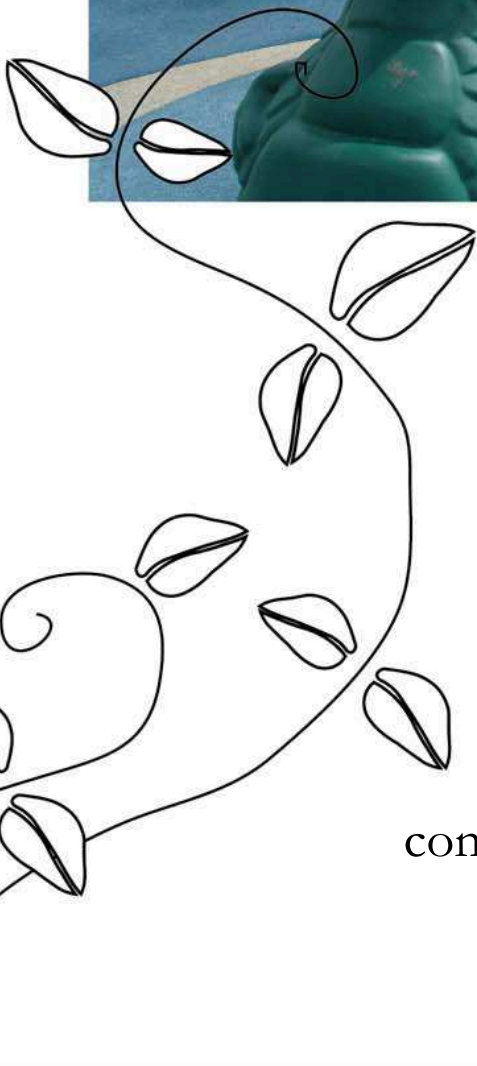




California Lilac Park



appendices

“The real voyage of discovery
consists not in seeking new landscapes
but in having new eyes.”

~Marcel Proust

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APPENDIX A: INFORMATION SOURCES

EFFECTS OF PARKS AND RECREATION SERVICES ON HUMAN DEVELOPMENT/ECONOMIC BENEFITS OF PARKS AND RECREATION SERVICES

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APPENDIX B: HISTORY OF SACRAMENTO PARKS AND RECREATION, 1849 – 2009

Parks, Recreation, and the Urban Forest have always been essential to maintaining a high quality of life in the City of Sacramento. Since the City's incorporation in 1849, developing and maintaining a lush urban forest, creating an accessible park system, and providing recreation and human services have made Sacramento the place to live, learn, work, and play.

The Urban Forest

It is indeed ironic that the founding charter of the City of Sacramento was developed under the shade of a tree. Developing a lush and healthy Urban Forest was one of the key instruments in making Sacramento a healthy and vibrant community. Sacramento during the first years of incorporation was considered an unhealthy place to live. Wetlands surrounding the city bred mosquitoes and disease. The summer months brought extreme heat. There were several fires in the years shortly after incorporation in 1850, 1852, and 1861. Tree planting was seen as the solution to the problem of hot days and the unpleasant odor in the air. An early reporter in Sacramento found that "shade trees add much to the beauty of this place; it will be in a few years the city of trees." Evidence of local appreciation for trees dates to 1855, during which time residents were said to have a "mania" for planting them.

DID YOU KNOW?

C.K. McClatchy was one of the City of Sacramento's most outspoken proponents of trees. During his term as editor of The Sacramento Bee, he would often publish on the front page the obituaries for trees killed by vandals. McClatchy's efforts were vital in raising the awareness, appreciation and pride in the City's urban forest.

Typically, urban forest management relies on the planting and management performed by city officials; however, in Sacramento, the maintenance of the urban forest has always been a partnership between the City and its residents. In 1923, street tree planting received a permanent boost in community participation as the city inaugurated what would become an annual campaign to

promote street tree planting in neighborhoods. Boy Scouts canvassed neighborhoods urging residents to sign request cards, which would commit the signatory to care for the tree planted by the City. In 1981, the Mayor of Sacramento and the County Board of Supervisors called together 125 civic, business and community leaders to introduce the concept of a community based non-profit to be called the Sacramento Tree Foundation.

The Urban Forest continues to provide the backbone of the city's living infrastructure. The City of Sacramento continues to be the steward of the City's Urban Forest, along with the City's residents, maintaining more than 150,000 city street and park trees, planting new trees and monitoring the health of the urban forest. In 2005, the City of Sacramento planted its one-millionth tree, making it second only in the world to Paris, France in the number of trees per resident.

Parks and Open Spaces

The preservation of open spaces and the development of an accessible park system was also an important theme at the time of the City's birth in 1849. The public park system began at that time when John A. Sutter, son of the City's founder, donated ten separate city block sized parcels in the downtown area for public use. It is a tribute to the City and its residents that nine of those plots continue to serve as parks that serve the residents of the City of Sacramento.

It was residents and businesses that were responsible for the acquisition and development of the City's early park system. During the 1870's, the only large recreational open space area in Sacramento was an area called East Park. In 1901, a women's civic

DID YOU KNOW?

Del Paso Regional Park was part of the larger Rancho Del Paso owned by the Haggin family. The horse stables at Rancho Del Paso at one time were the most successful in the country. In 1886, a horse from the ranch, "Ben Ali," won the Kentucky Derby.

group, the Tuesday Club, convinced the City to purchase the area. The site was officially renamed C.K. McKinley Park.

In the early days of Sacramento, street car companies found that their patronage was dramatically reduced during the weekends. In 1906, acting on the recommendations of the Southside Improvement Association, the City of Sacramento purchased a 26 acre site, today's Southside Park.

DID YOU KNOW?

Nine of the original 10 parcels from the 1849, Sutter Land Grant remain to serve the public to this day including:

- John Muir Park
- Ulysses S. Grant Park
- Leland Stanford Park
- James Marshall Park
- Franklin D. Roosevelt Park
- John C. Fremont Park
- Albert M. Winn Park
- Caesar Chavez Plaza
- Memorial Auditorium site

In the spring of 1908, a group of fifty persons from eleven civic groups were selected to establish an extensive country park outside the city limits. On February 20, 1911, the Rancho Del Paso Property was acquired, making Del Paso Regional Park the City's first and largest regional park.

In 1889, the Central Street Railway developed an area in Oak Park as an amusement park called Joyland. In 1927, after the close of Joyland, the McClatchy family purchased the property and donated it as a public park, today's C.K. McClatchy Park.

DID YOU KNOW?

In 1913, the Ingersoll Amusement Company purchased Joyland, today's McClatchy Park, and installed the "Giant Racer," the largest roller coaster west of New York's Coney Island.

In November of 1919, Mr. Jones of the Hickman Investment Company and Mr. J.C. Carley of the East Curtis Oaks Company donated a parcel of land 300 by 2,740 feet in the Curtis Oaks district. The

land was accepted by the City and soon became William Curtis Park.

The story of William Land Regional Park is one of the most interesting in the history of the City of Sacramento and is a testament to civic involvement in the park system. The acquisition of the park was made possible under the provisions of the last testament of Mr. William Land, a highly successful hotel owner and former mayor. Mr. Land had left the City of Sacramento the sum of \$250,000 for "recreation sport for children and a pleasure ground for the poor." The citizenry at the time were not able to agree on how the funds should be spent. Many felt that the funds should be used to transform Del Paso Regional Park into a "Park of Nations" to reproduce the detail and beauty of foreign countries.

DID YOU KNOW?

The site for William Land Park was at one point so controversial that the niece, Ms. Nettie Evans, of the deceased William Land was brought to Sacramento from Logansport, Indiana. She made it clear that she was opposed to the purchase of the current location of the park, that her uncle had always disliked the area.

On January 8, 1918, the City Council decided to purchase the Swanston McKeVitt property along Riverside. The decision was, however, subject to a popular referendum and in May of that year the voters of Sacramento decided the monies were best spent on Del Paso Regional Park. In spite of the vote, none of the money was allotted to Del Paso Regional Park. The City Council did try to rescind their decision; however challenges in court with attempted appeals to the California Supreme Court resulted in the City being committed to the Swanston McKeVitt tract, the current home of William Land Regional Park.

Easily accessible parks for all have always been an important theme in Sacramento life. It is one of the prime goals of the City today to preserve and expand open space and parks. With the rapid growth that has occurred in North Natomas and South Sacramento, the City will be adding more than 322 acres of parkland to the system.

Maintaining and preserving this treasure is a high priority to make Sacramento the #1 most livable city in California.

Recreation & the Playground Movement

By the early 20th century many of the open lots that had served as playgrounds were disappearing and with the introduction of the automobile, the streets became a dangerous place to play. The City Charter of 1911 officially endorsed the idea of a Citizen’s Board of Playground Directors and appointed the City Commissioner of Education as its head. By 1915, the City’s population had grown to over 65,000. Because of this rapid increase, the Playground Board was faced with new problems, the most pressing being to provide a safe place for children to swim. Mark Twain once said that “in Sacramento it is fiery summer always, and you can gather roses, and eat strawberries and ice cream, and wear white linen clothes and pant and perspire at eight or nine o’clock in the morning.” The Playground Board decided that a large floating crate would be built and placed in Southside Lake for swimming.

DID YOU KNOW?

The City’s first Parks & Recreation departments were formed in the early 1920’s. The Department of Recreation was created in 1921 with George Sim as its first head. The following year, the Department of Parks was created with Fredrick Evans as the first superintendent.

In 1918, Playground Supervisor for Southside Park, J.P. Murphy, helped establish the City’s first winter baseball league for adults. The league consisted of 22 teams. Citizens freely donated their land for baseball diamonds, and all of the umpires were volunteers who served without compensation. However, it soon became clear that more organized recreation was needed and the City decided to hire a Superintendent of Recreation.

George Sim was hired as Superintendent of Playgrounds in 1918. George Sim is considered the father of modern Recreation programming in the City of Sacramento. His innovation and ability to

create broad based joint-use agreements has been a model for parks and recreation professionals for more than 90 years. His first goal was to take an inventory of all programs within the City of Sacramento and determine where there were no real organized ones. He noted that: “it is obvious that one of the important factors in Recreation is the direction of play of boys and girls and what is done on the weekends and after-school.” Sim went on to order the destruction of the crate at Southside Lake for public swimming and convinced the Riverside Baths to provide public swimming to the residents of Sacramento. He envisioned a continuous and far reaching cycle of activities, which would make full use of every conceivable municipal facility.

DID YOU KNOW?

Reclamation of land not only provided valuable public parkland in the 19th Century, but today as well. Southside Park was formerly a garbage dump with a sewage canal, but today serves as one of the City’s most beautiful parks. East Portal Park was a former rock quarry and today provides a beautiful landscape. The development of Sutter’s Landing Regional Park today is the reclamation of the former City dump. Granite Regional Park in the east is also the reclamation of a former rock quarry.

He stated that “a recreation program must offer not only well organized sports, but the opportunity for enjoyment and music.” He was instrumental in the formation of a Symphony Orchestra and a Junior Symphony. He worked to form a community mass-chorus. During his administration, land for Camp Sacramento, the municipal summer camp in El Dorado County was leased and the camp officially opened on July 21, 1921. That year over twelve hundred “city-dwellers” enjoyed their vacation in the mountains. The camp remains a popular recreation site for Sacramentans today.

In 1932, Bing Maloney, member of the City’s Civil Service Commission and a sporting goods storeowner, was made Superintendent of Recreation, a position he held until his passing in 1951. Using his business background, Maloney led the Department of Recreation to greater efficiency and financial stability during the Depression Era. Maloney took the idea of recreation to the next level in recognizing that “we have outgrown the

thought that a recreation program is complete when playground facilities are provided throughout the City for children. We find ourselves faced with the problem of providing proper leisure for adults.” Under his direction, the first nine holes of Del Paso Golf Course were opened in October 1932. Maloney revised the fee structure and made creative use of the Works Progress Administration and federal grant opportunities to rehabilitate parks. He also encouraged private donation and bequests for new park projects, such as the donation by Florence Turton Clunie of the Clunie Pool and Clubhouse, which opened on August 10, 1936, as the first major indoor recreation facility in the City of Sacramento.

DID YOU KNOW?

By 1927, the City’s Department of Recreation had six divisions:

- *Playgrounds & Community Centers*
- *Music*
- *Community Dramatics*
- *Camp Sacramento*
- *Maintenance and Repairs*
- *Administration & Organization*

America’s entry into World War II slowed the development of additional recreational facilities. With the wars end and Maloney’s return from service, Sacramento’s rapid transition to a peace-time economy was apparent. The Department considered the unmet need for a second eighteen hole golf course. By 1952, land had been acquired and the new golf course opened, named in memory of J.B. “Bing” Maloney.

Over time, it became clear that Recreation was much more than mere playground programs but numerous organized activities for the leisure moments.

Creating One Department

In 1954, the Departments of Recreation, Parks, and Trees were combined to form the Recreation and Park Department with R.G. Renfree as the first director. Following World War II, Sacramento experienced rapid building activity which increased

park and recreation needs in newly developed areas. During that year, the new Department negotiated a joint planning agreement with the Sacramento Unified School District to increase the development of recreation facilities adjacent to school property; the first agreement of its kind in the State of California.

DID YOU KNOW?

In 1957 the Citizen’s Advisory Committee for Parks and Recreation was formed to help the department review and develop a comprehensive parks and recreation master plan. To this day, this duty is one of the primary responsibilities of the CAC now reorganized as the Parks and Recreation Commission.

By 1955, the City’s continued growth required re-examination of the existing parks and recreation system. A preliminary plan was prepared and submitted for review in 1957 by the newly formed Citizen’s Advisory Committee (CAC). The first CAC’s recommendations for new or modified facilities were adopted in the following year, and a ten year improvement program was initiated.

Over the next decade several improvements were made to the system and a number of new parks and facilities were added. The Sacramento Boat Harbor was begun at Miller Park in 1956. The Sacramento Garden and Arts Society and the City co-developed a facility for garden and arts clubs and shows in McKinley Park in 1958. The City’s first center for older adults was developed at Marshall Park in 1961. In 1964, the City of North Sacramento was annexed into the City of Sacramento, bringing 11 more parks along with the Woodlake and Hagginwood Clubhouses. In 1965, Interstate 5 was constructed and cut Southside Park in half, creating O’Niel Field and today’s Southside Park. Social upheavals in the mid-sixties prompted the creation of Special Youth Services in the Recreation Division to focus on the needs to teenage residents of disadvantaged areas of the City.

In 1968, the Department, with the help of a second CAC, published a second master plan. During that time year-round recreation programs were being

offered at 60% of the City's schools and over 65 parks were open to residents. An ambitious ten-year program of acquisition was proposed to accommodate projected growth in the City. In 1969, R.G. Renfree retired and was replaced by Solon "Doc" Wisham. During his tenure as director, State and Federal grants for open space acquisition and development were available and other revenue sources were developed. Approximately 520 acres of land were developed, renovated or purchased for future park development. Included along with basic improvements were development of softball, baseball and soccer facilities, playgrounds, picnic areas, four community centers, three swimming pools, two jogging courses, and four major animal exhibits at the Sacramento Zoo.

In addition, the groundwork was laid for the construction of the Sacramento History and Science Center adjacent to the Railroad Museum in Old Sacramento. The interior of the original Crocker Art Gallery was completely restored and the planning for renovation of the entire facility was initiated. In 1979, the Department went through a major reorganization and was renamed the Department of Parks and Community Services. This recognized the number of services the organization provided, as well as the new functions the department would be taking on including: the Crocker Art Museum Division, The Metropolitan Arts Division, and the History & Science Division.

An Expanding Role in the Community

Parks and Community Services through the 1980's became more than parks and playground programs. The Department was not only charged with providing for park and recreational needs but also the cultural, educational and health needs of a growing population. In 1981, Robert P. Thomas was appointed Director of Parks and Community Services, a position he held for the next ten years. During this period some of the key achievements of the department under his leadership were:

- Expansion of the Crocker Art Museum
- Expansion of the Sacramento Marina

- Expansion of the Bing Maloney Golf Course
- Development of the Sacramento Sports Complex at Del Paso Regional Park
- Addition of the Summer Food Program
- Addition of the Youth Employment Program
- Development of the "Workreation" Program
- Development of "Gifts to Share"
- Development of the Park Safety Services Program
- Development of the 4th R Program

A number of parks were also developed during this period including: Natomas Oaks Park, Marriott Park, the extension of Seymour Park, and Bannon Creek Park.

One of the critical and foundational missions of the department during this period was the creation of a Human Services Section. This section was responsible for all services, programs, and facilities with a prime focus on social services including: latchkey programs for children, programs for senior citizens, people with disabilities, the summer food program, and youth employment programs. Subsequent additions to this unit include the Mayor's Committee on Children's Health and the School Crossing Guard Program, using retired senior citizens as the guards.

<p>DID YOU KNOW?</p> <p><i>During the 1980's, Human Services became an important part of the Department's mission, providing health and social services to the City. Such innovative and programs that originated from Human Services include:</i></p> <ul style="list-style-type: none"> • <i>Sacramento START</i> • <i>4th R</i> • <i>Access Leisure Programs</i>
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Providing "Neighborhood Services"

In 1993, the City went through a restructuring process designed to make city services more "neighborhood oriented." Discussions were held with the community and the City Council, and the Parks and Community Services Department was dismantled with the Parks, Recreation, and Tree Services component of the Department becoming

the largest portions of the new Neighborhood Services Department. The Neighborhood Services Department, at that time, was designed to provide multidisciplinary services on a geographic basis. The City was separated into four Neighborhood Services Areas, with an Area Manager, later Area Director, as the head. The parks and recreation component was split among the four service areas, creating essentially four mini-parks and recreation departments citywide.

In 1998, the Neighborhood Services Department was merged with the then Planning and Development Department to create the Neighborhoods Planning and Development Services Department. To improve communication and make service delivery more consistent across the City, the Area Directors rather than managing all parks and recreation functions within their service area were given citywide responsibilities. The Neighborhood Services Area 1 Director was given Code Enforcement on a citywide basis. The Neighborhood Services Area 2 Director managed Human Services, START (the Student's Today Achieving Results Tomorrow Program), Special Event Services, and Department Administration. The Neighborhood Services Area 3 Director managed Recreation Services on a citywide basis. Finally, the Neighborhood Services Area 4 Director was given management responsibility over Landscape Architecture, Park Maintenance, and Tree Services on a citywide basis.

In 1999, Robert P. Thomas returned to the City of Sacramento as the new City Manager. In 2000, with his guidance it was decided that a stand alone Department of Parks and Recreation needed to be created to increase communication and coordinate park development, maintenance, and recreation services on a citywide basis.

A New Parks and Recreation Department

In June of 2000, the City Council reestablished a stand alone Department of Parks and Recreation. Donald W. Murphy, whose experience included being Director of the State of California

Department of Parks and Recreation from 1991-1997, was appointed the Director of the Department.

In September of 2000, the newly established Department held a celebration at McKinley Park commemorating their 150th anniversary of providing parks and recreational services to the people of Sacramento.

In 2001, the first phase of Granite Regional Park was opened. This 92 acre facility includes a full size soccer complex, a dog park, a skateboard park, and large covered picnic areas.

During the next five years, while the City was experiencing dynamic growth, the Department was led by Parks and Recreation Director, Robert G. Overstreet. His leadership allowed the Department an opportunity to play a key role in FY03/04 in the development and adoption of the Sacramento Riverfront Master Plan. Also that year, the START (Students Today Achieving Results for Tomorrow) program was transferred to the Department for operation and continues to thrive.

In December 2004, a comprehensive *Parks and Recreation Department Master Plan 2005-2010* was adopted by City Council after extensive community review and input.

In the spring of 2005 the Parks and Recreation Commission was launched to further citizen outreach and input into proposed projects, services and policy matters.

Program partnerships undertaken that year included the regional "Cover the Kids by 2006," health coverage initiative and the citywide "Recycling in Parks and Public Places" program.

FY05/06 brought the establishment of the Urban Forest Services Division to strengthen planning and management of Sacramento's urban forest. The Division was transferred to the Department of Transportation in July 2008.

Department milestones in FY05/06 also included the opening of Southside Park Accessible Playground; the opening of River Cats Independence Field (a special baseball field for people with disabilities that features rubberized surface throughout the infield and outfield and is the size of a regular 200 foot Little League diamond); and celebration of the 25th anniversary of the Oak Park Community Center.

The City's Access Leisure Program was awarded the 2006 Governor's Council on Physical Fitness and Sports-Parks Program award. Also that year, the Mims Hagginwood Community Center celebrated a grand opening of the expanded facility.

The past several years have seen extensive growth in park and recreation facilities in the North Natomas area with the addition of 293 acres of developed parkland including five community parks, numerous neighborhood parks, parkways, and trail corridors.

The Department continues to pursue parkland acquisition whenever possible. Significant additions over the past several years to the open space system managed by the Department include: the 163 acre Sutter's Landing Regional Park site; the North Laguna Creek Park and Wildlife Area encompassing over 130 acres; Hansen Ranch Regional Park site with over 262 acres; the 92 acre Granite Regional Park; and North Natomas Regional Park which exceeds 206 acres.

In June of 2007, James L. Combs, former Assistant General Manager for the City of Los Angeles Department of Parks and Recreation, was appointed Director of the Department.

Today the Department of Parks and Recreation has four major service areas:

- Park Operations Services;
- Recreation and Community Services;
- Park Planning and Development Services; and
- Administrative Services.

FY07/08 included several actions that will shape the future of the Department including: adoption of the *Department of Parks and Recreation Sustainability Plan 2008-2015*; completion of the Small Public Places parkland concept policies and guidelines; adoption of the Community Garden Program Guidelines; development of the Park Safety Implementation Plan; development of an Integrated Pest Management Policy for park maintenance activities; and the focus on the Wellness and Fitness Initiative which will mobilize the community around fitness and wellness issues utilizing the programs and services of the Department.

With an emphasis on providing programs and facilities, and preserving open space to optimize the experience of living, the Department of Parks and Recreation continues to be a regional leader in providing safe and well maintained parks and recreation facilities and a variety of programs for people of all ages and abilities.

DID YOU KNOW?

"Sustainability meets the needs of the present without compromising the ability of future generations to meet their own needs."

APPENDIX C: ADDITIONAL KEY PLANS, POLICIES, LEGAL MANDATES AND PROCEDURES GOVERNING SACRAMENTO PARKS AND RECREATION SERVICES

City/Department Administration/Operations

- Americans with Disabilities Act (ADA)
- Brown Act
- City Administration Policies
- Civil Service Rules
- Corporation Yards Master Plan
- Department of Parks and Recreation Sustainability Plan 2008 - 2015
- Emerging and Small Business Development (ESBD)
- Energy Conservation Policy
- Equal Opportunity/Affirmative Action Employer Policy
- Ethel G. Hart Advisory Trust Agreement
- Hazardous Material Business Plan for Tree Services
- Human Resources Policies (Labor Relations, Payroll, and Personnel Services)
- Information Technology Policies
- Integrated Pest and Vegetation Management Operational Policy
- Labor Agreements and Resolutions
- Licenses and Agreements (Grants, Land Use, Development, Services, etc.)
- Mass Mailing Regulations (Political Reform Act)
- Parks and Recreation Commission Ordinances and Rules of Procedure
- Parks and Recreation Safety Implementation Plan
- Playground Safety Act
- Professional Service Agreements
- Public Records Act
- Records Retention Policy
- Right to Know Business Plan for City Nursery
- Risk Management Services Policies (Safety Services, OSHA, Fingerprinting of Volunteers, Other Services)
- Sacramento Urban Forest Management Plan
- Sacramento Youth Commission
- Small Public Places Policy
- Specific Operations Manuals for Park and Recreation Department Divisions
- Tree Policy Guide
- Volunteer Coordination Policy

City Fiscal Management

- Annual Budget Resolution
- Annual Capital Improvement Program Budget
- Annual Fees and Charges Report
- Annual Operating Budget
- Assessments: Citywide Landscaping and Lighting; Neighborhood Park Maintenance Community Facilities District; Laguna Creek Maintenance District
- Cellular Tower Permit and Revenue Policy
- Financial Services Policies (Procurement Services, Budget Services, and Accounting Services)
- Indirect and Overhead Rates Policy

Sacramento City Code

- Administrative Services: Chapter 2.04
- Boards and Commissions: Chapter 2.40
- Contracts for Professional Services: Chapter 3.64
- Contracts for Public Projects: Chapter 3.60
- Dutch Elm Disease: Chapter 12.60
- Heritage Trees: Chapter 12.64
- Leases of City-Owned Real Property: Chapter 3.68
- Parades: Chapter 12.48
- Park Development Impact Fee (PIF): Chapter 18.44
- Parks and Recreational Facilities: Chapter 16.64 (including Quimby)
- Parks, Park Buildings and Recreational Facilities: Chapter 12.72
- Purchasing of Supplies and Services: Chapter 3.56
- Temporary Street Closures: Chapter 12.16
- Trees: Chapter 12.56

Land Use and Development Plans/Policies/Standards

City of Sacramento

- 2003-2007 Consolidated Plan for the U.S. Department of Housing and Urban Development Funded Community Development Programs
- Area/Specific Plans: Richards Boulevard Area Plan, Richards Boulevard Area Plan Facility Element, Railyards Specific Plan
- Bikeway Master Plan (Joint City/County)
- Community Plans: Airport Meadowview, North Natomas, North Sacramento, Pocket, South Natomas, South Sacramento, Central City
- Crime Prevention Through Environmental Design Standards
- Facility Naming Policy
- Joint Use Detention Guidelines
- Land and Water Conservation Fund Act (LWCF)
- Parks and Recreation Programming Guide (PRPG)
- Park and Recreation Facility Design and Development Standards
- Pedestrian Master Plan
- Riverfront Master Plan
- Sustainable Park Design Standards
- Site Specific Park and Recreation Master Plans
- Zoning Code

County of Sacramento

- American River Parkway Plan
- General Plan
- River Corridor Management Plan for the Lower American River
- Sacramento River Corridor Flood Management Plan
- Sacramento River Parkway Plan

Regional Plans

- Sacramento Area Council of Governments (SACOG): Regional Bicycle, Pedestrian, and Trails Master Plan
- Sacramento Riverfront Master Plan (Joint Cities of Sacramento/West Sacramento)