



# REPORT TO COUNCIL

## City of Sacramento

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915 I Street, Sacramento, CA 95814-2604  
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CONSENT  
August 11, 2009

Honorable Mayor and  
Members of the City Council

**Title: Capital Improvement Program (CIP): Glenn Hall Park Crime Prevention Through Environmental Design (CPTED) Improvements Project (L19210000)**

**Location/Council District:** 5415 Sandburg Drive, River Park / Council District 3

**Recommendation:** Adopt a **Resolution:** 1) establishing a new CIP for the Glenn Hall Park CPTED Improvements project (L19210000); and 2) appropriating \$388,000 from the Park Development Impact Fees (PIF), Fund 3204, for L19210000.

**Contact:** Roy Tatman, Associate Landscape Architect, 808-5326;

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

**Presenters:** Not applicable

**Department:** Parks and Recreation

**Division:** Park Planning & Development Services

**Organization No:** 19001121

### Description/Analysis

**Issue:** Long term designs of public facilities are reviewed and approved by City Council as well as the establishment of CIP projects. The project will implement improvements to Glenn Hall Park as recommended in the CPTED (Crime Prevention Through Environmental Design) report dated September 27, 2008. Glenn Hall Park is an 8.19 acre park located in the River Park area of Sacramento. A summary of the Glenn Hall Park CPTED findings and recommendations are included as Attachment 1 (page 4) and an area map as Attachment 2 (page 11). This project will address issues and concerns outlined in the CPTED report involving signage, parking lot access control, lighting, fencing, landscaping, restroom, and the playground.



**Policy Considerations:** As stated in City Council Resolution No. 2009-406, Section 10.2, City Council approval is required to establish CIP projects.

Utilizing Park Development Impact Fees (PIF) to augment this budget is consistent with Sacramento City Code Section 18.44.160 as these funds will be "expended on park facilities within the planning area in which the development project paying the fee is located".

Providing parks and recreation facilities is consistent with the City's strategic plan to enhance livability in Sacramento's neighborhoods by expanding park, recreation, and trail facilities throughout the City. This is part of the Park Development Process for park planning as stated in the *Parks and Recreation Master Plan 2005-2010*.

**Committee/Commission Action:** The *Parks and Recreation Safety Implementation Plan (PSIP)* was reviewed and supported by the Parks and Recreation Commission (PRC) on December 6, 2007. Glenn Hall Park was identified as a site in need of safety improvements in the *PSIP*.

**Environmental Considerations:**

**California Environmental Quality Act (CEQA):** The proposed project is exempt from the provisions of CEQA under the following sections of the CEQA Guidelines (Title 14 Cal. Code Reg. § 15000 et seq.): 15301 (minor alteration of existing public or private structures); 15302 (replacement of existing structures on the same site as the structure being replaced with the same purpose and capacity as the structure replaced); and 15303 (new construction and location of limited numbers of new, small facilities or structures; accessory structures including garages, carports, patios, swimming pools and fences).

**Sustainability Considerations:** The Glenn Hall Park has been reviewed for consistency with the goals, policies, and targets of the City Sustainability Master Plan (SMP) and the Parks and Recreation Sustainability Plan. If approved, the recommended actions will advance the goals, policies, and targets of these plans by using local contractors and recycled material. This project will use recycled content material as follows: utilizing new recycling receptacles, park benches and picnic tables made from recycled material, and the reuse of existing fence posts. The park development will also be consistent with sustainable design through the use of water efficient irrigation design controlled by the existing centralized irrigation system, low water use shrubs and groundcover, and use of native tree plantings purchased from local vendors.

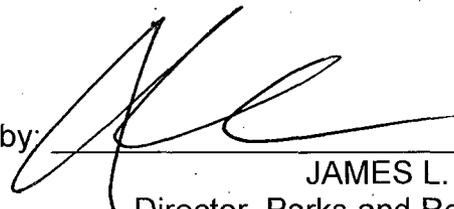
**Rationale for Recommendation:** Glenn Hall Park CPTED Improvements is a project that will provide increased safety for the neighborhood residents and park users in the River Park area of Sacramento. The CPTED project was presented to and supported by the River Park Neighborhood Association on April 18, 2009.

**Financial Considerations:** This report does not result in any new operational fiscal impact to the City. Park maintenance associated with the recommended improvements will be absorbed by existing Park Operations staff.

Staff recommends that the City Council appropriate \$388,000 from the Planning Area 6 PIF Funds (Fund 3204) to L19210000. The PIF fund balance has adequate resources available to appropriate these funds to the Glenn Hall Park CPTED Improvements Project.

**Emerging Small Business Development (ESBD):** The selection of landscape architect consultants and contractors for this project will follow City established guidelines for inclusion of ESBD firms.

Respectfully Submitted by:



JAMES L. COMBS  
Director, Parks and Recreation

Recommendation Approved:



RAY KERRIDGE  
City Manager

**Table of Contents:**

Report	pg. 1
<b>Attachments</b>	
1 Background Information / CPTED Assessment Report	pg. 4
2 Glenn Hall Park Location Map	pg. 11
3 Resolution	pg. 12

**Attachment 1**

**Background Information**

**CPTED ASSESSMENT REPORT**

(Crime Prevention through Environmental Design)

Prepared by

Greg Narramore, Superintendent, Department of Parks & Recreation

And

Chris Taylor, Sergeant, City of Sacramento Police Department

SEPTEMBER 27, 2008

**LOCATION:** Glenn Hall Park, 5415 Sandburg Drive

**SUMMARY:** Glenn Hall Park is located at 5415 Sandburg Drive within the City of Sacramento. The evaluators conducted an on-site walk thru of the park and the adjacent County Park amenity located within the American River Parkway known as Paradise Beach. We base our recommendations upon the site visit, personal experience with the location, and a twenty-four (24) month crime report analysis.

**CRIME ANALYSIS:** Glenn Hall Park is located in Police District 3, Beat 3C, Grid 0872. Glenn Hall Park is located within the Grid at 5415 Sandburg Dr.

The evaluators requested the Sacramento Police Department's Crime Analysis Unit for information on a prior twenty-four (24) month period, looking backward from August 31, 2008.

Due to the strong nexus between the County owned and operated Paradise Beach Area and the American River Parkway, we requested of the County the same type of information. The County was not able to provide the exact same data sets but information has been included following City data below.

**Statistics Grid 0872  
(Includes Glenn Hall Park)**

Total Calls for Service	927
Citizen Initiated Calls	624
Officer Initiated Calls	303
Total Number of Reports	133

**Statistics Glenn Hall Park**

Total Calls For Service	368
Citizen Initiated Calls	113
Officer Initiated Calls	255
Total Number of Reports	25

**Percentage within Grid 0872 at Glenn Hall Park**

Calls For Service	40%
Citizen Initiated Calls	18%
Officer Initiated Calls	84%
Total Number of Reports	19%

**Top Ten Activities - Grid 0872  
(includes Glenn Hall Park)**

<b>Case Type</b>	<b>Count</b>
Park Check	154
Disturbing the Peace	85
Traffic Stop	79
All Units Broadcast	67
Incomplete Phone Call	54
Suspicious Person	54
Alarm Calls	37
Noise Disturbance	28
Check on Sick or Injured Person	24
Suspicious Vehicle	20

**Top Ten Activity - Glenn Hall Park**

<b>Case Type</b>	<b>Count</b>
Park Check	154
Disturbing the Peace	48
All Units Broadcast	21
Suspicious Person	20
Subject Stop	14
Game Plan	11
Suspicious Circumstances	8
Battery	6
Parked vehicle in violation	6
Suspicious Vehicle Occupied	6

**Top Ten Activities – Grid 0827  
(Includes Glenn Hall Park)**

<b>Offense Type</b>	<b>Count</b>
Vehicle Burglary	21
Stolen Vehicle	10
Vandalism less than \$400	10
Grand Theft	6
Petty Theft	4
Petty Theft Unlocked Vehicle	4
Traffic Accident non-injury	4
Battery	3
Beat Spouse/Co-Habitant	3
Burglary Business	3

**Twenty-five Activities – Glenn Hall Park**

<b>Offense Type</b>	<b>Date</b>
Possession Marijuana > 28.5g	12-08-06
Vehicle Burglary	12-23-06
Vandalism over \$400	02-16-07
Arson	02-17-07
5150 Danger to Self or Others	02-24-07
Possession Alcohol by Minor	03-03-07
Possession of Drug Paraphernalia	05-15-07
Causality Report	06-15-07
Negligent Discharge Fire Arm	07-15-07
Suspicious Fires – Information Report	07-19-07
290 PC – Information Report	07-23-07
Traffic Accident Non-injury	07-23-07
Towed/Stored Vehicle	08-20-07
Stolen Vehicle Recovered	08-21-07
Vandalism less than \$400	08-21-07
Grand Theft	08-27-07
Battery Civilian	09-30-07
Miscellaneous Information Report	01-29-08
Petty Theft	04-12-08
Burglary Vehicle	04-19-08
Burglary Vehicle	05-11-08
Child Welfare - Information Report	06-01-08
Burglary Vehicle	06-10-08
Possession Marijuana for sale	07-14-08
Battery Civilian	08-24-08

It should be noted that between the hours of 6 am and 6 pm in Grid 0872 calls generated is 61%, while Glen Hall Park is at 52% during this time frame. From 6 pm until 6 am, Grid 0872 calls generated is 39%, while Glenn Hall Park is at 48%.

**Sacramento County Park Ranger Data**

10-01-2008

<b>Citations/Crime Reports</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>
Stolen Vehicle	0	0	1
Possession of Marijuana	1	0	0
Resisting Arrest	0	0	1
Drunk In Public	0	0	2
Unlawful Camping	3	0	0
Failure to Obtain a Permit	0	0	3
Consumption of Alcohol	6	18	23
Fireworks	0	0	1
Firearms, Air Guns	1	0	0
Dog off leash	5	2	1
Glass Beverage Container	6	6	4
Warrants	0	1	5
<b>Incident Reports</b>			
Dog Fight/Injured Dog	0	1	0
DUI	1	0	0
Grass Fire	0	0	1
<b>Accident Reports</b>			
Near Drowning	1	0	0
<b>Total</b>	<b>24</b>	<b>28</b>	<b>42</b>

**OVERVIEW:** Glenn Hall Park is a located in the River Park neighborhood of East Sacramento and lies alongside the American River Parkway and Paradise Beach. It is an 8.19-acre park that contains an Adventure Playground, Class II and Class III picnic areas, two lighted tennis courts, Swimming Pool, Baseball Diamond that is overlaid by two soccer fields, and a parking lot. It is bordered on the north by the American River levee, south by Sandburg Drive, and to the east and west by backyard fences of residential housing.

**PROBLEM, CONCERNS AND ISSUES:** Glenn Hall Park is unique in that it is an urban access point to the American River Parkway and a popular destination for riverside beach attendees at a location known as Paradise Beach. This beach location has

historically been a gathering point for teenagers and young adults. During its history, this was a location that those displaced during the 1920s used as a local camping location. It was also a popular swimming area during that time and many persons drowned. Drownings still occur at this location today. In fact, in 1929, the City of Sacramento Department of Parks and Recreation, at the request of the County of Sacramento, placed lifeguards at the location to reduce the incidents of drowning. That year there were no deaths from drowning. The lifeguards were on station from 9 am until 10 pm. During the 1960s thru today it is well known as a popular "anything goes" location, during the 60s and 70s it was an unofficial clothing optional beach area, and in the 80s and 90s as a party spot involving both alcohol and recreational drug use, both day and night. Because of the river flow changes that have occurred in the recent past, the beach location is much farther removed from the levee and is no longer a short walk from Glenn Hall Park; nonetheless, this is still a popular location for teenagers and young adults to frequent and party. Most of the activity today is more conservative than in the past. However, the consumption of alcohol and recreational drug use, combined with the free spirit nature of the location, creates problems for Glenn Hall Park and the neighborhood.

The problems and concerns that effect Glenn Hall Park and the surrounding neighbors is a direct result of the activity that occurs at Paradise Beach. The crime analysis, when looked at in detail, indicates that over 66% of the person or property crimes that occur at Glenn Hall Park are directly related to Paradise Beach.

It should be noted that primary jurisdiction over the Paradise Beach/American River Parkway is the responsibility of the County of Sacramento Department of Regional Parks.

**RECOMMENDATIONS:** This assessment has been conducted as a service of the Park Safety-Ranger and Police CPTED Units of the City of Sacramento. The recommendations contained herein are from the guiding principles of CPTED and *The National Institute of Crime Prevention*, and the observations and experience of the staff completing this report. This report will assist you in improving the overall level of security and safety only. This report does not imply that the existing security measures or proposed security measures are absolute or perfect.

- Parking on Sandburg Drive adjacent to the park should be changed and restricted to "No Parking from Sunset to Sunrise".
- Landscaping should meet CPTED standards as noted below. Specifically the landscaping around the tennis courts needs to be modified to meet the standard. It should be noted that, overall, the current maintenance of this Park to CPTED standards is **exceptional**.
- The playground gate that is the entry and exit point on Carlson Drive should be modified to be self closing/latching.
- The tables and benches in the existing playground need modification. There should be a minimal number of benches installed that meet CPTED standards for parents/guardians to watch their children.

- The picnic tables located in the playground should be removed.
- The northern portion of the playground should be fenced to increase the security of children using the playground and define its area.
- A designated picnic area should be developed north of the playground.
- All benches and picnic tables should conform to CPTED standards.

### **Signage**

The current standard CPTED signage that is now being placed in City Parks should be installed at all natural entry points of the park, as follows:

- Parking Lot entrance
- Playground Entrance
- Swimming pool walkway
- North end of Parking lot

### **Landscaping**

- All landscaping should conform to CPTED standards.
- It is imperative that the landscaping plan be coordinated with the lighting plan to ensure that proper illumination and visibility is maintained through the maturity of the trees and shrubs. If the landscaping overwhelms the lighting and reduces visibility, it will create an environment for crime to occur. In order to preserve visibility, we recommend shrubs that mature around 2 feet tall, and bushes or trees with canopy no lower than 8 feet tall.

### **Fencing and Access Control**

- The northern edge of the park is partially fenced; we recommend that the entire northern perimeter of the Park be fenced.
- The current mesh fence should be replaced with tubular steel.
- The entry to the Parkway/Paradise Beach should have a closed CPTED gate for emergency vehicle access.
- Pedestrian access should be controlled via a time locking turnstile. The turnstile should allow bi-directional access and egress during daylight hours and egress only from the beach after dark and until sunrise. This will prevent access to the beach at night.

### **Lighting**

- It is recommended that spotlight type lighting be installed on the roof of the pool building to illuminate the parking lot. This lighting should be motion sensitive, only lighting the parking lot when persons or vehicles have intruded into this area after dark.

### **Parking Lot Access Control**

- The parking lot should have an automated gate access and egress control. This control should allow entry into the parking lot during daylight hours, but only allow exiting between sunset and sunrise.

### **Restrooms**

- The restrooms should be modified to CPTED standards.
- Doorways should face out to the parking lot.
- The doors should be self closing.
- The restroom doors should be designed so they automatically lock and are closed from sunset to sunrise.
- Lighting needs to be improved and meet IESNA standards.

**COUNTY OF SACRAMENTO:** The use of Paradise Beach is the cause of nearly all the problems at Glenn Hall Park. The use of the beach, the establishment of rules and regulation and therefore enforcement should provide a direct benefit and improvement to the impact upon Glenn Hall Park and the neighborhood.

- Current County signage is poor and needs improvement. It should also be maintained.

The following needs to be implemented relative to the American River Parkway/Paradise Beach area by enforcement of current County Code:

- No Smoking allowed per County Code 9.36.057
- No Alcohol per 9.36.057.5 (1500 feet up and downstream from the Glenn Hall access point)
- No Fires per 9.36.058
- Closed from Sunset till Sunrise (1500 feet up and downstream perpendicular from the access point at Glenn Hall Park per 9.36.067 and 9.36.071)
- No glass containers per 9.36.074

County Park Ranger staff needs to make this area a focus point of enforcement in collaboration with the City of Sacramento Park Rangers and Police Officers.



**RESOLUTION NO. 2009-**

Adopted by the Sacramento City Council

**August 11, 2009**

**APPROVING A CAPITAL IMPROVEMENT PROJECT FOR GLENN HALL PARK**

**BACKGROUND:**

- A. Glenn Hall Park is an 8.19 acre neighborhood park located at 5415 Sandburg Drive in the River Park area.
- B. On April 10, 2008, the City Council adopted the *Parks and Recreation Safety Implementation Plan (PSIP)*. As a continuation of the *PSIP*, the Department of Parks and Recreation seeks to implement capital improvements and operational enhancements to make Glenn Hall Park a positive, clean, vibrant and safe environment for park users.
- C. As stated in City Council Resolution No. 2009-406, Section 10.2, City Council approval is required to establish Capital Improvement Program projects.
- D. Utilizing Park Development Impact Fees (PIF Fund 3204) to fund this project is consistent with Sacramento City Code Section 18.44.160 as these funds will be "expended on park facilities within the planning area in which the development project paying the fee is located".
- E. The PIF fund balance has adequate resources available in Planning Area 6 to appropriate \$388,000 to the Glenn Hall Park Crime Prevention Through Environmental Design (CPTED) Improvements project.
- F. The proposed project is exempt from the provisions of CEQA under the following sections of the CEQA Guidelines (Title 14 Cal. Code Reg. § 15000 et seq.): 15301, 15302, and 15303.

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

- Section 1. A new Capital Improvement Program (CIP) project for Glenn Hall Park CPTED Improvements is established as L19210000.
- Section 2. \$388,000 is appropriated from the Park Impact Development Fees (PIF), Fund 3204, for L19210000.

