REPORT TO COUNCIL
City of Sacramento

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STAFF REPORT
April 21, 2009

Honorable Mayor and
Members of the City Council

Title: Technical Update to the 2005-2010 Parks & Recreation Master Plan

Location/Council District: Citywide

Recommendation: Adopt 1) a **Resolution** approving the Addendum to the Negative Declaration for the *City of Sacramento Parks and Recreation Master Plan 2005-2010 Technical Update*; and 2) a **Resolution** approving the *City of Sacramento Parks and Recreation Master Plan 2005-2010 Technical Update.*

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

Presenter: J. P. Tindell, Park Planning and Development Manager, 808-1955

Department: Parks and Recreation

Division: Park Planning and Development Services

Organization Number: 19001111

Description/ Analysis:

Issue: The *City of Sacramento Parks and Recreation Master Plan 2005-2010* (Master Plan) was adopted by City Council on December 7, 2004, in Resolution #2004-905 as an element of the City's General Plan. This followed an extensive public outreach process. As a result of organizational changes, new or revised department policies, the City's recent adoption of a new *Sacramento 2030 General Plan*, and an increase in the number of new parks and amenities in existing parks, many sections of the Master Plan contained outdated information. Staff recently completed the *City of Sacramento Parks and Recreation Master Plan 2005-2010 Technical Update (*Technical Update) to make the necessary changes to the keep the document current and consistent with the *Sacramento 2030 General Plan*. The Background Information of this report (Attachment 1, page 5) provides additional information.

On March 3, 2009, the City Council adopted Resolution 2009-131, adopting and implementing the *Sacramento 2030 General Plan* and repealing the 1988 General Plan. By design, adoption of the *Sacramento 2030 General Plan* did not include the *Parks and Recreation 2005-2010 Master Plan* as an element. Staff recommends City Council approve the Technical Update as a stand alone document and not as an element of the General Plan. Instead, it is included in the General Plan 2030 by reference. This allows greater flexibility in future amendments to the Master Plan and lessens the need for administrative General Plan Amendments. The Master Plan continues to have the same authority over the City's parks and recreation services as it has had as an element of the General Plan.

Policy Considerations: The Policy Chapter of the Technical Update has been modified to incorporate new policies that respond to trends identified in the Master Plan. Primary areas of modification or addition to the Policy Chapter include the following:

- Promote natural resources protection and awareness;
- Focus land acquisition program on underserved neighborhoods and infill target areas;
- Implement Small Public Places;
- Improve opportunities for partnerships;
- Expand Department sustainability through all levels of the organization;
- Support strong fiscal management principles; and
- Recognize the role of parks and recreation programs in the community's health and wellness, and sense of place.

Small Public Places

Inclusion of specific policies governing parkland dedication and development in areas where land resources are limited will provide the City with greater flexibility in meeting park acreage service level goals and will provide the public with a broader range of park types and experiences to meet recreational needs. Proposed Small Public Places policies were reviewed by the Parks and Recreation Commission, the Planning Commission, Youth Commission, Development Oversight Commission, and City Council between October 2007 and April 2008. The proposed policies have been incorporated into the Policy Chapter of the Technical Update and are consistent with related policies contained in the *Sacramento 2030 General Plan*.

Sustainability

With the adoption of the City's Sustainability Master Plan (SMP) in December 2007 and the adoption of a departmental Sustainability Plan in August 2008, there is a heightened awareness of sustainability on behalf of City staff and the general public. The 2004 Master Plan already contained numerous policies under a variety of subheadings pertaining to sustainability. The Technical Update adds a separate heading under which these policies are gathered.

Additional policies pertaining to sustainability were also added, consistent with content of the City's and Department's Sustainability Plans.

Environmental Considerations:

California Environmental Quality Act (CEQA): The project is determined to fall within the scope of the Negative Declaration for the Master Plan approved by City Council on December 7, 2004. The approved Negative Declaration adequately described the effects of the Master Plan. The analysis in the approved Negative Declaration is reaffirmed.

An Addendum to the Negative Declaration has been prepared describing the proposed updates evaluating the potential environmental effects of the Technical Update. The Addendum defines the project description and justification for use of an Addendum pursuant to Section 15164 of the CEQA Guidelines (Title 14 Cal. Code Reg. § 15000 et seq.)

The Addendum to the Negative Declaration and the Negative Declaration are available for review at the Office of the City Clerk at 915 I Street, Historic City Hall Building, First Floor.

Sustainability Considerations: The Technical Update contains new goals, policies, and implementation measures pertaining to sustainability and is aligned with the SMP. The Technical Update also refers to the *Department of Parks and Recreation Sustainability Plan* approved by the Parks and Recreation Commission in August 2008.

Commission / Committee Action: Staff met with the following commissions / committees to review the Technical Update excerpts:

- Development Oversight Commission on January 5, 2009
- City and County Bicycle Advisory Committee on January 13, 2009 and February 10, 2009
- Planning Commission on January 22, 2009
- Youth Commission on February 2, 2009
- Disability Advisory Commission on March 19, 2009

Only minor comments from the various committees and/or commissions were received; they have been incorporated into the Technical Update. In addition, staff worked with an ad hoc committee of the Parks and Recreation Commission to review all proposed modifications to the document. The Parks and Recreation Commission reviewed excerpts of the document at its December 4, 2008, meeting and supported adoption of the Technical Update at its meeting on April 2, 2009.

Rationale for Recommendation: The purpose of the Technical Update is to update information contained in the Master Plan to bring the document up-to-date. Primary modifications are reflected in the following areas: organizational changes, new or revised department policies, updated park acreage figures and

amenities, updated school information, and new or revised implementation strategies and/or updated status on existing strategies. Adoption of the Technical Update will also bring the document into compliance with the newly adopted *Sacramento 2030 General Plan*.

Financial Considerations: Approval of the Technical Update does not assume approval of any new financing initiatives; rather, it provides guidance for development of estimated costs, feasibility analysis, and work plans to develop the mechanisms to finance implementation of the Master Plan and Technical Update, subject to further City review and approval.

Emerging Small Business Development (ESBD): Not applicable.

Respectfully Submitted by:

JAMES L. COMBS
Director of Parks and Recreation

Recommendation Approved:

for RAY KERRIDGE
City Manager

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Attachment 1

Background Information

On December 7, 2004, City Council adopted the *City of Sacramento Parks and Recreation Master Plan 2005-2010* (Master Plan), in Resolution No. 2004-905, as an element of the 1988 General Plan. The Master Plan charts the growth, direction, and agenda for the Department of Parks and Recreation. It also includes an analysis of the City's existing parks and recreation services and an outline of additional departmental needs through the year 2010. In the past, staff has provided the City Council with a copy of the Master Plan. Additional copies may be obtained at:
www.cityofsacramento.org/parksandrecreation/masterplan/plan.html.

In mid-2007, the Department's Advance Planning staff began the process of updating the Master Plan. Staff met four times with an ad hoc committee of the Parks and Recreation Commission between September 2007 and October 2008. All components of the *City of Sacramento Parks and Recreation Master Plan 2005-2010 Technical Update* (Technical Update) were reviewed by the committee.

Key changes included in the Technical Update are organized by the following sections:

Department Reorganization
The Department of Parks and Recreation continues to provide a full range of park and recreational services, but the Department's organizational structure has changed since the Master Plan's adoption. The Urban Forest Services Section within the Park and Tree Maintenance Services Division moved from the Department of Parks and Recreation to the Department of Transportation in August 2007; the operating budget remained in the Department of Parks and Recreation until the end of that fiscal year. All references to the Urban Forest Services Division have been removed from the Technical Update, with the exception of references to trees within parks.

Shortly after adoption of the Master Plan in December 2004, an Operations Manager was named to oversee all park maintenance functions, along with all recreation programs, marketing, and special event services. While that position has remained, the configuration of the park maintenance and recreation functions has changed, most recently with the compression of three recreation services divisions into two. The number and types of services provided remains the same.

Assessment
The Assessment Chapter builds on updated information on park acres and amenities contained in Appendix D of the Technical Update. It also includes an analysis of the City's ability to meet its service level goals.

Reduction in Number of Community Planning Areas
With the adoption of the *Sacramento 2030 General Plan*, effective April 2, 2009, the number of Community Planning Areas decreases from eleven to ten (see "Map 2: Council Districts and Community Planning Areas", page 7 in the Department Overview

Chapter of the Technical Update). The affected areas are East Broadway (Planning Area 5), Airport Meadowview (Planning Area 11) and South Sacramento (Planning Area 4). The East Broadway Community Planning Area has been expanded to include the eastern portion of the South Sacramento Community Planning Area and has been renamed the Fruitridge Broadway Community Planning Area. It remains Planning Area 5. The remainder of the South Sacramento Community Planning Area (western portion) has been merged with the Airport/Meadowview Community Planning Area and has been renamed the South Area Community Planning Area. It will retain the Planning Area 4 designation; Planning Area 11 will no longer exist. These modifications to the City's Community Planning Areas have been incorporated into the Technical Update to bring the document into compliance with the *Sacramento 2030 General Plan*, as required by law. These changes are most noticeable in Appendix D and the tables in the Assessment Chapter.

Open Space Acres

Another change in the Technical Update is the categorization of open space acres. In the Master Plan, open space was categorized as regional park acres. While most of the open space in the Technical Update remains in this category, in some instances open space has been modified to be a neighborhood or community resource and not regional. For example, the open space area in Reichmuth Park in the Pocket Community Planning Area is a community resource since it is located in a community park and is most likely enjoyed by the residents within a two to three mile radius, the service area for a community park. In cases like this, the open space has been modified to reflect the park type within which it is found.

Reclassification of Park Types

There are also instances where the park type has been modified from a community park to a regional park. Four parks were affected: specifically, Robert T. Matsui Waterfront Park (formerly Jibboom Street Park) along the Sacramento River; Tiscornia Park at the confluence of the Sacramento and American Rivers; Natomas Youth Baseball Regional Complex Site in South Natomas; and the Bill Conlin Youth Regional Sports Complex. Each of these parks was originally identified as community parks; however, their usage and/or location serve more of a regional function. Staff has incorporated this change into the Technical Update.

Inventory of Park and School Acreage and Amenities

The park acreage figures contained in Appendix D of the Master Plan were originally compiled from the best data available at the time: the department's historical records, data contained in the City's GIS database, and other sources. This information was used to provide an overview of the City's parks and recreation amenities and to determine the acreage and amenity deficiencies.

As part of the Technical Update, staff developed a comprehensive inventory of all parkland acreage based on County Assessor's records or recorded maps. Park amenities and recreation facilities have also been updated as new parks are built or existing parks renovated.

In addition, a comprehensive inventory of all public school sites was completed within the City of Sacramento. Under joint-use agreements with individual schools or school districts, most public schools in the City contain sport fields, courts, or play structures that are available to the public when school is out of session. Only the acreage of the school site open to the public containing recreational amenities was included in the school acreage inventory; the amenities contained therein have been inventoried as well. Upon completion of the inventory, each school district was provided a copy of the inventory and informed who to contact if they had questions or concerns. Only one inquiry call was received.

The information from the park and school database is used extensively in the Assessment Chapter to determine acreage and amenity deficiencies.

Service Level Goals

Service Level Goals are not absolute standards, but targets to strive to reach. Currently the City is doing well in meeting and exceeding many of its goals. For example, the service level goal for unlit soccer fields is one field for every 7,500 residents (1:7,500). That number has increased from 1:5,615 residents (2004 Master Plan) to 1:1,897 residents (2009 Technical Update). This shows that there has been a significant increase in the number of new soccer fields added since 2005 when compared to the increase in City population.

During the December 4, 2008, Parks and Recreation Commission review of excerpts from the Technical Update, commissioners commented on the City's ability to meet its service level goal to provide eight acres of regional parkland for every 1,000 residents. Commission members mentioned the difficulty in attaining this goal, particularly in light of the City's lack of a secure funding source for regional park land acquisition and regional park improvements. While staff feels this is a legitimate comment warranting further analysis, it recommends that this analysis be completed in conjunction with the work that will result in the 2010-2015 version of the Master Plan. Staff is not proposing to modify the service level goal for regional parkland at this time.

The City and County Bicycle Advisory Committee discussed the service level goal for trails and off-street bikeways, commenting that the service level goal of 0.5 miles for every 1,000 residents may need also to be revised because the number of miles of trails that the City is deficient (see "Table 8: Acreage Service Level Analysis", page 11 in the Assessment Chapter, Technical Update) is larger than the total number of miles of off-street trails identified in the City's Bikeways Master Plan. While the off-street bikeways comprise only part of the total trails and bikeways within the City's recreational trail system, this comment warrants further analysis. Staff recommends that the service level goal for trails and off-street bikeways be further analyzed during preparation of the 2010-2015 version of the Master Plan.

The only service level goal that is proposed to be modified at this time is the goal for community centers (Attachment D in the Appendices section of the Technical Update). Presently the goal is 1:30,000 residents; however, it is proposed to be modified to 1:50,000 residents. The *Sacramento 2030 General Plan* identifies the service level goal for community centers at 1:50,000 based upon input from

departmental staff. Making this change in the Technical Update will bring it into compliance with the *Sacramento 2030 General Plan*. This is also consistent with current departmental thought to separate Community Centers as a large multi-use recreational facility from neighborhood centers, which provide meeting places within the immediate neighborhood. Neighborhood centers or clubhouses have a goal of one facility per public elementary school service area; this includes 4th R sites. Community Centers are more costly to fund and operate, and are defined as 30,000 square feet or larger. For comparative purposes, the Samuel C. Pannell Meadowview Community Center is 17,198 square feet.

Implementation

The Implementation Strategies have been reformatted to show progress since 2005. New strategies have also been added, particularly in the areas of park safety and sustainability. New strategies are indicated in *italics*.

Attachment 2

Parks & Recreation Master Plan 2005-2010
2009 Technical Update

Sacramento City Council
April 21, 2009

The image of a great city stems largely from the quality of its public realm – its streets, boulevards, parks, squares, plazas, and waterfronts.
~ Cyril B. Paumier

Purpose of a Master Plan

- **Overview of current services**
- **Identifies need and benefits**
- **Policy to guide decisionmaking**
- **Charts growth, direction, priorities**

Key Changes

- **Acreage / Facilities "Data Scrub"**
- **Service Level Goals Review**
- **New / Revised Policies**

Acreage / Facilities Analysis

- **11 to 10 Planning Areas per 2030 GP**
- **Park, School, Rec. Facilities Acreage / Amenities**
- **Open Space by Park Type**
- **Reclassified sites to Regional**

Service Level Goals

No Changes 2004 → 2009

- **Neighborhood Serving: 2.5 ac. / 1,000**
- **Community Serving: 2.5 ac. / 1,000**
- **Regional Serving: 8.0 ac. / 1,000**
- **Off-Street Trails/Bikeways: 0.5 mi. / 1,000**

Only Recommended Change (2009)

- **Community Centers: 1 / 30,000 to 1 / 50,000**

Neighborhood/Community Park Service Levels

Master Plan (2004)	Technical Update (2009)
1,564 ac. (neigh./comm.)	1,541 ac. (neigh./comm.)
596 ac. (school)	697 ac. (school)
13 ac. (state/county)	23 ac. (state/county)

Neighborhood/Community Service Levels *(contd.)*

Master Plan (2004)	Technical Update (2009)
2.0 neigh. ac. / 1,000	2.4 neigh. ac. / 1,000
2.9 comm. ac. / 1,000	2.3 comm. ac. / 1,000
Total = 5.0 ac. / 1,000	Total = 4.7 ac. / 1,000
2010 additional = 315 ac.	2010 additional = 155 ac.
1 comm. ctr. / 34,000	1 comm. ctr. / 36,000
2010 additional = 2	2010 additional = 2 *(0 add. @ 1/50K pop.)*

Regional Service Levels

Master Plan (2004)

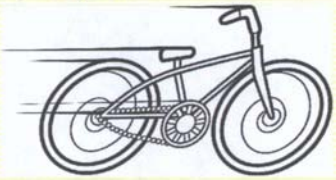
- 1,169 ac. (regional parks)
- 1,694 ac. (parkways)
- 81 mi. (trails/bikeways)

Technical Update (2009)

- 1,302 ac. (regional parks)
- 1,934 ac. (parkways)
- 88 mi. (trails/bikeways)

Regional Service Levels *(contd.)*

Master Plan (2004)
Regional Acres: 8.0 ac. / 1,000
2010 additional = 460 ac.
Off-Street Trails/Bikeways: 0.2 mi. / 1,000
2010 additional = 168 mi.



Master Plan (2009)
Regional Acres: 6.7 ac. / 1,000
2010 additional = 630 ac.
Off-Street Trails/Bikeways: 0.2 mi. / 1,000
2010 additional = 153 mi.

Policy Updates / Additions

- **Sustainability**
- **Safety**
- **Small Public Places**
- **Health benefits**

Implementation Status Update

Public Review

- City/County Bicycle Advisory Committee
- Youth Commission
- Disability Advisory Commission
- Development Oversight Commission
- Planning Commission
- Parks & Rec. Commission

NEXT TIME: Updated Plan 2010-2015

Review Service Level Goals

- 8 ac./1,000 Regional Parks/Parkways
- 0.5 linear mi./1,000 Off-Street Trails/Bikeways
- Services updated per budget decisions

RECOMMENDATION: Approve 2009 MP Technical Update and Addendum to Adopted Neg. Dec. (in effect immediately)

Attachment 3

RESOLUTION NO. 2009-

Adopted by the Sacramento City Council

ADOPTING THE NEGATIVE DECLARATION ADDENDUM FOR THE CITY OF SACRAMENTO PARKS AND RECREATION MASTER PLAN 2005-2010 TECHNICAL UPDATE

BACKGROUND

A. On April 21, 2009, the City Council received and considered evidence concerning the City of Sacramento Parks and Recreation Master Plan 2005-2010 Technical Update.

BASED ON THE FACTS SET FORTH IN THE BACKGROUND, THE CITY COUNCIL RESOLVES AS FOLLOWS:

Section 1. The City Council finds as follows:

A. On December 7, 2004, pursuant to the California Environmental Quality Act (Public Resources Code §21000 *et seq.* ("CEQA"), the CEQA Guidelines (14 California Code of Regulations §15000 *et seq.*), and the City of Sacramento environmental guidelines, the City Council adopted a negative declaration (ND) and approved the City of Sacramento Parks and Recreation Master Plan 2005-2010 (Master Plan).

B. The City of Sacramento Parks and Recreation Master Plan 2005-2010 Technical Update (Technical Update) proposes to modify the previously approved Master Plan to respond to organizational changes, new or revised department policies, the City's recent adoption of the *Sacramento 2030 General Plan*, and an increase in the number of new parks and amenities in existing parks.

C. The initial study on the Technical Update determined that the proposed changes to the original Master Plan did not require the preparation of a subsequent environmental impact report or negative declaration. An addendum to the previously adopted ND was then prepared to address the modification to the Master Plan.

Section 2. The City Council has reviewed and considered the information contained in the previously adopted ND for the Master Plan, the addendum, and all oral and documentary evidence received during its consideration of the Technical Update. The City Council had determined that the previously adopted ND and the addendum constitute an adequate, accurate, objective, and complete review of the proposed Technical Update and

finds that no additional environmental review is required based on the reasons set forth below:

A. No substantial changes are proposed by the Technical Update that will require major revisions of the previously adopted ND due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects;

B. No substantial changes have occurred with respect to the circumstances under which the Technical Update will be undertaken which will require major revisions to the previously adopted ND due to the involvement of new significant environmental effects or a substantial increase in the severity of previously identified significant effects;

C. No new information of substantial importance has been found that shows any of the following:

1. The Technical Update will have one or more significant effects not discussed in the previously adopted ND;

2. Significant effects previously examined will be substantially more severe than shown in the previously adopted ND.

Section 3. Based on its review of the previously adopted ND for the Master Plan, the addendum, and all oral and documentary evidence received during its consideration of the Technical Update, the City Council finds that the ND and addendum reflect the City Council's independent judgment and analysis and adopts the ND and the addendum for the Technical Update and readopts the findings of fact in support of the ND.

Section 4. Upon approval of the Technical Update, the City's Environmental Planning Services shall file or cause to be filed a Notice of Determination with the Sacramento County Clerk pursuant to section 21152(a) of the Public Resources Code and the State EIR Guidelines adopted pursuant thereto.

Section 5. Pursuant to Guidelines section 15091(e), the documents and other materials that constitute the record of proceedings upon which the City Council has based its decision are located in and may be obtained from, the Office of the City Clerk at 915 I Street, Sacramento, California. The City Clerk is the custodian of records for all matters before the City Council.

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Exhibit A: Addendum to Negative Declaration

Exhibit A

The *Addendum to the City of Sacramento Parks and Recreation Master Plan 2005-2010 Negative Declaration* document is available on the City of Sacramento's website: http://www.cityofsacramento.org/webtech/streaming_video/live_council_meetings.htm under Future and Archived Meetings and is on file in hard copy in the Office of the City Clerk at 915 I Street, Historic Building, First Floor.

Attachment 4

RESOLUTION NO. 2009-

Adopted by the Sacramento City Council

April 21, 2009

APPROVING THE CITY OF SACRAMENTO PARKS AND RECREATION MASTER PLAN 2005-2010 TECHNICAL UPDATE

BACKGROUND

A. On December 7, 2004, the *City of Sacramento Parks and Recreation Master Plan 2005-2010* (Master Plan) was approved by City Council in Resolution No. 2004-904.

B. Also on December 7, 2004, the City's General Plan was amended to include the Master Plan as an element of the City's General Plan in Resolution No. 2004-905.

C. On March 3, 2009, City Council adopted the *Sacramento 2030 General Plan* and repealed the 1988 General Plan in Resolution 2009-131. Because the *City of Sacramento Parks and Recreation Master Plan 2005-2010* was an element of the 1988 General Plan, this action included a repeal of the Master Plan as an element of the General Plan.

D. Organizational changes, new or revised department policies, the City's recent adoption of the *Sacramento 2030 General Plan*, and an increase in the number of new parks and amenities in existing parks had many sections of the Master Plan containing outdated information.

E. The *City of Sacramento Parks and Recreation Master Plan 2005-2010 Technical Update* makes the necessary changes to the document to bring the Master Plan current and in compliance with the *Sacramento 2030 General Plan*.

BASED ON THE FACTS SET FORTH IN THE BACKGROUND, THE CITY COUNCIL RESOLVES AS FOLLOWS:

Section 1. The Council adopts the *City of Sacramento Parks and Recreation Master Plan 2005-2010 Technical Update*.

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Exhibit A – *City of Sacramento Parks and Recreation Master Plan 2005-2010 Technical Update*

Exhibit A

The *City of Sacramento Parks and Recreation Master Plan 2005-2010 Technical Update* document is available on the City of Sacramento's website: http://www.cityofsacramento.org/parksandrecreation/masterplan/plan.htm under the "City of Sacramento Parks and Recreation Master Plan 2005-2010 Technical Update DRAFT" section.