



# REPORT TO DEVELOPMENT OVERSIGHT COMMISSION City of Sacramento

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915 I Street, Sacramento, CA 95814-2671

STAFF REPORT  
January 5, 2009

Members of the Development Oversight Commission:

**Subject:** Technical Update of the *City of Sacramento Parks and Recreation Master Plan 2005-2010*

**Location/Council District:** Citywide / All Council Districts

**Recommendation:** Review and comment.

**Contact:** Mary de Beauvieres, Principal Planner, 808-8722;  
J. P. Tindell, Park Planning and Development Manager, 808-1955

**Presenter:** Mary de Beauvieres, Principal Planner, 808-8722

**Department:** Parks and Recreation

**Division:** Park Planning and Development Services; Advance Planning Section

**Organization Number:** 19001111

## **Description/ Analysis:**

**Issue:** The *City of Sacramento Parks and Recreation Master Plan 2005-2010* (Master Plan) was adopted by City Council on December 7, 2004.

Organizational changes, new or revised department policies, and a significant increase in the number of new parks and amenities in existing parks since the Master Plan's adoption had many sections of the document containing outdated information.

In order to keep the Master Plan current, the Park Planning and Development Services Division of the Department of Parks and Recreation is in the process of completing a technical update of the Master Plan. At the Commission's January 5, 2009, meeting, staff will review key proposed changes to the document. Staff is seeking the Commission's input on the proposed changes and intends to forward the revised document to City Council with a recommendation for adoption in February.

The Master Plan was adopted in December 2004 as an element of the 1988 General Plan (Resolution No. 2004-905) following an extensive public outreach process. The Master Plan charts the growth, direction and agenda for City Parks and Recreation Services. It also includes an analysis of the City's existing parks and recreation services and outlines the additional departmental needs through the year 2010. Excerpts for discussion purposes are provided as Attachments to this report. A copy of the complete document may also be found at:  
[www.cityofsacramento.org/parksandrecreation/masterplan/plan.html](http://www.cityofsacramento.org/parksandrecreation/masterplan/plan.html).

Significant changes to the Master Plan include the following:

Assessment Chapter: The Assessment Chapter builds upon updated information on park acres and amenities. Tables 8, 9 and 10 (Attachment 1, 2 and 3, respectively) summarize the parkland and amenities inventory information contained in Appendix D (not included with this report) and include an analysis of the City's ability to meet its Service Level Goals.

Parkland and Amenities Inventory: As part of the technical update to the Master Plan, staff developed a comprehensive inventory of all parkland acreage based upon County Assessor's records or recorded maps. Park amenities and recreation facilities have also been updated as new parks are built or existing parks renovated. In addition, staff recently completed a comprehensive inventory of all school sites within the City of Sacramento. Under joint-use agreements with individual schools or school districts, most schools in the City contain sport fields, courts, or play structures that are publicly accessible when school is out of session. The information from the park and school database is used extensively in the Assessment Chapter to determine acreage and amenity deficiencies.

Service Level Goals: Service Level Goals are not absolute standards, but targets to strive to reach. Currently the City is doing well in meeting and exceeding many of its Service Level Goals. The only Service Level Goal that is proposed to be modified at this time is the Goal for Community Centers. Presently the Service Level Goal is 1:30,000 residents. The Service Level Goal will be modified to 1:50,000 residents. This reflects current departmental thought to separate Community Centers as large multi-use recreational facilities from neighborhood centers, which provide meeting places within the immediate community. Neighborhood centers or clubhouses have a Service Level Goal of one per public elementary school service area. This includes 4<sup>th</sup> R sites. Community Centers are more costly to fund and operate and are defined as 30,000 square feet or larger. For comparative purposes, the Samuel C. Pannell Meadowview Community Center is 17,198 square feet.

**Policy Considerations:** The Policy Chapter of the technical update of the Master Plan is included in Attachment 4. Some text has been modified for ease of reading; new policies are shown in italics. Primary areas of modification or addition to the Policy section include the following:

- Promote natural resources protection and awareness
- Focus the land acquisition program on underserved neighborhoods and infill target areas
- Support for Small Public Places
- Improving opportunities for partnerships
- Expand Sustainability to include all levels of the organization
- Support strong fiscal management principles
- Recognize the role of parks and recreation programs in community health and wellness, and sense of place

#### Small Public Places

Inclusion of specific policies governing parkland dedication and development in infill areas where land resources are limited will provide the City with greater flexibility in meeting park acreage service level goals and will provide the public with a broader range of park types and experiences to meet recreational needs. Proposed Small Public Places policies have been reviewed by the Parks and Recreation Commission, the Planning Commission, Youth Commission, Development Oversight Commission, and City Council. The Small Public Places policies are also reflected in the policies contained in the proposed *General Plan 2030*.

**Rationale for Recommendation:** In order to keep the Master Plan as a valuable asset to the City of Sacramento, it needs to be updated regularly. Staff is seeking the Commission's input on the proposed changes and intends to forward the revised document to City Council with a recommendation for adoption in February.

**Financial Considerations:** The technical update of the Master Plan includes information about a range of funding options and an overview of funding needs to implement the Master Plan that can be considered to provide the additional resources needed to implement the Master Plan. Approval of the Master Plan does not assume approval of any major new financing initiatives; rather, it provides guidance for development of estimated costs, feasibility analysis and work plans to develop the mechanisms to finance implementation of the Master Plan, subject to City review and approval.

**DOC Goals and Recommendations:** Staff recommends the Commission review and comment on the provided excerpts to the technical update of the 2005-2010 Sacramento Parks and Recreation Master Plan.

Respectfully submitted by: \_\_\_\_\_

  
JAMES L. COMBS  
Director of Parks and Recreation

Recommendation Approved:

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WILLIAM A. THOMAS  
Director of Development Services

**Table of Contents:**

Report Pg 1

**Attachments:**

- |   |   |       |
|---|---|-------|
| 1 | Table 8: Acreage Service Level Analysis   | Pg 5  |
| 2 | Table 9: Recreation Facility Service Level Goals and Analysis                                     | Pg 8  |
| 3 | Table 10: City Owned / Controlled and Joint-Use Center Buildings Service Level Goals and Analysis | Pg 10 |
| 4 | Policy Chapter  | Pg 12 |



(Table 8 continued)

**Neighborhood/Community Serving Acres Analysis Notes:**

1. Neighborhood needs are served by community serving acres (not double counted); neighborhood and community needs are served by some regionally serving acres (not double counted).
2. Includes some portions of City regional parks and City public golf courses in City limits.
3. Sites are usable and accessible for public use after school hours (see School Site Inventory, Appendix D).
4. North and South Sacramento, South and North Natomas, and Airport/Meadowview: Including school site sports field acreage leads to exceeding of Service

**Service Level Goal: 8.0 acres/1,000 resident population (developed + undeveloped acres)**

Citywide/Regionally Serving Acres	07-08 Existing Acres Citywide	07-08 Overall Current Delivery toward meeting Service Level Goal	Regional Acres Needed to Meet Service Level Goal for 2010
Regional Parks	1,301.7	2.81	3,708.0
Linear Parks/Parkways	1,931.5	4.17	
<b>Total Acres:</b>	<b>3,233.1</b>	<b>6.98</b>	

**Service Level Goal for 2010 deficient by: 475 acres**  
*(Total acres needed by 2010 to meet Service Level Goal less existing City + State/County park lands)*

**Citywide/Regional Service Acres Analysis Notes:**

1. Regional park acres include: City operated Regional Parks and Parkways (1,234.96 acres) and State/County Parks (120.69 acres less 23.0 neighborhood serving acres). However, it does not include lands that provide buffers between habitat areas and development (i.e. agricultural buffers) or lands required for environmental mitigation.
2. Linear parks/parkway acres include: City operated Regional Parkways (409.92 acres), State (434.98 acres), County (1,076.01 acres less 15.0 Neighborhood serving acres), and Reclamation District 1000 (25.31 acres).

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(Table 8 continued)

**Service Level Goal: 0.5 linear miles/1,000 resident population toward meeting Service Level Goal**

<b>Trails/Bikeways (off-street)</b>	<b>07-08 Existing Miles Citywide</b>	<b>toward meeting Service Level Goal</b>	<b>Trails/Bikeways Miles Needed to Meet Service</b>
Walking/Jogging (in City Parks)	13.50	0.03	231.75
Bicycle (throughout City)	74.73	0.16	
<b>Total Linear Miles:</b>	<b>88.23</b>	<b>0.19</b>	

Service Level Goal for 2010 deficient by: **144** miles

(Total miles needed by 2010 to meet Service Level Goal less existing City + State/County trails/bikeways)

<b>Areas Underserved/Current Gaps in Service</b>		<b>Addressing Deficiencies</b>
Neighborhood/Community serving acres	<b>Community Planning Areas:</b> ~ Central City ~ East Broadway ~ Pocket ~ Arden Arcade	~ Older developed areas have limited opportunities except as redevelopment occurs and smaller sites are implemented ~ Maximize joint use opportunities at existing and new school sites, non-governmental organizations, private facilities ~ Maximize opportunities for conjunctive use of detention basins ~ Maximize opportunities for joint development with other public facilities ~ New acres will accompany new development; new community parks can help serve some existing neighborhoods
Citywide/Regionally serving acres	~ South, central and north City ~ Undeveloped existing sites	~ Pursue new opportunities as expected new development occurs and new funding sources are secured (Central: Railway, Riverfront; Meadowview, North: Robla, Valley View; South: Valley Hi/North Laguna) ~ Pursue funding to complete development of existing open space and regional parks: Granite, Hansen Ranch, North Natomas, and Sutter's Landing
Trails/Bikeways	~ 144 miles citywide	~ Add additional trails in existing and future regional parks ~ Pursue funding to build additional (110) miles of bikeways per City Bikeway Master Plan as amended and to implement regional trail/bikeway plan

**Table 9: Recreation Facility Service Level Goals and Analysis**  
(City Owned/Controlled)

Estimated 2008 population: 459,288	Service Level Goals	07-08 Current Delivery
Recreation Facilities	(# units per persons)	(City only)
Fields (see Note 5 and Map 5)	(1 per ___ persons)	
Softball: Youth (43%), Adult (57%)	1 per 7,500 (total)	7,655
	Lighted: 1 per 45,000	32,806
Baseball: Adult (57%), Youth (Little League) (43%)	1 per 7,500 (total)	10,206
	Lighted: 1 per 45,000	65,613
Soccer: Bantam (53%), Full Size (46%)	1 per 7,500 (total)	3,560
	Lighted: 1 per 30,000	38,274
<b>Courts</b>		
Volleyball	1 per 10,000	9,373
Basketball: Youth, High School	1 per 5,000	7,233
Tennis	1 per 10,000	9,373
<b>Off-Leash Dog Parks</b>	1 per 60,000	65,613
<b>Picnic Areas (Large Group/Class I)</b>	1 per 30,000	11,482
<b>Playgrounds: Tot Lots (41%), Adventure Play Areas (59%)</b>	1 per 2,500	2,524
<b>Skateboard Parks</b>	1 per 35,000	57,411
<b>Community Gardens</b>	1 per 50,000	91,858

Aquatic Facilities	Service Level Goals	07-08 Current Delivery
	(# units per persons)	(1 per ___ persons)
Play Pool/Water Spray Feature	1 per 15,000	76,548
Outdoor Complex: Swimming & Wading Pool	1 per 30,000	51,032

Community Facilities (See also Table 10)	Service Level Goals	07-08 Current Delivery
Community Centers/Multi-Use Recreational Complexes	1 per 50,000	51,032
Neighborhood Centers/Clubhouses and 4th R Sites	1 per Neighborhood (as defined by public elementary school service areas); includes 4th R sites	35
Cultural Heritage Gardens	TBD	0
Teen Centers	TBD	2
Nature Interpretive Centers	2 per region	0

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(Table 9 Continued)

<b>Regional Facilities</b>		<i>No specific service level goals set; one time opportunities are to be pursued as significant financing can be secured</i>	
<u>Examples:</u>			
Golf Courses	Picnic Areas (Corporate)	Sports Field Complexes	River Access Points
Arts Centers	Indoor Pool Complexes	Indoor Sports Complexes	

**NOTES:**

1. 2008 population estimates based on average of 2005 actuals and 2010 projections.
2. Service Level Goals are goals to strive to reach, and establish general expectations for facilities the City will take responsibility to provide, either directly or in partnership with other entities. Some facilities are leased to others to operate/maintain. Deficiencies are met in part through partnerships with/facilities of other public or nonprofit agencies.
3. Benchmarking with other jurisdictions can serve as a starting point for Service Level Goal development by staff, further refined to reflect local conditions and changing demands. No national or state/regional professional standards exist.
4. The citywide analysis within Community Planning Areas is provided for City Council's approval biennially through the Parks & Recreation Programming Guide (PRPG), the principal tool for setting priorities for funding of unfunded capital needs. The approved PRPG is available from Park Planning & Development Services or on the Department's website: [www.cityofsacramento.org/parksandrecreation](http://www.cityofsacramento.org/parksandrecreation).
5. Multiple factors are considered in deciding to meet Service Level Goal deficiencies, including objective analysis, community interest, available funding, programming provided and adopted priorities.
6. Fields of different sizes provided for different uses/users are not always interchangeable.

<b>Areas Underserved/Current Gaps in Service</b>	<b>Addressing Needs</b>
Lighted Fields	Work with partners to implement some lighted field complexes.
Baseball Fields, unlit	Work with partners to implement field complexes.
Basketball	Ensure most future neighborhood/community parks include these elements.
Skateboard Parks	Ensure most future neighborhood/community parks include these elements.
Community Gardens	Provide space and oversight based on interest and partnership opportunities.
Play Pool/Water Spray Feature	Ensure most future neighborhood/community parks include these elements.
Nature Interpretive Centers	Work with partners to implement in North Delta Shores and Robla area of City.
Outdoor Pool Complexes	Implement at community parks as funding is available.

**Table 10: City Owned/Controlled and Joint Use Center Buildings  
Service Level Goals and Analysis**

*(see also Map 6)*

Facility Type	Service Level Goal (# Units per Population)	Service Area Guideline	Related Policy	Current Delivery (FY07-08)	Potential Expansions
Neighborhood Center (Clubhouse) & 4th R Sites	1 per neighborhood as defined by service area of Elementary Schools (*) (Total current schools = 79)	Elementary School service area	<ul style="list-style-type: none"> <li>- Attempt to establish in conjunction with school sites or other public facilities</li> <li>- Goals can also be met through private providers</li> </ul>	35 units (City owned/controlled + school joint use sites)	Future sites to be implemented principally at school sites
Community Center up to 30,000 sq. ft.	1 per 50,000	2 miles or more; Several neighborhoods	<ul style="list-style-type: none"> <li>- Goals can be met through: schools; facilities with regional significance; private providers</li> <li>- Future goal: new construction should have a minimum of 10,000 s.f. building per General Plan</li> </ul>	13 units 1 per 35,330	Those with regional significance may exceed size guidelines

- Centers serve the community at three different levels: Neighborhood, Community, or Regional.
- Guidelines for determining Service Level Goals for Centers and 4th R Sites citywide include numbers of facilities per population and geographic location.
- Current centers with regional significance, where programs/services are unique and draw participation citywide or from the region, include: Hart Senior Center, Coloma Community Center, Pannell Meadowview Community Center, George Sim Community Center, Shepherd Garden & Arts Center, and Sierra 2 Community Center.

*(Continued on next page)*

(Table 10 continued)

**NOTES:**

1. Service Level Goals are goals to strive to reach, and establish general expectations for facilities the City will take responsibility to provide, either directly or in partnership with other entities. Some facilities are leased to others to operate/maintain. (See also Appendix D: City Community Buildings Inventory)
2. Benchmarking with other jurisdictions can serve as a starting point for Service Level Goal development by staff, further refined to reflect local conditions and changing demands. No national or state/regional professional standards exist.
3. Deficiency analysis within Community Planning Areas is done biennially for the City Council approved Parks & Recreation Programming Guide (PRPG), the principal tool for setting priorities for funding of unfunded capital needs. The approved PRPG is available from Park Planning & Development Services.
4. Multiple factors are considered in deciding to meet Service Level Goal deficiencies, including objective analysis, community interest, available funding, programming provided and adopted priorities.
5. Programs are also offered at other "satellite" community locations, including: school sites, CBOs, churches, apartment complexes, libraries, fire stations.
6. (\*) Goal is to open every school site for community use of buildings and fields after school hours. Ability to meet Service Level Goal is partly dependent on public access to these sites -- actual access may differ by individual site; analysis may be modified based on further analysis per Implementation Strategy 11.2 (see Implementation Chapter).

Areas Underserved/Current Gaps in Service (**)	Addressing Needs
<ul style="list-style-type: none"> <li>~ Neighborhood Centers: East Broadway, Pocket, Valley Hi/ North Laguna and up to (44) additional to ensure services in all Elementary School Site areas</li> </ul>	<ul style="list-style-type: none"> <li>~ Pursue development of new neighborhood/community/ regional centers in these areas jointly with partners including schools, neighborhood associations, home owners associations, nonprofits, etc.</li> </ul>
<ul style="list-style-type: none"> <li>~ Community Centers: North Natomas, Robla (2 new centers needed)</li> <li>~ Environmental Center: Delta Shores</li> </ul>	<ul style="list-style-type: none"> <li>~ In newly developing areas, make part of development agreement</li> <li>~ Pursue development through partnerships with public and private sources</li> </ul>

(\*\*) Does not reflect needs generated by anticipated residential development in Railyards/Richards Boulevard, nor any potential future annexations. In all of these cases, development agreement negotiations should consider providing recreational facilities.

**POLICY**

Policy: Statements that guide decisions, indicating a commitment to a particular course of action that implements organizational goals and values.

The following policies are not listed in priority order, either within a heading or overall, however the Department's number one priority is safety. The policy statements are also complemented by legal mandates or general administrative policy. The Department is subject to formal direction of the Sacramento City Charter, City Ordinance, City Council (by Minute Order or Resolution) or City Administration, or a higher authority such as the State of California or U.S. government. See *Appendix C* for a complete listing of such complementary and additional mandates, policies and procedures governing Departmental operations and decision-making.

The Implementation Chapter of this Master Plan provides information on the actions planned to implement organizational goals, values and policies. Definitions of Key Terms used in the policy statements below may be found in Appendix G. *New Policy added with the 2008 Master Plan Technical Update are shown in italics.*

The preamble to each Policy Statement is: **"The City of Sacramento will..."**

**1 Community Engagement and Outreach**

- 1.1 Provide a variety of venues and activities for the public to build a sense of community and ownership for its social and physical quality of life.
- 1.2 Employ innovative methods to reach and involve individuals and groups across all segments of the community.
- 1.3 Gauge the park and recreation users' satisfaction with services and identify recreation trends and issues for the planning and management of services and facilities.
- 1.4 Promote participation by individuals as members of formal and informal advisory groups for parks and recreation services.
- 1.5 Provide opportunities for public input into the Department's decision-making processes.
- 1.6 Use volunteers to the maximum extent possible.
- 1.7 *Coordinate efforts with other public agencies and community based organizations to increase public awareness, interpretive opportunities and community stewardship of open space and its natural resource values.*
- 1.8 *Provide opportunities to enhance and encourage community stewardship of the City's green infrastructure through programs such as community gardens, volunteer activities, "Eyes on the Park" and youth employment.*
- 1.9 *Continue to emphasize the value of community gardens in providing recreation, community building, productive landscape, sustainability, and educational opportunities.*
- 1.10 *Take an active role in identifying emerging issues related to the Department's mission.*

**2 Customer Service**

- 2.1 Strive to provide excellent customer service.

- 2.2 Continue training and feedback for all Department employees to provide excellent customer service.
- 2.3 Seek regular feedback from internal and external customers and adjust operations in response.
- 2.4 Build long-term customer loyalty and relationships, reassessing them regularly to ensure continued customer satisfaction
- 2.5 *Apply consistent, clear and customer friendly facility reservation, fee and use systems, policies and procedures.*
- 2.6 *Promote the availability of the City multi-lingual services and 311 for the public.*

**3 Economic Vitality**

- 3.1 Plan, develop and provide parks, recreational facilities and special events as destination attractions to promote tourism and public use.
- 3.2 Provide venues and opportunities in support of Sacramento’s arts, music and culture.
- 3.3 *Promote the economic benefits of the parks and recreation system.*
- 3.4 Recognize the City’s urban forest, rivers, creeks and parkways as unique attractors for economic development and investment.
- 3.5 Encourage integration of park and recreational amenities into the design of commercial, infill, employment, redevelopment and transit-oriented development.
- 3.6 Improve park and recreation facilities and public access to attract private development and/or retain businesses.
- 3.7 Promote investment in the community parks and open space system by securing new and ongoing funding.
- 3.8 Continue to serve as an employer providing positive career training and development opportunities for a diverse workforce.

**4 Facility Use and Management**

- 4.1 Maximize space/facility utilization, balancing revenue generation with community use, generally giving preference to City residents.
- 4.2 Protect and invest in the parks and recreation system’s infrastructure (including all turf, landscaping, buildings and other physical elements and improvements).
- 4.3 Manage undeveloped parklands and waterways in accordance with established regulatory mandates and management guidelines, while considering issues like public access, maintenance levels and costs, revenue generation potential, and aesthetic enhancement of the community.

**5 Financing and Resource Development**

- 5.1 Develop financing strategies to meet Department Service Level Goals for capital, programming, staffing, operational, safety, acquisition, development, rehabilitation, and maintenance needs of parks, community facilities, recreational facilities, trails, parkways and open space areas.
- 5.2 Establish and achieve at least baseline Service Level Goals for Department Core Services funded by the City General Fund. Adjust Service Levels (baseline or higher) as the availability of General Fund support changes.
- 5.3 Pursue grants, donations and sponsorships from the public, private and nonprofit sectors.
- 5.4 Partner with nonprofit organizations and community volunteers to secure funds in support of Department services.

- 5.5 Continue to establish “endowment” funds to enhance Department services.
- 5.6 Partner with school districts and other local and regional agencies to maximize funding opportunities.
- 5.7 Include public and private enterprise opportunities in existing and future community centers and park facilities to enhance public services.
- 5.8 Ensure that comprehensive, long term financing plans for development and maintenance of new and rehabilitated facilities accompany plans for development.
- 5.9 Base budget priorities on timely issues, needs **and/or** the Parks and Recreation Master Plan and the Parks and Recreation Programming Guide (PRPG).
- 5.10 *Secure easily accessible funding for property acquisitions to quickly respond to opportunities.*
- 5.11 *Coordinate with private developers to establish a funding mechanism to ensure funding for the higher costs and service levels associated with Small Public Places (SPP) for land acquisition, design, and construction, and for on-going maintenance, security and programming.*

## **6 Fiscal Management**

- 6.1 *Manage and make public a schedule of fees and charges in compliance with City policy and cost recovery ranges. See also 13.8 and 13.9 regarding additional program fee policy.*
- 6.2 Use available funding sources to address park improvements, acreage deficiencies or future growth where opportunities for new land acquisition/dedication do not exist, in accordance with approved criteria and priorities established in the PRPG.
- 6.3 *Use a broad range of funding and economic development tools to ensure high quality development, maintenance and programming of the City Parks and Recreation system.*
- 6.4 *Maintain sound cash handling systems and procedures throughout Department programs and services.*
- 6.5 *Proactively plan, monitor and manage all fiscal resources. Comply with authorized uses for each funding source (capital, operating, grants, etc.).*

## **7 Legislative Affairs**

- 7.1 Actively participate in local, state and federal legislative processes, and support legislation favorable to meeting Department goals in coordination with the City Manager’s office and City Council.

## **8 Maintenance (Parks)**

- 8.1 Use Core and Non-Core Maintenance Service Levels to provide and sustain acceptable levels of maintenance (*See Table 11*).
- 8.2 Assess the physical condition of all key City park and recreation system infrastructure elements.
- 8.3 Conserve water use in maintenance activities (i.e. turf management, irrigation design and scheduling) while maintaining healthy turf, *landscaping* and trees. Utilize a computer based and user friendly Work Management System for efficiency in workload management.
- 8.4 *Support the community gardens program which helps to promote healthy habits, nutrition education, and responsible stewardship of land resources.*
- 8.5 *Promote volunteer stewardship activities in the City’s parks, trails and nature areas.*
- 8.6 *Invest in well-maintained parks vital to the City’s environmental, social and economic health.*
- 8.7 *Optimize within City parks and open space areas, Urban Forest growth, protection and stewardship consistent with the Sacramento Regional Greenprint objectives.*

- 8.8 *Utilize Integrated Pest Management (IPM) such as composting, natural mulching, and intelligent companion planting to minimize chemical use in controlling insects, plant diseases, weeds, and other pests.*

## 9 **Marketing**

- 9.1 Provide a full spectrum of marketing, public relations, positive media relations, graphic design and advertising strategies.
- 9.2 Continue to promote the Department's identity and positive image in all publications and activities. Maintain consistent and professional use of the Department logo as applied to letterhead, signage, marketing or promotional materials, and advertising.
- 9.3 *Assure the Department's brand (logo/slogan) positioning passes six key tests: relevance, simplicity, differentiation, credibility and defensibility to reflect who we are and what we represent.*
- 9.4 Articulate the benefits/value of the Department's services to citizens and businesses in promotional materials.
- 9.5 Maximize utilization and effectiveness of user friendly and technology based applications of the Internet and Department web site to attract and inform current and potential customers about Department services and facilities.

## 10 **Natural Resources, Rivers, Creeks, Open Space and Parkways**

- 10.1 Enhance, restore, and protect existing natural resources including rivers, lakes/ponds, creeks, native vegetation, wildlife corridors, and sensitive habitats. Ensure compatible park and recreation uses adjacent to natural resources.
- 10.2 Use traditional developed parks to serve as a transition between natural areas and urban development whenever possible.
- 10.3 Consider conversion of underutilized, existing park lands to passive recreation uses and nature areas.
- 10.4 Use universal interpretive signage to educate the public and promote awareness of City parks and open spaces natural resources.
- 10.5 Work with regional partners in the protection and preservation of natural resources, open space, prime farmland, and key wildlife habitat to ensure complementary standards and practice.
- 10.6 Develop and update training and maintenance standards for interpretation, protection, and management of natural resources.
- 10.7 Encourage recreational access to the region's water corridors.
- 10.8 Participate in partnerships for the planning, protection, development, and enhancement of the American River, Sacramento River, and other water corridors and open space areas.
- 10.9 Consider the following when making acquisition decisions:
- a) Proximity to existing open space, parks, wildlife preserves or parkways;
  - b) Presence of natural drainages or associated habitat and other environmentally sensitive areas;
  - c) Integration into an existing or proposed trail/bikeway system;
  - d) Cultural or historic significance;
  - e) Scenic vistas;
  - f) Uniqueness of the site, natural integrity;
  - g) Access opportunities;
  - h) Potential for improving flood water storage and conveyance, improving ground water recharge, and restoring natural fluvial processes;
  - i) Passive recreation and educational potential;

- j) Sustainability; and
  - k) Opportunity to acquire land where adopted Service Level Goals are not being met.
- 10.10 Collaborate with other agencies, to implement a comprehensive regional system of open space.
- 10.11 *Provide positive recreational experiences and enjoyment of nature through the development, maintenance, patrol and preservation of rivers, creeks and natural resource areas.*
- 10.12 *Utilize environmentally friendly landscape practices, such as integrated pest management (IPM), to reduce the amount of pesticides and other pollutants in our local waterways.*
- 10.13 *Acquire land for additional public green space in underserved neighborhoods and infill development target areas.*
- 10.14 *Provide a network of natural classrooms for children to learn about the region's rare and fragile ecosystems.*

**11 Partnerships** (see also Table 16 summarizing range and nature of current Department partnerships)

- 11.1 Actively pursue and formalize partnership agreements with a broad range of public and private entities.
- 11.2 Form partnerships with agencies that are located adjacent to the City to better serve neighborhoods and communities split by jurisdictional boundaries.
- 11.3 In partnership with other agencies, promote provision of a complete continuum of human services for all residents, participating in varied roles in their delivery.
- 11.4 *Continue strategic planning and partnerships growth to maintain recreation and human services program delivery and expand youth development principles.*
- 11.5 Support development of integrated management approaches and plans for water corridors that meet multiple goals such as natural resource protection, sustainability, security, flood control and maintenance.
- 11.6 Support the co-location of parks and recreation facilities with public and certain private facilities (e.g., schools, libraries, and detention basins).
- 11.7 Ensure public access to school sites through formal agreements between the City and school districts.

**12 Planning, Design, and Development**

Park Acreage Service Levels and Size

- 12.1 Achieve Park Acreage Service Level Goals to provide public recreational opportunities within a reasonable distance of all residences and work places, as follows:
  - a) 5.0 acres per 1,000 population consisting of two park categories:  
 Neighborhood Serving: 2.5 acres per 1,000 population with a service area guideline of 1/2 mile; Community Serving: 2.5 acres per 1,000 population with a service area guideline of three miles, portions of which can also serve neighborhood needs.
  - b) Citywide/Regionally Serving: 8.0 acres per 1,000 population, portions of which may also serve either neighborhood or community needs.
  - c) Linear Parks/Parkways and Trails/Bikeways: 0.5 linear miles/1,000 population of trails/bikeways implemented per adopted City Bikeway and Pedestrian Master Plans.

- 12.2 Recognize that the parks and recreation facilities of other public jurisdictions within and in proximity to the City which help to fulfill the park and recreation needs of the City residents.
- 12.3 At the sole discretion of the City, accept park land dedications or acquire neighborhood park sites less than 5.0 acres in size that meet specialized neighborhood needs, considering the following circumstances:
  - a) Scale and features are consistent with the character of urbanized areas of infill and mixed use development, and provide needed relief from the hardscape and intensity of denser land use patterns;
  - b) Have public recreation value;
  - c) Easy accessibility, visible and serve as positive gathering places for persons living, working or visiting nearby;
  - d) Larger land areas are not available or desirable;
  - e) Appropriate location, sizes and designation for the Small Public Places park purpose; and sized and configured for park type;
  - f) In general, best suited for urban areas or areas without large vacant parcels, but may be located in any area of the City at the sole discretion of the City;
  - g) Where feasible, the City may require development and maintenance of these smaller sites to be provided by private interests in accordance with City standards, ensuring they are continuously open to the public.
- 12.4 Engage school districts to establish a plan for surplus school site reuse that considers opportunities to provide parks and other community facilities.
- 12.5 *Recognize that the creation and/or enhancement of parks and open space is a vital component in the effort to combat and reduce obesity, and in the health of children and adults alike.*

Park, Recreation, and Community Facility Development

*(see Figure 6: Park Development Process)*

- 12.6 Focus on acquisition of land in existing neighborhoods and infill target areas where there is a current and projected need for additional acreage occurs.
- 12.7 Through the City's long range planning efforts for Community, Specific and General Plans, identify policies, requirements and potential park and community facility sites to meet Service Level Goals for parks, recreation and community facilities. Final size, siting, and development of individual sites will be determined through the development review or acquisition process.
- 12.8 Develop parks and recreation facilities according to City of Sacramento, Park Design and Development Standards.
- 12.9 Encourage developers to enter into credit and reimbursement ("turnkey") agreements to design and build parks.
- 12.10 Take an active role in ensuring sufficient parks, open space, parkways and trails by participation in the land use planning and development processes of the City and other agencies.
- 12.11 Through the development conditioning process, encourage provision of private open space and recreation facilities in high density residential projects, mixed use projects and employment centers in the vicinity of transit corridors to meet a portion of the open space and recreation needs of residents, employees and visitors that will be generated by that development.
- 12.12 Develop parks, trails and other recreational amenities in a manner that is consistent with flood protection goals.

- 12.13 *Develop facilities in coordination with other agencies to contribute to a comprehensive community development plan consistent with the adopted Community Plans.*
- 12.14 *Provide City facility space for public serving non-profits at the City's discretion.*
- 12.15 *Ensure that public parkland converted to non-recreational uses is replaced to serve the same community, consistent with California's Public Park Preservation Act of 1971.*
- 12.16 *Foster public awareness of and ensure historic and cultural resources within the City's parks and recreational facilities are identified, protected, preserved and rehabilitated consistent with the City's overall preservation objectives.*
- 12.17 *Strive to build a sense of place by protecting important environmental and cultural features, and educating the public on the unique ecological qualities of the region.*

### Siting

- 12.18 *Site different types of parks as follows:*
  - a) *Small Public Places (SPP): where easily accessible and visible on a case-by-case basis according to park purpose and type;*
  - b) *Neighborhood Parks: on secondary streets within a residential area;*
  - c) *Community Parks: on primary collector streets;*
  - d) *Regional Parks: on or adjacent to major transportation corridors and public transportation;*
  - e) *Parkways: corridors for pedestrian and bicyclists, linking residential areas to schools, parks and trail systems; and*
  - f) *Open Space: within and between urban growth areas.*
- 12.19 *Site regional parks, community parks and community centers where they are accessible by public transportation.*
- 12.20 *Site parks, when geographically feasible, adjacent to compatible use areas such as greenbelts, multi-modal trail corridors, schools, other public and nonprofit facilities (e.g., libraries, police or fire stations), detention basins and natural waterways to facilitate efficient land use, cost sharing and customer access.*
- 12.21 *Site parks in areas with the highest concentration of residential units unless the highest density area is adequately served by private recreation facilities.*
- 12.22 *Recognize the effects of natural or manmade barriers (e.g. rivers, major thoroughfares, railway lines, etc.) in achieving Service Level Goals and determining needs. Site and design parks to minimize the obstacles to access that these barriers may present.*
- 12.23 *Identify land for other public facilities in addition to that provided for parks to ensure acreage dedicated for public park/recreation uses fully meets City park acreage Service Level Goals.*
- 12.24 *Promote walkability within neighborhoods and business districts through the siting of parks and recreation facilities and other activity centers.*
- 12.25 *Locate parks adjacent to historic, cultural and archeological sites in consultation with the City Historic Preservation Office.*
- 12.26 *Site parks adjacent to rivers and creeks to provide a buffer to natural resources and access to public waterways in coordination with the appropriate flood control agencies.*
- 12.27 *Consider acquiring or using surplus, vacant or underutilized parcels for public recreation use.*
- 12.28 *Locate parks equitably to all parts of the City in accordance with the Service Level Goals.*
- 12.29 *Recognize mutual advantages in developing parks and drainage facilities together as joint use projects whenever possible.*

### Design

- 12.30 Design and develop safe, sustainable and useable parks and facilities in accordance with the City Park and Recreation Facility Design and Development Standards, Crime Prevention through Environmental Design Standards (CPTED), emerging recreation activities (trends), and in accordance with an identified purpose.
- 12.31 Develop and implement “sustainable design” policies and standards for the planting and care of trees, turf, and other vegetation for the reduction of water and energy use (e.g., river-friendly landscape guidelines).
- 12.32 Ensure plant selections and management practices are appropriate for the proposed park or open space types, site conditions, water conservation, and maintenance considerations.
- 12.33 Promote individual character in park design.
- 12.34 Identify sites, facilities, structures or landscapes of historic, cultural or environmental significance which may influence site design.
- 12.35 Provide for both active and passive recreation uses in park design for all ages.
- 12.36 Where passive uses are provided for, emphasize opportunities for walking, picnicking, and environmental education as current high priorities to City residents.
- 12.37 Expose park users’ to public art elements at parks or recreation facilities in accordance with the Art in Public Places Ordinance (Sacramento City Code 2.84.100).
- 12.38 Consider programming, safety, public health, accessibility, maintenance, adjacent uses, parking, equipment and staffing needs in the design of all new or renovated parks and recreation facilities.
- 12.39 Design parks and recreation facilities to reduce vandalism, crime and graffiti, and for ease of repair and maintenance.
- 12.40 Set park dedication or impact fee funding levels to enable development of “primary” park design elements which, in total, provide a complete park experience for all ages and activities in each park category, as identified in Table 22.
- 12.41 Plan for public restrooms in all community and regional parks and only in high use neighborhood parks in accordance with the Park Design and Development Standards.
- 12.42 *Design parks and recreation facilities to recognize differences in surrounding land uses and occupants to reflect and honor the local ecosystem, cultures, history, and diversity as well as enhance community livability.*
- 12.43 Redesign parks and recreation facilities for reuse as interests and community needs change
- 12.44 *Design and develop facilities (e.g., multi-field complexes) for a variety of organized sports.*
- 12.45 *Design “youth friendly” facilities that address both their physical and social needs.*

Site Specific Master Planning

- 12.46 *Ensure community participation in developing individual park site master plans as a catalyst for creating neighborhood empowerment and a deeper sense of commitment (see Table 22).*
- 12.47 When designing master plans for community and regional parks, emphasize the needs of the entire service area and potential users while acknowledging the potential interests/concerns of immediate residents.
- 12.48 *Design regional parks to include destination attractions and amenities that will attract/retain business, and which generate funds for their ongoing maintenance.*
- 12.49 *Encourage the establishment of adequate building setbacks from rivers and creeks, increasing them where possible to protect natural resources and increase public access for active and passive recreation.*

- 12.50 *Recognize the need for Specific Plans for parks and recreation needs for areas with natural/physical barriers within a planning area.*

#### Systemwide Planning

- 12.51 Conduct studies periodically to identify new and emerging trends in recreation facility planning, including evaluation of changes to existing space for better utilization. Take into account user and neighborhood needs.
- 12.52 Conduct ongoing demand/deficiency analysis and planning by neighborhoods or other sub-regions within Community Planning Areas, reflected in part in the development and implementation of the PRPG.
- 12.53 *Ensure parks and recreational facility development keeps pace with development and growth in the City.*
- 12.54 *Comply with the City of Sacramento Facility Naming Policy and Procedures Resolution # 2008-112.*
- 12.55 *Encourage and support private and community based organizations' development of recreation facilities that complement the City's public recreational system.*

### **13 Recreation and Human Services**

- 13.1 Deliver a broad range of recreation and human services programs, special events and educational opportunities at the community or neighborhood level that reflect the unique interests, needs, diversity, history, cultural background and socioeconomic makeup of the City of Sacramento and promote health and wellness, fun, lifelong learning, skill development, personal enrichment and positive relationships
- 13.2 *Educate the public about how they may achieve health and wellness and provide or collaborate with multidisciplinary health partners in developing facilities and programs that support improved physical activity, health and well-being.*
- 13.3 *Provide programs that accommodate direct exposure to nature for children and adults alike, as a means of promoting healthy childhood development, and contribute to physical and emotional health.*
- 13.4 Develop and provide programs that meet the unique needs of *priority populations including children and teens, older adults, and persons with disabilities.*
- 13.5 Structure and organize all programs and activities consistent with the basic elements of the Human Growth and Development Model (see Preface).
- 13.6 *Develop and provide programs that meet the unique recreation participation patterns and preferences of various ethnic and cultural groups.*
- 13.7 Offer to the residents of the City a baseline level of services funded primarily through the City's General Fund as follows:
- a) Operation and maintenance of recreational and community facilities which provide universal access.
  - b) Broad and general programs, activities and events to enhance leisure time developed to meet the identified needs of neighborhood and community residents.
  - c) Professional recreational consultation and assistance to groups to support, expand, and maximize services that can be provided to residents.
- 13.8 Acknowledge that minor fees may be charged for baseline level services to assist and control, to promote respect for the program, or as a means to provide expendable personal items for the program participants. (These fees are not meant to serve as a revenue recovery method for the actual delivery of the program to neighborhood or community residents.)

- 13.9 Offer a variety of enhanced fee-based services, above the baseline, that require cost recovery and self-sufficiency. These services include programs which:
  - a) Use consumable or personalized materials and supplies;
  - b) Require a facility with high capital, operation or maintenance costs;
  - c) Require specialized instruction, materials or equipment; or
  - d) Offer specialized leadership and/or a high participant/leadership ratio.
- 13.10 Provide services outside the City (i.e., 4<sup>th</sup> R, START, and Access Leisure) when there are limited or no similar services available, based on the following considerations:
  - a) When programs need a larger population base in order to benefit Sacramento residents;
  - b) There is significant cost effectiveness to a broader operation;
  - c) The City has unique leadership and/or organizational ability to provide the programs;
  - d) There is no direct City General Fund impact; and/or,
  - e) The services do not detract from the provision of services in the City.
- 13.11 Recognize and use existing community resources to address shortages in programs and services whenever possible.
- 13.12 Develop new programs only when gaps or need exists, and resources can be found to support them.
- 13.13 *Provide recreation and human services programs through various mechanisms including: direct programming, partnerships and collaborations, use of City facilities, or consultation and training.*
- 13.14 Focus program organization and delivery at the community or neighborhood level to reflect unique interests, needs, cultural background and socioeconomic makeup.
- 13.15 *Utilize alternate service delivery options via partnerships with community based organizations, volunteers, employment programs, and by outsourcing to enhance Service Levels provided by City staff.*
- 13.16 Provide support to community, citywide and regional special events that enhance the City of Sacramento experience and promote community engagement.
- 13.17 Provide services to external applicants of organized special event activities, formations, parades, processions or assemblies that utilize public property or travel upon any public right-of-way in the City.
- 13.18 *Regularly assess recreation and human services program delivery systems and recreational facilities to ensure they reflect current interest, are easily accessible and safe, and are used to the greatest extent possible.*
- 13.19 *Equitably distribute public recreation facility and program resources among the genders to ensure the athletic interest and abilities of both genders are accommodated.*
- 13.20 *Facilitate an extensive environmental education program geared towards the youth in our community with an emphasis on water quality protection and sustainability.*
- 13.21 Develop programs that assist families with understanding the importance of healthy nutrition and physical activity as it impacts their personal health and well-being.
- 13.22 *Charge rates for facilities and programs which will enable access for all segments of the population (See also 13.0).*
- 13.23 *Improve programs and parks and recreation facilities in areas where the City parks are underutilized.*

**14 Regional System** (see also Maps 3 and 8)

- 14.1 Recognize Sacramento's regional role, develop and implement an expanded vision and plan for a system of parks, recreation facilities and programming, including

“signature” destination attractions or facilities such as: large parks, unique venues, public art, special events, parkways, river/creek corridors, trails/bikeways and open space areas.

- 14.2 Pursue dedicated and consistent funding for regionally serving parks and amenities, including regional parks, open space and parkways.
- 14.3 Establish formal partnerships throughout the region to promote shared programming, maintenance and operations, as well as facility development and park acquisition.
- 14.4 Actively seek opportunities for entrepreneurial partnerships in the development and operation of regional facilities.
- 14.5 Work with other agencies and entities to promote Sacramento as a regional destination for recreation and tourism.

## **15 Safety and Access**

- 15.1 Ensure both physical and psychological safety in design, management and use of all Department facilities and programs, considering safety the highest priority for our users, employees and volunteers.
- 15.2 Monitor safety in all aspects of work, and take immediate and appropriate action to protect people and property through the combined efforts of City staff and volunteers.
- 15.3 Provide for inclusion, reasonable accommodation and respectfulness in employment, at facilities, in programs, at public meetings and in information dissemination.
- 15.4 Strive to exceed ADA standards for physical access to all park and recreation areas and facilities.
- 15.5 Promote public transportation and bicycle and pedestrian routes connecting major park sites and recreation facilities to other public facilities throughout the region.
- 15.6 Provide a single point of contact for safety and access issues in parks.
- 15.7 Achieve a baseline minimum of 4 Park Safety Rangers on duty during normal hours of operation (7 am – 10 pm) seven days per week.
- 15.8 Promote public education and engagement of the public in ensuring the safety of parks and recreation facilities.

## **16 Sustainability**

- 16.1 *Implement the Department Sustainability Program that addresses workplace practices at a Department, Division and individual level.*
- 16.2 *Develop “sustainable design” policies and standards for the planting and care of trees and grasses, turf and other vegetation for the reduction of water and energy use.*
- 16.3 Apply environmental sustainability principles to all facility designs and department operations.
- 16.4 *Recognize the intrinsic value of biodiversity and natural ecosystems, and protect and restore them.*
- 16.5 *Educate and train the public on what sustainability means and how they can help facilitate sustainability in regard to parks and recreational facilities.*

## **17 Technology**

- 17.1 Invest in information technology infrastructure to improve reliability and quality of information systems, to enhance workflow management and customer service.

- 17.2 Give staff the tools, training and support to leverage technology in serving the public.
- 17.3 Provide user-friendly, technology-based access to information about Department services and facilities.

**18 Trails, Bikeways and Bridges**

- 18.1 Coordinate with the respective City Departments when planning, constructing and maintaining the City's public off street trails and bikeways.
- 18.2 Condition all new development entitlements with off-street trails as allowed by the City/County Bikeway Master Plan and other City adopted plans.
- 18.3 Encourage multimodal circulation through construction and improvement of multi-use and bicycle trails for recreational, commuting and sustainability purposes.
- 18.4 Connect community and regional parks and trails to the City multi-use trail and bikeway network whenever possible.
- 18.5 Consider the City's levee system, retired railroad right-of-ways, freeway buffers, and other linear land masses for trail alignment when they provide important connections to other trail or transportation systems or to destination points.
- 18.6 Ensure trails on levees are consistent with flood protection goals.

**19 Workforce**

- 19.1 Recruit, hire, train, develop, recognize, competitively compensate and retain a diverse and high quality workforce.
- 19.2 Assign a variety of work duties to provide experience to promote individual growth, share expertise across the organization, and prepare future organizational leaders.
- 19.3 Maintain clear and measurable staff performance expectations and provide staff with continuous feedback.
- 19.4 Hire based on qualifications, providing for hiring for select programs from the neighborhood(s) to be served by those programs.