



# PLAN FOR PLAY

Parks, Recreation & Facilities Master Plan

## EXECUTIVE SUMMARY

Cosumnes Community Services District  
Parks & Recreation Department  
Enriching Community





# Master Plan Overview

The Cosumnes Community Services District (CSD) Parks and Recreation Department has engaged the community over the past year to envision the future of parks and recreation in Elk Grove. This effort resulted in creation of the 2018 CSD Parks, Recreation, and Facilities Master Plan (hereafter “Master Plan”). The 2018 Master Plan replaces the 2009 Parks, Facilities and Recreation Master Plan.

## The Elk Grove Community

Elk Grove is a vibrant city known for its quality of life and excellent public services. The CSD’s award-winning park system and recreation services are key contributors to Elk Grove’s livability.

Over the last 40 years, Elk Grove has rapidly grown from a small farming community, with the growth trend continuing. At the time of incorporation in 2000, the city’s population was 72,665. By 2017, the population more than doubled to 171,059. Elk Grove’s population is very diverse and trends indicate diversity will increase. The City’s General Plan Update (completion expected in 2018) identifies potentially more than 100,000 new residents at buildout.

## Master Plan Development

Over the past 10 years, the CSD has responded to growth and diversity with a variety of parks and recreation services:

- 20 new parks and facilities were brought online.
- Design guidelines were adopted, resulting in more creatively designed parks with a greater variety of amenities.
- Offering a range of programs and events to address diverse community needs.

To ensure continuation of excellent parks and recreation services, the CSD developed the 2018 Master Plan. This document will guide CSD decision-making for parks, recreation programming, and facilities over the next 10 years.

The Master Plan combines input from the public, the City of Elk Grove, and multiple stakeholders, with technical and trend analysis to identify community needs. The strategies and recommendations in the Master Plan respond directly to community needs.

The Master Plan recognizes the CSD is a financially strong agency led by a skilled leadership team. The agency is well-positioned to meet the challenges and opportunities ahead including: diverse programming needs, new parks and facilities, revitalization of existing parks and facilities, long-term asset sustainability, and partnerships to expand services.

## Master Plan Organization

This Executive Summary provides an overview of information in Master Plan chapters identified below. Supporting documentation is included in the Appendix.

*Chapter 1: Introduction*

*Chapter 2: Community Needs*

*Chapter 3: Goals and Objectives*

*Chapter 4: Recreation Programming Recommendations*

*Chapter 5: Park System Recommendations*

*Chapter 6: Master Plan Implementation*

# The Process

The Master Plan process began in January 2017 and included four phases of technical analysis, assessment and planning described as follows and shown in the figure below.

The **Inventory and Assessment** phase provided a foundation of information, documenting the growth of the park system and the community, summarizing the programs and services available, and reviewing the wealth of related studies and plans.

The **Needs Assessment** phase included robust community outreach, trends analysis and technical assessment to gain insights into Elk Grove's priorities, preferences and needs.

**Recommendations and Strategies** were developed based on findings in the Needs Assessment which addresses all aspects of the CSD's parks and recreation services. A focus was the development of tools to support CSD staff in visionary thinking, as well as implementable recommendations, with both near-term and longer-term strategies and projects.

The **Master Plan Document** is the final product which incorporates all phases into an effective decision-making tool. The Master Plan will be adopted by the CSD Board and Elk Grove City Council.

## Public Engagement

Throughout the planning process community members and stakeholders provided their input and ideas for the future of parks and recreation in Elk Grove. A variety of communication and engagement tools were used to reach a diverse cross section of the community. The CSD conducted an awareness campaign to increase participation in the planning process. This included piloting new engagement techniques, such as Facebook live and outreach meetings with key demographic groups. Full documentation of the public engagement process and results is included in a stand-alone **Public Engagement Summary** document.

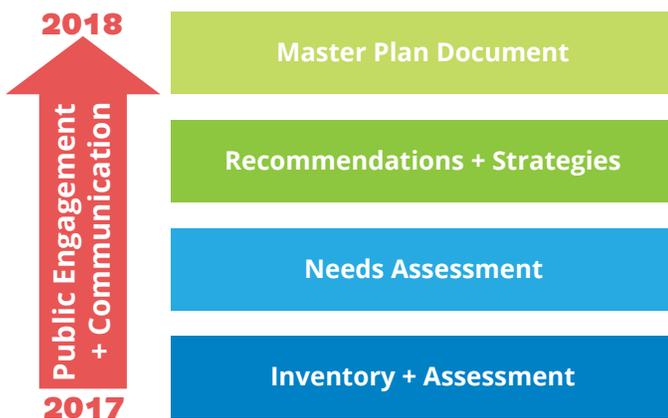
The public engagement process yielded a rich set of data and revealed community preferences and needs. The community input coupled with the technical analysis identified opportunities for enhancements and improvements that informed the goals, objectives and recommendations.

The CSD Parks and Recreation Department Mission, Vision, and Goals are summarized on the next page. The Department's four Goals and detailed Objectives follow on pages ES-4 and ES-5.

### Public Engagement Participation

- 1,131** Mapita participants
- 13** Key leaders interviewed
- 17** Focus group sessions
- 2** In-person Plan for Play Workshops
- 647** Facebook Live viewers
- 175** Facebook comments
- 3** Community outreach meetings
- 171** Youth participants through focus groups and Mapita

Master Plan Process



# Our Mission, Vision + Goals

## Cosumnes CSD Parks & Recreation



## Mission

At Cosumnes CSD, we provide exceptional parks and recreation services to our diverse Elk Grove community.

## Vision

An inclusive and connected park, recreation, and trails system that delivers opportunities for health and wellness, social interaction, and delight to the Elk Grove community.

## Goals



### 1 Meeting the Needs of Our Growing Community

Create responsive programs, parks and facilities for Elk Grove's diverse and growing community.



### 2 Revitalizing & Developing Community Spaces

Strengthen parks and recreation facilities for future generations.



### 3 Enhancing Community Connections

Foster collaborative partnerships that leverage strengths and resources to enhance recreation experiences.



### 4 Ensuring A Sustainable Parks & Recreation System

Allocate staff and resources based on sound operational practices to ensure long-term operation and maintainability.

## Goal 1



### Meeting the Needs of Our Growing Community

#### CREATE RESPONSIVE PROGRAMS, PARKS AND FACILITIES FOR ELK GROVE'S DIVERSE AND GROWING COMMUNITY.

- 1.1** Diversify program offerings to meet the needs of, and foster unity with, the community.
- 1.2** Expand the variety of social gathering spaces.
- 1.3** Continue to secure park land dedication through the development review and approval process.
- 1.4** Develop new parks as land and funding is secured.
- 1.5** Provide facilities, staff, and resources to meet community needs consistent with the Department mission, vision, and goals.
- 1.6** Implement updated employment practices that increase the diversity of Department staff.
- 1.7** Expand funding for the Cosumnes Recreation Opportunity Fund to meet community needs.
- 1.8** Evaluate current programs and events using the mission-based decision-making tool.
- 1.9** Develop and update annually a district-wide communication strategy.
- 1.10** Continue to provide exceptional customer service, both internally and externally, that builds customer loyalty and retention.

## Goal 2



### Revitalizing & Developing Community Spaces

#### STRENGTHEN PARKS AND RECREATION FACILITIES FOR FUTURE GENERATIONS.

- 2.1** Use the CSD's Park Design Principles (PDP) and Asset Management Program to guide capital improvement projects at existing parks and facilities to create high-quality and sustainable projects.
- 2.2** Develop an Asset Management Program which identifies the most cost-effective and sustainable ways to manage asset life-cycle costs.
- 2.3** Develop or enhance shade throughout the park and trail system.
- 2.4** Identify high use areas and evaluate cost effective options to replace portable restrooms with permanent facilities.
- 2.5** Implement projects that expand capacity and increase usability at existing parks and facilities.
- 2.6** Provide leadership on incorporating low impact, sustainable and green building practices in the revitalization and development of parks, trails, open spaces, and recreation facilities.
- 2.7** Increase community access to nature.
- 2.8** Emphasize the CSD's role as a provider of ball fields and multipurpose fields for recreation programs.

## Goal 3



### Enhancing Community Connections

#### FOSTER COLLABORATIVE PARTNERSHIPS THAT LEVERAGE STRENGTHS AND RESOURCES TO ENHANCE RECREATION EXPERIENCES.

- 3.1** Partner with the City of Elk Grove on park and trail development, recreation programs, and community projects.
- 3.2** Partner with the Elk Grove Unified School District on park development, recreation programs, landscape maintenance, and community projects.
- 3.3** Implement an equitable Partnership Program (with an application and review process) based on criteria consistent with the Department mission, vision, and goals.
- 3.4** Increase opportunities for community members to volunteer with the CSD.
- 3.5** Engage underserved communities. Develop and maintain relationships which expand programs and services.
- 3.6** Continue involving community members in the design and development of new and existing parks, trails and recreation facilities and programs. Evaluate opportunities to increase community awareness and engage new communities in these processes.
- 3.7** Develop a process for community members and organizations to propose park enhancements.

## Goal 4



### Ensuring A Sustainable Parks & Recreation System

#### ALLOCATE STAFF AND RESOURCES BASED ON SOUND OPERATIONAL PRACTICES TO ENSURE LONG-TERM OPERATION AND MAINTAINABILITY.

- 4.1** Deploy staff and contracted resources to deliver high quality service and excellent long-term value.
- 4.2** Continue to incorporate sustainable best practices.
- 4.3** Develop and adopt a user fee policy that guides the Parks and Recreation Department fee structure.
- 4.4** Expand funding for programs and facilities through donations, grants, and alternative sources.
- 4.5** Continue to apply the CSD's Park Design Principles (PDP) to develop sustainable new parks consistent with the Asset Management Program.
- 4.6** Implement value-based metrics for tracking and reporting.
- 4.7** Develop and implement best practices for safety of both public and staff.
- 4.8** Attract and retain the best staff through appropriate compensation, training, resource provision, succession planning, and opportunities for individual development.

## Recreation Programming Recommendations

The community identified many programming ideas as part of the Needs Assessment process. This input, combined with national trends data, revealed seven directions to make CSD recreation programming even more innovative. The six directions below are detailed in [Chapter 4](#) of the Master Plan.



- **Culturally responsive and relevant programming.** Elk Grove's diversity provides an opportunity for a more diverse set of recreation programs and events. By engaging with under-represented communities, the CSD will gather programming ideas to best serve the needs of these groups.
- **Neighborhood-scaled events.** Community members are interested in connecting with their neighbors and having opportunities for shorter duration events (1-2 hours compared to all day). The CSD should shift emphasis to smaller, neighborhood-focused events (e.g., movie nights in local parks, multiple small egg hunts) rather than adding more large-scale events. Neighborhood-scale events open new partnership opportunities with local Home Owner Associations.
- **Volunteerism as a program area.** More people are looking for volunteer activities which provide meaningful involvement, skill sharing and connections to other community members with similar interests. The CSD is uniquely positioned to connect with Baby Boomers and Millennials, two significant population groups in Elk Grove which have very high rates of volunteer involvement. Develop volunteerism opportunities for diverse interests, varied time commitments, and different formats.
- **Low-cost and no-cost programs. The CSD can diversify its offerings with** locally focused and drop-in programs. Opportunities include volunteer-led programs and partnering with community groups wishing to lead culturally relevant programming.
- **Alternative approaches and formats.** Create a greater diversity of program approaches and formats that offer more options for participation. For example, provide more night and weekend offerings

that full-time workers can attend, add drop-in programs and formats with short-term commitment (3 classes rather than 10), and structure programs as skill level-based rather than age-based.

- **Parks as programming venues.** Offer more programming outdoors in parks, moving beyond the indoor and facility-based settings where many programs are traditionally held. Mobile recreation vans are a potential approach to programming in neighborhood parks.



## Building on Success

There are four programming opportunity areas to build on existing successes with significant demand:

- **Active Adults.** Complimenting and expanding on the outstanding center-based services provided by the Senior Center of Elk Grove, the CSD should focus on the 50 to 65 age group and active older adults generally.
- **Aquatics.** The CSD has an exceptional aquatics program, and there is community demand for more. The Civic Center Aquatic Park, built by the City and operated by the CSD, will open new options.
- **Adaptive Recreation.** The CSD's approach to this program area is a best practice for parks and recreation agencies. The CSD should continue to focus attention on adaptive programming for people with disabilities of all ages and abilities.
- **Teens.** The CSD has excellent programming for toddlers, children, and middle-school age teens that is facility-based. For teens in particular, the CSD should explore other opportunities outside of its facilities, such as field trips and programming at school sites.



# Park System Recommendations

Chapter 5 of the Master Plan includes both Districtwide Recommendations and Area-Specific Recommendations for the CSD Park System. These recommendations provide direction on capital investments and revitalization projects.

Districtwide Recommendations address development or revitalization of major facilities that serve the whole CSD. These projects require significant planning and multiple funding sources. Districtwide Recommendations include:

- 1. Develop the Morse Park Multipurpose Recreation Center.**
- 2. Develop a Park Operations headquarters facility and corporation yard that is designed to grow with the CSD park system.**
- 3. Renovate Elk Grove Park as a signature Community Park.**

- 4. Revitalize Jerry Fox Swim Center to create a unique aquatics experience.**

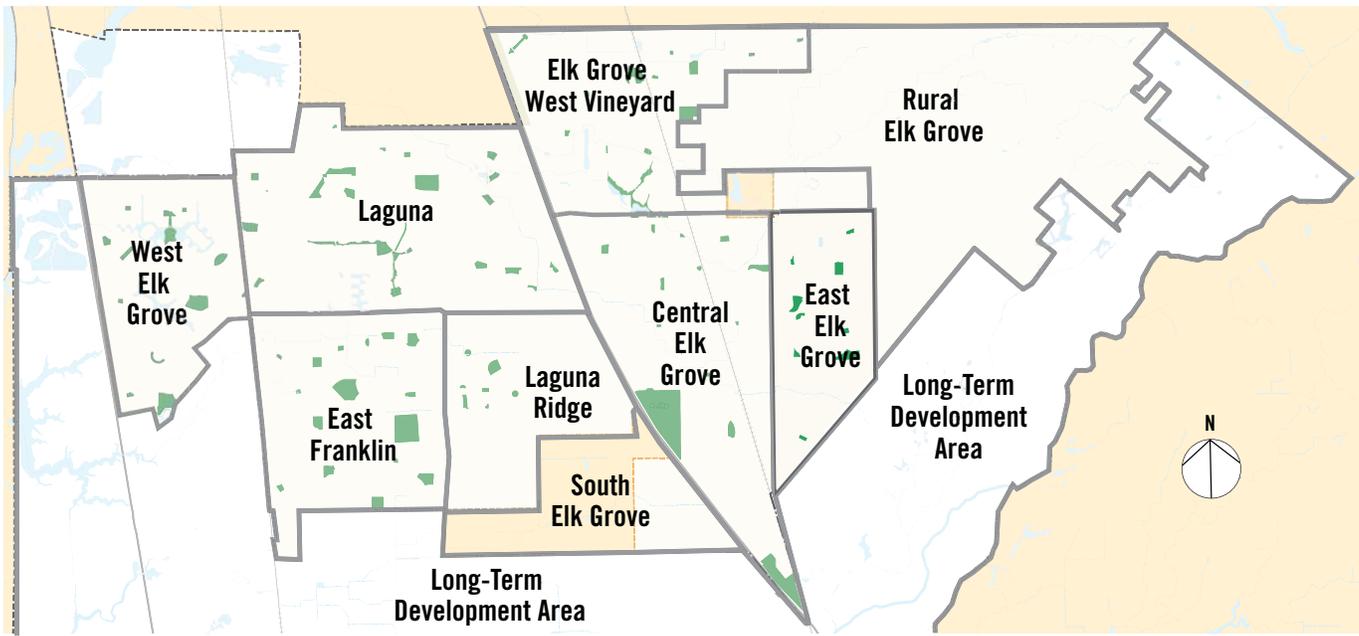
- 5. Repurpose the recreation building at Beeman Park.**

- 6. Evaluate the need for an Eastern Elk Grove Multipurpose Recreation Center.**

Area-Specific Recommendations address parks and facilities that primarily serve residents in one of the ten area-specific locations identified in the figure below.

Recommendations encompass planned projects which are funded, as well as future projects which require new funding. Examples of recommendations include new parks and trails, playground and turf revitalization projects, and ongoing upkeep of amenities in all parks.

Ten Area-Specific locations for Park System Recommendations



## Financial Focus

The CSD has a sound financial model, with diverse funding streams for operations, capital improvements, and maintenance. Quimby and impact fees are the primary source for park improvements in new development areas. Looking to the future, the CSD's park system is both growing and aging. More financial resources will be required to maintain and revitalize parks and facilities at the standard the community has come to expect.

Developing an Asset Management Program is a high Master Plan priority. The program will identify costs and schedules for long-term sustainability of assets. This program will also inform funding decisions and help the public understand how the CSD maintains assets for future generations.

Landscape and Lighting (L&L) Assessment District funding is a critical ingredient for long-term asset sustainability. As of 2018, 16 of the CSD's 18 L&L Benefit Zones have a sustainable level of funding, but two Benefit Zones (Central EG and Elk Grove West Vineyard) do not. Addressing insufficient funding in these two Benefit Zones is an important Master Plan action item in the near-term. More detailed financial information is found in [Chapter 5](#) of the Master Plan.

## Partnership Focus

The CSD has a history of partnerships, including its expanding partnership with the City of Elk Grove, ongoing partnerships with the Elk Grove Unified School District and Sacramento County, plus partnerships with many other entities.

The Master Plan process underscored the fact the CSD alone cannot fully address the extensive needs and opportunities of the Elk Grove community. However, equitable partnerships are an effective way to expand services levels to meet community needs.

The Master Plan recommends expanding equitable partnerships to fulfill the Parks and Recreation Department Mission and Vision. Two tools in [Chapter 6](#) enable the CSD to evaluate and manage its partnerships.

- **The Mission-based Decision-making Tool** provides criteria and scorecard to verify to what extent new or existing partnerships and programs are in line with the Department mission, vision and goals.
- The **Partnership Evaluation Tool** provides criteria to evaluate and manage partnerships.

## Master Plan Implementation

The Master Plan provides a framework and tools to guide the Department's decision-making, planning efforts, annual work plans, Asset Management Program, financial plans, and partnership decisions. The Master Plan identifies goals, objectives and recommendations which will ensure that the CSD continues to provide exceptional parks and recreation experiences that are accessible, equitable and responsive to Elk Grove's diverse community.

### References

- 1 City of Elk Grove General Plan, 2005, p. H-17. 2000 Census
- 2 Elk Grove's Community Profile, [http://www.elkgrovecity.org/visitors/about\\_elk\\_grove](http://www.elkgrovecity.org/visitors/about_elk_grove)