

# Cordova Recreation & Park District District Inventory & Assessment Plan – Final Draft



PREPARED BY:



2012





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- Appendix 2 – Detailed Facility / Park Assessments
- Appendix 3 – Vision / Strategy Matrix
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## CHAPTER ONE - EXECUTIVE SUMMARY

### 1.1 INTRODUCTION

The Cordova Recreation and Park District (“District”) was established in 1958 with the aim of serving the parks, recreation and open space needs of the region encompassed by the City of Rancho Cordova and Sacramento County unincorporated areas including Gold River, Larchmont, Mather and Rosemont. Serving a population of over 110,000 individuals, it is one of the largest special Districts in the Sacramento region.



With close to 40 parks and over 600 acres, the District is home to a wide variety of neighborhood and community parks as well as special use facilities including a large regional sports complex, a golf course, senior center, and a shooting range. The affordable cost of living, and several other quality of life indicators, has ensured continued population growth within District boundaries. Despite the economic slowdown, continued growth is expected in the coming 10 years. As such, the desire to continue positioning itself as an attractive community, by meeting the needs of its current and future residents, led the District to create this 10 year Strategic Master Plan and proactively address current and future growth needs.



This Strategic Master Plan seeks to provide clear steps in the process and a detailed analysis of the strategies to be employed to ensure the District positions itself as the community service provider of choice and an economic driver in the region for years to come.

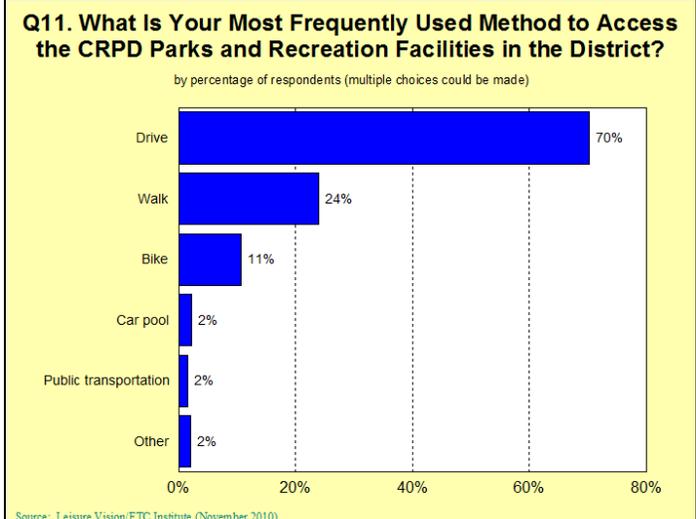
## 1.2 KEY FINDINGS

The following are the key findings based on the assessments and data collection mechanism employed throughout the report.

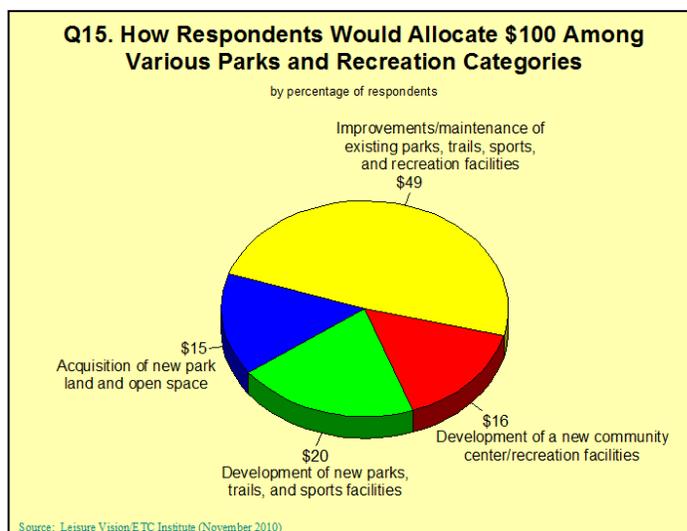
### 1.2.1 SURVEY STATISTICALLY-VALID SURVEY SUMMARY

The District conducted a Community Interest and Opinion Survey during October and November of 2010. The survey was designed to obtain statistically valid results from households in the District. This goal was accomplished, with a total of 410 surveys having been completed. The results of the random sample of 410 households have a 95% level of confidence with a precision of at least +/-4.8%. The following are the major survey findings.

- Seventy-two percent (72%) of households have visited District parks, recreation facilities, or sports fields during the past year (*the national average is approximately 85% - 90%*)
  - From those who visited, 63% rated the physical condition as either excellent (24%) or above average (39%)
- The most frequently mentioned concerns with District parks, facilities, or sports fields are: security and safety issues (24%) and park maintenance and cleanliness (22%)
- Twenty-seven percent (27%) of households have participated in programs or activities offered by the District during the past 12 months (*the national average is approximately 30%*)
  - Of the program or activity participants, 82% rated the overall quality of programs or activities they have participated in as either excellent (37%) or above average (45%)
- The most frequently mentioned ways that respondents have learned about District programs and activities are: flyers/newsletter (47%), Tri-Annual Activity Guide (44%), from friends and neighbors (29%), and newspaper (26%)
- “Too busy/not enough time” (17%) is the most frequently mentioned reason preventing households from using District parks, recreation facilities or programs more often. Other reasons include: “program times are not convenient” (16%), “do not know what is being offered” (11%), and “fees are too high” (11%)
- Of those surveyed, the highest parks and recreation facilities needs were identified as: walking, biking trails, and greenways (64%), small family picnic areas and shelters (60%), small neighborhood parks (59%), large community parks (46%), and playground equipment (44%).



- Based on the sum of their top four choices in the previous bullet, the parks and recreation facilities that households rated as the most important include: walking, biking trails, and greenways (34%), small family picnic areas and shelters (29%), small neighborhood parks (28%), playground equipment (24%), and outdoor swimming pools (20%).
- The highest percentage of households identified recreation programs needed as: adult fitness and wellness programs (36%), community-wide special events (35%), swim lessons/aquatics programs (32%), and cultural programs (25%).
- Based on the sum of their top four choices, in the previous bullet, the recreation programs that households rated as the most important include: swim lessons/aquatics programs (19%), adult fitness and wellness programs (19%), community-wide special events (16%), and senior programs (14%).
- Eighty-two percent (82%) of respondents are either very supportive (54%) or somewhat supportive (28%) of an effort to develop walking/biking trails to create an interconnected community and a sustainably built environment.
- Per the respondents, the most important actions the District could take to improve/expand parks and recreation facilities are: renovate/develop greenways for walking and biking (45%), renovate/develop playgrounds and picnics (28%), acquire land to develop for small neighborhood parks (28%), and acquire land to use for greenways and trails (27%).
- Fifty-one percent (51%) of respondents are either strongly supportive (39%) or somewhat supportive (12%) of paying \$5 per month to fund the development and operations of parks, greenways, open space, and recreation facilities that are most important to their household.



## 1.2.2 DEMOGRAPHICS

### 1.2.2.1 METHODOLOGY

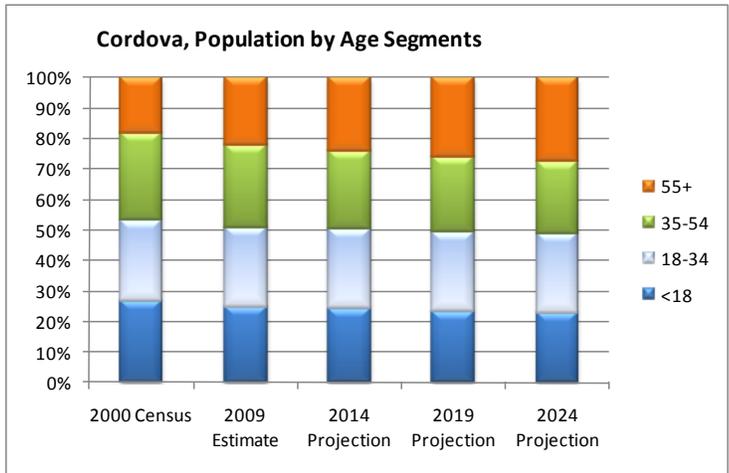
All data used in this analysis was obtained from Environmental Systems Research Institute, Inc. (ESRI). All data was acquired in March 2010, and reflects actual numbers as reported in the 2000 Census and demographic projections for 2009 and 2014 as estimated by ESRI; straight line linear regression was utilized for projected 2019 and 2024 demographics. The District service area was utilized as the boundary for the demographic analysis.

### 1.2.2.2 FINDINGS

The **total population** of the District has exhibited a rapid growth pattern over the last decade. From 2000 to 2009, the service area population grew by 12.3% to a total population of 110,662. This entails an increase of 13,663 total persons at an annual growth rate of 1.5%. The projected population growth is 5.6% from 2009 – 2014, 5.6% from 2014 – 2019 and 5.5% from 2019 – 2024 respectively.

In order to further understand the demographics within the District service area, sub-segments of the overall population were broken out.

**Age Segment:** the most populous age group is that of the 35-54 age group, which comprises 27% of the population or 29,921 individuals. This is a slight reduction from 28.8% in 2000



and it is projected to further decrease to 23.9% by 2024. This reduction is offset by the consistent increase in the 55+ age segment which is projected to increase from 22.3% currently to 27.3% by 2024. The U-18 group is also a significant portion of the population and comprised almost 25% of the total in 2010.

**Race:** the District service area has a racially and ethnically diverse population. Much like the national demographic trends, the District service area’s diversity is projected to increase in the years to come. The majority, White Alone population, is expected to reduce from 68% in 2000 to 60% in 2009 and as low as 50% by 2024. Effectively, this means that by 2024 one out of two individuals within the District service area will not identify as White Alone. The largest shift being witnessed is with those who identify as being of Hispanic / Latino origin, of any race. This segment is expected to grow significantly from 12% in 2000 to 15.7% in 2009 and increasing up to 21% by 2024.

**Income Characteristics:** the District service area’s current median household income is \$54,270, which is lesser than California numbers (\$61,154). The District’s median income is projected to grow to \$66,657 by 2024, with the per capita income projected to increase from \$24,792 to \$28,605 in the same time frame. The District service area’s income characteristics will continue to be lower than State and National averages for the next 10-15 years.

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### 1.2.3 FACILITY ASSESSMENT

The PROS team visited all the parks in the system over a 4 day period in order to assess the District’s facilities. This assessment was done in the early stages of the plan and thus is mindful of the fact that some improvements have since been made. The system-wide issues and observations are provided below, while individual park assessments and recommendations by each site have been provided in **Appendix 2**. Overall observations include:

- Overall, maintenance of the District’s facilities is considered good. The older parks are well maintained, despite aging assets.
- The quantity and quality of the bike trails within the District are some of the premier assets in the region. Long range goals should include a systematic plan to extend the useful lifecycle of these assets.
- There are a few park sites and assets that are showing wear and have met or exceeded their lifecycle.
- Vegetative bedding, as seen in the newer parks throughout the system should be replicated into the older parks to create uniformity
- District brand inconsistencies exist throughout the system. There is a lack of uniformity of entrance signs, sign locations, color schemes, directional signage, and amenity signage and park furniture.

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### 1.2.4 FACILITY AND PROGRAM PRIORITY RANKINGS ASSESSMENTS

The purpose of the Facility and Program Priority Rankings is to provide a prioritized list of facility, amenity and recreation program needs for the communities served by the District.

A scoring system was utilized to determine the Facility and Program Priority Rankings. The system considered quantitative metrics, such as a statistically valid community survey, and qualitative metrics; such as the community input data, demographics and trends, and levels of service. Unmet needs for facilities and recreation programs, as well the importance of those facilities and programs which were identified in the Community Survey, were assigned weighted numbers for the scoring system. Additionally, PROS utilized information derived from the facility assessment and weighted those results to provide additional quantitative measurements for the scoring system.

Once assigned, the 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 (1-9), Medium Priority (10-18), and Low Priority (19-27).

The combined total of the weighted scores for Community Unmet Needs, Community Importance and Consultant Evaluation is the total score based on which the Facility, Amenity and Program Priority is determined. **Figure 61** and **Figure 62** below depict the Facility, Amenity and Recreation Program Priority Rankings. For complete details on the methodology for ranking priorities, please refer to **Chapter 4** of this report.

The two charts below show the Facility, Amenity and Recreation Program Priority Rankings based on the scoring system as previously described. As can be seen, walking, biking trails and greenways, small family picnic areas and shelters and small neighborhood parks were the top three facilities / amenities. These were followed by playground equipment, outdoor swimming pools and indoor running / walking tracks.

Adult fitness and wellness programs, swim lesson / aquatics programs and community wide special events were the top three program priorities in the community. Senior programs, visual and performing arts programs and cultural programs were identified in the top six rankings.

<b>Cordova Rec. and Park District Facility/Amenity Priority Rankings</b>	
	<b>Overall Ranking</b>
Walking, biking trails & greenways	1
Small family picnic area & shelters	2
Small neighborhood parks	3
Playground equipment	4
Outdoor swimming pools	5
Indoor / walking running tracks	6
Off-leash dog parks	7
Splash pads / spray grounds	8
Large community parks	9
Nature center	10
Community gardens	11
Large family picnic area & shelters	12
Youth soccer fields	13
Senior center	14
Gyms / indoor recreation or comm. centers	15
Outdoor tennis courts	16
Amphitheaters	17
Disc golf course	18
Outdoor basketball courts	19
Youth baseball fields	20
Adult soccer fields	21
Multi-purpose fields	22
Adult softball fields	23
Youth softball fields	24
Skateboard parks	25
Youth football fields	26
Archery range	27

<b>Cordova Rec. and Park District Program Priority Rankings</b>	
	<b>Overall Ranking</b>
Adult fitness and wellness programs	1
Swim lessons / aquatics programs	2
Community wide special events	3
Senior programs	4
Visual and performing arts programs	5
Cultural programs	6
Youth sports programs	7
Environmental education programs	8
Trips / excursions	9
Pre-School programs	10
Martial arts	11
Outdoor skills / adventure programs	12
Youth fitness and wellness programs	13
Adult life skill and enrichment programs	14
Adult sports programs	15
After school programs	16
Gymnasium / tumbling programs	17
Youth summer camp programs	18
Youth life skill and enrichment programs	19
Tennis lessons / leagues	20
Youth and adult golf	21
Teen events	22
Birthday party package	23
Programs for individuals with disabilities	24
Before school programs	25
Package parties	26

### 1.2.5 CONCESSIONS ASSESSMENT

PROS Consulting reviewed the District's concessions to determine opportunities for the District to improve their operations and enhance their revenues. The following areas were reviewed:

- Softball/Baseball Complex
- Indoor Recreation Center
- Golf Proshop Operations
- Shooting Range

The assessment included a review of the sites with staff and some limited meetings with the concession operators, where available.

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#### 1.2.5.1 SOFTBALL / BASEBALL COMPLEX RECOMMENDATIONS

- Determine the cost of service both direct and indirect for each food item and determine which food items provide the best return on investment
- Consider increasing the size of the concession facility and remodeling the inside to allow for food storage as well as refrigerator and freezer space
- Standardize drink sizes, food portions, and menu items for youth tournaments and leagues and adult tournament and leagues
- Offer simple food items with high cost recovery levels such as sale of beer, popcorn, hot dogs, nachos, pretzels, pizzas, fries, and hamburgers
- Add additional seating outside of the concession stand to make it comfortable
- Acquire a point of sale system to determine costs, profit made, and inventory/re-order items
- Limit staffing costs to 20% or less of total concession costs
- Train staff on up selling items when people order
- Establish beer sales for adult tournaments
- Market to the park users as well as to the sports complex users with signs that indicate what they offer and encourage them to use the facility

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#### 1.2.5.2 INDOOR ACTIVITY CENTER RECOMMENDATIONS

- When the District updates the building, or replaces it with a new building, a concession area should be developed inside the center
- Offer simple food items with high cost recovery levels with fountain drinks only
- Establish a place for people to eat either in the building or outside
- Continue to offer vending machines when food service is not available

### 1.2.5.3 GOLF COURSE PROSHOP AND FOOD SERVICE

- The District needs to consider the true cost to maintain the golf course both direct and indirect to determine the pricing of the golf course
- A business plan needs to be created for the golf course, proshop and food service operations
- The District should consider consolidating the golf course, food service and maintenance under one contract versus separate contracts to market and manage the golf course in the most efficient manner
- The proshop needs to be updated with an improved image. The shop needs to have more storage added so it is not so overcrowded with merchandise



- Continued efforts to update the golf course, clubhouse, restaurant, driving range, patio, parking lots, and cart paths need to be considered
- Operational standards need to be put into place by the District for maintenance, clubhouse operations and food service with measurable outcomes that are tracked on a monthly basis
- More programming of the golf course is needed to attract additional demographics including the marketing of golf outings to bring play to a higher level
- The restaurant is in need of a total upgrade with a revised menu to attract a wider level of users
- The District should consider the sale of beer in the restaurant
  - Most public golf course food contractors pay the facilities they operate under 15% of gross and 18% of alcohol, if sold
- The District needs to calculate the true cost of services for the restaurant both direct and indirect costs against the 12.5 % they receive from the contractor
- Rates need to be adjusted and evaluated on a yearly basis
- A healthy food menu needs to be added to the restaurant
- A marketing plan is needed for the golf course operation, though the District has started some marketing initiatives including offering a Groupon promotion

#### 1.2.5.4 SHOOTING RANGE

- The District should require the concessionaire to develop an annual business plan and it should be approved by the District
- The District should consider putting the Shooting Range out for a competitive bid every 10 years, if there is no capital improvements made to the site and every 20 years if significant capital improvements are made by the contractor
- The fence around the perimeter needs to be installed by the District as a safety element from the public to access the site
- A updated improvement plan to modernize the site and image should be considered
- The District should determine the level of revenue required from the operation of the Shooting Center. Considerations for revenue generation may include a flat lease rate with a percentage of gross receipts.
- Quarterly meetings with the concessionaire, Finance Director and the District Administrator should be scheduled
- The District should require a point of sale system for auditing purposes
- The entire site is in need of major capital investment and renovation

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#### 1.2.6 IMPLEMENTATION PLAN

The following section articulates the vision and the goals and strategies by core areas of operations. The detailed Strategy Matrix including tactics, staff assignments and performance measures will be provided in **Appendix 3**. The key areas and some of the broad strategies and tactics are:

- Finance
- Maintenance and Operations
- Land and Facilities
- Marketing and Communications
- Recreation Programs

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#### 1.2.6.1 VISION

The Cordova Recreation and Park District shall be an innovative and trustworthy regional leader

#### 1.2.6.2 GOAL FOR FINANCE

Maximize opportunities for sustainable operations through cost control and revenue generation while achieving a cost recovery level of 40% - including direct and indirect costs within 6 years.

#### STRATEGY FOR FINANCE

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- Develop a business-oriented culture and approach towards managing parks, recreation facilities and services in a sustainable manner
- Focus on a regional approach to partnerships
- Use policy-based decision making model to create consistency and structure within the District
- Focus on maximizing non-user fee generated revenue opportunities to supplement current income streams and create a more sustainable agency

#### 1.2.6.3 GOAL FOR MAINTENANCE AND OPERATIONS

Create greater efficiencies, maximize existing resources and provide better planning for maintenance and operational practices in order to create a sophisticated system that is driven by performance indicators and sound data.

#### STRATEGY FOR MAINTENANCE AND OPERATIONS

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- Establish priorities for the District based on classifying services on set criteria that determines “essential, important and valued-added services”. These criteria should also provide direction on how to manage each type of service to its highest level of capacity and efficiency
- Transition to a functional organizational structure that incorporates a flatter span of control within the District
- Develop a yearly work plan for the District to achieve to support the recommendations in the Strategic Master Plan
- Focus on environmental sustainability as a part of the District’s operations
- Expand the use of technology to derive data and aid in decision-making
- Emphasize customer feedback as one of the key drivers of program development and enhancement
- Develop a maintenance management plan for all parks and recreation facilities

#### 1.2.6.4 GOAL FOR RECREATION PROGRAMS

To provide a wide variety of multi-generational programs and increase program participation to 30% by 2015; and 35% by 2020.

#### STRATEGY FOR RECREATION PROGRAMS

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- Focus on need based program development starting with core program areas
- Focus on a regional strategy for recreation program planning
- Ensure standardization in program delivery to limit service variations and strengthen brand building

- Increase awareness and participation rates of program offerings among CRPD residents and regional community
- Develop volunteerism as a core program

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#### 1.2.6.5 GOAL FOR LAND / FACILITIES

Provide 5 acres of neighborhood parks and community parks per 1,000 residents to meet QUIMBY requirements. Provide safe, functional and well-maintained facilities to meet the recommended standard for assets to equitably serve the CRPD population

#### STRATEGY FOR LAND / FACILITIES

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- Develop neighborhood parks, community parks and recreation facilities in the underserved areas of the District
- Partner with the School Districts to develop or enhance school sites, when practical, to develop land and facility offerings
- Establish an acquisition and site selection criteria for acquiring appropriate types of park land based on unmet needs
- Ensure consistency system-wide through design principles, standards and branding guidelines
- Ensure safe and inviting parks to maximize use and minimize liability
- Leverage signature parks and facilities to enhance the livability of CRPD and generate economic impact through tourism

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#### 1.2.6.6 GOAL FOR MARKETING / BRANDING

Create a recognizable and trust-worthy brand for CRPD and maximize outreach to increase program participation to 35% by 2015 and 40% by 2020 and consequently help increase cost recovery to 40% system-wide.

#### STRATEGY FOR MARKETING / BRANDING

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- Develop a marketing plan, brand, and communication strategy for the District
- Focus on developing a strong brand and positive brand equity for CRPD that allows it to differentiate itself from other service providers and create a niche for itself

## CHAPTER TWO - COMMUNITY INPUT RESULTS AND DEMOGRAPHIC AND TRENDS ANALYSIS

### 2.1 COMMUNITY INPUT SUMMARY

One of the most important elements of the Strategic Master Plan process is the community input, which provides residents with an opportunity to express their perspectives of the Cordova Recreation and Park District's ("District") services. PROS Consulting, LLC ("PROS") facilitated a series of focus groups, key leader interviews, and a public meeting. These groups were organized by the District and the invitations to attend were sent out accordingly.

Specifically, this included:

- Fourteen key leader interviews
- Two focus groups, the Community Council and the Senior Advisory Board, consisting of nine attendees
- A public meeting

*Note: These meetings were held in late 2008 and as such reflect the reality of that time. PROS recognizes that many of the issues may have changed from that point but still need to document what the community has expressed at that time.*

The following represents a summary of the information provided. Each question is listed with a summary of the responses while the detailed responses are provided in **Appendix 1**.

#### 2.1.1 HAVE YOU USED ANY OF THE PARKS AND RECREATION AMENITIES OFFERED BY THE DISTRICT? IF SO WHAT HAVE YOU USED?

The respondents primarily named Hagan Park. Otherwise, they predominantly named outdoor activities such as sports and events. They have used rental facilities and taken advantage of the Senior Center.

#### 2.1.2 WHAT ARE THE STRENGTHS OF THE DISTRICT THAT WE NEED TO BUILD ON FOR THIS MASTER PLAN?

Respondents cited the staff as a strength. They cited the abundance of parks and their locations as definite strengths. The maintenance of the parks is also viewed positively. Respondents also responded favorably about the Senior Center. They appreciated the new attitude present among the staff and the willingness to work with the seniors.

#### 2.1.3 WHAT ARE THE KEY ISSUES FACING THE DISTRICT AS IT APPLIES TO PARKS AND RECREATION THAT WE NEED TO ADDRESS IN THIS MASTER PLAN?

Respondents named finance, internal and external communication, and marketing as three of the major issues, with finance being the number one issue. The financial situation in California is affecting every agency, including the District. As a result of the lack of financial resources, the interview and focus group participants mentioned the need for more staff. Reference was made to unfilled key positions in the District that are in great need of being filled.

Public input participants feel there is not enough communication among the employees within the District or between the District and the public. Examples were given of groups using a park and not getting returned phone calls or not receiving the help and support they were counting on from District staff. Safety issues, staffing issues, and leadership issues were also mentioned. There does not seem to be leadership presence in the community, at community events, or establishing relationships with key players in the community. Community Council members expressed concern about the District not reaching out enough to community groups.

The lack of District marketing was also mentioned as a key area. There is not enough promotional effort, building relationships with the business community, and people seem unaware of what the District is doing. There should be new signs at all parks and updated signage to reflect a consistent brand.

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**2.1.4 HOW BALANCED DO YOU THINK THE PARKS AND RECREATION SYSTEMS ARE IN THE DISTRICT IN TERMS OF PARK TYPES (NEIGHBORHOOD, COMMUNITY, REGIONAL, AND TRAILS)?**

In talking about the balance of systems in the District, respondents replied that there were amenities missing at some parks, such as restrooms or drinking fountains and that the ones with these amenities, had non-functioning ones. Hagan Park was mentioned by several respondents. They mentioned that the park closes early enough that several residents cannot utilize it. They also mentioned the lack of programming as an issue that seems to need some balance. There was discussion of expanding the Senior Center and creating a Teen Center as well. Respondents feel as if there is not an adequate balance of programs and they would like to see a better balance between old and new programs.

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**2.1.5 WHAT TYPES OF RECREATION FACILITIES OR AMENITIES ARE MISSING IN THE COMMUNITY THAT THIS PLAN NEEDS TO ADDRESS?**

The main thing mentioned by respondents is that the existing facilities need to be renovated and updated. The District is 50 years old and it seems that several of the parks and facilities have not been updated in over 10 years. Specific things to add that were mentioned were additional skate parks, dog parks, urban campgrounds, and facilities with electricity. There is inadequate ADA access at some of the parks, specifically Dave Roberts Park.

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**2.1.6 WHAT ARE THE RECREATION PROGRAM NEEDS YOU HEAR ABOUT THAT ARE NEEDED IN RANCHO CORDOVA?**

Several respondents mentioned programs for youth, and specifically for at-risk youth. Several participants commented that the Police Activities League offers programs the District should be offering. Programs for active seniors were also suggested, such as sports leagues. They also mentioned that there is difficulty registering for the existing classes and programs which could be causing attendance numbers to be down.

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**2.1.7 ARE THERE ANY OPERATIONAL OR MAINTENANCE ISSUES THAT NEED TO BE ADDRESSED IN THIS PLAN?**

Respondents named a number of issues related to updating and renovating. Security issues included the maintenance yard and administrative building, which have both been broken into. There have also been several robberies that should be addressed. Also, there are cosmetic issues in various places. The Senior Center needs a lot of attention such as a designated cross walk, designated van parking, more parking for times that the pool is in use, and a new roof installed.

**2.1.8 ARE THERE OPPORTUNITIES FOR PARTNERING FOR THE DEVELOPMENT OR DELIVERY OF PARKS, RECREATION FACILITIES OR PROGRAMS THAT THE RECREATION AND PARK DISTRICT SHOULD BE WORKING TOWARDS?**

Many respondents mentioned private partnerships without naming specific ideas. They also mentioned closer partnerships with the City and with the School District. Another partnership type named was business partnerships. There is an existing partnership with the school District that respondents would like to see strengthened. They would also like to see all parks labeled with the District's name to create more visibility for the District. The partnership mentioned that is lacking in closeness and strength is with the Chamber and tourism industry. Strengthening these partnerships will increase the ability to have tournaments in the area.

**2.1.9 HOW WOULD YOU ASSESS PUBLIC INFORMATION, COMMUNICATIONS, AND MARKETING OF PROGRAMS AND SERVICES FROM THE DISTRICT?**

Respondents assessed the public information, communication and marketing as needing significant help. The communications about activities were cited as good, but anything else, including expansion and development, is cited as needing improvement. The respondents would like to see more online communication and information in a consistently updated Web site and social networking sites. They were in favor of a mailed newsletter, citing the use of the City newsletter, and the District is currently in the process of developing a mailing list. This would predominantly be for the older citizens who do not have a computer or internet access.

**2.1.10 WHAT OUTCOMES WOULD YOU LIKE TO SEE AS A RESULT OF THIS PLAN?**

The chief outcome that respondents would like to see is an achievable plan that would be implemented. There were several things that the respondents would like to see as a result of this plan, among them modernized parks, improved management, and better safety in all the parks and facilities. The participants' referenced previous master plans that were not implemented as well as they would have liked. The respondents would like to see better inclusion of people. There should be more services for the youth. The administration needs to work on being more transparent and being more available to their constituents.

## 2.2 COMMUNITY INTEREST AND OPINION SURVEY

### 2.2.1 OVERVIEW OF THE METHODOLOGY

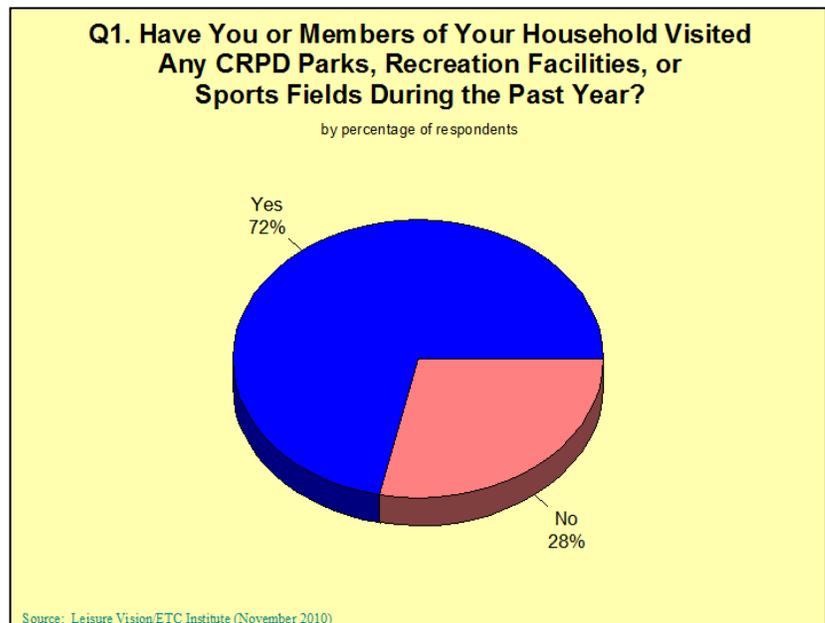
The Cordova Recreation and Park District conducted a Community Interest and Opinion Survey during October and November of 2010. The purpose of the survey was to help establish priorities for the future improvement of parks and recreation facilities, programs and services within the community. The survey was designed to obtain statistically valid results from households in the District. The survey was administered by a combination of mail and phone.

Leisure Vision worked extensively with Cordova Recreation and Park District officials, as well as members of the PROS Consulting project team in the development of the survey questionnaire. This work allowed the survey to be tailored to issues of strategic importance to effectively plan the future system.

Leisure Vision mailed surveys to a random sample of 2,000 households throughout the District. Approximately three days after the surveys were mailed each household that received a survey also received an electronic voice message encouraging them to complete the survey. In addition, about two weeks after the surveys were mailed Leisure Vision began contacting households by phone. Those who indicated they had not returned the survey were given the option of completing it by phone. The goal was to obtain a total of at least 400 completed surveys from District households. This goal was accomplished, with a total of 410 surveys having been completed. The results of the random sample of 410 households have a 95% level of confidence with a precision of at least +/-4.8%. The following pages summarize major survey findings.

### 2.2.2 VISITING CRPD PARKS, RECREATION FACILITIES & SPORTS FIELDS

Seventy-two percent (72%) of households have visited Cordova Recreation and Park District parks, recreation facilities, or sports fields during the past year (**Figure 1**).



**Figure 1 - Visiting CRPD Parks, Recreation Facilities & Sports Fields**

### 2.2.3 FREQUENCY OF VISITING CRPD PARKS, RECREATION FACILITIES & SPORTS FIELDS

Of the 72% of households that have visited Cordova Recreation and Park District parks, recreation facilities, or sports fields during the past year, 71% have visited them at once a month or more. This includes 34% that have visited CRPD parks, recreation facilities or sports fields at least once a week, 24% that have visited them a few times a month, and 13% that have visited them at least once a month (Figure 2).

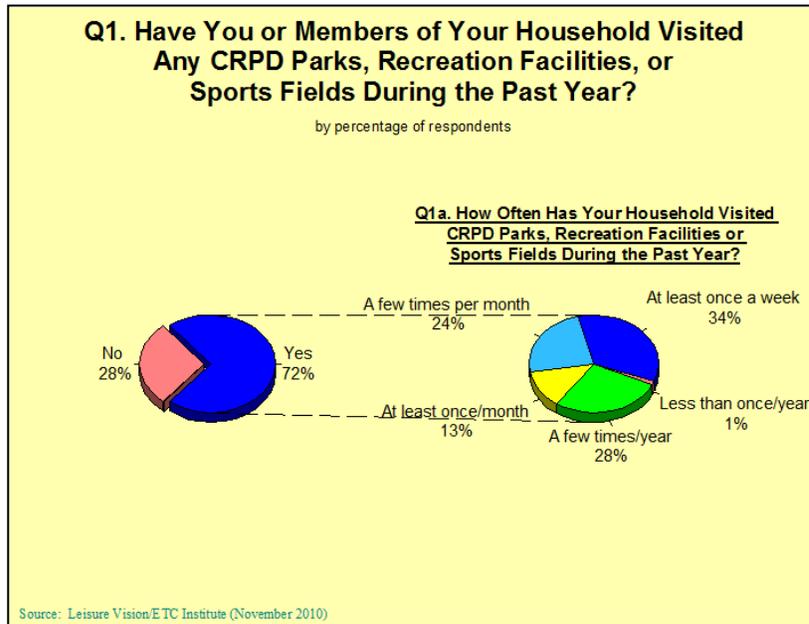


Figure 2 - Frequency of Visiting CRPD Parks, Recreation Facilities & Sports Fields

### 2.2.4 RATING THE PHYSICAL CONDITION OF CRPD PARKS, RECREATION FACILITIES & SPORTS FIELDS

Of the 72% of households that have visited CRPD parks, recreation facilities, or sports fields during the past year, 63% rated the physical condition as either excellent (24%) or above average (39%). Thirty-two percent (32%) of households rated the parks, facilities and sports fields as average, and only 5% rated them as below average (4%) or poor (1%) (Figure 3).

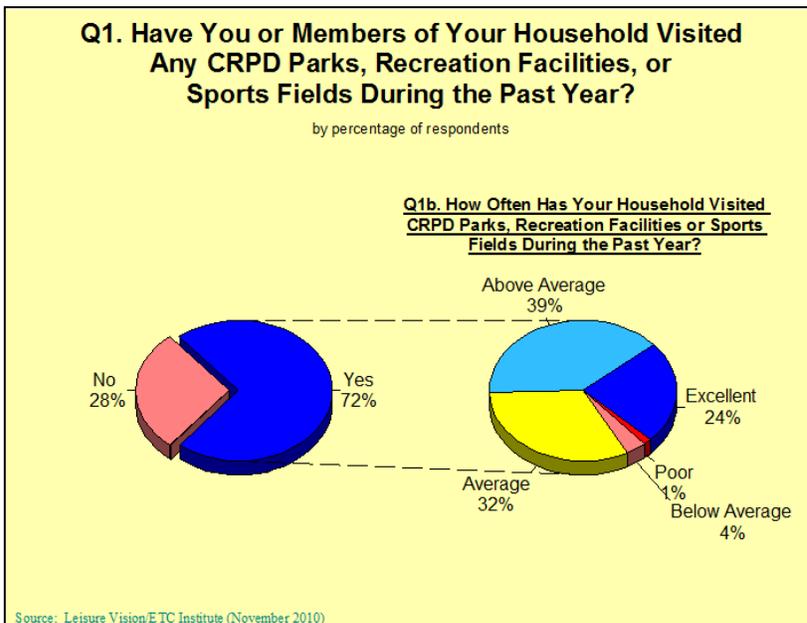


Figure 3 - Rating the Physical Condition of CRPD Parks, Recreation Facilities & Sports Fields

2.2.5 CONCERNS WITH CRPD PARKS, RECREATION FACILITIES AND SPORTS FIELDS

Of the 72% of households that have visited CRPD parks, recreation facilities, or sports fields during the past year, 36% indicated they have no concerns. The most frequently mentioned concerns respondents do have with CRPD parks, facilities, or sports fields are: security and safety issues (24%) and park maintenance and cleanliness (22%) (Figure 4).

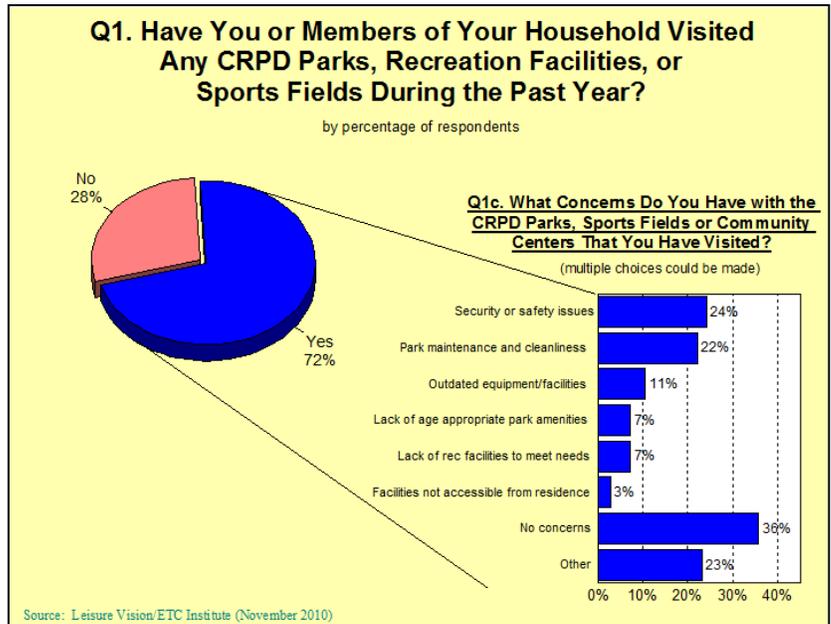


Figure 4 - Concerns with CRPD Parks, Recreation Facilities and Sports Fields

2.2.6 FREQUENCY OF VISITING VARIOUS CRPD FACILITIES

Of the 72% of households that have visited CRPD parks, recreation facilities, or sports fields during the past year, 24% have visited the Hagan Park Community Center at least once a month, and 19% have visited the Mather Sports Center at least once a month (Figure 5).

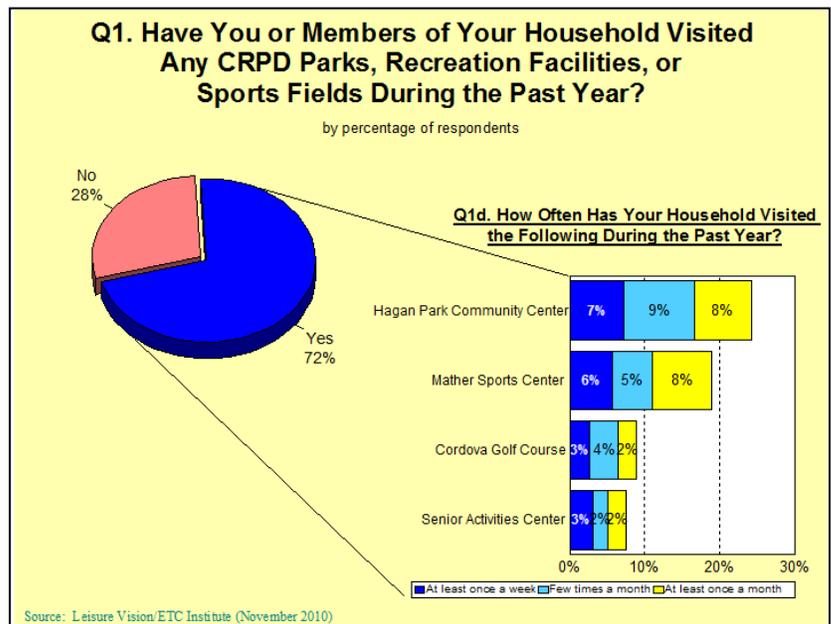


Figure 5 - Frequency of Visiting Various CRPD Facilities

### 2.2.7 PARTICIPATION IN CRPD PROGRAMS/ACTIVITIES

Twenty-seven percent (27%) of households have participated in programs or activities offered by the CRPD during the past 12 months (**Figure 6**).

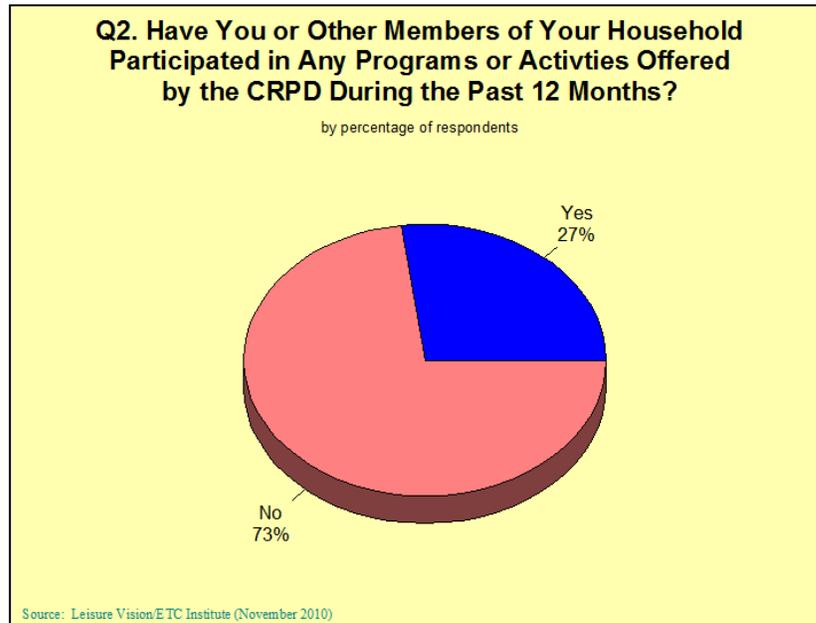


Figure 6 - Participation in CRPD Programs/Activities

### 2.2.8 RATING OF THE OVERALL QUALITY OF CRPD PROGRAMS/ACTIVITIES

Of the 27% of households that have participated in CRPD programs/activities, 82% rated the overall quality of programs or activities they've participated in as either excellent (37%) or above average (45%). Sixteen percent (16%) rated them as "average", 2% rated them as "below average", and no respondents rated them as "poor" (**Figure 7**).

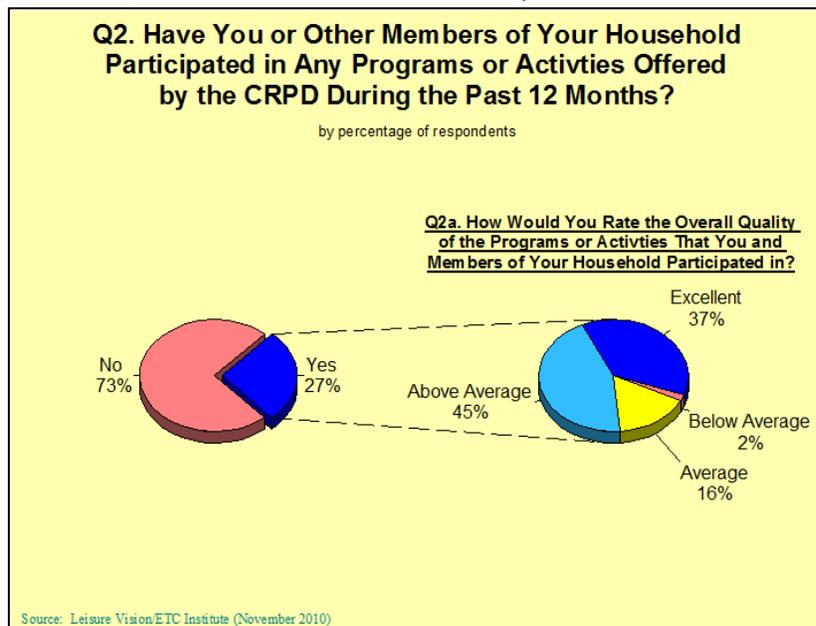


Figure 7 - Rating of the Overall Quality of CRPD Programs/Activities

2.2.9 PARTICIPATION IN CRPD EVENTS

Twenty-one percent (21%) of households have participated in events offered by the CRPD during the past 12 months (Figure 8).

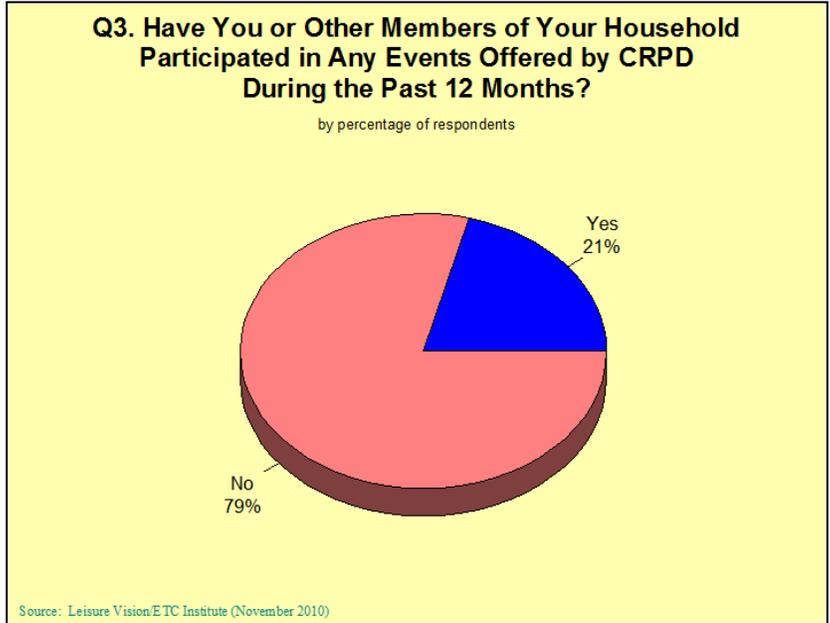


Figure 8 - Participation in CRPD Events

2.2.10 RATING OF THE OVERALL QUALITY OF CRPD EVENTS

Of the 21% of households that have participated in CRPD events, 81% rated the overall quality of the events they've participated in as either excellent (44%) or above average (37%). Nineteen percent (19%) rated the events as "average" and no respondents rated them as "below average" or "poor" (Figure 9).

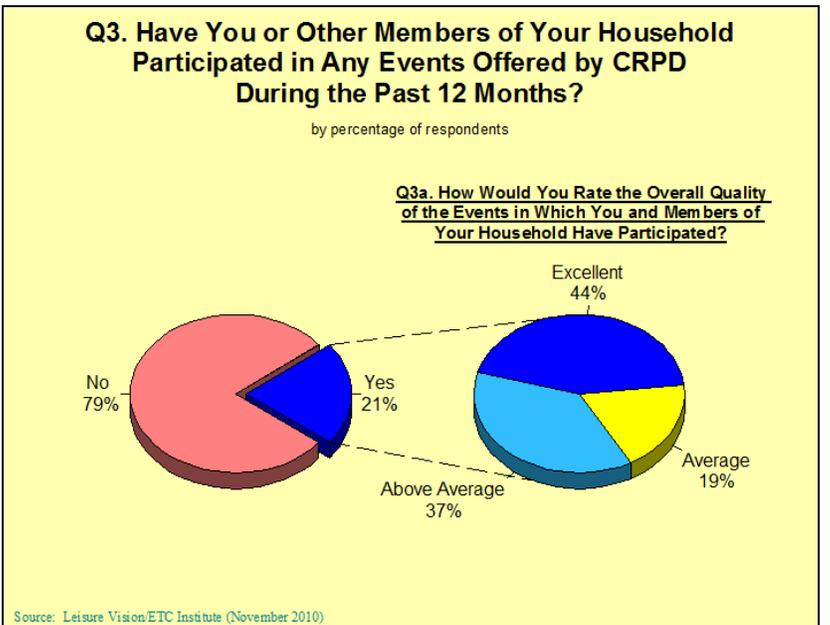


Figure 9 - Rating of the Overall Quality of CRPD Events

### 2.2.11 WAYS RESPONDENTS LEARN ABOUT CRPD PROGRAMS AND ACTIVITIES

The most frequently mentioned ways that respondents have learned about CRPD programs and activities are: flyers/newsletter (47%), Tri-Annual Activity Guide (44%), from friends and neighbors (29%), and newspaper (26%) (Figure 10).

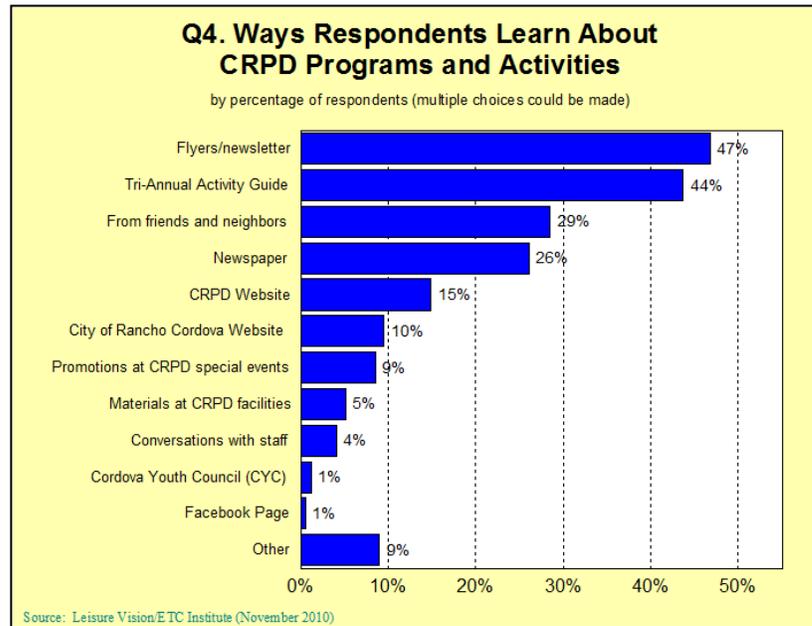


Figure 10 - Ways Respondents Learn About CRPD Programs and Activities

### 2.2.12 REASONS PREVENTING THE USE OF CRPD PARKS, FACILITIES, PROGRAMS MORE OFTEN

“Too busy/not enough time” (17%) is the most frequently mentioned reason preventing households from using CRPD parks, recreation facilities or programs more often (Figure 11). Other frequently mentioned reasons include: “program times are not convenient” (16%), “do not know what is being offered” (11%), and “fees are too high” (11%).

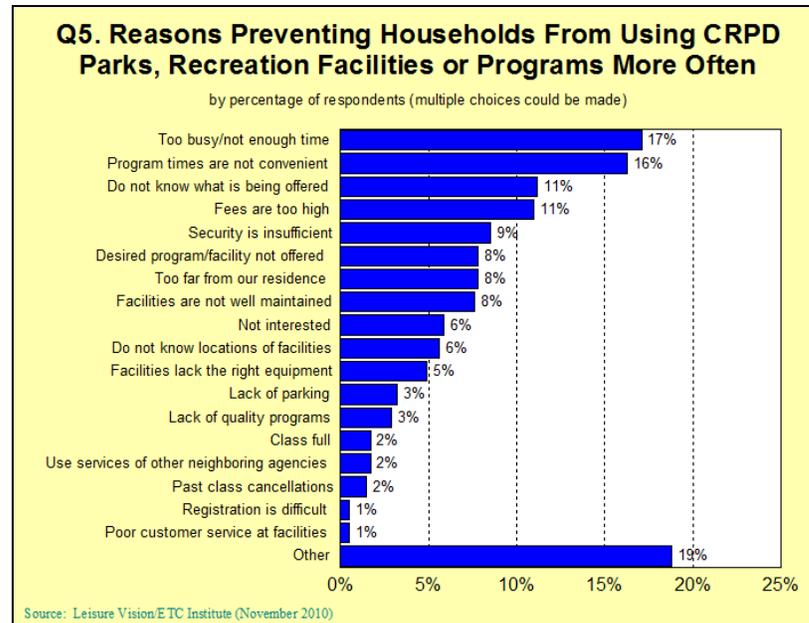


Figure 11 - Reasons Preventing the Use of CRPD Parks, Facilities, Programs More Often

**2.2.13 LEVEL OF SATISFACTION WITH THE CUSTOMER SERVICE EXPERIENCE RECEIVED WHEN USING CRPD FACILITIES AND PROGRAMS**

Sixty percent (60%) of respondents are either very satisfied (35%) or somewhat satisfied (25%) with the customer service experience they receive when using CRPD facilities and programs (Figure 12). Only 4% of respondents are somewhat dissatisfied or very dissatisfied with the customer service experience they receive when using CRPD facilities and programs. In addition, 36% of respondents rated the customer service experience they receive as “neutral”.

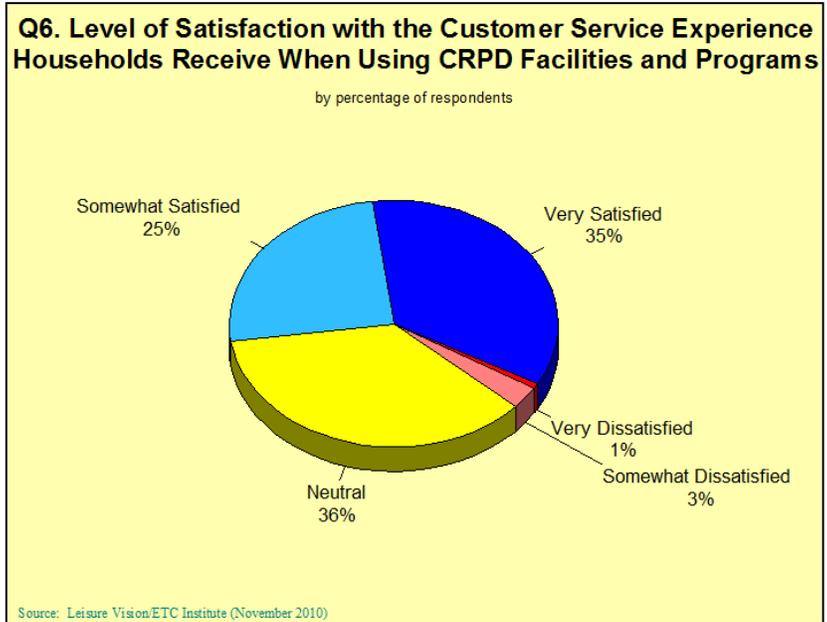


Figure 12 - Level of Satisfaction with the Customer Service Experience Received When Using CRPD Facilities and Programs

**2.2.14 NEED FOR PARKS AND RECREATION FACILITIES**

The parks and recreation facilities that the highest percentage of households has a need for are: walking, biking trails, and greenways (64%), small family picnic areas and shelters (60%), small neighborhood parks (59%), large community parks (46%), playground equipment (44%), outdoor swimming pools (39%), large group picnic areas and shelters (35%), nature centers (33%), community gardens (29%), gymnasium/indoor recreation/community center (27%), indoor walking/running tracks (26%), off-leash dog parks (26%), youth soccer fields (24%), outdoor basketball courts (23%), amphitheaters (23%), splash pads/spray grounds (23%), outdoor tennis courts (21%), senior centers (21%), youth baseball fields (18%), adult softball fields (14%), disc golf courses (14%), skateboard parks (13%), youth softball fields (12%), multi-purpose fields (rugby, lacrosse) (12%), youth football fields (12%), adult soccer fields (10%), and archery range (7%).

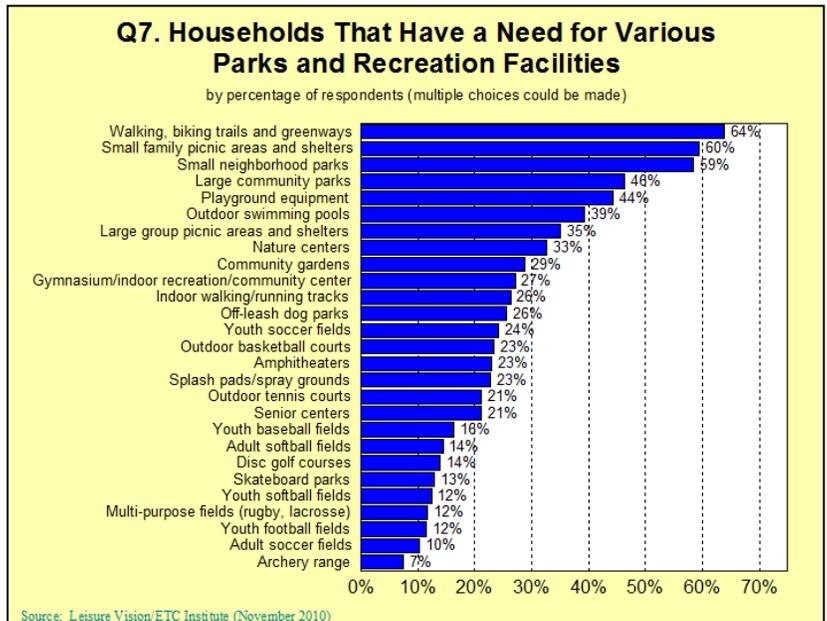


Figure 13 - Need for Parks and Recreation Facilities

2.2.15 NEED FOR PARKS AND RECREATION FACILITIES IN THE CRPD

From a list of 27 various parks and recreation facilities, respondents were asked to indicate all of the ones that members of their household have a need for. **Figure 14** shows the estimated number of households in the Cordova Recreation and Park District that have a need for various parks and recreation facilities, based on 34,300 households in the District.

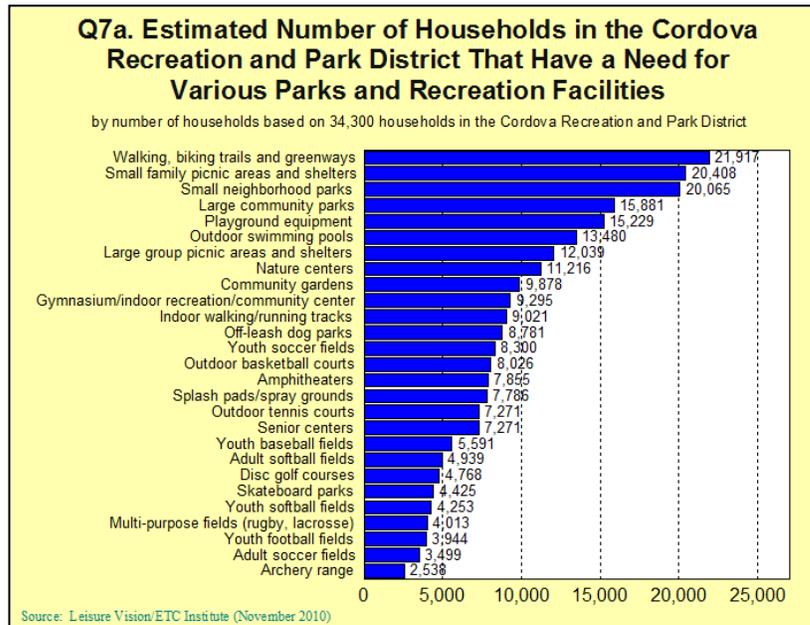


Figure 14 - Need for Parks and Recreation Facilities in the CRPD

2.2.16 HOW WELL PARKS AND RECREATION FACILITIES MEET NEEDS

For all parks and facilities, 55% or less of respondents indicated that the park/facility completely meets the needs of their household (**Figure 15**).

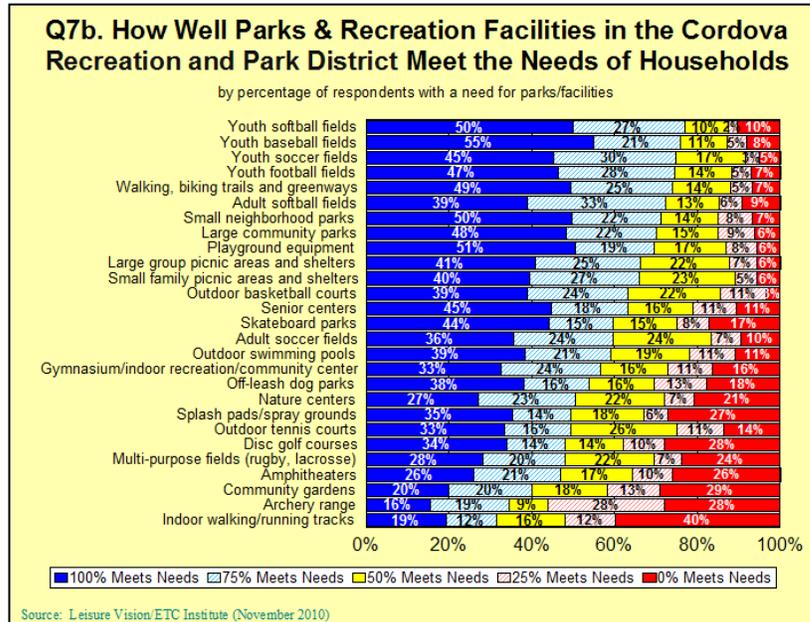


Figure 15 - How Well Parks and Recreation Facilities Meet Needs

2.2.17 CRPD HOUSEHOLDS WITH THEIR FACILITY NEEDS BEING 50% MET OR LESS

From the list of 27 parks and recreation facilities, households that have a need for parks/facilities were asked to indicate how well these types of parks/facilities in the Cordova Recreation and Park District meet their needs. **Figure 16** shows the estimated number of households in the Cordova Recreation and Park District whose needs for parks/facilities are only being 50% met or less, based on 34,300 households in the District.

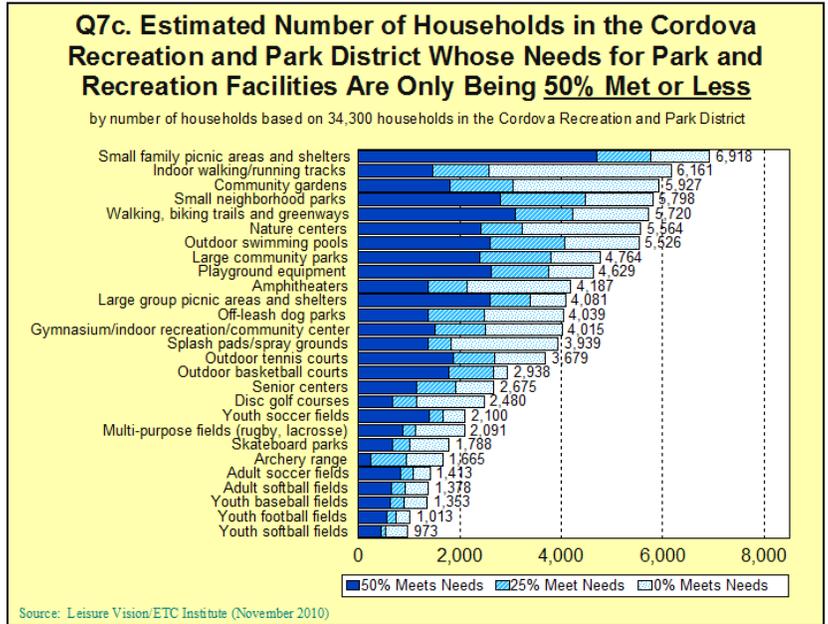


Figure 16 - CRPD Households with Their Facility Needs Being 50% Met or Less

2.2.18 MOST IMPORTANT PARKS AND RECREATION FACILITIES

Based on the sum of their top four choices, the parks and recreation facilities that households rated as the most important include: walking, biking trails, and greenways (34%), small family picnic areas and shelters (29%), small neighborhood parks (28%), playground equipment (24%), and outdoor swimming pools (20%). It should also be noted that walking, biking trails and greenways had the highest percentage of respondents select it as their first choice as the most important park/facility (**Figure 17**).

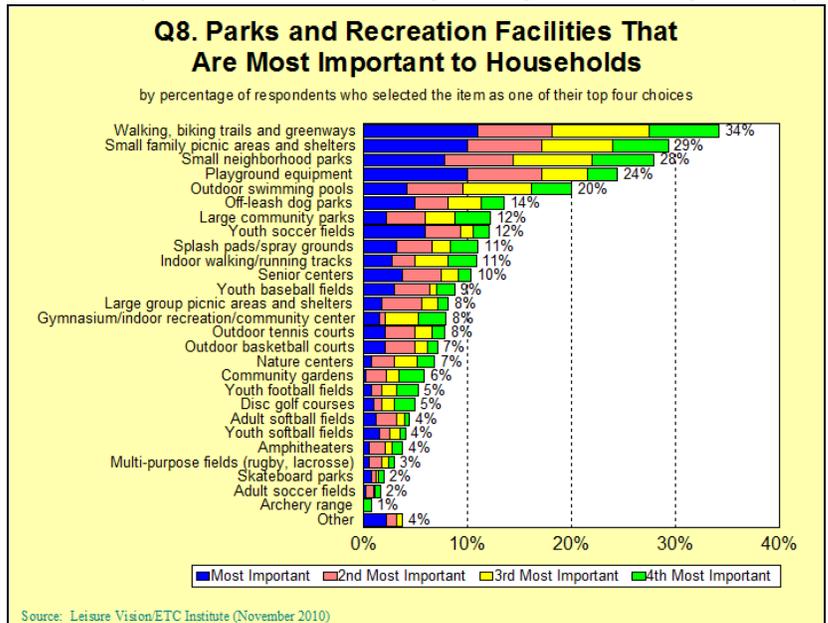


Figure 17 - Most Important Parks and Recreation Facilities

2.2.19 NEED FOR RECREATION PROGRAMS

The recreation programs that the highest percentage of households has a need for are: adult fitness and wellness programs (36%), community-wide special events (35%), swim lessons/aquatics programs (32%), and cultural programs (25%) (Figure 18).

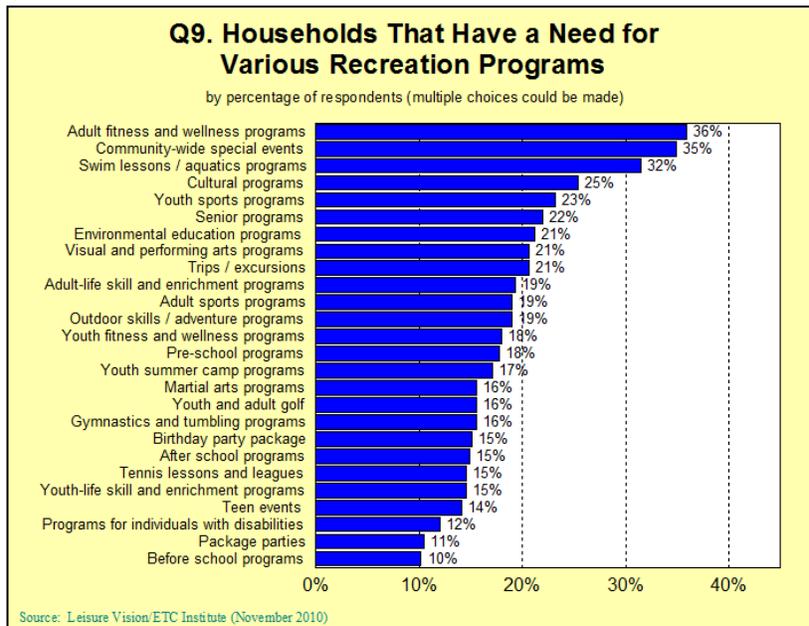


Figure 18 - Need for Recreation Programs

2.2.20 NEED FOR RECREATION PROGRAMS IN THE CRPD

From a list of 26 recreation programs, respondents were asked to indicate all of the ones that members of their household have a need for. Figure 19 shows the estimated number of households in the Cordova Recreation and Park District that have a need for recreation programs, based on 34,300 households in the District.

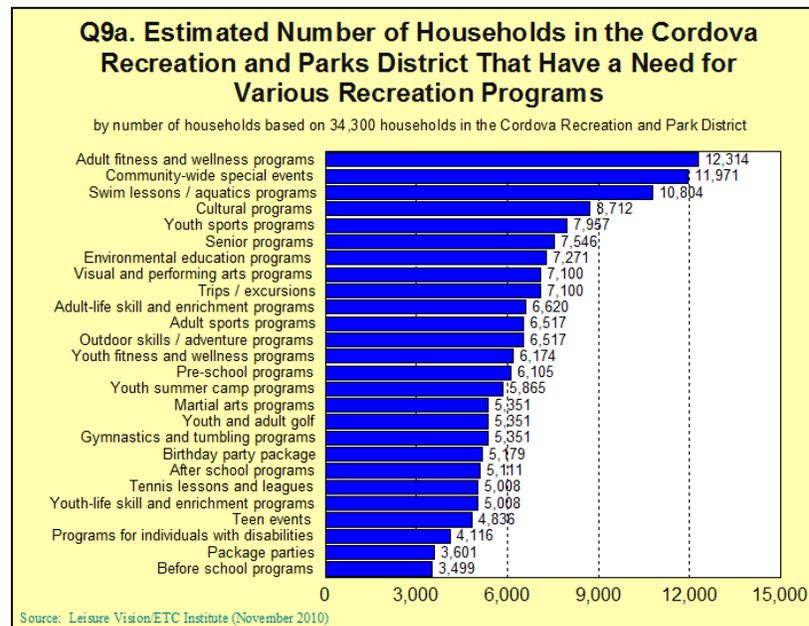


Figure 19 - Need for Recreation Programs in the CRPD

2.2.21 HOW WELL RECREATION PROGRAMS MEET NEEDS

For all 26 recreation programs, less than 45% of respondents indicated that the program completely meets the needs of their household (Figure 20).

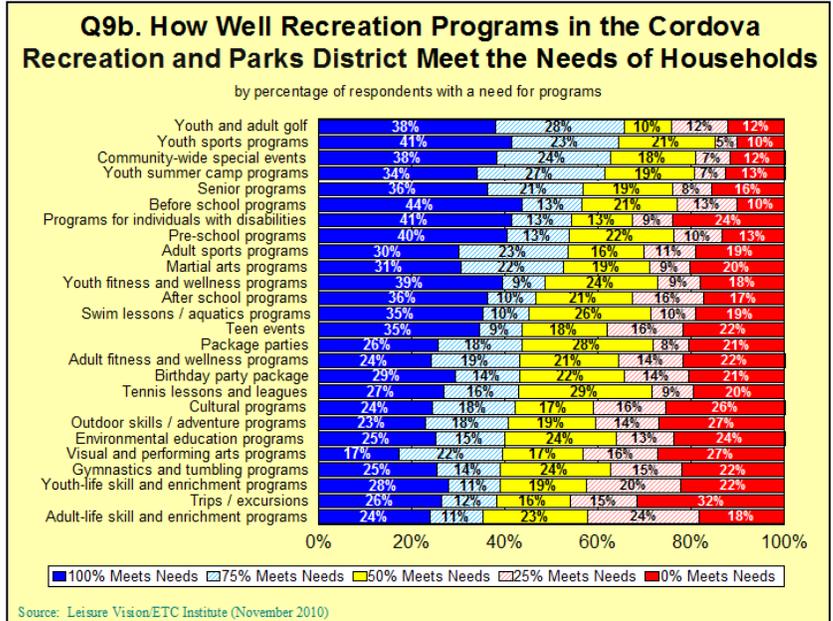


Figure 20 - How Well Recreation Programs Meet Needs

2.2.22 CRPD HOUSEHOLDS WITH THEIR PROGRAM NEEDS BEING 50% MET OR LESS

From a list of 26 recreation programs, households that have a need for programs were asked to indicate how well these types of programs in the Cordova Recreation and Park District meet their needs. Figure 21 shows the estimated number of households in the Cordova Recreation and Park District whose needs for programs are only being 50% met or less, based on 34,300 households in the District.

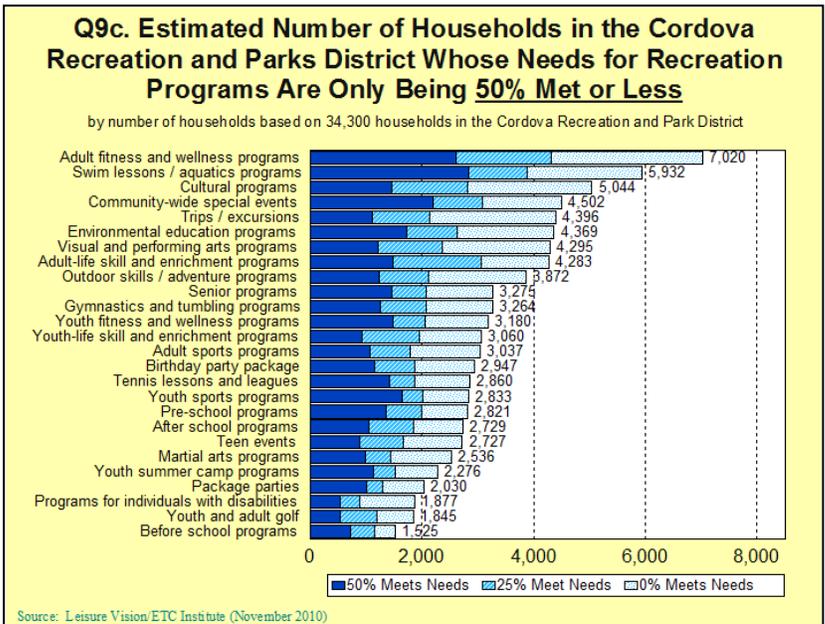


Figure 21 - CRPD Households with Their Program Needs Being 50% Met or Less

### 2.2.23 MOST IMPORTANT RECREATION PROGRAMS

Based on the sum of their top four choices, the recreation programs that households rated as the most important include: swim lessons/aquatics programs (19%), adult fitness and wellness programs (19%), community-wide special events (16%), and senior programs (14%). It should also be noted that swim lessons/aquatic programs had the highest percentage of respondents select it as their first choice as the most important program to their household (Figure 22).

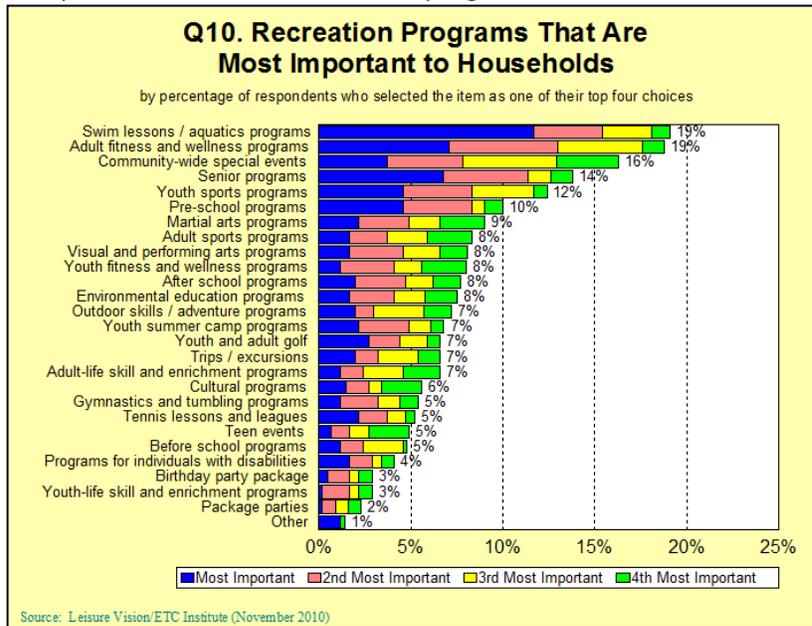


Figure 22 - Most Important Recreation Programs

### 2.2.24 MOST FREQUENTLY USED METHOD TO ACCESS CRPD PARKS & RECREATION FACILITIES

Seventy percent (70%) of households indicated that “driving” is their most frequently used method to access CRPD parks and recreation facilities (Figure 23). In addition, 24% of respondents walk to CRPD parks and facilities, and 11% bike to CRPD parks and recreation facilities.

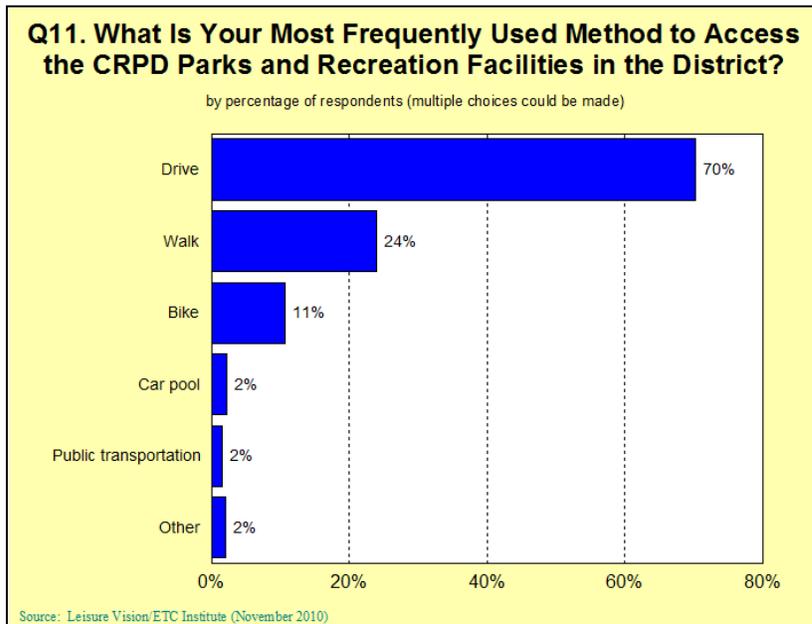


Figure 23 - Most Frequently Used Method to Access CRPD Parks & Recreation Facilities

**2.2.25 LEVEL OF SUPPORT FOR DEVELOPING WALKING/BIKING TRAILS TO CREATE AN INTERCONNECTED COMMUNITY AND A SUSTAINABLE BUILT ENVIRONMENT**

Eighty-two percent (82%) of respondents are either very supportive (54%) or somewhat supportive (28%) of an effort to develop walking/biking trails to create an interconnected community and a sustainable built environment (Figure 24). Only 6% of respondents are mildly against or completely against it, and 12% indicated “not sure”.

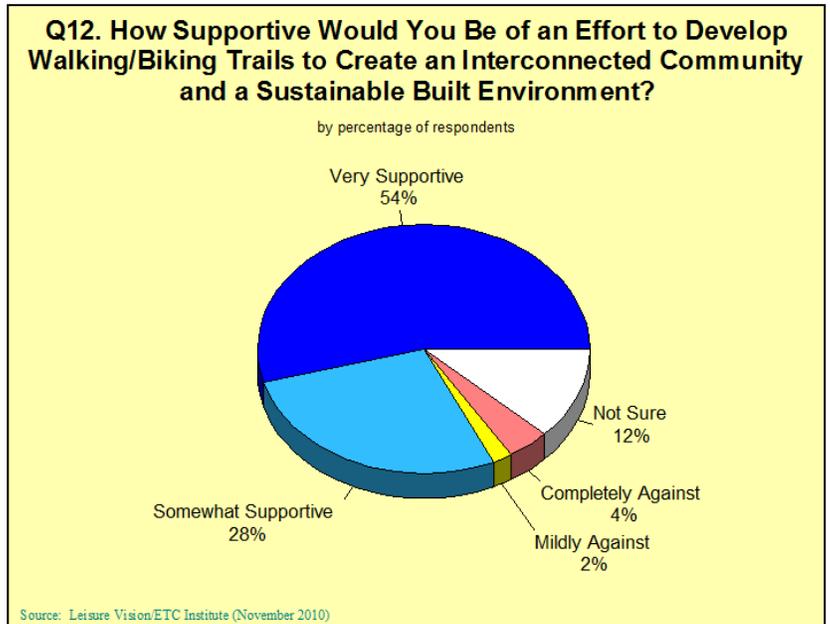


Figure 24 - Level of Support for Developing Walking/Biking Trails to Create an Interconnected Community and a Sustainable Built Environment

**2.2.26 SUPPORT FOR ACTIONS TO IMPROVE/EXPAND PARKS AND RECREATION FACILITIES**

There are four actions that over 45% of respondents are very supportive of CRPD taking to improve and expand parks and recreation facilities: renovate/develop greenways for walking and biking (55%), acquire land to use for greenways and trails (52%), acquire land to develop small neighborhood parks (49%), and renovate/develop playgrounds and picnics (48%) (Figure 25).

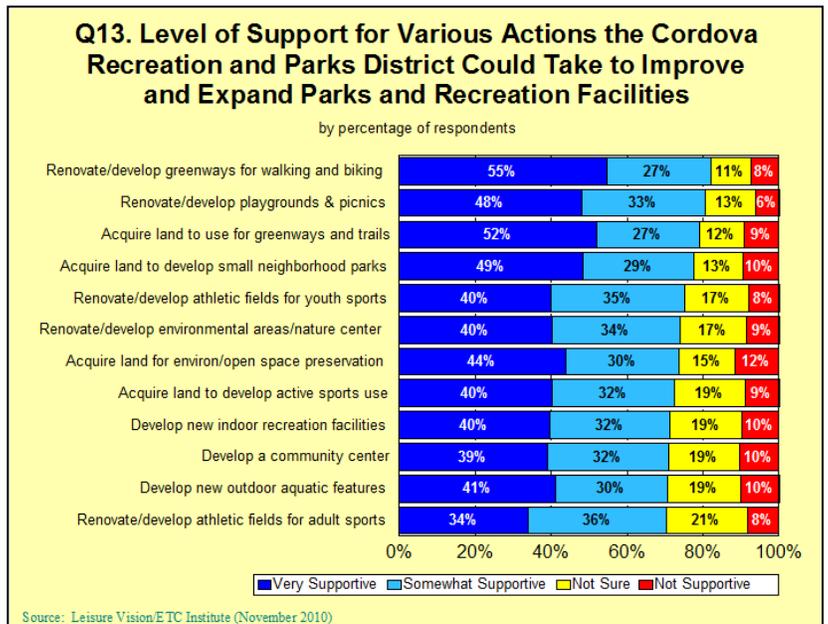


Figure 25 - Support for Actions to Improve/Expand Parks and Recreation Facilities

### 2.2.27 MOST IMPORTANT ACTIONS TO IMPROVE/EXPAND PARKS & RECREATION FACILITIES

Based on the sum of their top four choices, the most important actions that CRPD could take to improve/expand parks and recreation facilities are: renovate/develop greenways for walking and biking (45%) renovate/develop playgrounds and picnics (28%), acquire land to develop for small neighborhood parks (28%), and acquire land to use for greenways and trails (27%). It should also be noted that renovate/develop greenways for walking and biking had the highest percentage of respondents select it as their first choice as the most important park/facility to improve/expand.

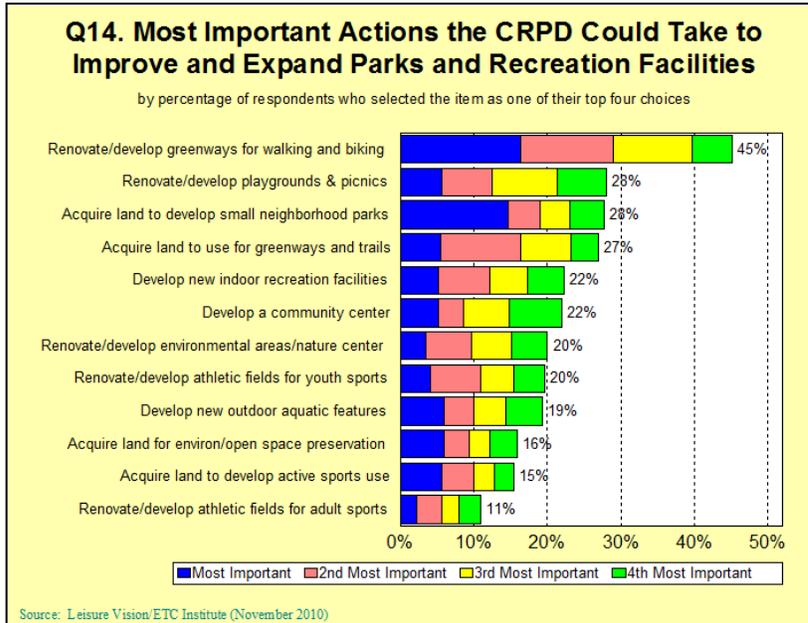


Figure 26 - Most Important Actions to Improve/Expand Parks & Recreation Facilities

### 2.2.28 ALLOCATION OF \$100 AMONG VARIOUS PARKS AND RECREATION CATEGORIES

Respondents would allocate \$49 out of \$100 towards the improvements/maintenance of existing parks, trails, sports, and recreation facilities (Figure 27). The remaining \$51 were allocated as follows: development of new parks, trails, and sports facilities (\$20), development of new community center/ recreation facilities (\$16), and acquisition of new park land and open space (\$15).

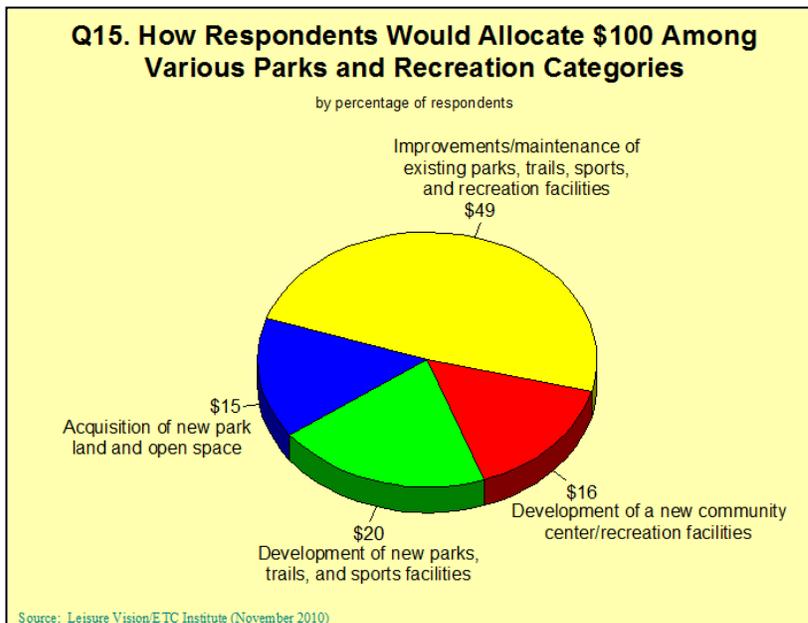


Figure 27 - Allocation of \$100 among Various Parks and Recreation Categories

2.2.29 LEVEL OF SUPPORT FOR VARIOUS MONTHLY ASSESSMENTS TO FUND PARKS, GREENWAYS, OPEN SPACE, AND RECREATION FACILITIES

Fifty-one percent (51%) of respondents are either strongly supportive (39%) or somewhat supportive (12%) of paying \$5 per month to fund the development and operations of parks, greenways, open space, and recreation facilities that are most important to their household (Figure 28).

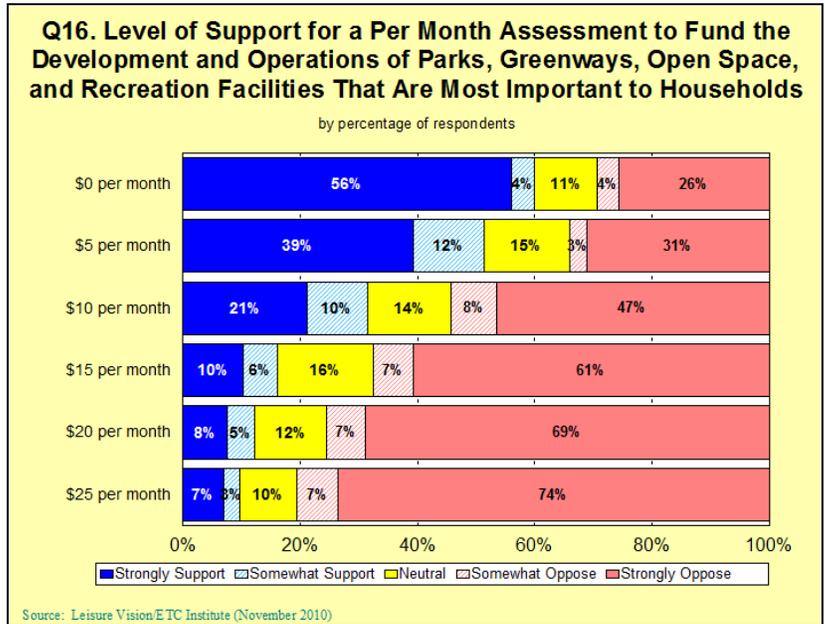


Figure 28 - Level of Support for Various Monthly Assessments to Fund Parks, Greenways, Open Space, and Recreation Facilities

2.2.30 DEMOGRAPHICS

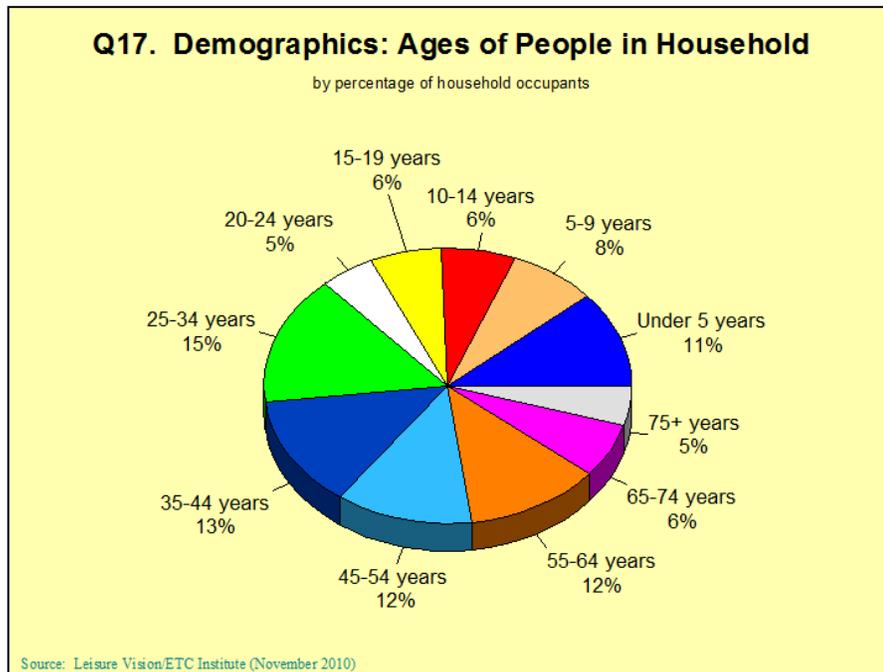


Figure 29 - Ages of People in Household

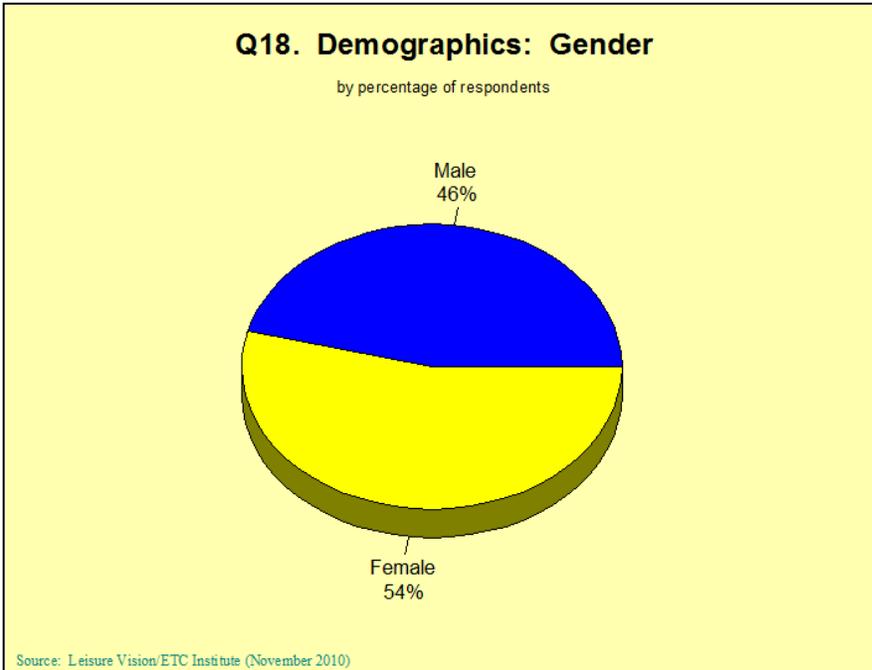


Figure 30 - Gender

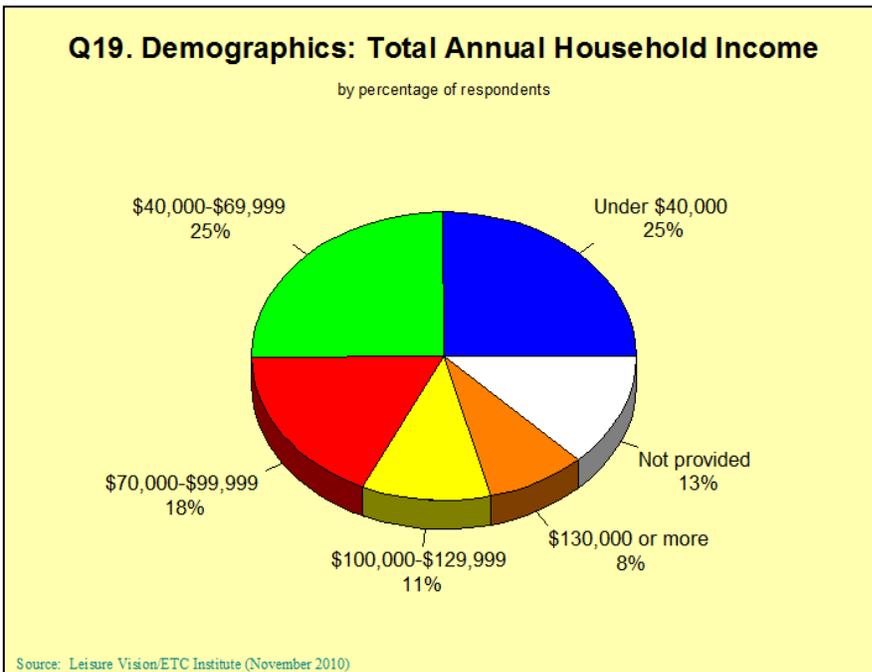


Figure 31 - Total Annual Household Income

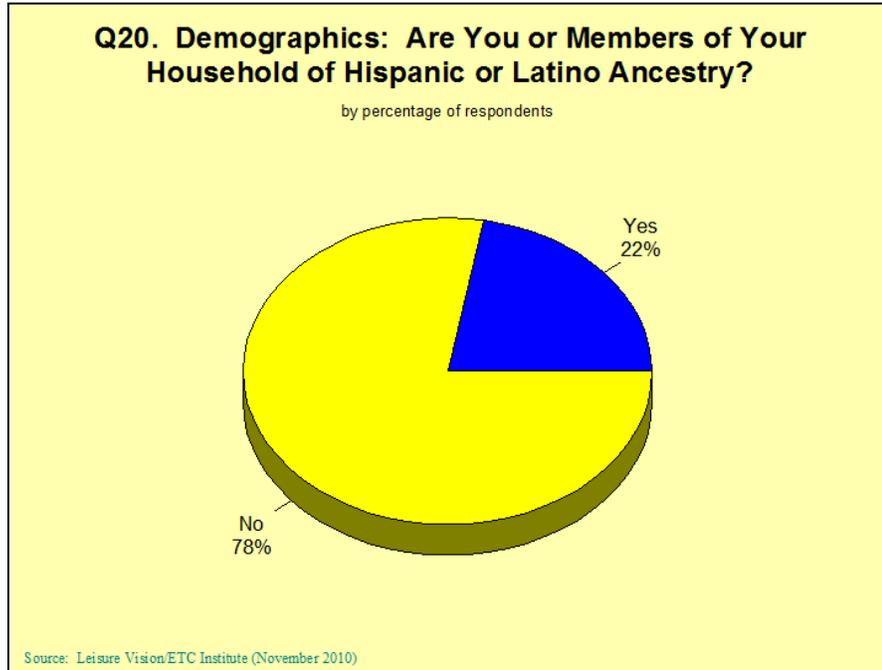


Figure 32 - Are You or Members of Your Household of Hispanic or Latino Ancestry

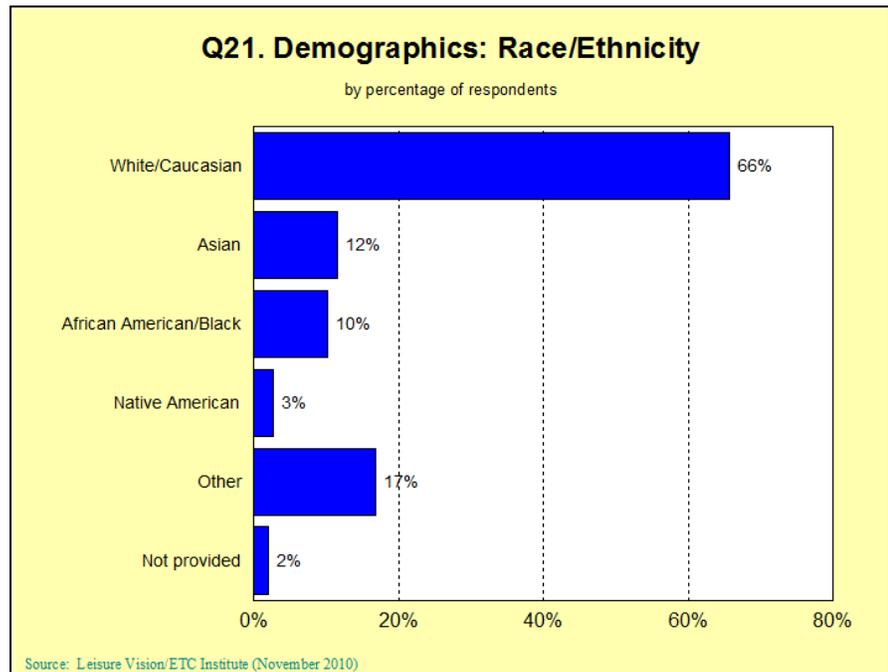


Figure 33 - Race/Ethnicity

## 2.3 DEMOGRAPHICS AND TRENDS ANALYSIS

The Demographic Analysis provides a better understanding of the population composition of the Cordova Census-Designated Place (CDP) as defined by the U.S. Census Bureau. This analysis helps define the characteristics of overall population based on age segment, race and ethnicity, and income characteristics of the residents.

All future demographic projections are based on observed historical trends. The projections must be considered with the caveat that unforeseen circumstances during or after the time of the projections could have a significant bearing on the validity of the final projections.

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### 2.3.1 SUMMARY

The **total population** of the Cordova CDP service area has exhibited a rapid growth pattern over the last decade. From 2000 to 2009, the service area population grew by 12.3% to a total population of 110,662. This entails an increase of 13,663 total persons at an annual growth rate of 1.5%. The projected population growth is 5.6% from 2009 – 2014, 5.6% from 2014 – 2019 and 5.5% from 2019 – 2024 respectively.

From an **age segment** standpoint, the highest age group by numbers is the 35-54 age group which comprises 27% of the population or 29,921 individuals. This is a slight reduction from 28.8% in 2000 and it is projected to further decrease to 23.9% by 2024. This reduction is offset by the consistent increase in the 55+ age segment which is projected to increase from 22.3% currently to 27.3% by 2024.

From a **race** standpoint, the District service area has a racially and ethnically diverse population. Much like the national demographic trends, the District service area's diversity is projected to increase in the years to come. The majority, White Alone population, is expected to reduce from 68% in 2000 to 60% in 2009 and as low as 50% by 2024. Effectively, this means that by 2024 one out of two individuals within the District service area will not identify as White Alone. The largest shift being witnessed is with those who identify as being of Hispanic / Latino origin, of any race. This segment is expected to grow significantly from 12% in 2000 to 15.7% in 2009 and increasing up to 21% by 2024.

The **income characteristics** are average at best. The service area's current median household income is \$54,270 and it is projected to grow to \$66,657 by 2024. The per capita income, too, is projected to increase from \$24,792 currently to \$28,605 by 2024. However, the Cordova CDP's income characteristics are lower in comparison with that of the State and National averages.

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### 2.3.2 METHODOLOGY

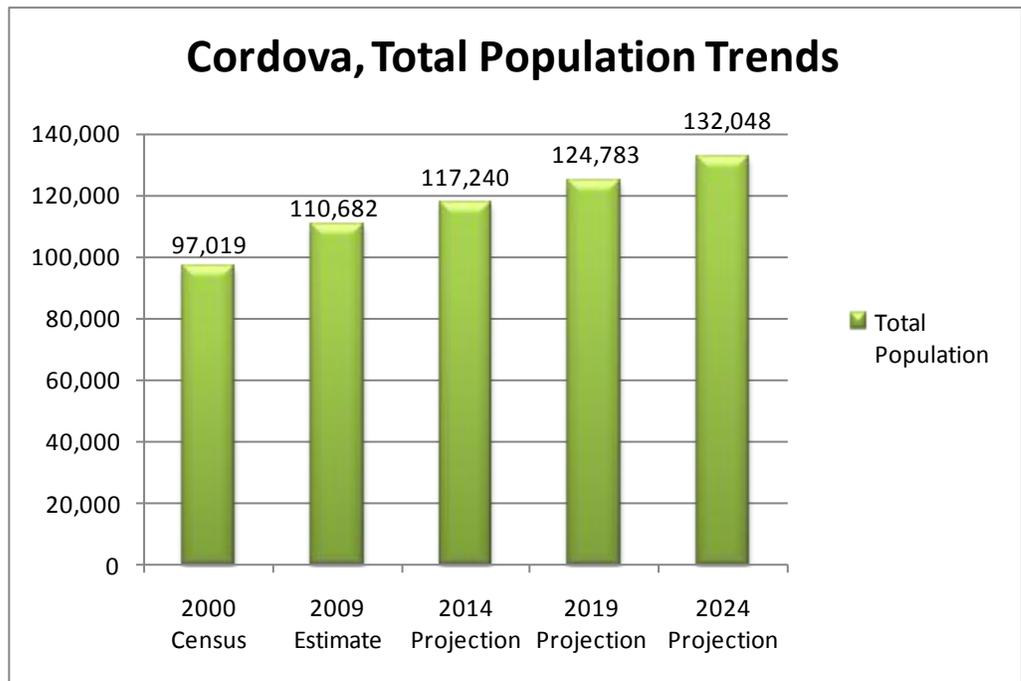
All data used in this analysis was obtained from Environmental Systems Research Institute, Inc. (ESRI), the largest research and development organization dedicated to Geographical Information Systems (GIS) and specializing in population projections and market trends. All data was acquired in March 2010, and reflects actual numbers as reported in the 2000 Census and demographic projections for 2009 and 2014 as estimated by ESRI; straight line linear regression was utilized for projected 2019 and 2024 demographics. The Cordova Recreation and Park District service area was utilized as the boundary for the demographic analysis.

**2.3.3 DISTRICT SERVICE AREA**

**2.3.3.1 POPULATION**

The District CDP service area has exhibited a rapid growth pattern over the last decade. From 2000 to 2009, the service area population grew by 12.3% to a total population of 110,662. This entails an increase of 13,663 total persons at an annual growth rate of 1.5%. In comparison, the U.S. population grew at an annual rate of 0.9% over the same time frame.

Future projections indicate that the growth rate is expected to increase at a decreasing rate. The projected population growth is 5.6% from 2009 – 2014, 5.6% from 2014 – 2019 and 5.5% from 2019 – 2024 respectively. This would result in approximately 132,048 total residents in the service area by 2024. The number of households would also increase from 42,413 currently to 51,311 by 2024 (Figure 34).



**Figure 34 –Total Population Trends**

### 2.3.3.2 AGE SEGMENT

Evaluating the age segment breakup, the Cordova CDP population exhibits a very balanced age segment distribution with a mild aging pattern (**Figure 35**).

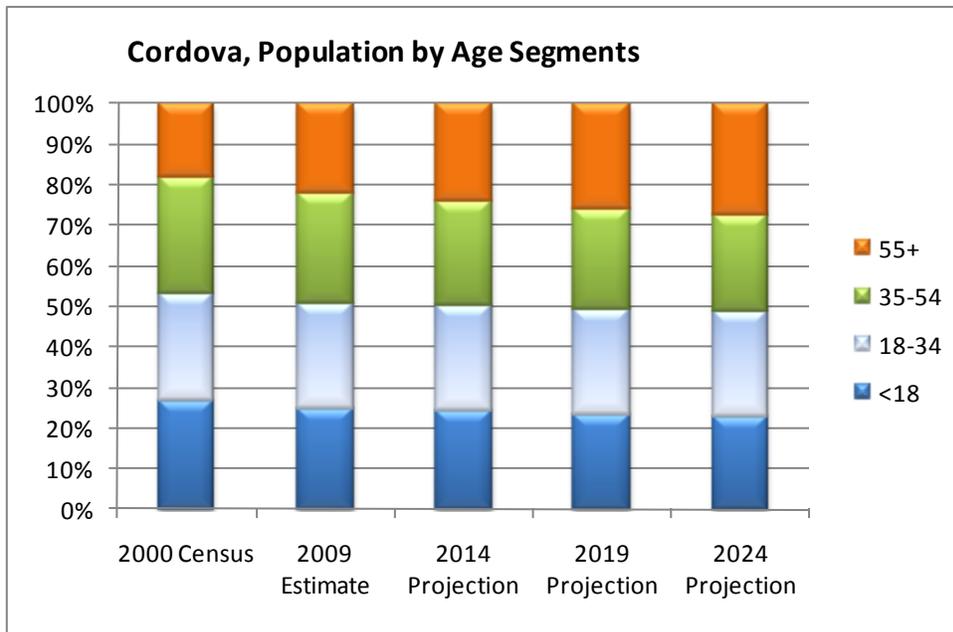


Figure 35 - Population by Major Age Segment

Currently, the highest age group by numbers is the 35-54 age group which comprises 27% of the population or 29,921 individuals. This is a slight reduction from 28.8% in 2000 and it is projected to further decrease to 23.9% by 2024. This reduction is offset by the consistent increase in the 55+ age segment which is projected to increase from 22.3% currently to 27.3% by 2024. While this entails a noticeable growth in the 55+ age group, it is less in comparison to national trends and those exhibited by many surrounding communities in the area.

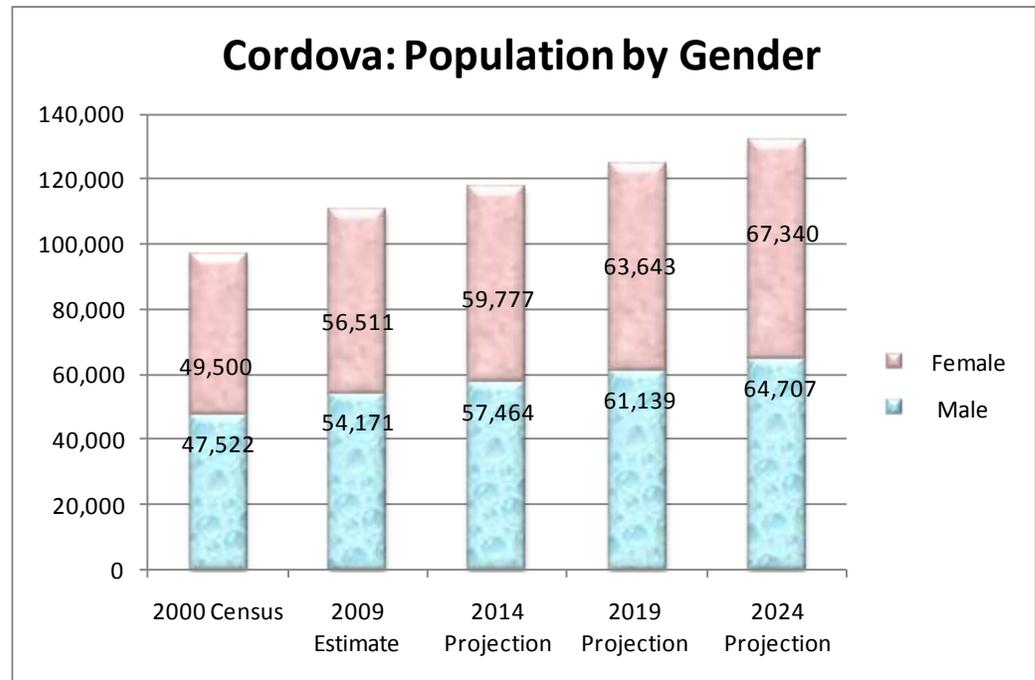
One potential reason for that is the high influx of younger families in the area. The rapid population growth seems to have been driven by younger families with children moving into the Cordova Recreation and Park District area. This would explain the consistent 18-34 population mix (almost 26% throughout the study period) and also the relatively high rate of U-18 individuals (25% currently).

Thus, the District truly caters to a very wide and diverse population base and the program offering would have to focus on youth centered programs as a means to continue attracting younger families and fresh job seekers. Some programs types include youth based programming, learn to swim programs, before and after school programs as well as youth and adult sports leagues and tournaments catered to them. At the same time, the active adult population would certainly demand increased availability of fitness and wellness programs, life skill programs, aquatics – aquarobics, therapeutic recreation and leisure activities.

Overall, in order to create the sense of community and tie the diverse segments together, it would be beneficial to have a variety of special events and family-based recreation opportunities for a multi-generational audience.

**2.3.3.3 GENDER**

The gender distribution does indicate a slight skew towards the female population. The ratio of females to males within the service area is expected to be around 51% females to 49% males over the entire study period (Figure 36)



**Figure 36 –Population by Gender**

Recreational trends from the last few years indicate that, on average, Americans participate in a sport or recreational activity of some kind at a relatively high rate (65%). Female participation rates, however, are slightly lower than their male counterparts – 61% of females participate at least once per year in a sport or recreational activity compared to a 69% participation rate of men. According to recreational trends research performed in the industry over the past twenty years, the top ten recreational activities for females are currently:

1. Walking
2. Aerobics
3. General exercising
4. Biking
5. Jogging
6. Basketball

7. Lifting weights
8. Golf
9. Swimming
10. Tennis

The top ten recreational activities for males are:

1. Golf
2. Basketball
3. Walking
4. Jogging
5. Biking
6. Lifting weights
7. Football
8. Hiking
9. Fishing
10. Hunting

While men and women have some common activities among the top ten, the frequency of participation in their preferred activities is higher in men than it is in women over a ninety-day span. With more women not only comprising a larger portion of the general populace during the mature stages of the lifecycle, but also participating in recreational activities further into adulthood, a relatively new market has appeared over the last two decades.

This mature female demographic is opting for less team oriented activities which dominate the female youth recreational environment, instead shifting more towards a diverse selection of individual participant activities, as evident in the top ten recreational activities mentioned above.

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#### 2.3.3.4 RACE AND ETHNICITY

From a race standpoint, the Cordova CDP service area has racially and ethnically diverse population and this diverse mix is projected to increase in the years to come (**Figure 37**). The majority White Alone population is expected to reduce from 68% in 2000 to 50% by 2024. At the same time, the Black Alone and Asian population will increase to 11% and 15% respectively by 2024. Also, those belonging to two or more races will comprise 13% of the population by 2024. This diverse racial composition also results in a varied program preference as will be seen by Participation Trends by Race / Ethnicity later in this section.

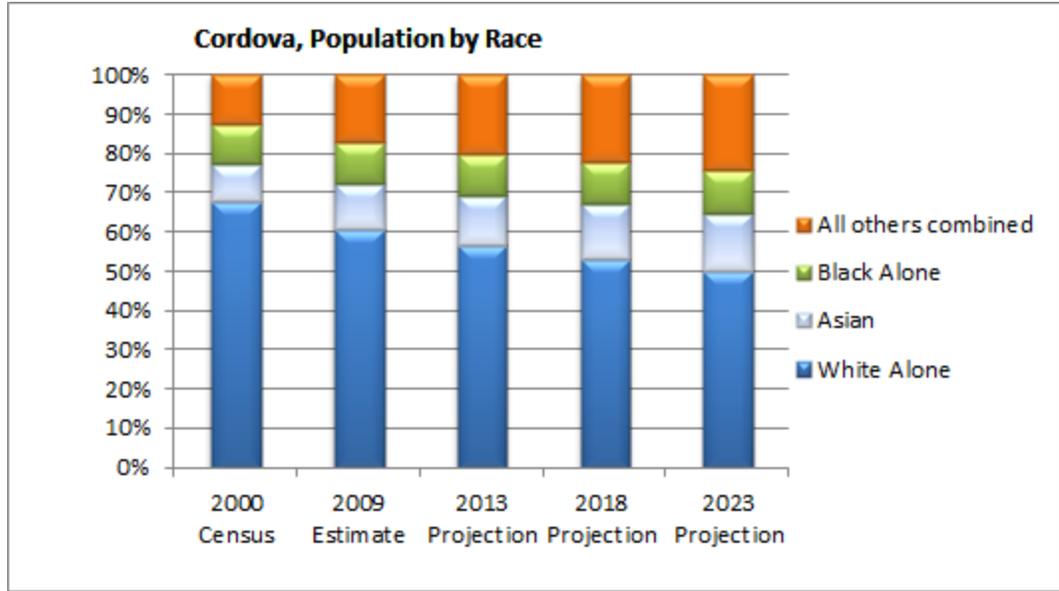


Figure 37 - Population by Race/Ethnicity

Another shift, from an ethnicity standpoint, is being witnessed in those being classified as being of Hispanic / Latino origin of any race. This segment is expected to grow significantly from 12% in 2000 to 21% by 2024 (Figure 38).

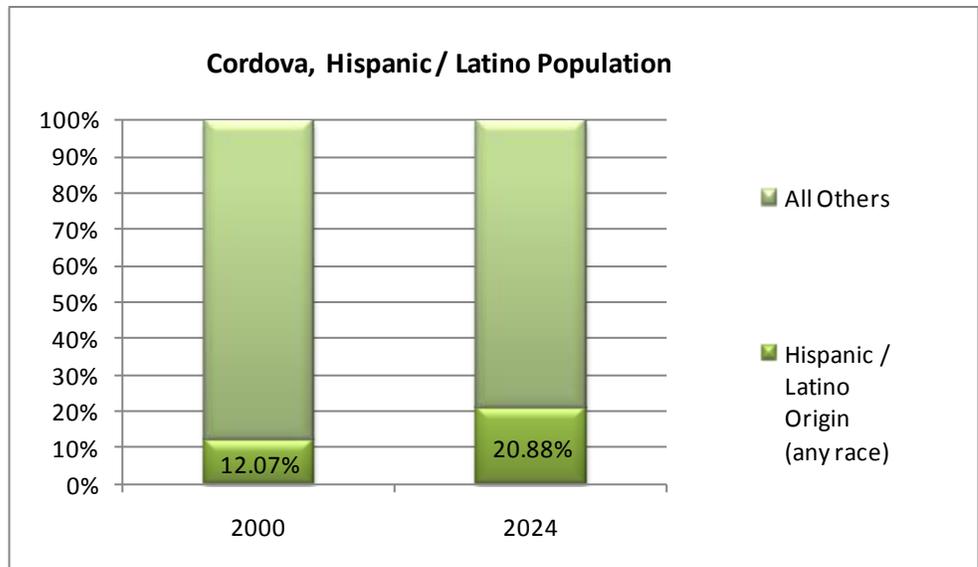


Figure 38 - Percentage of Individuals of Hispanic / Latino origin

**PARTICIPATION TRENDS BY RACE/ETHNICITY**

The White Alone population as a whole participates in a wide range of activities, including both team and individual sports of a land and water based variety; however, the White Alone populace has an affinity for outdoor non-traditional sports.

Ethnic minority groups in the United States are strongly regionalized and urbanized, with the exception of Native Americans, and these trends are projected to continue. Different ethnic groups have different needs when it comes to recreational activities. Ethnic minority groups, along with Generations X and Y, are coming in ever-greater contact with Caucasian middle-class baby-boomers with different recreational habits and preferences. This can be a sensitive subject since many baby-boomers are the last demographic to have graduated high school in segregated environments, and the generational gap magnifies numerous ideals and values differences which many baby-boomers are accustomed to. This trend is projected to increase as more baby-boomers begin to retire, and both the minority and youth populations continue to increase.

Hispanic and Latino Americans have strong cultural and community traditions with an emphasis placed on the extended family, many times gathering in large recreational groups where multiple activities geared towards all age segments of the group exist. Large group pavilions with picnicking amenities and multi-purpose fields are integral in the communal pastime shared by many Hispanics / Latinos.

The Black Alone population has historically been an ethnic group that participates in active team sports, most notably football, basketball, and baseball. The African-American populace exhibits a strong sense of neighborhood and local community through large special events and gatherings with extended family and friends, including family reunions. Outdoor and water based activities, such as, hiking, water skiing, rafting, and mountain biking, are not much of a factor in the participatory recreational activities.

The Asian population is a very different yet distinct ethnic group compared with the three main groups in the U.S. – Caucasian, African-American, and Hispanic. The Asian population has some similarities to the Hispanic population, but many seem to shy away from traditional team sports and outdoor and water based activities. They are often involved in walking/running, bowling and racket sports such as tennis, ping pong and badminton.

Utilizing the Ethnicity Study performed by American Sports Data, Inc., a national leader in sports and fitness trends, participation rates among recreational and sporting activities were analyzed and applied to each race/ethnic group.

A participation index was also reviewed. An index is a gauge of likelihood that a specific ethnic group will participate in an activity as compared to the U.S. population as a whole. An index of 100 signifies that participation is on par with the general population; an index less than 100 means that the segment is less likely to participate, more than 100 signifies the group is more likely than the general public to participate.

The most popular activities for those classified as **White Alone** in terms of total participation percentage, the percentage by which you can multiply the entire population by to arrive at activity participation of at least once in the past twelve months, are:

1. Recreational Swimming – 38.9% participation rate (38.9% of the population has participated at least once in the last year)
2. Recreational Walking – 37.0% participation rate
3. Recreational Bicycling – 20.6% participation rate
4. Bowling – 20.4% participation rate

5. Treadmill Exercise – 19.1% participation rate

High participation percentages in freshwater fishing (17.3% participation rate), hiking (17.2% participation rate), and tent camping (17.2% participation rate) demonstrate the high value that the Caucasian population places on outdoor activities. Sailing (Index of 124), kayaking (Index of 121), and golf (Index of 120) are three activities that the Caucasian population is more likely to participate in than the general public.

The five most popular activities for those of **Hispanic / Latino descent** are:

1. Recreational Swimming – 33.2% participation rate
2. Recreational Walking – 31.2% participation rate
3. Recreational Bicycling – 19.7% participation rate
4. Bowling – 18.5% participation rate
5. Running/Jogging – 18.0% participation rate

In terms of participation index, the Hispanic populace is more than twice as likely as the general population to participate in boxing (Index of 264), very likely to participate in soccer (Index of 177), and more likely to participate in paintball (Index of 155) than any other ethnic group. For comparison reasons, although Hispanics are nearly twice as likely to participate in soccer as any other race, only 9.0% of the Hispanic population participated in the sport at least once in the last year.

The top five recreational activities for the **Asian** populace in regards to participation percentages are:

1. Recreational Walking – 33.3% participation rate
2. Recreational Swimming – 31.9% participation rate
3. Running/Jogging – 21.6% participation rate
4. Bowling – 20.5% participation rate
5. Treadmill Exercise – 20.3% participation rate

The Asian populace participates in multiple recreational activities at a greater rate than the general population, with lacrosse being the activity boasting the greatest index of 615. Squash (Index Of 414), mountain/rock climbing (Index of 262), yoga/tai chi (Index 229), martial arts (227), artificial wall climbing (224), badminton (222), and rowing machine exercise (206) each represent an activity that Asians are more than twice as likely to participate in than the general public.

Analyzing the top five activities that the **Black Alone** populace participates in at the greatest rate results in:

1. Recreational Walking – 26.7% participation rate
2. Recreational Swimming – 20.2% participation rate
3. Basketball – 19.8% participation rate
4. Bowling – 17.5% participation rate

5. Running/Jogging – 14.3% participation rate

The African-American population, like the Hispanic population, is more than twice as likely to participate in boxing (Index of 208). Football (Index of 199) and basketball (Index of 160) are also among the higher participated in activities among the African-American populace.

2.3.3.5 HOUSEHOLD INCOME

The Cordova CDP’s income characteristics are average and projected to grow at a slow pace in the upcoming years.

The service area’s current median household income is \$54,270 and it is projected to grow to \$66,657 by 2024. The median household income represents the earnings of all persons age 16 years or older living together in a housing unit. The per capita income, too, is projected to increase from \$24,792 currently to \$28,605 by 2024 (Figure 39).

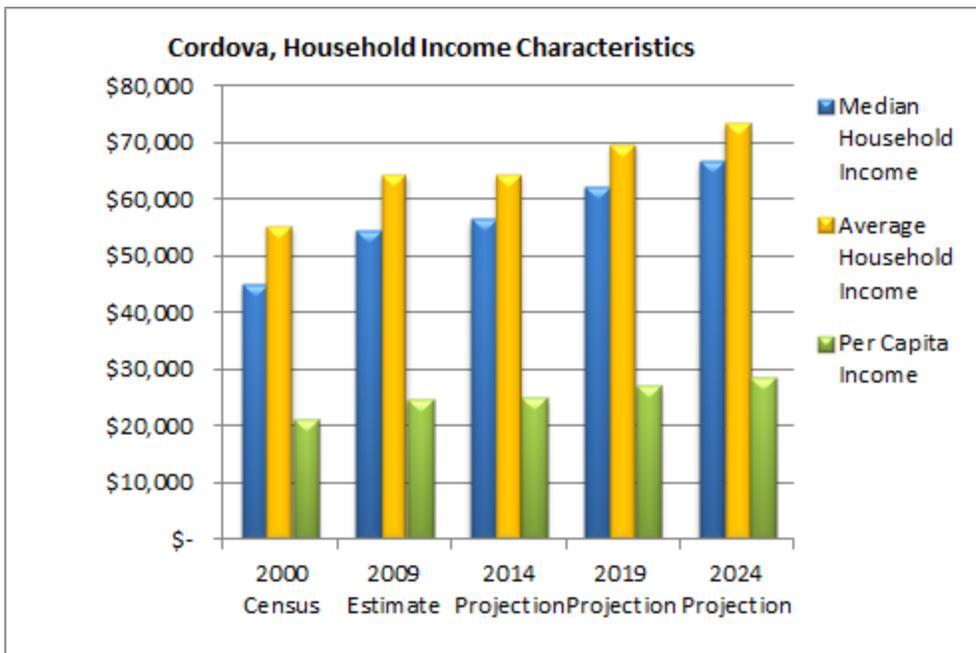
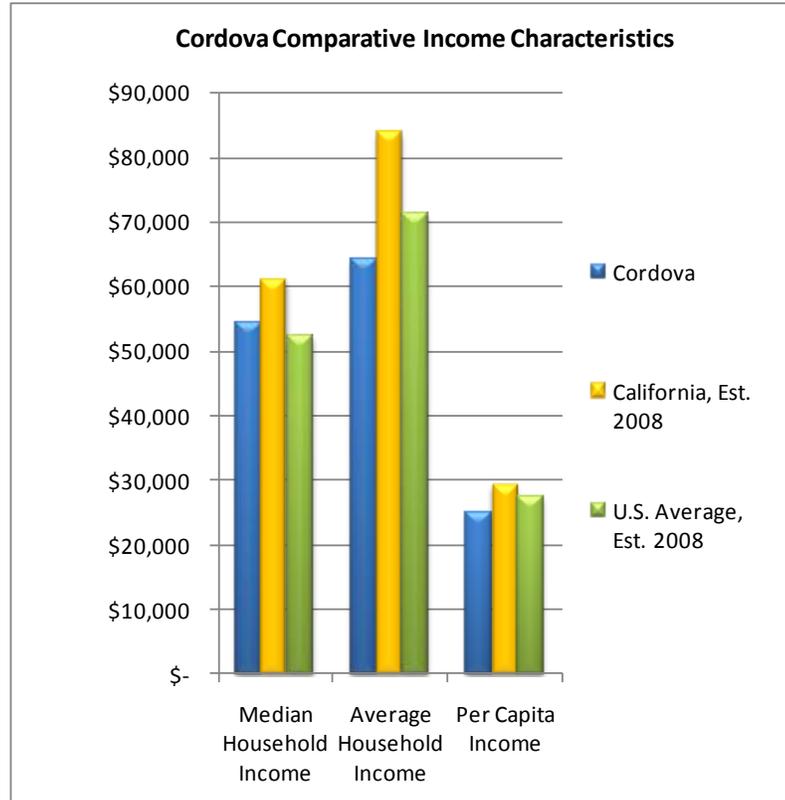


Figure 39 –Cordova Income Characteristics

As seen in **Figure 40**, Cordova CDP’s income characteristics are lower in comparison with that of the State and National averages. The median household income, the average household income and the per capita income are all lower than state and national averages. Part of this could be attributed to the presence of a large number of younger families that are newer in the workforce and also not at the same education levels, thus depressing their earnings. Given these characteristics, it would be important to focus on offerings that target family-based recreation and provide a good value for money.



**Figure 40 - Comparative Income Characteristics**

## CHAPTER THREE - PARK ASSESSMENT AND SERVICE LEVELS

### 3.1 PARK AND FACILITY ASSESSMENT

#### 3.1.1 PARK AND FACILITY ASSESSMENT OVERVIEW

The PROS Team conducted the facility assessment and visited each park and facility within the District over a 4 day time-frame (see **Appendix 2**). During this time the PROS Team assessed the condition of the parks and photographed all sites and assets within the system including:

Neighborhood Parks	Community Parks	Special Use Areas	Open Spaces
Bike Trails	Amphitheaters	Basketball Courts	BBQ Pits
Benches	Bleachers	Community/Activity Centers	Concessions Stands
Covered Areas	Drinking Fountains	Multi-courts	Open Grass Fields
Diamond Fields; Mounded, Small	Diamond Fields; Mounded, Large	Diamond Fields; Non-Mounded, Large	Diamond Fields; Non-Mounded, Small
Multipurpose Fields; Large	Multipurpose Fields; Small	Small Reservable Picnic Pavilion	Large Reservable Picnic Pavilions
Outdoor Pools	Parking Spaces	Picnic Tables	Playground Areas
Restroom Buildings	Tennis Courts	Trails; Hard Surfaces	Trails; Soft Surfaces

The PROS Team visited 38 sites within the District, comprising a total of 630.20 acres, and the overall value of the system is assessed as either really good or fair. There are several good parks within the system, with Stone Creek Community Park being an example of a newer park and Hagan Community Park as a classic example of an older park in good condition. Other great parks are Sonoma with an excellent design and assets usage and placement, the Village Green Park with its urban incorporation and Mather Sports Complex with its signature assets.

The quantity and quality of the bike trails within the district are also some of the premier assets in the region and the long range goal should be to systematically extend these assets. However there are many park sites and assets that are showing wear and have met or exceeded their lifecycle. Maintenance overall is good and the older parks are well taken care of despite aging assets. Vegetative bedding, as seen in the newer parks throughout the system should be replicated into the older parks to create uniformity

Brand inconsistencies exist throughout the system applied to entrance signs, sign locations, color schemes, directional signage, and amenity signage and park furniture. Signage should be updated and made consistent through the District, and directional signage along trails should be added to district facilities.

## 3.2 FACILITY/AMENITY STANDARDS, LEVELS OF SERVICE AND SERVICE AREA ANALYSIS

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### 3.2.1 FACILITY STANDARDS OVERVIEW

Facility Standards are guidelines that support investment decisions related to parks, facilities and amenities. Facility Standards could change over time as the program lifecycles change and demographics of a community change. Park Service Areas determine how much of the population within a certain proximity will be served by a specific type of facility. Park Service Levels indicate how many of the resident population will be served by a specific facility.

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### 3.2.2 SERVICE LEVEL ANALYSIS

In 2009, the District utilized a City of Rancho Cordova General Plan Survey conducted in 2004, a CRPD Park Standards and Needs Assessment conducted in 2005 by MIG, Inc., and a comparative analysis performed by Gates & Associates in 2009 to initiate the discussion about the appropriate service levels for the District. The original service levels proposed in 2006 included heavily programmed park sites with limited use facilities and numerous community-wide and District-wide features, such as football fields, rubberized tracks, a campground and an indoor soccer arena. These levels were revised due to the high capital costs that were proposed. In 2009, the Gates study analyzed park amenity service levels of the Roseville, Folsom and Cosumnes areas and developed comparable standards for the District (see **Figure 41**). This methodology and outcome was presented to a Joint Work Session of the City of Rancho Cordova City Council and the CRPD Board of Directors on January 27, 2011. During that same time period, CRPD worked with PROS Consulting to conduct two surveys to determine demographic trends and associated park and recreation needs of the District (see **Chapter 2**). Simultaneously, from 2009 to 2011, CRPD participated with the Northstate Building Industry Association (BIA) and Sacramento County to write a 'Tentative Agreement in Principle' to the Sacramento County Board of Supervisors to produce a park 'Quimby' standard for all of the Park Districts in Sacramento County. Standards for the 'Infill Park Districts' were adopted in 2010. Discussions with the 'New Growth Districts' stalled as the proposal did not address geographic differences, future needs and demographic trends. The CRPD determined to proceed with a policy that would create parity throughout all areas of the District and determined that CRPD would negotiate its own service level program with Sacramento County. In 2010, PROS evaluated Park Service Level standards using a combination of resources. These resources included: National Recreation and Park Association (NRPA) guidelines, standards established by the Quimby Act in California, and recreation activity participation rates reported by American Sports Data as it applies to activities that occur in the United States. Pros also preformed a needs-based analysis for the Cordova Recreation and Park District area. A summary findings of this analysis can be found in **Chapter 4**.

<b>JANUARY 2011 SERVICE LEVEL PROGRAM</b>				
<b>Facility</b>	<b><u>per 100K</u></b>	<b><u>Service Level</u></b>		
Neighborhood Parks - Basic Improvements	240	5 acres per 1,000		
Community Parks - Basic Improvements	260			
Baseball Field - Adult - Lighted - Game	1	1	per	100,000
Baseball Field - Little League - Lighted - Game	6	1	per	16,667
Baseball Field - Little League - Unlighted - Game	6	1	per	16,667
Baseball Field - Senior/LL/Teen - Lighted - Game	1	1	per	100,000
Basketball Outdoor Neighborhood Park	16	1	per	6,250
Basketball Outdoor Community Park	12	1	per	8,333
Football Field	1	1	per	100,000
Football Field with Synthetic track	1	1	per	100,000
Indoor Soccer	1	1	district-wide	
Softball Field - Men's lighted - Synthetic	4	1	per	25,000
Softball Field - Girl's Unlighted - Game	6	1	per	16,667
Softball Field - Girl's Lighted - Game	6	1	per	16,667
Soccer Field - bantam - Small - Neighborhood	5	1	per	20,000
Soccer Field - bantam - Small - Community	1	1	per	100,000
Soccer Field - bantam - Large - Neighborhood	4	1	per	25,000
Soccer Field - bantam - Large - Community	2	1	per	50,000
Soccer Field - bantam - Regulation Grass Neighborhood	9	1	per	11,111
Soccer Field - bantam - Regulation Grass - Community	10	1	per	10,000
Soccer Field - Regulation Synthetic turf - Lighted	3	1	per	33,333
Handball	2	1	per	50,000
Bocce Ball/Petanque - neighborhood (2 court complex)	4	1	per	25,000
Bocce Ball/Petanque - competition (4 court complex)	2	1	per	50,000
Horseshoes - Neighborhood	10	1	per	10,000
Horseshoes - Community (2 court)	8	1	per	12,500
Skate Park - Community Park	1	1	per	100,000
Skate/BMX	1	1	per	100,000
Skate BMX 'spot'	4	1	per	25,000
Tennis Courts - Lighted (2 courts ea.)	10	1	per	10,000
Track for fitness - 1/2 mile	2	1	per	50,000
Volleyball (sand)	4	1	per	25,000
Volleyball (sand) tournament (6-court complex)	1	1	per	100,000
Amphitheater for 500	2	1	per	50,000
Aquatic Center (38% of total cost to new development)	1	1	district-wide	
Teen/Before/After School/day Camp Activity Center	3	1	per	33,333
Community Center (40,000) sq. ft.	1	1	per	100,000
Community Center (24,000) sq. ft.	1	1	per	100,000
Wellness/Senior Center (12,000) sq. ft.	1	1	per	100,000
Community Market Place	1	1	per	100,000
Dog Park - Neighborhood	3	1	per	33,333
Dog Park - Community	1	1	per	100,000
Lake Feature	1	1	per	100,000
Play Area - Neighborhood	45	1	per	2,222
Play Area - Community	4	1	per	25,000

Play Area - Destination	4	1	per	25,000
Play Area - Universal	1	1	per	100,000
Spray Area - Neighborhood	13	1	per	7,692
Spray Area - Community	5	1	per	20,000
Spray Area - Destination	3	1	per	33,333
Water Feature - Neighborhood	7	1	per	14,286
Water Feature - Community	3	1	per	33,333
Restrooms Small - Neighborhood	35	1	per	2,857
Restrooms Small - Community	3	1	per	33,333
Restrooms Medium Neighborhood	3	1	per	33,333
Restrooms Medium Community	9	1	per	11,111
Restroom/concession/storage (1,700 sq. ft.)	1	1	per	100,000
Sport Park Concession	2	1	per	50,000
Batting Cages	1	1	per	100,000
Batting Cages - Small	5	1	per	20,000
Site Storage Facilities	4	1	per	25,000
Corporation Yard (38% of total cost to new development)	1	1	district-wide	
District Offices (38% of total cost to new development)	1	1	district-wide	
Multi-use Turf Area - Small Neighborhood	18	1	per	5,556
Multi-use Turf Area - Small Community	2	1	per	50,000
Multi-use Turf Area - Large Neighborhood	7	1	per	14,286
Multi-use Turf Area - Large Community	3	1	per	33,333
Group Shade/Picnic Area - Small Neighborhood	54	1	per	1,852
Group Shade/Picnic Area - Small Community	16	1	per	6,250
Group Shade/Picnic Area - Large Neighborhood	15	1	per	6,667
Group Shade/Picnic Area - Large Community	16	1	per	6,250
Group Shade/Picnic Area - Destination	2	1	per	50,000
Neighborhood Gather Place	10	1	per	10,000
Neighborhood Gather Place - Small	20	1	per	5,000
Community Gathering Place	4	1	per	25,000
Off-street parking	1,475	1	per	68
Archery Range	1	1	per	100,000
Disc Golf Course	1	1	per	100,000
Expand Gymnasium @ Middle School	2	1	per	50,000
Expand Gymnasium @ Elementary School	10	1	per	10,000
Baseball Field - LL - Joint Use	12	1	per	8,333

**Figure 41 – Proposed Service Levels by Gates and Associates based on a Comparative Analysis in 2009**

### 3.2.3 SERVICE LEVEL AND SERVICE AREA REEVALUATION

After receiving public testimony at the joint CRPD Board/Rancho Cordova City Council/BIA meeting on January 27, 2011, a re-evaluation of the service level program was performed.

CRPD went through an administrative change on February 16, 2012. On April 9 2012, the CRPD Board of Directors, new administrator and the CRPD Management Team held a retreat to determine the future of the District over the next five years. One of the outcomes of this retreat was a determination by the Board of Directors and staff to make the District's future park facilities attractive, reasonable and financially sustainable. Park development standards were subsequently revised to include a philosophy that neighborhood parks would be more passive in nature and community parks would be more active in nature. The park program would also include larger, but limited district-wide attractions and facilities. Based on this new philosophy, the service-level program was once again reevaluated from March 2012 to August 2012 combining the comparative performance standards analysis work performed by Gates & Associates and the hierarchical needs-based analysis performed by PROS Consulting to generate a program that was flexible, operationally feasible, financially sustainable, and addressed community needs.

Several changes were made to make the program more sustainable and include:

- 1) Moving sports facilities and restrooms from the neighborhood parks to the community parks.
- 2) Increasing flexibility in field use by reducing limited-use and enhancing multi-use fields.
- 3) Reducing the total number of sprayground facilities in neighborhood parks and replacing with enhanced facilities in community parks.
- 4) Replacing full-court basketball in neighborhood parks with half-court facilities.
- 5) Eliminating CRPD-built football field and track facilities and entering into agreements with the four school districts within CRPD boundaries to utilize football and track facilities in a joint-use format.

Park Service Areas and Standards are defined as follows:

- 1) Neighborhood Parks shall be located in neighborhoods. They are 2 acres to 15 acres in size with passive programming and a service radius area of ½ to ¾ mile. They shall be bordered on three sides with residential street frontage (one side of residential street frontage may be substituted by elementary school frontage). The remaining property line shall be fenced by a 6' CMU split-face wall with a decorative cap when bordered with residential or commercial properties (this may be substituted by creek frontage if applicable). When adjacent to schools, decorative fencing with access gates shall be used on the property line. Neighborhood Parks shall not be located on lands that are unusable or not programmable.
- 2) Community Parks shall be centralized in villages and community areas. They are 15 acres or greater in size with active programming with a service radius of 1 – 1 ½ miles. They shall be bordered on two sides with residential street frontage and one side with connector roads (one side of residential street frontage may be

substituted by high school or middle school frontage). The remaining property line shall be fenced by a 6' CMU split-face wall with a decorative cap when bordered with residential or commercial properties (this may be substituted by creek or lake frontage if applicable). When adjacent to schools, decorative fencing with access gates shall be used on the property line. Community center buildings shall be located on or adjacent to Community Parks. Community Parks shall not be located on lands that are unusable or not programmable.

- 3) District-Wide Facilities are facilities that serve the entire District (Office Complex, Corporation Yard) shall be constructed in centralized locations near to or on Community Park property.
- 4) Urban Plazas are parks that are urban in nature with a plaza-like feel and are acceptable in commercial and densely urbanized areas. They are eligible for Quimby credit and shall be reviewed and credited on a case-by-case basis.
- 5) Lakes and Creeks – CRPD will not accept or maintain lakes or creeks. These are not eligible for Quimby Credit.
- 6) Drainage Basins – CRPD will not accept or maintain any portion of a drainage retention/detention basin.
- 7) Other than Quimby Parkland: Any additional parkland outside of the 5 acres per 1,000 population shall be owned and maintained by the City, County, POA or HOA in which it is located. The District may enter into an MOU to maintain these facilities only if fully funded.

The 'City-wide' category was eliminated and the aquatics facility service level was redefined at 1 per 140,000 population. The Quimby provision requirement remained at 5 acres per 1,000 population.

With this new program, the final service level program was approved by the Cordova Recreation and Park District Board of Directors on September 12, 2012. This program can be viewed in **Appendix 4**.

## CHAPTER FOUR - PRIORITY RANKINGS

The purpose of the Facility and Program Priority Rankings is to provide a prioritized list of facility / amenity and recreation program needs for the communities served by the District.

The ranking model used by the PROS team evaluated both quantitative and qualitative data. The statistically valid Community Survey was used to provide quantitative data. The survey asked respondents to list what they thought were their unmet needs and then to rank those needs in order of importance. The qualitative data was based primarily on resident feedback obtained through community input meetings.

The model also used a weighted scoring system to determine the priorities for parks and recreation facilities / amenities and recreation programs. This weighted scoring system provided values of three (3) for both unmet needs and importance, and four (4) for consultant evaluation. This breaks down so that out of a total of 100% unmet needs equals 30% of total score importance equals 30% of total score, and consultant evaluation equals 40% of total score.

These rankings were used in developing the Capital Improvement Plan as well as the overall recommendations.

This scoring system considers the following:

- Community Survey
  - Unmet needs for facilities and recreation programs – Factor derived from the total number of households mentioning whether they have a need for a facility / program and the extent to which their need for facilities and programs has been met. Survey participants were asked to identify this for 27 different facilities / amenities and 26 recreation programs. Weighted by a value of 3.
  - Importance ranking for facilities and programs – Factor derived from the importance allocated to a facility or program by survey respondents. Each respondent was asked to identify the top four most important facilities and recreation programs. Weighted by a value of 3.
- Consultant Evaluation
  - Factor derived from the consultant’s evaluation of program and facility priority. Based on survey results, demographics, trends and overall community input. Weighted by a value of 4.

These weighted scores were then summed to provide an overall score and priority ranking for the District’s system as a whole. The results of the priority ranking were tabulated into three categories: High Priority (1-9), Medium Priority (10-18), and Low Priority (19-27).

The combined total of the weighted scores for Community Unmet Needs, Community Importance and Consultant Evaluation is the total score based on which the Facility / Amenity and Program Priority is determined. **Figure 61** and **Figure 62** below depict the Facility / Amenity and Recreation Program Priority Rankings.

**Figure 42** shows that walking, biking trails and greenways, small family picnic area and shelters and small neighborhood parks were the top three facilities / amenities. These were followed by playground equipment, outdoor swimming pools and indoor running / walking track.

<b>Cordova Rec. and Park District</b>	
<b>Facility/Amenity Priority Rankings</b>	
	<b>Overall Ranking</b>
Walking, biking trails & greenways	1
Small family picnic area & shelters	2
Small neighborhood parks	3
Playground equipment	4
Outdoor swimming pools	5
Indoor / walking running tracks	6
Off-leash dog parks	7
Splash pads / spray grounds	8
Large community parks	9
Nature center	10
Community gardens	11
Large family picnic area & shelters	12
Youth soccer fields	13
Senior center	14
Gyms / indoor recreation or comm. centers	15
Outdoor tennis courts	16
Amphitheaters	17
Disc golf course	18
Outdoor basketball courts	19
Youth baseball fields	20
Adult soccer fields	21
Multi-purpose fields	22
Adult softball fields	23
Youth softball fields	24
Skateboard parks	25
Youth football fields	26
Archery range	27

**Figure 41 - Facility/Amenity Priority Rankings**

Figure 43 shows that Adult fitness and wellness programs, swim lesson / aquatics programs and community wide special events were the top three program priorities in the community. Senior programs, Visual and performing arts programs and cultural programs round up the top six.

<b>Cordova Rec. and Park District Program Priority Rankings</b>	
	<b>Overall Ranking</b>
Adult fitness and wellness programs	1
Swim lessons / aquatics programs	2
Community wide special events	3
Senior programs	4
Visual and performing arts programs	5
Cultural programs	6
Youth sports programs	7
Environmental education programs	8
Trips / excursions	9
Pre-School programs	10
Martial arts	11
Outdoor skills / adventure programs	12
Youth fitness and wellness programs	13
Adult life skill and enrichment programs	14
Adult sports programs	15
After school programs	16
Gymnasium / tumbling programs	17
Youth summer camp programs	18
Youth life skill and enrichment programs	19
Tennis lessons / leagues	20
Youth and adult golf	21
Teen events	22
Birthday party package	23
Programs for individuals with disabilities	24
Before school programs	25
Package parties	26

Figure 42 - Program Priority Rankings

## CHAPTER FIVE - OPERATIONAL ASSESSMENT

One of the most critical components of the Strategic Master Plan is the Operational Assessment. The quality of internal operations and the connection to key internal business processes are critical components of the effective implementation of the Plan. The success of planning efforts is greatly dependent upon the leadership ability within the organization to administer, manage, and monitor the Plan's recommendations. In addition, the ability of the District staff to learn, grow, and develop competencies and align with strategy, is paramount to the Plan's success. The intent of the Operational Assessment is to provide feedback and guidelines about the District's operations as a way of continuously improving and strengthening operations.

Recognizing the importance of staff involvement in a strategic planning process, the Assessment significantly relies on thoughts and perspectives from staff members and other individuals close to the District. The operational review included nine staff focus group meetings and a meeting with the Administrator. This resulted in approximately 30 staff members participating in the employee interviews, representing all areas of the District. In addition, comments from the public input process, consisting of a series of key leader interviews and focus groups also provided information for the Assessment. Again, it must be noted that these meetings were conducted over 18 months ago and reflect the opinions and perception of the time.

All of the staff members were involved in responding to a series of questions addressing internal operations. Topic areas included:

- Staffing
- Work schedules and work loads
- Organizational structure
- Direction setting
- Departmental performance
- Technology
- Resources to do the job
- Financial systems
- Ensuring quality of operations
- Sustainability practices
- Human resource requirements

In addition to the employee focus groups, existing District documents were reviewed as well, including organization structure and staffing, policy manuals, park inspection forms, training schedule, the Park and Recreation Ordinance, and general forms, documents, policies and procedures.

### 5.1 CURRENT STAFFING LEVEL

Employees had a difficult time assessing current staffing levels as a result of the vacant positions. However, since the time of the interviews, a Recreation Manager was hired,

which should significantly help the direction for Recreation staff. In addition, the District is in the process of hiring a Finance Manager. Many of the public interviewed during the public input process expressed the opinion that the District is understaffed. Employees did comment that there is a need for more front-line employees dealing with the public. Park maintenance employees feel short staffed. Most of the work within Park Maintenance is done in-house, though they do contract out for some HVAC work.

During the public input process, residents commented about the lack of maintenance staff availability after hours and weekends. This should be considered an area to review as having staff available when the residents use the parks and facilities is an important customer consideration. The recreation group feels understaffed. The District currently has six staff, while the recommendation was 16 positions in a recent study. Six full-time recreation staff members and the Mather Sports Center Director are a small staffing complement for recreation for a community the size of the District.

Many employees feel overwhelmed with work, but this is not entirely a result of workload, but more a function of waste in processes and inertia from a long cycle time for decision making.

When asked about additional positions needed, responses included: someone to oversee technology, two additional maintenance employees at Mather, another landscape architect, and more recreation programmers, including a teen supervisor. Currently, there is no full-time staff position dedicated to overseeing technology. Public outreach and marketing is also a need, given the branding and image challenges of the District. The Parks staff mentioned the need for two additional maintenance supervisors as streetscapes and newer parks are now in-house.

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#### 5.1.1 RECOMMENDATION

- As budget resources allow, continue to fill needed positions, and add a technology position, finance and human resources position.
- The technology area should include Web site development and improvement. The public outreach/marketing area should also include a graphic designer/marketing support position.
- Within recreation, additional lower level recreation program coordinators are needed to grow the recreation programming area. The structure for parks will need to be reviewed for the addition of more maintenance employees as new parks are developed and come online

#### 5.2 ORGANIZATIONAL STRUCTURE

Similarly to the questions about staffing levels, employees also had a difficult time assessing the organizational structure as a result of the vacant positions. One employee commented that the vacant positions could be filled, but the root cause of the problem would still remain. The unfilled positions were mentioned in every employee focus group. This was mentioned frequently during the key leader interviews as well.

The Park Superintendent has one direct report, which does not meet the usual standard for efficient span of control. Most Park Superintendent positions oversee at least four to six

direct reports. Maintenance has three specialized crews, (Irrigation, special projects, and contract maintenance. There will be a 4th crew, overseeing streetscapes.

The planning area is staffed correctly and is helped with the presence and direction of a Senior Landscape Architect. The structure for Recreation is structured effectively, but more front line recreation programming positions are needed.

Notable positions absent from the structure are a dedicated technology position and human resources manager. Currently, the human resource area is a part of finance. There may be opportunity to spend less in legal fees with a human resources director. A human resource director can also provide guidance in the establishment of a good organizational work culture. These positions can be added in the future, as budget resources improve.

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#### **5.2.1 RECOMMENDATION**

- Complete a human resource plan that includes the development of a future organization chart, based on continued population growth and alignment with community needs
- In working with the Administrator and the Human Resource staff, develop a functional organizational structure that is based on key functional areas needed and then identifying the right individuals for that function
- The key is not right-sizing but right staffing where the District must focus on placing the right person, with the right skill set and the right pay in the required positions

### **5.3 LEADERSHIP**

There used to be a feeling of inertia within the District as a result of decisions not being made. Employees mentioned the lengthy amount of time it takes for decisions to be made by the Administrator. However, under the current administration in 2011, things have started to change dramatically in a positive direction.

As a result, employees take some initiative in making decisions. The other additional concern about leadership relates to the lack of senior leader positions in finance. However, since the time of the employee interviews, this situation has been improved with the hiring of a Recreation Manager.

The organization culture does not lend itself toward high performance and the development of a spirited, innovative, or engaged work force. In terms of implementing a Strategic Master Plan, improvement of the work culture must be done in advance of being able to successfully deploy a Strategic Master Plan. Furthermore, the work environment is driven by fear, which hinders the ability to create good dialogue and relationships within the District. Improving the work culture is of paramount importance to implementing this Plan.

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#### **5.3.1 RECOMMENDATIONS**

- Establishment of a District culture, including the deployment of the mission, development of leadership guidelines, development of values and the development of a more open and accountable environment

- As a follow up to the development of a well-defined District culture, an orientation program should be established that provides District, Department, and individual job information
- As an additional way of implementing the culture of the District, a set of leadership guidelines should be developed as a way of modeling desired leadership practices

## 5.4 BRAND AND IMAGE

Based on comments from the public input process and staff focus groups, the overall image of the District is in need of improvement. There is a need to build credibility and public trust. This is particularly true for relationships with groups such as the Community Council and the City government. There is serious concern from the City about the District's ability to competently develop future parks. The District staff members seem to be fighting for their reputation.

There is a need for the District to model themselves after best practice organizations that offer good transparency and communication with residents. This includes the development, design, and maintenance of content for the Website. This is difficult to do without labor resources being dedicated toward this effort. As a result of the District's significant need to build brand and image, a public outreach and marketing coordinator should be hired to develop good external communications.

### 5.4.1 RECOMMENDATION

- Improve the District's brand and image through a grass roots advocacy campaign, development of an external and internal communication plan, and strengthen relationships with other agency partners and groups

## 5.5 INTERNAL COMMUNICATIONS/INTERDIVISIONAL RELATIONSHIPS

District wide staff meetings as well as internal team meetings now occur on a regular basis and that has significantly helped alleviate some of the frustration with the lack of internal communication. Employees appreciated the opportunity to open up. Mather Sports Center was built without any input from maintenance and recreation, though Planning now does a much better job communicating with operational employees during park design. Internal communication needs significant improvement.

If communication were better, the amount of time performing firefighting activities would diminish. Too many times communication is done at the last minute. There is not a process for internal communication. Staff mentioned the need to do a better job talking to each other. It would help if there were regular staff meetings among departments. For the front desk team, communication works well, though they do not have the information they need, at times.

People want to get along, but there is a physical divide between maintenance and the administration building. Staff members feel generally uninformed about what is going on.

In order to improve interdepartmental relationships, it may be helpful if the District implemented an internal customer satisfaction system to determine levels of satisfaction toward support functions. The support functions include areas such as technology, finance, marketing, and maintenance. These areas provide important services to other employees.

Having a satisfaction measurement system in place can help to improve the internal relationships of the District.

Several employees mentioned the need for regular ongoing staff meetings. In previous years, there were staff meetings that were held after board meetings, which were helpful in keeping employees informed. The employees mentioned only hearing from the administrator when there is an emergency or when something is wrong. There should be an all hands meeting on a regular basis. The Administrator needs to communicate where he is, as staff receives calls asking for him, and the staff is unsure how to answer.

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#### **5.5.1 RECOMMENDATIONS**

- Internal communication processes should be developed. Ideally, a team could oversee the implementation of the work to be done in this area. This can include developing guidelines for District wide and Departmental staff meetings, park design communication processes, leadership guidelines for desired leadership behavior, and measuring employee satisfaction toward internal communication. In order to effectively deploy good internal communication, it would be helpful to have communication as a performance appraisal job factor.
- Internal customer satisfaction process should be developed. Support areas such as finance, human resources, maintenance, and technology should have an annual employee satisfaction review of the quality of support provided. This can be done with an annual internal customer satisfaction survey.

#### **5.6 TECHNOLOGY**

The technology area is another area of concern as the technology systems are outdated and insufficient. Maintenance employees must be in the shop to use a computer. On the positive side, there is online scheduling for sports programs. Centralized irrigation and lighting controls exist and are controlled by computer technology.

The IT position is currently being filled by a staff person who is not trained or compensated for IT work. Employees appreciate the help he gives, but it is insufficient. Employees need technology support seven days a week, and this support is not available. Some employees have PCs and some have Macs. Staff mentioned that computers are unreliable and email is unreliable. There is no capability to check other staff members' schedules. The Web site is not properly developed or managed. The program registration system is also in need of improvement.

Recreation staff uses their own cell phones. Maintenance does have cell phones, though sometimes, only a crew leader will have a phone. When the crew leader leaves a park, the rest of the crew members are without communication. There is no replacement system for cell phones. Within the planning area, there is a need for training in auto cad and GIS systems.

One of the most important components to excellent technology support is the ability of an agency to generate good data for decision making. As a result of an absence of an overall technology plan and outdated software, the District is not able to harness technology to support sophistication in decision making based on good data.

### 5.6.1 RECOMMENDATION

- A short term strategic technology plan should be developed to guide the District in implementing improvements. This includes identifying staff positions dedicated to technology, replacement schedules for computers and upgrades to software, improving the program registration process, and supporting employees with improved finance information

## 5.7 SUSTAINABILITY

In reviewing sustainable practices, the District can do much more in the area of reducing, reusing, and recycling. The District should be a leader in green practices, adopting an organizational approach including park design, operational practices, and general business practices. Currently the District does not have an agency wide recycling program, though there is recycling of lights and oil. In addition, there is some use of hybrid vehicles. Cleaning supplies have gone green, in some cases. Park maintenance uses wood chips for mulching. Water conservation is a significant issue, and there is a need to reduce turf areas. Within the Planning Department, there is an interest in having a certified irrigation auditor. The District should adopt a policy that implements the requirements of AB 1881 for water efficiency.

The District should strengthen its practices, first by having sustainable practices as part of the organizational culture. This can be achieved through the adoption of a Board policy statement relating to a commitment to green practices. Secondly, the District can perform an overall audit that identifies areas of strengths and weaknesses. An audit form is included in the appendix of the report. The information generated from an audit can then be used to develop an action plan over a course of three to four years.

Agencies around the country have developed success in deploying sustainable practices through the development of staff green teams and green citizen groups. These teams exist to assist in the implementation of sustainable practices.

### 5.7.1 RECOMMENDATIONS

- Develop a sustainability vision and define sustainable goals
- Complete a baseline analysis of current sustainability impacts, such as energy use, water use, and waste generation
- Adopt a water use policy that implements the requirements of AB 1881 and other water conservation legislation
- Establish sustainability indicators and track performance against sustainability goals. This type of effort is typically done after vision, goals and a baseline are established

## 5.8 HUMAN RESOURCES AND WORK CULTURE

Several areas were explored in the human resources area. The human resources area is vitally important for the development of a healthy organizational culture. This includes creating leadership competencies for all supervisors, a hiring process that attracts employees who are a good fit and possess the right competencies for jobs in the District, growth and development opportunities, and overseeing human resources functions such as salary and benefit administration.

During the employee focus groups, several employees mentioned problems associated with performing job functions in which they do not have requisite knowledge. There is no human resources department and the establishment of one should be a top future priority. Human resources should eventually be developed into a corporate style function, reporting to the District Administrator. The review of Human Resources included the following areas:

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#### 5.8.1 TEAMWORK AND COOPERATION

Individual departments within the District feel as though they work well within their work groups. However, there appear to be relationship issues between departments. It was identified that some departments are more cooperative than others. There is no accountability for departments who are non-cooperative.

Leadership needs to be developed in order to improve cooperation within the District. Although interdepartmental problems associated with teamwork and cooperation in park and recreation agencies are common, improvements in department managers' understanding of the "big picture" of the organization would help to create improved interdepartmental relationships. Implementing a 360 degree performance review, in which peer members are involved in the performance appraisal of their peers, may be helpful in improving relationships.

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#### 5.8.2 PERFORMANCE APPRAISAL PROCESS

Below the supervisory level of staff, employees receive regular performance reviews. However, for the supervisory level staff the performance review process does not occur as frequently. Some employees interviewed indicated that they are maxed out in their classification range and as a result have not been receiving regular appraisals. There were a number of employees who expressed concern that standardized levels of work output were not in place, leading to some employees not 'pulling their weight.' This was particularly evident amongst the supervisory level staff. One idea mentioned by a number of employees was to have employees review their supervisors' performance. The purpose of such reviews would be a way of making supervisory level staff accountable to the employees they supervise. This would remove inconsistent standards in accountability amongst staff and supervisors.

Overall, based on PROS' review of the performance appraisal process, it appears there are inconsistencies throughout the District. This process should be standardized with all employees getting not less than annual performance reviews, regardless of level of classification range or potential for step increases. Additionally, employee reviews of supervisory level staff should be considered as a method to improve expectations of supervisors from the employees they manage.

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#### 5.8.3 TRAINING AND DEVELOPMENT

An overall improvement of the District's employee training practices should be considered. At this point the only professional training mechanisms that are in place are training reimbursement, irrigation training for maintenance staff by Rainbird®, and California Parks and Recreation Society training programs, which some staff attend. However, beyond these examples, there is not much of a training program/process in place. Additionally, there is a

random approach to job specific competency training and development, with no standardization for new hire orientation, equipment use, chemical handling, or program development training.

Core competencies for each classification/job description should be established and training should be aligned with the need to develop these competencies. Examples of competencies include leadership, budget and finance, staff management, and job specific competencies including customer service, recreation program development, and equipment operation.

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#### 5.8.4 WILLINGNESS TO EMBRACE CHANGE AND INNOVATION

Willingness to embrace change and innovation was explored as a topic of discussion with staff, in order to determine the District's ability to improve and change. One particularly telling example was stated by a staff member as, "we aim at a dart board," when deciding where to go. This sentiment, coupled with the perception that an attitude exists to maintain the status quo since that is how the District has always done things, gives a clear and present picture that employees do not know the direction the District is trying to head.

The good news is that there was a very apparent appetite for the creation of a culture that embraces improvements to processes and the work environment. There is also a discernible desire to improve service delivery to the residents of the communities served by the District. However, it was noticeable that the employees surveyed did not know what should be implemented as they had no clear direction. Leadership of the District should make it a top priority to improve the culture of the organization by clearly outlining the direction in which the District needs to go while concurrently making apparent the expectations for improvement and change.

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#### 5.8.5 POLICIES

There are a number of written policies in place, but a number of those policies need to be updated and modified to meet current and future needs. One problem identified is that rules and regulations of the District are written by the attorney. This creates onerous language that generally reads too much like legalese. Additionally, the policy manual and personnel policy manual are outdated. PROS was informed by District personnel that updates to manuals are currently being worked on, but that it is a slow process being done piece by piece.

Policies for clearly describing to the development community what is expected with the newly developing areas of the District do not exist. Few design standards exist, including signage standards (which also affect the established parks and facilities). Maintenance standards are limited, leading employees to inconsistently and unfairly enforce those standards which do exist. Policies need to be written or re-written, and implemented to ensure uniform expectations throughout the District. Such policies will improve the image of the District both structurally and professionally.

It is PROS' recommendation that a full policy review should be conducted, and should be completed with a team of employees, from all levels of the organization, to oversee this project. The policy review should include creating an inventory of existing policies and identification of policies that need to be developed. Existing policies should be reviewed and updated as needed moving forward.

## 5.9 IMPROVING EFFICIENCY AND EFFECTIVENESS

During staff interviews specific questions were asked about District efficiencies and staff's ability to effectively provide high quality service to residents. Although the overall theme of needed improvements in communication and direction were the most prevalent responses, three specific issues affecting efficiency and effectiveness stood out.

Many staff mentioned a need to get vacant positions filled. Staff felt as though the lack of personnel strained work load, creating a work environment that is only reactive to problems. There was an obvious desire to improve processes in order to allow the District to operate in a more preventative manner. However, the general feeling was that there simply was not enough time to make the necessary changes to improve processes. Additionally, general sentiment was that work load is increasing while resources are shrinking. One specific example provided was the maintenance of streetscapes owned by the District. That work was previously contracted out and is now the responsibility of the Maintenance Department. The addition of this workload put additional strain on the department.

A lack of conformance with the National Recreation and Parks Association ("NRPA") recommended industry maintenance practices were mentioned as a concern. The District has in place regular inspections processes, but they are currently insufficient and do not provide for efficiencies. It was mentioned that staff is currently working on improving District maintenance standards, but there was concern regarding the lack of additional resources needed in order to adhere to improved standards, if implemented.

Finally, the maintenance tracking system utilized by the Maintenance Department is outdated and not automated. By not being automated, there is no way to track performance and determine where improvements could be made. Good maintenance systems are capable of tracking the percentage of demand (situations requiring reactive actions) versus preventative maintenance actions. Such a system could be vital to decreasing time spent on demand activities and improving efficiency and effectiveness of maintenance staff. Such a system should be a goal the District explores.

On a positive note, some staff mentioned that Doug Critchfield, Interim District Administrator, visits the Maintenance Department on a regular basis in an effort to better understand maintenance issues. This is important not only to the efficiency and effectiveness of maintenance procedures, but more importantly it improves communication vertically within the organization. Simple communication can improve employee morale and thereby improve staff working capacity and effectiveness. The next step towards improving the communication channels should be to involve more employees in the annual budget process. This would provide staff knowledge of the challenges faced by the organization and include them in the process of finding solutions to problem areas.

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### 5.9.1 RECOMMENDATIONS

- A system needs to be established that can help District administration identify process waste. This includes providing staff with training in process management skills, identifying the processes in greatest need of improvement, and establishing departmental teams to review procedures and ideas for potential improvements.

- Implement a performance management system to help identify how the District is performing. This should be shared with the Board and staff.

## **CHAPTER SIX - CONCESSIONS ASSESSMENT**

PROS Consulting conducted a Concession Assessment to determine opportunities for the District to improve their operations and enhance their revenues. The Concession Assessment included a review of the following areas:

- Softball/Baseball Complex
- Indoor Recreation Center
- Golf Course Operations
- Shooting Range

The assessment included a review of the sites with staff and some limited meetings with the concession operators, where available.

### **6.1 SOFTBALL/BASEBALL COMPLEX**

The Softball / Baseball Complex has design limitations which make it difficult for the District to maximize revenues. The limitations include the following elements:

- Lack of storage on-site results in additional staff time to bring supplies in and out of the concession area on a daily basis. Currently the staff use the umpire's room for storage, which is inadequate
- There is only one cashier station serving customers at any one time. Additionally, the cash registers are not linked with a point of sale system which limits the District's ability to track costs, profits made, and inventory/re-order items
- Lack of a refrigerator/freezer onsite
- Limited seating outside for users to sit and eat
- The food menu is not targeted by type of user
- Pricing of food and drinks is not based on cost of service or profit margin goal
- The concession stand needs to have an outside menu board so people standing in line can determine what their food and drink needs are before they step up to the concession staff person
- Staff must cook outside on an outside grill
- The staff is not able to serve beer during adult softball tournaments
- Staffing makes up 28-30% of cost, which is 10% higher than most concession facilities operated by public agencies

#### **6.1.1 RECOMMENDATIONS**

- Consider increasing the size of the concession facility and remodeling the inside to allow for food storage as well as refrigerators and freezer space. Add outside menus to the building
- Standardize drink sizes, food portions and menu items for youth tournaments and leagues and adult tournament and leagues

- Acquire simple food items with high cost recovery levels such as sale of beer, popcorn, hot dogs, nachos, pretzels, three standard drink sizes only, pizzas, fries and hamburgers
- Add more seating outside of the concession stand to make it comfortable to eat
- Acquire a point of sale system to determine costs, profit made, and inventory/re-order items
- Continue to grill outside for tournaments
- Reduce staffing costs to 20% or less of total concession costs
- Name the concession stand
- Do not sell gum or seeds
- Determine the direct and indirect cost of service for each food item and sell food items that provide the best return on investments
- Run food specials on final day of tournaments to reduce food waste
- Train staff on up selling items when people order
- Establish beer sales for adult tournaments and add a refrigerator
- Market to the park users as well as to the sports complex users with signs that indicate what is offered and encourage them to use the facility
- Offer team discounts in advance of league or tournament play for a set price

## 6.2 INDOOR ACTIVITY CENTER

The Indoor Activity Center is limited for concessions. Currently the Center only offers limited food and vending items and is located in a non-conducive space for selling food. In addition, the site does not have a place for users to sit down while eating. Space is needed, with TV and Wi-Fi access, for users and parents to sit and eat when attending activities at the Center.

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### 6.2.1 RECOMMENDATIONS

- When the District decides to update the Center, or replace it with a new building, a concession area needs to be developed
- The District needs to sell easy food items such as popcorn and hotdogs with fountain drinks only
- Space for people to eat in or outside of the building needs to be created
- Vending machines should be kept to provide food service when the concessions are not available

## 6.3 GOLF COURSE OPERATIONS

The golf course pro shop is outdated in its design and image. The Proshop manager has a lot of inventory and low grade equipment, in stock for the size of the operation, which makes the shop feel cluttered and unorganized. The Proshop manager is on a long term contract (25 years plus). The District has made some needed improvements to the golf course and the restrooms on site with more improvements planned. The following limitations were observed at the golf course facility by PROS:

- There are a limited number of golf outings at the course
- The pricing of services needs to be addressed based on the value of the golf course and the price elasticity in the market for the courses of similar value
- The courtyard outside of the clubhouse and food service area needs enhancement
- No business plan is in place for the golf course, proshop or clubhouse
- Dress of the employees is inconsistent
- Driving range fencing needs improvement
- There are no performance indicators used by the District to hold the contractors on site accountable
- The golf Pro on-site gets 100% of the lessons
- The District pays the golf Pro a \$1,000 a month management fee
- The golf course does 60,000 to 70,000 rounds a year
- The golf course has the lowest golf fees in the state, with the most recent fee increase three years ago
- The golf course needs a new cart barn that is sufficiently sized
- The District replaces golf carts every 8 years on a rotational basis, which is four years longer than most public golf courses
- There are few female golfers who play the golf course
- The golf Pro on site uses volunteer marshalls who are provided free golf in exchange for their volunteered services – this limits opportunity for additional revenue
- There is one concession cart on the golf course at a time
- The food operation is managed by a separate contractor with very little coordination by the golf course manager
- The food service operator pays the District 12.5% of gross sales
- The food service menu is very limited
- No facility is available to host tournaments or after tournament hospitality due to a limited clubhouse and courtyard area
- Users of the food service operation have complaints because of a lack of wider menu of food options and poor customer service
- The District does not determine direct and indirect costs of operations for golf course maintenance, proshop, or clubhouse operations

### 6.3.1 RECOMMENDATIONS

- The golf Pro/manager contract is very fair in compensation for the work performed but needs to be updated based on the indirect costs associated with the performance of his/her duties. Indirect costs should be evaluated against his/her contract as it applies to the cost of maintenance of the proshop, utilities, capital improvements, and management oversight
- The proshop needs to be updated with an improved image. The shop needs to have more storage added so it is not cluttered with merchandise
- The clubhouse facility should be expanded and updated in order to support tournaments and/or special events. These improvements should be incorporated into an update of the courtyard area in front of the clubhouse and overall improvements to the golf course
- The District needs to consider the true direct and indirect costs to maintain the golf course. Analysis of these costs must account for price elasticity in the marketplace for golf and be used to determine future greens fees increases and cost recovery goals
- A marketing plan needs to be developed for the golf course. The plan should focus on improving attraction to a broader user group for the golf course
- An outing, youth, and women's program manager should be considered to promote increased use and encourage a wider age segment of users
- Golf course play has dropped by 40,000 rounds over the last ten years. A community-wide survey should be conducted to determine the cause of loss of play.
- Continued efforts to update the golf course, clubhouse, restaurant, driving range, patio, parking lots, and cart paths needs to be considered
- Operational standards need to be put into place by the District for maintenance, clubhouse operations and food service with measurable outcomes that are tracked on a monthly basis
- A business plan needs to be created for the golf course, proshop and food service operations
- The restaurant is in need of a total upgrade with a revised menu to attract a wider level of users
- The District needs to calculate the true direct and indirect costs of services for the restaurant and compare those costs against the 12.5% currently received from the contractor
- Most public golf food contractors pay the public golf facilities they operate under 15% of gross and 18% of alcohol, if sold
- Rates need to be evaluated and appropriately adjusted on an annual basis
- The restaurant needs to have two food carts on weekends

- Better coordination of food and golf needs to be outlined in the business plan developed
- The District should consider consolidating the golf course, food service and maintenance under one contract in order to market and manage the golf course in the most efficient manner
- A healthy food menu needs to be added to the restaurant
- Driving range needs to be updated and programmed

#### **6.4 CORDOVA SHOOTING RANGE**

The Cordova Shooting Range operation has been privately managed since 1979. The Range consists of a rifle and pistol range, skeet and trap shooting range and buildings to house a proshop and storage facilities. The District receives \$1,500 a month in rental lease from the concessionaire, but is responsible for all capital costs over \$1,000 dollars. The District has not assessed costs against lease revenue to determine actual cost recovery for the site. Key observations of the Cordova Shooting Range facility include:

- No business plan for the Range exists
- Fencing of the property is inadequate, particularly considering the number of people who live near the site
- Archery is not offered on the site
- Law enforcement training does occur on site
- Elk Grove and Sacramento County have the only other shooting ranges in the area. The District does not benefit from their market advantage of offering outdoor long range and skeet shooting
- The contractor allows storage of trailers on the premises, which is not outlined in the lease agreement. If money is received from renters, the District should be capitalizing on a portion of those revenues
- The District receives a flat rate from the concessionaire rather than a flat rate plus a percentage of gross income. This limits the District's ability to determine profitability of the Range
- Food service is limited on the site
- The site is not inviting as a public facility
- Signage to get to the site, as well as onsite, is inadequate
- No point of sale system is in place to adequately track costs, profits, or inventory/re-order items
- The District does not have any performance indicators to hold the concessionaire accountable to any level of expectation
- The District approves fees on a total land lease basis

- The Concessionaire has paid \$500,000 into a maintenance fund, managed by the District, and would like to see an accounting of how funds have been reinvested in the site
- Several Capital improvements are needed to bring the facility up to acceptable condition, including the parking lot and a lead collection system

#### 6.4.1 RECOMMENDATIONS

- The District should require the Concessionaire to develop an annual business plan, for the coming years, and include performance indicators to measure success. The business plan should be approved by the District
- The fence around the perimeter of the property needs to be installed by the District as a safety element to prevent public access to the site
- No storage of private property should be allowed on the District's property without written approval by the District
- An improvement plan to modernize the site and improve the image of the Range should be considered
- The District should consider sending the operations contract for managing the Range out for competitive bid every 10 years if there are no capital improvements made to the site. Or, every 20 years if significant capital improvements are made by the contractor
- The District should negotiate a flat lease rate for the property and include a percentage of gross revenues made from the Range. Additionally, District costs should be compared against the lease rate and gross revenues to determine cost recovery for future negotiations with the Concessionaire
- Quarterly meeting with the Concessionaire and the District Administrator should be held
- The District should require Concessionaire to install a point of sale system in order to confirm gross revenues as reported and ensure proper accounting
- The District needs to supply to the contractor an accounting of the \$500,000 dollars of investment by the contractor
- Improvement to the pistol range is needed
- The entire site requires major renovations

## CHAPTER SEVEN - FINANCIAL ANALYSIS

### 7.1 INTRODUCTION

This chapter assesses the current fiscal state of the District 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 trends with current operations and funding. It is an in-depth review of the revenues, expenditures, and capital funds of the District and includes the budgets of the General Fund, the Special Revenue Funds, and the Enterprise Fund. Trends were evaluated to determine financial integrity and anticipate directions for the future. Where data was available, cost recovery was analyzed by activity type to present expenditure recovery through fees and charges. Additionally, 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 the District.

#### 7.1.1 DATA REVIEWED

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

- Comprehensive Annual Financial Reports for years ending 2004 through 2007
- Annual Budgets by Fund for fiscal years 2006 through 2011

The financial statements and budget reports were analyzed to assess the financial condition of the District.

#### 7.1.2 DISTRICT OVERVIEW AND FINANCIAL PROFILE

The District is an independent local government entity with a financial structure that includes four Major Governmental Funds, three Non-Major Governmental Funds, and one Enterprise Fund.

The Financial Analysis is organized into six sections:

- General Fund
- Independence at Mather Landscape and Lighting Assessment District
- Villages of Zinfandel Community Facilities District
- Sunridge Community Facilities District
- Cordova Golf Course, Enterprise Fund
- Park Maintenance and Recreation Improvement District

The period for the analysis includes fiscal years from 2005 through 2010. The data used for the analysis are the actual amounts for years 2005 through 2009. The analysis was done at a time when the actuals for 2010 were not available and thus projections for 2010 were used. The fund balances for budget purposes are projected at zero (\$0.00.)

## 7.2 GENERAL FUND

The District administers a total of 438 acres, which includes 18 neighborhood parks, 6 community parks, 3 community swimming pools, the Cordova Community Center at Hagan Community Park on Chase Drive, the Cordova Senior Center on Routier Road, Mather Sports Complex, Riverview Community Center, Mills Station, the Cordova Public Shooting Center on Douglas Road, and the Cordova Golf Course on Jackson Road (in a separate fund.) Many of these parks connect via trails or paths to the American River Parkway, which crosses through the District boundaries.

### 7.2.1 GENERAL FUND TRENDS

The General Fund expenditures, including transfers in and out, have been annually adjusted through the budget process to ensure they are generally in-line with revenues. As shown in **Figure 44**, General Fund revenues and expenditures climbed significantly in Fiscal Year 2008/09 due to increased grant funds received by the District. In Fiscal Year 2010/11 the District saw a dramatic decrease in revenues and expenditures as the grants expired. When

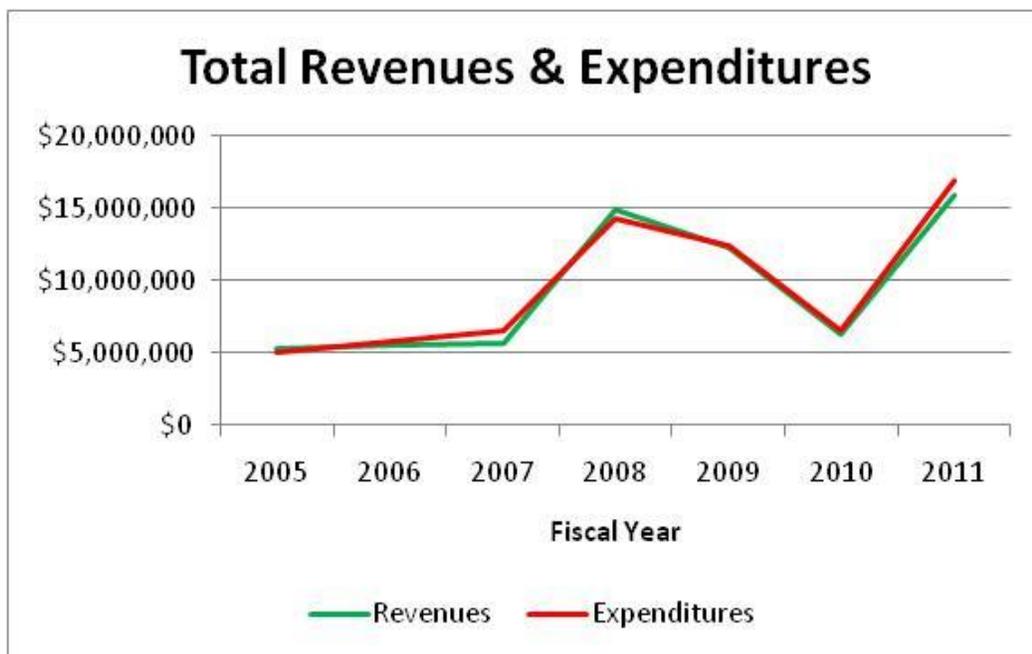


Figure 43 - Total Revenues and Total Expenditures

adjusting for the spike in revenues and expenditures as a result of the grants received, the District’s revenues and expenditures have maintained at fairly consistent levels.

**Figure 45** compares General Fund balance, and all reserves, to total operating expenditures. In relation to the total expenditures over the period analyzed, the total Fund balance and reserves have decreased. A continuing decrease will erode the strength of the fund. **Figure 46** represents total reserves to total expenditures as a percentage for each of the years analyzed. The high target for the District is 25% reserves to expenditures, with 17% being a low target. While the percent of total expenditures has historically exceeded the target range, recent year decreases have caused fund balance and reserves to dip below the target range. A range of reserves between 60 and 90 days of operating costs is generally acceptable to cover unexpected revenue drops or unusual expenditures. The fund supports the general operating costs of the District as well as all capital projects not funded by other targeted funding sources.

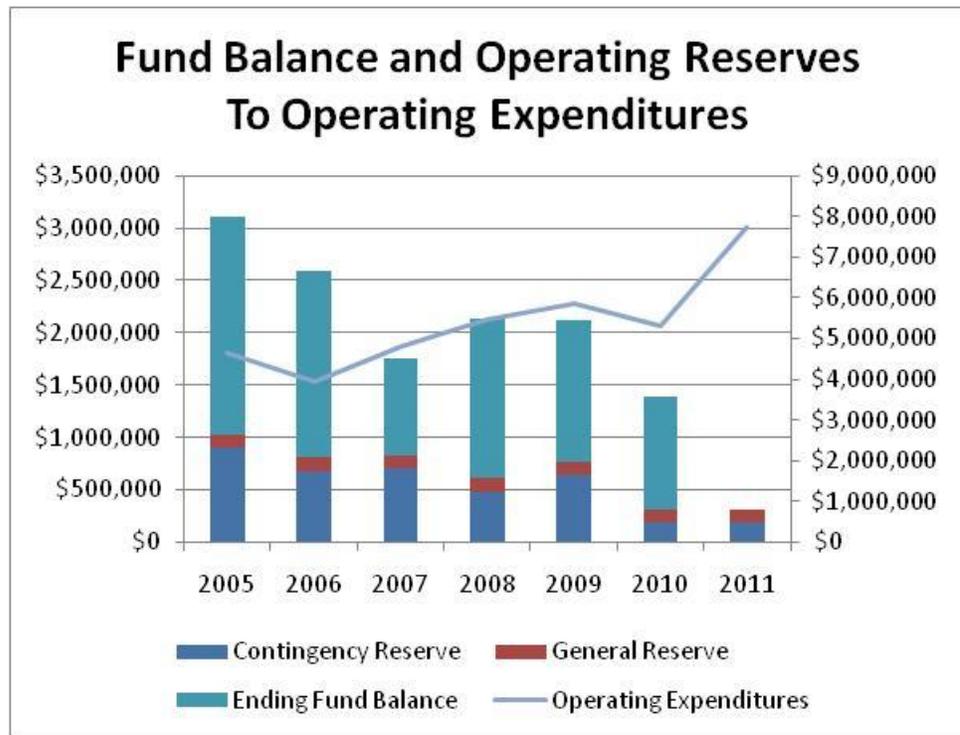


Figure 44 - Funding and Reserves to Expenditures

	2005	2006	2007	2008	2009	2010	2011
Total Reserves to Total Expenditures	82%	159%	159%	32%	23%	37%	14%
Low Target	17%	17%	17%	17%	17%	17%	17%
High Target	25%	25%	25%	25%	25%	25%	25%

Figure 45 - Comparison of Funding and Reserves to Expenditures with Targets

The operating revenues and operating expenditures are shown in **Figure 47**. Historically, operating expenditures, or cost recovery, exceeds the operating revenues recovered for those operations. Prospective operating costs will likely never be 100% recoverable, and therefore will always be sunk cost.

**Figure 48** exhibits cost recovery by showing operating revenues as a percentage of operating expenditures. The target cost recovery percentage for the District is 40%. As is apparent in **Figure 48**, the District has historically operated below this cost recovery goal. Pricing should be analyzed and adjusted in order to bring the cost recovery percentage in line with the 40% goal.

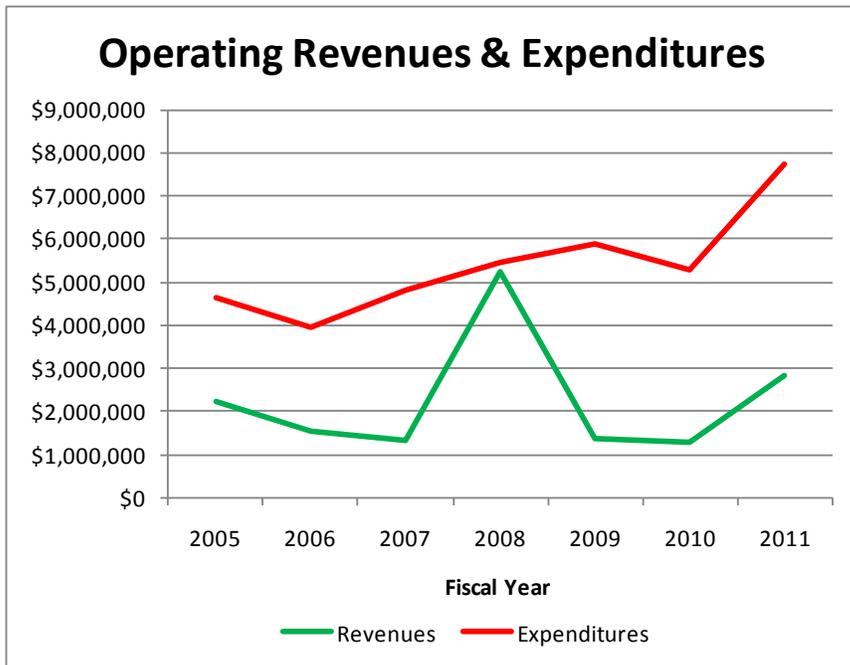


Figure 46 - Operating Revenues and Operating Expenditures

	2005	2006	2007	2008	2009	2010	2011
Operating Recovery	48%	39%	28%	96%	23%	24%	37%
Operating Recovery without Lease Income	48%	33%	28%	23%	23%	23%	36%

Figure 47 - Percent of Operating Cost Recovery

**7.2.2 GENERAL FUND PROGRAMS**

Aquatics, Recreation, and Resale program areas are shown in **Figure 49**. The direct revenues, direct expenditures, and percent cost recovery are shown for each program.

Aquatics	2005	2006	2007	2008	2009	2010	2011
Revenues	\$80,228	\$93,414	\$109,199	\$118,385	\$104,018	\$112,712	\$142,916
Expenditures	\$270,332	\$324,993	\$292,909	\$318,360	\$314,468	\$320,832	\$332,584
Recovery	30%	29%	37%	37%	33%	35%	43%
Recreation	2005	2006	2007	2008	2009	2010	2011
Revenues	\$588,041	\$505,960	\$493,946	\$500,919	\$602,853	\$788,717	\$1,709,880
Expenditures	\$535,695	\$483,776	\$490,590	\$452,714	\$499,183	\$524,553	\$579,595
Recovery	110%	105%	101%	111%	121%	150%	295%
Resale	2005	2006	2007	2008	2009	2010	2011
Revenues	\$130,341	\$38,643	\$15,315	\$12,527	\$24,759	\$63,818	\$266,300
Expenditures	\$106,802	\$10,571	\$6,782	\$6,774	\$9,083	\$28,060	\$79,134
Recovery	122%	366%	226%	185%	273%	227%	337%

**Figure 48 - Program Direct Cost Recovery**

The Aquatics program is generally above 30% cost recovery. The expected target for aquatics programs is 40% as shown for fiscal years 2007 and 2008. The Recreation direct cost recovery is above 100% for each year which is consistent with the general target for recreation programs. The Resale direct cost recovery is above or near 200% for fiscal years 2006 through 2010. A minimum target of 200% of direct cost is expected.

**7.2.3 GENERAL FUND OBSERVATIONS**

It is apparent that the recession of recent years, turnover and instability at the District Administrator position, and difficulties with the Enterprise Fund (golf course requiring subsidy from General Fund) has caused strain on the financials of the district.

Over the period reviewed the District's expenditures have regularly been higher than revenues, causing a depletion of reserves and fund balance. While there is some cost recovery for operating expenses, they do not meet the District's target of 40% and therefore maintain additional strain on general operating revenues.

### 7.3 INDEPENDENCE AT MATHER LIGHTING AND LANDSCAPE DISTRICT

The Independence at Mather Landscaping and Lighting Assessment District was formed for the purpose of levying and collecting assessments on all parcels of land within the subdivision. Assessment revenues are used to fund maintenance and operation of park and recreational improvements on 17 acres of park land within the Independence at Mather Development.

#### 7.3.1 LIGHTING AND LANDSCAPE DISTRICT TRENDS

The Lighting and Landscape District revenues and expenditures, including transfers in and out, have remained consistent for fiscal years ending 2005 through 2009. The fiscal year ending 2010 and projected year 2011 show the revenues are under expenditures approximately \$100,000 as shown in **Figure 50**.

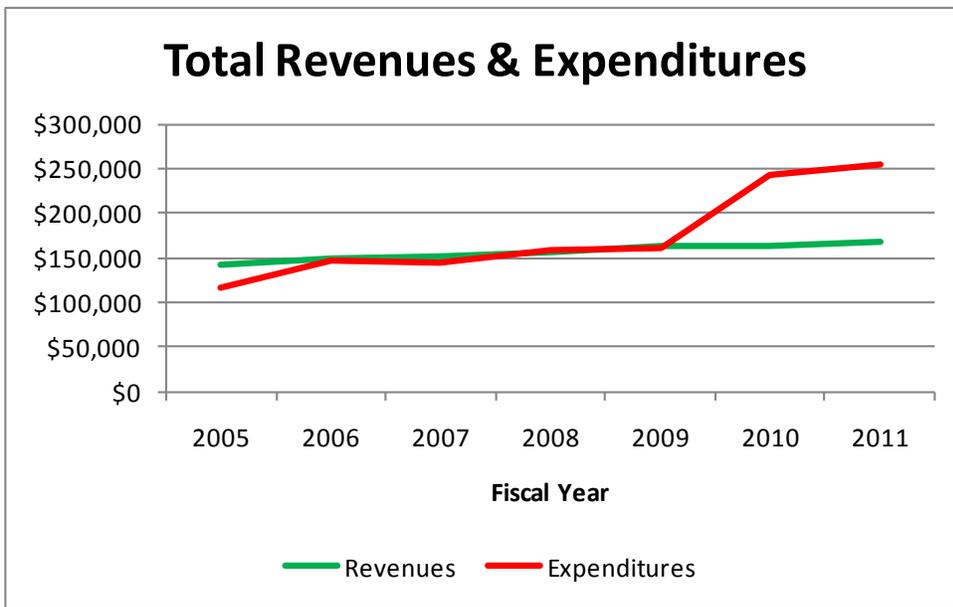


Figure 50 - Total Revenues and Total Expenditures

The fund balance and all reserves are compared to the total expenditures in **Figure 51**. The total fund balance and reserves have increased in relation to the total expenditures through the 2011 period. The fund balance and reserves are above the high target ranges. A range of reserves between 60 and 90 days is generally acceptable to cover unexpected revenue drops or unusual expenditures. **Figure 52** shows that the fund is above the high target for actual year end results and below the target for the projected year ending 2011.

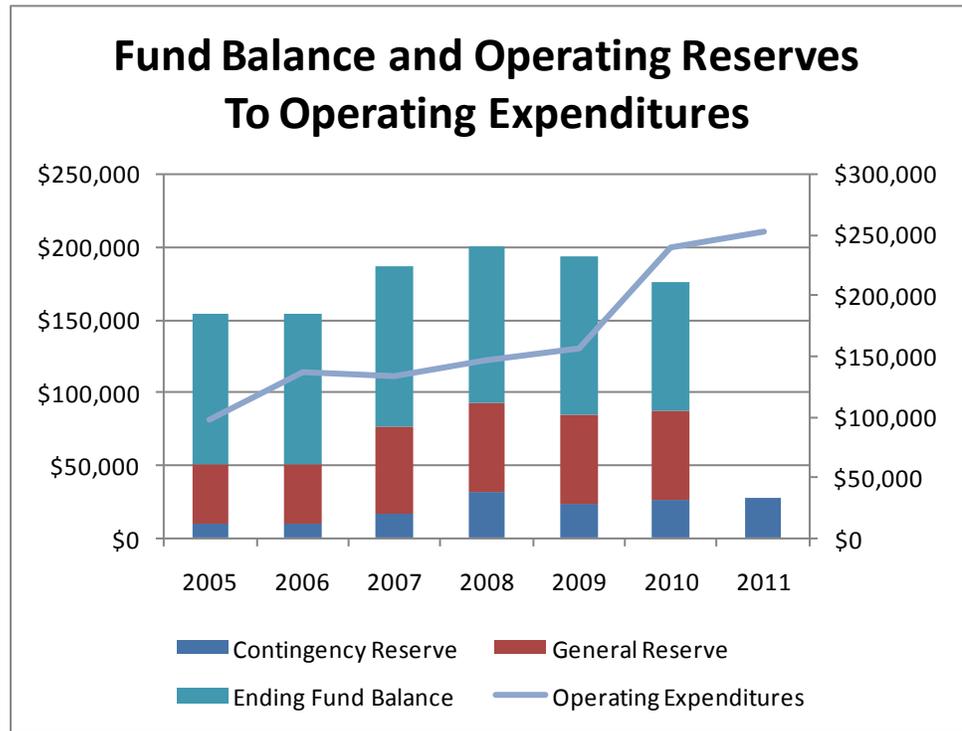


Figure 49 - Funding and Reserves to Expenditures

	2005	2006	2007	2008	2009	2010	2011
Total Reserves to Total Expenditures	43%	35%	53%	58%	52%	36%	11%
Low Target	17%	17%	17%	17%	17%	17%	17%
High Target	25%	25%	25%	25%	25%	25%	25%

Figure 50 –Comparison of Funding and Reserves to Expenditures with Targets

### 7.3.2 LIGHTING AND LANDSCAPE DISTRICT OBSERVATIONS

The Lighting and Landscape District has historically maintained sufficient fund balance and reserves, when compared as a percentage of expenditures. The reserves and fund balance have been maintained above the District’s target range of between 17%-25%. However, the trend historically has been to expend more than the revenues which are coming in. This results in a continual depletion of the fund balance over time, which could eventually dip below the target range set by the District.

## 7.4 VILLAGES OF ZINFANDEL AND CAPITAL VILLAGE COMMUNITY FACILITIES DISTRICT

The Villages of Zinfandel and Capital Village Community Facilities District (CFD) was formed for the purpose of levying and collecting special taxes on all parcels of land within the subdivisions, to provide for the maintenance, operation, servicing, and provision of utilities to park and recreational improvements and to provide maintenance for street trees, and landscape medians, and corridors within the projects. This levy is a Mello-Roos Special Tax.

### 7.4.1 CFD TRENDS

The CFD revenues and expenditures including transfers in and out remain close over the seven year period as shown in **Figure 53**.

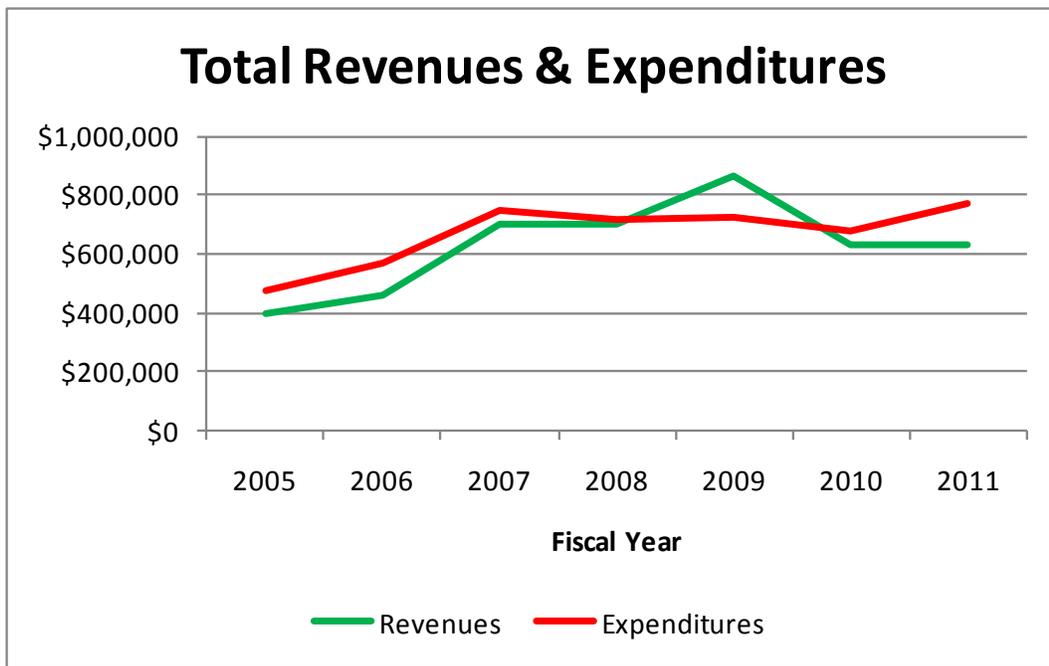


Figure 51 –Total Revenues and Total Expenditures

The fund balance and all reserves are compared to the total expenditures in **Figure 54**. The total fund balance and reserves have decreased in relation to the total expenditures over the period. A continuing decrease could erode the strength of the fund. While decreasing as a percent of total expenditures, the fund balance and reserves are mid range through the fiscal year 2008. The 2009 and projected 2010 fund balances are dangerously low. A range of reserves between 60 and 90 days is generally acceptable to cover unexpected revenue drops or unusual expenditures. **Figure 55** shows that the fund balances are the low target for recent periods.

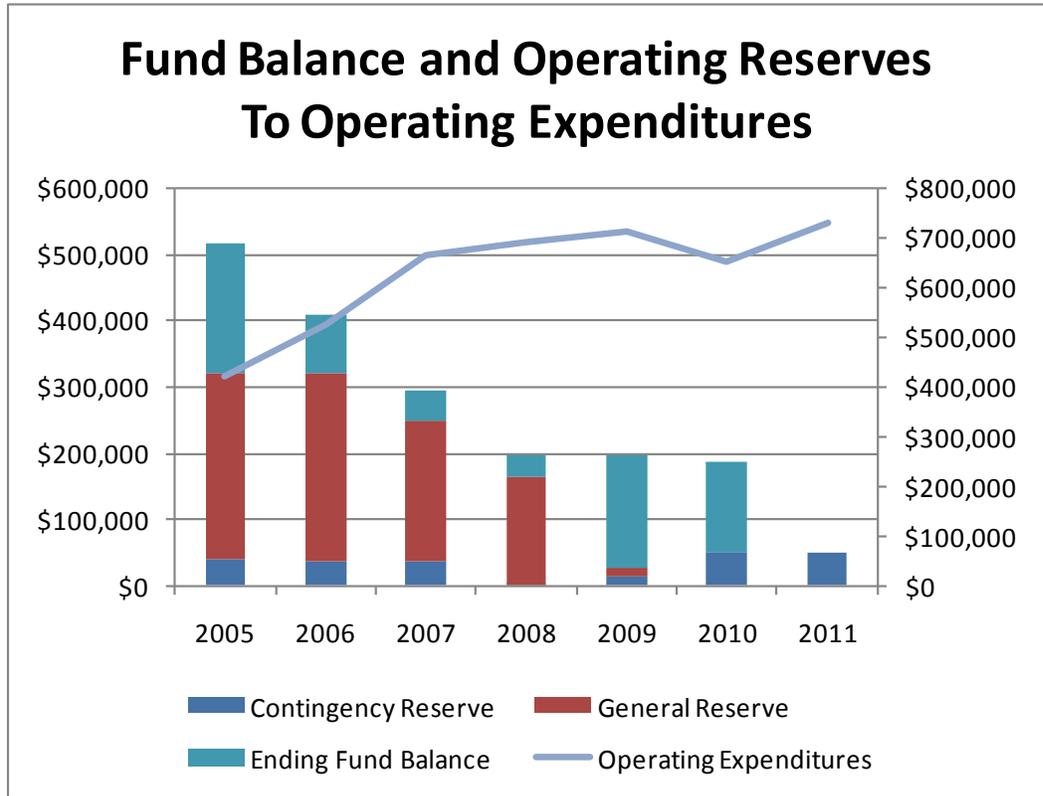


Figure 52 - Funding and Reserves to Expenditures

	2005	2006	2007	2008	2009	2010	2011
Total Reserves to Total Expenditures	69%	57%	33%	23%	4%	7%	6%
Low Target	17%	17%	17%	17%	17%	17%	17%
High Target	25%	25%	25%	25%	25%	25%	25%

Figure 53 - Comparison of Funding and Reserves to Expenditures with Targets

### 7.4.2 VILLAGES OF ZINFANDEL AND CAPITAL VILLAGE COMMUNITY FACILITIES DISTRICT OBSERVATIONS

The Villages of Zinfandel and Capital Village Community Facilities District may be in financial distress at the end of the 2011 fiscal year. The fund lacks sufficient fund balance and reserves to cover unexpected costs. The balances and reserves are not sufficient to sustain continued operations at the historic levels of service.

## 7.5 SUNRIDGE COMMUNITY FACILITIES DISTRICT

The Sunridge Community Facilities District consists of approximately 325 acres located in the southwestern part of the City. Development is planned for approximately 1,319 single family residential lots, as well as a number of parks, a new elementary school and various facilities for public utilities. On July 19, 2004, the District established the Sunridge Park Community Facilities No. 04-01 and authorized total bonded indebtedness of \$42,000,000.

The land owners at the time of formation then voted to authorize the levy of a Mello-Roos special tax on properties within the CFD. On April 2, 2007, the Rancho Cordova City Council voted to reduce the authorized bonded indebtedness to \$34,200,000 and add a Services Special Tax component to fund the additional cost of police services to benefit the residents in the CFD. In September 2007, special tax bonds in the principal amount of \$13,485,000 were issued on behalf of the CFD.

### 7.5.1 SUNRIDGE CFD TRENDS

The Sunridge CFD revenues and expenditures including transfers in and out remain close for fiscal years ending 2005 through 2010 as shown in **Figure 56**. The projected revenues are less than the projected expenditures for projected year ending 2011. The fund has significant reserves to adequately cover the projected deficit for the fiscal year ending 2011.

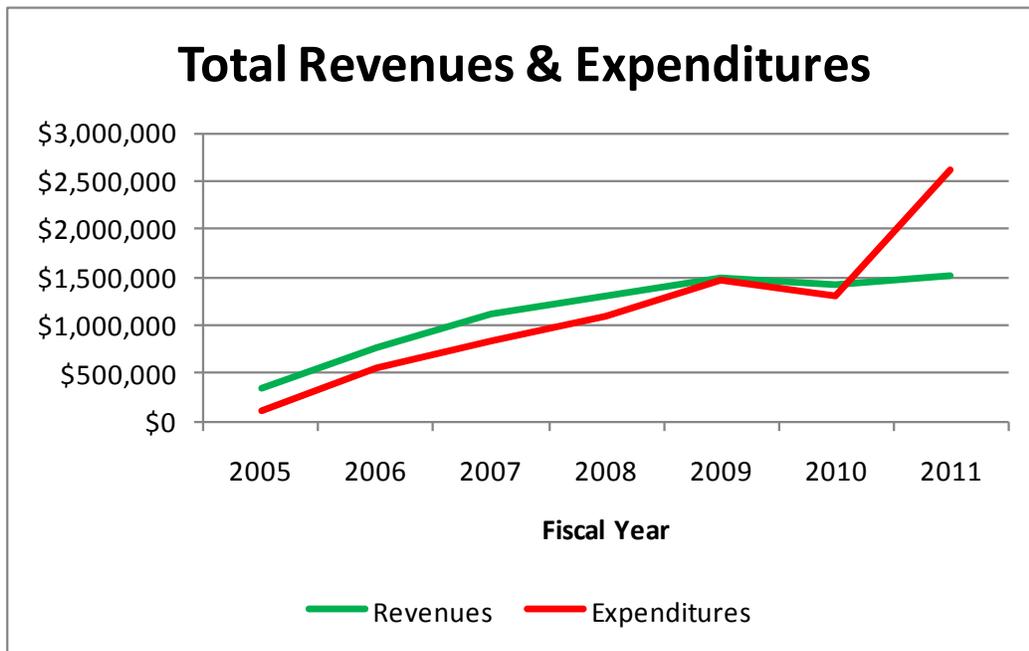


Figure 54 - Total Revenues and Total Expenditures

The fund balance and all reserves are compared to the total expenditures in **Figure 57**. The total fund balance and reserves have increased in relation to the total expenditures over the period. A continuing increase demonstrates the strength of the fund. A range of reserves between 60 and 90 days is generally acceptable to cover unexpected revenue drops or unusual expenditures. **Figure 78** shows that the fund is significantly above the high target for all years.

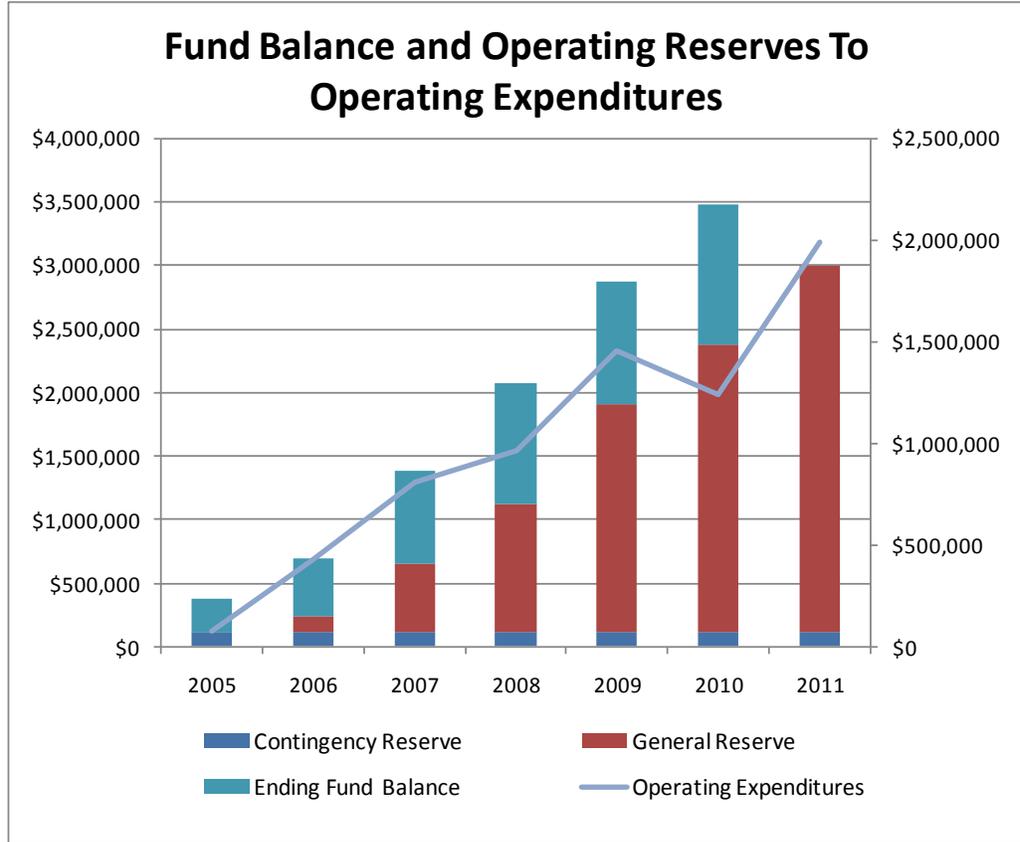


Figure 55 - Funding and Reserves to Expenditures

	2005	2006	2007	2008	2009	2010	2011
Total Reserves to Total Expenditures	117%	44%	78%	103%	130%	184%	114%
Low Target	17%	17%	17%	17%	17%	17%	17%
High Target	25%	25%	25%	25%	25%	25%	25%

Figure 56 - Comparison of Funding and Reserves to Expenditures with Targets

**7.5.2 SUNRIDGE COMMUNITY FACILITIES DISTRICT OBSERVATIONS**

The Sunridge Community Facilities District has sufficient fund balance and reserves to maintain operations.

## 7.6 CORDOVA GOLF COURSE FUND

The Cordova Golf Course, originally constructed in 1958, is a full service golf facility featuring a practice putting green, lighted driving range, Stu’s Bar and Grill, and a proshop offering club repair, private and group lessons. The Course is an executive 18 hole facility open to the public and includes physical features such as cart paths, lakes, and mature trees.

### 7.6.1 CORDOVA GOLF TRENDS

The Cordova Golf Course revenues and expenditures, including transfers in and out remain close over the seven year period as shown in **Figure 59**. The Golf Course was a part of the General Fund in fiscal year ending 2005. The revenues have exceeded expenditures for the historical years 2006 through 2009. The expenditures exceeded revenues for the actual fiscal year ending 2010 and the projected year ending 2011.

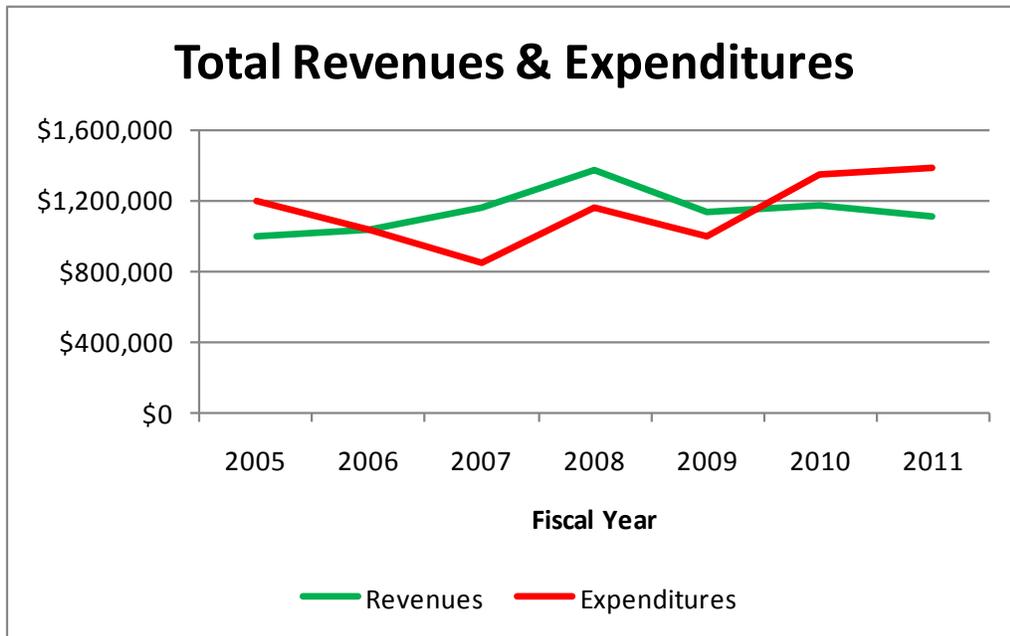


Figure 57 - Total Revenues and Total Expenditures

The fund balance and all reserves are compared to the total expenditures in **Figure 60**. The total fund balance and reserves have increased in relation to the total expenditures for the actual historical years. The fund balance and reserves are below the target ranges for all other fiscal years including the projected year ending 2011. A range of reserves between 60 and 90 days is generally acceptable to cover unexpected revenue drops or unusual expenditures. **Figure 61** shows that the fund is below the low target for most years. The golf course should try to retain the 30 days target for future years.

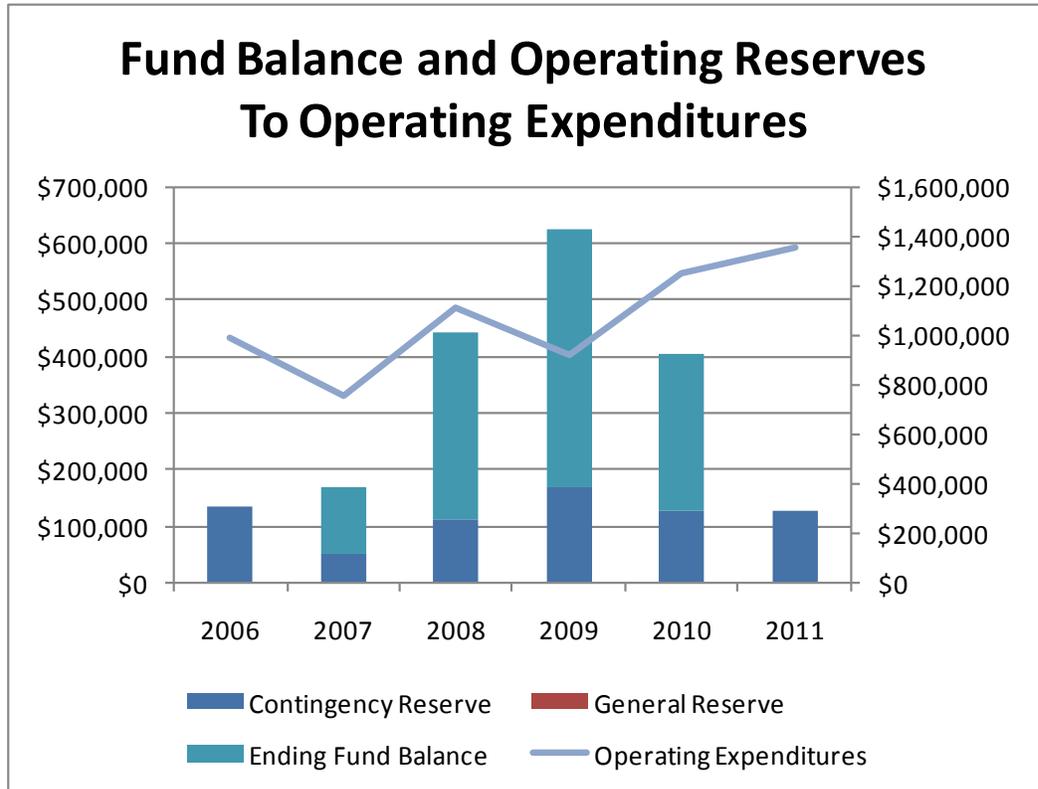


Figure 60- Funding and Reserves to Expenditures

	2005	2006	2007	2008	2009	2010	2011
Total Reserves to Total Expenditures	N/A	13%	6%	10%	17%	9%	9%
Low Target	17%	17%	17%	17%	17%	17%	17%
High Target	25%	25%	25%	25%	25%	25%	25%

Figure 61 - Comparison of Funding and Reserves to Expenditures with Targets

The operating revenues are shown in **Figure 62**. Except for the green fees, the revenues appear to be flat. This indicates that the pricing needs to be reviewed to maintain a balance in cost recovery and to maintain the quality of the course.

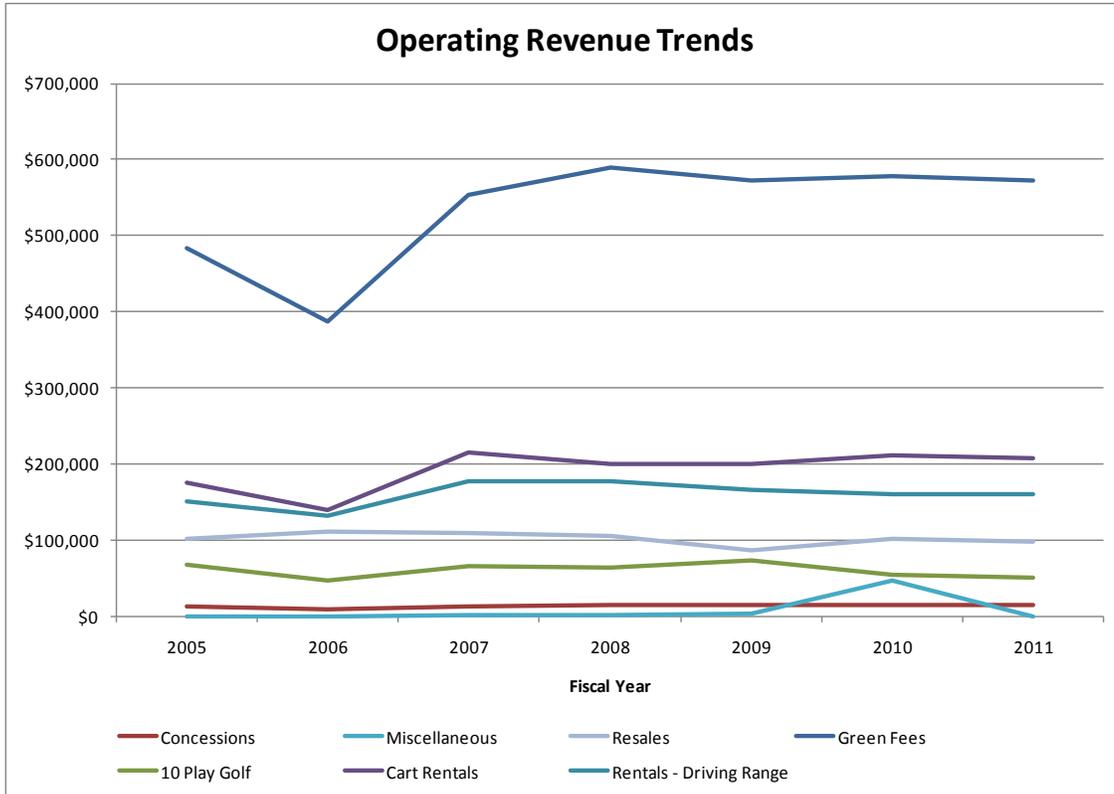


Figure 58 - Operating Revenues

The costs recovery is shown in **Figure 63** for the recovery of O&M expenditures and the recovery of total expenditures. The target cost recovery for Golf Course operations is 100% or more. The cost recovery has exceeded the target since the fiscal years ending 2006 through 2009. The fiscal year ending 2010 and projected year 2011 are below the target cost recovery rates.

	2005	2006	2007	2008	2009	2010	2011
Operating Recovery of O&M Expenditures	86%	105%	154%	123%	122%	93%	82%
Operating Recovery of Total Expenditures	83%	100%	138%	118%	113%	87%	80%

Figure 59 - Percent of Operating Cost Recovery

### 7.6.2 CORDOVA GOLF COURSE RESALE

Resale revenues and expenditures are shown in **Figure 64**. The target cost recovery for direct cost of retail operations is 200% or more. Some modifications in pricing are needed to increase the recovery of the total cost of staff and facilities for retail operations.

Resale	2005	2006	2007	2008	2009	2010	2011
Revenues	\$100,627	\$111,584	\$109,394	\$105,810	\$86,135	\$100,671	\$97,875
Expenditures	\$98,424	\$100,006	\$79,397	\$85,042	\$60,105	\$64,736	\$66,000
Recovery	102%	112%	138%	124%	143%	156%	148%

Figure 60 - Resale Direct Cost Recovery

### 7.6.3 GOLF COURSE OBSERVATIONS

The Golf Course fund balance and reserves need to increase to the target amounts over the next three years. The cost recovery for operating programs needs review to maintain a balanced cost recovery and to maintain the level of quality. Additional funding sources should be reviewed to increase the cost recovery of the golf operations without significantly increasing green fees.

### 7.7 PARK MAINTENANCE AND RECREATION IMPROVEMENT DISTRICT

The Park Maintenance and Recreation Improvement District maintains and improves parks, playfields, recreation areas and other recreational facilities and public areas in the communities of Gold River, Larchmont, Mather, Riviera East, Rosemont and the City of Rancho Cordova. The assessment proceeds are used for ongoing maintenance and improvements to park and recreational facilities. This assessment was levied following a successful assessment election in 2006.

#### 7.7.1 PARK MAINTENANCE AND RECREATION IMPROVEMENT DISTRICT TRENDS

The Improvement District revenues and expenditures including transfers in and out are shown in **Figure 65**. The expenditures exceed the revenues for fiscal years ending 2009 through projected 2011.

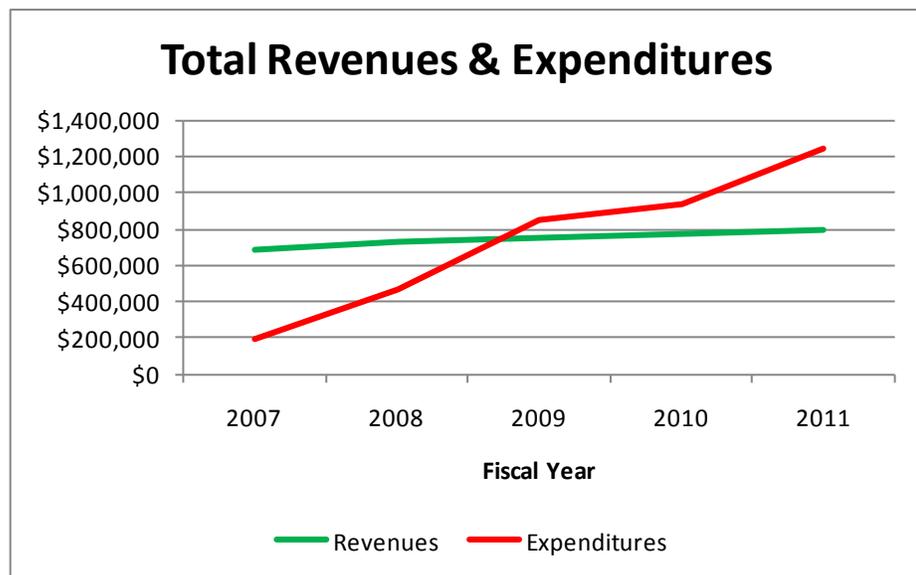


Figure 61 - Total Revenues and Total Expenditures

The fund balance and all reserves are compared to the total expenditures in **Figure 66**. The total fund balance and reserves in relation to the total expenditures are within the target amounts of the fiscal years 2007 through 2009. The fund balance and reserves are below the target levels for actual fiscal year ending 2010 and projected year 2011. A range of reserves between 60 and 90 days is generally acceptable to cover unexpected revenue drops or unusual expenditures as shown in **Figure 67**.

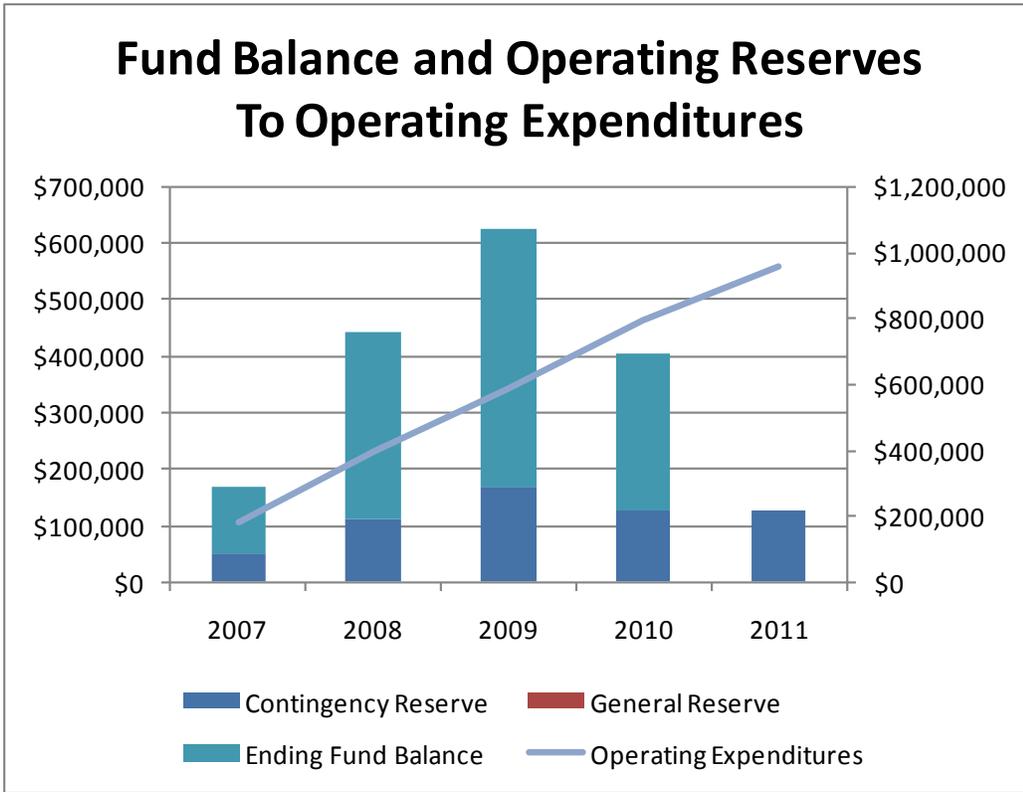


Figure 62 - Funding and Reserves to Expenditures

	2007	2008	2009	2010	2011
Total Reserves to Total Expenditures	25%	24%	20%	13%	10%
Low Target	17%	17%	17%	17%	17%
High Target	25%	25%	25%	25%	25%

Figure 63 - Comparison of Funding and Reserves to Expenditures with Targets

### 7.7.2 PARK MAINTENANCE AND RECREATION IMPROVEMENT DISTRICT OBSERVATIONS

The Park Maintenance and Recreation Improvement District expenditures should be monitored to maintain sufficient reserves for unexpected expenditures.

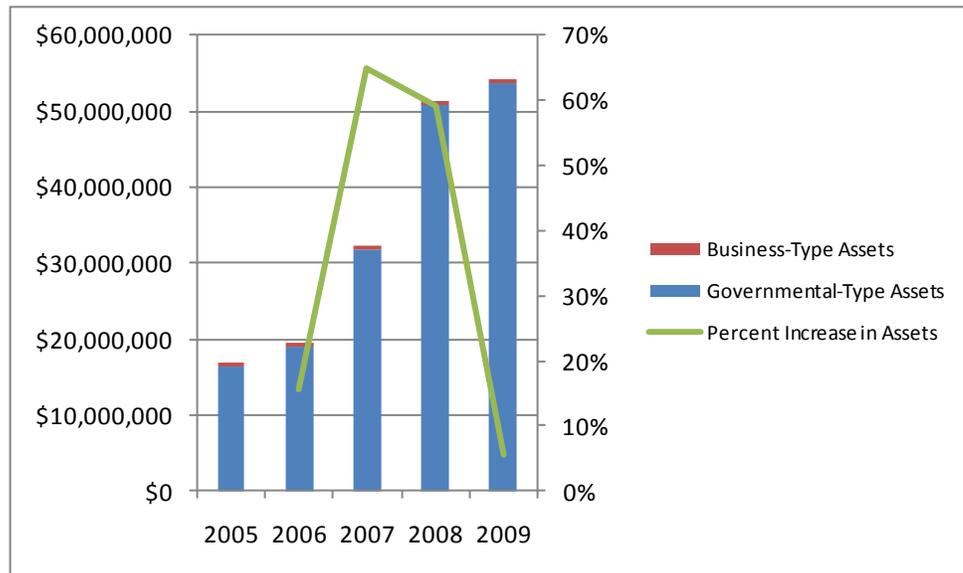
### 7.8 FINANCIAL STRENGTH

The District demonstrates financial strength in the current ratio and debt-asset ratio shown in **Figure 68**. The Current Ratio represents the District’s ability to cover short-term expenses. The calculation is the current assets divided by the current liabilities. A ratio of 2 or above is considered adequate. The debt/asset ratio indicates the amount that the District is leveraged with debt. The District has minimal liabilities as shown by the low ratios. This means that the District has primarily funded the capital assets through operations and grants.

	Fiscal Year Ending				
	2005	2006	2007	2008	2009
Current Ratio	5.7	16.6	20.3	6.1	24.6
Debt/Asset Ratio	0.01	0.09	0.17	0.10	0.09

**Figure 64 – Financial Ratios**

The continual investment in the District’s assets is a reflection of a growing District that is adding to the system and also investing in capital renewal and replacement. PROS recommends that systems invest a minimum of 2% to 4% of their net asset value in new and replacement assets on an annual basis. The District has invested amounts significantly above the minimum amounts. The lowest percent investment occurred in fiscal year ending 2009 and is approximately 5.5%. As the system assets age, the District should strive to invest 2% to 4% annually in system new, renewal, and replacement projects



**Figure 65 – System Investment**

## 7.9 POLICIES FOR CONSIDERATION

### 7.9.1 PRICING POLICY

PROS recommends that written policies be established to guide the regular adjustment of fees and charges in order to maintain cost recovery of services provided. The pricing policies should set forth clear guidelines for informing program participants of the full cost of program participation. Additionally, the policies should provide guidance on communicating to program participants the District's level of subsidy which results in reduced costs to them. This communication should include the cost of operating the program and facilities, even if facilities costs are not being recovered in the fee. Such clear policies will help District staff to better track the costs associated with the programs operated by the District, and to understand what programs are being provided the greatest subsidy for operation.

#### 7.9.1.1 FEES AND CHARGES GUIDELINES

The Policy Guidelines should identify a Pricing Structure that classifies pricing categories by age segment, exclusive use, contractual and special events. This Policy Guideline should consider the following elements:

- Cost Recovery Goals
- 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 guidelines also help programmers in developing program content, number of sessions, and materials and supplies that may be included in the program fee.

#### 7.9.1.2 PRICING POLICY PHILOSOPHY

A Pricing Policy provides the District 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 provide the District 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 District 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 District 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 overcrowding in facilities
- Indicates clientele demand and support
- Increases positive consumer attitudes
- Provides encouragement to the private sector (so it can compete with the District, and the District 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 player fees include additional funds for facility maintenance and capital improvements.

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

## 7.10 FUNDING PLAN

In order to continue to build and maintain a great park system, the District should pursue funding sources presented in this section for operations and Capital Improvement Plan projects.

New, sustainable funding sources are essential to implementing the Master Plan. The District has relied heavily on developer impact fees, Lighting and Landscape assessments, and user fees to support the entire system. The key for the future is to diversify sources of funding to accomplish the initiatives outlined in this Master 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 parks and recreation services, while still meeting the objectives of providing affordable programs.

The project team conducted a workshop to discuss the major funding options. The staff has been provided a funding model to document the potential funding sources.

The following section lists and describes potential funding options that have been used successfully in other park and recreation systems throughout the United States.

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### 7.10.1 EXTERNAL FUNDING

The following examples provide external funding opportunities for the District to consider for the future. Each of these sources should 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 were evaluated and determined to not produce significant additional revenue and therefore may not be preferred external funding sources.

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#### 7.10.1.1 CORPORATE SPONSORSHIPS

This revenue source allows corporations to invest in the development or enhancement of new or existing facilities in the park system. Most commonly, sponsorships are used for programs and events as an additional source of marketing for the corporate sponsors.

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#### 7.10.1.2 PARTNERSHIPS

Partnerships are joint development funding sources, or operational funding sources, between two separate agencies, such as government entities, non-profit and public entities, or private businesses. The concept is that two or more partners jointly develop revenue producing park and recreation facilities and share risk, operational costs, responsibilities, and asset management. Partnership responsibilities are generally based on the strengths and weaknesses of each partner, in order to increase capacities not possible by either entity alone.

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#### 7.10.1.3 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, gift catalogs, fundraisers, endowments, sales of items, etc.

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#### 7.10.1.4 DONATIONS

Private Donations may be received in the form of cash funds, land, facilities, equipment, art, or in-kind services. Donations from local and regional businesses, wealthy District residents, and charity organizations should be pursued by the District.

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#### 7.10.1.5 FRIENDS ASSOCIATIONS

These are groups that are formed to raise money, typically for a singularly focused purpose and generally with the association's special interest in mind. Groups can fund anything from park facilities to specific programs, and generally better the community as a whole.

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#### 7.10.1.6 IRREVOCABLE REMAINDER TRUSTS

These trusts are set up by individuals who typically have more than \$1 million in wealth. Similar to trusts left to heirs, the individual bequeaths a portion of their wealth to the agency, in the form of an irrevocable trust fund, that allows the agency to use a portion of the interest to support specific park and recreation facilities or programs that are designated by the trustee.

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#### 7.10.1.7 VOLUNTEERISM

Volunteer time can be utilized as an indirect, in-kind revenue source provided by persons willing to donate time to assist the District. Volunteers can offer assistance on anything ranging from providing specific products for sale to performing services typically done by District staff on an hourly basis. Volunteers reduce the District's costs in providing service while concurrently building advocacy for the park system.

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#### 7.10.1.8 SPECIAL FUNDRAISERS

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

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### 7.10.2 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.

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#### 7.10.2.1 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.

#### 7.10.2.2 IMPACT FEES

These fees are different than the ones 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.

#### 7.10.2.3 MELLO ROOS DISTRICT

The District currently uses this funding for operations, maintenance, and capital. These are fees for a specific purpose with an election requiring a 2/3 majority for approval.

### 7.10.3 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. User fees should vary based on the cost recovery goals of the District as well as pricing policies for core programs. The District has been currently employing a majority of these initiatives and should continue the same.

#### 7.10.3.1 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.

The District 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.

#### 7.10.3.2 TICKET SALES/ADMISSIONS

These revenues come from users paying for access to facilities for self-directed activities such as pools, ice skating rinks, ballparks and entertainment facilities. The fees are intended to help offset operational costs of the specific facility being directly used.

#### 7.10.3.3 PERMITS (SPECIAL USE PERMITS)

Special permits allow individuals or groups to use specific park facilities for financial gain. The District either receives a set amount of money for use or a percentage of the gross income created from the service provided.

#### 7.10.3.4 EQUIPMENT RENTAL

Rental of equipment owned by the District, such as tables, chairs, tents, stages, bicycles, roller blades, boogie boards, etc., can be used as a revenue source. These revenues could be used for maintenance of equipment or for other recreational or facility purposes.

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#### 7.10.4 GRANTS

The Grant market is still an option though the reducing spending at the state and federal level makes this tougher to obtain than in previous years. Grant writers and researchers are required to make this funding source work financially. Matching dollars are required for most grants in order to leverage the investment made by the grantor.

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##### 7.10.4.1 PARTNERSHIP ENHANCEMENT MONETARY GRANT PROGRAM

The Partnership Enhancement Monetary Grant Program, administered by the National Tree Trust, provides funding for projects which promote public awareness in support of tree planting, maintenance, management, protection and cultivation. Matching funds are required on a 50/50 cost share basis.

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##### 7.10.4.2 CDBG FUNDING

Funding received in accordance with the Community Development Block Grant (CDBG) Program's 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. CDBG requires a partnership with the City of Rancho Cordova or County of Sacramento.

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#### 7.10.5 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.

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#### 7.10.6 LIGHTING AND LANDSCAPE DISTRICT

This is a special property owner-approved assessment. The District uses this funding source for Proposition 218, which was passed by voters in 1997. The District currently has one Lighting and Landscape District serving the Independence at Mather housing development.

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##### 7.10.6.1 SPECIAL TAXES

Based on gross receipts from charges and meal services, special taxes, such as hotel, motel, and restaurant taxes, may be used to build and operate sports fields, regional parks, golf courses, tennis courts, and other special park and recreation facilities. These taxes are governed by the City of Rancho Cordova or County of Sacramento. Although it is a possible source of funding for the District, the City of Rancho Cordova and County of Sacramento are facing their own funding challenges and are using special revenues for their programs.

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##### 7.10.6.2 SPECIAL IMPROVEMENT DISTRICT/BENEFIT DISTRICT

Special taxing districts can be established to provide funds for certain types of improvements that benefit a specific group of affected properties. Improvements made with these revenues may include landscaping, the erection of fountains, acquisition of art, and promote improvements to other recreation and cultural enhancements.

#### 7.10.6.3 SALES TAX

Tax revenues levied from the point of sale of goods has been a very successful source of funding for park systems throughout the U.S. Sales tax revenues benefiting parks is most popular in high-traffic tourism areas, where non-property tax payers tend to be the bulk of users of parks facilities. Sales taxes are not likely to be feasible for the District as there are not high levels of tourism facility users, and it would require partnership with the City of Rancho Cordova or County of Sacramento for revenue sharing.

#### 7.10.6.4 FOOD AND BEVERAGE TAX

This 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. This requires a partnership with the City.

#### 7.10.6.5 PUBLIC IMPROVEMENT DISTRICTS (PID)

New developments can establish a Public Improvement District (PID) when authorized by a city and legally set up according to state law. A PID provides funds especially for the operation and maintenance of public amenities, such as parks and major boulevards, within designated newly developing areas.

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### 7.10.7 FRANCHISES AND LICENSES

#### 7.10.7.1 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 to provide a percentage of food sale revenues to the permitting agency. Alternatively, some park and recreation agencies operate their own catering services and utilize revenues from the sale of their food for agency activities and maintenance.

#### 7.10.7.2 POURING RIGHTS

Many private soft drink companies and vendors will execute an agreement with an agency for the exclusive right to pour all drinks within park facilities. Generally, the agreement provides a portion of the gross sales to the agency with other profits going to the soft drink company or vendor.

#### 7.10.7.3 CONCESSION MANAGEMENT

Revenue from the retail sale or rental of soft goods, hard goods, or consumable items through concession management, is a popular form of income for many agencies around the country. Typically the agency either contracts out for the service, receives a set amount of the gross percentage, or manages the service themselves, collecting all profit after expenses.

#### 7.10.7.4 PRIVATE CONCESSIONAIRES

Private concessionaire contracts are a popular form of public-private partnerships that involve an agreement with a private business to provide and operate recreational activities.

This agreement may involve projects/activities that are financed, constructed, and operated by the private business with compensation paid to the agency for use of their land or facilities. Alternatively, private concessionaire contracts may also be used solely for the operation of facilities by the private business, but financed and constructed by the public agency.

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#### **7.10.7.5 GREENWAY UTILITY**

Greenway utilities are used to finance the acquisition and development of greenways by selling underground development rights. Businesses such as communications companies and other private utilities then utilize the underground space for making capital infrastructure improvements, such as fiber optic networks. The proceeds from the sale of the development rights can then be used by the agency to build greenways.

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#### **7.10.7.6 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. The naming rights are generally purchased by private companies who are interested in naming facilities as a marketing tool.

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#### **7.10.7.7 PRIVATE DEVELOPERS**

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 of Rancho Cordova and County of Sacramento to determine feasibility.

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#### **7.10.7.8 EASEMENTS**

Similar to greenway utilities, easements can be revenue generating when the District allows utility companies, businesses or individuals to develop some type of an improvement above or below ground on their property, generally for a set period of time. These agreements typically garner a set dollar amount to be received by the District on an annual basis. The District is using this concept with cellular companies in a number of parks and corridors, but should be explored further as a source to increase annual revenues.

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#### **7.10.7.9 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.

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#### **7.10.7.10 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.

#### 7.10.8 FUNDING PLAN SUMMARY

The District should periodically review the funding model to consider new and enhanced funding opportunities. The staff has not quantified the estimated potential additional funding. In PROS experience, similar agencies have identified \$250,000 to \$1,000,000 annually in additional non-tax and non-fee revenues.

## CHAPTER EIGHT - IMPLEMENTATION PLAN

The following section articulates the vision and the goals and strategies by core areas of operations. The detailed Strategy Matrix including tactics, staff groups responsible and performance measures has been provided in **Appendix 3**. The key areas and some of the broad strategies and tactics are:

- Finance
- Maintenance and Operations
- Land and Facilities
- Marketing and Communications
- Recreation Programs

### 8.1 VISION

To be an innovative and trustworthy regional leader

### 8.2 FINANCE

#### 8.2.1 GOAL FOR FINANCE

To maximize opportunities for sustainable operations through cost control and revenue generation and achieve a cost recovery level of 40% including direct and indirect costs within 6 years.

##### 8.2.1.1 STRATEGY

- Develop a business-oriented culture and approach towards managing parks, recreation facilities and services in a sustainable manner
- Focus on a regional approach to partnerships
- Use policy-based decision making to create consistency and structure within the District
- Focus on maximizing non-user fee generated revenue opportunities to supplement current income streams and create a more sustainable agency

### 8.3 MAINTENANCE AND OPERATIONS

#### 8.3.1 GOAL FOR MAINTENANCE AND OPERATIONS

Create greater efficiencies and better planning for maintenance and operational practices in order to create a sophisticated system that is driven by performance indicators and sound data to maximize existing resources.

##### 8.3.1.1 STRATEGY

- Establish priorities for the District based on classifying services on a set criteria that determines “essential, important and valued-added services” and how to manage each type of service to its highest level of capacity and efficiency
- Transition to a functional organizational structure that incorporates a flatter span of control within the District

- Develop a yearly work plan for the District to achieve in support of the recommendations in the Strategic Master Plan
- Focus on environmental sustainability as a part of the District’s operations
- Expand the use of technology to derive data and aid in decision-making
- Emphasize customer feedback as one of the key drivers of program development and enhancement
- Develop a maintenance management plan for all parks, recreation facilities

## 8.4 RECREATION PROGRAMS

### 8.4.1 GOAL FOR RECREATION PROGRAMS

Provide a wide variety of multi-generational programs and increase program participation to 30% by 2015 and 35% by 2020.

#### 8.4.1.1 STRATEGY

- Focus on need based program development starting with core program areas
- Focus on a regional strategy for recreation program planning
- Ensure standardization in program delivery to limit service variation and strengthen brand building
- Increase awareness and participation rates of program offerings among CRPD residents and beyond
- Develop volunteerism as a core program

## 8.5 LAND / FACILITIES

### 8.5.1 GOAL FOR LAND / FACILITIES

Provide 5 acres of neighborhood parks and community parks per 1,000 residents to meet QUIMBY requirements. To provide safe, functional and well-maintained facilities to meet the recommended standard for assets to equitably meet the CRPD population

#### 8.5.1.1 STRATEGY

- Develop neighborhood parks, community parks and recreation facilities in the underserved areas of the District
- Partner with the school Districts to develop or enhance school sites, when practical, to develop land and facility offerings
- Establish an acquisition and site selection criteria for acquiring appropriate types of park land based on unmet needs
- Ensure consistency system-wide through design principles, standards and branding guidelines
- Ensure safe and inviting parks to maximize use and minimize liability
- Leverage signature parks and facilities to enhance the livability of CRPD and generate economic impact through tourism

## 8.6 MARKETING / BRANDING

### 8.6.1 GOAL FOR MARKETING / BRANDING

To create a recognizable and trustworthy brand for CRPD and maximize outreach to increase program participation to 30% by 2015 and 35% by 2020 and consequently help increase cost recovery to 40% system-wide.

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#### 8.6.1.1 STRATEGY

- Develop a marketing plan, brand, and communication strategy for the District
- Focus on developing a strong brand and positive brand equity for CRPD that allows it to differentiate itself from other service providers and create a niche for itself

## CHAPTER NINE - CONCLUSION

The economic downturn has resulted in the creation of a new normal for public agencies nationwide. Coupled with that, the rapid advances in technology and changing demographics has resulted in a need for agencies to be extremely nimble and innovative in their approach.

This Strategic Master Plan is a dynamic, living document that is created to enable the District to survive and thrive in this new normal. The recommended goals and strategies included in this plan primarily focus on positioning the District for the future. However, the success of any planning effort is truly in the implementation. The leadership and the staff have repeatedly demonstrated their passion and commitment to making a difference to the community and the consulting team is confident that the same commitment will be amply visible in the implementation of the plan.

Looking ahead, by focusing on innovation and a business-oriented approach, continuing to build a transparent and supportive culture, forging partnerships, and building a strong brand will be the keys that make the District a place that people come to work and play, and most importantly call home.