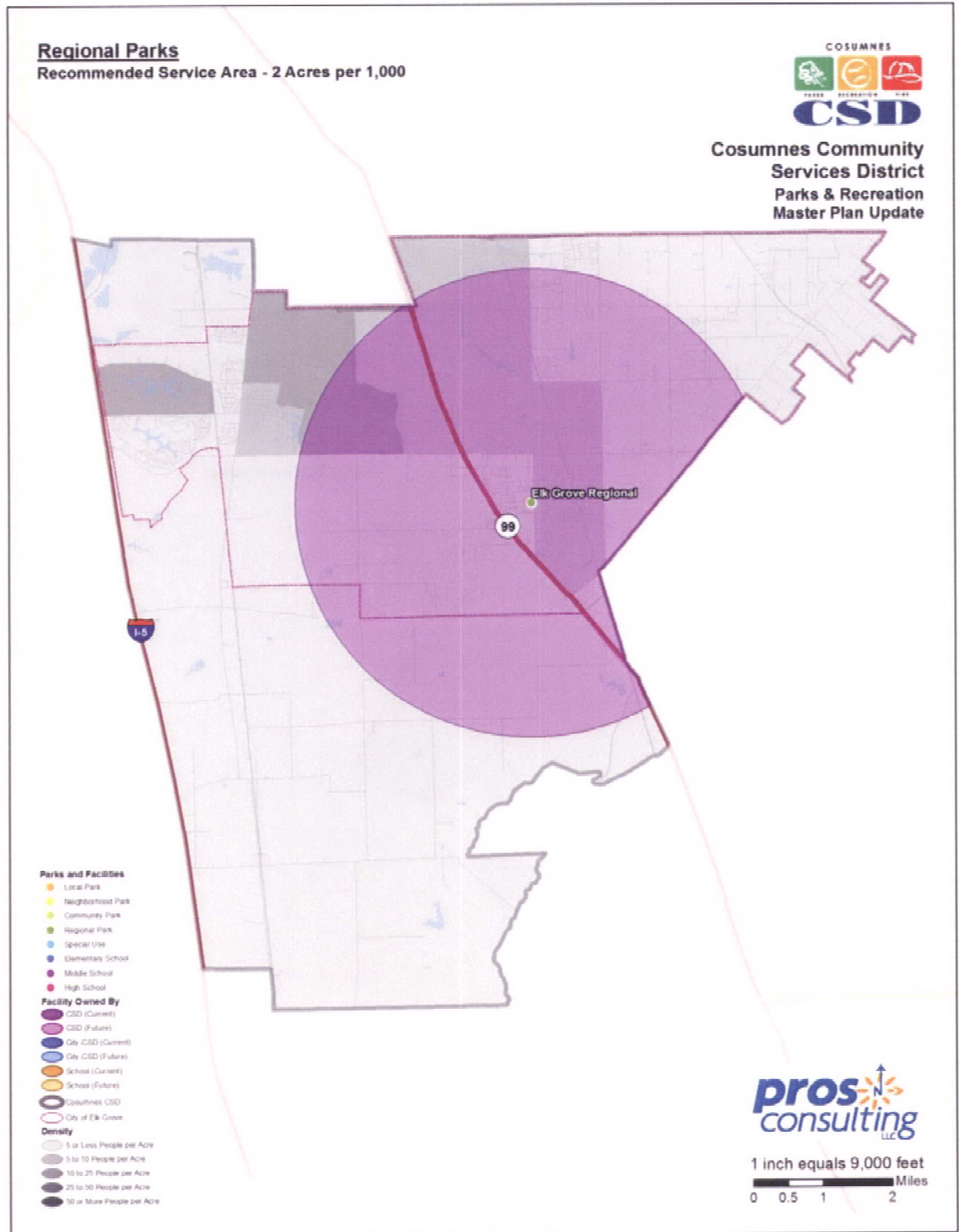


Figure 30 – Present and Future Regional Parks



**Dog Parks**

Recommended Service Area - 1 Site per 40,000 People



**Cosumnes Community Services District  
Parks & Recreation Master Plan Update**

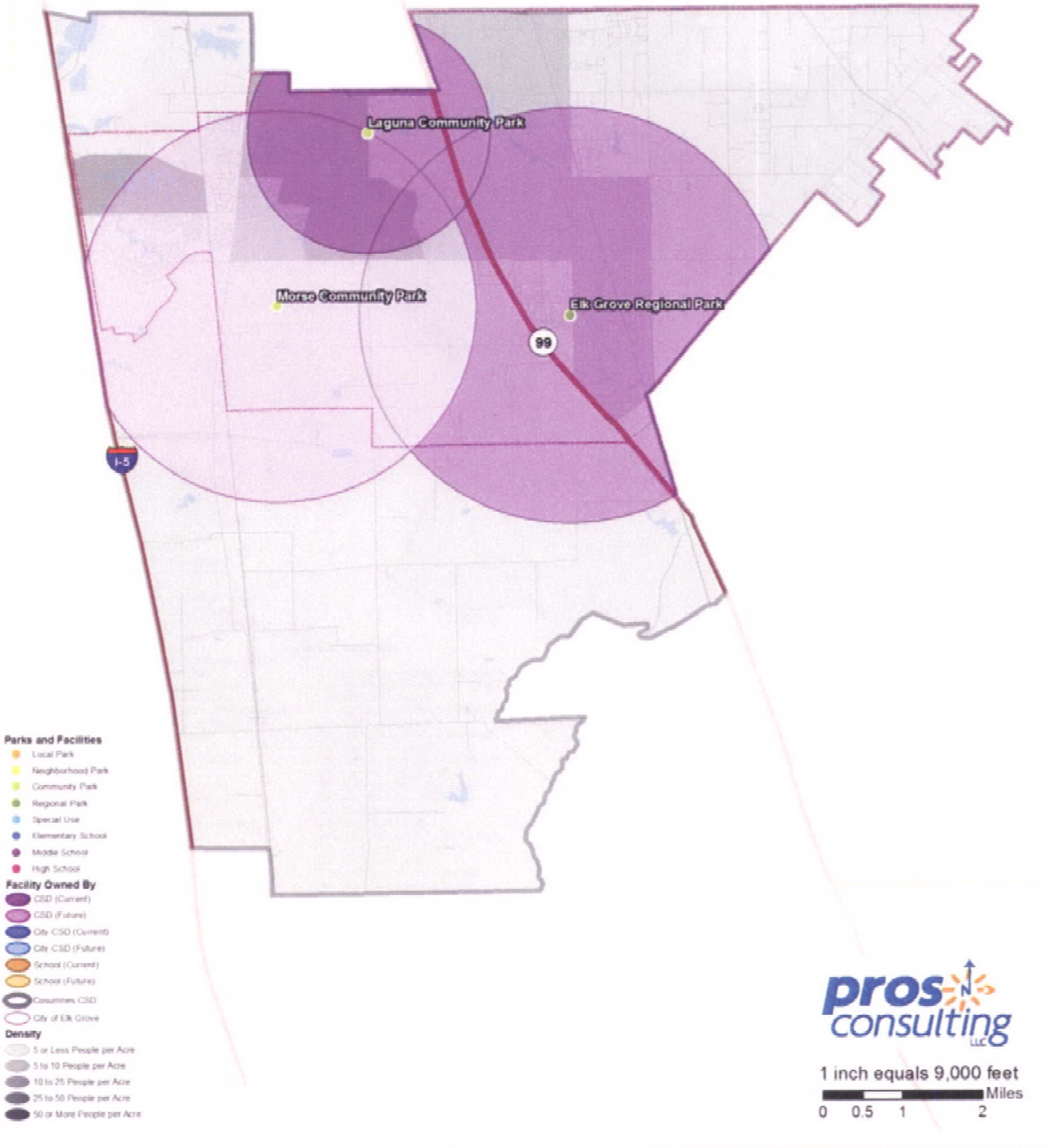


Figure 31 – Present and Future Dog Parks

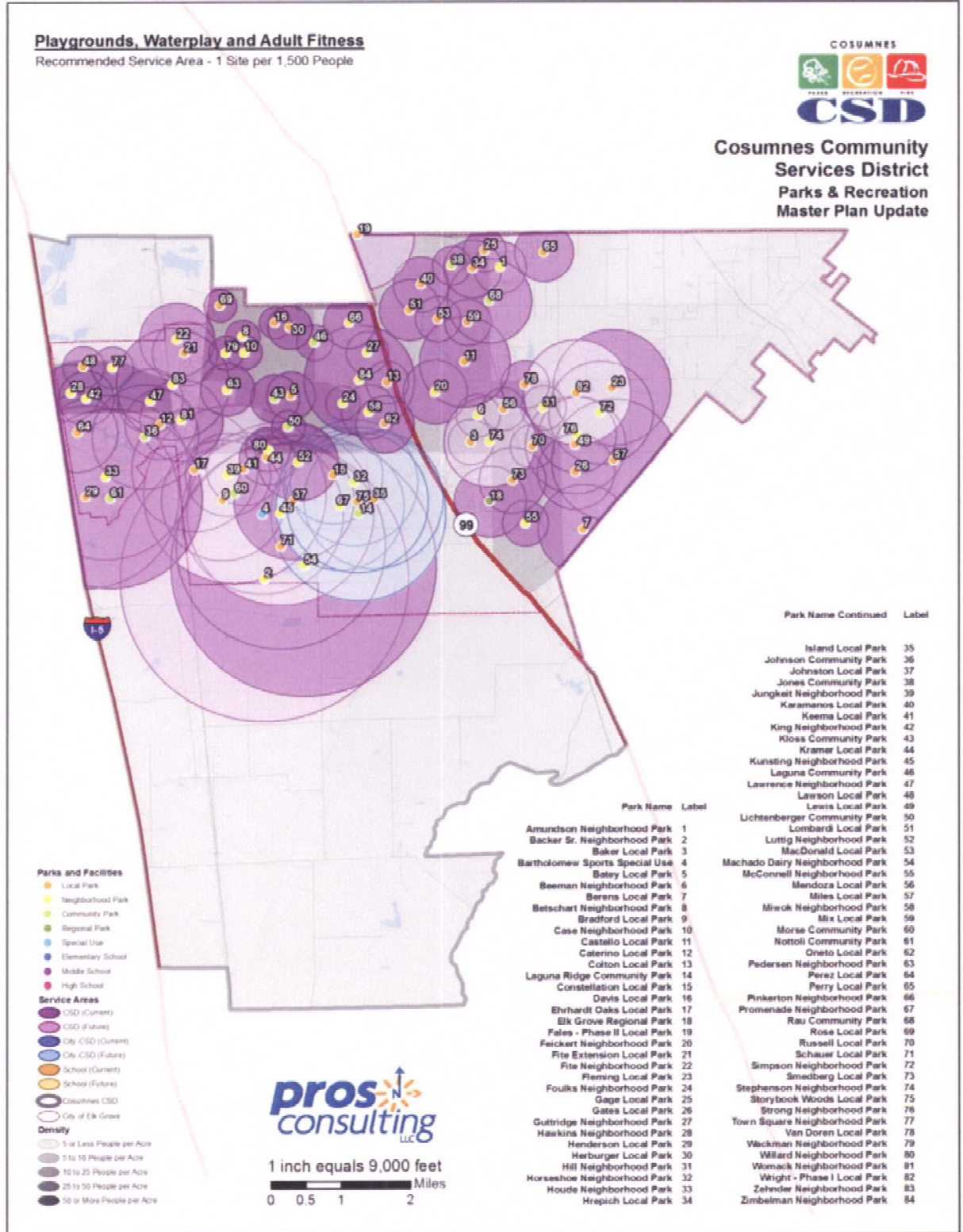


Figure 32 – Present and Future Playgrounds, Waterplay, and Adult Fitness Areas

**Picnic Shelters - 10-25 Persons**

Recommended Service Area - 1 Structure per 3,000 People



**Cosumnes Community Services District  
Parks & Recreation  
Master Plan Update**

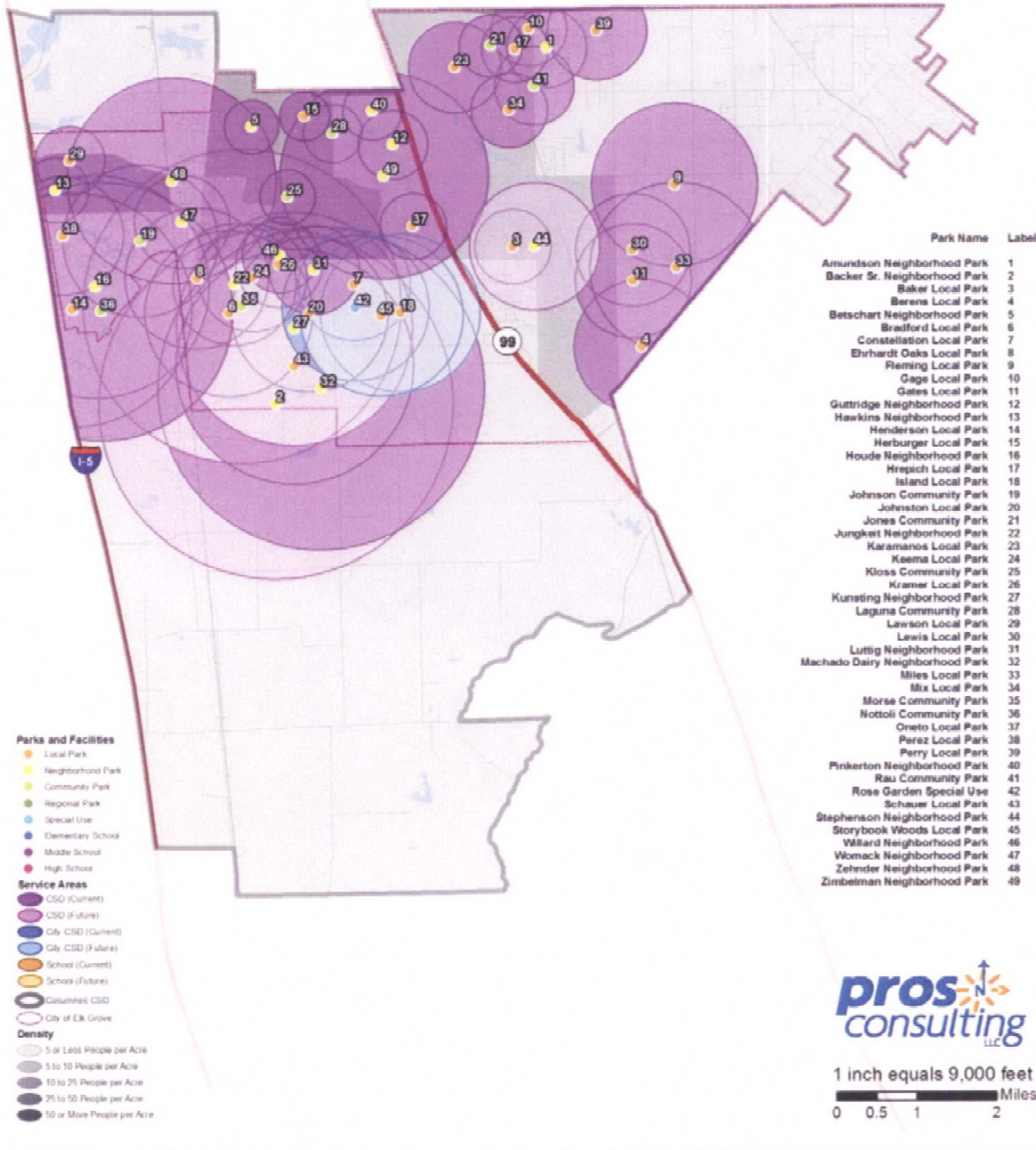


Figure 33 - Present and Future Picnic Pavilions (10-25 Persons)

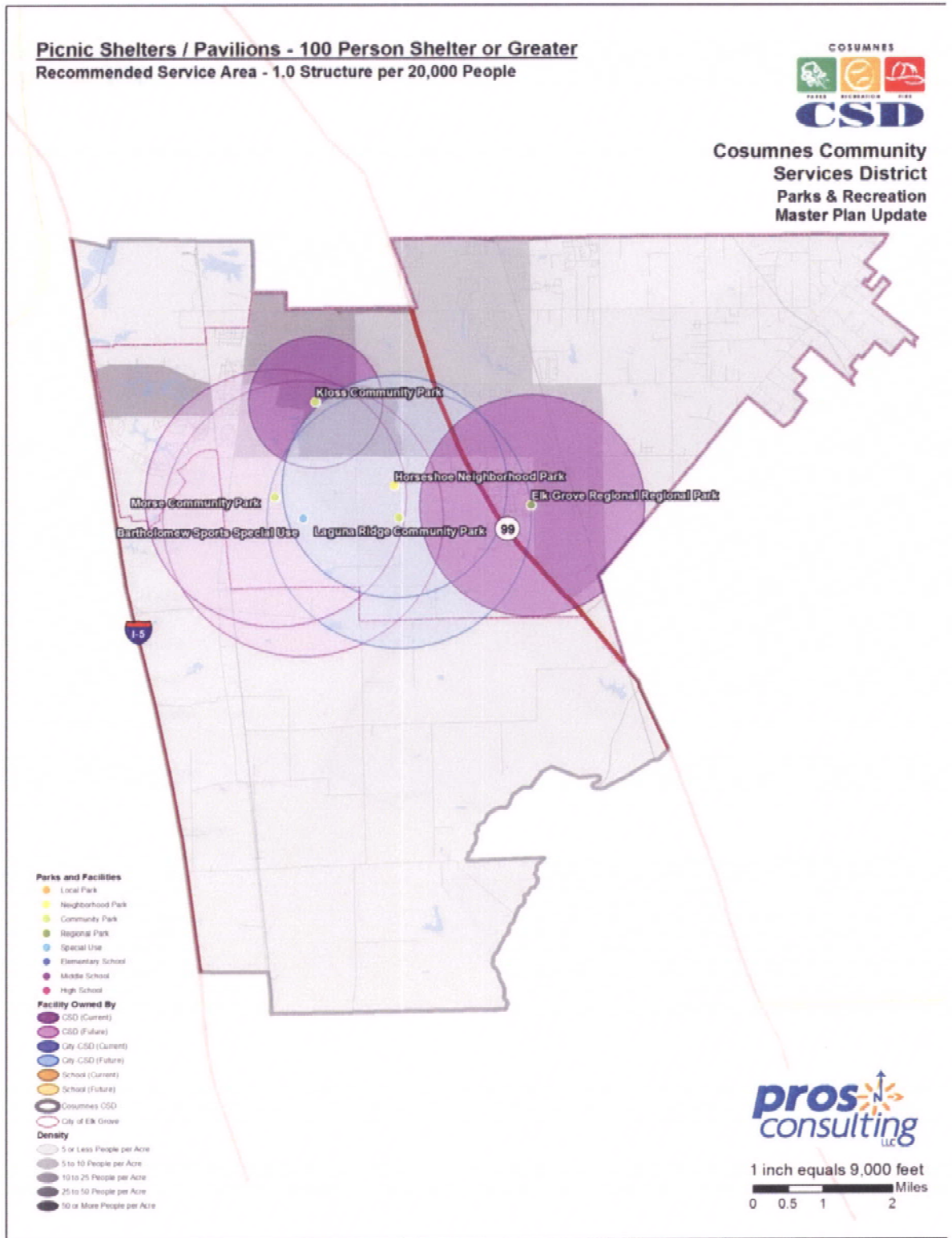


Figure 34 - Present and Future Picnic Pavilions (100+ Persons)

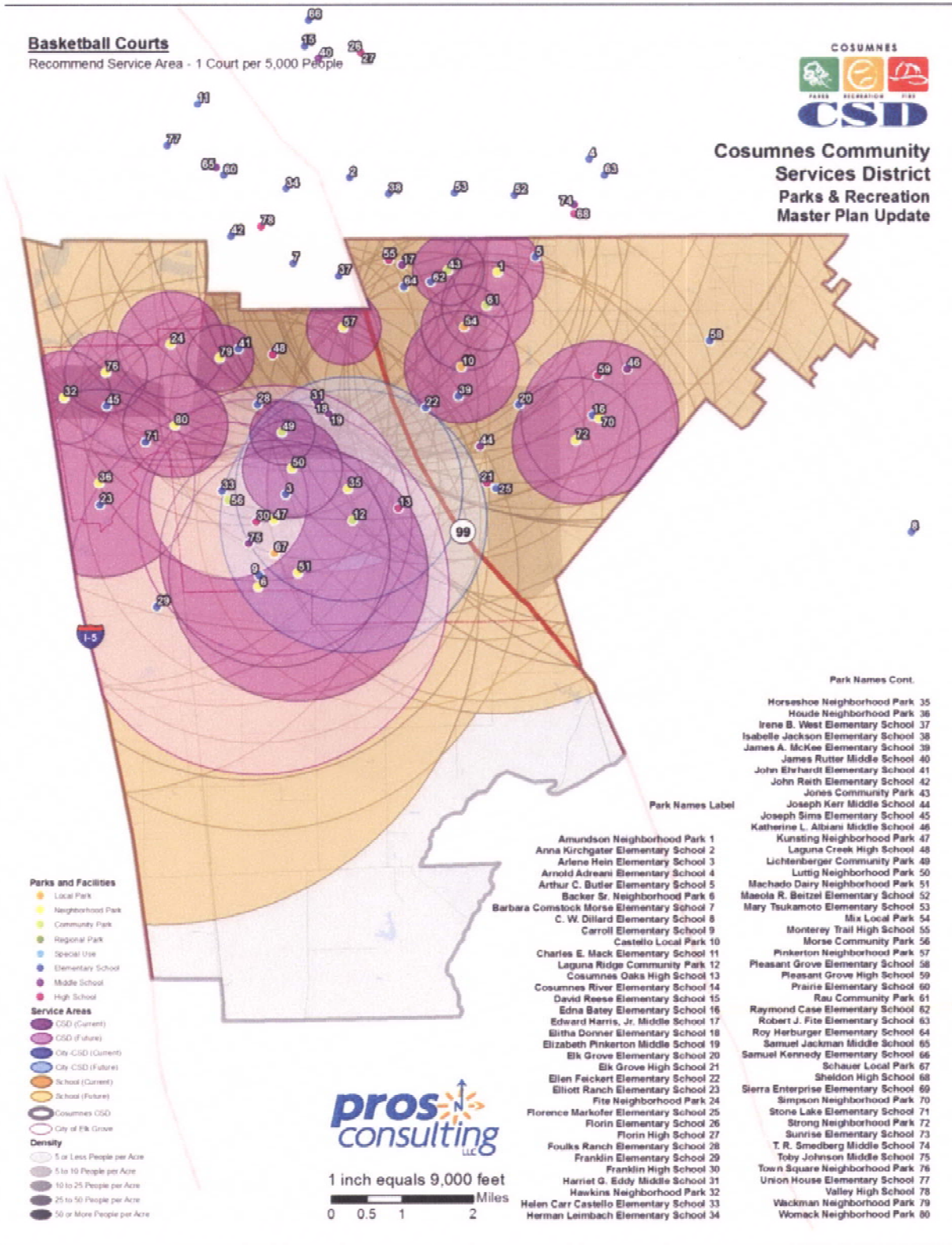


Figure 35 - Present and Future Basketball Courts (All Service Providers)

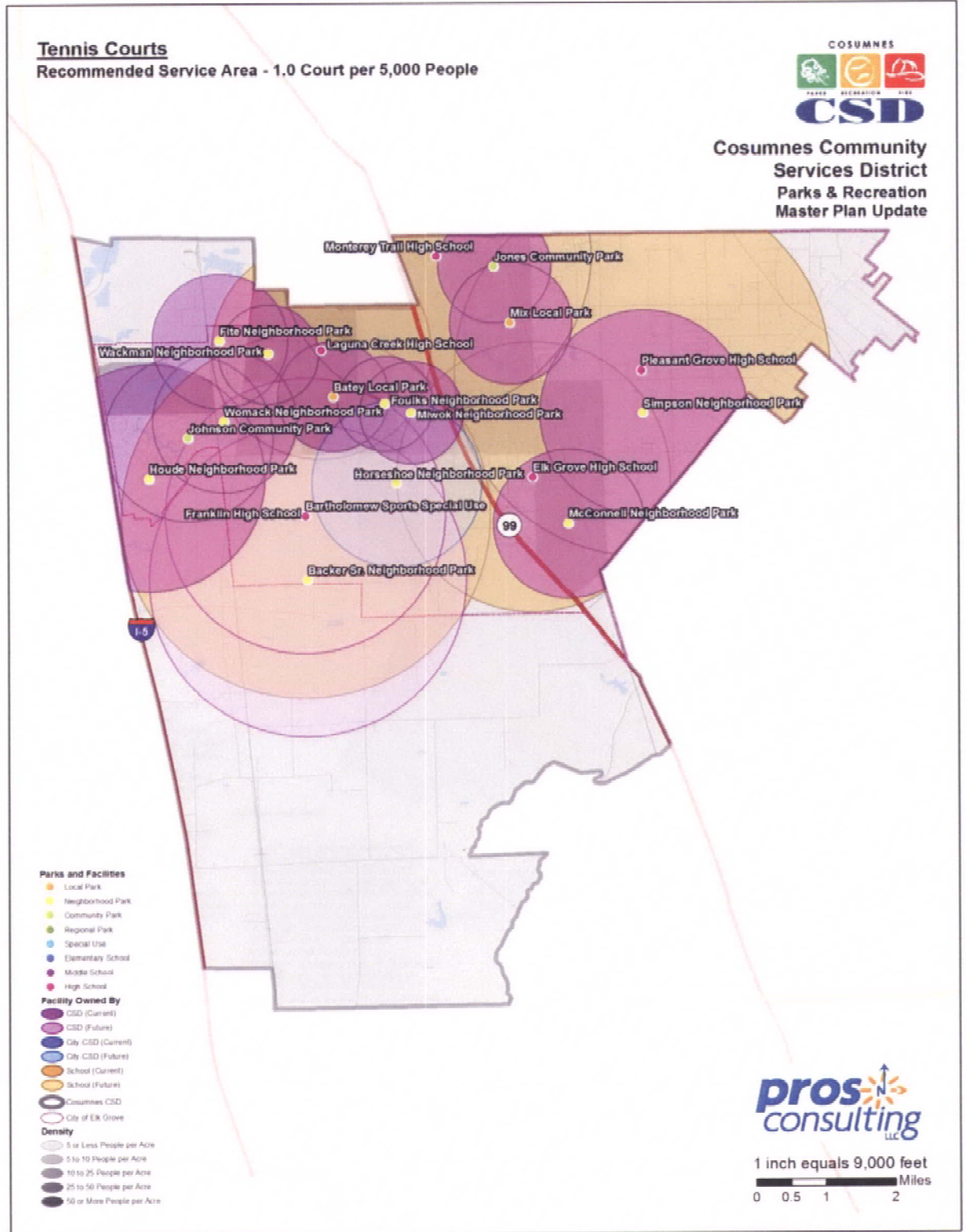


Figure 36 - Present and Future Tennis Courts

**Volleyball Courts - Sand / Grass**

Recommended Service Area - 1.0 Court per 12,000 People



**Cosumnes Community Services District  
Parks & Recreation  
Master Plan Update**

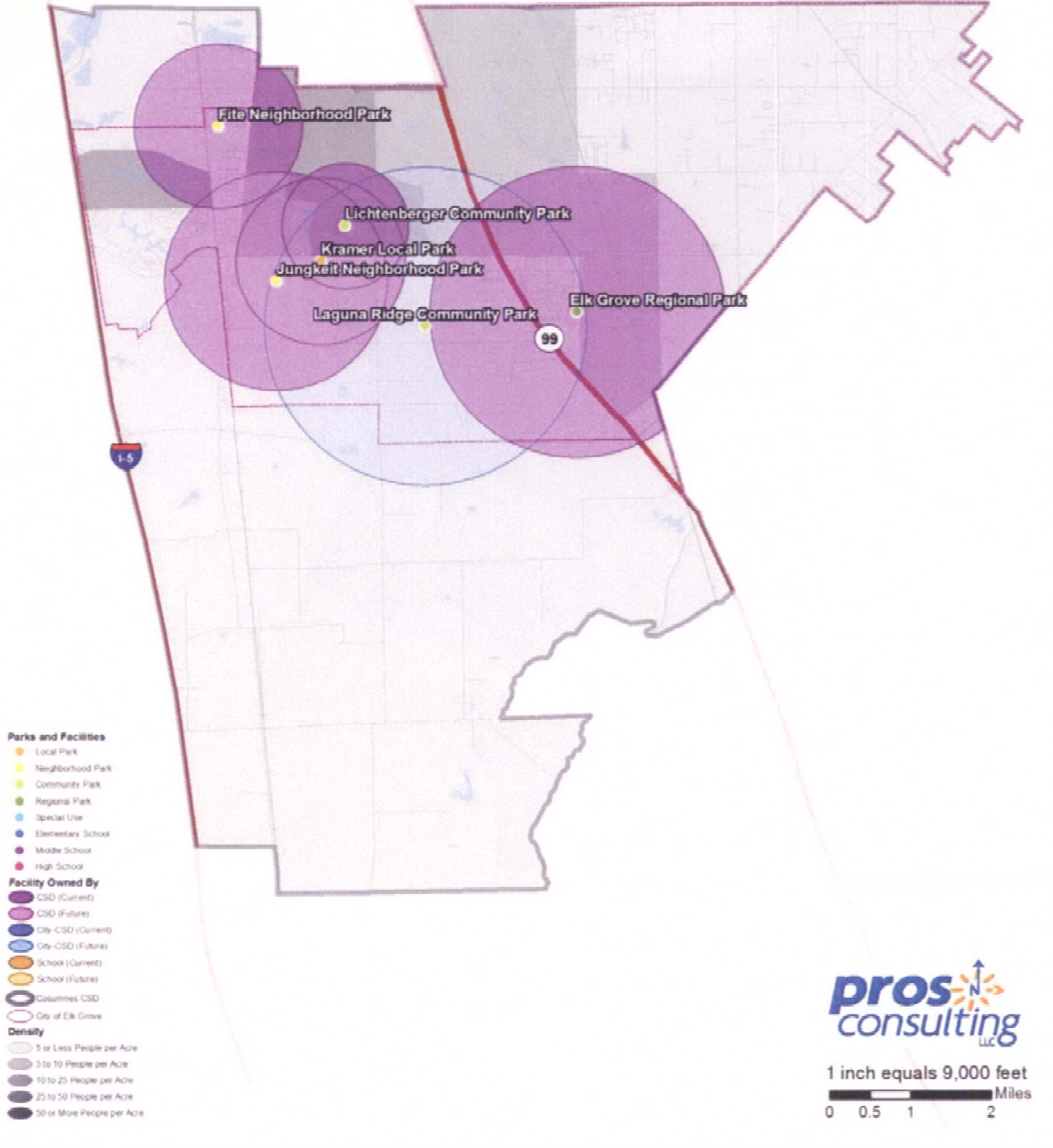


Figure 37 - Present and Future Volleyball Courts

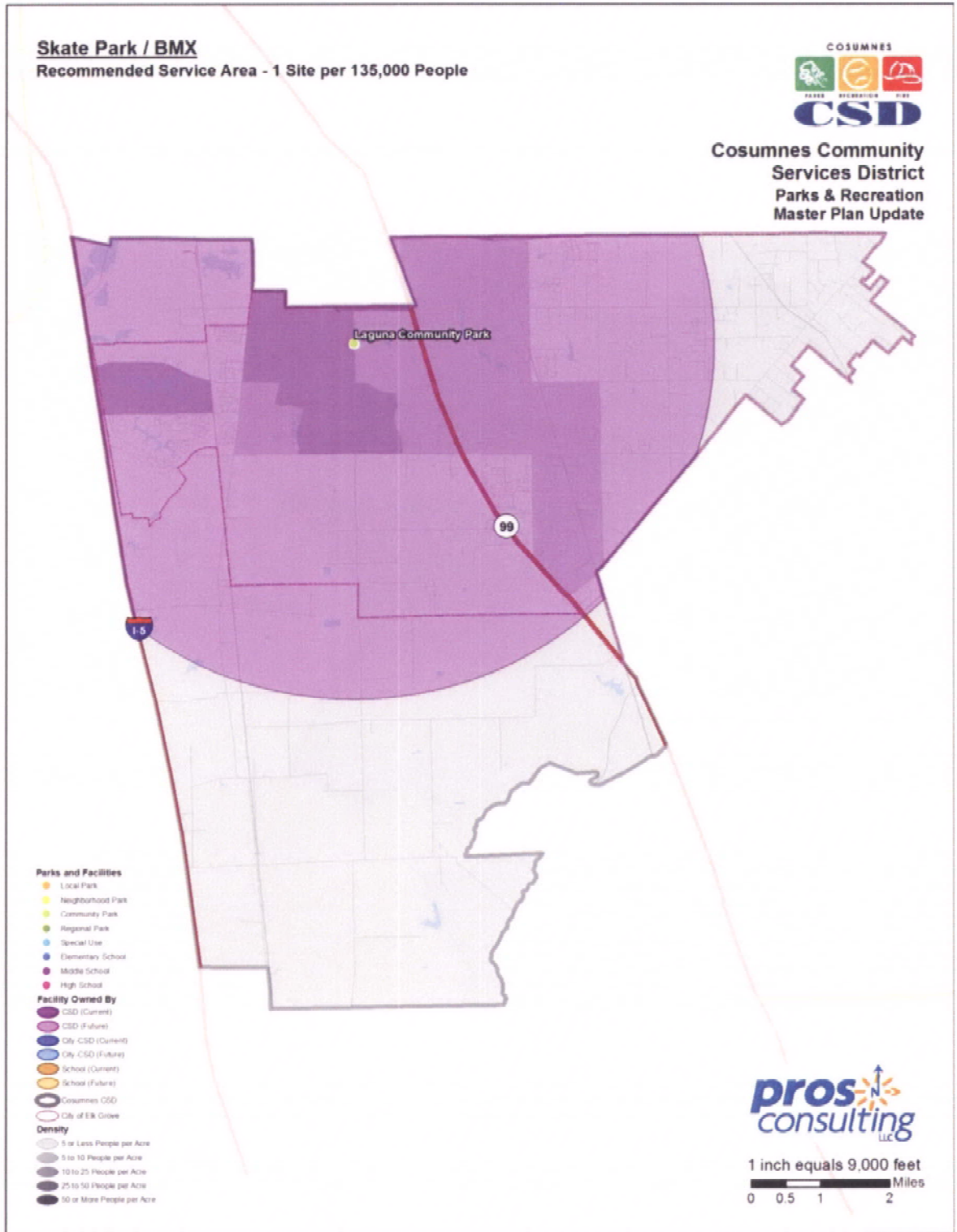


Figure 38 - Present and Future Skate Park and BMX



**Aquatic Center - Pool/ Deck/ Grass/ Building**  
**Recommended Service Area - 1 Square Foot per Person**



**Cosumnes Community Services District  
 Parks & Recreation  
 Master Plan Update**

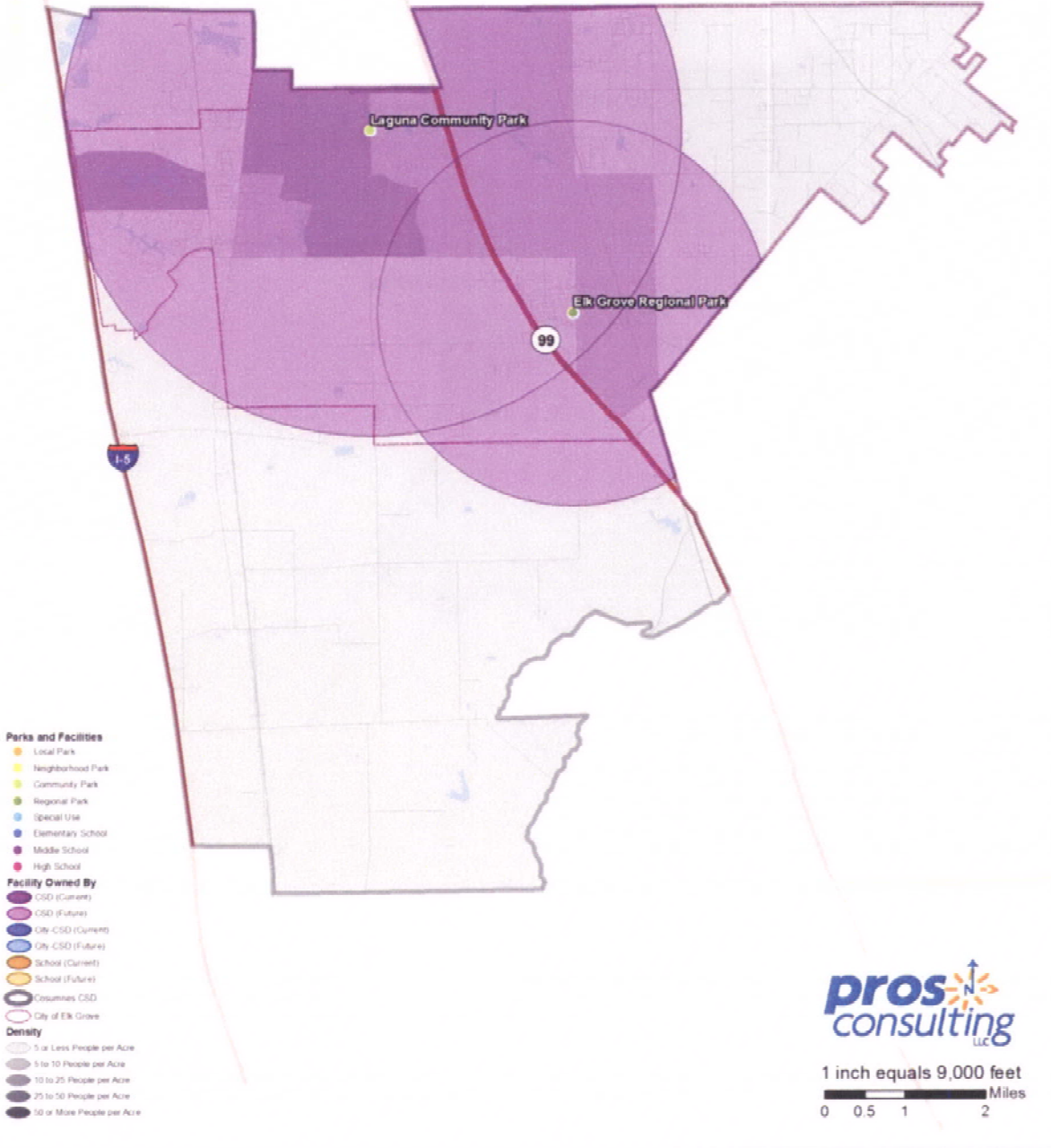


Figure 39 - Present and Future Aquatic Centers

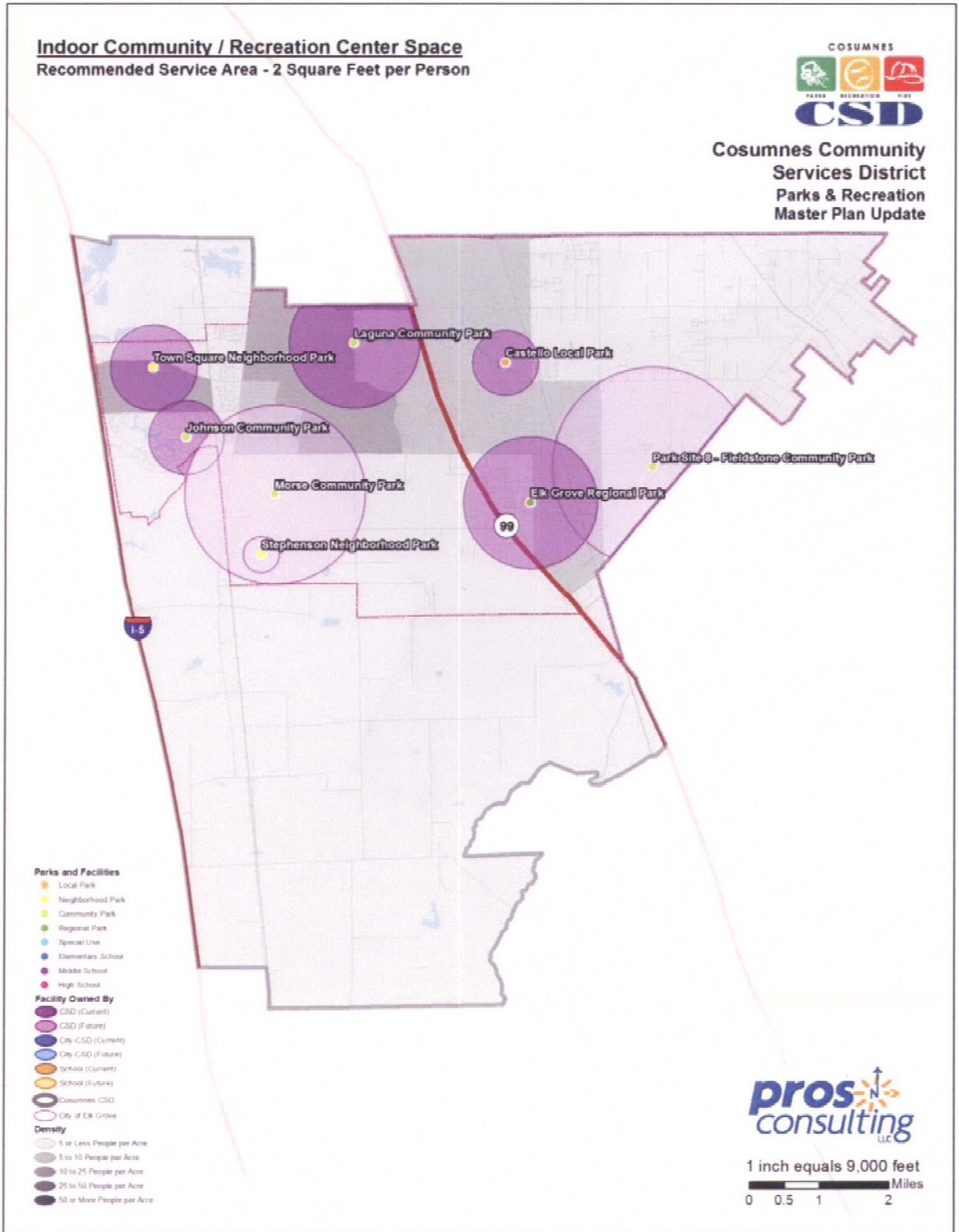


Figure 40 - Present and Future Indoor Community / Recreation Center Space

## FIELD CAPACITY STUDY AND SERVICE ANALYSIS

### CAPACITY-DEMAND TECHNICAL REPORT

PROS prepared customized sports facility standards with the PROS Capacity – Demand Standards Model™. The basis for this model is quantifying current suggested capacity of assets and comparing to current actual demand by individual usage. As an asset management and program planning tool directed to all levels of department administration and staff, along with legislative boards and commissions, the PROS Capacity – Demand Standards Model™ identifies and integrates the benefits of properly managed assets that lead to better decision making regarding athletic facilities.

The following provides an overview of the methodology and key findings as well as recommendations based on the **Capacity-Demand** analysis. For the full report, refer to **Appendix 9**.

Prioritized recommendations in the report address optimal turf management strategies, allocation of resources to the priority field needs, and effectiveness in field allocation. This model addresses short term and long term asset requirements based on current day usage patterns.

Capacity and demand may be demonstrated by a bathtub; the actual tub itself represents the capacity – the ability to hold water. Demand equates to the substance that is released into the tub – whether it be water, rocks, sand, or toys. If substance is flowing over the rim, this signifies that the tub is above capacity while a tub with substance below the rim would signify that the tub is operating below capacity.

The PROS Capacity – Demand Standards Model™ was created in response to the commonly used **NRPA standards which state one (1) asset to “X” number of persons**. PROS recognized the fallacy of a **standard based on a service area of the entire population when a particular asset’s participation base is strictly regulated by a minimum and maximum age**. An example of this ambiguity is:

- Traditional Asset Standard Approach – One (1) T-Ball Field to 5,000 Persons
- This standard implies that for every 5,000 persons of the population there should be one (1) T-Ball field
- This is an inaccurate portrayal of the standard due to a very limited participation base (5-6 years of age) in regards to the population as a whole
- PROS Capacity – Demand Standards Model™ Approach – One (1) T-Ball Field to X,000 5-6 Year Olds
- The PROS Capacity – Demand standard implies that each T-Ball field has an estimated service area of X,000 5 and 6 year olds
- This number is established by actual demand as it pertains to the individual asset
- Only those persons aged five (5) or six (6) are applicable

Based on participation factors by activity as it applies to each individual sport field, capacity and demand service areas (population served by asset) were calculated and mapped to provide a graphical representation of gaps and overlaps in geographic area and population served. In addition to graphical representation of the equitable distribution of current assets via mapping, asset need in terms of additional sports fields was determined utilizing both the current assets available to the CSD

and future planned assets. This includes CSD assets, Elk Grove Unified School District (EGUSD) assets, and assets co-owned by the City of Elk Grove and CSD.

From the service area mapping and the correlating detailed data, alternatives were developed to address areas where assets are needed or potentially shifted from an over-served area to an underserved area. Capital, operations, and maintenance costs can be applied to these alternatives and a cost-benefit analysis performed to determine the optimal recommended solution.

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### KEY FINDINGS (BASED ON 2007 DATA COLLECTION)

- The 208 athletic fields (assets) are permitted for 228 usages on an annual basis (both the first and second seasons) by CSD, EGYSA, and USD programs; this excludes
- The CSD and USD also provide permits for numerous independent user groups,
- Assets from both the CSD and USD are required to meet the community demand
- USD assets experience greater wear and tear compared to CSD assets due to the high usage experienced during school-day activities as well as after school activities. The result is that USD assets can not receive adequate rest between usages to promote and ensure proper regeneration of the natural surfaces; comparatively, CSD fields experience only after school usage providing an opportunity for rest between uses
- System wide demand is currently being met with inventoried assets
- More than fifty individual assets are being utilized at a greater rate than the suggested capacity during the second season (busiest season)
- CSD field assets are predominantly located at neighborhood parks; better use of assets can be achieved by locating future sport field assets at sports complexes, community parks, and regional parks as identified in the CSD Park Design Principles
- As of 2007, no synthetic surface assets exist in either the CSD or USD asset inventory; new assets coming on line in the short term (2-5 years) are expected to have synthetic surfaces
- Synthetic surfaces allow for a much higher usage, therefore more capacity, compared to natural turf fields; the addition of lighting to synthetic surface assets increase capacity even further and maximizes the return on investment
- Programming potential for current user groups – CSD, EGYSA, and USD – as well as future programming opportunities, including programs that generate a positive economic impact for the community, benefit from similar fields at the same park; an example would be two (2) baseball fields at one site are more functional than one (1) multipurpose field and one (1) baseball field; all existing parks should be evaluated to determine if field combinations are functional or if a modification would be practical
- Youth and adult sports users in Elk Grove represent roughly 15,000 out a total population of 136,000 (11% of the total population); while it is important to provide for the needs of various user groups, it is imperative that the sports field asset requirements be weighed in conjunction with the community values and prioritized needs assessment expressed in the CSD Master Plan
- Recommendations and implementation of additional sport field assets or modifications to current sport field assets will be most effective if implemented strategically in tiered levels over a ten (10) year period

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### RECOMMENDATIONS

Although user demand does not exceed capacity as a system, excess demand is present (See **Appendix 9**). To meet the current demand and projected future demand, it is evident that strong partnerships are a necessity. It is unreasonable to assume that any one entity can efficiently and

effectively program and maintain the necessary assets required to meet the growing demand of the community. PROS recommends that all three field asset providers – the CSD, EGUSD, and City of Elk Grove – establish a stronger field usage partnership. Based on the outcome of the August 2007 meeting with EGUSD staff to discuss the capacity study, it seems that additional discussions and coordination will be required to ensure a stronger usage partnership between the different entities.

The results of the current Capacity – Demand Model™ illustrate that limited programming ability of CSD-owned assets leads to certain assets being over-used in terms of intensity/frequency of hourly usage. This is clearly evident in the second season when 53 assets are operating in excess of the recommended hours available for programming. Of the asset categories that exceed recommended hourly usage, the CSD owns and is able to explicitly program only 29 of the 53 total assets over capacity. This leads to a dependence on school-owned assets that could lead to problematic shortages if both entities need to program during the same season.

Some capacity shortages could be attributed to the current policy of resting fields to generate optimum playing surfaces. Although this practice is highly recommended and extremely important for turf regeneration and high-integrity sport fields, very few communities have the abundance of necessary assets to allow for a portion of the inventory to be offline during any one season. With the planned sports park at Bartholomew being able to accommodate multipurpose programming without restraining facility usage – the four multipurpose fields will be synthetic surfaces with lights – this could alleviate a portion of the strain on the system. Overall, the issue is not one of requiring excess number of fields as much as it is of spreading field usage over a greater number of assets. **Figure 5** in the **Appendix 9** demonstrates a detailed breakup of the various assets by seasons and shows that the number of additional assets required by season is zero. However, as mentioned earlier, the excess demand is partly a result of underuse of some facilities and with better programming, a more balanced approach towards field use and the introduction of synthetic turf, the excess demand could be significantly reduced.

PROS recommends the following strategies to meet the capacity required by the growing demand of the community and various user groups:

- The CSD, EGUSD, and City of Elk Grove should establish a sports field partnership to address the future usage demands
- Partnership policies by each of the respective boards/governing bodies will solidify working relationships and ensure success through a top-down implementation, including:
  - Continue to monitor priority usage policy for user groups
  - Support predetermined percentage of field asset contribution from each agency to remain constant as population and user demand continues to grow
  - Establish design and maintenance standards
  - Regular coordination and meetings between each of the entities staff to ensure effective partnership
- Work with the EGUSD to prepare ratio of cost and usage analysis for all EGUSD sport field assets to determine if they should continue to predominantly provide practice field assets or if assets should be renovated and maintained at a higher level for game usage
- **The CSD Board adopt a “grandfather clause” for existing sports facilities to remain at neighborhood parks until new field capacity is created at other facilities – either modifications to existing facilities or new facilities; existing assets with high capital**

investment should remain as is;

- Maximize asset capacity through synthetic fields at new sports complexes, community, and regional parks; evaluate existing assets to determine if conversion to synthetic surfaces is beneficial
- Eliminate sport field overlays to limit overuse and degradation of assets; however remove overlays only after new field capacity is increased
- Identify existing sites where like assets can be placed instead of two different assets; create plans to modify current asset type to accommodate similar usages
- Identify sites where field assets are not ideally located (i.e, Local Parks) and consider moving to larger, more appropriate sites; programmed usage should only be eliminated after an alternative site/asset has been identified and implemented
- Form an equitable partnership with all user groups – both EGYSA and independents – that correlates to the level of service received. Adopt policy to allow specified capital improvements that adhere to the park design principles to be funded by sanctioned user groups
- Educate sports stakeholders (i.e, parents, coaches, sponsors) on the cost of service for CSD and EGUSD asset usage and benefits received. This will build support for future maintenance and capital improvement efforts.

## FACILITY/AMENITY AND PROGRAM NEEDS ASSESSMENT

The purpose of the Facility/Amenity and Program Needs Assessment is to provide a prioritized list of facility/amenity needs and recreation program needs for the residents of the CSD. The Needs Assessment evaluates both quantitative and qualitative data. Quantitative data includes the statistically-valid community survey, which asked 500 CSD residents to list unmet needs and rank the importance. The community survey questions and results are found in **Appendix 4**. Qualitative data includes resident feedback obtained in focus group meetings, key leader interviews, and public forums, as well as information from the technical reports in the Appendix.

A weighted scoring system was used to determine the priorities for park and recreation facilities / amenities and recreation programs. This scoring system considers the following:

- Community Survey
  - Unmet needs for facilities and recreation programs – factor from the total number of households mentioning their need for facilities and recreation programs. Survey participants were asked to identify the need for 23 different facilities and 10 recreation programs. It was given a weighted value of 3.
  - Importance ranking for facilities – Normalized factor, converted from the percent ranking of programs to a base number. Survey participants were asked to identify the top two facility needs and top two recreation program needs. It was given a weighted value of 3.
- Consultant Evaluation
  - **Factor derived from the consultant’s evaluation of program and facility importance** based on demographics, trends and community input. It was given a weighted value of 4.

These weighted scores were then summed to provide an overall score and priority ranking for the system as a whole. The results of the priority ranking were tabulated into three categories: High Priority, Medium Priority, and Low Priority.

The combined total of the weighted scores for community survey - unmet needs, community survey - priority ranking, and consultant evaluation is the basis rankings in the Facility/Amenity needs assessment and Program needs assessment. **Figure 41** and **Figure 42** below depict both needs assessments.

**Parks and Recreation Master Plan – Summary Report**

Figure 41 shows that walking/biking equestrian trails, picnic areas and shelters (100-199 persons) and multi-generational recreation center with gymnasium / fitness / pool / meeting facilities were the top three facilities/amenities. These were followed by outdoor family aquatics leisure pool, playground equipment and teen center among the high priority facility/amenity needs.

| <b>Cosumnes Community Services District<br/>Facility / Amenity Needs Assessment</b> |      |        |     |
|-------------------------------------------------------------------------------------|------|--------|-----|
|                                                                                     | High | Medium | Low |
| Walking/biking equestrian trails                                                    | 1    |        |     |
| Picnic areas and shelters (100-199 persons)                                         | 2    |        |     |
| Multi-generational recreation center with gymnasium/fitness/pool/meeting facilities | 3    |        |     |
| Outdoor family aquatics leisure pool                                                | 4    |        |     |
| Playground equipment                                                                | 5    |        |     |
| Teen center                                                                         | 6    |        |     |
| Small neighborhood parks (1-10 acres)                                               | 7    |        |     |
| Youth soccer fields                                                                 | 8    |        |     |
| Large community parks (11-100 acres)                                                |      | 9      |     |
| Outdoor basketball courts                                                           |      | 10     |     |
| Youth baseball fields                                                               |      | 11     |     |
| Sports complexes (8 or more fields)                                                 |      | 12     |     |
| Youth softball fields                                                               |      | 13     |     |
| Adult softball fields                                                               |      | 14     |     |
| Regional parks(100+ acres)                                                          |      | 15     |     |
| Skateboarding/BMX park facilities                                                   |      | 16     |     |
| All weather sports fields                                                           |      |        | 17  |
| Outdoor tennis courts                                                               |      |        | 18  |
| Football / rugby fields                                                             |      |        | 19  |
| Off-leash dog park                                                                  |      |        | 20  |
| Outdoor competition swimming pool                                                   |      |        | 21  |
| Municipal golf course                                                               |      |        | 22  |
| Youth lacrosse fields                                                               |      |        | 23  |

Figure 41 - Facility / Amenity Needs Assessment



Figure 42 identifies youth sports programs, aquatic programs and special events as the three core program areas that merited the highest priority.

| <b>Cosumnes Community Services District<br/>Program Needs Assessment</b> |      |        |     |
|--------------------------------------------------------------------------|------|--------|-----|
|                                                                          | High | Medium | Low |
| Youth sports programs                                                    | 1    |        |     |
| Aquatic Programs                                                         | 2    |        |     |
| Special events                                                           | 3    |        |     |
| Senior adult programs                                                    |      | 4      |     |
| Teen programs                                                            |      | 5      |     |
| Before and After School Programs                                         |      | 6      |     |
| Preschool Programs                                                       |      | 7      |     |
| Adult sports programs                                                    |      |        | 8   |
| Therapeutic recreation programs                                          |      |        | 9   |
| Special interest or education programs                                   |      |        | 10  |

Figure 42 - Program Needs Assessment

## FACILITY STANDARDS

Facility Standards are guidelines that define service areas based on population that support investment decisions related to facilities and amenities. Facility Standards can and will change over time as the program lifecycles change and demographics of a community change.

PROS evaluated park facility standards using a combination of resources. These resources included: National Recreation and Park Association (NRPA) guideline, recreation activity participation rates reported by American Sports Data as it applies to activities that occur in the United States and the Elk Grove area, community and stakeholder input, findings from the prioritized needs assessment report and general observations by PROS. This information allowed standards to be customized to Elk Grove and surrounding communities (see **Figure 43 a / Figure 43 b**). Facility Standards address acreage goals for parkland (**Figure 43 a**) and amenity goals (**Figure 43 b**).

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### FACILITY STANDARDS - PARKS

The Parks Master Plan sets a park land acquisition and development goal of 5 acres per 1,000 residents for through Quimby dedication and development impact fees or other fair share funding mechanism. Quimby dedication accounts for active use recreation parks and facilities including neighborhood parks, community parks, special use parks, and sports complexes serving local residents.

Additional land acquisition, consistent with the Parks, Trails and Open Space **Element of the City's** General Plan, may also be dedicated as part of the entitlement process. This may include open space, greenbelts, paseos, and trails.

As of July 2009, 472 acres of neighborhood parks, community parks, special use parks, and sports complexes had been developed to serve the local Elk Grove population of 136,000. This equates to 3.47 acres of developed parkland per 1000 persons. Through 2012, scheduled park development will increase the total to 3.90 acres of developed park land per 1000 persons. Longer-range estimates showed by 2018 the park land standard would increase to 4.65 acres per 1000 persons with the addition of new parks in Laguna Ridge (later phases), Vintara Park, Sterling Meadows, and the Southeast Area Specific Plan. The economic downturn will directly impact when parks are completed after 2012.

The Master Plan recognizes the versatility/usability of larger parks over smaller parks. The Facility Standards Chart (see last column on **Figure 43 a**) recommends obtaining at least 102 acres of Community Parks and 46 acres of Special Use/Sports Complex parks. The community will have a surplus of 83 acres of Neighborhood Parks. Efforts should be made to upsize park spaces where possible. Definitions for each type of park/facility are found in the Park Design Principles later in the report.

Regional parkland totals 176 acres and is in addition to the 5 acres per 1,000 Quimby standard. Regional Parkland includes 127 acres for Elk Grove Regional Park, a facility owned by the County of Sacramento and leased to the CCSD. Also, 49 acres for the Emerald Lakes nine-hole golf course.

An additional Regional Park will be appropriate to serve the expanding southern portion of the County. Acquisition of regional park land will require identification of alternative funding sources such as grants, donations, and trusts.

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#### FACILITY STANDARDS – AMENITIES

The Facility Standards Chart for Amenities (**Figure 43 b**) is a graphical representation of the data previously presented in the Service Area Analysis. The biggest amenity needs through 2018 are additional trails, aquatic center space, and community/recreation center space.

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| 09 Inventory - Developed Facilities |                     |                          |                          | 2009 Facility Standards     |                                                       |                            |                                         | In Progress Development 2009 - 2012 |                         |                          |                     | Preliminary 2012 Facility Standards |                                         | In Progress Development |                         |           |
|-------------------------------------|---------------------|--------------------------|--------------------------|-----------------------------|-------------------------------------------------------|----------------------------|-----------------------------------------|-------------------------------------|-------------------------|--------------------------|---------------------|-------------------------------------|-----------------------------------------|-------------------------|-------------------------|-----------|
| summes CSD Inventory                | City/ CSD Inventory | Other Provider Inventory | Total Combined Inventory | Current Standards           | Recommended Standards, Revised for Local Service Area | Meet Standard/ Need Exists | Additional Facilities/ Amenities Needed | Cosummes CSD Inventory              | City/ CSD Inventory (3) | Total Acres in 2007-2012 | Total Acres in 2012 | Meet Standard/ Need Exists          | Additional Facilities/ Amenities Needed | Cosummes CSD Inventory  | City/ CSD Inventory (4) | Tot 2013- |
| 298.36                              | -                   | -                        | 299.36                   | 2.20 acres per 1,000        | 2.00 acres per 1,000                                  | Meets Standard             | (27) Acre(s)                            | 14.24                               | 16.80                   | 31.04                    | 330.40              | Meets Standard                      | (28) Acre(s)                            | 19.30                   | 111.30                  | 13        |
| 170.76                              | -                   | -                        | 170.76                   | 1.26 acres per 1,000        | 2.50 acres per 1,000                                  | Need Exists                | 169 Acre(s)                             | 20.00                               | 20.00                   | 40.00                    | 210.76              | Need Exists                         | 167 Acre(s)                             | 64.30                   | 95.90                   | 16        |
|                                     | 1.82                | -                        | 1.82                     | 0.01 acres per 1,000        | 0.50 acres per 1,000                                  | Need Exists                | 66 Acre(s)                              | 46.39                               | -                       | 46.39                    | 48.21               | Need Exists                         | 27 Acre(s)                              | -                       | -                       |           |
| <b>470.12</b>                       | <b>1.82</b>         | <b>-</b>                 | <b>471.94</b>            | <b>3.47 acres per 1,000</b> | <b>5.00 acres per 1,000</b>                           | <b>Need Exists</b>         | <b>208 Acre(s)</b>                      | <b>80.63</b>                        | <b>36.80</b>            | <b>117.43</b>            | <b>589.37</b>       | <b>Need Exists</b>                  | <b>166 Acre(s)</b>                      | <b>83.60</b>            | <b>207.20</b>           | <b>29</b> |

n CSD Master Plan.  
 phborhood Parks and the service level recommendation reflects that.

ind Vintara Park.

**Current 2008 Inventory - Developed Facilities**      **Preliminary 2008 Facility Standards**      **Preliminary 2012 Facility Standards**

| Cosumes CSD Inventory | Elk Grove USD Inventory | City/ CSD Inventory | Other Provider Inventory | Total Combined Inventory | Current Standards                                                                               |                     | Recommended Standards; Revised for Local Service Area |                     | Meet Standard/ Need Exists | Additional Facilities/ Amenities Needed | Meet Standard/ Need Exists | Additional Facility Amenities Needed |
|-----------------------|-------------------------|---------------------|--------------------------|--------------------------|-------------------------------------------------------------------------------------------------|---------------------|-------------------------------------------------------|---------------------|----------------------------|-----------------------------------------|----------------------------|--------------------------------------|
|                       |                         |                     |                          |                          | 1.00 structure per                                                                              | 1.388 structure per | 1.00 structure per                                    | 1,500 structure per |                            |                                         |                            |                                      |
| 98.00                 | -                       | -                   | -                        | 98.00                    | 1.00                                                                                            | 1,388               | 1.00                                                  | 1,500               | Meets Standard             | -                                       | Meets Standard             | -                                    |
| 47.00                 | -                       | 1.00                | -                        | 48.00                    | 1.00                                                                                            | 2,833               | 1.00                                                  | 3,000               | Meets Standard             | -                                       | Meets Standard             | -                                    |
| 2.00                  | -                       | -                   | -                        | 2.00                     | 1.00                                                                                            | 68,000              | 1.00                                                  | 20,000              | Need Exists                | 5                                       | Need Exists                | 2                                    |
| 18.29                 | -                       | -                   | -                        | 18.29                    | 0.13                                                                                            | 1,000               | 0.40                                                  | 1,000               | Need Exists                | 36                                      | Need Exists                | 123                                  |
| 22.00                 | 10.00                   | -                   | -                        | 32.00                    | Refer to Capacity Demand Model for detailed breakdowns of Sports Fields' capacity and standards |                     | 1.00                                                  | -                   |                            |                                         |                            |                                      |
| 17.00                 | 11.00                   | -                   | -                        | 28.00                    | 1.00                                                                                            | -                   | 1.00                                                  | -                   |                            |                                         |                            |                                      |
| 35.00                 | 40.00                   | -                   | -                        | 75.00                    | 1.00                                                                                            | -                   | 1.00                                                  | -                   |                            |                                         |                            |                                      |
| 18.00                 | 200.00                  | -                   | -                        | 218.00                   | 1.00                                                                                            | 624                 | 1.00                                                  | 5,000               | Meets Standard             | -                                       | Meets Standard             | -                                    |
| 25.00                 | 38.00                   | -                   | -                        | 63.00                    | 1.00                                                                                            | 2,159               | 1.00                                                  | 5,000               | Meets Standard             | -                                       | Meets Standard             | -                                    |
| 6.00                  | -                       | -                   | -                        | 6.00                     | 1.00                                                                                            | 22,667              | 1.00                                                  | 12,000              | Need Exists                | 5                                       | Need Exists                | 5                                    |
| 1.00                  | -                       | -                   | -                        | 1.00                     | 1.00                                                                                            | 136,000             | 1.00                                                  | 135,000             | Need Exists                | 0                                       | Meets Standard             | -                                    |
| 2.00                  | -                       | -                   | -                        | 2.00                     | 1.00                                                                                            | 68,000              | 1.00                                                  | 40,000              | Need Exists                | 1                                       | Need Exists                | 1                                    |
| 138,800               | -                       | -                   | -                        | 138,800                  | 1.02                                                                                            | person              | 1.00                                                  | person              | Meets Standard             | -                                       | Need Exists                | 12,287                               |
| 69,538                | -                       | -                   | -                        | 69,538                   | 0.51                                                                                            | person              | 2.00                                                  | person              | Need Exists                | 202,462                                 | Need Exists                | 230,636                              |

alls only

1 Capacity Report for more details

all courts located at each Elementary, Jr. High, and High School

Elk Grove High and 8 tennis courts at Laguna Creek High, Monterey Trail High, Franklin High, and Pleasant Grove High

Jackford Complex - Rec Building, Laguna Town Hall, Johnson Recreation Center, Pavilion, Castello Rec Center, Elk Grove Youth Center and Elk Grove Recreation Center

ark Rec Center (2,000 sq. ft.)

The 2018 calculations includes Morse Park Community Center (15,000 sf) and Fieldstone Community Center (15,000 sf). Facilities have not been designed and sizes may

|         |
|---------|
| 136,000 |
| 151,087 |

## STRATEGIC PLAN / OUTCOMES

### VISION / GOALS / STRATEGIES

Using the community values, vision and mission as a foundation, and comparing them to the key issues and findings from the various assessments and analysis, the strategic objectives for the Department were prepared. The complete Vision Strategy Matrix is found in **Appendix 1**. Six strategic objectives establish the framework for the plan and are included below:

#### VISION

“The Vision for the CSD Parks and Recreation Department, in partnership with the City of Elk Grove, is to provide high quality parks, recreation facilities, trails, and programs in a safe environment that are equitably distributed and create high image and economic value for residents.”

#### MISSION

“The CSD mission is to improve and maintain the mental, physical health, happiness, and well-being of citizens through well-planned, designed and maintained parks and recreation facilities, as well as programs that celebrate living in the Elk Grove area.”



#### LAND NEEDS AND STANDARDS:

**The CSD vision, in partnership with the City of Elk Grove,** for park lands and open space is to provide a variety of park type experiences to meet the equity of access levels desired by the community for neighborhood parks, community parks, regional parks, greenways, and special use parks.

**Goal:** Achieve the park land acquisition and development goal of 5 acres per 1000 residents through Quimby dedication and development impact fees or other fair share funding mechanism. Identify other opportunities to obtain additional acreage through alternative acquisition methods such as donations and grants.

#### Strategies

- Adopt the land and facility standards outlined in the Master Plan
- Create a balance in park types that are equitably distributed throughout the community to provide a variety of recreation experiences.
- Establish and implement park design principles to create the level of creativity the community desires and a sense of place for each park type
- Protect natural areas and create an overlay resource management plan for areas that need to be preserved and protected
- Acquire larger park spaces to support community and regional park needs for the future



- Develop Signature Parks in the community that serve people of all ages with a balance of active and passive recreation experiences in one setting
- Establish public partnerships with other agencies to lease land for recreation facilities and programming
- Meet the total maintained acre to 1,000 population goal of 7.00 acres per 1000 persons

## PARKS AND RECREATION FACILITIES

The CSD vision, in partnership with the City of Elk Grove, for parks and recreation facilities is to provide for the needs of our community based on a set of amenity standards that support the existing and future populations of the community.

**Goal:** By 2018, achieve the standards for recreation facilities and amenities outlined in the Master Plan to meet the active and passive recreation needs of the community.

### Strategies

- Aggressively build parks and recreation facilities to meet the community's expectations
- Customize park design to create a sense of place that is representative of the community the park supports
- Develop the sports fields and indoor/outdoor play courts outlined in the Facility Standards to provide recreational opportunities for youth and adults
- Develop future indoor recreation facilities that support core recreation program needs throughout the community
- Develop an integrated trails system consistent with the City Trails Master Plan via the use of the boulevards, natural drainage areas, and utility easements which allow users to move freely through the community with little interference of vehicles; develop loop trails in neighborhood and community parks to support fitness opportunities

## RECREATION PROGRAMS

The vision for recreation program services will be to deliver the highest level of program experiences for people that create positive memories and appreciation for living in the community.

**Goal:** Develop core recreation services that maximize resources and support other service providers in the region by working together to deliver recreation opportunities both passive and active.

### Strategies

- Confirm and restructure existing core recreation programs to meet the needs of the community
- Build future indoor and outdoor recreation facilities based on core programs that will drive the facility design and meet the outcomes desired by the community for the core recreation programs
- Price programs based on the true cost of providing the service and establish the subsidy outcome for each core program
- Annual approval of a pricing policy for recreation programs and facilities
- Capture core program trend data to keep the programs positioned well in the market place and meet the needs of the community



- Standardize the volunteer initiation process and customer service training across recreation services
- Establish program branding guidelines
- Seek cross promotional opportunities for core programs through effective marketing and communications with users and the media
- Develop a cost recovery matrix for each facility rental

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## FINANCING

**The vision** for financing capital and operation needs will be to maximize every available resource to create the finest parks and recreation system in the Sacramento region. Financing new park facilities will be subject to the 2007 Settlement Agreement between the CSD and the City of Elk Grove.

**Goal:** Identify and prioritize funding streams to meet the demands of the community for recreation facilities, parks, and programs.

### Strategies

- Seek and maximize development impact fees to support open space, park development and recreation facility development to keep pace with community expectations
- Seek an effective alternative funding (earned income) policy to assist in supporting operational costs
- Complete the transition from the Social Management Model to the Business Management Model to maximize resources, support operational costs, and limit special interest group entitlement
- Limit the dollars invested for partnership groups by seeking consistency in permitting fees based on the level of maintenance required and level of exclusivity
- Develop an earned income strategy to capture the revenue to support operational costs and capital improvement needs
- Develop performance measures to maximize efficiency and demonstrate the outcomes desired
- Reorganize the CSD Foundation to seek outside funding to support unfunded projects both on the capital side and operational side of CSD services
- Adequately staff the recreation / facility operations / maintenance operations with fulltime, part-time, or contractors to meet the operational standards expected and desired by the community and based on what the community will invest in
- Implement recommendations of the Master Plan in a timely manner over the next ten years



## OPERATIONS / MAINTENANCE

**The vision** for park and recreation operations and maintenance is to provide the highest level of maintenance possible within the resources available to meet the community's expectations for clean, safe and well-maintained parks.

**Goal:** Establish and implement a maintenance management program with maintenance standards for each type of park and recreation facility that meets the needs of the users and maintains or increases the value of property for homeowners.

### Strategies

- Associate staff time (parks maintenance and golf) with maintenance standards to demonstrate what the existing staff is capable of managing. Evaluate desired standards and determine staffing requirements needed to ensure standards are sustained
- Create a strong maintenance management mode program based on the type of park and level of frequency to support the use the park receives
- Develop a capital improvement infrastructure plan that builds on the existing playground replacement schedule and addresses the repair needs of older parks in a timely manner
- Establish maintenance endowments for all recreation facilities and parks that come on line to keep them positioned well in the market place for the future
- Seek replacement funds to support park operations and capital needs
- Develop an Urban Forestry Plan
- Develop a Facility Maintenance Plan
- Develop a Lifecycle Asset Management Plan
- Develop and Implement a Maintenance Technology Plan
- Continue to assess contract maintenance services to support higher levels of efficiency and improved cost
- Expand cross training of maintenance staff on skill and safety training
- Communicate to user groups, end users, and decision makers the actual cost to maintain park facilities



## PARTNERSHIPS

**The vision** is to develop strong and equitable partnerships, particularly with the City of Elk Grove regarding new park facility development according to the 2007 Settlement Agreement.

**Goal:** Create effective partnerships to build and utilize parks, facilities and programs that maximize the community's resources to the highest level possible through effective planning and community education.

**Strategies**

- Establish partnership agreements with all recreation groups based on agreed-to outcomes and performance measures that are equity-based and that do not create entitlement
- Develop effective working agreements with friends groups/committees (WOOF, Playground Partners, other community groups) to maximize the delivery of programs and recreation facilities
- Define the provider role and level of support between the key service providers for meeting the community recreation and park needs (e.g. City, USD and EGYSA)
- Manage sports field and indoor space needs to the capacity management plan established to maximize the resources available
- Establish working agreements with the Elk Grove Unified School (EGUSD) and the City of Elk Grove on each other's contribution in supporting the recreation and park needs of the community
- Improve coordination and communications with existing sports groups to increase their financial support (or equivalent) in providing maintenance for facilities they use
- Seek to improve community access to school sports facilities through enhanced partnership development and maintenance practices



## CAPITAL IMPROVEMENT PLAN

The Master Plan Capital Improvement Plan (CIP) identifies various projects through 2034. It includes input from a variety of sources:

- Projects in the annually-approved CSD Parks and Recreation Department CIP
- Public input from the CSD “Call For Projects” received in advance of the Master Plan update
- Public input from Master Plan update focus groups and community forums
- Assessment work completed by PROS

The goal of the Master Plan CIP is to identify possible projects, then prioritize decisions for investing in and developing these projects. It is understood that community needs and desires are greater than available funding resources. Therefore, project funding must be identified before the approval for development. Only funded projects become part of the annual Department CIP workplan.

The CCSD has worked extensively with the development community to confirm that new development pays only their fair share for mutually agreed-to facilities. This normally includes parks and amenities identified in a nexus study which offset new development impacts. Many of the Master Plan CIP projects go beyond new development impacts and these will require funding outside of the development community.

## NEW AND RENOVATION PROJECTS

Building new facilities, as well as renovation of existing facilities, are both key components in the CIP. The community expects new parks and amenities in neighborhoods where facilities have not been constructed. In newer areas of Elk Grove, sufficient development impact fees provide the capital funds while Lighting and Landscape (L&L) assessments provide funds for Maintenance and Operation (M&O). In older areas, there is often a lack of capital funds and/or M&O funds.

Renovation of existing assets is just as important as new facilities to ensure long-term continuation of the park system. Many assets have a 10 to 20 year lifecycle and require renovation for continued safe use and longevity by future generations.

As of May 2008, the CSD Parks and Recreation Department maintained \$228 million of assets. Best practice agencies annually spend 4-6% of the value of their total assets maintaining what they already own to keep the agency well-positioned in the minds of residents. This means the CSD should be investing about \$12 million annually for renovation projects. Until now, L&L funds have been the primary funding source for asset renovation, but assessment caps prevent this resource from funding all renovation needs. The CSD will need to seek out new funding sources for renovation needs in the future.

## CIP PRIORITIZATION

CIP projects are categorized into four priority levels primarily based on community needs and funding availability (**Figure 44**). Highest priority is given to projects with identified construction and/or maintenance funding. Without sufficient funding, a project is relegated to a lower priority status.

PROS provided the CSD with a weighted criteria capital improvement form as a secondary measure for the staff to rank capital improvement projects to achieve the goals of the Master Plan. The Ranking Criteria Form (**Appendix 13**) emphasizes renovation projects because residents want the CSD to maintain park systems assets to high standards.

|                         |                                                                                                                     |
|-------------------------|---------------------------------------------------------------------------------------------------------------------|
| CIP Priority 1 projects | New parks/amenities with identified capital funding and M&O funding. All funding needs are met.                     |
| CIP Priority 2 projects | Other amenities, including renovations, with identified capital funding and M&O funding. All funding needs are met. |
| CIP Priority 3 projects | Parks/amenities with no identified capital funding OR no M&O funding. Additional funding required.                  |
| CIP Priority 4 projects | Parks/amenities with no identified capital funding AND no M&O funding. Additional funding required.                 |

Figure 44 – CIP Project Prioritization

The 91 Master Plan CIP projects totaling \$309,866,905 are prioritized in **Figure 45 a, 45 b, and 45 c** as follows:

- Priority 1 projects – New park/amenities with identified capital funding and M&O funding are a priority for the community and the CSD, especially in areas where facilities do not exist. This includes 12 projects totaling \$41,334,551. All project funding needs are met and all projects are in the adopted CSD 2008-2013 CIP. These projects are prioritized first by funding availability, then by implementation year.
- Priority 2 projects – Other amenities with identified capital funding and M&O funding include renovation projects to extend the useful life of the asset. This includes 16 projects totaling \$5,155,000. All project funding needs are met and all projects are in the adopted CSD 2008-2013 CIP. These projects are prioritized first by funding availability, then by implementation year.
- Priority 3 projects – These parks/amenities include new and renovation projects where funding is identified for capital or M&O, but not both. This includes 35 projects totaling \$44,855,928. Additional funding is needed before these projects can proceed. 33 of the 35 projects are in the adopted CSD 2008-2013 CIP. These projects are prioritized first by new park development where capital funding availability, second by CIP criteria scoring and third by multi-year projects.
- Priority 4 projects – These parks/amenities include new and renovation projects without funding identified for both capital and M&O. This includes 28 projects totaling \$218,521,426. Additional funding is needed before these projects can proceed. Nine of the 28 projects are in the adopted CSD 2008-2013 CIP. These projects are prioritized first by new park projects, second by CIP criteria scoring and third by multi-year projects.

While the 28 Priority 1 and 2 CIP projects are fully funded and scheduled for implementation, the 63 Priority 3 and 4 projects cannot proceed without additional funding. Over \$262 million is needed to fund Priority 3 and 4 projects. It is relevant to note that seven Priority 4 projects account for \$168 million of the \$262 million total. This includes acquisition/development of 150 acres for a regional



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park (\$68M), Dillard Ranch development (\$35M), trail acquisition (\$25M), indoor sports complex (\$20M), soccer complex (\$20M), children’s museum (\$5M), and Elk Grove Park redevelopment (\$5M).

New funding strategies are required to address these large funding needs. This could include creation of a Revenue Development Division dedicated to securing new funding, a strong fundraising Foundation, additional L&L assessments, development impact fees, or new user fees. The Funding Plan later in this report details various funding strategies.

The Master Plan is a planning document and does not specify funding responsibilities for any individual entity. Which projects to fund and who participates in the funding are part of future discussions. For the development community, all fees for park land acquisition, park development, or related facility activities will require a nexus study before development impact fees are imposed.

| Project Priority                                                                                                                                        | Project                                     | Implementation Year | Capital Funding available | M & O Funding available | Capital Cost (2008 - 2013) | CIP Criteria Scoring | In 2008-13 CSD CIP |
|---------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------|---------------------|---------------------------|-------------------------|----------------------------|----------------------|--------------------|
| <b>Priority 1 Projects - New Parks with identified capital funding and M&amp;O funding. No additional funding needed.</b>                               |                                             |                     |                           |                         |                            |                      |                    |
| 1                                                                                                                                                       | Bartholomew Sports Park                     | 2009                | Yes                       | Yes                     | 15,030,000                 | NA                   | Yes                |
| 1                                                                                                                                                       | Elk Grove Park Multi-Use Trail              | 2009                | Yes                       | Yes                     | 160,000                    | NA                   | Yes                |
| 1                                                                                                                                                       | Fales Park - Phase 2                        | 2009                | Yes                       | Yes                     | 460,000                    | NA                   | Yes                |
| 1                                                                                                                                                       | Kunsting Park                               | 2009                | Yes                       | Yes                     | 1,675,000                  | NA                   | Yes                |
| 1                                                                                                                                                       | Morse Community Park                        | 2009                | Yes                       | Yes                     | 1,525,000                  | NA                   | Yes                |
| 1                                                                                                                                                       | Parksite #8 - Fieldstone Phase 1            | 2009                | Yes                       | Yes                     | 5,709,551                  | NA                   | Yes                |
| 1                                                                                                                                                       | Stephenson Park                             | 2009                | Yes                       | Yes                     | 2,430,000                  | NA                   | Yes                |
| 1                                                                                                                                                       | Wright Park - Phase 1                       | 2009                | Yes                       | Yes                     | 720,000                    | NA                   | Yes                |
| 1                                                                                                                                                       | Buscher Park                                | 2010                | Yes                       | Yes                     | 1,360,000                  | NA                   | Yes                |
| 1                                                                                                                                                       | George Park                                 | 2012                | Yes                       | Yes                     | 1,480,000                  | NA                   | Yes                |
| 1                                                                                                                                                       | Wright Park - Phase 2                       | 2012                | Yes                       | Yes                     | 6,675,000                  | NA                   | Yes                |
| 1                                                                                                                                                       | Parksite #9 - Crooked Creek                 | 2013                | Yes                       | Yes                     | 4,110,000                  | NA                   | Yes                |
| <b>Priority 1 Total</b>                                                                                                                                 |                                             |                     |                           |                         | <b>41,334,551</b>          |                      |                    |
| <b>Priority 2 Projects - Other Amenities, including renovations, with identified capital funding and M&amp;O funding. No additional funding needed.</b> |                                             |                     |                           |                         |                            |                      |                    |
| 2                                                                                                                                                       | Betschart Playground Replacement            | 2009                | Yes                       | Yes                     | 305,000                    | 135                  | Yes                |
| 2                                                                                                                                                       | Case Playground Replacement                 | 2009                | Yes                       | Yes                     | 305,000                    | 135                  | Yes                |
| 2                                                                                                                                                       | Colton Playground Replacement               | 2009                | Yes                       | Yes                     | 305,000                    | 135                  | Yes                |
| 2                                                                                                                                                       | Lichtenberger Playground Replacement        | 2010                | Yes                       | Yes                     | 305,000                    | 135                  | Yes                |
| 2                                                                                                                                                       | Fite Playground Replacement                 | 2011                | Yes                       | Yes                     | 305,000                    | 135                  | Yes                |
| 2                                                                                                                                                       | Foulks Playground Replacement               | 2011                | Yes                       | Yes                     | 305,000                    | 135                  | Yes                |
| 2                                                                                                                                                       | Pederson Playground Replacement             | 2011                | Yes                       | Yes                     | 305,000                    | 135                  | Yes                |
| 2                                                                                                                                                       | Womack Playground Replacement               | 2011                | Yes                       | Yes                     | 200,000                    | 135                  | Yes                |
| 2                                                                                                                                                       | Zehnder Playground Replacement              | 2011                | Yes                       | Yes                     | 200,000                    | 135                  | Yes                |
| 2                                                                                                                                                       | Zimbelman Playground Replacement            | 2011                | Yes                       | Yes                     | 200,000                    | 135                  | Yes                |
| 2                                                                                                                                                       | Batey Playground Replacement                | 2012                | Yes                       | Yes                     | 305,000                    | 135                  | Yes                |
| 2                                                                                                                                                       | Davis Playground Replacement                | 2012                | Yes                       | Yes                     | 305,000                    | 135                  | Yes                |
| 2                                                                                                                                                       | Oneto Playground Replacement                | 2012                | Yes                       | Yes                     | 305,000                    | 135                  | Yes                |
| 2                                                                                                                                                       | Wackman Playground Replacement              | 2012                | Yes                       | Yes                     | 305,000                    | 135                  | Yes                |
| 2                                                                                                                                                       | Eastern Elk Grove Community Center - Design | 2013                | Yes                       | NA                      | 600,000                    | 175                  | Yes                |
| 2                                                                                                                                                       | Morse Park Community Center - Design        | 2013                | Yes                       | NA                      | 600,000                    | 175                  | Yes                |
| <b>Priority 2 Total</b>                                                                                                                                 |                                             |                     |                           |                         | <b>5,155,000</b>           |                      |                    |

Figure 45 (a) – Priority 1 and 2 CIP Projects

## Master Plan – Summary Report

| Project Priority                                                                                                            | Project                                            | Implementation Year | Capital Funding available | M & O Funding available | Capital Cost (2008 - 2013) | CIP Criteria Scoring | In 2008-13 CSD CIP |
|-----------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------|---------------------|---------------------------|-------------------------|----------------------------|----------------------|--------------------|
| <b>Priority 3 Projects - Parks/Amenities with identified capital funding OR M&amp;O funding. Additional funding needed.</b> |                                                    |                     |                           |                         |                            |                      |                    |
| 3                                                                                                                           | Parksite A - Vista Creek                           | 2009                | Yes                       | No - note (1)           | 1,000,000                  | NA                   | Yes                |
| 3                                                                                                                           | Parksite B - Sheldon Place                         | 2009                | Yes                       | No - note (1)           | 955,000                    | NA                   | Yes                |
| 3                                                                                                                           | Parksite C - Arcadian Village                      | 2009                | Yes                       | No - note (1)           | 3,460,000                  | NA                   | Yes                |
| 3                                                                                                                           | Elk Grove Park Jerry Fox Swim Center Upgrades      | 2011                | No                        | Yes - note (2)          | 550,000                    | 175                  | Yes                |
| 3                                                                                                                           | Elk Grove Park Kloss Softball Complex Renovation   | 2013                | No                        | Yes - note (2)          | 5,210,000                  | 165                  | Yes                |
| 3                                                                                                                           | Elk Grove Park Pavilion Paving and Patio Upgrades  | 2012                | No                        | Yes - note (2)          | 645,000                    | 165                  | Yes                |
| 3                                                                                                                           | Beeman Playground Replacement                      | 2010                | No                        | Yes - note (2)          | 305,000                    | 135                  | Yes                |
| 3                                                                                                                           | Castello Playground Replacement                    | 2010                | No                        | Yes - note (2)          | 305,000                    | 135                  | Yes                |
| 3                                                                                                                           | Felckert Playground Replacement                    | 2011                | No                        | Yes - note (2)          | 350,000                    | 135                  | Yes                |
| 3                                                                                                                           | Hill Playground Replacement                        | 2012                | No                        | Yes - note (2)          | 305,000                    | 135                  | Yes                |
| 3                                                                                                                           | Lawson Playground Replacement                      | 2011                | No                        | Yes - note (2)          | 305,000                    | 135                  | Yes                |
| 3                                                                                                                           | McConnell Playground Replacement                   | 2012                | No                        | Yes - note (2)          | 305,000                    | 135                  | Yes                |
| 3                                                                                                                           | Mendoza Playground Replacement                     | 2010                | No                        | Yes - note (2)          | 305,000                    | 135                  | Yes                |
| 3                                                                                                                           | Mix Playground Replacement                         | 2011                | No                        | Yes - note (2)          | 200,000                    | 135                  | Yes                |
| 3                                                                                                                           | Rec. Center Playground Replacement                 | 2011                | No                        | Yes - note (2)          | 200,000                    | 135                  | Yes                |
| 3                                                                                                                           | Rec. Center Playground Replacement #2 (Montessori) | 2010                | No                        | Yes - note (2)          | 200,000                    | 135                  | Yes                |
| 3                                                                                                                           | Smedberg Playground Replacement                    | 2011                | No                        | Yes - note (2)          | 305,000                    | 135                  | Yes                |
| 3                                                                                                                           | Town Hall Park Playground Replacement              | 2010                | No                        | Yes - note (2)          | 305,000                    | 135                  | Yes                |
| 3                                                                                                                           | Van Doren Playground Replacement - Phase 1         | 2012                | No                        | Yes - note (2)          | 200,000                    | 135                  | Yes                |
| 3                                                                                                                           | Elk Grove Park Information Kiosk                   | 2013                | No                        | NA                      | 35,000                     | 130                  | Yes                |
| 3                                                                                                                           | Elk Grove Park Pavilion Security Lighting          | 2012                | No                        | Yes - note (2)          | 110,000                    | 130                  | Yes                |
| 3                                                                                                                           | Elk Grove Park Traffic Speed Bumps                 | 2012                | No                        | Yes - note (2)          | 38,000                     | 125                  | Yes                |
| 3                                                                                                                           | Town Square Park Renovations                       | 2013                | No                        | Yes - note (2)          | 1,165,000                  | 120                  | Yes                |
| 3                                                                                                                           | Jungkeit Park Improvements                         | 2013                | No                        | Yes - note (2)          | 195,000                    | 115                  | Yes                |
| 3                                                                                                                           | Laguna Community Park Soccer Field Upgrade         | 2012                | No                        | Yes - note (3)          | 1,820,000                  | 115                  | Yes                |
| 3                                                                                                                           | Nottoli Park Soccer Field Upgrade                  | 2012                | No                        | Yes - note (3)          | 1,745,000                  | 115                  | Yes                |
| 3                                                                                                                           | Johnson Park Playground Lighting                   | 2012                | No                        | Yes - note (2)          | 25,000                     | 110                  | Yes                |
| 3                                                                                                                           | Laguna Community Park Dog Park Upgrade             | 2013                | No                        | Yes - note (2)          | 40,000                     | 110                  | Yes                |
| 3                                                                                                                           | Laguna Community Park Multipurpose Artificial Turf | 2012                | No                        | Yes - note (3)          | 1,820,000                  | 110                  | Yes                |
| 3                                                                                                                           | Johnson Park Walkways                              | 2013                | No                        | Yes - note (2)          | 85,000                     | 85                   | Yes                |
| 3                                                                                                                           | Elk Grove Park Dog Park Upgrade                    | 2013                | No                        | Yes - note (2)          | 150,000                    | 80                   | Yes                |
| 3                                                                                                                           | Laguna Community Park Multipurpose Lighting        | 2012                | No                        | Yes                     | 330,000                    | 80                   | Yes                |
| 3                                                                                                                           | Emerald Lakes Golf Course Safety Upgrades          | 2012                | No                        | Yes - note (2)          | 120,000                    | 70                   | Yes                |
| 3                                                                                                                           | Laguna Town Hall Renovation                        | Multi-Year          | No                        | Yes - note (4)          | 2,516,158                  | 165                  | No                 |
| 3                                                                                                                           | Wackford Comm /Aquatic Complex Renovation          | Multi-Year          | No                        | Yes - note (4)          | 19,251,770                 | 165                  | No                 |
| <b>Priority 3 Total</b>                                                                                                     |                                                    |                     |                           |                         | <b>44,855,928</b>          |                      |                    |

Figure 45( b) – Priority 3 CIP Projects



Cosumnes Community Services District

| Project Priority                                                                                                                | Project                                                                | Implementation Year | Capital Funding available | M & O Funding available | Capital Cost (2008 - 2013) | CIP Criteria Scoring | In 2008-13 CSD CIP |
|---------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------|---------------------|---------------------------|-------------------------|----------------------------|----------------------|--------------------|
| <b>Priority 4 Projects - Parks/Amenities without identified capital funding AND M&amp;O funding. Additional funding needed.</b> |                                                                        |                     |                           |                         |                            |                      |                    |
| 4                                                                                                                               | MacDonald Park - Phase 2                                               | 2011                | No                        | No - note (1)           | 675,000                    | NA                   | Yes                |
| 4                                                                                                                               | Van Doren Park - Phase 2                                               | 2012                | No                        | No - note (1)           | 1,585,000                  | NA                   | Yes                |
| 4                                                                                                                               | Elk Grove Park Master Plan                                             | 2015                | No                        | NA                      | 300,000                    | 180                  | No                 |
| 4                                                                                                                               | Morse Park Community Center - Construction                             | 2014                | Partial                   | No                      | 13,400,000                 | 175                  | No                 |
| 4                                                                                                                               | Elk Grove Park - Facilities upgrades                                   | 2015                | No                        | No                      | 154,355                    | 165                  | No                 |
| 4                                                                                                                               | Fox Aquatic Center/Slide Renovation                                    | 2017                | No                        | No                      | 1,222,271                  | 165                  | No                 |
| 4                                                                                                                               | Elk Grove Park Soccer field - artificial turf/lights                   | 2016                | No                        | No                      | 1,500,000                  | 160                  | No                 |
| 4                                                                                                                               | Jones Park - fitness, play and picnic improvements                     | 2013                | No                        | No - note (1)           | 355,000                    | 155                  | Yes                |
| 4                                                                                                                               | Dillard Ranch Park Master Plan                                         | 2013                | No                        | NA                      | 290,000                    | 135                  | Yes                |
| 4                                                                                                                               | Eastern Elk Grove Community Center - Construction                      | 2014                | No                        | No                      | 13,400,000                 | 135                  | No                 |
| 4                                                                                                                               | BMX/Skate Complex                                                      | 2014                | No                        | No                      | 2,500,000                  | 110                  | No                 |
| 4                                                                                                                               | Elk Grove Park Pirate's Island Playground                              | 2011                | No                        | No                      | 2,910,000                  | 90                   | Yes                |
| 4                                                                                                                               | Pony Baseball Fence at Johnson Park North Field                        | 2016                | No                        | No                      | 18,000                     | 75                   | No                 |
| 4                                                                                                                               | Pony Baseball Fence at Johnson Park South Field                        | 2016                | No                        | No                      | 18,000                     | 75                   | No                 |
| 4                                                                                                                               | Tennis Court at Feickert Park                                          | 2016                | No                        | No                      | 150,000                    | 75                   | No                 |
| 4                                                                                                                               | Morse Park Bocce Ball Court Additions                                  | 2013                | No                        | No                      | 125,000                    | 55                   | Yes                |
| 4                                                                                                                               | Parking lot at Laguna Town Hall                                        | 2018                | No                        | NA                      | 500,000                    | 55                   | No                 |
| 4                                                                                                                               | Elk Grove Park Hotel Museum Entry Improvements                         | 2013                | No                        | No                      | 50,000                     | 50                   | Yes                |
| 4                                                                                                                               | Elk Grove Park Memorial Garden                                         | 2010                | No                        | No                      | 681,000                    | 50                   | Yes                |
| 4                                                                                                                               | Rau Park - Lighted fields                                              | 2018                | No                        | No                      | 500,000                    | 40                   | No                 |
| 4                                                                                                                               | Elk Grove Children's Museum                                            | 2028                | No                        | No                      | 5,000,000                  | 35                   | No                 |
| 4                                                                                                                               | Auberry Drive Landscape Corridor                                       | 2012                | No                        | No                      | 55,000                     | 20                   | Yes                |
| 4                                                                                                                               | Elk Grove Park - redevelop to create signature park                    | Multi-Year          | No                        | No                      | 5,000,000                  | 180                  | No                 |
| 4                                                                                                                               | 150 acres for regional park or 2 community parks - Acquire and develop | Multi-Year          | No                        | No                      | 68,000,000                 | 140                  | No                 |
| 4                                                                                                                               | Trails - Work with City to acquire land for trails                     | Multi-Year          | No                        | No                      | 25,132,800                 | 140                  | No                 |
| 4                                                                                                                               | Dillard Ranch - develop signature park                                 | Multi-Year          | No                        | No                      | 35,000,000                 | 135                  | No                 |
| 4                                                                                                                               | Indoor Sports Complex                                                  | Multi-Year          | No                        | No                      | 20,000,000                 | 125                  | No                 |
| 4                                                                                                                               | Soccer Complex                                                         | Multi-Year          | No                        | No                      | 20,000,000                 | 110                  | No                 |
| <b>Priority 4 Total</b>                                                                                                         |                                                                        |                     |                           |                         | <b>218,521,426</b>         |                      |                    |
| <b>Grand Total</b>                                                                                                              |                                                                        |                     |                           |                         | <b>309,866,905</b>         |                      |                    |

**Notes**

- (1) Project requires successful increase to L&L assessment to provide maintenance funding.
- (2) Project replaces existing equipment. No additional M&O funding needed.
- (3) Project replaces natural turf with synthetic turf. M&O cost to remain the same or decrease.
- (4) Project involves ongoing renovation and upkeep to maintain useful life of facility. No additional M&O funding needed.

Figure 45 (c) – Priority 4 CIP Projects



## FINANCIAL ANALYSIS

### INTRODUCTION

This section assesses finances of the CSD and focuses on key financing strategies to support the Master Plan. The financial analysis identifies existing available funds to support the capital program and presents potential trends with current operations and funding. It is an in-depth review of the revenues, expenditures, and capital funds of CSD and the Parks and Recreation Department. This includes the general fund budget, the Department budget, and Lighting and Landscape budget. Trends are evaluated to determine financial integrity and anticipated directions for the future. Additionally, cost recovery has been analyzed by activity type to present the expenditure recovery through fees and charges and to assess cost of service readiness. Pricing strategies are included to guide staff in determining fees and implementing a pricing policy. Overall, the various components of the analysis will help provide better guidance and a roadmap for future financial planning decisions made by staff.

Any future parks that are the subject of the 2007 Settlement Agreement would be subject to parks financing plans which would be developed jointly by the City and CSD consistent with terms in the Settlement Agreement.

### DATA REVIEWED

The PROS Team reviewed the detailed cost and activity information prepared by CSD staff. Following is a list of the cost and activity data reviewed by PROS:

- Comprehensive Annual Financial Reports for years ending 2003 through 2007
- CSD Capital Improvement Plan
- Activity Statements by Landscape and Lighting District Zone, 2007-2008
- Detail Budgets by Landscape and Lighting Zone, fiscal years 2005 through 2008
- 2007 Budget for Parks and Recreation Department
- Five-Year Financial Projection Report, February 26, 2008

The financial statements and operations reports for fiscal years ending 2003 through 2007 were analyzed to assess the financial situation of the CSD.

### CSD AGENCY OVERVIEW AND FINANCIAL PROFILE

The CSD is an independent local government entity comprised of three departments: Administrative Services, Fire, and Parks and Recreation. The CSD prepares a combined budget annually which identifies revenues and expenditures for all three departments. The Parks and Recreation Department budget funds department administration, recreation programming, facility operations and capital improvements through general fund taxes, recreation user fees, and development impact fees. A separate Landscape and Lighting Assessment budget funds park related maintenance with direct levy assessments. The separation of budgets ensures that park maintenance is a self-supporting activity with no dependence on the CSD's general fund.



The Financial Analysis includes four sections:

- CSD finances – all three departments
- Parks and Recreation Department finances – includes department administration, recreation programming, facility operations and capital improvements
- Landscape and Lighting Assessment finances – primarily park maintenance operations
- Cost Recovery – for Parks and Recreation Department facilities, programs and services at major functional levels to access cost of service readiness

## CSD FINANCES

The primary funding source for CSD operations (Administrative Services, Fire, Parks and Recreation) is property taxes. In 2006-07, the most recently completed fiscal year for this report, property taxes accounted for \$37,267,052 or 51 percent of all revenues. Of this amount, the CSD Park and Recreation Department received \$3,794,338, or 10 percent of the total property tax revenues, to fund Department operations. The Fire Department received approximately 69 percent, Administrative Services received 12 percent, and the remaining tax revenues were used for long-term debt, equipment leases, retiree health benefits, contingency, and emergency reserves.

The CSD has routinely experienced property tax growth of 10 percent or more annually. Only four times in the last 20 years has growth been less than 10 percent. In the past five years, (2003 to 2007), significant housing growth resulted in tax revenue increases averaging 21 percent annually. Increasing property tax revenues have allowed for expanded CSD operations and services to the fast-growing Elk Grove community, as well as the creation of a significant reserves balance. As of July 2007, the CSD Reserves balance was \$23,946,348. Of this amount, \$7,976,726 has been committed for specific projects and \$15,969,622 was available for unanticipated expenditures.

Recent economic changes, both nationally and locally, have dramatically changed property tax projections for the future. The mortgage crisis has affected all communities, but the Sacramento region is especially hard hit. A recent report identified the Sacramento area (including Elk Grove) with the fifth-highest foreclosure rate in the nation.

The economic slowdown means the CSD is now entering a period in which the year-to-year rate of its property tax revenue growth is projected to be significantly reduced. CSD staff prepared a Five-Year Financial Projection including an analysis of property tax revenues, fixed operating expenses, variable operating expenses, and variable capital expenses. This analysis determined that even with conservative budgeting, CSD expenses will exceed tax revenues. The analysis also shows the reserves balance is sufficient to handle this need without resorting to drastic budget cuts. Staff is planning to evaluate financial projections regularly and ensure the CSD continues to operate efficiently and effectively within its means.

The Five-Year Financial Projection includes recommendations which affect the CSD Parks and Recreation Department:

- Property tax growth is reduced to an annual rate of between 2 percent and 7 percent.
- Fixed operating expenses assume no new general funded full-time employees

- Variable operating expenses include postponing development and operation of the future Morse and Elk Grove Community Centers until after Fiscal Year 2012-13. These facilities are currently in the planning phase.
- Variable capital expenses include postponing purchases of any additional parkland until after Fiscal Year 2012-13.

Property Tax estimates including annual growth percentage, property tax revenues for the CSD, and the CSD Parks and Recreation Department allocation of the total property tax revenues are shown in **Figure 46**. The growth rates have decreased significantly from previous years. However, the Five-Year Financial Projection shows the Parks and Recreation Department will receive 12 percent of the annual property taxes revenues, which is consistent with past allocation percentages.

| Fiscal Year Ending           | 2009          | 2010          | 2011          | 2012          | 2013          |
|------------------------------|---------------|---------------|---------------|---------------|---------------|
| Property Tax Growth          | 2%            | 2%            | 4%            | 5%            | 7%            |
| Property Tax                 | \$ 37,734,064 | \$ 38,475,745 | \$ 39,988,775 | \$ 41,955,713 | \$ 44,847,113 |
| Parks & Rec - Tax Allocation | \$ 4,186,177  | \$ 4,472,797  | \$ 4,715,507  | \$ 4,974,794  | \$ 5,185,855  |
| % to Parks & Rec             | 11%           | 12%           | 12%           | 12%           | 12%           |

Figure 46 – Property Tax Estimates

Although property tax growth is projected to slow significantly over the next three to five years, the CSD's finances are stable and the financial strength of the agency is evident in **Figure 47**. Cash balances and investments continue to steadily increase, providing flexibility with respect to managing services, developing assets, and meeting the changing needs of the CSD. The long-term debt is moderate for such a large agency. Eight-eight percent of the debt is attributable to two items - fire station construction and equipment totals \$28.4 million (or 58 percent of total debt) and second, a purchase option for the 40-acre Reardon parkland property totals \$14.7 million (or 30 percent of total debt). Remaining long-term debt is issued for development projects such as the Wackford Community and Aquatic Complex and the Fire Training Facility. Unreserved fund balance has increased on a regular basis. Total net assets amounts are an indicator of the capital investment in the total system. As of 2007, 65 percent of net assets (\$148 million) are invested in land, structures and improvements, equipment and construction in progress.

The statements and reports show a financially strong entity. The CSD continues to invest in the system and maintain the system assets.

| Fiscal Year Ending:     | 2003           | 2004           | 2005           | 2006           | 2007           |
|-------------------------|----------------|----------------|----------------|----------------|----------------|
| Cash and Investments    | \$ 30,870,682  | \$ 35,813,880  | \$ 44,370,765  | \$ 48,370,765  | \$ 62,423,391  |
| Long-Term Debt          | \$ 7,119,386   | \$ 10,203,109  | \$ 12,777,407  | \$ 36,549,695  | \$ 48,731,155  |
| Unreserved Fund Balance | \$ 5,832,653   | \$ 5,295,513   | \$ 6,243,969   | \$ 7,773,907   | \$ 7,395,992   |
| Total Net Assets        | \$ 113,040,198 | \$ 148,793,483 | \$ 189,420,533 | \$ 211,290,711 | \$ 228,211,403 |

Figure 47 – Selected Financial Statement Balances



**PARKS AND RECREATION DEPARTMENT FINANCES**

The CSD Parks and Recreation Department budget includes administrative functions, recreation programming, facility operations, and planning functions/capital improvements. The CSD Parks and Recreation Department Administrative division supports all department operations and generates no revenue. The Administrative division is funded mainly through property taxes with a minor reimbursement from the Landscape and Lighting budget for administrative oversight. Recreation programming and facility operations are funded primarily through user fees and charges, plus donations and contributions. Recreation programming user fees and charges are governed by a Board-approved fee schedule.

Planning and construction functions/capital improvement expenditures are offset from a variety of revenue sources which do not include property taxes. This “revenue neutral” portion of the budget is analyzed in the capital improvement section later in the report.

The CSD Parks and Recreation Department budget is created within the target property tax allocation amount provided by the Administrative Services Department (Figure 46). The recreation programming and facility operations budgets are then evaluated to ensure that cost recovery goals are met.

**CSD PARKS AND RECREATION DEPARTMENT OPERATING REVENUES**

The revenues for fiscal years ending 2003 through 2007 are shown in **Figure 48**. Over the period, Parks and Recreation Department revenues for recreation programming and facility operations increased by over 147 percent. The Property tax revenue allocation for all department operations increased by 319 percent and the operating revenues from fees and charges increased by 100 percent over the five-year period.

| Fiscal Year Ending:       | 2003                | 2004                | 2005                | 2006                | 2007                |
|---------------------------|---------------------|---------------------|---------------------|---------------------|---------------------|
| User Fees and Charges     | \$ 2,848,237        | \$ 2,485,814        | \$ 3,485,232        | \$ 4,364,824        | \$ 5,707,866        |
| Prop Tax Usage            | \$ 904,912          | \$ 1,725,756        | \$ 1,842,635        | \$ 2,626,873        | \$ 3,794,338        |
| Donations & Contributions | \$ 84,907           | \$ 175,238          | \$ 33,723           | \$ 98,951           | \$ 134,878          |
| Other (L&L overhead)      | \$ 106,851          | \$ 100,533          | \$ 147,881          | \$ 129,722          | \$ 116,382          |
| <b>Total</b>              | <b>\$ 3,944,907</b> | <b>\$ 4,487,341</b> | <b>\$ 5,509,471</b> | <b>\$ 7,220,370</b> | <b>\$ 9,753,464</b> |

**Figure 48 - Revenues**

Department revenues show an increased dependency on tax revenues between the 2003 and the 2007 year-ends (**Figure 49**). User fees and charges have varied between 72 percent of the total revenues in 2003 to 59 percent in 2007. Property tax usage for the whole department has varied between 23 percent in 2003 to 39 percent in 2007. The increase in property tax usage is attributable to 1) annual facility operational costs for the Wackford Community and Aquatic Complex and 2) CSD Board-approved staffing increases in 2006 to support leisure, special event, sports, aquatics, teen programming, and Department administration. Funding for these changes has occurred within the property tax allocation provided by the Administrative Services Department.

| Fiscal Year Ending:       | 2003 | 2004 | 2005 | 2006 | 2007 |
|---------------------------|------|------|------|------|------|
| User Fees and Charges     | 72%  | 55%  | 63%  | 60%  | 59%  |
| Prop Tax Usage            | 23%  | 38%  | 33%  | 36%  | 39%  |
| Donations & Contributions | 2%   | 4%   | 1%   | 1%   | 1%   |
| Other (L&L overhead)      | 3%   | 2%   | 3%   | 2%   | 1%   |
| Total                     | 100% | 100% | 100% | 100% | 100% |

Figure 49 – Percent of Revenues by Category

Figure 50 shows the trend lines of the revenue categories. User fees and charges are adjusted on a regular basis to help in meeting the Recreation Division’s cost recovery goals. This trend needs to continue while also seeking new revenue sources and additional donations and contributions. Potential funding sources are identified later in the report.

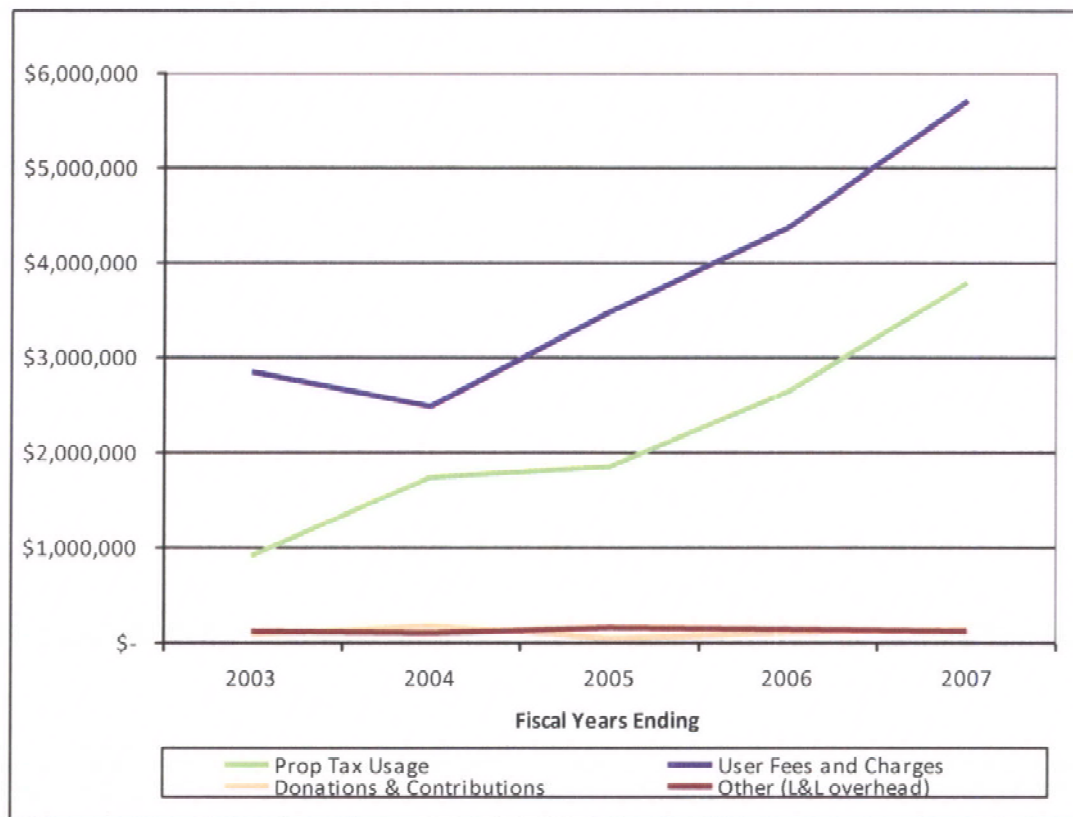


Figure 50 – Revenue Trend Lines



**RECREATION PROGRAMMING OPERATING EXPENDITURES AND COST RECOVERY**

The CSD Board has approved a cost recovery policy for 25 recreation programming activity types, which identifies the percentage goal of earned revenue divided by recreation programming expenditures. Earned revenue includes user fees and charges, plus donations and contributions. It excludes property tax usage.

| Fiscal Year Ending:        | 2003         | 2004         | 2005         | 2006         | 2007         |
|----------------------------|--------------|--------------|--------------|--------------|--------------|
| Expenditures (Programming) | \$ 3,185,929 | \$ 3,383,379 | \$ 4,862,821 | \$ 5,893,537 | \$ 7,833,878 |
| Earned Revenue             | \$ 2,933,144 | \$ 2,661,052 | \$ 3,518,955 | \$ 4,463,775 | \$ 5,842,744 |
| Cost Recovery              | 92%          | 79%          | 72%          | 76%          | 75%          |

Figure 51 – Programming Expenditures, Revenues, and Cost Recovery

Figure 51 shows the historical recreation programming expenditures and earned recreation programming revenues plus the amount of cost recovery for direct costs, indirect costs and facility overhead costs. As noted previously, this excludes Department administrative costs. Since 2004, the Recreation Division has an average cost recovery of 75 percent annually, which compares favorably to the industry best practices for cost recovery of 40 percent to 60 percent for recreation programming. The higher cost recovery percentage in 2003 is not representative of normal expectations because it predates the operational costs for the Wackford Community and Aquatic Complex.

Figure 52 shows the trend of cost recovery from CSD Parks and Recreation Department recreation programming earned revenues versus expenditures. Staff should continue to monitor budgets and maintain cost recovery goals according to policy.

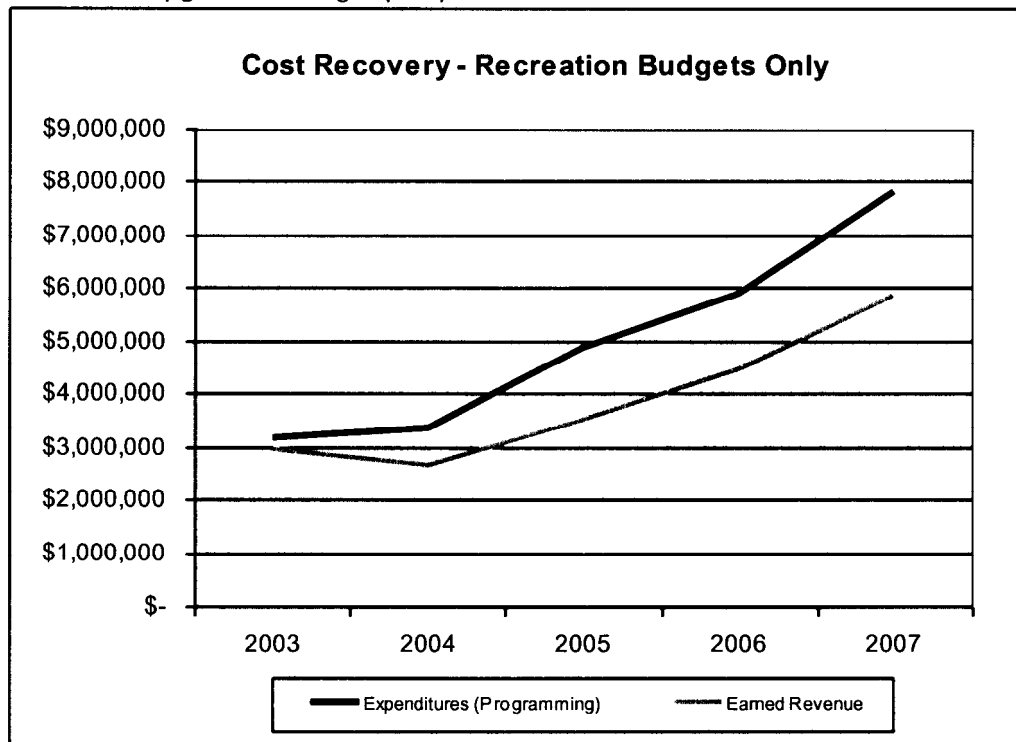


Figure 52 –Cost Recovery Trend

**CAPITAL BUDGET**

The Parks and Recreation Department uses a five-year Capital Improvement Plan (CIP) which is updated annually and approved by the CSD Board. Approved projects are included in the following fiscal year budget. While capital projects are accounted for within the Department budget, the CIP is considered “revenue neutral” because project expenditures and revenue offset each other.

Between 2003 and 2007, the CSD invested \$45,235,055 in Park and Recreation improvements as shown in **Figure 53**.

| Fiscal Year Ending | Capital Expenditures |
|--------------------|----------------------|
| 2003               | \$ 7,722,886         |
| 2004               | \$ 15,947,723        |
| 2005               | \$ 9,794,036         |
| 2006               | \$ 3,167,947         |
| 2007               | \$ 8,602,463         |
| Total              | \$ 45,235,055        |

Figure 53 –Capital Expenditures

Funds were used to complete 23 parks, develop trails, construct the Wackford Community and Aquatic Complex, renovate playgrounds, and finish golf course improvements. The CSD shows a willingness to maintain and enhance its infrastructure to improve services. The Park and Recreation 2009-2013 CIP expenditures and funding sources are shown in **Figure 54**.

| Fiscal Year Ending         | 2009          | 2010         | 2011          | 2012          | 2013          | Totals 2009-13        |
|----------------------------|---------------|--------------|---------------|---------------|---------------|-----------------------|
| <b>CIP Expenditures</b>    | \$ 19,095,000 | \$ 9,304,551 | \$ 14,016,000 | \$ 13,163,000 | \$ 20,725,000 | \$ 76,303,551         |
| <b>Funding Sources</b>     |               |              |               |               |               | <b>Totals 2009-13</b> |
| Park Impact Fees           | \$ 6,685,000  | \$ 4,599,551 | \$ 7,730,000  | \$ 2,955,000  | \$ 9,344,552  | \$ 31,314,103         |
| L&L Fund Balance           | \$ 7,472,825  | \$ 992,917   | \$ 1,515,000  | \$ 940,000    | \$ 820,448    | \$ 11,741,190         |
| Reserve Funds              | \$ 2,897,175  | \$ 2,425,083 | \$ -          | \$ -          | \$ -          | \$ 5,322,258          |
| Other Sources              | \$ 1,885,000  | \$ 200,000   | \$ -          | \$ -          | \$ -          | \$ 2,085,000          |
| Quimby Fees                | \$ -          | \$ 687,000   | \$ 35,000     | \$ -          | \$ 600,000    | \$ 1,322,000          |
| Grant Funds                | \$ 140,000    | \$ -         | \$ -          | \$ -          | \$ -          | \$ 140,000            |
| Mello Roos Special Taxes   | \$ 15,000     | \$ -         | \$ -          | \$ -          | \$ -          | \$ 15,000             |
| Unfunded Projects          | \$ -          | \$ 400,000   | \$ 4,736,000  | \$ 9,268,000  | \$ 9,960,000  | \$ 24,364,000         |
| <b>CIP Funding Sources</b> | \$ 19,095,000 | \$ 9,304,551 | \$ 14,016,000 | \$ 13,163,000 | \$ 20,725,000 | \$ 76,303,551         |

Figure 54 – CIP Expenditures and Funding Sources

Projects in the 2009-2013 CIP have been adjusted to reflect the delayed development of the Morse and Eastern Elk Grove community centers, as well as delaying additional parkland purchases beyond 2013, as recommended in the Five-Year Financial Projection.

Expenditures are shown for 71 projects totaling \$76.3 million. This includes 37 new construction projects and 34 renovation or replacement projects, of which 29 are playground replacements. Revenues also total \$76.3 million and include \$51.9 million of secured funding plus \$24.3 million of unfunded projects. The CSD is reviewing options to secure additional funds through grants, trusts, assessments and other methods, and will adjust the CIP as necessary to accommodate available

funding.

The percentage of funding from each funding source is shown in **Figure 55**. Park impact fees provide 41 percent of all funding. Impact fees are restricted to new development projects identified in Park Facility Finance Plans. Landscape and Lighting (L&L) Fund Balance provide 15 percent of all funding. These funds are used for new construction or renovation projects within the benefit zone where the funds were collected. Remaining funding sources (excluding unfunded projects) account for 12 percent of all funding.

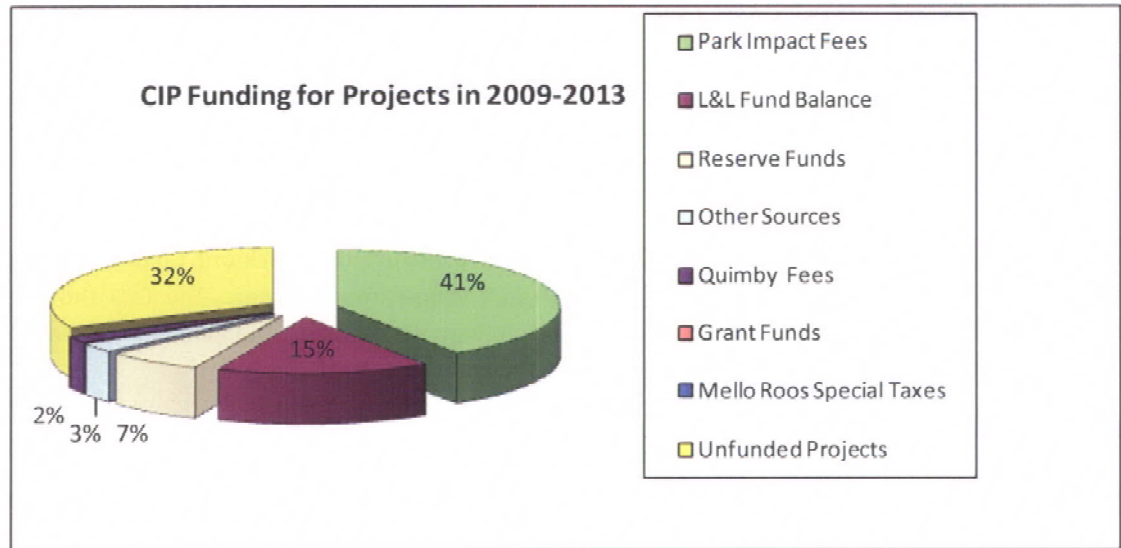


Figure 55 – CIP Funding Sources by Percentage of Total Funding

### LANDSCAPE AND LIGHTING DISTRICT FINANCES

The CSD’s Landscape and Lighting (L&L) Assessment District was originally formed in 1994 and included nine benefit zones. Subsequent zones were formed and added to the CSD as areas in Elk Grove developed. As of 2008, 13 geographic benefit zones, plus a District-Wide benefit zone, have been created.

Fees are levied on parcels to provide funds for maintenance, repair, replacement, services, utilities and capital improvements associated with parks, certain landscape medians owned by the City of Elk Grove,, corridors, trails, open space and recreation facilities. The assessment rates in each zone are set to be consistent with the benefits received by the property owners paying the assessments in each zone. The facilities and benefits are specific to each zone, thus the rates vary based on the number and types of facilities present in that zone and the costs required to maintain them.

Until the passage of Proposition 218 in 1996, assessments could be adjusted annually to fund the actual cost of maintenance activities. Proposition 218 froze assessment rates in effect at that time. As a direct result of Proposition 218, in 1997 the CSD underwent a validation procedure whereby property owners affirmed their willingness to pay the landscape and lighting assessments including



an annual rate increase consistent with increases in the consumer price index (CPI), usually somewhere between 2 percent and 5 percent.

L&L revenues and expenditures are shown in **Figure 56** and **Figure 57**. Revenues have exceeded expenditures in benefit zones with rates established after passage of Proposition 218.. The additional revenue is used to increase the required dry period finance reserve and augment the capital improvement reserve. Dry period financing is cash needed for annual operating expenses during July to December, until the first installment of L&L fees is received from the County of Sacramento. Capital improvements can be new construction or renovation projects.

As of 2008, assessment revenues in four zones were not keeping pace with expenses. These were Zone 2 – Camden; Zone 3 – Elk Grove/ West Vineyard; Zone 6 – Central Elk Grove, and Zone 9 – Waterman/Park Village. Even with consumer price index (CPI) adjustments, expenditures are exceeding assessment revenues. These zones will face deficit situations in the next one to four years. The CSD is considering how to address this situation through cost-cutting measures, reduced service levels, or increased assessments.

| Fiscal Year Ending     | 2003         | 2004         | 2005         | 2006         | 2007         |
|------------------------|--------------|--------------|--------------|--------------|--------------|
| Operating Revenues     | \$ 5,764,900 | \$ 7,259,277 | \$ 7,797,583 | \$ 8,437,316 | \$ 8,570,794 |
| Operating Expenditures | \$ 3,759,581 | \$ 5,072,219 | \$ 5,407,199 | \$ 5,902,160 | \$ 6,716,506 |
| Balance                | \$ 2,005,319 | \$ 2,187,058 | \$ 2,390,384 | \$ 2,535,156 | \$ 1,854,288 |

Figure 56 – Landscape and Lighting (L&L) Operating Revenues and Expenditures

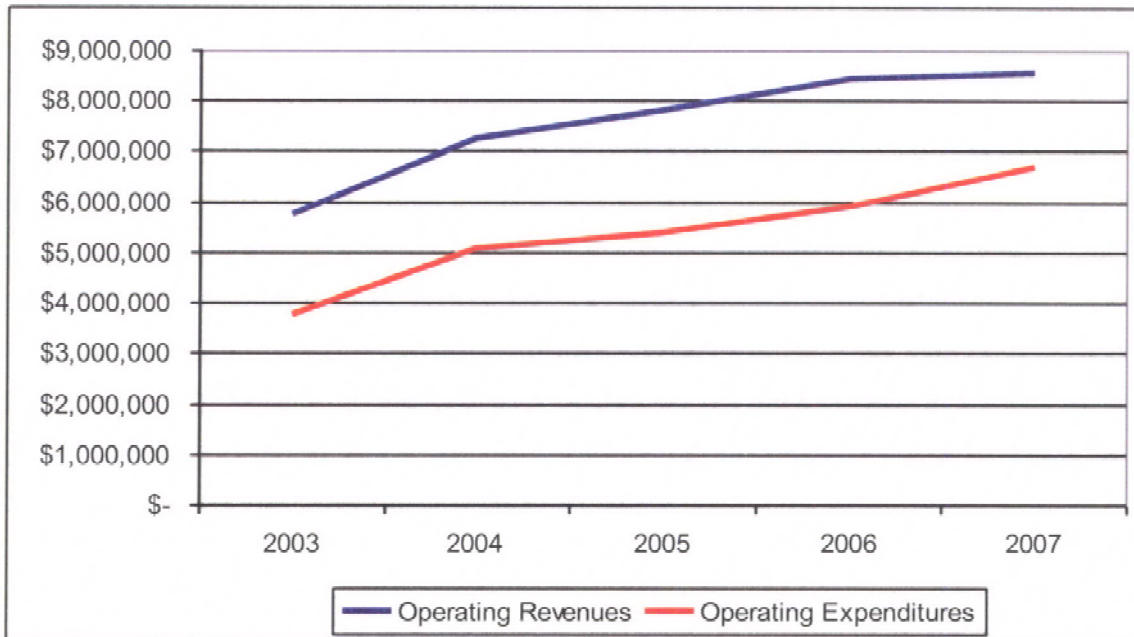


Figure 57 – Landscape and Lighting (L&L) Operating Revenues and Expenditures Trends



## COST RECOVERY

In 2005, the CSD Board of Directors approved a cost allocation methodology for recreation programming which balances service value with cost recovery. In general, programs with the highest service value are expected to recover a lower percentage of expenditure as compared with programs that may have a lower service value. These latter programs generally are priced in a manner to recover higher percentages of expenditures.

Programs are evaluated on their ability to recover up to five categories of expenses.

- **Direct** – The specific “go away” costs at the course or activity level. These include leaders, instructors and materials or services specific to the course or activity.
- **Indirect** – Costs are tied to the program but costs may be shared among programs. Examples are recreation supervisors and costs tied to the supervisors such as computers and telephones.
- **Facility** – Facility transfer costs, registration staff, utilities and athletic field lights.
- **Department** – Division level and shared costs such as departmental administration staff, subscriptions, graphic artists, and credit card costs.
- **District** – Administration level costs not specific to parks and recreation such as general manager, human resources, public information officer and board of directors.

The CSD evaluates cost recovery for 25 activity types identified in **Figure 58**. The Board-approved policy calls for various levels of cost recovery for each activity type. For example, Adult Sports has a goal of covering 100 percent of direct costs and between 78 and 90 percent of indirect costs. Comparatively, Aquatic Certification Classes has a goal of covering 65 to 85 percent of direct costs. Three programs (Operation Clyde Scholarships, Volunteers, and Co-sponsored Events) are fully subsidized and do not have cost recovery expectations.

**Figure 58** includes the 25 activity types and the 2007-08 cost recovery goals. Twenty-one of the 25 activity types are anticipated to meet or exceed Board-approved cost recovery goals by the end of Fiscal Year 2007-08. When appropriate, staff recommends adjustments to the cost recovery goals. The cost allocation methodology is used in preparing the annual programming budgets to ensure that cost recovery targets are met or exceeded.

Taken as a whole, CSD recreation programming budgets are recovering 75 percent of expenditures, which is well above the industry norm of 40 to 60 percent. To maintain this above average performance, staff should continue to evaluate cost recovery goals annually and adjust user fees when appropriate.

| Activity Types - Fiscal Year Ending 2008 | Direct           | Indirect  | Facility   | Department | District |
|------------------------------------------|------------------|-----------|------------|------------|----------|
| Adult Sports                             |                  | 78% - 90% |            |            |          |
| Certification Classes                    | 65% - 85%        |           |            |            |          |
| Community Events                         |                  | 45% - 50% |            |            |          |
| Concessions                              |                  | 80% - 90% |            |            |          |
| Co-Sponsored Events                      | Fully subsidized |           |            |            |          |
| EGYSA                                    |                  | 50% - 65% |            |            |          |
| Environmental Education                  | 50% - 70%        |           |            |            |          |
| Field/Gym Rentals                        |                  | 50% - 70% |            |            |          |
| Gifts for Tomorrow                       |                  | 10% - 20% |            |            |          |
| Golf Course                              |                  |           | 90% - 100% |            |          |
| Jr. Guard                                |                  | 20% - 40% |            |            |          |
| Kid Central                              |                  |           | 80% - 90%  |            |          |
| Lap Swim/Adult Fitness                   |                  | 55% - 85% |            |            |          |
| Leisure Classes                          |                  | 70% - 90% |            |            |          |
| Operation Clyde                          | Fully subsidized |           |            |            |          |
| Pre-Kinder                               |                  |           |            |            | 100%     |
| Recreation Swim                          |                  |           | 70% - 85%  |            |          |
| Regional Special Events                  |                  | 45% - 50% |            |            |          |
| Rentals/Pool Parties                     |                  |           | 75% - 100% |            |          |
| Skate Park                               | 15% - 25%        |           |            |            |          |
| Swim Lessons                             |                  |           | 85% - 100% |            |          |
| Teen Activities                          | 65% - 80%        |           |            |            |          |
| Therapeutic Recreation                   | 20% - 40%        |           |            |            |          |
| Volunteers                               | Fully subsidized |           |            |            |          |
| Youth Sports                             |                  | 85% - 90% |            |            |          |

Figure 58 – CSD Board Approved Recreation Programming Cost Recovery



## PRICING POLICY

PROS recommends that any program subsidy be communicated to the program participants to demonstrate the investment that the CSD is making to the recreational program. This communication should include the cost of operating the program and facilities even if facilities costs are not being recovered in the fee.

## FEES AND CHARGES GUIDELINES

The Guidelines should include age segment, exclusive use, contractual and special event pricing classifications. A pricing guideline should consider the following elements:

- Cost Recovery Goal Pricing
- Age Segment Pricing
- Group Discounting and Packaging
- Non-primetime
- Level of Exclusivity Pricing
- Incentive Pricing
- Primetime

Guidelines should include incentive pricing for programs that provide significant social benefits, group discounts, and primetime/non-primetime classifications. Incentive pricing may also be used for new programs to test the program content and adequacy of the facilities. Cost recovery guides also help programmers in developing program content, number of sessions, and materials and supplies that may be included in the program fee.

## PRICING POLICY PHILOSOPHY

A Pricing Policy provides the CSD with consistent guidelines in pricing services and programs. This allows users to better understand the philosophy behind pricing a service. Furthermore, the level of service and benefits users receive is translated into a price that is based on a set subsidy level, or on the level of individual consumption or exclusivity that is involved outside of what a general taxpayer receives.

Cost-of-service documentation with adopted pricing policies provides the CSD with the tools to adjust the pricing of programs and services as operation and maintenance costs increase against a fixed tax revenue stream.

The objectives of pricing user fees are four-fold:

- Equity
- Revenue production
- Efficiency
- Redistribution of income

**Equity** means that those who benefit from the service should pay for it; and those who benefit the most should pay the most. The type of service will directly determine the cost recovery strategy or pricing strategy to be used in pricing services. Public agencies offer three kinds of services.

- **Public services** normally have no user fee associated with their consumption. These services are subsidized with taxes.
- **Merit services** can be priced using either a partial overhead pricing strategy or a variable cost pricing strategy. Partial overhead pricing strategies recover all direct operating costs and some determined portion of fixed costs. The portion of fixed costs not covered by the price established represents the tax subsidy. Whatever the level of tax subsidy, the CSD needs to effectively communicate the level of tax subsidy being incurred.
- **Private park and recreation services** are where a specific user or user group receives a benefit above and beyond what the general public receives. Most park and recreation agencies use a full cost recovery strategy for these services.

**Revenue production** means that user fees from parks and recreation programs and activities will assist in the overall operation of the Park and Recreation budget. It offers flexibility in providing services not normally provided through tax dollars. Example: Promotional dollars for programs and services. Revenue production provides the CSD with in-kind dollars for grant matches and the ability to enhance facilities.

Revenue production helps offset tax dollars spent on a program or service that over time demands more tax dollars to maintain. Example: Tennis and playground programs. Revenue dollars are paid by individuals who value this experience.

**Efficiency** is maintained by pricing and prioritizing activities based on community input and availability of funding. Priorities in management of park lands, resources and activities are clearly defined. Activities in highest demand are priced accordingly. Cost tracking of dollars spent for each activity is documented. Pricing can achieve six positive results:

- Reduces congestion and overcrowding
- Indicates clientele demand and support
- Increases positive consumer attitudes
- Provides encouragement to the private sector (so it can compete with the CSD, and the CSD can reallocate resources when appropriate)
- Provides incentive to achieve societal goals
- Ensures stronger accountability on agency staff and management

**Redistribution of income** involves setting fees to cover operational costs as well as future improvements associated with the activity. Example: Adult softball players fees include additional funds for facility maintenance and capital improvements.

The CSD should regularly review and adjust the funding potential for the sources that best fit the agency's mission and objectives.



## FINANCIAL ASSESSMENT SUMMARY

The CSD is in a sound financial position with respect to operating revenues and expenditures, fund balance, and investments in capital projects.

The CSD has used a balance of operating cash and debt to fund capital expenditures. The use of operating revenues for capital renewal and replacements demonstrates that the CSD is willing to maintain the system asset to the maximum potential life.

The CSD's Five-Year Budget Projection projects that property tax growth will slow significantly through 2013. The CSD Parks and Recreation Department will need to focus on maintaining programming within projected funding limits.

User fees and charges are set annually by the CSD Board to ensure cost recovery goals are met. As of 2007, CSD recreation programming is recovering 75 percent of costs, which is above industry averages of 40 percent to 60 percent.

Additional funding opportunities exist in golf and special events. Golf pricing should continue to recover approximately 100 percent of the operational budget and additional impact fees for capital improvements should be explored. Special events operations and contracts should be reviewed to **recover a larger amount of the CSD's expenditures**. Sponsorships and partnerships are typically used to cover a portion of the costs of Special Events.

Some Landscape and Lighting benefit zones have assessment rates set at levels below expenditure amounts. This cannot be sustained on a continuing basis. If parcel owners do not approve higher assessment rates, service levels should be decreased to expenditure levels. The Park and Recreation Department needs additional revenue sources to develop and maintain the growth of the system. Revenue development will require additional staff to develop and manage potential revenue sources.

To maintain the strength of the CSD Parks and Recreation Department, PROS recommends:

- Continue to annually review and update schedules of charges for programs and services according to the CSD cost recovery policy.
- Provide an opportunity for property owners in each zone to adjust the assessments to amounts that will provide the levels of maintenance service desired by the constituents of each zone.
- Add a revenue management section to develop and manage new revenue sources. This could provide additional operating and capital funds as presented in the following section.

## FUNDING PLAN

### POTENTIAL FUNDING SOURCES

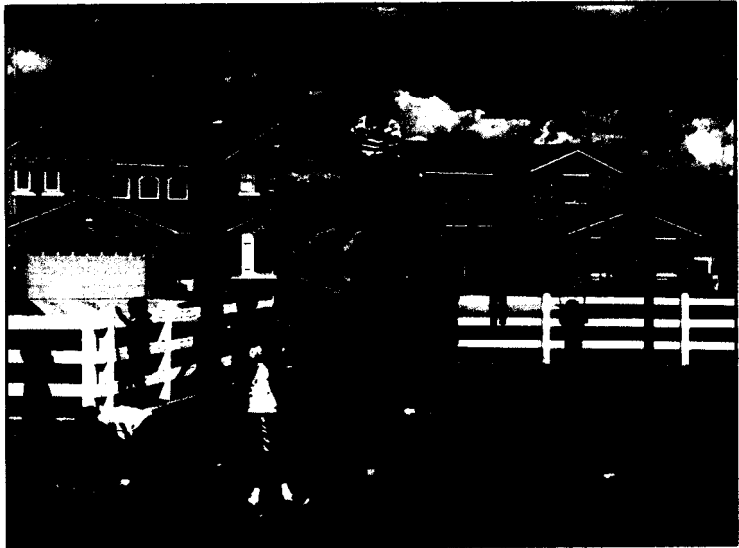
PROS prepared a 25-year plan for CIP Project Costs and Funding Sources for the period 2009 through 2034 (Figure 59). Projects and revenues through 2013 correspond with the adopted CSD Five-Year CIP. Projects and revenues from 2014 through 2034 are estimates.

It is unreasonable to expect completion of all 91 Master Plan CIP Projects with current funding sources. It would cost \$314 million, but Identified revenues total only \$114 million, leaving an unfunded balance of \$200 million.

The goal of the Funding Plan is suggest new and innovative methods to increase funding sources. 37 potential revenue sources are identified and evaluated in the following pages. New, sustainable funding sources are essential to implementing the Master Plan. The CSD has relied heavily on developer impact fees, Lighting and Landscape assessments, and user fees to support the system. The key for the future is to diversify sources of funding to accomplish the initiatives in this plan.

These sources need to be committed on a long-term basis to assure a continuing income stream. There is significant potential to increase revenue to operate the CSD parks and recreation services, while still meeting the objectives of providing affordable programs.

There is no expectation that the unfunded balance of \$200 million would be paid by the development community. The CCSD has worked extensively with the development community to confirm that new development pays only their fair share for mutually agreed-to facilities. This normally includes parks and amenities identified in a nexus study which offset new development impacts. Many of the Master Plan CIP projects go beyond new development impacts and these will require new funding sources, such as those identified below.



### REVENUE DEVELOPMENT DIVISION

Achieving the revenue goals outlined on the following pages will require staff skilled in grant writing, developing foundation contacts, and identifying new revenue opportunities. This requires establishment of a self-funded Revenue Development Division within the Department to aggressively pursue and develop new revenue sources. A reasonable expectation for the Revenue Development Division would to annually raise \$600,000 to \$700,000 from new revenue sources within a **five-year** timeframe. The new revenue source examples are detailed on the next pages. Over the 25 year period, the Revenue Development Division would cost \$4.6 million while securing revenues of \$16.5 million for a net revenue gain of \$11.9 million.



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| Funding Sources |                  |                  |               |               |             |             |                          |                  |              |           | Total Funds |           |                         |
|-----------------|------------------|------------------|---------------|---------------|-------------|-------------|--------------------------|------------------|--------------|-----------|-------------|-----------|-------------------------|
| Total Costs     | Park Impact Fees | L&L Fund Balance | Reserve Funds | Other Sources | Quimby Fees | Grant Funds | Mello Roos Special Taxes | External Funding | Capital Fees | User Fees |             | Grants    | Franchises and Licenses |
| 19,095,000      | 6,685,000        | 272,825          | 2,897,175     | 1,885,000     | 7,200,000   | 140,000     | 15,000                   |                  |              |           |             |           | 19,095,000              |
| 9,404,551       | 4,599,551        | 992,917          | 2,425,083     | 200,000       | 687,000     | -           | -                        | 70,000           | 11,000       | 31,000    | 20,000      | 12,000    | 9,048,511               |
| 14,116,000      | 7,730,000        | 1,515,000        | -             | -             | 35,000      | -           | -                        | 140,000          | 22,000       | 62,000    | 40,000      | 24,000    | 9,568,000               |
| 13,263,000      | 2,955,000        | 940,000          | -             | -             | -           | -           | -                        | 210,000          | 33,000       | 93,000    | 60,000      | 36,000    | 4,327,000               |
| 20,825,000      | 9,344,552        | 820,448          | -             | -             | 600,000     | -           | -                        | 280,000          | 44,000       | 124,000   | 80,000      | 48,000    | 11,341,000              |
| 29,170,000      | 1,800,000        | 500,000          | -             | -             | -           | -           | -                        | 350,000          | 55,000       | 155,000   | 100,000     | 60,000    | 3,020,000               |
| 10,729,391      | 1,800,000        | 500,000          | -             | -             | -           | -           | -                        | 350,000          | 55,000       | 155,000   | 100,000     | 60,000    | 3,020,000               |
| 11,631,036      | 1,800,000        | 500,000          | -             | -             | -           | -           | -                        | 350,000          | 55,000       | 155,000   | 100,000     | 60,000    | 3,020,000               |
| 11,167,307      | 1,800,000        | 500,000          | -             | -             | -           | -           | -                        | 350,000          | 55,000       | 155,000   | 100,000     | 60,000    | 3,020,000               |
| 10,945,036      | 1,800,000        | 500,000          | -             | -             | -           | -           | -                        | 350,000          | 55,000       | 155,000   | 100,000     | 60,000    | 3,020,000               |
| 9,945,036       | 1,800,000        | 500,000          | -             | -             | -           | -           | -                        | 350,000          | 55,000       | 155,000   | 100,000     | 60,000    | 3,020,000               |
| 9,945,036       | 1,800,000        | 400,000          | -             | -             | -           | -           | -                        | 350,000          | 55,000       | 155,000   | 100,000     | 60,000    | 3,020,000               |
| 9,945,036       | 1,800,000        | 400,000          | -             | -             | -           | -           | -                        | 350,000          | 55,000       | 155,000   | 100,000     | 60,000    | 3,020,000               |
| 9,945,036       | 1,800,000        | 400,000          | -             | -             | -           | -           | -                        | 350,000          | 55,000       | 155,000   | 100,000     | 60,000    | 3,020,000               |
| 9,945,036       | 1,800,000        | 400,000          | -             | -             | -           | -           | -                        | 350,000          | 55,000       | 155,000   | 100,000     | 60,000    | 3,020,000               |
| 9,945,036       | 1,800,000        | 400,000          | -             | -             | -           | -           | -                        | 350,000          | 55,000       | 155,000   | 100,000     | 60,000    | 3,020,000               |
| 9,945,036       | 1,800,000        | 400,000          | -             | -             | -           | -           | -                        | 350,000          | 55,000       | 155,000   | 100,000     | 60,000    | 3,020,000               |
| 14,945,036      | 1,800,000        | 400,000          | -             | -             | -           | -           | -                        | 350,000          | 55,000       | 155,000   | 100,000     | 60,000    | 2,920,000               |
| 9,945,036       | 1,800,000        | 300,000          | -             | -             | -           | -           | -                        | 350,000          | 55,000       | 155,000   | 100,000     | 60,000    | 2,920,000               |
| 9,945,036       | 1,800,000        | 300,000          | -             | -             | -           | -           | -                        | 350,000          | 55,000       | 155,000   | 100,000     | 60,000    | 2,920,000               |
| 9,945,036       | 1,800,000        | 300,000          | -             | -             | -           | -           | -                        | 350,000          | 55,000       | 155,000   | 100,000     | 60,000    | 2,920,000               |
| 9,945,036       | 1,800,000        | 300,000          | -             | -             | -           | -           | -                        | 350,000          | 55,000       | 155,000   | 100,000     | 60,000    | 2,920,000               |
| 9,945,036       | 1,800,000        | 300,000          | -             | -             | -           | -           | -                        | 350,000          | 55,000       | 155,000   | 100,000     | 60,000    | 2,920,000               |
| 9,945,036       | 1,800,000        | 300,000          | -             | -             | -           | -           | -                        | 350,000          | 55,000       | 155,000   | 100,000     | 60,000    | 2,920,000               |
| 9,945,036       | 1,800,000        | 300,000          | -             | -             | -           | -           | -                        | 350,000          | 55,000       | 155,000   | 100,000     | 60,000    | 2,920,000               |
| 314,466,905     | 69,114,103       | 13,041,190       | 5,322,258     | 2,085,000     | 8,522,000   | 140,000     | 15,000                   | 8,050,000        | 1,265,000    | 3,565,000 | 2,300,000   | 1,380,000 | 114,799,510             |

Staff from 2010 to 2013 and a second staff member starting in 2014. Total cost through 2034: \$4,600,000  
 Staff member because any cost increases would only be offset by increases in New Revenues.  
 1 staff estimate at \$720,000 by fifth year of implementation (2014). Increase from 20% (\$144,000) in Year 1 to 100% in Year 5 (\$720,000)  
 1,000

## EXTERNAL FUNDING

The following examples provide external funding opportunities for the CSD to consider for the future. Each of these sources can be evaluated in more detail to determine the level of funding they would yield if pursued aggressively. Amounts shown are new funds above and beyond any existing amounts collected. Some funding sources show \$0 of revenue indicating the revenue source was evaluated but determined to produce no additional revenue potential.

### Corporate Sponsorships

This revenue-funding source allows corporations to invest in the development or enhancement of new or existing facilities in park systems. Sponsorships are also highly used for programs and events.

Additional Estimated O&M and Capital Funding - \$ 100,000 annually

### Partnerships

Partnerships are joint development funding sources or operational funding sources between two separate agencies, such as two government entities, a non-profit and a public agency, or a private business and a public agency. Two partners jointly develop revenue producing park and recreation facilities and share risk, operational costs, responsibilities and asset management, based on the strengths and weaknesses of each partner.

Additional Estimated O&M and Capital Funding - \$ 50,000 annually

### Foundations / Gifts

These dollars are raised from tax-exempt, non-profit organizations established with private donations in promotion of specific causes, activities, or issues. They offer a variety of means to fund capital projects, including capital campaigns, gifts catalogs, fundraisers, endowments, sales of items, etc.

Additional Estimated O&M and Capital Funding - \$ 100,000 annually

### Private Donations

Private Donations may also be received in the form of funds, land, facilities, recreation equipment, art or in-kind services. Donations from local and regional businesses as sponsors for events or facilities should be pursued.

Additional Estimated O&M and Capital Funding - \$ 50,000 annually

### Friends Association

These groups are formed to raise money typically for a single focus purpose that could include a park facility or program that will better the community as a whole and their special interest.

Additional Estimated O&M and Capital Funding - \$ 25,000 annually

### Irrevocable Remainder Trusts

These trusts are set up with individuals who typically have more than \$1 million in wealth. They will leave a portion of their wealth to an agency in a trust fund that allows the fund to grow over a period of time and then is available for an agency to use a portion of the interest to support specific park and recreation facilities or programs that are designated by the trustee.



## Cosumnes Community Services District

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Additional Estimated O&M and Capital Funding - \$ 0 annually

### **Volunteerism**

The revenue source is an indirect revenue source in that persons donate time to assist the department in providing a product or service on an hourly basis. This reduces the Department's cost in providing the service plus it builds advocacy into the system.

Additional Estimated O&M and Capital Funding - \$ 5,000 annually

### **Special Fundraisers**

Many park and recreation agencies have special fundraisers on an annual basis to help cover specific programs and capital projects.

Additional Estimated O&M and Capital Funding - \$ 20,000 annually

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## CAPITAL FEES

Capital fees are added to the cost of revenue producing facilities such as golf courses, pools, recreation centers, hospitality centers and sports complexes and are removed after the improvement is paid off.

Additional Estimated Funding for Capital Improvements - \$ 50,000 annually

### **Dedication/Development Impact Fees**

These fees are assessed for the development of residential properties with the proceeds to be used for parks and recreation purposes, such as open space acquisitions, community park site development, neighborhood park development, regional park acquisition and development, etc.

Previously approved fees are already identified in the Funding Sources spreadsheet (Figure 59). Any additional fees for park land acquisition, park development, or related facility activities will require a nexus study to justify the benefit to the affected parties before being imposed.

### **Impact Fees**

These fees are different than the one above since these fees are in addition to the set user rate for accessing facilities such as golf courses, recreation centers and pool facilities to support capital improvements that benefit the user of the facility.

Additional O&M and Capital Funding available – \$5,000 annually

### **Mello Roos District**

These are fees for a specific purpose with an election approving district and fees by 2/3 majority. Due to existing L&L Districts within the CSD, it is unlikely that voters would approval an additional tax.

Additional Estimated O&M and Capital Funding - \$ 0

## USER FEES

These fees are charged primarily to recreation program users and are based on the direct and indirect cost to provide consumptive recreation services and will vary based on the cost recovery goals and pricing policy in place for the core programs. The CSD has been currently employing a majority of these initiatives and should continue the same.

### Recreation Service Fees

This is a dedicated user fee, which can be established by a local ordinance or other government procedures for the purpose of constructing and maintaining recreation facilities. The fee can apply to all organized activities, which require a reservation of some type or other purposes, as defined by the local government. Examples of such activities include adult basketball, volleyball, tennis, and softball leagues, youth baseball, soccer, football and softball leagues, and special interest classes. The fee allows participants an opportunity to contribute toward the upkeep of the facilities being used.

Additional Estimated O&M and Capital Funding - \$ 50,000 annually

### Recreation Fees/Charges

The Department must position its fees and charges to be market-driven and based on both public and private facilities. The potential outcome of revenue generation is consistent with national trends relating to public park and recreation agencies, which generate an average 35 percent to 50 percent of operating expenditures.

Additional Estimated O&M and Capital Funding - \$ 100,000 annually

### Ticket Sales/Admissions

This revenue source is on accessing facilities for self-directed activities such as pools, ice skating rinks, ballparks and entertainment facilities. These user fees help offset operational costs.

Additional Estimated O&M and Capital Funding - \$ 0 annually. The CSD has existing admission charges based on approved cost recovery policy. No additional revenue would be received.

### Permits (Special Use Permits)

These special permits allow individuals to use specific park property for financial gain. The CSD either receives a set amount of money or a percentage of the gross service that is being provided.

Additional Estimated O&M and Capital Funding - \$ 5,000 annually

### Reservations

This revenue source comes from the right to reserve specific public property for a set amount of time. The reservation rates are usually set and apply to group picnic shelters, meeting rooms for weddings, reunions and outings or other types of facilities for special activities.

Additional Estimated O&M and Capital Funding - \$ 0 annually. The CSD has an existing fee structure for reservations.



### **Equipment Rental**

The revenue source is available on the rental of equipment such as tables, chairs, tents, stages, bicycles, roller blades, boogie boards, etc. that are used for recreation purposes.

Additional Estimated O&M and Capital Funding - \$ 0 annually. The CSD current rents out specific items, such as the portable stage. No other equipment is deemed feasible for equipment rental.

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## **GRANTS**

The Grant market continues to grow annually. Grant writers and researchers are required to make this funding source work financially. Matching dollars are required for most grants.

### **Partnership Enhancement Monetary Grant Program**

Partnership Enhancement Monetary Grant Program, administered by the National Tree Trust. Matching grants are available on a 50/50 cost share basis. Funds are available for projects which promote public awareness in support of tree planting, maintenance, management, protection and cultivation of trees in rural, community and urban settings.

Additional Estimated O&M and Capital Funding - \$ 100,000 annually

### **CDBG Funding**

Funding received in accordance with the Community Development Block Grant (CDBG) Programs national objectives as established by the U.S Department of Housing and Urban Development. Funding may be applied to such programs as Infrastructure Improvements, Public Facility and Park Improvements, Human Service Enhancements, Lead-Based Paint Education and Reduction, Housing Education Assistance, and Economic Development and Anti-poverty strategies. Requires partnership with the City of Elk Grove.

Additional Estimated O&M and Capital Funding - \$ 0 annually – included in partnership number above

### **Land Trust**

Many systems have developed land trusts to help secure and fund the cost for acquiring land that needs to be preserved and protected for greenway purposes. This could be a good source to look to for acquisition of future lands.

Additional Estimated O&M and Capital Funding - \$ 0 annually – included in partnership number above

### **Property Taxes**

Ad valorem taxes on real property. Proposition 13 precludes the imposition of new property taxes in California.

Additional Estimated O&M and Capital Funding - \$0 annually

**Lighting and Landscape District**

This is a special property owner-approved assessment. The CSD uses this funding source extensively to fund maintenance of existing and future parks and corridors. Assessment rates are governed by Proposition 218, which was passed by voters in 1997. The CSD is evaluating options for benefit zones where assessment revenues are below expenditures. Any rate increase is likely to cover existing maintenance needs and will not fund new capital improvement needs.

Additional Estimated O&M and Capital Funding - \$ 0 annually

**Hotel, Motel and Restaurant Tax**

Tax based on gross receipts from charges and meal services, which may be used to build and operate sports fields, regional parks, golf courses, tennis courts, and other special park and recreation facilities. This fee is governed by the City of Elk Grove. Although it is a possible source of funding, the City is facing it's own funding challenges and is using this funding source for city programs.

Additional Estimated O&M and Capital Funding - \$0 annually

**Special Improvement District/Benefit District**

Taxing districts established to provide funds for certain types of improvements that benefit a specific group of affected properties. Improvements may include landscaping, the erection of fountains, and acquisition of art, and supplemental services for improvement and promotion, including recreation and cultural enhancements.

Additional Estimated O&M and Capital Funding - \$0 annually

**Sales Tax**

This existing revenue source has been very successful in funding the park system in Frisco, Texas. This tax is very popular in high-traffic tourism type cities and with county and state parks and is not likely to be used in this area. Requires partnership with the City of Elk Grove.

Additional Estimated O&M and Capital Funding - \$ 0 annually

**Food and Beverage Tax**

The tax is usually associated with convention and tourism bureaus. However, since parks and recreation agencies manage many of the tourism attractions, they receive a portion of this funding source for operational or capital expenses. Requires partnership with the City of Elk Grove.

Additional Estimated O&M and Capital Funding - \$ 0 annually

**Public Improvement District (PID)**

New developments can establish a Public Improvement District (PID) when authorized by a city and legally set up according to state law. This taxing district provides funds especially for the operation and maintenance of public amenities such as parks and major boulevards.

Additional Estimated O&M and Capital Funding - \$ 0 annually



## FRANCHISES AND LICENSES

### **Catering Permits and Services**

This is a license to allow caterers to work in the park system on a permit basis with a set fee or a percentage of food sales returning to an agency. Many agencies have their own catering service and receive a percentage of dollars off the sale of their food.

Additional Estimated O&M and Capital Funding - \$ 5,000 annually

### **Pouring Rights**

Private soft drink companies execute agreements with an agency for exclusive pouring rights within park facilities. A portion of the gross sales goes back to the agency.

Additional Estimated O&M and Capital Funding - \$ 5,000 annually

### **Concession Management**

Concession management is from retail sales or rentals of soft goods, hard goods, or consumable items. The agency either contracts for the service or receives a set amount of the gross percentage or the full revenue dollars that incorporates a profit after expenses.

Additional Estimated O&M and Capital Funding - \$ 0 annually

### **Private Concessionaires**

Contract with a private business to provide and operate desirable recreational activities financed, constructed and operated by the private sector, with additional compensation paid to the agency.

Additional Estimated O&M and Capital Funding - \$0 annually

### **Greenway Utility**

Greenway utilities are used to finance acquisition of greenways and development of the greenways by selling the development rights underground for the fiber optic types of businesses.

Additional Estimated O&M and Capital Funding - \$ 0 annually

### **Naming Rights**

Many cities and counties have turned to selling the naming rights for new buildings or renovation of existing buildings and parks for the development costs associated with the improvement.

Additional Estimated O&M and Capital Funding - \$ 50,000 annually

### **Private Developers**

These developers lease space from agency-owned land through a subordinate lease that pays out a set dollar amount plus a percentage of gross dollars for recreation enhancements. These could include a golf course, restaurants, driving ranges, sports complexes, equestrian facilities, recreation centers and ice arenas. Future discussions need to be conducted with the City to determine feasibility.

Additional Estimated O&M and Capital Funding - \$ 0 annually

### **Easements**

This revenue source is available when the CSD allows utility companies, businesses or individuals to develop some type of an improvement above ground or below ground on their property for a set period of time and a set dollar amount to be received by the CSD on an annual basis. The CSD is using this concept with cellular companies in a number of parks and corridors.

Additional Estimated O&M and Capital Funding - \$ 10,000 annually

### **Advertising Sales**

This revenue source is for the sale of tasteful and appropriate advertising on park and recreation related items such as in the **agency's** program guide, on scoreboards, dasher boards and other visible products or services that are consumable or permanent that exposes the product or service to many people.

Additional Estimated O&M and Capital Funding - \$ 10,000 annually

### **Interlocal Agreements**

Contractual relationships entered into between two or more government agencies and/or between a government agency and a non-profit organization for the joint usage/development of sports fields, regional parks, or other facilities.

Additional Estimated O&M and Capital Funding – Cost savings vary depending on the nature of the agreement

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## **FUNDING PLAN SUMMARY**

The grand total of the potential new funding sources is estimated to be approximately \$ 720,000 per year if all funding sources generated revenue concurrently. Conceptually, funding could be pooled to issue a bond at 5.5 percent for 25 years and generate approximately \$9.5 million.

To generate substantial new amounts of revenue, the CSD Parks and Recreation Department would need to create and staff a Revenue Development Section with people skilled in obtaining new funds. The CSD should periodically review the funding model to consider new and enhanced funding opportunities.





## PARK DESIGN PRINCIPLES AND SERVICE STANDARDS

In developing design principles for parks it is important that each park be programmed, planned, and designed to meet the needs of its service area and classification within the overall park and recreation system. The term programming, when used in the context of planning and developing park land, refers to a list of uses and facilities and does not always include staff-managed recreation programs. The program for a site can include such elements as ball fields, spray parks, shelters, restrooms, game courts, trails, natural resource stewardship, open meadows, nature preserves, or interpretive areas. These types of amenities are categorized as lead or support amenities. The needs of the population of the park it is intended to serve should be considered and accommodated at each type of park. .

Park Design Principles in this document apply to parks Master Plans approved beginning in 2008, including City-CSD parks as defined in the 2007 Settlement Agreement. Existing parks were developed using 2001 Master Plan design principles. Programming changes at existing parks will be implemented only after discussion and agreement between the CSD and the Elk Grove Youth Sports Association (EGYSA) and community outreach.

Every park, regardless of type, needs to have an established set of outcomes. Park planners / designers design to those outcomes, including operational and maintenance costs associated with the design outcomes.

Each park classification category serves a specific purpose, and the features and facilities in the park must be designed for the number of age segments the park is intended to serve, the desired length of stay deemed appropriate, and the uses it has been assigned. Recreation needs and services required differ based on the age segments that make up the community. A varying number of age segments will be accommodated with the park program depending on the classification of the park. The age segments are:

- Ages 2-5
- Ages 6-8
- Ages 9-12
- Ages 13-17
- Ages 18-24
- Ages 25-34
- Ages 35-44
- Ages 45-54
- Ages 55-64
- Ages 65-75
- Ages 76+

## DEFINITIONS USED IN THE PARK DESIGN PRINCIPLES

**Land Usage:** The percentage of space identified for either passive use or active use in a park. A park master plan should follow land usage recommendations.

**Programming:** Can include active or passive (i.e., none). Active means it is organized and planned with pre-registration by the user. Examples of active programming include sports leagues, day camp, and aquatics. Passive programming is self-directed by the user at their own pace. Examples of passive programming include playground usage, picnicking, Frisbee, reading, or walking the dog.

**Maintenance Standards:** Three maintenance levels are generally defined. The difference between levels is frequency of maintenance as determined by funding availability. Maintenance Standards have these general characteristics.

- **Level A+ Maintenance** – High profile areas where the entire area is visible to foot traffic such as entrances to community centers, signature facilities, and areas where funding permits a higher level of maintenance (i.e., Laguna Ridge). Example of maintenance activities include: Mowing and edging twice per week, 95 percent turf coverage at start of season with 5 percent weeds and 0 percent bare area, edging once per week, tree pruning once annually, litter pickup twice per week.
- **Level A Maintenance** – Moderate to heavy use typical of most parks. Example maintenance activities include: Mowing and edging once per week, 88percent turf coverage at start of season with 8 percent weeds and 4 percent bare area, tree pruning every seven years, litter pickup once per week.
- **Level B Maintenance** – Typical for low usage parks or when funding is limited. Example maintenance activities include: Mowing and edging every 10 days, 80 percent turf coverage at start of season with 20 percent weeds, edging once per week or every 2 weeks in off-season, tree pruning every 10 years, litter pickup every other week.

In areas where turf does not impact quality of experience (i.e., dog parks) or non-landscaped open space areas, demand-based maintenance is provided according to funding availability.

**Park/Facility Classifications:** Includes Local Park, Neighborhood Park, Community Park, Regional Park, Sports Complex/Golf Facility, Special Use Park/Facility, Greenbelts/Trails/Paseos, and Open Space/Natural Area. Appendix A identifies sport field amenities.

**Revenue Facilities:** These include facilities that charge to play on them in the form of a access fee, player fee, team fee, or permit fee. These could include pools, golf courses, tennis courts, recreation centers, sport field complexes, concession facilities, hospitality centers, reservable shelters, outdoor or indoor theatre space, and special event spaces.

**Signature Facility/Amenity:** This is an enhanced facility or amenity which is viewed by community as deserving of special recognition due to its design, location, function, natural resources, etc.

Design Principles for each park classification follow.



## LOCAL PARK

As the smallest park classification, Local Parks are often referred to as pocket parks, tot lots, or landscaped public areas. Local parks range from 1,500 square feet to three acres and include amenities such as small playgrounds targeted for ages 2-5, small sport court, swings, benches, and landscaping. Local Parks typically have a localized service radius of one-quarter mile and include passive and active land usage, reflecting the overall standards of the entire park system. Local Parks serve limited and/or isolated recreational needs.

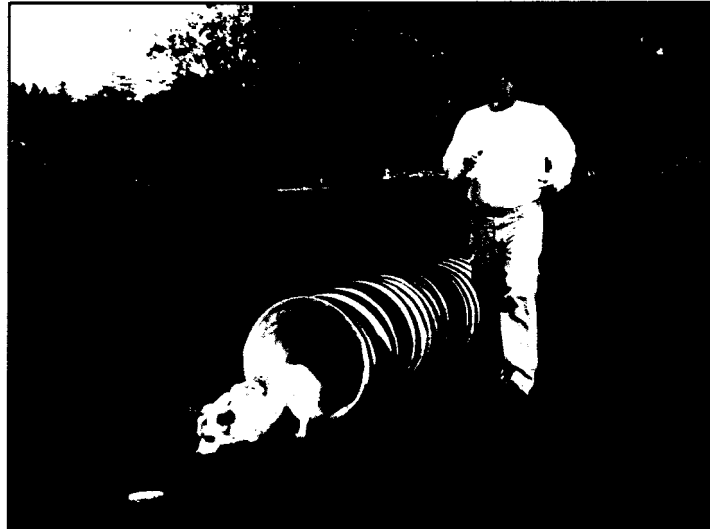
The CSD used this classification for park development up through adoption of the Master Plan Update. The Update recommends an emphasis on development of larger parks to accommodate community needs. This would include Neighborhood Parks, Community Parks, and Regional Parks. Therefore, any future Local Park would fit in the Special Use Park classification.

- Size of park: Up to three acres (usable area measured)
- Service Radius: 0.25 mile
- Site Selection: On a local street in a residential neighborhood. Where possible, next to a school, Encourage location to link subdivisions and linked by trails to other parks.
- Length of stay: One hour experience or less
- Amenities: small playgrounds for ages 2-5 and 5-12 with some shaded elements, swings, benches, small sport court, small picnic shelter, gardens, and landscaping. Amenities are ADA compliant
- Landscape Design: Appropriate design to enhance the park theme/use/experience
- Revenue facilities: none
- Maintenance Standards: Provide the highest level maintenance with available funding. Seek a goal of Level A maintenance standards. Some amenities may require Level A+ maintenance.
- Land usage: 90 percent active/10 percent passive. Protect geographic/cultural/historic features where possible.
- Programming: None
- Parking: none. Traffic calming devices encouraged next to park
- Lighting: Security only. Lighting on dual system with 50 percent of lights off at a set time and 50 percent on all night for security.
- Signage: Directional signage and facility/amenity regulations to enhance user experience

- Naming: Consistent with the 2007 Settlement Agreement, may be named for a prominent or historic person, event, or a natural landmark
- Other: Customized to demographics of neighborhood; safety design meets established Crime Prevention Through Environmental Design (CPTED) standards; integrated color scheme throughout

## NEIGHBORHOOD PARK

A neighborhood park should be three to 10 acres; however, some Neighborhood Parks are determined by use and facilities offered and not by size alone. The service radius for a neighborhood park is one half mile or six blocks. Neighborhood Parks should have safe pedestrian access for surrounding residents; parking may or may not be included but if included accounts for less than ten cars and provides for ADA access. Neighborhood Parks serve the recreational and social focus of the adjoining neighborhoods and contribute to a distinct neighborhood identity.



- Size of park: Three to 10 acres (active area measured). Preferred size is eight acres
- Service radius: 0.5 mile radius
- Site Selection: On a local or collector street. If near an arterial street, provide natural or artificial barrier. Where possible, site next to a school, provide linkage between developments and link trails to other parks
- Length of stay: One hour experience or less
- Amenities: One signature amenity (e.g. major playground, spray ground park, sport court, gazebo); no restrooms unless necessary for signature amenity; may include one non-programmed sports field; playgrounds for ages 2-5 and 5-12 with some shaded elements; loop trails; one type of sport court; no non-producing/unused amenities; benches, small picnic shelters next to play areas. Amenities are ADA compliant. No reservable shelters
- Landscape Design: Appropriate design to enhance the park theme/use/experience
- Revenue facilities: none
- Land usage: 85 percent active/15 percent passive
- Programming: Typically none, but a signature amenity may be included which is



programmed

- Maintenance Standards: Provide the highest level maintenance with available funding. Seek a goal of Level A maintenance standards. Some amenities may require Level A+ maintenance
- Signage: Directional signage and facility/amenity regulations to enhance user experience
- Parking: Design should include widened on-street parking area adjacent to park. Goal is to maximize usable park space. As necessary, provide 5-10 spaces within park including handicap spaces. Traffic calming devices encouraged next to park
- Lighting: Security or amenity only. Lighting on dual system with 50 percent of lights off at a set time and 50 percent on all night for security
- Naming: Consistent with the 2007 Settlement Agreement, may be named after a prominent or historic person, event, or natural landmark
- Other: Customized to demographics of neighborhood; safety design meets established CPTED standards ; integrated color scheme throughout

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## COMMUNITY PARK

Community Parks are designed to be accessible to multiple neighborhoods and should focus on meeting community-based recreational needs, as well as preserving unique landscapes and open spaces. Community Parks are generally larger in scale than neighborhood parks, but smaller than regional parks and are designed for residents who live within a three-mile radius. When possible, the park may be developed adjacent to a school.

Community Parks provide recreational opportunities for the entire family and are designed to include facilities for specific recreational purposes such as: athletic fields, swimming pool, tennis courts, extreme sports amenity, recreation center, loop trails, picnic areas, reservable picnic shelters, sports courts, permanent restrooms, large turfed and landscaped areas and a playground or spray ground. Passive outdoor recreation activities such as meditation, quiet reflection, and wildlife watching also take place at Community Parks.

Community Parks generally range from 20 to 100 acres depending on the community. Community Parks serve a larger area – radius of one to three miles and contain more recreation amenities than a Neighborhood Park.

- Size of park: 20 to 60 acres normally. Can be up to 100 acres (usable area measured).
- Service radius: One to three mile radius
- Site Selection: On two collector streets minimum and preferably one arterial street. If near arterial street, provide natural or artificial barrier. Minimal number of residences abutting site. Preference is streets on four sides, or three sides with school or municipal use on fourth side. Encourage trail linkage to other parks
- Length of stay: Two to three hours experience

- **Amenities:** Four signature amenities at a minimum: (e.g., trails, sports fields, large shelters/pavilions, community playground for ages 2-5 and 5-12 with some shaded elements, recreation center, pool or family aquatic center, sports courts, water feature); public restrooms, ample parking, and security lighting. Amenities are ADA compliant. Sport Fields and Sport Complexes are typical at this park. See details in Sport Complex classification and **Appendix 10 – Sport Field Amenities** for more information
- **Revenue facilities:** One or more (e.g. pool, sports complex, pavilion)
- **Land usage:** 65 percent active and 35 percent passive
- **Programming:** Minimum of four essential program services (e.g. sports, day camps, aquatics)
- **Maintenance Standards:** Provide the highest level maintenance with available funding. Seek a goal of Level A maintenance standards. Some amenities may require Level A+ maintenance
- **Parking:** Sufficient to support the amenities; occupies no more than 10 percent of the park. Design should include widened on-street parking area adjacent to park. Goal is to maximize usable park space. Traffic calming devices encouraged within and next to the park
- **Lighting:** Amenity lighting includes sport field light standards. Security lighting on dual system with 50 percent of lights off at a set time and 50 percent on all night for security
- **Signage:** Directional signage and facility/amenity regulations to enhance user experience. May include kiosks in easily identified areas of the facility
- **Landscape Design:** Appropriate design to enhance the park theme/use/experience. Enhanced landscaping at park entrances and throughout park
- **Naming:** Consistent with the 2007 Settlement Agreement, may be named after a prominent or historic person, event, or natural landmark
- **Other:** Strong appeal to surrounding neighborhoods; integrated color scheme throughout the park; partnerships developed with support groups, schools and other organizations; loop trail connectivity; linked to Regional Park or facility; safety design meets established CPTED standards. Telephone/Cable TV conduit. City and CSD reserve right to require wiring or other necessary facilities

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### REGIONAL PARK

A regional park serves a large area of several communities, residents within a city or county, or across multiple counties. Depending on activities within a regional park, users may travel as many as 60 miles for a visit. Regional parks include recreational opportunities such as soccer, softball, golf, boating, camping, conservation-wildlife viewing and fishing. Although regional parks usually have a combination of passive areas and active facilities, they are likely to be predominantly natural resource-based parks.

A common size for a regional park is 100 to 1,000 acres but some parks can be 2,000 to 5,000 acres in size. A regional park focuses on activities and natural features not included in most



types of parks and often based on a specific scenic or recreational opportunity. Facilities could include those found in a Community Park and have specialized amenities such as an art center, amphitheater, boating facility, golf course, or natural area with interpretive trails. Regional parks can and should promote tourism and economic development. Regional parks can enhance the economic vitality and identity of the entire region.

- Size of park: 100 to 1,000 acres
- Service radius: Three mile or greater radius
- Site Selection: Prefer location which can preserve natural resources on-site such as wetlands, streams, and other geographic features or sites with significant cultural or historic features. Significantly large parcel of land. Access from public roads capable of handling anticipated traffic.
- Length of stay: All day experience
- Amenities: 10 to 12 amenities to create a signature facility (e.g. golf course, tennis complex, sports complex, lake, regional playground, 3+ reservable picnic shelters, camping, outdoor recreation/extreme sports, recreation center, pool, gardens, trails, zoo, specialty facilities); public restrooms, concessions, restaurant, ample parking, special event site. Sport Fields and Sport Complexes are typical at this park. See details in Sport Complex classification and Appendix A – Sport Field Amenities for more information
- Revenue facilities: More than two; park designed to produce revenue to offset operational costs
- Land usage: Up to 50 percent active/50 percent passive
- Programming: More than four recreation experiences per age segment with at least four core programs provided
- Maintenance Standards: Provide the highest level maintenance with available funding. Seek a goal of Level A maintenance standards. Some amenities may require Level A+ maintenance
- Parking: Sufficient for all amenities. Traffic calming devices encouraged within and next to park
- Lighting: Amenity lighting includes sport field light standards. Security lighting on dual system with 50 percent of lights off at a set time and 50 percent on all night for security
- Signage: Directional signage and facility/amenity regulations to enhance user experience, May include kiosks in easily identified areas of the facility
- Landscape Design: Appropriate design to enhance the park theme/use/experience. Enhanced landscaping at park entrances and throughout park

- Naming: Consistent with the 2007 Settlement Agreement, may be named after a prominent or historic person, event, or natural landmark
- Other: Safety design may meet CPTED safety standards; integrated color scheme throughout the park; linked to major trails systems, public transportation available, concessions, food and retail sales available, dedicated site managers on duty. Telephone/Cable TV conduit. City and CSD reserve right to require wiring or other necessary facilities

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## SPORTS COMPLEX / GOLF FACILITY

Sports complexes at Community Parks, Regional Parks, and stand-alone Sports Complexes are developed to provide four to 16 fields or courts in one setting. A sports complex may also support extreme sports facilities, such as BMX and skateboarding. Sports Complexes can be single focused or multi-focused and can include indoor or outdoor facilities to serve the needs of both youth and adults. Outdoor fields should be lighted to maximize value and productivity of the complex. Agencies developing sports complexes focus on meeting the needs of residents while also attracting sport tournaments for economic purposes to the community.

**Sport field design includes appropriate field distances for each sport's governing body and support amenities designed to produce revenue to offset operational costs.** CSD Park Planning staff has received input from a variety user groups including the Elk Grove Youth Sports Association (EGYSA) and identified sport field amenities in Appendix A.

Signature sports complexes include enhanced amenities such as artificial turf, multipurpose field **benches and bleachers, scoreboards, amplified sound, scorer's booths, etc.** Enhanced amenities would be identified through discussion between City and CSD Planning Staff with EGYSA and dependent upon adequate funding.

- Size of park: Preferably 40 or more acres for stand-alone complexes
- Service radius: Determined by community demand
- Site Selection: Stand-alone sports complexes are strategically located on or near arterial streets. Refer to community or regional Park sections if sport complex located within a park. Preference is streets on four sides, or three sides with school or municipal use on fourth side.
- Length of stay: Two to three hours experience for single activities. Can be all day for tournaments or special events
- Amenities: Four to sixteen fields or sports courts in one setting; public restrooms, ample parking, turf types appropriate for the facility and anticipated usage, and field lighting. Amenities are ADA compliant. See details in Sport Complex section and Appendix A – Sport Field Amenities for more information
- Revenue facilities: Four or more (e.g. fields, concession stand, picnic pavilion)
- Land usage: 95percent active and 5 percent passive





- Programming: Focus on active programming of all amenities
- Maintenance Standards: Provide the highest level maintenance with available funding. Plan for Level A+ maintenance standards at signature facility
- Parking: Sufficient to support the amenities. Traffic calming devices encouraged within and next to park
- Lighting: Security and amenity. Lighting on dual system with 50 percent of lights off at a set time and 50 percent on all night for security
- Signage: Directional signage and facility/amenity regulations to enhance user experience. May include kiosks in easily identified areas of the facility
- Landscape Design: Appropriate design to enhance the park theme/use/experience. Enhanced landscaping at entrances and throughout complex
- Naming: Consistent with the 2007 Settlement Agreement, may be named after a prominent or historic person, event, or natural landmark
- Other: Integrated color scheme throughout the park; safety design meets established CPTED standards. Telephone/Cable TV conduit. City and CSD reserve right to require wiring or other necessary facilities

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#### SPECIAL USE PARK / FACILITY

Special Use facilities are those spaces that don't fall within a typical park classification. A major difference between a Special Use facility and other parks is that they usually serve a single purpose whereas other park classifications are designed to offer multiple recreation opportunities. It is possible for a Special Use facility to be located inside another park. Special Use facilities generally fall into four categories:

Historic/Cultural/Social sites – unique local resources offering historical, educational, and cultural opportunities. Examples include historic downtown areas, commercial zones, plaza parks, performing arts parks, arboretums, display gardens, performing arts facilities, indoor theaters, churches, and amphitheatres. Frequently these are located in Community or Regional Parks

Golf courses – Nine and 18-hole complexes with ancillary facilities such as club houses, driving ranges, program space and learning centers. These facilities are highly maintained and support a wide age of male and female. Programs are targeted for daily use play, tournaments, leagues, clinics and special events. Operational costs come from daily play, season pass holders, concessions, driving range fees, earned income opportunities and sale of pro shop items

Indoor Recreation Facilities – specialized or single purpose facilities. Examples include community centers, senior centers and community theaters. Frequently these are located in Community or Regional Parks

Outdoor Recreation facilities – Examples include aquatic parks, disk golf, skateboard, BMX, and dog parks, which may be located in a park

- Size of park: Depends upon facilities and activities included. Their diverse character makes it impossible to apply acreage standards
- Service radius: Depends upon facilities and activities included. Typically serves special user groups while a few serve the entire population
- Site Selection: Given the variety of potential uses, no specific standards are defined for site selection. As with all park types, the site itself should be located where it is appropriate for its use.
- Length of stay: varies by facility
- Amenities: varies by facility
- Revenue facilities: Due to nature of certain facilities, revenue may be required for construction and/or annual maintenance. This should be determined at a policy level before the facility is planned and constructed
- Land usage: varies by facility
- Programming: varies by facility
- Maintenance Standards: Provide the highest level maintenance with available funding. Seek a goal of Level A maintenance standards. Some amenities (i.e., rose gardens) will require Level A+ maintenance
- Parking: On-street or off-street parking is provided as appropriate. Design should include widened on-street parking area adjacent to park. Goal is to maximize usable park space. As necessary, provide five to 10 spaces within park including handicap spaces. Traffic calming devices encouraged next to park
- Lighting: Security or amenity only. Lighting on dual system with 50 percent of lights off at a set time and 50 percent on all night for security
- Signage: Directional signage and facility/amenity regulations to enhance user experience
- Landscape Design: Appropriate design to enhance the park theme/use/experience
- Naming: Consistent with the 2007 Settlement Agreement, may be named after a prominent or historic person, event, or natural landmark
- Other: Integrated color scheme throughout the park; safety design meets established CPTED standards. Telephone/Cable TV conduit as appropriate. City and CSD reserve right to require wiring or other necessary facilities



## GREENBELTS / TRAILS / PASEOS

Greenbelts/Trails/Paseos are recognized for their ability to connect people and place and often include either paved or natural trails. Trails can also be loop trails in parks. Linking neighborhoods, parks, recreation facilities, attractions, and natural areas with a multi-use trail fulfills two guiding principles simultaneously: protecting natural areas along river and open space areas and providing people with a way to access and enjoy them. Multi-use trails also offer a safe, alternative form of transportation, substantial health benefits, habitat enhancements for plants and wildlife, and unique opportunities for outdoor education and cultural interpretation.

- **Size:** Typically at least 40 -foot width of unencumbered land for a Greenbelt or Paseo. May include a trail to support walk, bike, run, equestrian type activities. Typically an urban trail is 10-foot wide to support pedestrian and bicycle uses. In open space areas, trails include 2 feet of decomposed granite on both sides of the trail for walkers, bicyclists
- **Equestrian uses** can occur in both urban and open space settings by adding 10 more feet of space to separate equestrian usage from pedestrian/bike usage. In urban settings, equestrian use includes five foot of decomposed granite plus a five foot landscaped separation from the pedestrian/bike trail. In open space settings, equestrian use includes five foot of harrowed soil plus a five-foot natural separation from the pedestrian/bike trail
- **Site Selection:** Located consistent with approved Trails Master Plan
- **Amenities:** Parking and restrooms at major trailheads. May include small parks along the trail
- **Maintenance standards:** Demand based maintenance with available funding
- **Lighting:** Security lighting at trailheads and high use areas. Lighting on dual system with 50 percent of lights off at a set time and 50 percent on all night for security
- **Signage:** Mileage markers at half mile intervals. Interpretive kiosks as deemed appropriate
- **Landscape Design:** Coordinated planting scheme in urban areas. Limited or no planting in open space areas
- **Other:** Connectivity to parks or other District facilities is desirable

## OPEN SPACE / NATURAL AREA

Open Space/Natural Areas are undeveloped but may include natural or paved trails. Grasslands under power line corridors are one example; creek areas are another. Open Space contain natural resources that can be managed for recreation and natural resource conservation values such as a desire to protect wildlife habitat, water quality and endangered species. Open Space also can provide opportunities for nature based, unstructured, low-impact recreational opportunities such as walking and nature viewing.

- Amenities: May include paved or natural trails, wildlife viewing areas, mountain biking, disc golf, interpretation and education facilities
- Maintenance standards: Demand-based maintenance with available funding. Biological management practices observed.
- Lighting: None
- Signage: Interpretive kiosks as deemed appropriate
- Landscape Design: Generally none. Some areas may include landscaping, such as entryways or around buildings. In these situations, sustainable design is appropriate



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## CONCLUSION

The Master Plan vision is dynamic and sets a course for excellence in parks facilities and recreation programming. **Much of the Master Plan's success is dependent on dedicated funding for land, capital improvements and operations.** This will require the CSD and City of Elk Grove to seek all available resources and partnerships to meet the goals of the Master Plan.

The community desires high quality parks and facilities, as identified in the Master Plan standards. Implementation will require patience and perseverance. Cooperatively, the CSD and City of Elk Grove can succeed at providing the best parks and recreation system in the Sacramento region.

The CSD Parks and Recreation Department has strong leadership and is organizationally ready to implement recommendations in the Master Plan which include:



- Focusing on acquisition and development of larger community and regional park sites
- Identifying new funding sources for capital expenditures and operations
- Planning and funding additional maintenance positions before new parks and facilities become operational
- Moving recreation operations from a social management model to a business management model to become more sustainable
- Tracking performance and reporting results to build community support
- Annual updates to the Master Plan Vision Strategy Matrix
- Implementing the priorities in the capital improvement schedule to support the needs of the community and keep a well-balanced parks and recreation system
- Developing strong partnerships

**CERTIFICATION**  
**ELK GROVE CITY COUNCIL RESOLUTION NO. 2010-93**

**STATE OF CALIFORNIA            )**  
**COUNTY OF SACRAMENTO        )**       **ss**  
**CITY OF ELK GROVE             )**

***I, Jason Lindgren, Interim City Clerk of the City of Elk Grove, California, do hereby certify that the foregoing resolution was duly introduced, approved, and adopted by the City Council of the City of Elk Grove at a regular meeting of said Council held on May 12, 2010 by the following vote:***

**AYES :            COUNCILMEMBERS:        *Scherman, Detrick, Davis, Hume***

**NOES:            COUNCILMEMBERS:        *None***

**ABSTAIN :        COUNCILMEMBERS:        *None***

**ABSENT:         COUNCILMEMBERS:        *Cooper***

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***Jason Lindgren, Interim City Clerk  
City of Elk Grove, California***