Local Needs Assessment 2004

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Local Needs Assessment 2004

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State of California • The Resources Agency Arnold Schwarzenegger, *Governor*
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April 22, 2005

California is an out-of-doors state. As urbanized as we have become, we still think of ourselves as active, energetic, on-the-go people enjoying the rich bounty of our mountains, deserts, forests, lakes, rivers and ocean. Our parks – from grand national and state parks to near-at-hand neighborhood parks – do much to define, shape and provide context for this image. Places such as Balboa Park in San Diego, Griffith Park in Los Angeles, Golden Gate Park in San Francisco, William Land Park in Sacramento, and hundreds of other large and small parks are more than place names on a map. They provide relief from tension and stress, bring individuals, families and communities together, renew our minds and bodies, and uplift our spirits.

Californians care deeply about their parks. In each succeeding survey conducted by our Department since 1987, they have placed an increasingly higher value on the importance of parks and recreation to them and their families. Similarly, Californians have routinely supported park bond acts placed before them in elections dating back to 1928. This support has resulted in more than of $3 billion dollars being made available over time for local park and recreation service providers and funded more than 15,000 local park and recreation projects.

At a time when California is confronted by a rapidly growing and changing population, concerns about the health and well-being of our elderly and youth, and the need to stimulate economic recovery, it seems timely that we ask whether the programs that support park and recreation opportunities are keeping pace with demand, whether improvements are needed to make them more efficient and effective, and whether all Californians have fair and equal access to park and recreation opportunities.

With these questions in mind, I initiated a Local Needs Assessment 2004 project and am pleased to convey the results of that study to you today. This report serves as a performance review of the grant programs administered by this Department, identifies underserved needs and underserved communities, and provides areas recommended for further study by the Legislature and the Administration.

California's park and recreation lands, facilities and programs are essential components of what makes California a special place to live. We must act with foresight to protect them and to make them accessible. Californians deserve no less.

Ruth Coleman
Director

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EXECUTIVE SUMMARY

California's population is rapidly growing older, younger, more diverse and less fit. Parks and recreation are important to addressing the needs of its citizens and to promoting a healthy, positive and productive lifestyle. However, California has inadequate parklands, facilities and programs to achieve this goal. These gaps are evident in all jurisdictions from heavily urbanized cities to remote rural communities.

Funding is key to filling the gaps. More than $3 billion dollars in state bond funds have been allocated in the past five years, funding more than 15,000 projects in all counties, but critical unmet needs still exist. The Local Needs Assessment 2004 (LNA) tackles the issue of identifying these needs and developing recommendations to close these gaps.

The LNA includes four primary objectives:

1. Assess the needs and deficiencies in park and recreation lands, facilities and programs statewide.
2. Define acceptable levels of park and recreation services.
3. Identify where deficiencies exist.
4. Recommend improvements to developing funding programs to address these deficiencies.

The findings and conclusions of the LNA are extensive and range from small technical adjustments in current programs to broad recommendations for future funding. The following findings are the most significant:

1. Broad and varied changes to grant funding programs are required to adequately address California's local park and recreation deficiencies. Among the more significant changes suggested is creating a better balance in the park bond funding of Per capita grant and competitive grant programs, in similarly-sized geographic areas, in similarly-populated jurisdictions; and in program and project categories, including support for local park and recreation planning, increased innovation, partnership opportunities and cost saving strategies.

2. Californians are underserved. The most basic recreational lands, facilities and programs are lacking. Survey data show that these underserved populations tend to be the youth and the elderly of low income and ethnic minority groups.

3. Local governments continue to impose budget constraints on park and recreation service providers. The greatest impact is in park and recreation planning, operations and maintenance. Consequently, many local agencies avoid taking on new parklands, new recreational facilities and new programs

in the absence of adequate ongoing operations and maintenance funding. Support for these functions is critical.

4. Additional funding must come from many sources. During this deficit economy, park and recreation agencies are reluctant to pursue special financing through local assessments or land use fees. Supplemental support from nonprofit organizations and local schools provides some relief, but demand still exceeds supply.

5. Park and recreation agencies should continue to seek partnerships with other agencies and organizations such as schools and nonprofits. Barriers to joint agreements should be addressed.

6. Efficiencies in using regional facilities should be financially supported.

7. Access to parks and facilities is critical. Support is needed to address such major barriers, as safety, transportation and disabled access requirements.

8. Planning is critical to identifying and supporting short and long term recreational goals and projects. This includes providing a parks and recreation element in the general plan.

9. Technical assistance and outreach programs are important in building local capacity and should continue to be supported.

CALIFORNIA LOCAL RECREATIONAL NEEDS ASSESSMENT

Introduction

Within California there are neighborhoods, communities, towns, cities and counties with inadequate parklands and recreational facilities. From the rural countryside to urban communities, far too many existing recreation facilities fail to meet the demands of a changing population.

Since 1964 park bonds have helped local agencies meet the need. Great achievements have been accomplished, but significant work remains. California's population continues to grow. Opportunities to acquire public parks are diminishing in the face of continued and rapid residential development of farmland and natural resource areas. Budgets are strained at all levels of government. In acknowledging the ongoing financial constraints, the legislature asked the Department to initiate the LNA by responding to the following questions:

1. How do we accurately and uniformly determine and measure recreational demand and identify deficiencies in park and recreation lands, facilities and programs statewide?

2. How can we best ensure that grant funds are directed to park-deficient communities, regardless of where they are located?

3. How can we encourage local grant applicants to submit project requests that best address their recreational needs?

4. What criteria or factors would ensure that the most deserving projects are selected?

Methodology

The Department compiled the LNA at the request of the legislature to help assess the current and future need to acquire parkland and develop new recreation facilities. In preparing the LNA, State Parks staff took a multifaceted approach. The analysis combined the extensive experience of Department staff with the know-how of other state agencies and sought input from community agencies and from public and nonprofit park and recreation providers statewide.

<u>California State Parks</u>
The Department created the LNA Team from members of the Office of Grants and Local Services and from the Planning Division. The team analyzed existing data sources, including its own extensive local grants database, designed and conducted a survey of local public and nonprofit recreation service providers, and conducted regional focus group meetings. The team also included and

addressed current social and legal issues of high priority within the park and recreation field such as childhood obesity and the Americans with Disabilities Act. The focus was on improving Department-administered parks and recreation grant programs for local entities.

Advisory Committee

Recognizing the statewide importance of the study, the Department established an advisory committee of the state's recreational leadership, including representatives from legislative staff, local service providers and community-based organizations. The advisory committee provided initial guidance on the scope and methodology, and reviewed the preliminary findings and recommendations. Advisory committee membership is listed in Appendix I.

Gap Analysis

An important part of the community needs assessment was the examination of trends and factors affecting community health. Rather than start a time-consuming and labor-intensive effort to generate new data, the LNA Team looked first at data that already existed within other government agencies, community organizations and California State Parks itself. Data sources included:

- The 2000 Census
- Demographic projections from the State Department of Finance
- Studies by the Surgeon General on childhood obesity and fitness
- Studies conducted by the University of Southern California and the California Park & Recreation Society

These sources identified patterns of social need that correlated with deficiencies in park and recreation opportunities. Comparable data existed primarily at the county level, so the team divided California's 58 counties into 14 groups based on similar characteristics to simplify the analytical process (Appendices IV and V).

Focus Groups

The Department invited a number of local park and recreation service providers and community representatives to six focus group meetings. Focus group locations were selected to ensure representation from the diverse spectrum of urban, rural and suburban populations in a variety of geographical and social settings. The resulting dialogue gave voice to a number of issues of interest to parks and recreation professionals throughout the state (Appendix II).

The key issues discussed were:

- What are the recreation deficiencies?
- Who is underserved?
- Why are there deficiencies?
- What can/should be done about it?

Recreation Services Survey

The LNA Team developed a statewide survey to further ascertain the needs of local parks and recreation providers and community groups. The surveys were designed to identify the current status of recreation in specific locations of the state. The goal of the survey was to ascertain the challenges local providers face and to identify potential approaches to address those challenges. Approximately 180 interested parties were surveyed. They were selected by geographic location, type of entity (city, county, district, nongovernmental organization) and size (Appendix VI).

Public Attitudes Survey

In 2002 the Department, through a contract with California State University, Chico, conducted an extensive survey of public opinions and attitudes on outdoor recreation. The statistically valid survey of current recreation activity participation rates identified those recreation activities Californians want to do more of and provides answers to a host of general public opinion questions on parks and recreation topics. The LNA Team reviewed the results of this survey for insights into identifying and assessing local needs.

OVERALL FINDINGS AND CONCLUSIONS

Summary

1. What are the gaps or deficiencies?

- Community and neighborhood parks (nearly two-thirds of the participants)
- Community centers
- Regional-serving complexes (including aquatic centers, sports fields, etc.)
- Athletics Fields
- Open space and natural areas
- Trails
- Group serving facilities
- Recreation programs
- Land acquisitions (getting land now while it's available)
- Arts and cultural programs
- Safe areas and safe access

2. Who is most underserved?

- Seniors
- Youth/Teens
- Latinos, Southeast Asians
- Disabled persons

3. Why are there deficiencies?

- Lack of money for ongoing maintenance, operations and staffing;
- Rapidly changing communities
    - new growth
    - greater density
    - residents growing older
    - growing young population
    - changing demographics
- Local funds redirected to the State
- Absence of service providers (no local parks and recreation department)
- Local political will (unwilling to use available local financing mechanisms)
- Changing relationship with schools

4. What should be done?

- Address the question of funding operation and maintenance of local parks.
- Encourage and educate local jurisdictions regarding local financing mechanisms.

- Consider funding master planning in crafting future grant programs.
- Consider balancing allocation of funds to geographic areas and like-sized jurisdictions in crafting future programs.
- Give greater emphasis to funding innovation, unique partnerships, and focused deficiencies as identified above.
- Expand State efforts to provide technical assistance and local capacity building.
- Address the other key issues in this report.

GAP ANALYSIS

Social Indicators

The LNA Team initially sought data that would point to “social indicators.” Data that is readily accessible, statistically reliable, and available on a uniformly consistent statewide basis can be used to identify communities that may be in need, particularly with respect to park facilities and recreation needs. Because of time, cost and staff constraints, the team decided to look at existing data rather than creating such data from scratch. The team found a wealth of information in such sources as:

- The 2000 Census
- Demographic projections from the State Department of Finance
- Recent studies by the Surgeon General on childhood obesity and fitness
- Focused studies conducted by the University of Southern California and the California Park & Recreation Society

Additionally, contacts were made with the State Departments of Education, Housing and Community Development, Justice and others to determine whether they had information that would be of use.

The data was collected from several of these sources and assessed to determine whether there was any discernable pattern of social need that might later be used to correlate with deficiencies in park and recreation opportunities. It was determined that, while a variety of information is available at the community and even at the census track level, the information was best found uniformly throughout the state at the county level.

In addition, rather than try to grapple with individual county level assessments, the assessments could be best performed by dividing California’s 58 counties into 14 groups based on a number of similar characteristics.

The groups are displayed in the following map:

The team used the following social indicators:

Poverty level
Average Median Household Income
Grade 5 Fitness Standards – Fitness
Grade 5 Fitness Standards – Obesity
School Youth Recommended for Expulsion
Juvenile Felony Arrest Rate per 1000 population
Crime Rate per 1000 population
Free or Reduced Price School Lunches

Each county grouping was given a point value ranking according to where it fell in relation to the others for each of these social indicators, from low (1 equals most deserving) to high (14 equals least deserving). Next, the points were added and totaled to give an overall ranking based on the mean score for all eight social indicators. Based on this scoring, the 14 county groups would be ranked in order as follows:

Most Needy	San Joaquin Valley
	Upper Sacramento Valley
	North Coast
	Los Angeles
	Inland Empire
	Northern Tier
	Gold Country
	Sacramento Metro
	Central Coast
	Eastern Sierra
	South Coast
	Bay Area
	Northeast Volcanic
Least Needy	Channel Coast

It should be noted that the social indicators showing the strongest correlation to the overall ranking of need were “Poverty Level” and “Free or Reduced Price School Lunches.”

In assessing these areas of “need,” caution must be exercised when viewing the results. As noted above, the data was collected at the county level, the only level at which data is consistently and uniformly available. The counties were then combined into the 14 groups, and the groups were arrayed according to this aggregated need. However, this array must be viewed as an average indicator of need. While a particular county group may appear to be “less needy,” an individual county within the grouping may be in high need. Similarly, while a particular county may be “less needy,” a specific city or even a significant area within a city may be in severe need. And in some cases, a county could be placed in either of two groups. For example, Orange County could be placed with Los Angeles County rather than with San Diego County in the “South Coast” group since it shares characteristics. Similarly, both Orange County and Los Angeles County have cities and communities that could be considered affluent as well as cities and communities in dire need. Therefore, the portrayal of the “Most Needy” and “Least Needy” areas should be viewed as a general indicator of need for that broad geographic portion of the state and should not be applied to individual counties or cities/communities within the grouping.

Conclusions regarding social indicators

Based solely on these indicators and the strong influence of low per capita and household income, it would appear that counties in California’s Central Valley, along the North Coast, and in Los Angeles County and the Inland Empire may have the greatest need for assistance. Ideally, there should be a close correlation between the county groupings most in need and the distribution of grant funds;

i.e., the counties most deserving, get the most grant funds. This would seem to be a reasonable assumption, particularly if the connection between poverty level and overall “social need” is correct, and the hypothesis that people with lower incomes have significantly fewer resources to satisfy their park and recreation interests is also correct. In the next section of this report, a comparison is made between these social indicators and the manner in which funds from current and previous local grant funds administered by the State Department of Parks and Recreation have been distributed among the 14 county groupings.

Unfortunately, there is no universally accepted standard for how many acres of neighborhood and community parks, community centers, public pools, picnic grounds, sports fields, etc., a community or county must have before it can be considered adequately supplied with park and recreation lands, facilities and programs. Even more unfortunate, it has been more than 30 years since a statewide inventory of lands and facilities was compiled. Therefore, there can be no comparison between these social indicators and the actual availability of park and recreation opportunities. That is, we may be able to say which counties appear to have the greatest social needs, but we can’t say which of these same counties are therefore deficient in park and recreation opportunities.

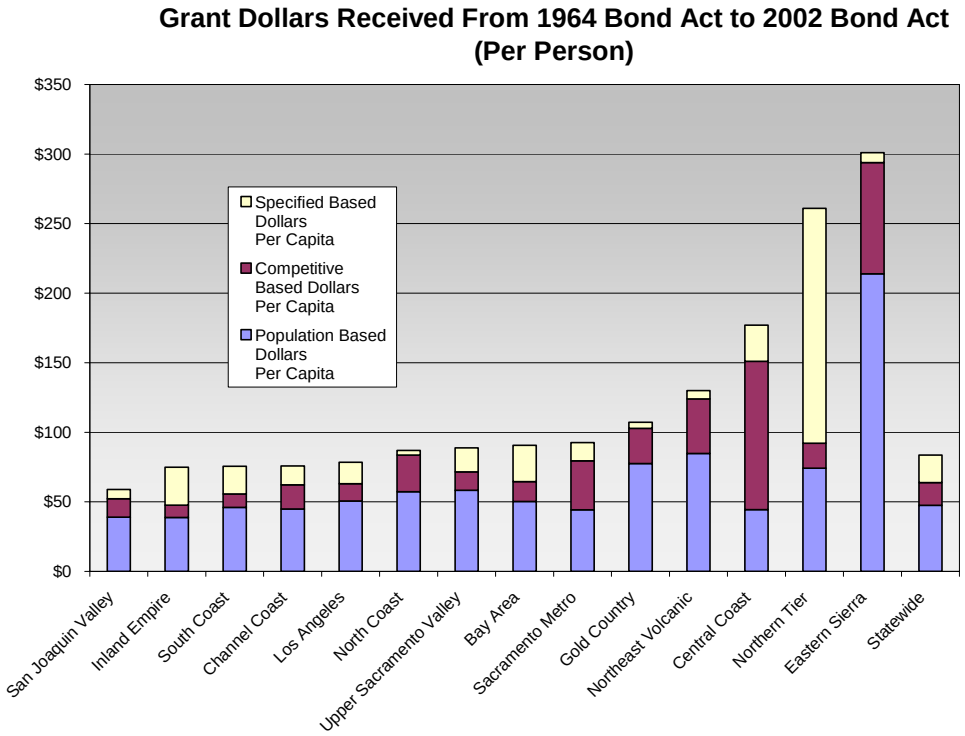
Local Agency Grant History

Over the last 30 years, California State Parks has administered more than 15,000 grants to fund local recreation projects. There are three types of grants: block, or population-based grants, where funds are allocated on a per person basis, need-based grants, which are awarded on a competitive basis, and specified grants, which are directly awarded through the legislative process for a specified purpose. California State Parks has administered a variety of all three types of grant programs as a result of the last two bond acts.

Distribution of grant funds

Certain areas of the state have received significantly less funding, on a per person basis, than other parts of the state. The following chart helps to illustrate this. It displays the range of funds received on a per person basis of all the Office of Grants and Local Services-administered bond acts, from the 1964 through the 2002 Resources Bond Acts. Note that information on the 2002 Bond Act only reflects the allocation of the block or population-based grants, since the competitive grants for the 2002 bond act are still to be awarded.[1]

[1] It should be noted that if the 2002 Bond Act competitive funds were distributed on a per person basis, it would not appreciably change this chart.

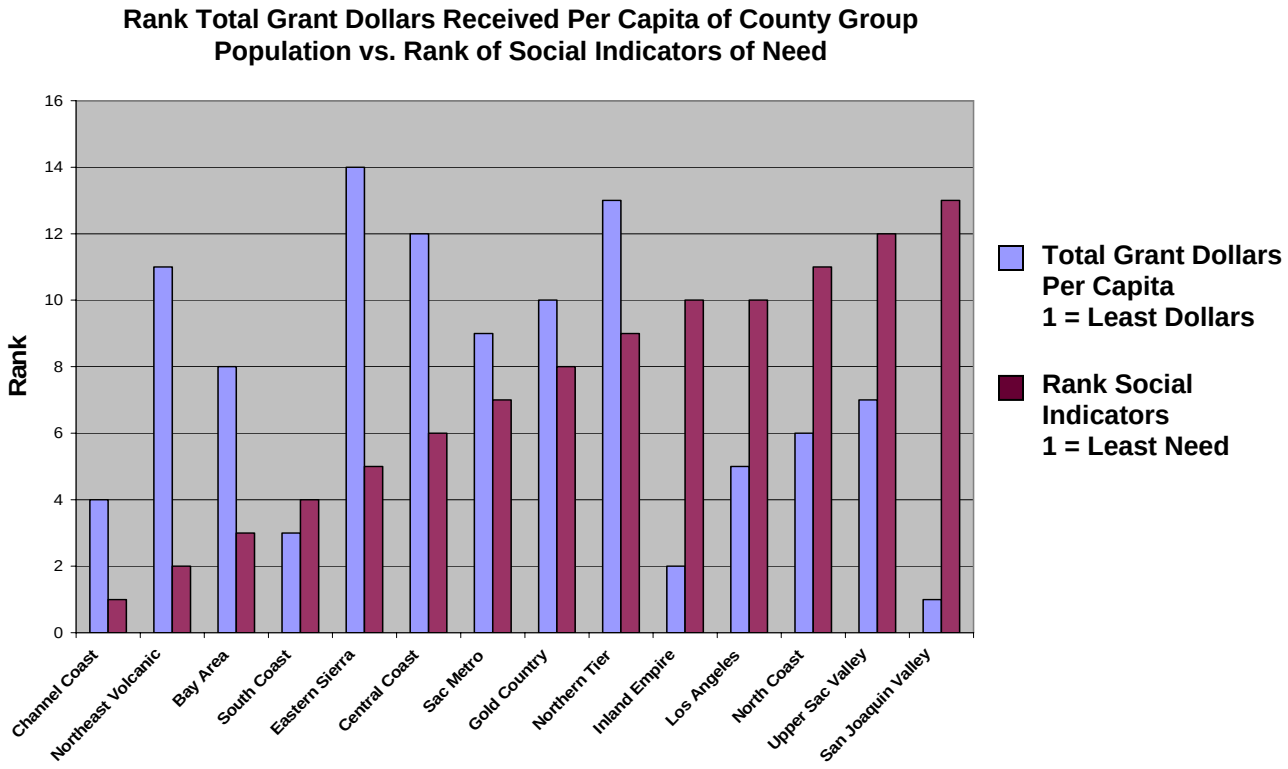


The most striking element is the rise in funding on the right side of the graph, from the Gold Country (at $108 per person) to the Eastern Sierra (at $300 per person). The appearance of tremendous largesse going to these five county groups is somewhat misleading. Between them, these five county groups have 1.5 million people, almost a million of whom are in the Central Coast group. The combined Eastern Sierra counties (Alpine, Mono and Inyo) have only 32,000 people.

A significant element of the chart is on the far left side. The 3.5 million people in the eight counties represented in the San Joaquin Valley group received $59 per person from these bond acts. This shows that historically, the San Joaquin Valley area has been slighted in recreation bond act funding, which suggests that area probably faces a greater deficiency in recreational resources than other areas of the state.

The following chart helps to illustrate this point. One set of bars represents a composite indicator of the overall “need” in the county groups. (As discussed in the previous section, starting on page 17, this measure of “need” is a composite index, derived from a selection of societal indicators.) The highest bar indicates the greatest level of societal need. The other set of bars is a ranking of the per person funding of the county groups from the 1964 Bond Act through the 2002 Bond Act (the 2002 Bond Act section includes only the Per Capita and Block Grant allocations). The highest bars represent the greatest per person allocations from these bond acts.

If the goal of recreation bond acts is to provide the greatest funding for the areas in the state with the greatest societal need, then these bars should rise in tandem. That is, the areas with the greatest societal need should receive the greatest allocation.

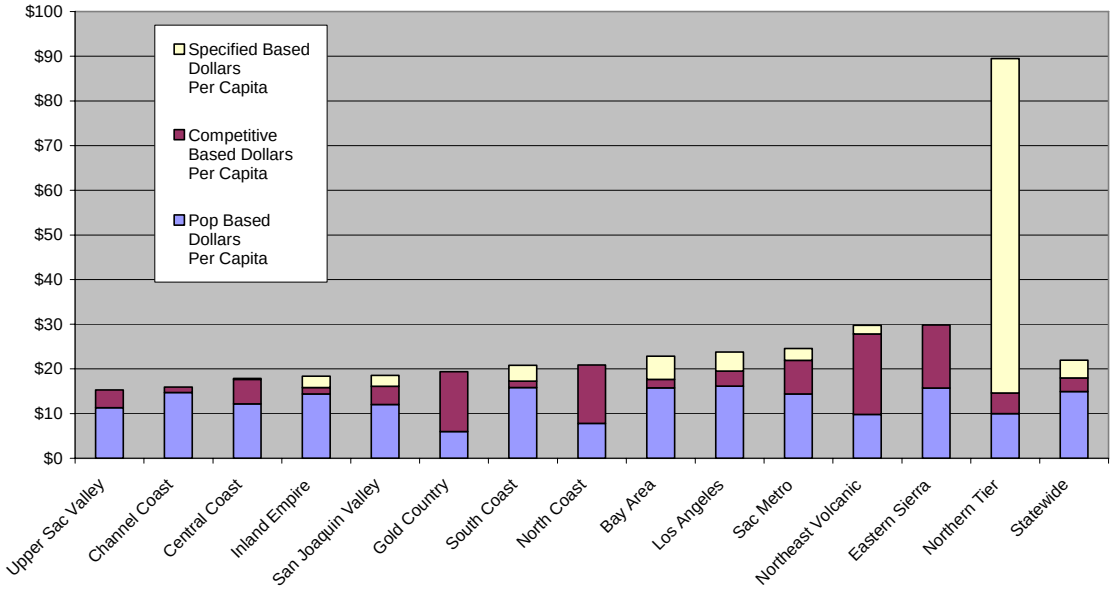


The most striking element of the chart is on the far right hand side, where the San Joaquin Valley group has the greatest need, but has received the least amount of funding.

Impact of 2000 Resources Bond on statewide recreational needs

The following chart shows how 2000 Resources Bond Act funds were distributed to the county groups on a per person basis.

Dollars Per Person from 2000 Bond Act – Distribution by County Group



The most notable feature of this chart is discrepancy in the funds going to the Northern Tier group of counties. This "bump" is the result of a $14 million specified grant for the Turtle Bay Exploration Park in the City of Redding. Since all the counties that comprise the Northern Tier group have a combined population of less than 250,000, this grant creates the "bump" that is seen here. Absent the Turtle Bay grant, the Northern Tier group received the lowest per person allocation under the 2000 Bond Act.

Equitable distribution of population-based grants

The county groups on the left hand side of the previous chart help to illustrate the problem of under allocated communities under Proposition 12. One reason for the funding deficiencies faced by mid-sized rural counties is the design of the population-based grant programs. The Per Capita program divides funds into two categories: counties and regional park districts (40%) which serve regional needs; and cities and ("Eligible") recreation districts (60%) which serve local needs. The allocation of the portion for counties and regional park districts is calculated based on the entire state's population. The allocation of the portion for cities and recreation districts is based on the population of cities and districts, excluding the unincorporated populations that are not served by a local recreation district. This means for example, that for someone living in the City of Sacramento, the city would receive an allocation, and the county would receive an allocation, to provide for that individual's capital recreational needs; while for a person who lives in an area underserved by a city or "eligible" recreation district,

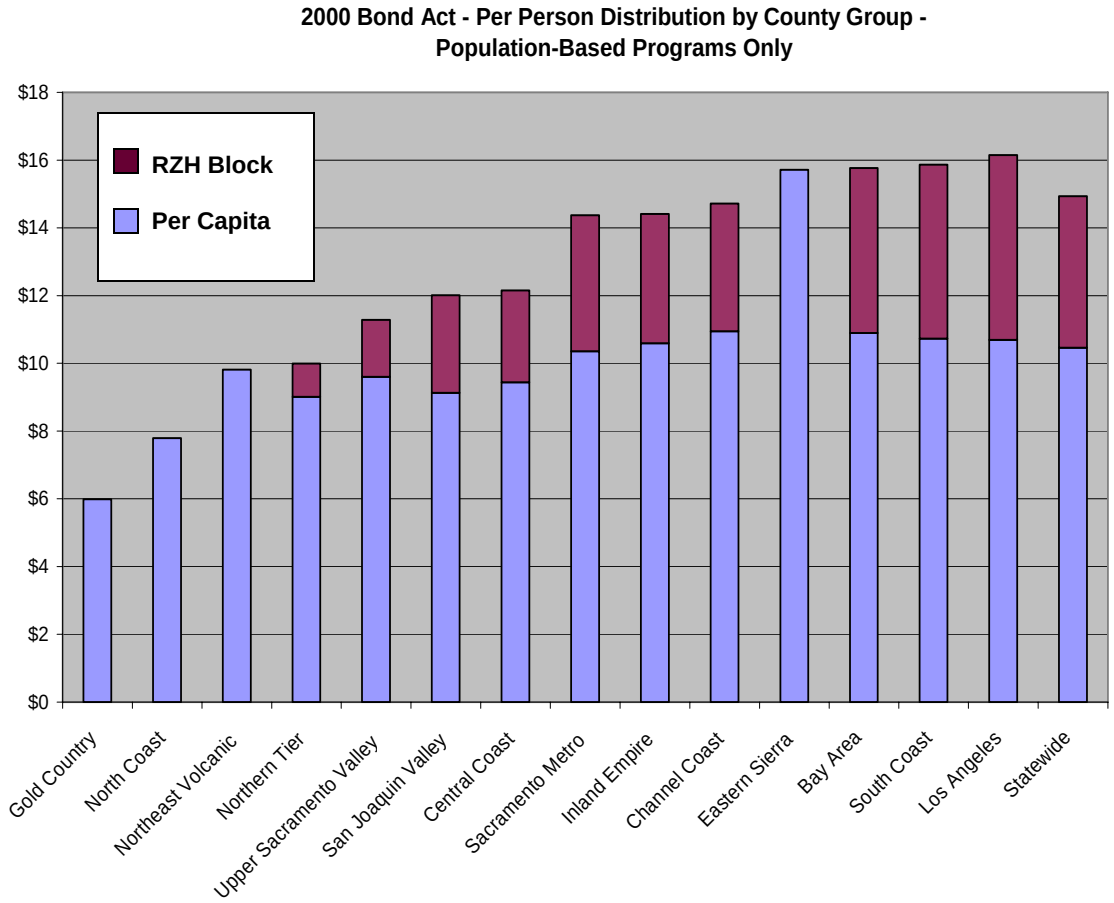
only the county would receive an allocation to provide for that individual's capital recreational needs.

The problem with this approach is that even though an individual may not live in a city or eligible recreational district, they still need local recreational services, and there may be in fact a local governmental entity providing recreational services, just not one that is eligible for the Per Capita program. This is because the Per Capita program defines "eligible" in such a way as to ensure that the funds go to entities that provide recreational services as part of their core function. However, significant parts of the state have unincorporated areas with no district eligible for the local portion of the funding. Under each of the last two bond acts, 1.5 million people lived in areas that did not receive funds for them on a local level.

Impact of minimum allocations for population based programs

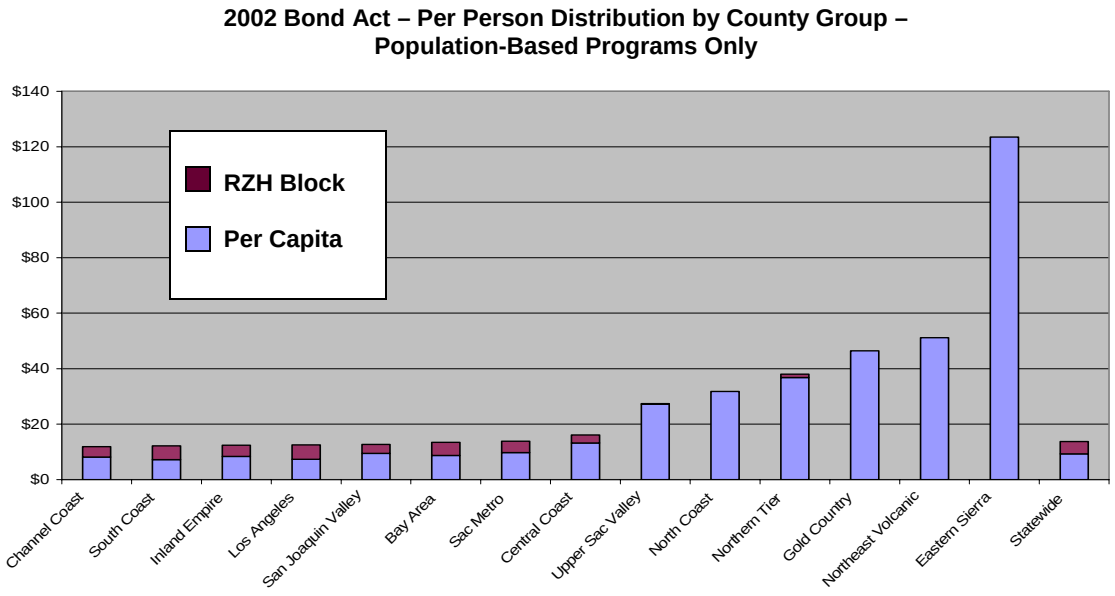
One of the major changes between the 2000 and 2002 Bond Acts was an increase in the minimum allocations under the Per Capita program. For cities and special districts the minimum allocation increased from $30,000 to $220,000; for counties and regional park districts the minimum allocations increased from $150,000 to $1.2 million.

This created a significant shift in how the population-based funds were distributed between the two bond acts. The following chart shows how the population based funds were distributed under the 2000 Bond Act. It shows both the distribution of the Per Capita funds, for which all counties, cities, and eligible districts are eligible, and the distribution of the Roberti-Z'berg Harris (RZH) block grant funds, which only go to entities in urbanized and heavily urbanized areas.



What's notable in this table -- is that under the 2000 Bond Act, the most heavily urbanized parts of the state, Los Angeles, South Coast (Orange and San Diego Counties), and the Bay Area -- all received more than the statewide average.

Here's the same chart for the 2002 Bond Act (note that the scale changes significantly):

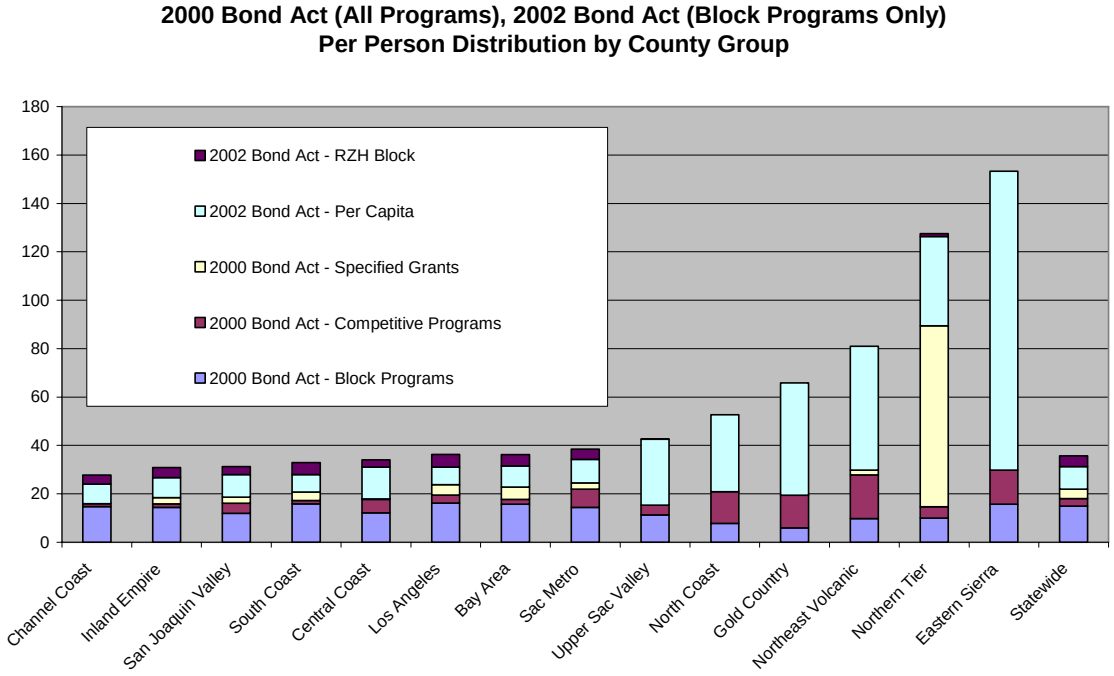


This chart illustrates that under the 2002 Bond Act, primarily rural county groups, starting with the North Coast and moving right, are receiving more from the population-based programs than they were under the 2000 Bond Act.

It must be emphasized that the previous chart above does not present the complete picture of the 2002 Bond Act. There are still major competitive programs funded by this bond that have not been awarded as of this report; the majority of funds in these programs can only go to entities within the county groups on the left side of the chart. However, even after the 2002 Bond Act competitive funds are distributed, these counties will still collectively receive less per person funding than the rural counties on the right hand side of the graph.

Combined impact of both 2000 and 2002 Bond Acts

The following chart shows the combined distribution by county group of the 2000 and 2002 Bond acts (excluding the 2002 Bond act competitive programs).



When the two bond acts are combined, the largely rural, northern county groups receive the largest amounts on a per person basis. Note that the six county groups faring best under these two programs (beginning with the Upper Sacramento Valley group), have between them less than 4 percent of the state's population. The groups that receive the least funding under these combined programs are the mid-sized county groups -- on the left hand side of the graph. Between them, -- three county groups Channel Coast, San Joaquin Valley and Inland Empire -- have almost 24 percent of the state's population and, with the exception of their largest cities, are largely ineligible for the $50 million Murray-Hayden and the $140 million Urban Parks Act competitive programs.

Assessment of the types of grant programs

Population-Based Programs

There are significant advantages to these programs. They provide guaranteed funds to the recipients, who can spend the money on a broad range of capital outlay projects for recreational purposes. The Per Capita program is notable because it has substantial minimum allocations in the 2002 Bond Act ($220,000 for cities and districts, $1.2 million for counties). These minimums provide cities, counties and districts with more funds than they would receive if funds were allocated on a strict population basis, and they allow them to tackle significant projects.

There are downsides to the population-based grant programs. Grant recipients have expressed that local distribution is largely determined by political influence.

For example, a county receiving the minimum $1.2 million allocation may split the money equally among its supervisors, regardless of where the greatest recreational need is. The practice of dividing funds equally among political districts has been criticized for providing additional funds to areas already having adequate recreational opportunities, while perpetuating the inadequate supply of funds to the very needy areas.

Another problem with this allocation system is the difficulty in balancing the desire to distribute funds equitably while also ensuring that recipients receive enough money to be useful. The smaller minimum allocations under the 2000 Bond Act distributed most of the funds in the population based programs to the state's largest urban areas, while providing the smallest entities insufficient funds to complete worthwhile projects. The larger allocations under the 2002 Bond Act give some of the smallest cities, counties and districts what seem to be disproportionately large sums when considered on a per person basis.

Competitive Grant Programs

Competitive programs are designed to target some of the state's greatest recreational deficiencies. An example is the Urban Park Act of 2001, which finances the acquisition and development of parks, recreation areas and facilities in neighborhoods currently least served by park and recreation providers. These neighborhoods are often the same areas that suffer most from high unemployment and destructive conduct by youth. Another example is the Murray-Hayden Urban Parks and Youth Service Program. This program provides for acquisition and development, development, and rehabilitation of parks, park facilities, environmental enhancement projects, youth centers, or environmental youth service centers that are within the immediate proximity of a neighborhood that has a critical lack of park or open space lands or deteriorated facilities, are in an area of significant poverty and unemployment, and have a shortage of services for youth.

Seventeen percent (17 percent) of the 2000 Resources Bond Act funds and 22 percent of the 2002 Bond Act funds were distributed via competitive or need-based programs. The disadvantage of these competitive or need-based programs is that the application process can be costly and time-consuming, without any guarantee of success. These programs are highly competitive. For example, under the 2000 Bond Act, for the RZH Urbanized Area Grant Program, the Department received 120 applications requesting a total of $22.5 million, and made 18 awards, totaling $3.8 million.

Another problem is that some of the neediest communities lack either the resources or the expertise necessary to apply. The 2000 Bond Act program with the most favorable ratio of applications to awards was the RZH NonUrban Need-Based Program, which received 195 applications requesting $53 million, and awarded $28 million to 110 projects. This may indicate that the nonurban communities targeted by this program lack the resources to apply for it. This

reinforces the comments received at the focus group meetings. While the communities appreciated the grant assistance workshops given by State Parks, they would like more.

Specified Grants

Specified grants are allocations made to a particular entity or project through specific language in a bond or through the legislative process.

Their advantage is that they allow the governor or legislature to directly address perceived needs without a grant application process. The disadvantage is they may divert funds to projects that are considered politically expedient, rather than to those with demonstrable need. Also, the funds are sometimes designated to projects that are not ready to be developed, or a recipient is named who is not familiar with the projects and is not ready to take on the responsibility.

Other factors affecting local agencies

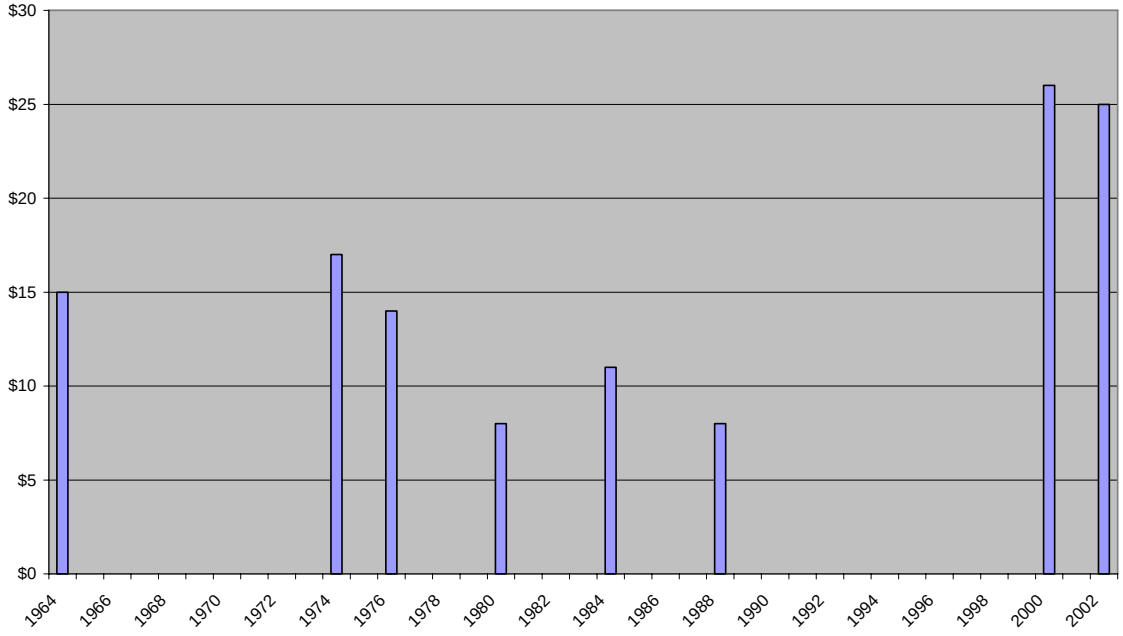
Rehabilitation and Repair Needs

One of our working hypotheses is that there is a statewide shortage of funding for parks and recreation opportunities at the local level. This is due in part to the shifting of funds between the state and local level. As a result of these funding shortages, local entities are forced to make difficult choices about expenditures, and maintenance of their recreational facilities has suffered as a result. Our grants database provides evidence to support this. Of the 2000 Bond Act projects to date, 40 percent involved some kind of renovation or rehabilitation. Funds that could have been used to acquire land or build facilities in underserved areas are instead being used to address rehabilitation or to make improvements in existing parks. They are not being used for new parks because that creates new operational obligations.

Sporadic availability of funds

Bond funds are available to local agencies on a very irregular basis. That makes it very difficult to do long-term planning when future funding sources are so unsure. The following chart shows the per-person funding, by county group, adjusted by inflation, and adjusted by the state's population at the time of the bond act. During these longer gaps between bond acts, large backlogs of need build up. The erratic funding also makes it difficult for applicant agencies to retain design staff.

2002 Dollars Per Person In Local Assistance
From 1964 - 2002 Resource Bond Acts



As this chart illustrates, local entities went ten years between the 1964 and 1974 bond acts, had five bond acts in the 14-year period between 1974 and 1988, and then went 12 years to the 2000 bond act.

Public Opinions and Attitudes Survey

Concurrent with conducting the LNA, California State Parks has completed a survey report on the Public Opinions and Attitudes on Outdoor Recreation in California – 2002. This report helps assess community needs for parks, recreation areas and programs statewide. This survey, conducted by California State Parks and California State University Chico, identifies current recreation activity participation rates, those recreation activities Californians want to do more of and provides answers to a host of general public opinion questions on park and recreation topics. The survey was conducted in two parts: a telephone survey of 2500 adults over the age of 17, and a mail back survey of 640 respondents. The two surveys are reliable at two and one-tenths percent plus or minus, and four and one-tenths percent plus or minus respectively, at the 95 percent confidence level. Among the more significant findings included in the 2002 survey relevant to the LNA are the following:

- More than eight out of 10 Californians (84 percent) believed outdoor recreation areas and facilities were “important” or “very important” to them and their families.

- Ninety (90 percent) of Californians visited a local park during the last year. And roughly 40 percent visited a local park at least once a week.

- More than 80 percent visited a nonlocal (regional, state, federal) park during the last year.

- Virtually all Californians (97 percent) moderately or strongly agreed that maintaining the natural environment in outdoor recreation areas was important to them. This finding cuts across all age, income and ethnic groups.

- More than two-thirds (68 percent) agreed that outdoor recreation areas and facilities are too crowded when they want to use them.

- Though people generally feel safe in parks (only 31 percent indicated that they do not feel safe), more than three-fourths felt that better enforcement of rules and regulations is needed.

- Californians overwhelmingly agreed that outdoor recreation areas and programs help to improve the health and welfare of people in their community (95 percent); increase property values (88 percent); create jobs and help the economy (82 percent); and support the idea that park and recreation areas, facilities and programs help reduce crime and juvenile delinquency in their communities (82 percent).

While motivations vary, the respondents most often cited “being able to relax”, “feeling safe and secure” and “being in the outdoors” as important elements in enjoying parks.

From a list of 54 activities, Californians were asked to identify outdoor recreation activities that they participated in and to indicate the number of days of participation over the previous 12 months. They also were asked to identify activities that they probably would have done more often or tried if good opportunities, facilities and programs had been available (latent demand) and which activities they felt government agencies should spend money on to improve outdoor recreation opportunities (public support). The table below shows the types of facilities that would be in most demand when all three of the above factors (participation, latent demand and public support) are considered.

Priority Ranking for Venues Based on Combined Activity Participation, Latent Demand and Public Support

Priority	Recreation Venues
1	Trails
2	Campgrounds Picnic areas
3	Natural areas and cultural areas with public access for recreational use: • Outdoor nature museums • Zoos • Arboretums • Outdoor cultural sites
4	Open turf Sports fields and courts Event areas: • Festivals • Fairs • Concerts
5	Aquatic-based facilities and access
6	Playground equipment Tot lots Outdoor theaters
7	Golf facilities

Californians were asked about the time they spent in outdoor recreation activities, as compared to five years ago. While more than two thirds (69 percent) indicated that they spent the same or more time, another third (30 percent) indicated they spent less time in outdoor recreation activities. Among the reasons cited for why they were spending less time were the following:

- More than a third (36 percent) cited reasons relating to security and enforcement concerns
- More than a quarter (27 percent) indicated a lack of facilities
- At lesser levels of concern were such things as crowding, activities not available, poor maintenance and the user fees.

While the lack of facilities can be cited as a factor in assessing need, park and recreation agencies should consider all factors including security and enforcement concerns. If park users perceive that a facility is not safe, expanding the facility may not resolve the safety concern.

Among other question sets included in the survey, Californians were asked about the types of areas they visited most and those that they most enjoyed visiting; their level of satisfaction with park and recreation areas compared to five years ago; the types of improvements they would most like to see in their parks; and where they would place priorities for spending. Their responses to these questions can be summarized as follows:

- Californians predominantly like to participate in simple activities near their residences with minimal equipment and no specialized facilities. Highly developed recreation areas in or near urban developments, usually 10 minutes or less from where people live, and developed nature-oriented places outside or on the fringe of urban areas are in demand and are most frequently visited by Californians. However, the most enjoyed places to visit are developed nature-oriented areas and natural and undeveloped settings that are typically located some distance from where people live.

- Californians expressed their interest in facilities that support trail hiking and trail-related activities, picnicking, wildlife viewing opportunities, visiting or attending outdoor cultural events, historic sites and outdoor museums and various kinds of camping. The participation rankings for youth generally tracked with those of adults, with few exceptions in typically more youth oriented activities such as skateboarding, in-line skating and pool swimming.

- Generally, Californians are fairly well satisfied with public outdoor recreation areas, facilities and services and felt that conditions were acceptable and improved from previous years. But with 1.5 million expressing low levels of satisfaction, there is room for improvement.

- Californians felt that more emphasis should be spent protecting and maintaining existing resources over building new ones, acquiring new lands or offering new services. Residents of the Los Angeles region felt that more emphasis should be given to a variety of facilities and services while other regions gave more emphasis to protecting natural and historic resources, maintaining educational programs and rehabilitating existing facilities.

The Public Opinions and Attitudes on Outdoor Recreation in California - 2002 offers a snapshot in time as to what Californians think and how they feel about the relative need for and value of parks, recreation areas, facilities and services.

It is clear from this survey that Californians place a high degree of importance on their favorite park and recreation areas and facilities. They see significant value in the contributions made by park and recreation areas to their own physical and mental well-being and to the economic and social well-being of their community;

and value their ability to play and relax in healthful, safe and secure recreational settings.

When looking at recreation activity patterns, it is of particular interest that the top-rated activities tend to be those that are relatively inexpensive (i.e., they don't require large expenditures for equipment), don't require high levels of expertise, can typically be done in parks close to home, and include many activities that are of interest to both California's youth and California's aging population.

Finally, it is also notable that Californians place significant importance on the availability and care of open space and natural resource lands. This level of concern for natural resources voiced by the general public would appear, on the surface, to be at odds with comments made by service providers on the greater need for highly developed facilities. The most likely explanation for this apparent discrepancy is that there is a great need for both highly developed lands and facilities for active Californians of all ages and for more passive places where Californians of all ages can relax and be refreshed by nature.

Other Surveys of Local Entities (Summaries)

Another method used to collect data for this report was a survey of local recreational service providers. The survey instrument was field tested, reviewed by the advisory committee, revised, and then distributed. Approximately 180 respondents were selected, with an attempt to get a representative distribution both geographically, and by type of entity (cities, counties, districts, nongovernmental organizations). At least three attempts were made to contact each potential respondent. Additional surveys were distributed at LNA focus group meetings and at meetings of recreation service providers. From among these distribution methods, 155 surveys were returned. These figures represent a 90 percent return rate for public entities, and a 60 percent return for nongovernmental organizations. The full survey instrument is available in Appendix VI.

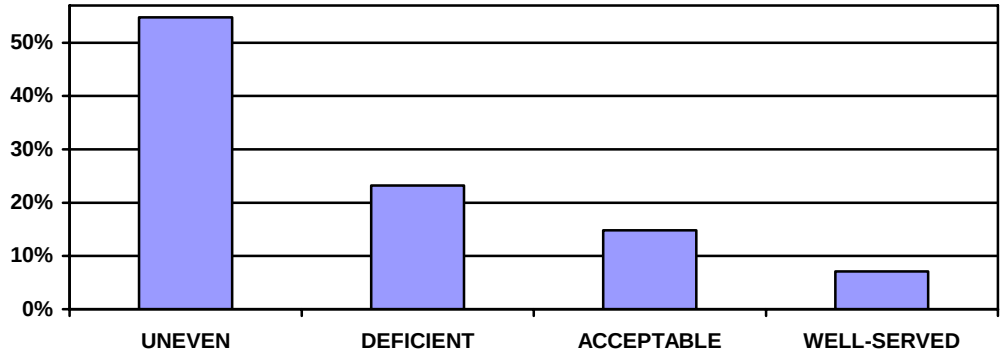
Statewide recreational deficiencies

1. Land

A strong majority of recreation service providers in California agree that there are deficiencies in meeting local recreation needs.

On the topic of satisfying the recreational needs of their communities, fewer than 25 percent of respondents characterized the services they provided as acceptable or better. 55 percent of respondents characterized the services they provide as having an uneven level of service (adequate in some areas, deficient in others), while a full 23 percent said that their entire service area was deficient (see chart 1, below).

Chart 1: FULFILLMENT OF RECREATION NEEDS IN SERVICE AREA



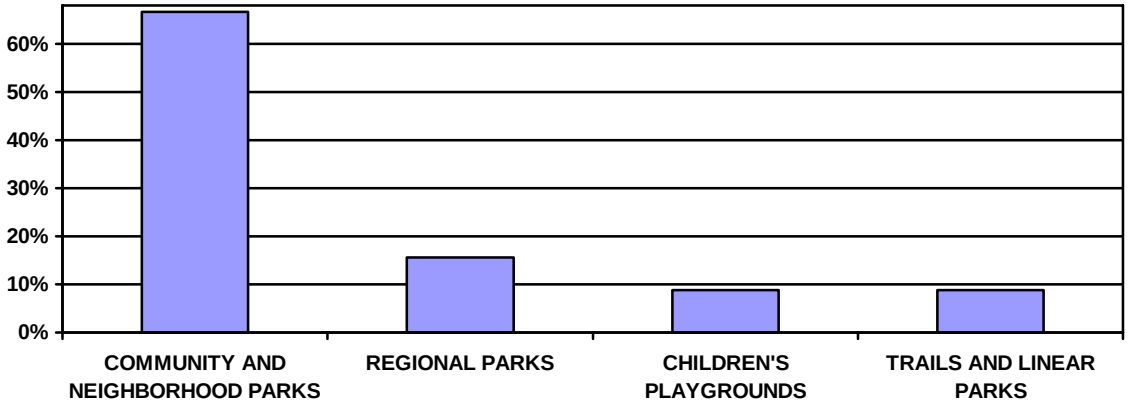
Only two-thirds of respondents based their assessments on some kind of performance standard, such as parks-per-acre standards of the Quimby Act of 1975 (CA Government Code §66477 *et seq.)* and/or the guidance of the National Recreation and Parks Association (http://www.nrpa.org/), recommendations of local master plans and other vehicles for community opinion, or their own professional judgment.

The greatest need is for community and neighborhood parks.

When asked about the kinds of recreation facilities most needed in their areas respondents felt, by far, that their areas primarily needed community and neighborhood parks (67 percent - see Chart 2 below). Fewer than one in six respondents said the greatest need in their areas was for regional parks. About nine percent of respondents identified the need for children's playgrounds, the same amount that said trails and linear parks were their areas' highest need.

It should be noted that these results differ significantly from those of the public attitudes survey. This may be because the focus of local service providers is generally on facilities that can be accommodated within a locality. They are often the result of pressure from organized groups, whereas the needs described in the public attitudes survey are those that are met by entities with a larger focus, such as conservancies, land trusts and California State Parks.

Chart 2: WHAT KINDS OF PARKS ARE MOST NEEDED?



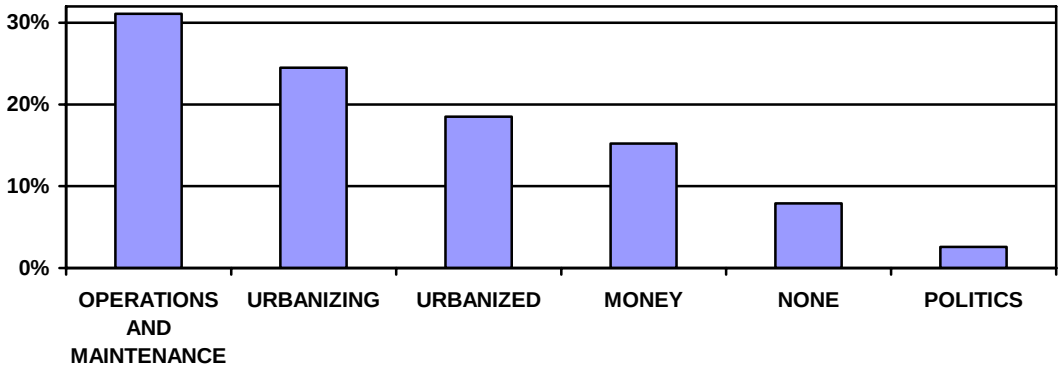
The responses of county-level providers differed from those of other respondents. Less than a majority of county-level providers (47 percent) said community and neighborhood parks were most needed. They also reported the need for children's playgrounds at a considerably higher rate (20 percent) than did the other respondents.

One common response was that although local entities lack land; they are reluctant to acquire it because they either lack the means to maintain it, or it has become too expensive.

Nearly a third of all responses revealed a reluctance to acquire new land due to the difficulty in obtaining resources to develop such land and to provide for ongoing operation and maintenance (see chart 3, below). About a quarter of respondents said their communities were undergoing transformations from essentially rural or agricultural land-use patterns to suburban or urban land uses, with investments in park infrastructure failing to keep up with the rate of development. A related response, given by almost two in ten respondents, reported that their communities, now fully built out, did not make provisions for parklands during the process of urbanization, with the result that land for parks is no longer available or can only be acquired at very high cost. Another 15 percent of respondents said they could not afford to acquire land in their area to create parks.

Statewide, fewer than three percent of respondents reported lack of political will to acquire new parklands. Finally, almost eight percent of respondents said there was sufficient parkland in their areas.

Chart 3: REASONS FOR DEFICIENCY OF PARK LAND IN SERVICE AREA



2. Facilities

Statewide, communities need more recreational and multi-use facilities. The facilities they have are inadequate for the changing demographics of their communities and often need significant rehabilitation. Their use is frequently limited by vandalism and crime.

Statewide, 90 percent of respondents agreed or moderately agreed on the need for more recreation facilities that can be adapted to different recreational needs.

- 81 percent agreed or moderately agree that the full range of recreational facilities is lacking in their communities.

- 80 percent agreed or moderately agreed that they needed to provide more or different recreational facilities in response to the evolving demographics of their areas.

- 54 percent agreed or moderately agreed that they have the right recreational facilities, but they are in need of significant rehabilitation, upgrading or code compliance.

- 40 percent agreed or moderately agreed that the recreational opportunities in their communities are compromised by vandalism and crime.

- 79 percent agreed or moderately agreed that that they needed facilities for the changing demographics of their communities. In their written answers, numerous respondents indicated a need for more senior facilities. In particular, rural communities indicated that they were becoming retirement communities and were unprepared for the influx of seniors. This is consistent with the comments of our focus group members from rural areas, who noted that seniors were selling their high-priced homes in the

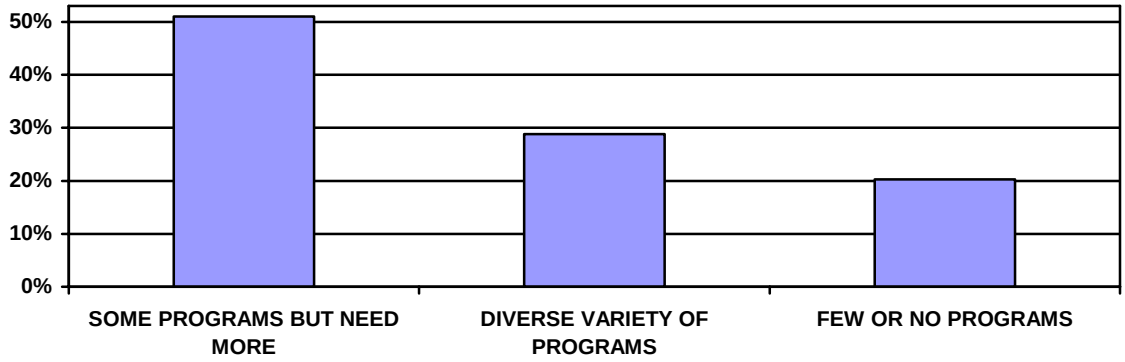
cities and moving to the country -- still expecting to find the same level of services they had in the city.

3. Programs

California residents have an inadequate supply of recreational programs.

Only 29 percent respondents said their residents were well served with a variety of recreation programs. (See chart 4, below).

Chart 4: RESPONSES ABOUT ADEQUACY OF RECREATION PROGRAMS IN SERVICE AREA



Respondents were also asked how they staffed their recreation programs. Statewide, half of respondents use a combination of both paid staff and volunteers to deliver their recreation programs. 36 percent of respondents rely primarily on paid staff, while 14 percent rely primarily on volunteers.

Seventy-seven percent of respondents relied on partnerships with other organizations for the delivery of recreation services. County-level providers cited the highest reliance on partnerships, with 86 percent giving an affirmative response. This response is consistent with our focus group meetings, where both public and private service providers frequently described the value of their partnerships with other entities in providing programs.

A deficiency of land, facilities or programs is the most important consideration when deciding how to allocate resources to meet park and recreation needs.

The survey presented the respondents with a list of seven considerations that might guide a local decision to allocate resources to meet park and recreation needs. Respondents were asked to rank-order their choices from a list.

The most important factors were these:

- the ability to demonstrate a deficiency of land, facilities or programs

- availability of local financing mechanisms

A secondary level of importance was placed on these factors:

- the requirements of grant programs used to fund necessary improvements
- the changing demographics of their communities
- local political realities

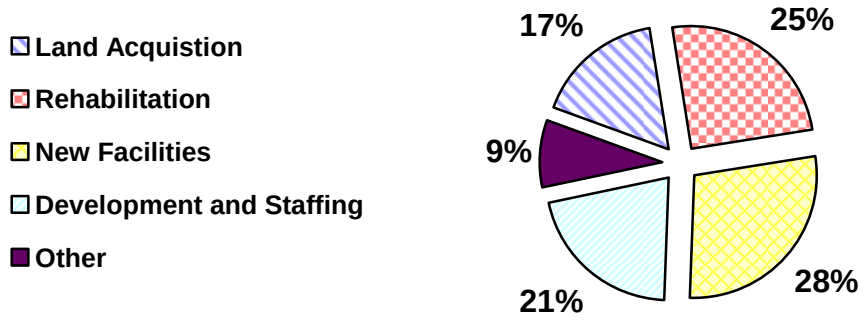
These two factors were of least importance:

- availability of volunteers or community groups that can take on or help with ongoing operations and maintenance associated with a new park or facility improvement
- responding to the needs of special interest groups

Respondents were also allowed to specify a factor not shown on the questionnaire. Thirty percent of the respondents did so, mostly assigning this "other" choice to the top or bottom of their priority list. The most common element cited was the availability of a funding source for the continued operation of any new facility.

Respondents were also asked to assign percentages of future grant funds for specific purposes (see Chart 5). The establishment of new facilities was the most popular choice, with respondents asking that 28 percent of new grant funds be spent for this purpose.

Chart 5: PROPORTIONATE SHARES OF NEW GRANT FUNDS



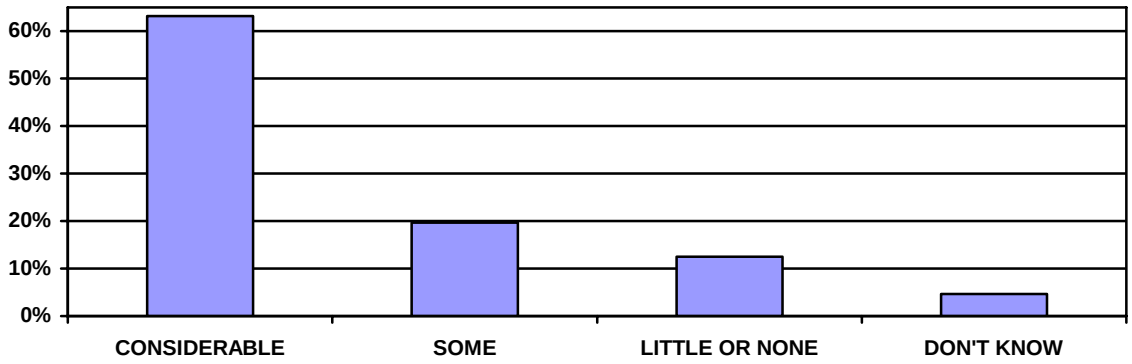
Rehabilitation of existing facilities was a close second, with respondents seeking 25 percent of grant funds to be used that way. Development and staffing of new recreation programs were envisioned for 21 percent of new grant funds, while land acquisition was recommended for 17 percent of new grant money. The respondents also opted for 9 percent of new grant funds to be spent for other purposes, such as master planning, site planning, recreation equipment, and maintenance.

Relationship between school and parks

One of the recurrent themes of the LNA was the relationship of school grounds and facilities to the fulfillment of local recreation needs. Local schools all over California provide valuable open space, playgrounds, ball fields, athletic courts and gyms or multi-purpose rooms that people perceive to be part of the recreation assets of their communities. In some parts of California, schools provide the only such venues for recreation facilities and/or programs. This issue was revealed by California State Parks' recent opinion survey of school superintendents.[2]

In the current assessment, recreation service providers were similarly asked about their cooperation with the schools. Providers stated that school grounds and facilities are important for the fulfillment of recreation needs (see chart 6, below.) A strong majority of respondents, 63 percent, said schools were considerably important for recreation, while nearly 20 percent more responded that schools had some importance. Just over 12 percent assigned a low level of importance. Almost 5 percent were unsure.

Chart 6: THE IMPORTANCE OF SCHOOLS FOR RECREATION IN SERVICE AREA



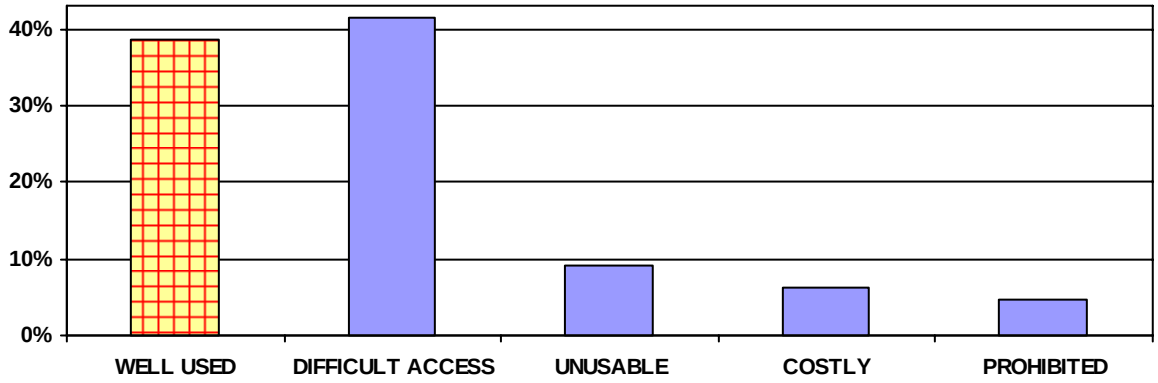
Among the provider groups, cities and recreation and park districts placed the highest importance on schools for recreation, with fewer than nine percent of respondents claiming "little or no importance." None responded "don't know." In contrast, 19 percent and 20 percent of nongovernmental organizations and county-level providers, respectively said schools were of "little or no importance" and 10 percent-13 percent, respectively, said "don't know." Responses varied regionally as well. For example, among surveys returned from the San Joaquin Valley, 78 percent of responses said schools were of "considerable importance." This is an interesting perspective from a part of the state where fully 20 percent

[2] (CA Dept. of Parks and Recreation, Education Leaders' Opinions of Parks and Recreation: A Survey of California School Superintendents, Sacramento, CA Dept. of Parks and Recreation, 2002, pp. 24-25.)

of the superintendents commented about lack of recreation service in their responses to the school survey.[3]

Although nearly 40 percent of respondents said schools in their area were well used for recreation, a clear majority of respondents cited some kind of barrier to use of school grounds and school facilities for this purpose. Of those who cited the barriers, almost five percent noted that school policies prohibit use (see chart 7, below.) Just 20 percent of the Northeast Volcanic region's respondents said that their schools were well used, while 80 percent of the respondents in the Channel Coast region gave that response.

Chart 7: BARRIERS EXIST TO USE OF MOST SCHOOLS FOR RECREATION



Among the provider groups, non-governmental organizations said school facilities were "unusable and deteriorating" and "usable but costly" more than twice as frequently as the statewide averages for those choices. Recreation and Park district respondents selected "usable but access is difficult or cumbersome" about 10 percent more often than the statewide average, but other special districts gave that response about half as often as the average.

In the focus group meetings, participants were asked to share their perceptions about partnerships between recreation providers and schools. Their responses resonated with those of the respondents to the two surveys. The focus group discussions highlighted certain specific areas of concern:

- Facility ownership: Schools have become increasingly concerned about liability, operations and maintenance expenses, and responsibility for repairs.

[3] (*Ibid*, p. 25.)

- Restrictions on use: As schools become more crowded, space once freely available may be needed for instructional use. As costs have risen, or reimbursements from the state have become threatened, user fees have been imposed or increased, perhaps to the point of blocking access.

- Reluctance to commit to long-term recreation use: Schools understandably want to preserve flexibility over their own use of the school grounds and facilities, but requirements of some recreation grant programs carry land tenure commitments that are seen as being in conflict with that need for flexibility. Schools often view open space near their facilities as a luxury to be jettisoned should the need for more classrooms arise. This viewpoint overlooks the vital health aspects that recreation provides, which is particularly important in the light of California's growing childhood obesity problem.

- Lack of an alternative recreation provider, leaving the schools in the default role for recreation: There are rapidly growing suburban and exurban communities where no entity exists to fulfill new residents' recreation needs. In those cases, the residents look to the schools to be their local providers, even though the school grounds and facilities were not designed for this responsibility. This can mean premature wear and tear on school facilities and possible friction for new residents who want to use the facilities when the school does not or cannot let them. In remote areas, some counties have not found it economically worthwhile to offer recreation services and/or there has been no special district established for this purpose. This has led to extra responsibilities for the schools, yet such functions are not figured into normal reimbursements from the state.

- Competition for grounds and facility use: In built-out areas or rapidly developing areas with few facilities, residents' desires for facility use can exceed the ability of facilities to support recreation activity. Extreme climates can increase the need. For example, senior "snowbirds" that relocate to inland desert communities can put seasonal pressure on a local facility used for recreation, such as a school's multi-purpose room needed for school use during the same time period that the seniors seek recreation.

After-school programs are of particular interest. There are a number of after-school funding programs. The state has a before-and-after-school program for youth to have positive, character-building experiences beyond the regular school day. In 2002 the voters authorized an accelerated funding level for this program, which emphasizes after-school time as a learning opportunity for children. This program emphasizes enhanced academic activity, and is administered largely via grants to County Offices of Education.

On occasion, those grants may involve subcontracts with recreation and park programs of local government entities (cities, counties, special districts). This has provided a partial stream of funding for the local agencies, which have traditionally sponsored youth-serving recreation programs. But the customer need exists on an ongoing basis, and it is often difficult for the local recreation agency to meet that need without a stable source of recurring funding. Competition can thus emerge over which entity controls the funds and therefore decides on the activity offerings.

Because of the state's current fiscal condition, this problem will not gain a spotlight until perhaps 2007. By that time, adequate funding is expected to be brought to bear on the expanded before-and-after-school program. It remains to be seen if the schools and local recreation agencies will be able to coordinate their efforts in time to delivery quality recreation services as well as quality public education to meet the needs of this program.

Proposition K – City of Los Angeles

Proposition K was a Los Angeles city-wide assessment passed by the voters in November 1996. It was designed to increase and enhance park and recreation opportunities within the City of Los Angeles. The assessment runs for a period of 30 years, providing approximately $25 million a year. The funds are divided between acquisitions and capital improvements (82 percent), maintenance of completed projects funded by the assessment (15 percent) and administration (3 percent). An adjustment for inflation (approximately 3 percent) is also included.

A portion of the funds were designated for specific projects, which were initially identified by each applicable city department and then prioritized within each city council district. A portion of the funds was available for competitive projects to be allocated equitably city-wide through a competitive process. Eligible entities for projects within city boundaries were nonprofit organizations, governmental entities and city departments. Operations and staffing were not eligible expenses, and all capital improvements had to be permanent and fixed to the site. School districts were eligible to apply directly (if the application was accompanied by a resolution from the school board).

A study by the University of Southern California entitled, "Parks and Park Funding in Los Angeles: An Equity Mapping Analysis," claimed that the majority of the Proposition K funding was designated for existing parks. The study criticized the distribution of funds stating that "districts with the highest rates of park accessibility receive as much or more bond funds than many areas with higher poverty, higher concentration of young people and below average park accessibility."

The California Park & Recreation Society (CPRS) conducted a statewide survey in December 2000 of 522 local park and recreation agencies to determine the local park and recreation agency's involvement in providing places for youth

sports and to determine the funding needed by local agencies to meet the demand. CPRS received a 31 percent return rate (163 agencies).

The agencies reported that a total of 4,912 sports fields were available for 101,223 teams. Their answers were divided between fields owned and/or maintained by public park and recreation agencies and nonprofit agencies. In both cases, “baseball/softball” was the predominant use followed by “soccer,” with twice as many fields available for baseball/softball than soccer. The two other choices, “football,” and “other” followed far behind. Soccer and baseball fields were also identified as the types most needed by local agencies, with soccer taking a slight lead.

When asked about maintenance of fields, the public agencies said they maintained approximately two-thirds of the fields they owned. The nonprofit organizations’ responses showed almost all the fields were both owned and maintained by the organization. This indicates a strong dependence by public agencies on other entities to maintain the fields.

In addition, local agencies identified “developing new fields” as the highest priority among three choices which included “upgrading existing fields” and “purchase land for new fields.”

Focus Group Meetings

One key element of this study was a series of focus group meetings held with local public and private providers of recreational services. These meetings provided an opportunity to assess the data collected from other sources for consistency with local level data. A series of six focus group meetings were held across the state. A list of these meetings and participants can be found in Appendix 2. These meeting focused on answering four questions:

- What are the deficiencies?
- Who is affected by these deficiencies?
- Why do these deficiencies exist?
- What can or should be done about it?

<u>Gaps or deficiencies</u>
On a recurring basis, the most commonly heard comment in all focus group meetings, regardless of location, was the need for basic park facilities such as;

- Neighborhood and community parks
- Open areas for community celebrations and festivals
- Sports fields (particularly complexes serving regional needs)
- Swimming pool complexes
- After-school programs
- Multi-purpose centers that can serve the needs of teens, seniors and others

Though this comment was registered frequently with respect to the need for new parks to serve growing and changing populations, it was registered more often with regard to the need to repair, replace, renovate and upgrade existing facilities. Many service providers lamented that their parks have become old and unserviceable, are in pressing need of being redesigned in response to changing demographics and uses, need to be made more accessible for persons with disabilities, or need equipment and facilities to be brought up to current safety requirements.

Conversely, there were comments heard throughout the state (though more often in urban areas) regarding the public's need for natural areas, open space, access to lakes, reservoirs and rivers, trails and trail connections, and places for children, adults and families alike to enjoy unstructured nature in relaxing, healthy, safe outdoor settings. Comments were heard at each of the meetings regarding the need for environmental education programs for California's youth to learn about nature, develop a greater appreciation for wild things, and to become better stewards.

In rural areas, there were expressions of need for indoor facilities so that programs can be offered year round. Heated facilities are in high demand in the northern part of the state during cold winter months, and air-conditioned facilities are needed in Southern California inland areas during the hot summers.

Who is most underserved?

Comments made at the focus group meetings suggest that seniors and youth appear to be equally underserved. While seniors may have greater financial ability to find personal outlets for their recreation interests, there appear to be fewer programs and facilities designed specifically to meet the needs of this fastest growing segment of California's population. Teens and youth, on the other hand, are often faced with few interesting, safe and positive outlets in after-school and out-of-session periods. Increasingly, youth and seniors are competing for the same public facilities at the same time. The need for facilities and programs to serve the needs of seniors and youth are common to both urban and rural areas. Children are of particular concern as California's schools become harder pressed to provide basic instruction with physical education classes being cancelled or reduced. The national concern regarding youth obesity, lack of fitness and childhood diabetes gives testimony to this dilemma.

Low income families living in the state's older urban cores and in rural areas face the dual hardship of having generally fewer structured park and recreation facilities and programs to serve them, and fewer financial resources to satisfy their interests through their own means. This is particularly evident with California's many seasonal workers, especially in agricultural areas, where unemployment during winter months further reduces their options.

In all focus group meetings, comments were made regarding the need to better serve the growing numbers of California's diverse people – cultural groups whose members are often of low income status. Hispanics, Southeast Asians, Eastern Europeans and others, including California's Native people, often reside in areas that have been

historically underserved or which contain facilities designed for other cultural groups. Typically, these cultural groups may not be as engaged in public processes and are therefore less able to articulate their needs through traditional political means.

Looking geographically, there was no clear consensus from the focus group meetings as to which areas are least served. While there are far more families, seniors and youth in California's urban areas who are underserved, there are far fewer recreation service providers, both public and nonprofit, in California's rural areas to provide such services. Lacking diversified economies, these areas appear to be relatively harder hit by the current economic downturn. And they labor under the mistaken impression that, with the "great outdoors" nearby, their park and recreation needs must be minimal. In several rural areas, it was noted that the few incorporated cities often provide the only developed facilities and programs for a much larger countywide population with no additional tax support.

Why are there deficiencies?
The underlying reasons about why there are deficiencies are varied. One prominent reason is that park and recreation lands, facilities and programs are not deemed to be sufficiently important among local public services for public financing to keep pace with the need for new facilities and facility upkeep. Funding for services has degraded in many jurisdictions to the point that available grant funds are not pursued for much needed new facilities because there is no assurance that the jurisdictions will be able to operate and maintain them. And there appears to be little public or political will at the local level to provide the necessary funding through taxes. Yet the need for public funding for basic operations and maintenance was heard loudly and repeatedly in all focus group meetings.

Perhaps the next most significant factor cited by way of explaining deficiencies is the explosive growth in population experienced throughout California. With 600,000 to 700,000 new Californians added annually, many of California's urban areas are growing tremendously in terms of absolute numbers, while many rural areas are experiencing rates of growth among the highest nationally. In urban areas, already dense conditions are growing intensely, and correspondingly there is even greater deficiency in parks and open space.

A comment heard in one focus group meeting was "With so many people in a house, the park serves not only as a backyard, but also as a living room."

Suburban and near-urban areas are seeing agricultural lands and natural resource lands converted to housing at rapid rates. Rural areas are coming under pressure from urban retirees as well as commuters willing to bear long travel times for what they perceive as a safer, less stressful and more bucolic lifestyle for their families. These ex-urbanites are causing rural land prices to rise and they often bring an expectation of higher service levels; but, they are unwilling to pay for these services through higher taxes.

In many rural areas, public services have been reduced or shut down in the face of poor economies leaving the provision of services to schools and nonprofit organizations. This comes at a time when schools are suffering their own impacts.

A common factor heard at focus groups in both urban and rural areas was that open land is now more scarce and costly. In built-out urban core areas, land is often assessed by the square foot. Even small parcels for pocket parks can cost millions of dollars to acquire. Natural resource lands in urban areas are understandably even scarcer. As rural areas continue to swell with new residents, service providers, who previously were able to purchase land for community parks at low prices or were fortunate to have land donated by local benefactors, are now having difficulty securing land for new parks. This resonates with comments made by respondents to the provider survey.

An often heard contributing factor to the deficiencies in park and recreation opportunities is that the master plan for many counties, cities and communities is either nonexistent or well out of date. Since the park and recreation element of city and county general plans is permissive; not mandatory, many jurisdictions are without an adequate blueprint to follow or to use in gaining public understanding and support.

In many smaller jurisdictions and among many nonprofit organizations, there appears to be a problem with limited professional capacity. That is, with few staff and the crush of day-to-day business, park and recreation service providers simply don't have the time or expertise to effectively pursue competitive grants or to research best management practices. With increasing turnover among park professionals due to retirements and reduced budgets, and with an increasing reliance on volunteers, this problem is likely to worsen.

Finally, two other factors were mentioned with some reluctance. First, it was noted that some jurisdictions are not taking full advantage of the local financing mechanisms at their disposal. Whether the result of limited knowledge, misinformation, inertia, or simply a lack of political will, financing mechanisms such as parcel assessments, the Quimby Act, Lighting and Landscaping Districts, Mello-Roos Districts, and similar forms of benefit assessments are often left unused.

Second, some local service providers noted that grant funds are not always directed at the most deficient areas but rather are divided along local political lines. This often results in a lack of adequate funding for the neediest projects in a jurisdiction.

<u>What can or should be done?</u>
Clearly, the greatest need is for basic facilities and basic operation and maintenance funding. In response to the former, state and federally funded grant programs must continue to play a significant role in addressing the needs of Californians for basic safe,

modern, and well-designed park and recreation facilities and programs. In response to the latter, suggestions were made for the state to consider providing some level of

operation and maintenance funding in the grant programs it administers, at least in the early stages of park completion. For example, a percentage of the grant funds received could be used for operation and maintenance, on a graduated scale, during the first two or three years following project completion.

The state should seek the ways and means to encourage local jurisdictions to adequately fund the planning, operation, maintenance and programming of their park and recreation offerings. At a minimum, local jurisdictions need to be educated on, and encouraged to, utilize the financing tools that may be at their disposal.

Comments were made with regard to the need for master planning to be eligible for funding at some level. And, suggestions were made that matching requirements be less onerous. Suggestions also were offered regarding the need for future local assistance programs to be more balanced with regard to the funding made available among the state's geographic areas and like-sized jurisdictions.

Attendees advised that future funding programs should emphasize funding innovative projects, pilot projects, or unique partnerships that could serve as models for others to emulate. Similar suggestions were made about the need to target regional serving facilities, joint partnerships with schools, joint partnerships with other human service providers and projects that focus on energy conservation in future funding programs.

Finally, through state-sponsored training, broad technical assistance and even personalized support on topics ranging from preparing competitive grant proposals to best management practices, the capacity of public and nonprofit service providers must be enhanced.

Improving California's Recreation Opportunities

Recommended Actions for Future Funding Programs

State bond programs have been and continue to be critical funding sources for park and recreation lands and facilities. Since 1964, state bond acts have funded at least 15,000 park related facilities and acquisitions. The direct result is significantly expanded and enhanced recreation opportunities for Californians. More than $3 billion in bond funding has stimulated economic growth both in development and as an attraction for national and international tourists.

The LNA analyzes and makes recommendations related to issues raised by both recreation providers and users throughout California. It is a resource that identifies in broad terms:

1) Key issues related to existing recreation funding programs
2) Local Agency and Public Comments
3) Recommendations for improvements

Key Issue 1: Balancing population-based, competitive and specified grant funding

Background

Per Capita population-based programs are the largest components of local assistance grants included in the bond acts. The Per Capita program appropriates funds to all areas of the state, while the Roberti-Z'berg-Harris Block Grant Program appropriates funds only to the state's urbanized areas.

Per Capita program statutory requirements in the 2000 and 2002 Bond Acts require a full-time park and recreation director for certain entities and a specified amount of dedicated funding for a service provider to be eligible to receive a portion of the "city" share of the Per Capita program.

Competitive projects compete against each other for funding based on criteria created by the legislature.

Specified projects have their bond funding appropriated directly through the legislative process for purposes specified in the legislation.

Comments from Local Agencies and the General Public

- Most local agency representatives felt that population-based programs required less work and allowed more flexibility on their part. However, some felt that local politics rather than actual needs, then determined which grant projects were funded by Per Capita bond funds. One focus group member said, "…the projects that get submitted aren't necessarily indicative of what the community actually needs; it's just a reflection of local political realities."

- Often funds are divided among political jurisdictions (such as supervisor or council districts) rather than by identified need. Thus needy areas can receive disproportionately smaller allocations than less needy areas. Such distributions often may also result in allotments that are too small to be effective.

- Substantial populations in unincorporated areas are not served by an "eligible" district and do not receive a share of the "city" Per Capita program funds so their recreation funding needs are unmet.

- Most respondents felt that Competitive programs targeted the largest number of needed projects and geographical areas, depending on the statutory restrictions. There is also more assurance of community involvement in the selection and development of projects.

- Most respondents felt that the Competitive grant process entailed more work with no guarantee of return. Some agencies felt they did not have sufficient staff time to respond adequately.

- Lack of local planning was an issue, with agencies admitting they do not necessarily have viable projects identified in advance to meet the competitive grant application deadlines.

- Many participants stated that providing targeted funding for specific deficient recreational resources is an effective method for rectifying these inequities.

- The majority of participants strongly stated that funding programs should strike a balance between emphasizing projects that focus on rehabilitation and projects that focus on new facilities and acquisition of lands. Many respondents felt that they had to pick rehabilitation projects because of a long-term shortage of funds for operation and maintenance. Acquisition funds also are needed to ensure that recreational and open space lands are available for current and future needs.

- There was also support, particularly in the rural areas, for providing categories based on geography (central valley, northern California, Los Angeles, etc.). However, there was concern that any such programs not be overly compartmentalized, limiting funds for large projects and thereby reducing flexibility for applicants.

- School districts, county service districts, water agencies and other non-recreation entities that are located primarily in rural areas and the only providers of park and recreation lands and/or facilities, do not qualify for grant funding.

- A bond program analysis recommends that the county receive allocations for the populations not represented by a city or district.

- Some expressed concern that Specified grants do not necessarily target the areas most in need. Several agencies that did not receive legislatively specified funds expressed concern that such favored treatment lessens the total funding available for Per Capita and Competitive programs. Since the recipient is not necessarily involved in the development of the proposal, there have been situations where projects are not ready to be undertaken and/or the grantees are unable to take on the responsibility of developing and managing the project. Grantees sometimes are unaware of the project requirements for awarded funding.

Recommendations

- The legislature should consider striking a more even balance between population-based and competitive programs in future funding programs. Specific programs should be balanced with the local service providers' need for flexibility.

- The legislature should consider eliminating or severely limiting funding to specified projects. If funds are designated for specified projects, the legislature should consider reducing the recipient's population-based funding by an equal amount.

- The legislature should consider Competitive programs based on facility type and/or geographical location.

- Strengthen technical assistance to applicants to improve their ability to respond to Competitive programs. This includes assistance in local planning, identifying projects, obtaining environmental documents, and responding to grant guidelines.

- Provide Competitive programs that have a broad scope and eligibility, thus allowing entities to have maximum flexibility to design proposals. In crafting future bond acts, the legislature and California State Parks should consider working with the park and recreation providers to establish a minimum threshold of funding for specific programs that is cost-effective for both the provider and for California State Parks to administer.

- Programs should continue to support a broad range of projects and allow funds to be used for new facilities or to rehabilitate existing facilities.

- Allow school districts, water districts and other entities such as county service districts to be eligible to apply when they are the only park and recreation service provider in the area and are providing recreation elements similar to cities and counties.

Key Issue 2: Operations and maintenance needs

Background

Grant funding for operations and maintenance is not included in existing grant programs. Yet, operation and maintenance needs are critical to ensuring ongoing public use and enjoyment of recreational areas. This issue forces many park and recreation agencies to postpone or cancel high-need projects and programs.

Operation and maintenance funding is necessary to continue recreational programming, but often “O&M” funding is reduced by local budget decisions. “O&M” funding includes sports equipment, program leader salaries, public safety, administration and maintenance -- such as tree trimming, sod replacement, painting buildings, repair of roofs and irrigation systems, and sealing parking lots.

When operation and maintenance functions are not adequately funded, small general fund expenses soon become large capital expenditures. For example, if maintenance funds are not available for a gymnasium roof, a major capital expenditure may eventually be required for repair or replacement. Approximately 40 percent of all 2000 Bond Act projects involved repair, renovation or rehabilitation.

Comments from Local Agencies and the General Public

- Some agencies suggested allowing bond funds to be used for operations and maintenance costs.

- A large number of respondents indicated that they had little incentive to build new facilities because they lacked funds to operate and maintain them. One focus group participant stated, “…sometimes we aren’t given permission to apply for grants, because our governing body is worried about the ongoing maintenance costs.”

- Some participants suggested that the major reason for perpetual local government budget shortfalls is the diversion of funds from local budgets to the state treasury.

- Many entities indicated they would support a bond containing operation and maintenance. This proposal could include a gradual phase-out period of one to three years and be restricted to new projects. Initial start-up costs, such as those associated with new landscaping, would be eligible for reimbursement. From ten to twenty percent of a project could be used for operation and maintenance.

- There was significant concern that if the state provided additional bond funds for operations and maintenance, it would simply supplant, rather than supplement. For example, the amount provided to a local entity for operation and maintenance would simply result in an equal size cut in the local service provider’s annual budget.

- In addition, some entities suggested that bond funds pay for large equipment purchases. However, it would be difficult to ensure that the equipment would be used for bond-funded projects. Currently, California State Parks only reimburses the amortized cost of equipment purchased for use on a project.

- There was concern about the long-term economic ramifications of bond funded operation and maintenance programs. Bond funds are used to construct public infrastructure improvements for a period of time commensurate to pay for the bonds. Operation and maintenance costs are not consistent with this intent. However, it could be consistent with other funding mechanisms. For example, the grant program funded by a city-wide assessment within the City of Los Angeles allows for funding of operation and maintenance projects. (See the discussion of Proposition K page 43.)

- Future grant programs funded by the state's General Fund, or by a dedicated tax, might consider short-term funding for operations and maintenance.

Recommendations

- Promote projects that reduce operation and maintenance costs such as retrofitting energy inefficient buildings, installing solar power systems, replacing grass with artificial turf and installing water saving systems. Frequently, local agency budgets cannot fund the substantial initial investment required to implement these projects.

- The legislature should identify or create other funding sources to allow for limited funding (one to three years) for ongoing maintenance of grant funding projects if the local provider demonstrates the capacity to continue the maintenance functions once the state funds are depleted.

Key Issue 3: Match requirement

Background

Most grant programs, whether from state or federal sources or from the private sector, require specified local matches. Recent legislation removed the match requirement from some state grant programs under the 2002 Bond Act, but match requirements remain for others.

Comments from Local Agencies and the General Public

- The match requirement was an important topic for many service providers. Most participants favored eliminating the match but some continued to support the match on some of the grant programs.

- The match requirement rewards local recreation providers who have the least need for grant funding because only the relatively affluent agencies

will have the resources available to provide a match. The requirements also discourage those who do not have a match available during the grant application period.

- Variable match requirements or percentages based on a proportion of the applicant's financial resources would be difficult to administer.

- Proponents of retaining the requirement suggest that the match is a solid financial commitment on the part of the local jurisdiction to leverage the grant funds to achieve the best results. The match also ensures that adequate funds are available to complete a project.

Recommendation

- Due to the diverse opinions expressed, the legislature should consider possible changes to the grant programs.

Key Issue 4: Regional facilities

Background

Many local recreation facilities, especially those found in larger parks, draw visitors from a large geographical area outside local government boundaries.

Comments from Local Agencies and the General Public

- Many rural recreation providers located near large cities do not receive funds for the non local users who visit their parks. Heavy non local use increases operation and maintenance costs and decreases facility availability to the immediate community. The users originate from areas that do not contribute to the acquisition, development or maintenance of these facilities through local funding mechanisms.

Recommendation

- Provide greater recognition to entities serving regional needs in criteria for future grant programs.

Key Issue 5: Planning

Background

The fixed time frame for preparing and submitting a competitive grant application gives an advantage to applicants who have completed the initial assessment,

public review and environmental documentation required during the planning process. Requiring a master plan before approving a project gives some protection against the failure of politically initiated projects.

Planning encompasses three main areas planning by the agency or organization, service area planning, and facility planning. Many agencies and organizations have requested assistance from the Department for their planning efforts. Current grant guidelines allow up to 25 percent of the bond funds to be used for the preparation of site plans and specifications.

State law and local planning requirements do not require the inclusion of a park and recreation element in a local general plan.

Comments from Local Agencies and the General Public

- Some agencies suggested that a park and recreation study be required in local general plans. Without a strong incentive, many agencies and organizations avoid this important planning element.

- Many participants requested that future bond acts or other funding mechanisms allow local agency planning as an eligible expense.

Recommendations

- A funding source should be established to support local recreation and park planning.

- The legislature should consider mandating the inclusion of a park and recreation element in local general plans.

Key Issue 6: Partnerships and collaborations

Background

California State Parks strongly encourages, but does not require, partnerships and collaborations in competitive grant projects in one or more of the criteria questions by assigning point values to the proposal narrative.

Comments from Local Agencies and the General Public

- Most participants acknowledged the value of partnerships and collaborations. Many local entities stated that the partnerships were formed out of need. Many are dependent on schools to provide facilities and on nonprofits to provide staffing or maintenance. One-third of the

public agencies who responded to the survey and attended the meetings are dependent on other entities to maintain their athletic fields.

- Some entities pointed out that they were very successful in developing and administering projects and programs on their own and did not want to be disqualified because they did not have a major partner.

- Some providers expressed a difficulty in securing support from other entities to develop a partnership.

- Many expressed concerns about increased liability costs.

- Participants discussed problems they encountered in maintaining a long-term partnership. Agreements that were signed by one governing body were voided by a newly elected or appointed governing body within a few years.

- Augmented staffing requirements for school facility use can be very costly. For example, the overtime salary of a janitor to keep a school building open for an after-school soccer game can dramatically increase the cost of the recreational program.

- In some locations the demand for facilities or grounds is so great that some agencies are reluctant to release time to other entities.

Recommendations

- Partnerships should not be required for competitive grant programs, but should be encouraged.

- California State Parks should provide technical assistance, including the sharing of “best management practices,” to agencies and nonprofits in developing partnerships and formal agreements.

Key Issue 7: Densely populated and blighted areas

Background

Surveys of local service providers show a tremendous lack of park and recreational opportunities in California’s densely populated neighborhoods.

Survey respondents and focus group participants consistently expressed the important need to make more neighborhood and community parks available in urban areas.

Comments from Local Agencies and the General Public

- Many counties have densely populated areas that have no open space for recreation. These areas often are immigrant communities with high recreation needs for the entire family.

Recommendation

- The legislature should consider continuing grant support for projects that target the state's heavily urbanized areas.

Key Issue 8: Childhood obesity

Background

Obesity is a major national concern and is closely linked to physical inactivity. More than 20 percent of Californians are obese, according to the Centers for Disease Control. The problem increases mortality rates and health care costs. In 2001 the Surgeon General assessed the cost of obesity in California at $14.2 billion in direct medical costs and lost productivity.

The numbers of overweight and obese children, adolescents and adults in the United States have doubled over the past two decades. In California, 33 percent of children are at risk or already overweight and in some school districts the percentage climbs to 40-50 percent. Overweight adolescents have a 70 percent chance of becoming overweight or obese adults. Obesity can significantly increase a person's risk for a number of serious conditions, including type 2 diabetes, heart disease, stroke, high blood pressure and some types of cancer.

Participation in recreational activities can help curb the obesity epidemic. The correlation between recreation activity and health was highlighted nationally in a report from the U.S. Department of Health and Human Services, "The Surgeon General's Call to Action to Prevent and Decrease Overweight and Obesity 2001." This report connects obesity to the need for communities to provide adequate parks and recreation areas and recognizes the benefits of increased physical activity.

Recommendation

- The legislature should consider funding recreation programs to combat childhood obesity.

Key Issue 9: Parkland and open space acquisition in high population growth areas

Background

Local community funding for purchasing open space for recreation is critical to community values and public health. Competition with developers for new lands often places acquisition constraints on public entities, especially near new development where land prices escalate beyond a local recreation provider's funding limits.

Comments from Local Agencies and the General Public

- More than 90 percent of respondents to the Public Opinions Survey and representatives from county agencies responding to the LNA survey indicated strong support for acquiring open space in areas experiencing rapid development where available land is quickly disappearing and increasing in value.

Recommendation

- The legislature should consider funding programs that target acquisitions in areas that are currently or soon to be designated for development, and provide incentives for local jurisdictions to make use of the local financing mechanisms available to them, such as Quimby ordinances and Mello-Roos districts.

Key Issue 10: Public safety

Background

The focus group and survey respondents agreed that safety is a major concern, especially in urban areas. Gang activity, drive-by shootings and the threat posed by large numbers of homeless people keep residents away from established parks in high crime areas. These parks often have a high incidence of vandalism, and operation and maintenance costs are very expensive. Respondents agreed that grants for lighting, fencing and gates have helped these situations.

Comments from Local Agencies and the General Public

- A major goal of many survey respondents is to get kids active, but they face the problem of local families who want to keep their kids indoors for safety. The respondents described inner city neighborhoods with no safe place to send their kids to play.

- Respondents also agreed that walking to and from park facilities can be unsafe in many urban neighborhoods. They indicated that the construction of new neighborhood facilities and more policing could improve access to local recreation opportunities.

Recommendation

- Include capital support for projects that improve the safety of a park and recreation facility and/or adjacent neighborhood.

Key Issue 11: Collaboration between school districts and park and recreation agencies

Background

Encouraging collaborations between schools and park districts in rural parts of the state is an important need, especially when school play fields and swimming pools are the only place for public recreation. In other parts of the state, parks adjacent to schools are the only providers of recreational lands. Use of these parks is essential to the school's physical education programs. Turf and hard court areas in parks offer additional space for organized team sports. Likewise, natural areas become outdoor classrooms for nature studies or group activities. In many new planned communities, parks and schools are being developed together so that schools can use the facilities during school hours and park and recreation agencies can use them during non school hours.

Parks help schools meet their mandate for physical education classes and provide a venue for before and after-school recreation programs. Physical education and recreation is critical to overcoming the obesity epidemic in California. Joint use of school and park facilities has become very popular. Gymnasiums, sports courts, ball fields, swimming pools and classrooms are used by park and recreation agencies and schools.

The state requires that agencies using bond act funds give assurances that the capital improvements be used only for recreational purposes. The requirement exists, in part, to acknowledge the role that open space and recreation play in improving the physical health and the quality of life in local communities. The state also acknowledges the vulnerability of park and open space lands to private development and the need to protect the investment made by the public in these lands.

Comments from Local Agencies and the General Public

- Although legal agreements between school districts and local recreational service providers granting joint use of grounds and facilities have been successfully crafted and approved, various problems continue. Both entities frequently overbook available facilities and diminish their joint interest in sharing them. Liability issues and disagreements about supervision, maintenance, janitorial staffing, repairs, and escalating costs can create tension between school districts and local recreation providers.

- Many state-funded before-school and after-school programs do not allow park and recreation districts to receive funds directly. This is not cost efficient because local recreational providers frequently can provide recreation services at a lower cost than school districts.

- Some school administrators view open space near a school as a bonus, rather than as a necessary element for community education and recreation.

- School officials who seek funds to purchase land near their school are often reluctant to guarantee that the land will only be used for recreational purposes because of their desire to control future use.

Recommendation

- The legislature should consider conducting oversight hearings to explore issues and develop methods for encouraging better collaboration between park and recreation district and schools. Subjects for these hearings could include:
    - Problems impeding joint use of land and facilities between school districts and local recreational service providers
    - Current restrictions on park and recreation agencies and school districts by state legislation or fund sources
    - Suggestions for building local capacity to promote collaboration (mediation, community meetings, etc)
    - Potential administrative changes to promote collaboration
    - Potential legal and statutory changes to promote collaboration

Key Issue 12: Local capacity

Background

Many local agencies and nonprofit organizations are asking the state for assistance in building the capacities of their recreation programs. This is particularly evident among smaller, often rural, service providers. With reduced

staff, many service providers simply are unable to stay abreast of the best management practices. Due to the retirement of many long-standing park and recreation professionals, recently hired professionals are seeking training.

The Department has provided this technical assistance training, albeit inconsistently, in a variety of ways:

- In the late 1970s and early 1980s, California State Parks provided technical assistance on a broad range of subjects to public and nonprofit service providers. This support included professional journal articles, guidebooks, workshops, training sessions, and direct support to service providers on a wide range of issues of topical interest. Budget cuts throughout much of the 1980s and 1990s forced the Department to abandon these services. Over the last three years, staff in the Department's Planning Division has re-established technical assistance for locals, but on a very limited basis.

- The Office of Grants and Local Services gives technical assistance and provides written material to local agencies in administering the Per Capita and Competitive grant programs.

- CPRS, a professional organization, is one of the best and most consistent sources of training and technical assistance. CPRS has provided assistance through their magazine and newsletter, focused workshops, their annual training conference, and through other media. The Vision, Insight, Planning program developed by CPRS is the only statewide program aimed at building advocacy and support for park and recreation services.

- Other professional organizations such as the National Recreation and Park Association, the League of California Cities, the California Association of Recreation & Park Districts, the California Special Districts Association, the California Association of Regional Park and Open Space Administrators also provide technical assistance.

- The federal Bureau of Outdoor Recreation (later to become the Heritage Conservation and Recreation Service) was created in 1965 to administer the Land and Water Conservation Fund (LWCF). The Bureau also had an active technical assistance program. The National Park Service absorbed the Heritage Conservation and Recreation Service in the 1980s, and the technical assistance program was abandoned because of budget cuts.

Comments from Local Agencies and the General Public

- Service providers—large and small, public and nonprofit—expressed the need for information and guidance in a range of areas that would improve their overall efficiency and effectiveness.

- Data on changing demographics, and trend information on current and changing patterns of recreation, is needed to guide future funding for acquisition and development.

- Guidance is needed to perform local needs assessments, preparing service area master plans, and in facility/site planning and design.

- Information is needed on energy saving techniques, improvements to reduce maintenance costs, best management practices, and other cost-saving strategies.

- Assistance with establishing parcel assessments, Quimby ordinances, Mello-Roos Districts, Lighting and Landscaping Districts, fees and charges and similar local financing mechanisms is needed.

- Training on managing volunteer programs and establishing local volunteer associations is needed.

- Locals need help with political advocacy techniques and in gaining legislative support.

- Training and hands-on assistance is needed to research potential grant opportunities, prepare competitive grant proposals, leverage grant funds and create effective grant management.

- There is a need to set standards for park and recreation lands, facilities and programs in California, and to measure the adequacy of local service delivery.

- A comprehensive inventory of park and recreation “assets” is needed. The inventory prepared in the mid-1970s has not been updated.

Recommendations

- In working with the administration and the legislature, California State Parks, through the Resources Agency, should seek the necessary staffing and fiscal resources to formally re-establish the technical services efforts to enhance the capacities of local service providers. With these resources, the Department, in close cooperation with CPRS and others, should develop the necessary print, electronic, and training media to respond to

the list of needs referenced above and to provide direct assistance where possible.

- California State Parks should take the lead in developing a set of current, officially endorsed, park and recreation service standards.

- The legislature should consider providing funding for a standardized inventory system where local agencies can upload data to a centrally managed statewide system.

- The National Park Service should be encouraged to re-establish their technical assistance program.

- The CPRS and similar professional organizations and societies should be commended for their efforts in providing training and technical assistance and encouraged to expand such efforts.

- The California State University and University of California systems should be encouraged to provide training and technical assistance to recreation service providers.

Key Issue 13: Accessibility laws

Background

Access by persons with disabilities is mandated by the Americans with Disability Act (ADA); Title I, Title II, Title III and Title 24 of the California Code of Regulations; Americans with Disabilities Act Accessibility Guidelines and the architectural requirements of Section 504 of the 1973 Rehabilitation Act. The ADA requires public areas to be accessible to persons with disabilities, and all affected agencies were required to be in compliance by 1992.

The Department allows bond funds to be used for capital outlay projects that address ADA compliance. ADA compliance for recreational needs can be a complicated issue, and some agencies have requested assistance.

Recommendation

- The legislature should continue to encourage ADA compliance for all capital outlay projects funded by the Competitive and Per Capita grant programs.

Key Issue 14: Transportation

Background

Focus group participants frequently identified public transportation to park and recreation facilities as a critical need. Urban areas usually have more public transportation choices available; urban transportation providers often serve large populations lacking personal motor vehicles. Residents in rural areas often have to travel longer distances and do not have the same access to public transportation.

Recommendation

- The legislature should consider supporting the use of transportation funds to improve access to recreation areas in park sites that are not well served by public transportation.

Key Issue 15: Natural resource programs

Background

California State Parks has a long and successful history of administering natural resource programs, such as the federally funded Land and Water Conservation Fund and the Habitat Conservation Fund. But the Department's expertise was not put to use administering the natural resource programs in the 2000 and 2002 Bond Acts or in Proposition 50. Even though the Department allocated considerable funds to natural resource projects, only the relatively small ($8 million) Riverine/Riparian program from the 2000 Bond Act was administered by the Department.

Recommendation

- The legislature should consider including large natural resource programs in future bond acts to be administered by California State Parks.

Key Issue 16: Delivery system for grant program services

Background

Grant programs administered by California State Parks have been the main source of funds to local park and recreation agencies for acquisition and development. Additional funding has been available to local agencies through programs administered by other state departments such as Water Resources, Wildlife Conservation Board, Department of Fish and Game, Department of

Transportation, California Arts Council, Housing and Community Development, California Integrated Waste Management Board, and through federal programs administered by the National Park Service, Federal Highway Administration and Fish and Wildlife Service.

Many local agencies have been successful in obtaining grant funds for targeted needs, ranging from habitat acquisition and urban forestry improvements to trails development and enhancements for art programs. While this broad scope of grant programs distributes a larger amount of funding in the aggregate, the individual and sometimes conflicting requirements of each different grant program often confuses the applicants. Little effort is being made to coordinate criteria and reduce administrative redundancies.

Recommendations

- The legislature should encourage, through legislation if necessary, discussion among state agencies that provide grants to local agencies. The multi-agency forum should be directed to creating an efficient and seamless grant application process for all programs. These discussions should include coordinating application deadlines, streamlining application processes and forms, reducing overlaps in responding to regulatory requirements, simplifying evaluation criteria, and providing technical assistance in completing grant applications, for grant administration and for project management.

- California State Parks, the state agency directly engaged with the broadest array of park and recreation service providers and with the most diverse grant funding programs, should be given the lead authority and responsibility for directing this forum.

Key Issue 17: Federal land managers

Background

Nearly half of California, more than 47 million acres, is federally owned or is held in federal trust. A significant portion of these federal lands were set aside by Congress or by Presidential Executive Order for the purpose of protecting wildlife habitat and wetlands, constructing reservoirs, or creating parks and public recreation areas. While these lands are typically found in the more remote portions of California and do not easily serve local park and recreation needs, there are many significant federal holdings that border heavily urbanized areas, particularly in Southern California. In addition to these lands, there are a number of reservoirs and other water bodies managed by the U. S. Army Corps of Engineers and Bureau of Reclamation that are heavily used by urban and rural residents. While most federal agencies express an interest in providing greater

service to urban residents, they have not significantly changed their land management practices or the types of facilities and programs they provide.

Recommendations

- The National Park Service, Bureau of Land Management, Bureau of Reclamation, U. S. Forest Service, Army Corps of Engineers and other federal agencies with significant land and water management responsibility should be encouraged to provide lands, facilities and programs of greater recreation benefit in urban interface areas.

- The National Park Service should be encouraged to re-establish its efforts in providing technical assistance to state and local agencies, consistent with the responsibilities it assumed when it absorbed the Heritage Conservation and Recreation Service.

Key Issue 18: Federal grant programs

Background

Numerous federal agencies administer grant programs, tax credit and land transfer programs for which state and local agencies are eligible to apply. Most notable among these programs are the Land and Water Conservation Fund (LWCF) and the Urban Park and Recreation Recovery (UPARR) programs, both administered by the National Park Service.

The LWCF program was authorized by Congress in 1964/65 to acquire new federal forests, parks, wildlife refuges and other federal recreation areas. The LWCF also provides matching grants to state and local governments for acquiring park and recreation lands, and developing and rehabilitating recreation facilities. Though the LWCF is authorized at $900 million by its original legislation, its funding level has never exceeded $600 million. In the mid-to-late 1990s, no funds were allocated for state or local programs and only recently have these programs been allocated modest funding. Even so, over the nearly 40 year existence of the LWCF, California has received almost $250 million, 60 percent of which has been available for grants to local park and recreation service providers. At its peak in the late 1970s, California received between $20 and $28 million annually.

The UPARR program, established by Congress in the mid-1970s, provides matching grants to economically depressed urban communities for rehabilitating critically needed recreation facilities. In fiscal year 2002, 11 California cities received more than $4.3 million for rehabilitating park and recreation facilities. Like the LWCF, the UPARR program experienced years where Congress did authorize funding.

Though both the LWCF and UPARR programs are small with respect to grants to local service providers when compared with the two most recently approved state bond measures (the Park Bond Act in 2000 and the Resources Bond Act in 2002), these continue to be important fund sources for California's local service providers. Four factors make this true:

- Though there have been periods when no federal allocations were made for state and local governments, both programs have demonstrated a degree of sustainability. The LWCF is now approaching its 40th anniversary. Contrast this with the twelve year-period between 1988 and 2000 when there were no state funded park bond acts and, given the state's current fiscal problems, no guarantees as to when the next bond acts might be passed.

- In order to maintain eligibility to receive the LWCF grants, states are required to periodically prepare a Statewide Comprehensive Outdoor Recreation Plan. A small portion of the LWCF allocation the state receives may be used to prepare these plans. In California this has resulted in the preparation of the California Outdoor Recreation Plan and a number of supporting plans and technical assistance programs. This represents the only effort to look at current and changing needs, demands, issues and opportunities in a statewide, comprehensive manner, and the only effort to provide statewide leadership and coordination in determining needed actions.

- These federal programs can be leveraged to act in concert with state funds to accomplish more significant projects.

- A particular requirement of receiving federal funds is that the park area to which the funds are applied has to be retained in perpetuity for public park and recreation purposes. This requirement, known as the 6(f)(3) requirement, has done much to ensure that parklands and facilities are not converted to other uses as a result of political decisions.

Recommendations

- Congress and the President should be encouraged to fully fund the LWCF and UPARR programs.

- As it approaches its 40th anniversary, it is timely that the LWCF be revisited to see where it can be streamlined, strengthened and made more relevant. Currently, the federal Office of Management and Budget is conducting a performance review of this and other federal programs. California should take an active role in this review. Improvements in the LWCF and UPARR programs could include:

- Increasing California's allocations. The LWCF allocations are largely based on a per capita formula related to overall national and individual state's populations. Through the 40 year life of the program, California's population has constituted roughly 10 percent to 12 percent of the nation's population, yet California's allocation has remained from two to three percentage points behind.

- With the federal requirements added to those of the state, many local agencies find it tedious to apply for LWCF grants, particularly when the amount available is small and there is no guarantee that their proposal will be selected to receive a grant.

Key Issue 19: Professional societies and organizations

Background

Professional societies and organizations play key roles in facilitating studies, disseminating information, training new professionals, developing statewide marketing strategies and focusing timely attention on topical issues. These entities include the California Park & Recreation Society, the League of California Cities, the County Supervisors Association of California, the California Special Districts Association, the California Association of Recreation and Park Districts, the California Association of Regional Park and Open Space Administrators, the California State Park Rangers Association, the Park Rangers Association of California, and the California Roundtable on Recreation, Parks and Tourism. Their resources help California State Parks leverage its ability to ensure that all Californians are well served with a full range of park and recreation opportunities.

Recommendations

- As the lead state agency in the park and recreation field, California State Parks should increase its efforts to engage with and coordinate the efforts of these groups.

- These societies and organizations should be encouraged to join the efforts of California State Parks in a coordinated program of technical assistance.

SUMMARY OF RECOMMENDATIONS

The following is a compilation of improvements and changes recommended as part of the 19 key issues identified through the LNA. Further information on each of these recommendations, including a summary of relevant comments, can be found in the ensuing report.

Key Issue 1: Balancing population-based, competitive, and specified grant funding
Per Capita and Competitive grants both have their advantages. Grant funding should be balanced between per capita and competitive with minimal funding allocated for specified grants. Per capita funding allows flexibility among recipients and funding for projects that would not rate highly in competitive programs (such as infrastructure). Competitive grants ensure that funds go to the highest needs. Recommendations also included broadening applicant eligibility and enhancing technical grant assistance.

Key Issue 2: Operations and maintenance needs
The lack of operation and maintenance funding in local budgets is a critical factors in inhibiting and preventing applicants from applying for or accepting grants for park acquisition and development. Some entities need initial and temporary operations and maintenance funding for their grant-funded capital projects. The recommendation is to provide grant funding for projects that will reduce maintenance and operations costs.

Key Issue 3: Match requirement
There are those who support and others who oppose eliminating the match required by most grants. The match requirement can encourage partnerships and leveraging of funds, but can inhibit those agencies with minimal initial funding. It is recommended that the legislature address the issue.

Key Issue 4: Regional facilities
Grant programs should better recognize the broad range of local recreation services utilized by regional and statewide residents with no regional tax or grant funding support to the local provider.

Key Issue 5: Planning
It is recommended that local general plans either strongly emphasize or possibly require a park and recreation element. Future grant programs should include planning as an eligible project expense.

Key Issue 6: Partnerships and collaborations
Partnerships should not be required for grant eligibility, but should be encouraged. California State Parks should continue to increase its technical assistance in developing local and regional partnerships.

Key Issue 7: Densely populated and blighted areas
The legislature should consider focusing on support programs that target heavily urbanized areas.

Key Issue 8: Childhood obesity
The legislature should consider funding programs aimed at reducing childhood obesity.

Key Issue 9: Parkland and open space acquisition in high growth areas
The legislature should fund acquisition of open space recreation lands in rapid growth areas targeted for development. These areas are not currently addressed in competitive programs. The census data required for most population-based programs is not current with statistics in the areas of exponential growth.

Key Issue 10: Public safety
Additional funding should be provided for capital projects that increase public safety of park and recreation facilities.

Key Issue 11: Collaboration between school districts and park and recreation agencies
Many park and recreation jurisdictions rely on joint use of school property for recreation needs. However, there are often barriers to directing grant funding to promote this use. It is recommended that further efforts be made to overcome these barriers, including a possible legislative hearing to explore issues that hinder joint use of public facilities in school districts and park and recreation agencies.

Key Issue 12: Local capacity
Technical assistance is important in identifying potential projects, responding to grant opportunities and administering grants. A number of agencies and organizations should continue to provide technical assistance in conjunction with the granting agency.

Key Issue 13: Accessibility laws
The legislature should continue to support and target funding that addresses compliance with the American with Disabilities Act.

Key Issue 14: Transportation
Many parks are inaccessible to low income communities where residents do not own their own transportation. Grant programs should support the use of transportation funding to improve access to park and recreation areas.

Key Issue 15: Natural resource programs
Provide funding for categorical grant programs that address natural resource based projects.

<u>Key Issue 16</u>: Delivery system for grant programs
California State Parks should initiate and lead a forum for better coordination of multi-departmental and multi-agency grant programs. The goal is to increase efficiency and ease in grant identification and application and promote leveraging of funds.

<u>Key Issue 17</u>: Federal land managers
Federal land agencies should enhance urban recreation opportunities. The National Park Service should re-establish its technical assistance program to state and local agencies.

<u>Key Issue 18</u>: Federal grant programs
It is recommended that the President and Congress fully fund, strengthen and simplify the LWCF and the UPARR programs.

<u>Key Issue 19</u>: Professional societies and organizations
California State Parks should increase coordination of professional park and recreation societies and organizations in providing technical services to local providers.

APPENDIX

(I) Advisory Committee Members

- **Participants:**

Jane Adams, California Park & Recreation Society
Renee Bahl, County of San Diego Parks and Recreation
Richard Begley, Mariposa County Park and Recreation
Tyrone Buckley, Planning and Conservation League
Mary Burns, San Mateo County Parks
Colon Bywater, North Bakersfield Park and Recreation District
Bob Fleming, City of Sacramento
Bill Lukehart, Los Angeles City Parks and Recreation
Kathy Mannion, Assembly Water, Parks & Wildlife
Shane McAffee, Stockton Parks and Recreation
Yolanda Sandoval, Senator Murray
Werner Schink, CSU Stanislaus, Center for Public Studies
Daniel Rodriguez, Jurupa Area, Recreation and Park District
Mike Rodriguez, Shasta Recreation and Parks
Valerie Turella, Assembly Member Dario Frommer

- **Department Leadership and Project Support:**

Ruth Coleman, Director
Sedrick Mitchell, Deputy Director, External Affairs
Nina Gordon, Chief, Planning Division
Keith Demetrak, Retired Chief, Planning Division
Charlie Willard, Retired Chief, Office of Grants and Local Services
Pati Brown, Community Involvement Officer
Lee Butterfield, Office of Grants and Local Services
Megan Florida, Legislative Unit
John Hart, Office of Grants and Local Services
Eric Natti, Planning Division
Michael Seaman, Planning Division
Laura Westrup, Planning Division
Susan Williams, Planning Division

(II) Focus Group Members

Redding – October 20, 2003

Dennis Beardsley, City of Chico
Rob Gibbs, City of Red Bluff
Terry Hanson, City of Redding
Patty Hickel, City of Colusa
Karen McGrath, City of Redding
Mike Rodriguez, Mount Shasta
Janet Zalewski, YMCA of Yreka

San Jose – October 23, 2003

Greta Anderson, King City Recreation Department
Albert Balagso, San Jose Parks and Recreation
Julie Christensen, San Francisco Playgrounds
Tamara Clark-Shear, Santa Clara County Parks
Paul Romero, Santa Clara Valley Water District
Jeanne Zastera, City of Oakland, Public Works

Stockton – October 28, 2003

Dave Beadles, San Joaquin County Parks
Jim Frost, Superintendent, Calaveras County School District
Nancy Gelbard, Department of Health Services Obesity Program
Cathy Gomez, Stanislaus County Grant Writer
Alexander Hall, City of Merced, Director of Parks & Community Services
Shane McAfee, City of Stockton
Scott McRitchie- Friends of Jacob Meyer Park, Riverbank
Jim Niskanen, City of Modesto
Kye Stevens, City of Ripon

Visalia -- October 29, 2003

Colon Bywater, North Bakersfield Parks and Recreation District
Brady Cherry, Assistant Manager and Department Head Parks and Recreation, City of Atascadero
Alan Christensen, Assistant Manager and Department Head Parks and Recreation, City of Bakersfield,
Francis Ero, County of Kern
Javier Guzman, Proteus Incorporated, NGO
Neil Pilegard, Parks and Recreation, Tulare County
Don Stone, Community Services, City of Visalia
John Tyler, City of Lemoore
Keith Woodcock, County Planning Manager, Tulare County

Santa Ana, November 5, 2003

Jim Box, City of Stanton
Allen Carlisle, Padre Dam Municipal Water District
Sam Goepp, Valley-wide Recreation
Randy McDaniels, City of Fullerton,
Gerardo Mouet, Parks and Recreation Agency,City of Santa Ana
George Price, City of Moreno Valley
Cal Rietzel, City of Garden Grove
Cindy Szloboda, Camp Fire USA, (Winterhaven)
Kevin Thomas, PFRD Harbors, Parks and Beaches. County of Orange
Jean Watt, Friends of Harbors, Beaches and Parks

Los Angeles –November 6, 2003

Ta-Lecia Ann Arbor, Baldwin Hills Conservancy
Nancy Beard, West Hollywood
Shelly Chagnon, City of Culver City
Tim Gallagher, Los Angeles County Parks
Leslie Huntsaker, City of Long Beach
Greg Johnson, City of South. El Monte
Marty Nicholson, City of Culver City
Carl Reed, Boys and Girls Club, Echo Park
Roger Staples, City of Covina
Ann Volmer, City of Los Angeles A, Camps
Connie Watson, People Who Care Youth Center

(III) Recent Bond Acts administered by the Office of Grants and Local Services

2000 Bond Act (Proposition 12) programs

Murray-Hayden Urban Youth Services Grant Program
The $100 million allocated to this program was divided into two portions. $50 million was directly appropriated by the legislature to specified projects, while the remaining $50 million was awarded through the competitive process dictated by the statute which enacted the Murray-Hayden Urban Youth Services Grant Program. This program funded capital projects, including parks, environmental enhancement projects, and youth centers that are within the immediate proximity of a neighborhood that has a critical lack of parks and/or open space and/or deteriorated park facilities in an area of significant poverty and unemployment. Eligible applicants for the competitive program are heavily urbanized counties (counties of 750,000 or more), heavily urbanized cites (cities of 200,000 or more), or cities within a heavily urbanized county, nonprofit organizations, eligible districts, and federally recognized California Indian tribes within heavily urbanized counties or heavily urbanized cities are also eligible. The Department received 181 grant requests. All funds have been allocated to 44 projects.

Dr. Paul Chaffee Zoological Program
This program consists of two different subprograms: (1) Zoos and Aquarium Facilities Grant, and (2) Wildlife Care Facilities Grant.

(1) Zoos and Aquarium Facilities Grant (ZAF)
Under the ZAF Program funds were available to cities, counties, and nonprofit organizations for the development, rehabilitation, or restoration of facilities accredited by the American Zoo and Aquarium Association as of April 1, 2002. All funds have been equally divided among the 20 eligible entities that are operated by cities, counties, and nonprofit organizations.

(2) Wildlife Care Facilities Grant (WCF)
Under the competitive WCF program, funds were available to zoos and wildlife care centers operated by cities, counties, and nonprofit organizations, as well as federally recognized California Indian tribes that care for injured or abandoned animals that cannot be returned to the wild. The Department received 15 grant application requests and funded six projects.

Nonmotorized Trails Grant Program
This $10 million grant program was available for the development, improvement, rehabilitation, restoration and enhancement of non motorized trails and associated interpretive facilities. All funds have been allocated to six specified projects and 11 competitive projects.

Per Capita Grant Program
This $388 million program was for the acquisition and development of neighborhood, community and regional parks and recreation lands and facilities in urban and rural areas. Eligible projects include acquisition, development, improvement, rehabilitation, restoration, enhancement and the development of interpretive facilities for local parks and recreational lands and facilities. Per Capita grant funds could only be used for capital outlay. Sixty percent was allocated to cities, eligible districts other than a regional park district or regional park and open-space districts, and regional open-space districts based on population. Forty percent was allocated to counties, regional park districts and open space districts.

Regional Youth Soccer-Baseball Facilities Grant Program
This grant program was for regional youth soccer facilities and/or baseball facilities operated by nonprofit organizations. All 30 awards were specified by the Legislature.

Riparian and Riverine Habitat Grant Program
This program provided funds on a competitive basis to increase public recreational access, protection and restoration of California's rivers and streams. Eligible applicants included cities, counties, districts, and local and federally recognized California Indian tribes. Eligible projects include the acquisition, development or improvement of recreation areas, open space, parks and trails in close proximity to rivers and streams. All projects included a riparian or riverine habitat enhancement element and also provided for public access. The Department received 121 grant applications. All funds have been allocated to 35 projects.

Roberti-Z'berg-Harris (RZH) Grants
This program consisted of three different subprograms: (1) RZH Block Grant; (2) the RZH Urbanized Area Need-Basis Grant; and (3) RZH Non urbanized Area Need-Basis Grant. Eligible projects for the three subprograms are acquisition of park and recreation lands and facilities, and development/rehabilitation of park and recreation lands and facilities. A portion of the project can be designated for special major maintenance and innovative recreation programs. A 30 percent match was required in all three programs. A waiver of the match requirement was granted if the recipient met certain requirements.

(1) RZH Block Grant
This grant program had funds allocated to cities, counties and eligible districts in urbanized areas on a population-based formula.

(2) RZH Urbanized Area Need-Basis Grant
This was a $4 million statewide competitive program. Eligible applicants were cities, recreation and park districts, and federally recognized California Indian tribes in urbanized areas. These funds supplemented Block Grant funds allocated to eligible cities, and recreation and park

districts based on population and location within urbanized areas. Jurisdictions that received Block Grants at the rate for heavily urbanized areas were not eligible. The Department received 120 grant applications. All funds have been allocated to 18 projects.

(3) RZH Nonurbanized Area Need-Basis Grant
This was a $30 million statewide competitive program. Eligible applicants are cities, counties, districts, and federally recognized California Indian Tribes in non urbanized areas. Jurisdictions that received RZH Block grants are located in urbanized areas and, are not eligible for this program. All funds have been allocated to 109 projects.

Urban Recreational and Cultural Centers (URCC), Museums and Facilities for Wildlife or Environmental Education Grant Program
This competitive grant program funded the development of urban recreational and cultural centers, museums, and facilities for wildlife education or environmental education. An applicant's project must have been nominated by a member of the Legislature by June 30, 2001. Eligible applicants include cities, counties, nonprofit organizations and federally recognized California Indian tribes. The Department received 469 grant applications. All funds have been allocated to 22 projects.

PROGRAMS	**FUNDING**
Per Capita	$388,000,000
RZH Block Grants	$166,000,000
RZH Urbanized Area Need-Basis	$4,000,000
RZH Nonurbanized Area Need-Basis	$30,000,000
Murray-Hayden (competitive)	$50,000,000
Murray-Hayden (specified)	$50,000,000
Specified Grants	$75,750,000
Zoos and Aquariums	$5,718,750
Zoos and Aquariums (specified)	$2,000,000
Wildlife Care Facilities	$406,250
Locally Operated State Parks	$20,000,000
California Heritage	$10,000,000
Marine Sanctuaries	$500,000

Nonmotorized Trails	$10,000,000
Riparian/Riverine	$10,000,000
Soccer/Baseball	$15,000,000
Urban Centers	$8,125,000
TOTAL	$845,500,000

2002 Bond Act (Proposition 40) programs

Murray-Hayden Urban Youth Services Grant Program
This is the same program as funded by the 2000 Bond Act (see above). However, unlike the 2000 version, none of the funds were specified. As of this report, grant applications have been received and are being reviewed.

Per Capita Grant Program
The intent of this program is the same as the 2000 Bond Act program (see above).

Roberti-Z'berg-Harris (RZH) Grants
(See 2000 Bond Act above)

(1) RZH Block Grant (match requirement removed)
(2) RZH Urbanized Area Need-Basis Grant
(3) RZH Nonurbanized Area Need-Basis Grant

Urban Park Act of 2001
This program finances the acquisition and development of new parks, recreation areas and multi-purpose facilities in neighborhoods currently least served by park and recreation providers and encourages community participation and responsibility. Eligible applicants include heavily urbanized counties (population of 500,000 or more and a density of at least 1,100 persons per square mile), cities, districts, as defined, joint powers authorities located in a heavily urbanized county, cities with a population of 100,000 or more that are not in a heavily urbanized county, and nonprofit organizations in all of the above. As of this report, grant applications have been received and are being reviewed.

Youth Soccer and Recreation Development Program
This competitive statewide program provides financial assistance for the acquisition or development of land and/or facilities to improve the property's public usage, and access for new youth soccer, baseball, softball and basketball opportunities. Eligible applicants include cities, counties, city and county, park and recreation districts, open-space districts, school districts, and nonprofit

501(c)(3) community-based organizations. Funds for this program have not yet been appropriated.

State Urban Parks and Healthy Communities Program

This competitive statewide program provides for the acquisition and/or development of properties for ”active recreational purposes.” This refers to activities that require athletic fields, courts, gymnasiums or other recreational venues for youth soccer, baseball, football, basketball, tennis, or swimming, any activity the department identifies as meeting this definition. Eligible applicants include urbanized or heavily urbanized cities, counties, or a city and county, or special districts and 501(c)(3) community-based organizations within these jurisdictions. Funding is to be split between California Youth Soccer and Recreation Development Program and to be roughly divided with 60 percent to the southern portion of the state (south of the Tehachapi Mountains) and 40 percent to the northern portion. Funds for this program have not yet been appropriated.

PROGRAM	**FUNDING**
Per Capita	$350,000,000
RZH Block Grants	$166,000,000
RZH Urbanized Area Need-Basis	$4,000,000
RZH Nonurbanized Area Need-Basis	$30,000,000
Murray-Hayden	$50,000,000
Specified Grants	$80,000,000
SB 359, Murray (1) CA Youth Soccer and Recreation Development and (2) State Urban Parks and Healthy Communities	$50,000,000
AB 1481, Frommer Urban Park Act of 2001	$140,000,000
TOTAL	$870,000,000

Land and Water Conservation Fund (LWCF)

Though authorized at $900 million by its original legislation, Congress has never appropriated more than $600 million to the LWCF. Even so, at its height in the mid-1970s, the LWCF provided roughly $27 million to California, 60percent of which was available for grants to local agencies. In the mid-to-late 1990s, the fund was zero appropriated by Congress, and only more recently has it been allocated modest funds. The UPARR program has fallen on even harder times and has received little or no appropriations in the past several years.

(IV) Need Indicator Tables

Counties in County Groups

County Group	County	County Group	County
Alameda	Bay Area	Orange	South Coast
Alpine	Eastern Sierra	Placer	Sacramento Metro
Amador	Gold Country	Plumas	Northeast Volcanic
Butte	Upper Sac Valley	Riverside	Inland Empire
Calaveras	Gold Country	Sacramento	Sacramento Metro
Colusa	Upper Sacramento Valley	San Benito	Central Coast
Contra Costa	Bay Area	San Bernardino	Inland Empire
Del Norte	North Coast	San Diego	South Coast
El Dorado	Sacramento Metro	San Francisco	Bay Area
Fresno	San Joaquin Valley	San Joaquin	San Joaquin Valley
Glenn	Upper Sac Valley	San Luis Obispo	Central Coast
Humboldt	North Coast	San Mateo	Bay Area
Imperial	Inland Empire	Santa Barbara	Channel Coast
Inyo	Eastern Sierra	Santa Clara	Bay Area
Kern	San Joaquin Valley	Santa Cruz	Central Coast
Kings	San Joaquin Valley	Shasta	Northern Tier
Lake	North Coast	Sierra	Northeast Volcanic
Lassen	Northeast Volcanic	Siskiyou	Northern Tier
Los Angeles	Los Angeles	Solano	Bay Area
Madera	San Joaquin Valley	Sonoma	Bay Area
Marin	Bay Area	Stanislaus	San Joaquin Valley
Mariposa	Gold Country	Sutter	Upper Sacramento Valley
Mendocino	North Coast	Tehama	Upper Sacramento Valley
Merced	San Joaquin Valley	Trinity	Northern Tier
Modoc	Northern Tier	Tulare	San Joaquin Valley
Mono	Eastern Sierra	Tuolumne	Gold Country
Monterey	Central Coast	Ventura	Channel Coast
Napa	Bay Area	Yolo	Sacramento Metro
Nevada	Northeast Volcanic	Yuba	Upper Sacramento Valley

County Groups to Counties (North to South)

County Group	County	County Group	County
North Coast	Del Norte	Bay Area	Solano
North Coast	Humboldt	Bay Area	Sonoma
North Coast	Lake	Gold Country	Amador
North Coast	Mendocino	Gold Country	Calaveras
Northern Tier	Modoc	Gold Country	Mariposa
Northern Tier	Shasta	Gold Country	Tuolumne
Northern Tier	Siskiyou	Eastern Sierra	Alpine
Northern Tier	Trinity	Eastern Sierra	Inyo
Northeast Volcanic	Lassen	Eastern Sierra	Mono
Northeast Volcanic	Nevada	San Joaquin Valley	Fresno
Northeast Volcanic	Plumas	San Joaquin Valley	Kern
Northeast Volcanic	Sierra	San Joaquin Valley	Kings
Upper Sacramento Valley	Butte	San Joaquin Valley	Madera
Upper Sacramento Valley	Colusa	San Joaquin Valley	Merced
Upper Sacramento Valley	Glenn	San Joaquin Valley	San Joaquin
Upper Sacramento Valley	Sutter	San Joaquin Valley	Stanislaus
Upper Sacramento Valley	Tehama	San Joaquin Valley	Tulare
Upper Sacramento Valley	Yuba	Central Coast	Monterey
Sacramento Metro	El Dorado	Central Coast	San Benito
Sacramento Metro	Placer	Central Coast	San Luis Obispo
Sacramento Metro	Sacramento	Central Coast	Santa Cruz
Sacramento Metro	Yolo	Channel Coast	Santa Barbara
Bay Area	Alameda	Channel Coast	Ventura
Bay Area	Contra Costa	Los Angeles	Los Angeles
Bay Area	Marin	Inland Empire	Imperial
Bay Area	Napa	Inland Empire	Riverside
Bay Area	San Francisco	Inland Empire	San Bernardino
Bay Area	San Mateo	South Coast	Orange
Bay Area	Santa Clara	South Coast	San Diego

Population by Poverty Status in 1999 by County Group

Source: U.S. Census Bureau; Census 2000 Sample Demographic Profiles, Table DP-3

County group	2000 Population for whom poverty status is determined	Number below poverty level	Percent below poverty level
Bay Area	6,661,540	573,333	8.6%
Northeast Volcanic	139,861	13,899	9.9%
Channel Coast	1,126,707	123,626	11.0%
South Coast	5,525,941	627,874	11.4%
Gold Country	136,961	15,691	11.5%
Eastern Sierra	31,628	3,932	12.4%
Central Coast	914,833	116,091	12.7%
Sacramento Metro	1,764,729	224,922	12.7%
Inland Empire	3,305,229	507,177	15.3%
Northern Tier	225,474	36,999	16.4%
Los Angeles	9,349,771	1,674,599	17.9%
North Coast	288,835	52,410	18.1%
Upper Sacramento Valley	433,522	80,580	18.6%
San Joaquin Valley	3,195,013	654,997	20.5%
Statewide	33,100,044	4,706,130	14.2%

Median Household Income 1999 Dollars by County and Average of County Median by County Group

Source: U.S. Census Bureau; Census 2000 Summary File 3,
Table P53 MEDIAN HOUSEHOLD INCOME IN 1999 (DOLLARS)

County group	Average median household income 1999
Bay Area	$61,135
Channel Coast	$53,172
South Coast	$52,944
Central Coast	$50,550
Sacramento Metro	$48,401
Los Angeles	$42,189
Eastern Sierra	$40,624
Gold Country	$39,163
Inland Empire	$38,941
Northeast Volcanic	$38,588
San Joaquin Valley	$36,638
Upper Sacramento Valley	$33,189
North Coast	$31,623
Northern Tier	$29,775
Statewide	$47,493

California Crime 2001 By County Group

Number and Rate Per 1,000 Population

Source of Data: Number of Crimes from California Dept of Justice - Criminal Justice Statistics Center California Crime Index 2001

County group	Population 2001	Number of crimes	Rate per 1,000
Northeast Volcanic	153,100	1,303	8.51
Channel Coast	1,179,600	10,246	8.69
Central Coast	973,700	12,171	12.50
Eastern Sierra	32,540	412	12.66
Northern Tier	235,750	3,114	13.21
South Coast	5,800,600	83,174	14.34
Gold Country	150,150	2,178	14.51
North Coast	303,150	4,607	15.20
Bay Area	6,911,800	105,670	15.29
Upper Sacramento Valley	451,750	7,677	16.99
Sacramento Metro	1,867,700	37,406	20.03
Inland Empire	3,534,000	75,212	21.28
Los Angeles	9,748,500	219,245	22.49
San Joaquin Valley	3,415,300	79,091	23.16
Statewide	34,757,640	641,506	18.46

2001-02 California Physical Fitness by County Group Grade 5 - Sorted by Percent Unfit

Source: California Department of Education Standards and Assessment Division 2001-02 California Physical Fitness Report

County group	Total tested grade 5	Number unfit	Percent unfit
Sacramento Metro	20,848	8,326	39.9%
Channel Coast	16,078	6,487	40.3%
Central Coast	12,041	4,864	40.4%
Bay Area	73,584	30,219	41.1%
South Coast	74,675	31,604	42.3%
Northeast Volcanic	1,539	666	43.3%
San Joaquin Valley	57,234	25,017	43.7%
Upper Sacramento Valley	5,897	2,582	43.8%
Inland Empire	59,242	26,481	44.7%
Northern Tier	2,611	1,176	45.0%
Los Angeles	135,919	61,843	45.5%
Gold Country	1,573	745	47.4%
North Coast	3,212	1,650	51.4%
Eastern Sierra	397	223	56.2%
Statewide	464,850	201,883	43.4%

2001-02 California Physical Fitness by County Group Grade 5 Percent Overweight

Source: California Department of Education Standards and Assessment Division 2001-02 California Physical Fitness Report

County group	Total tested grade 5	Number overweight	Percent overweight
Sacramento Metro	20,848	5,717	27.4%
Northeast Volcanic	1,539	441	28.7%
Eastern Sierra	397	115	29.0%
Northern Tier	2,611	757	29.0%
Gold Country	1,573	468	29.8%
Channel Coast	16,078	5,121	31.9%
Bay Area	73,584	23,498	31.9%
Inland Empire	59,242	19,460	32.8%
Central Coast	12,041	4,041	33.6%
South Coast	74,675	25,468	34.1%
Upper Sacramento Valley	5,897	2,049	34.7%
North Coast	3,212	1,121	34.9%
Los Angeles	135,919	47,979	35.3%
San Joaquin Valley	57,234	20,617	36.0%
Statewide	464,850	156,852	33.7%

Expulsion Information for 2001-02 by County Group

Source of Data: California Department of Education - Expulsion Information for 2001-02
CBEDS: California Basic Education Data System

County group	CBEDS enrollment	Number of students recommended for expulsion	Percent CBEDS enrollment recommended for expulsion
Los Angeles	1,711,034	3,356	0.2%
Channel Coast	209,153	540	0.3%
South Coast	997,939	2,758	0.3%
Bay Area	972,766	2,915	0.3%
Central Coast	162,612	524	0.3%
Eastern Sierra	5,791	19	0.3%
Northern Tier	42,218	140	0.3%
Northeast Volcanic	23,969	92	0.4%
Sacramento Metro	344,553	1,363	0.4%
Inland Empire	761,207	4,523	0.6%
San Joaquin Valley	755,864	4,856	0.6%
North Coast	51,197	396	0.8%
Gold Country	22,847	195	0.9%
Upper Sacramento Valley	86,225	749	0.9%
Statewide	6,147,375	22,426	0.4%

California Juvenile Felony Arrests 2001

Number and Rate Per 1,000 Population

Source of Data: California Dept of Justice - Criminal Justice Statistics Center

Table 3C Juvenile Felony Arrests

County group	Juvenile population at risk 10-17 2001	Juvenile felony arrests 2001	Rate per 1,000
Channel Coast	136,814	1,624	11.87
South Coast	665,089	8,745	13.15
Eastern Sierra	3,475	48	13.81
Los Angeles	1,192,524	16,755	14.05
North Coast	35,686	521	14.60
Central Coast	115,167	1,698	14.74
Inland Empire	478,087	7,190	15.04
Bay Area	761,055	11,667	15.33
Upper Sacramento Valley	57,394	899	15.66
Sacramento Metro	219,348	3,441	15.69
Gold Country	15,300	278	18.17
Northern Tier	29,566	600	20.29
Northeast Volcanic	16,767	342	20.40
San Joaquin Valley	463,126	10,185	21.99
Statewide	4,189,398	63,993	15.27

Free or Reduced Meals K-12 Grades by County Group

Source of Data: California Dept of Education - Free and Reduced Price Meals/CALWORKS - District Level file for 2001

County group	Free or reduced meals	Number enrolled	Percent free or reduced meals
Northeast Volcanic	5,268	24,408	21.6%
Bay Area	281,744	996,829	28.3%
Gold Country	6,763	22,052	30.7%
Sacramento Metro	125,413	351,903	35.6%
Eastern Sierra	2,079	5,802	35.8%
Channel Coast	79,717	212,601	37.5%
South Coast	403,012	996,372	40.4%
Central Coast	71,090	160,414	44.3%
Northern Tier	19,279	42,253	45.6%
North Coast	24,734	50,837	48.7%
Upper Sacramento Valley	42,799	84,844	50.4%
Inland Empire	392,288	765,667	51.2%
San Joaquin Valley	431,696	754,578	57.2%
Los Angeles	1,022,634	1,715,086	59.6%
Statewide	2,908,516	6,183,646	47.0%

(V) Grant History

Grant Contracts from 1964 Bond Act to 2002 Bond Act (2002 Block Grants Only) by County Group and Type of Grant ranked by dollars per person

County group	Population 2002	Population based per person	Competitive based per person	Specified grants per person	Total dollars per person
San Joaquin Valley	3,440,600	$39	$13	$7	$59
Inland Empire	3,578,800	$39	$9	$27	$75
South Coast	5,857,800	$46	$10	$20	$76
Channel Coast	1,188,000	$45	$17	$13	$76
Los Angeles	9,824,800	$51	$12	$16	$79
North Coast	303,550	$57	$26	$3	$87
Upper Sacramento Valley	453,050	$58	$13	$17	$89
Bay Area	6,953,100	$50	$14	$26	$91
Sacramento Metro	1,884,700	$44	$35	$13	$92
Gold Country	150,850	$77	$25	$4	$107
Northeast Volcanic	154,000	$85	$39	$6	$130
Central Coast	979,300	$44	$107	$26	$177
Northern Tier	236,100	$74	$18	$169	$261
Eastern Sierra	32,710	$214	$80	$7	$301
Statewide	35,037,360	$47	$16	$20	$84

Grant Contracts from 2000 Park Bond Act by County Group and Type of Grant

County group	Population 2002	Population based per capita	Competitive based per capita	Specified based per capita	Total dollars per capita
Upper Sacramento Valley	453,050	$11	$4		$15
Channel Coast	1,188,000	$15	$1		$16
Central Coast	979,300	$12	$6	$0	$18
Inland Empire	3,578,800	$14	$1	$3	$18
Gold Country	150,850	$6	$13		$19
San Joaquin Valley	3,440,600	$12	$4	$2	$19
North Coast	303,550	$8	$13		$21
South Coast	5,857,800	$16	$1	$4	$21
Bay Area	6,953,100	$16	$2	$5	$23
Los Angeles	9,824,800	$16	$3	$4	$24
Sacramento Metro	1,884,700	$14	$8	$3	$25
Northeast Volcanic	154,000	$10	$18	$2	$30
Eastern Sierra	32,710	$16	$14		$30
Northern Tier	236,100	$10	$5	$75	$89
Statewide	35,037,360	$15	$3	$4	$22

Grant Contracts from Proposition 40 (Block and Specified Grants)

County group	Population based dollars per capita	Competitive based dollars per capita	Specified dollars per capita	Total dollars per capita	Rank order
Channel Coast	$ 11.85	$ -	$ -	$ 11.85	1
South Coast	$ 12.18	$ -	$ -	$ 12.18	2
San Joaquin Valley	$ 12.65	$ -	$ -	$ 12.65	3
Bay Area	$ 13.38	$ -	$ -	$ 13.38	4
Sacramento Metro	$ 13.87	$ -	$ -	$ 13.87	5
Inland Empire	$ 12.44	$ -	$ 2.61	$ 15.05	6
Los Angeles	$ 12.48	$ -	$ 3.09	$ 15.57	7
Central Coast	$ 16.11	$ -	$ -	$ 16.11	8
Upper Sacramento Valley	$ 28.97	$ -	$ -	$ 28.97	9
North Coast	$ 31.76	$ -	$ -	$ 31.76	10
Northern Tier	$ 38.00	$ -	$ -	$ 38.00	11
Gold Country	$ 46.40	$ -	$ -	$ 46.40	12
Northeast Volcanic	$ 51.17	$ -	$ -	$ 51.17	13
Eastern Sierra	$ 123.51	$ -	$ -	$ 123.51	14
Statewide	$ 13.75	$ 7.30	$ 1.13	$ 22.18	

(VI) Survey Instrument

Local Needs Assessment Survey

This survey is part of project to assess the deficiencies in recreational opportunities in communities throughout the state. If a question is not applicable to your service area, please answer it as it describes your community as a whole. State Parks has recently conducted a "Public Attitudes" Survey on many of the topics presented below, so please answer the following questions in your professional capacity.

Your name _____,

Your organization _____,

Survey Questions:

1. **In general, how would you characterize the park and recreation needs in the area you serve (service area)? Please check one of the following:**

   A. ☐ Our entire service area is well-served with park and recreation lands, facilities and programs. Ample opportunities are available for our residents to partake in a wide range of programs in well-maintained park settings and recreation facilities.

   B. ☐ Our service area and the communities within it are at or near an acceptable level of parklands, facilities and/or programs.

   C. ☐ Some communities within our service area are well or adequately served, but others are not. There are communities or pockets of areas deficient in lands, facilities and/or programs.

   D. ☐ Most or all of our service area does not have an acceptable level of park and recreation lands, facilities and/or programs.

2. **In identifying the park and recreation needs of your service area, do you use any specific standards, or measures of deficiency?**

   ☐ Yes ☐ No

   If yes, what is the basis for those standards, for example, your master plan, the Quimby Act, National Recreation and Park Association standards, your internal standards, professional judgment, etc., _____.

3. **In our service area, our greatest need is for (check one only):**

A. ☐ Regional parks

B. ☐ Community and neighborhood parks

C. ☐ Children's playgrounds

D. ☐ Trails and linear parkways

4. Concerning parklands, our area's deficiency is <u>best</u> explained by (please check <u>one</u> of the following):

A. ☐ We have no deficiency of parklands.

B. ☐ Our community is built out or highly urbanized and parklands were not set aside when they were available. Such lands now are unavailable or very high cost.

C. ☐ The character of the community or communities in our service area is/are changing from rural/agricultural to urban/suburban. Basic infrastructure, like parklands, hasn't kept pace.

D. ☐ Lands are available, but we lack the funds to acquire them.

E. ☐ There would be little sense in acquiring parklands without the resources to develop facilities or to operate and maintain them.

F. ☐ There has been little political support for acquiring parklands in our service area.

5. With regard to the amount and condition of recreation facilities in the community or communities in your service area. Check one box for <u>each</u> statement.

A. We are satisfied with regard to recreation facilities.

☐ Agree ☐ Moderately Agree ☐ Moderately Disagree
☐ Disagree

B. We have the right recreation facilities, but they need significant rehabilitation, upgrading or code compliance.

☐ Agree ☐ Moderately Agree ☐ Moderately Disagree
☐ Disagree

C. We are lacking in the full range of recreation facilities for specific purposes such as children's play areas, swimming/wading pools,

sports courts/athletic fields for league play, and cultural and historic facilities.

☐ Agree ☐ Moderately Agree ☐ Moderately Disagree
☐ Disagree

D. We need more general-purpose recreation facilities that can be used in a variety of ways; such as grass fields, multi-purpose community centers, and/or areas that can be used by groups for large gatherings, festivals, and special events.

☐ Agree ☐ Moderately Agree ☐ Moderately Disagree
☐ Disagree

E. We need facilities for the changing demographics of our constituents.

☐ Agree ☐ Moderately Agree ☐ Moderately Disagree
☐ Disagree

Please specify _____

F. Our recreational opportunities are compromised by vandalism and crime.

☐ Agree ☐ Moderately Agree ☐ Moderately Disagree
☐ Disagree

6. With regard to the adequacy (or inadequacy) of recreation programs in the community or communities served by your organization:
Please check the one response that best applies to your service area.

☐ Our residents are well served with a range of recreation programs.

☐ We are able to provide some programs, but need to provide many more.

☐ We offer very few or no programs.

7. The recreation programs we offer are provided (check one only):

☐ Primarily by paid staff ☐ Primarily by volunteers
☐ A mixture of both

8. Within your service area, how important is the use of school grounds and facilities for recreation? Please check one.

☐ Considerable importance

☐ Some importance

☐ Little or no importance

☐ Don't know

9. If school facilities used for recreation are important in your service area, please select the one box that best characterizes the use of school grounds in your service area:

☐ They are well used

☐ They are unusable and deteriorating

☐ They are usable but access is difficult or cumbersome

☐ They are usable but costly

☐ School policies prohibit use

10. Are there other entities in your service area that you consider important partners in the delivery of recreational services?

☐ Yes ☐ No

If yes, please specify:_____

11. Please place the following eight factors in order of importance when considering decisions to allocate resources to meet the park and recreation needs of the community(s) served by your organization (1 = most important factor, 2 = next most important, and so on).

A. _____ Demonstrated deficiencies in lands, facilities and/or programs.

B. _____ The changing demographics of the community or communities served by our organization.

C. _____ The availability of local financing mechanisms such as Quimby, Mello-Roos, Landscape and Lighting and similar assessment districts.

D. _____ The program requirements of some grant programs largely dictate where and how the funds can be used.

E. The availability of volunteers or community based groups to operate and/or maintain the facilities and programs.

F. _____ Local political realities.

G. _____ Responding to the demands of special interest groups.

H. _____ Other (specify) _____

12. If grant funds were available for acquiring lands, developing facilities, rehabilitating facilities, or staffing, in what percentages would you allocate these funds:
Note: Total should equal 100% and some categories may be left blank (0%)

A. _____ % land acquisition

B. _____ % facility rehabilitation/replacement

C. _____ % new facility development/new amenities

D. _____ % new program development and staffing

E. _____ % Other (specify) _____

13. If a new grant program were to be created, what kinds of things would you like to see changed, added or included that would be an improvement over current grant programs?

_____

14. Is there anything else you feel that we should consider?

_____

15. May we quote your agency's/organization's name in the Local Needs Assessment Report?

☐ Yes ☐ No

And, since we may need to contact you for additional clarification:

and the best way to contact you

☐ Phone _____ Best time to call _____

☐ E-mail _____

(VII) Technical Assistance Documents Offered by the Department

Articles and publications
The following items are available by www.parks.ca.gov/parts or by calling (916) 653-9901.

Articles
- *Chasing State and Federal Funding*
- *Mouthing off About the Benefits of State Parks*
- *Practical Tips to Make Your Competitive Grant Application More Successful*
- *Funding for Historic Places: The California Heritage Fund, pending action*
- *Multi-use Trails – Ensuring Successful Regional Planning*
- *The Universal Translator*
- *Educating Trail Users – Advice for Planning Interpretive Trail Signs and Exhibits*
- *Quimby Act 101: An Abbreviated Overview*
- *Beyond Fun and Gains – True Benefits of Recreation*
- *What Supplemental Sources of Funding Do Local Agencies Use Most?*
- *Awesome Media Strategies – Tips from a Professional Reporter, Roy Stearns*
- *What Business Leaders Think About Parks and Recreation?: A recent survey of Chambers of Commerce reveals strong business support*
- *Technical Assistance Division*
- *Grants, Grants and more Grants – where to begin? Introducing: Getting a Grip on Grants: A How-to Guide for Park and Recreation Providers*
- *Better than Chasing a Rainbow: Practical ways parks can find new fiscal resources*

Publications
- *A Park and Recreation Professional's Glossary*, October 2002, second edition May 2004
- *California Leaders' Opinions of Parks and Recreation* (County Board of Supervisors, County Executives, Legislators and Mayors), October 2002
- *Business Leaders' Opinions of Parks and Recreation: A Survey of California Chambers of Commerce*, May 2002
- *Education Leaders' Opinions of Parks and Recreation: A Survey of California School Superintendents*, 2003
- *Paying for Parks: An Overview of Fiscal Resources for Local Park and Recreation Agencies*, 2003
- *Getting a Grip on Grants: A How-to Guide for Park and Recreation Providers*, February 2004
- *Public Financial Assistance Directory for California Park and Recreation Providers*, May 2004
- *Innovative Case Studies: A Report on Creative Solutions,* Summer 2004

Procedural guides
The following are available by following the Grant and Bond Acts link on the Department's website at www.parks.ca.gov or by calling (916) 653-7423.

- Murray-Hayden Urban Parks and Youth Service Grant Program
- Per Capita Program
- Roberti-Z'berg-Harris Open Space and Recreation Grant Program:
    - Block Grants
    - Nonurbanized Area Need-Basis Grants
    - Urbanized Area Need-Basis Grants
- Urban Park Act of 2001 Grant Program
- Urban Parks and Healthy Communities Grant Program
- Youth Soccer and Recreation Development Grant Program