

# **AN ASSESSMENT OF CALIFORNIA'S LOCAL PARK AND OUTDOOR RECREATION INFRASTRUCTURE**

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STATE OF CALIFORNIA-THE RESOURCES AGENCY  
DEPARTMENT OF PARKS AND RECREATION



**February 1992**

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This report is an element of the California Outdoor Recreation Planning Program, formulated under the provisions of Chapter 5099 of the California Public Resources Code.

**DEPARTMENT OF PARKS AND RECREATION**P.O. BOX 942896  
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January 20, 1992

To the Reader,

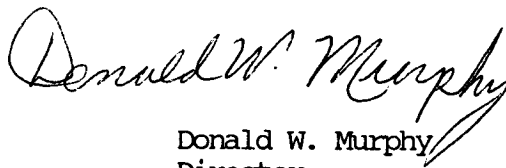
With this report, I am pleased to present the results of this department's indepth examination of the public park and outdoor recreation infrastructure in California. The findings are based on an exhaustive survey of the state's cities, counties and special districts, augmented by information provided by the handful of state and federal agencies which provide recreation opportunities. This study provides the most current and comprehensive information ever gathered on the subject.

It is my belief that high-quality public park and outdoor recreation areas and facilities are essential to a healthy citizenry, a strong economy, and to the quality of life that Californians have come to expect. It is clear from this report that our public park and recreation systems are today in need of a tremendous investment in the rehabilitation of existing lands and facilities.

Governor Pete Wilson believes that government at all levels can do more to address the infrastructure problem. At the state level he has developed and supported the "Resourceful California" program and the bond act that would provide the funding necessary to support that program. In addition, he supports legislation which would make it possible for local government to pass park and recreation bond acts with only a simple majority of the vote.

The information in this report was collected in 1989. Although it is thus now somewhat dated, it is the most current and complete data available. It is my hope that this report will be used to develop political and administrative solutions to a very real problem - the declining condition, attractiveness and usefulness of too many of California's public parks and recreation facilities.

Sincerely,

Donald W. Murphy  
Director



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CALIFORNIA'S LOCAL PARK AND  
OUTDOOR RECREATION INFRASTRUCTURE**

February 1992

**Pete Wilson**  
*Governor*

**Douglas P. Wheeler**  
*Secretary for Resources*

**Donald W. Murphy**  
*Director, Department of Parks and Recreation*



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**AN ELEMENT OF THE CALIFORNIA OUTDOOR RECREATION PLANNING PROGRAM**



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# SUMMARY

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## SUMMARY

Toward the end of the 1980s, California's public officials became concerned with what has now come to be called the public "infrastructure." This is a term used to denote the wide variety of real property, both land and constructed facilities, which government provides in order to support and serve the personal and economic welfare of its citizens.

In a number of studies, reports, and newspaper articles, officials were expressing concern about the deteriorating condition of such public facilities as roads, bridges, airports, school buildings, libraries, prisons, water treatment plants, and waste disposal systems. Very little attention, however, was given to one category of the infrastructure, that of local public park and recreation facilities. During this period, any indications that there were serious and widespread deficiencies in the condition of public parklands and outdoor recreation facilities were scattered and anecdotal. No systematic examination had been made of this situation.

Perhaps the only specific indications that this problem even existed were found in two documents published by the California Department of Parks and Recreation. Its 1987 survey of local government park and recreation agencies revealed that the administrators of these agencies considered deterioration of their grounds and facilities to be one of the top five issues they faced in their day-to-day operations. And, in its *California Outdoor Recreation Plan*, maintenance of existing local park and recreation facilities was deemed by the plan's advisory committee to be the second most critical issue facing federal, state, and local government park and recreation agencies, collectively, throughout the state.

As an important problem without broad quantification or analysis, the current situation regarding California's public park and recreation infrastructure seemed worthy of a detailed examination. For purposes of devising public policy and programs to deal with this issue, certain aspects of the situation needed to be better known. As a result, it was decided to make a broad, statewide study of the issue. **It should be noted that this study was limited to outdoor recreation facilities, and did not include structures housing gymnasiums, meeting rooms, theaters, and classrooms in which recreation activities might be undertaken.**

In making this study, it was clearly impossible to examine or survey the actual grounds and facilities found at the thousands of local public park and recreation areas throughout the state, obtaining for each area a set of quantitative information regarding such things as the condition of the park roads, the

irrigation systems, the sanitation facilities, and the like. Instead, it was essential to adopt and use an easily measured common denominator of the condition of all aspects of the public park and recreation infrastructure.

Rehabilitation, or the lack thereof, was determined to be the best measure for this purpose. Therefore, it was decided to ask each local agency the amount of money it would take each agency to restore, rehabilitate, and renovate its total existing infrastructure, in order to bring it up to the level at which it would provide what it deemed to be the proper level of health and safety, as well as public convenience and comfort.

With the decision to ask, in effect, how deficient agencies were in funds for needed rehabilitation of their lands and facilities, a questionnaire was devised to seek answers to a small set of questions (see Appendix A). Was there really a problem in the area of rehabilitation - that is, was there insufficient money available during the survey year of fiscal year 1987-88 for identified rehabilitation projects? If so, what was the dollar magnitude of the shortfall, a magnitude which would include any shortfalls remaining from previous years, as well as for projects identified in the survey year? If there was inadequate funding, what were some of the major problems causing this situation?

On a related line of inquiry, the questionnaire asked about the actual effects of insufficient rehabilitation funding on the parklands, on the outdoor recreation facilities, and on the agencies which manage them. And finally, the questionnaire asked, if new funding was to be made available for maintenance of the infrastructure, what might be potential sources of that money, and what would be the agencies' specific priorities for spending it?

Using this questionnaire, the department made a detailed survey of the situation in California's approximately 700 units of local government - its cities, counties, and special districts. To complete the picture for the entire state, in an effort to get at least minimal information from agencies other than local government, a much less detailed inquiry was made of several of them -- the one department of state government which has a major park and recreation mission, as well as the California operations of four federal agencies which provide the public with substantial amounts of outdoor recreation opportunity. This additional information appears in Appendix C.

The dollar shortfall in the funding needed to maintain the total public park and recreation infrastructure in the survey year of Fiscal 1987-88 is summarized in the following table.

TABLE 1  
 FUNDING DEFICIENCIES IN THE REHABILITATION  
 OF PUBLIC PARK AND OUTDOOR RECREATION  
 FACILITIES IN CALIFORNIA  
 FY 1987-88

<u>Jurisdictions</u> <u>(type) (number)</u>	<u>Dollar Shortfall</u> <u>(in \$ million)</u>
LOCAL GOVERNMENT	\$ 642.0
City Agencies (433)	\$ 456.4
County and Regional Agencies (55)	105.2
Park and Recreation Districts (110)	40.6
Other Special Districts (103)	39.8
STATE GOVERNMENT (1)	130.0
FEDERAL GOVERNMENT (4)	<u>252.3</u>
<b>TOTAL</b>	<b>\$1,024.3</b>

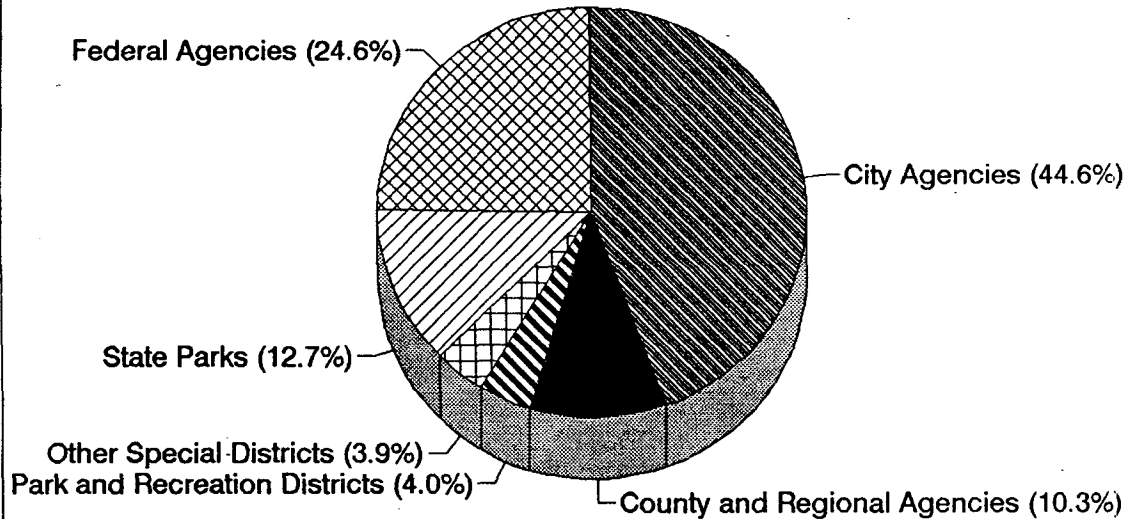
The figures in the table represent the estimated amount of money it would take to bring public parklands and outdoor recreation facilities of all local government agencies, as well as the state and the four federal agencies, up to professional standards of safety, usability, and convenience.

As can be seen, it will take slightly more than one billion dollars, spent for restoration and rehabilitation over an interval of time sufficient to allow for proper planning and execution of this work, to bring California's total public park and outdoor recreation infrastructure up to the standards of safety and convenience desired by the profession, and expected by the users. Figure 2 represents this information graphically, in terms of percent rather than dollars.

Nearly two-thirds of this deficit in rehabilitation funding occurs in the park and recreation agencies operated by local government. All aspects of the survey mentioned above, and most of this study, deals with just those agencies, and their portion of the overall problem. Further discussion of state and federal agencies is confined to Appendix C.

FIGURE 1

## Park Rehabilitation Funding Shortfall California, Fiscal Year 1987-1988



The fact that the biggest part of the problem occurs in our cities, counties, and special districts is not surprising, in view of the tremendous public use of these facilities, their age and heavy use, and the budgetary hardships that these jurisdictions have experienced during the last decade.

The most recent information shows that California's local government parks and outdoor recreation areas host nearly half a billion visits a year. This tremendous use is occurring at a time when the budgets of their managing agencies have grown only about three percent a year, in inflation-adjusted dollars. Their budget situation was such that a full 88 percent of these local agencies did not have enough rehabilitation funding during the survey year.

Beyond estimating the dollar cost of the facility rehabilitation funding backlog currently suffered by local government park and recreation agencies, the survey asked administrators of these agencies what factors most negatively affected their ability to fund rehabilitation projects.

According to the respondents, the three leading factors, in order of importance, were:

- inadequate state grant money available for this purpose;
- escalating expenses for operation and maintenance of the infrastructure, particularly labor and utility costs; and
- escalating capital costs for repairs and rehabilitation, especially for items like materials and equipment.

The survey then asked local agency administrators to name the principal sources of money that were available for rehabilitation projects. The top three sources (in terms of the frequency with which they were used, rather than their share of the total funding, or the importance of each) are as follows.

- the jurisdiction's general fund;
- state grant programs (e.g., 1986 Bond Act); and (tied with the next item)
- user fees and developer fees based on Quimby Act ordinances.

The survey then asked local agency administrators what effects the deterioration of their park and recreation infrastructure had on the facilities, the public, and the agency itself. The three most frequently named effects were:

- increased deterioration of the physical facilities themselves, rendering them even less usable by the public, and increasing the ultimate cost of their repair or replacement;
- increased reliance on non-staff labor, such as volunteers and docents, Conservation Corps people, and "directed volunteers;" and
- increased vandalism of the facilities.

Finally, administrators of the local government park and recreation agencies were asked what their priorities would be if they received additional funding to spend on rehabilitating their grounds and facilities.

The top three objects of expenditure for additional rehabilitation funding, in order of importance, were:

- outdoor sport facilities, such as game fields and courts, golf courses, and the like;
- restroom facilities; and
- irrigation systems for grounds and playfields.

The survey's last question was an open-ended one which asked for whatever comments the respondent wished to make regarding his or her agency's rehabilitation funding needs. In response, there were several different suggestions for increasing the amount of money made available to fund rehabilitation of parklands and outdoor recreation facilities of the state's cities, counties, and districts. Among the ones most emphasized were:

- a state bond act in which a substantial amount of money would be made available or even earmarked for rehabilitation of grounds and facilities;
- development of non-general fund funding sources at the state or local level, creation of Mello-Roos community facility districts, creation of special assessment districts, increased user fees;
- consider reallocating the transit occupancy tax and the real estate transfer tax, if these taxes are already in place: and
- increased use of citizen volunteers and involvement of private organizations and firms on a programmatic or case-by-case basis.

In sum, the physical condition of the public parklands and outdoor recreational facilities operated by government agencies throughout California is deficient, and growing more so every year. It is important for park professionals to work with citizens and elected officials to find the resources to rehabilitate and restore this infrastructure to the point where it can better serve the public. Means to this end must be found in the years to come, before today's serious situation grows worse.

The report which follows provides a more detailed explanation of the survey method, and a variety of specific findings that could only be summarized above. In addition to factual information, some conclusions and some interpretation of the findings are offered by the staff who undertook the study.



## BACKGROUND AND METHOD



*Too much use and too little maintenance make this play area a prime candidate for rehabilitation work*



## CHAPTER I

### BACKGROUND AND METHOD

#### A. Background

In recent years, there has been a growing concern about the apparently declining condition of California's public park and recreation infrastructure. While most information on this topic has been scattered and anecdotal, two statewide studies have shed some light on the overall nature and magnitude of the problem.

In 1987, the California Department of Parks and Recreation completed a comprehensive survey of approximately 700 local jurisdictions, including all cities, counties, and those special districts of various types which provide public park and recreation services. This study, *Local Park and Recreation Agencies in California - a 1987 Survey*, provided useful indications about the condition of local government's park and recreation infrastructure.

This study examined local agencies' cumulative capital outlay expenditures in three categories -- land acquisition, new facility development, and rehabilitation. It showed that rehabilitation accounted for one quarter of all such expenditures in the survey year of FY 1985, and that this function grew much faster than the other two during the previous five years. As demonstrated by actual expenditures, local agency budgets revealed how important rehabilitation of parklands and facilities was becoming.

This sense of the importance of rehabilitation funding for keeping up the infrastructure was reinforced by the responses to the question that asked the responding administrators to indicate what the most critical park and recreation issues were that faced their agencies in the next five years. When asked to generate their own lists of issues, "deteriorating park and recreation areas and facilities" ranked fourth in importance. When a follow-up question asked the respondents to select the most critical issues from a prepared list of issues, this same response ranked third. Clearly, a major problem had been identified, at least in general terms.

This finding was reinforced in another departmental study, *California Outdoor Recreation Plan - 1988*. The central purpose of this plan was to identify the major issues facing public outdoor recreation suppliers in California, agencies at the federal, state, and local levels. Development of this set of issues was accomplished by the plan's advisory committee using a structured "futures" exercise.

The committee consisted of fifteen park and recreation professionals from across the state. This group identified "maintaining existing park and recreation resources" as the second most critical issue. In this context, park and recreation resources constitute the agencies' "infrastructure," its grounds and recreation facilities.

In both of these studies, the single most critical issue was the same insufficiency of adequate and regular funding to support the park and recreation function as a whole. This problem is clearly an underlying cause of the problem of infrastructure deterioration. There is simply not enough money to provide the major maintenance, rehabilitation, and restoration efforts needed to keep parklands and recreation facilities up to the desired standards.

Lack of adequate funding is not unique to park and recreation agencies. Indeed, during the last decade, it has been an increasing problem for virtually all governmental functions. In California, much of the problem has been attributed to two ballot initiatives passed roughly a dozen years ago. The first and most famous, Proposition 13 (passed in 1978), restricted the size and growth of the property tax, which is a major funding source for local jurisdictions - the cities, counties, and special districts. The second was Proposition 4 (the Gann initiative of 1979), which placed an upper limit on the expenditures of both state and local government.

While all types of public agencies felt the impact of Propositions 13 and 4, park and recreation agencies often felt it more keenly than others. This was because parks and recreation is not a mandated function of government. As a result, interagency competition for limited funding often resulted in park and recreation agencies receiving less growth, or receiving greater cuts than most of their sister agencies.

Local government park and recreation agencies suffered additional financial hardship during the last decade, when a number of park-specific outside funding sources were reduced in size, or eliminated altogether. Federal programs like the Land and Water Conservation Fund shrank to a fraction of their former size, and other useful programs, such as the California Employment Training Act (CETA), were eliminated altogether.

As public park and recreation agencies struggled with budgets that they often found inadequate to the demands placed on their services, internal shifts were made in the priority for expenditure of those funds which were available. Because of their low visibility, maintenance and rehabilitation programs were often underfunded, leaving more work of this type undone for the next year. In this way, over the years of inadequate agency funding, the backlog of needed rehabilitation work grew to

substantial levels.

Neither of the two studies cited above provided any specific information on the amount of unfunded rehabilitation work that had been accumulated by the state's public park and recreation agencies. Seeking this basic information, as well as details on the consequences of this backlog, was the purpose of this study and this report.

The detailed and specific information on the status of California's park and outdoor recreation infrastructure was collected in two ways. Detailed information regarding the agencies of local government -- cities, counties, and special districts -- was collected by a survey described and analyzed later in this report. More general information on the rehabilitation backlog of relevant state and federal agencies appears in Appendix C.

## B. Survey Method

Information on the magnitude of the local government park and outdoor recreation infrastructure rehabilitation backlog was developed through a survey of the state's approximately 700 city agencies, county agencies, and these special districts which provide park and recreation services. The survey was designed to be short and sharply focused, so as to encourage the response of as many agencies as possible.

Two assumptions were made in development of the survey. The first was that an agency's dollar backlog in rehabilitation work would be an appropriate and useful surrogate or substitute for the undone work itself. Such a surrogate was necessary, since it would have been an impossible task to determine the sum total of the tens of thousands of specific sorts of rehabilitation projects - the tennis courts needing resurfacing, the irrigation systems needing replacement - that were undone across the length and breadth of the state. These dollars reflect all aspects of the cost of the rehabilitation work that needed to be done -- the cost of the required labor, materials, and equipment.

The second assumption was that the term "rehabilitation" would be used in a broad sense of the word, as it would have been impossible to seek and expect to get information limited to a narrower definition. Thus, in this study, rehabilitation is not limited to just the effort or cost required to bring existing grounds and facilities up to their original condition or standards. Here, the term is expanded to include the cost of a moderate upgrading of an existing facility, of incidentally modernizing such a facility, and of altering an existing facility so as to bring it into conformance with current requirements for safety, accessibility to the disabled, and the like.

In their planning and budgeting, most agencies place these projects or purposes under the heading of "rehabilitation." Thus, rehabilitation is in its most general sense the effort needed to repair, alter, or upgrade an existing area of parkland or a constructed facility to make it conform to accepted current standards of public health and safety, as well as to the comfort and convenience of recreationists. Although different agencies might have imprecise or somewhat different standards in these matters, no effort was made to define them beyond those used by the agencies themselves.

In addition, this survey is concerned with rehabilitation of outdoor recreation facilities. It is not concerned with structures which provide opportunities for indoor recreation activities. Among the excluded facilities would be gymnasiums, theaters, and classrooms used for instruction in recreational pursuits.

The survey covered three different types of local government jurisdictions: city agencies, county agencies, and special districts. Many cities and counties have agencies dedicated exclusively to the park and/or recreation function. Others, especially cities, put this function in more broadly focused agencies that includes a wide range of other social service functions, such as day care for children, nutrition program for senior citizens, and therapeutic recreation programs.

Among the special districts, some were created for the sole purpose of providing park and recreation services, and are appropriately named to indicate that function. In addition, there are many other special districts which were established for a primary purpose such as general community services, irrigation, power, and urban renewal, but which also provide park or recreation services as a secondary function. In the text and tables which follow, these districts are labeled as "other" special districts. In the same tables, the small number of regional park agencies and regional open space districts are included in the same category as county park and recreation agencies.

The park and recreation services provided by cities, counties, and special districts differ in ways that may be broadly characterized as follows.

- Cities generally provide highly developed parklands and recreational facilities in neighborhood and community park settings. Being in or close to residential areas, casual short-term use is heavy. Recreation programming, including sports leagues and instructional activities, is emphasized. Large cities may provide certain regional park attractions, such as zoos, arboretums, multicultural centers, and sports

complexes.

- Counties generally provide park areas that are larger in area and less developed than those provided by cities. Such areas are more rural and resource-oriented, and tend to provide visitors with fewer programs and more opportunity for self-directed activity. Many counties provide regional sports facilities such as golf courses, trail systems, and nature centers.
- Special districts which provide park and recreation opportunities generally serve unincorporated suburban areas that seek urban services beyond that which counties are able to provide. District parklands tend to be more spacious and less developed than city parks, and a good deal of programming and organized activity is provided.

The survey of California's local government park and recreation agencies was undertaken in a direct and straightforward manner. Early drafts of the survey questionnaire were prepared by staff, and tested with selected local jurisdictions to ensure their clarity and relevance. In addition to the questionnaire, a glossary of key terms was prepared in an effort to ensure that the survey respondents had similar understandings of the materials they were being asked to complete. Copies of the questionnaire and the glossary of terms appear in Appendix A.

The final questionnaire consisted of ten questions, encompassing five areas of concern.

1. The level of agency spending in basic budget categories and the amount of funding which the agency needed to eliminate whatever backlog it had in rehabilitation work.
2. Where there was a backlog in rehabilitation work, what were some of the problems with the jurisdictions or the agency itself which made it impossible to adequately fund rehabilitation projects?
3. Where there was a backlog in rehabilitation work, what were the various effects of that situation on the lands and facilities, the visiting public, and the managing agency?
4. Where there were backlogs, what were the priorities for undertaking various kinds of rehabilitation work should additional funding be available?
5. The sources of funding currently used for rehabilitation work.

The initial mailing list used for the survey was provided by the Local Assistance Section of the California Department of Parks

and Recreation. This list of 762 agencies represented all jurisdictions believed to be eligible for the various park and recreation grant programs administered by the state.

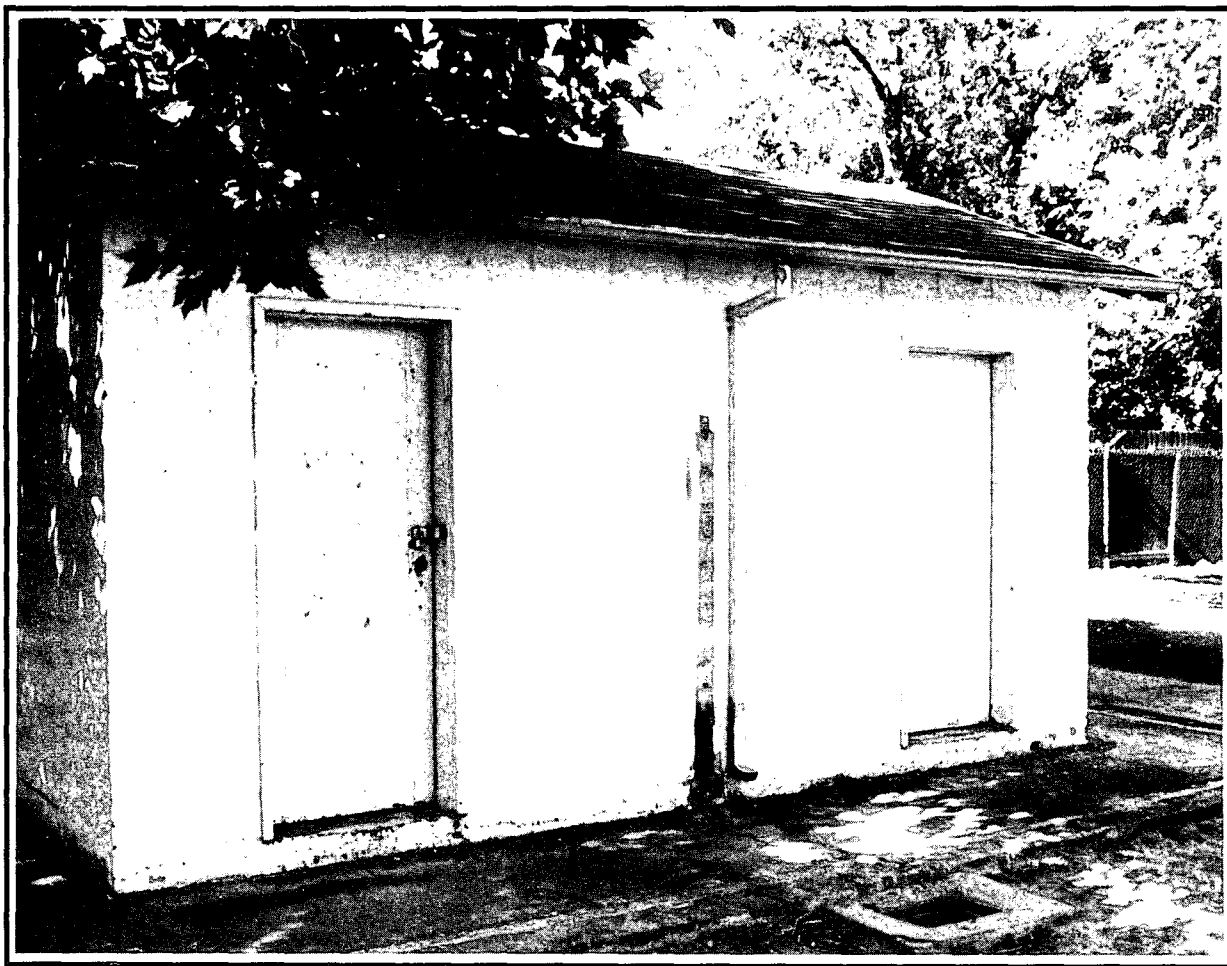
Following the initial mailing, an intensive follow-up campaign was directed at nonrespondents in an effort to clarify any questions, and to encourage submission of a completed questionnaire by each agency. Depending on their responsiveness, as many as two supplemental mailers and three phone calls were made to each of the agencies. In many cases, agencies that did respond were phoned by the study's staff to discuss potential problems with the questionnaires they had returned. The result of this effort was generation of usable questionnaires from 75 percent of the jurisdictions surveyed.

These returns were used to statistically estimate the data that would have been returned by those jurisdictions that had not responded. As a result, in this study, the financial data which reflects funding represents all of the 701 local government park and recreation agencies estimated to exist and to provide park and recreation services at the time of the survey. All non-financial data, that concerned with opinions and priorities, reflects the 541 jurisdictions that actually responded. Chapter II provides additional detail on development and use of the survey data.

After preliminary analysis of the survey data, the study staff held informal three-hour discussions of the findings with two groups of local government park and recreation agency professionals. The members of these two groups were carefully selected from among the most involved and well-informed administrators throughout the state. These individuals were asked to provide their own reflections on and analysis of the preliminary data. They were also asked to provide their ideas and suggestions for dealing with the issues identified in the survey.



# BASIC SURVEY FINDINGS



*These restrooms need rehabilitation not just to fix them up, but to provide the handicapped access required by law.*



## CHAPTER II

### BASIC SURVEY FINDINGS

This chapter presents the study's basic statistical findings, drawn from the completed and usable questionnaires returned by the 541 cities, counties, and special districts. These findings will be portrayed in a set of tables, each accompanied by a brief narrative that explains and in some instances amplifies the numerical findings. Chapter III of this report contains a broader commentary on the survey findings, and provides recommendations on how to address the current problems of the inadequate funding of rehabilitation projects.

#### A. Survey Responses and the Statistical Universe

Table 2 shows development of the survey's statistical universe, from which the study's data on funding were subsequently drawn. Its columns trace the study from the starting point of broadly seeking information from potentially usable sources, working and sifting the actual returns, and then using the usable returns to statistically create information representing those agencies which did not, in fact, reply.

TABLE 2

SURVEY SAMPLE AND SURVEY UNIVERSE,  
BY TYPE OF JURISDICTION

Type of Jurisdiction	(A) Surveys Mailed	(B) Surveys Returned	(C) <sup>1</sup> No Park or Recreation Function	(D) Surveys Accepted	(E) <sup>2</sup> Percent Accepted	(F) <sup>3</sup> Survey Universe
City Agencies	450	351	12	339	(78%)	436
County & Regional Agencies	61	57	6	51	(93%)	54
Park or Recreation Districts	112	92	3	89	(81%)	109
Other Special Districts	139	84	22	62	(53%)	103
<b>Total Number of Agencies</b>	<b>762</b>	<b>584</b>	<b>43</b>	<b>541</b>	<b>(75%)</b>	<b>702</b>

<sup>1</sup>Column C -- returned surveys stating the jurisdiction's non-involvement in a park or recreation function.

<sup>2</sup>Column E =  $\frac{\text{Column D}}{\text{Columns A} - \text{C}}$

<sup>3</sup>Column F -- statistically extrapolated numbers.

The first column reflects the 762 agencies whose addresses were provided to the survey staff by the Local Assistance Section of the California Department of Parks and Recreation. A number of inappropriate addressees were included on the list, most of which were eliminated when no response was made to the questionnaire. Additionally, some jurisdictions responded that they did not have a park or recreation function.

After more than eight weeks of follow-up letters and phone calls, 541 local government park and recreation agencies had provided the survey staff with fully usable questionnaires. This total reflects 75 percent of the total number of jurisdictions believed to have an active park and recreation function. Once this number was determined, the survey staff statistically extrapolated the responses to create surrogate or substitute data for those jurisdictions which had not responded. This process took into account the types and population sizes of the nonrespondent jurisdictions. As a result, numerical data were created to represent a complete survey universe of 702 local government park and recreation agencies estimated to be functioning in California during the survey year.

The statistical universe of 702 jurisdictions is used to develop the estimates for agency spending portrayed in Table 3 and Table 4. The information from the 541 agencies actually responding to the survey forms the basis for the remainder of the survey data, shown in Tables 5 through Table 9.

#### B. Expenditures of Local Agencies

The questionnaire began by asking for an estimate of the total amount of money being spent by the responding agency on its two most basic categories of expenditures - (a) capital outlay (land acquisition and facility development), and (b) operations and maintenance, the activities needed to keep the parklands and recreational facilities open and functioning properly.

When the information from all 702 agencies is combined, these figures show the order of magnitude of public resources which Californians allocate to the park and recreation function at the local level of government.

TABLE 3

ESTIMATED BUDGETS OF  
CALIFORNIA'S LOCAL GOVERNMENT  
PARK AND RECREATION AGENCIES  
FY 1987-88  
(in \$ millions)

Type of Jurisdiction	Operations & Maintenance	Acquisition & Development
City Agencies	704.2	303.9
County & Regional Agencies	228.1	154.3
Park or Recreation Districts	120.8	36.8
Other Special Districts	45.0	10.7
<b>Total</b>	<b>\$1,098.1</b>	<b>\$ 505.7</b>

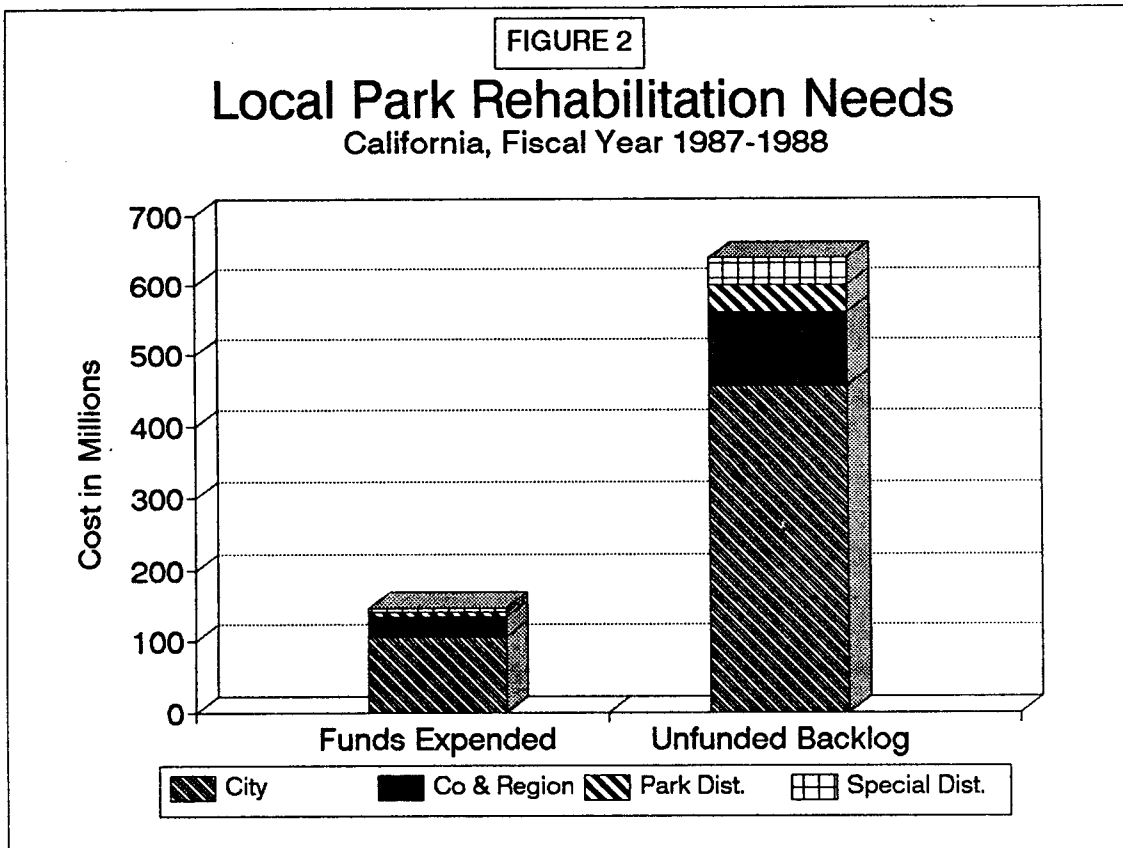
Table 3 shows that California's local government park and recreation agencies collectively spent slightly more than \$1.6 billion in the 1987-88 fiscal year. Day-to-day operations took up roughly two-thirds of the budget, with the remaining funds going to long-term purposes of land acquisition and facility development. The collective expenditures of city agencies accounted for more than half of the statewide total, with their share being even higher in the expensive, labor-intensive expenditure category of operations and maintenance.

Table 4 and Figure 2 portray the response to the questionnaire's second pair of questions, which asked how much the jurisdiction spent on rehabilitation work during the survey year, and, after that money had been spent, what was the dollar value of the known rehabilitation work still remaining undone, the so-called rehabilitation "backlog." Because some jurisdictions may consider rehabilitation to be a part of their maintenance budget, or their development budget, or both, the figure on rehabilitation expenditures was asked separately, and in this survey, cannot necessarily be considered a component of one or the other of the two basic expenditure categories portrayed in Table 3.

TABLE 4

ESTIMATED 1987-88 EXPENDITURES AND  
REMAINING BACKLOG OF REHABILITATION PROJECTS  
(in \$ millions)

Type of Jurisdiction	Rehabilitation Expenditures	Rehabilitation Backlog
City Agencies	105.0	456.4
County & Regional Agencies	30.8	105.2
Park or Recreation Districts	8.1	40.6
Other Special Districts	5.7	39.8
<b>Total</b>	<b>\$149.6</b>	<b>\$642.0</b>



As indicated in this report's summary, rehabilitation as an activity may be considered as reconstruction, replacement, and repair needed to bring existing grounds and facilities up to current standards of safety, health, and overall visitor satisfaction. The need for rehabilitation work is most often the result of the age, normal use, and abuse of the agency's grounds and facilities. However, rehabilitation can also be undertaken when largely usable grounds and facilities need to be modernized or brought up to new requirements and standards of public health, safety, and physical access.

The dollars spent on rehabilitation work can be taken as a surrogate or substitute for the less-than-adequate or substandard condition of the agency's physical infrastructure. Dollars can serve as a common denominator for the vast variety of labor, materials, and equipment which must be spent on the various objects of rehabilitation - for resurfacing of parking areas, repair of play equipment, and upgrading of sewer systems that do not conform to current legal requirements.

### C. The Rehabilitation Backlog

Information from Table 3 and Table 4 indicates that annual rehabilitation expenditures constitute 9.3 percent of the \$1.6 billion in annual agency expenditures made in 1987-88. Table 4 shows that these expenditures were enough to cover only 18.9 percent of the total rehabilitation workload which existed at the beginning of the year. After this work was done, there remained a backlog of more than four times the amount that had been accomplished. The fact that California's local government park and recreation agencies had a rehabilitation backlog estimated at slightly over \$640 million - nearly two-thirds of a billion dollars - indicates that our local government park and recreation infrastructure is in serious trouble. Table 4 indicates that, as a group, cities suffer the most difficulty from lack of rehabilitation funding. This is not surprising, considering the greater average age and intensive use given to city facilities, and the fact that 62% of all jurisdictions in the survey universe were cities.

The questionnaire next asked whether the responding agencies had enough funds during the survey year to accomplish all rehabilitation projects that had been identified as necessary. The purpose was to find out how widespread was the insufficiency of rehabilitation funding -- was this problem confined to a small number of jurisdictions that suffered particularly difficult fiscal circumstances, or was it a problem common to a large number of the state's local government park and recreation agencies?



Table 5 shows how widespread the problem is among the 541 agencies that responded to the survey. It shows that 88 percent of all responding jurisdictions did not have the funds to do all of the rehabilitation work, in 1987-88, that they saw as necessary to complete rehabilitation work identified by the agencies. Only 12 percent had all of the money they needed. One might assume that these were the cities and districts most recently created, and having few, if any, older grounds or facilities to be concerned about. Looking beyond these totals, it was clear that larger jurisdictions were more likely to be unable to fund their rehabilitation costs, and that, among the four types of jurisdictions surveyed, counties and regional agencies were the least likely to have the needed funding.

TABLE 5

PERCENTAGE OF JURISDICTIONS REPORTING INSUFFICIENT FUNDING FOR REHABILITATION PROJECTS BY JURISDICTION TYPE AND POPULATION FY 1987-88

Juris- diction Population	City Agen- cies	County & Regional Agencies	Park or Recreation Districts	Other Special Districts	Total
0-24,999	87%	100%	85%	74%	85%
25,000- 99,999	89%	100%	100%	92%	90%
100,000- 249,000	88%	91%	100%	100%	92%
250,000+	100%	100%	100%	75%	97%
<b>Total</b>	<b>88%</b>	<b>98%</b>	<b>89%</b>	<b>81%</b>	<b>88%</b>

#### D. Factors Behind the Backlog

The survey next sought to find out the reasons for this widespread inability of local government park and recreation agencies, collectively, to come even close to being able to finance rehabilitation necessary to properly maintain their infrastructures. In making this inquiry, a number of possible reasons were offered on the questionnaire. For each possible reason, the responding agencies were asked to indicate if it was a relevant factor, and, if so, its level of importance to that particular agency. The degree of relevance of any factor was measured using the Likert scale approach, in which the respondent circled one of a range of five possible responses, ranging from "none" to "extreme."

Table 6 shows the product of this exercise. The data are provided by those 541 responding jurisdictions, specifically by that 88 percent of this total which did not have sufficient funds to complete all rehabilitation that needed to be done. In computing the numerical results, a value was applied to each of the five possible responses. In this case, "no impact" was given a value of one, and an "extreme impact" was given a value of five. To summarize and simplify the responses to this question, each of the five possible responses to each factor was given its numerical value, and the average was taken as the single consolidated response for each possible factor.

This numerical scoring approach was also used in compiling Table 7. Within each table, the right-hand column, representing the "all jurisdictions" category, is arranged in a descending order of importance.

TABLE 6

FACTORS AFFECTING A JURISDICTION'S ABILITY  
TO FINANCE REHABILITATION PROJECTS  
FY 1987-88

Factors Affecting Jurisdiction	City Agen- cies	County & Regional Agencies	Park or Rec Dis- trict	Other Special Dis- trict	All
Inadequate state grants available for rehabilitation	3.69	3.61	3.52	3.38	3.55
Escalating operational expenses: e.g. labor and utilities	3.46	3.52	3.62	3.39	3.50
Escalating capital costs: e.g. inflation for goods and material	3.45	3.61	3.53	3.42	3.50
Reduced availability of local property taxes (Proposition 4)	3.19	3.89	3.48	2.72	3.32
Curtailement of federal grants: e.g. the Land and Water Conservation Fund	3.19	3.50	3.04	2.80	3.13
Increased liability insurance premiums	2.68	2.92	3.53	3.10	3.06
Government spending limitations: e.g. the Gann Initiative	2.75	3.16	2.86	2.64	2.85
Additional federal/state requirements: e.g. handicap accessibility codes	2.65	3.00	2.89	2.46	2.75
Emphasis on development of new park land at the expense of rehabilitation projects	2.67	2.83	2.96	2.19	2.66
End of CETA and reduction of other federal/state work programs	2.59	2.90	2.58	2.28	2.59
Increased security costs	2.36	2.68	2.77	2.46	2.57
Decreased community support: e.g. donations and volunteer assistance	2.16	2.24	2.49	1.98	2.22

Scale used: None=1, Minor=2, Moderate=3, Major=4, and Extreme=5

Looking at Table 6 for all jurisdictions collectively, three factors were closely grouped as being the most important. They were, in order, inadequate state grants available for rehabilitation, escalating operational expenses, and escalating capital costs. The reduced availability of local property taxes, mainly due to Proposition 13, was rated fourth, while the limitation of government spending, Proposition 4, was only seventh.

There are some modest difference in the most important factors affecting the four different types of jurisdictions. For instance, Proposition 13 was the most important factor affecting county agencies, while it was tied for fourth among cities, ranked fifth with park and recreation districts, and was sixth with other special districts. The escalation of day-to-day operational and capital costs were two of the top three factors for all types of jurisdictions except county and regional park systems.

#### E. Effects of the Backlog

The questionnaire went on to ask the agencies what actual, specific effects they and their clientele had experienced as the result of having insufficient funding for rehabilitation work. The questionnaire provided brief descriptions of eleven kinds of impacts that might have been experienced, and left available an open-ended twelfth category, as "other." In the case of each type of potential impact, respondents were asked to evaluate the degree to which they had experienced that impact, using a Likert scale with five possible choices ranging from "none" to "extreme". If the particular impact was not in evidence for the respondent jurisdiction, there was a "not applicable" response available.

Taking all jurisdictions combined, "increased facility deterioration" was by a wide margin the most critical impact of inadequate funding. The three next most important impacts, with little difference separating them, were "increased reliance on non-staff labor," "increased vandalism," and "increased transfer of operations funding to pay for rehabilitation projects." Surprising to some, the potential impacts cited as least important were "decreased public use" and an "increase in the number of accidents, liability claims, and lawsuits". Table 7 and Figure 3 present these results.

TABLE 7

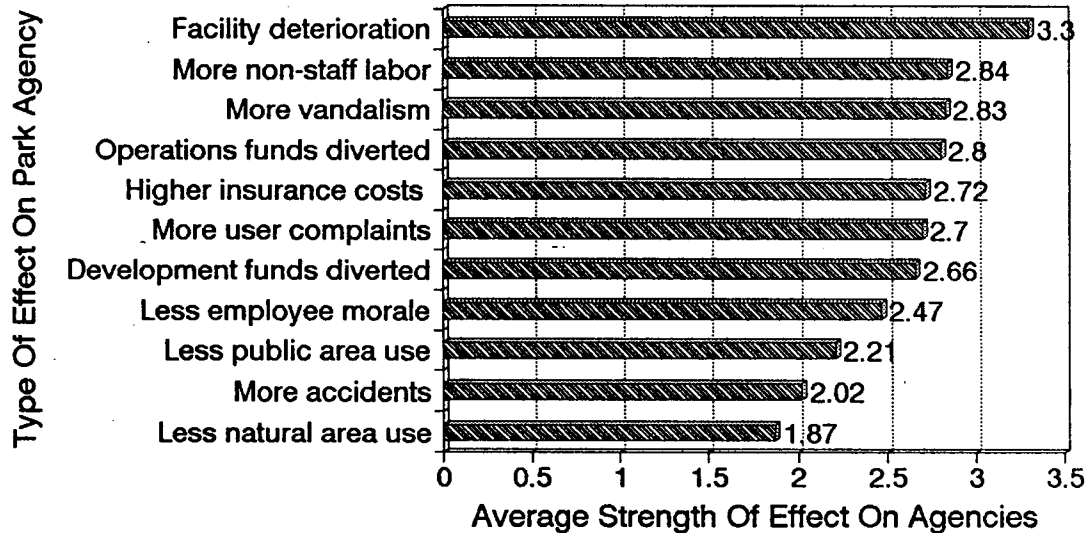
EFFECTS ON JURISDICTION DUE TO INSUFFICIENT  
REHABILITATION FUNDING, BY TYPE OF JURISDICTION  
FY 1987-88

Backlog's Affect on Jurisdiction	City Agen- cies	County & Regional Agencies	Park or Rec Dis- trict	Other Special Dis- trict	All
Increased facilities deterioration due to lack of timely repairs	3.24	3.62	3.23	3.12	3.30
Increased reliance on non-staff labor, such as the California Conservation Corps, directed volunteers, and docent programs	2.46 <sup>7</sup>	3.30 <sup>2</sup>	2.79 <sup>4</sup>	2.83 <sup>2</sup>	2.84 <sup>2</sup>
Increased vandalism	2.84 <sup>2</sup>	3.14 <sup>3</sup>	2.60 <sup>4</sup>	2.76 <sup>3</sup>	2.83 <sup>3</sup>
Increased transfer of operations funding to pay for rehabilitation projects	2.55 <sup>5</sup>	3.07 <sup>4</sup>	3.08 <sup>2</sup>	2.52 <sup>4</sup>	2.80 <sup>4</sup>
Increased liability insurance costs	2.54 <sup>6</sup>	2.79 <sup>7</sup>	2.86 <sup>3</sup>	2.68 <sup>4</sup>	2.72 <sup>5</sup>
Increased number of user complaints about park facility conditions	2.73 <sup>3</sup>	2.88 <sup>6</sup>	2.60 <sup>6</sup>	2.61 <sup>5</sup>	2.70 <sup>6</sup>
Increased transfer of acquisition or development funding to pay for rehabilitation projects	2.63 <sup>4</sup>	2.89 <sup>5</sup>	2.68 <sup>5</sup>	2.42 <sup>7</sup>	2.66 <sup>7</sup>
Decreased employee morale and motivation	2.48	2.78	2.37	2.25	2.47
Decreased public use of developed sites, such as centers, pools, picnic areas, and playgrounds	2.17	2.26	2.31	2.11	2.21
Increased number of accidents, liability claims, and lawsuits.	2.11	2.18	2.00	1.81	2.02
Decreased public use of natural areas, such as shorelines and forests	1.63	1.90	2.08	1.89	1.87

Scale used: None=1, Minor=2, Moderate=3, Major=4, and Extreme=5

FIGURE 3

## Rehabilitation Funding Shortfall Effect Local Park Agencies, FY 1987-1988



Scale: None=1, Minor=2, Moderate=3, Major=4, Extreme=5

### F. Priorities for Additional Spending on Rehabilitation

One of the most interesting questions posed by the survey questionnaire asked each jurisdiction how it would spend any additional money that might be made available for rehabilitation work. The amount of additional money was not specified. The questionnaire provided as possible responses eleven categories of rehabilitation work, and asked respondents to put them in the order that would best reflect the priorities of their agencies. The questionnaire's inquiry was simple: which category of rehabilitation work was of the highest priority, which was the next highest, and so on down to which one was of the lowest priority?

Table 8 shows the results of this exercise. Looking at all 541

responding jurisdictions collectively, four categories of rehabilitation work were important enough to be among the top three priorities of all four types of jurisdictions. These four categories - outdoor sports facilities, restroom facilities, irrigation systems, and the one which provided auto access (parking, roads, etc.) - is where any additional rehabilitation money will be initially spent. Figure 3 shows this information graphically.

This grouping at the top of the priority rankings was not consistent throughout the various categories of work. Indeed, there are some genuine distinctions between the priorities indicated by the different types of jurisdictions. For instance, rehabilitation of outdoor sports facilities was given extremely high priority by the cities, which generally have the highest responsibility in this area. Cities and park and recreation districts both gave fairly high priority (fourth) to indoor facilities, such as gyms and recreation centers. County and regional agencies gave far greater priority (fourth) to rehabilitation of utilities than did any other type of jurisdiction. And the "other" special districts were the most security-conscious, rating rehabilitation of these facilities fourth, while the other types of jurisdictions rated them as eighth priority.

TABLE 8

PRIORITIES FOR SPENDING ADDITIONAL  
FUNDING ON REHABILITATION PROJECTS  
FY 1987-88

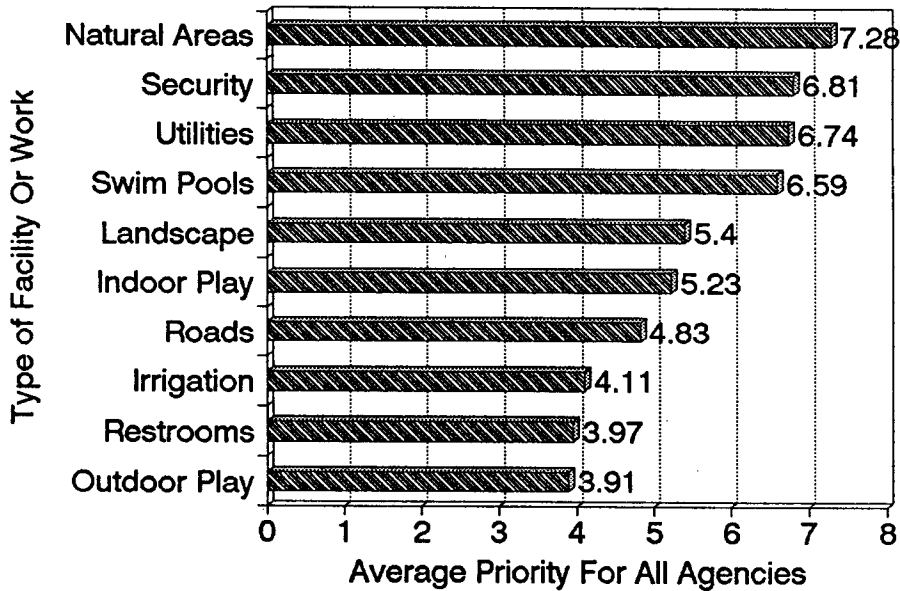
Category of Work	City Agen- cies	County & Regional Agencies	Park or Recrea- tion Dis- tricts	Other Special Districts	All
Outdoor sport facilities: e.g. ballfields, courts, and golf courses	3.38 1	5.74 5	4.84 5	4.34	3.91
Restroom facilities	4.07 4	2.90 1	4.30 1	3.83	3.97
Irrigation systems	3.86 2	3.98 3	4.51 3	5.25	4.11
Entrance roads, bridges, parking areas, gutters and signs	5.46 6	3.00 2	4.32 2	3.53	4.83
Indoor facilities: e.g. recreation centers and gyms	4.92 3	7.17	4.81 4	6.35	5.23
Landscaped and turfed open areas for unstructured use	5.14 5	6.68 7	5.78	5.28	5.40
Swimming pools	6.65	7.05	5.42	8.09	6.59
Utilities for water, sewage, electricity, and gas	7.32	4.45 4	6.63	5.29	6.74
Security measures: e.g. alarms systems, lighting, and fences	7.16	6.93	6.36	5.12	6.81
Natural areas: e.g. meadows, shorelines, forests, trails, and campgrounds	7.60	6.26 6	7.36	5.96	7.28

Scale used:  
Highest priority=1  
Lowest priority=11



FIGURE 4

## Local Park Rehabilitation Priorities California, Fiscal Year 1987-1988



### G. Current Funding Sources for Rehabilitation

The last substantive area of inquiry on the questionnaire sought information on the agency's current sources of funding for that rehabilitation work which they were able to accomplish. The questionnaire listed nine common sources of local agency funding which might be used for rehabilitation purposes. Each agency was simply asked to indicate which of these sources it had used for this purpose in the survey year, 1987-88.

The answers of the 541 responding agencies appear in Table 9, below. The most common source of such funding was the jurisdiction's general fund. Even though many local government agency administrators do not believe they have adequate support from their general fund, it is still the most widely used source of money for rehabilitation work. The second most frequently used source of money for rehabilitation was state grant funding. User fees and the assessments levied on land development through Quimby Act ordinances were tied for third. No other source was very commonly used.

TABLE 9

FREQUENCY OF USING FUNDING SOURCES FOR REHABILITATION  
OF LOCAL PARKLANDS AND RECREATION FACILITIES  
FY 1987-88  
(PERCENT USING EACH SOURCE)

Funding Sources	City Agen- cies	County & Regional Agencies	Park or Recreation Districts	Other Special Districts	All
Local agency general fund	82% 1	71% 2	74% 2	65% 1	77%
State grants, such as the 1986 California Park Bond Act	65% 2	84% 1	100% 1	42% 2	63%
User fees	24% 4	47% 3	43% 3	40% 3	31%
Developer fees based on Quimby Act ordinances	40% 3	24% 4	24% 4	5%	31%
Federal grants, such as the Land and Water Conservation Fund	19% 5	18%	10%	13%	16%
Special fund-raising activities	15%	24% 4	12%	11%	15%
Other	14%	12%	14%	21%	13%
Lighting or other special district fees or taxes	10%	10%	15%	6%	10%
Other developer or in-lieu fees	13%	6%	1%	2%	9%
Private trusts, endowments, or foundation grants	9%	18%	6%	2%	8%

## H. Respondent Comments

The last question on the survey was an open-ended one which invited respondents to make any comments they might have regarding their agencies' rehabilitation funding needs and problems. The hope was that replies to such a question would provide some qualitative information that might illuminate the more quantitative results of the previous survey questions.

Forty percent of all survey respondents made some sort of open-ended comments. Most of them could be put in one of four broad categories. These categories were: (1) affirmation of the basic problem of inadequate funding for rehabilitation work, (2) problems experienced in obtaining rehabilitation funding, (3) specific agency responses to the situation of inadequate funding, and (4) suggestions as to what an agency might do in the present situation of fiscal constraint.

No effort was made to summarize or synthesize these comments. Instead, the respondents can speak for themselves, as indicated by the following examples:

### 1. Affirmation of the Basic Problem

- "We attempt to maintain what we currently have. There has not been any major rehabilitation due to lack of funds."
- "We have no funds at all for rehabilitation or capital acquisition or development projects."
- "There is no on-going source of funding. It is usually surplus funds, carry-overs from the previous fiscal year, etc. Need a source that increases with the population."
- "Each year this agency spends an ever-higher percentage of available development funds for rehabilitation of facilities."
- "The department is desperately short of funds. Roads are a major problem, as is upgrading old structures."

### 2. Problems Experienced in Obtaining Rehabilitation Funding

- "Rehabilitation funds are primarily derived from general funds, which are extremely limited."
- "Elected officials excel at planning new services at the expense of existing facilities."

- "Significant (non-resident) visitor populations aren't paying their fair share of rehabilitation costs. It is hard to put the entire rehabilitation burden on local taxpayers. We need a rehabilitation bond act in California!"
- "I feel that Land and Water Conservation Fund criteria favor large cities and counties. Difficult for small cities to compete for funds."
- "Given the funding constraints we are faced with countrywide, we are considering closing the county park system."

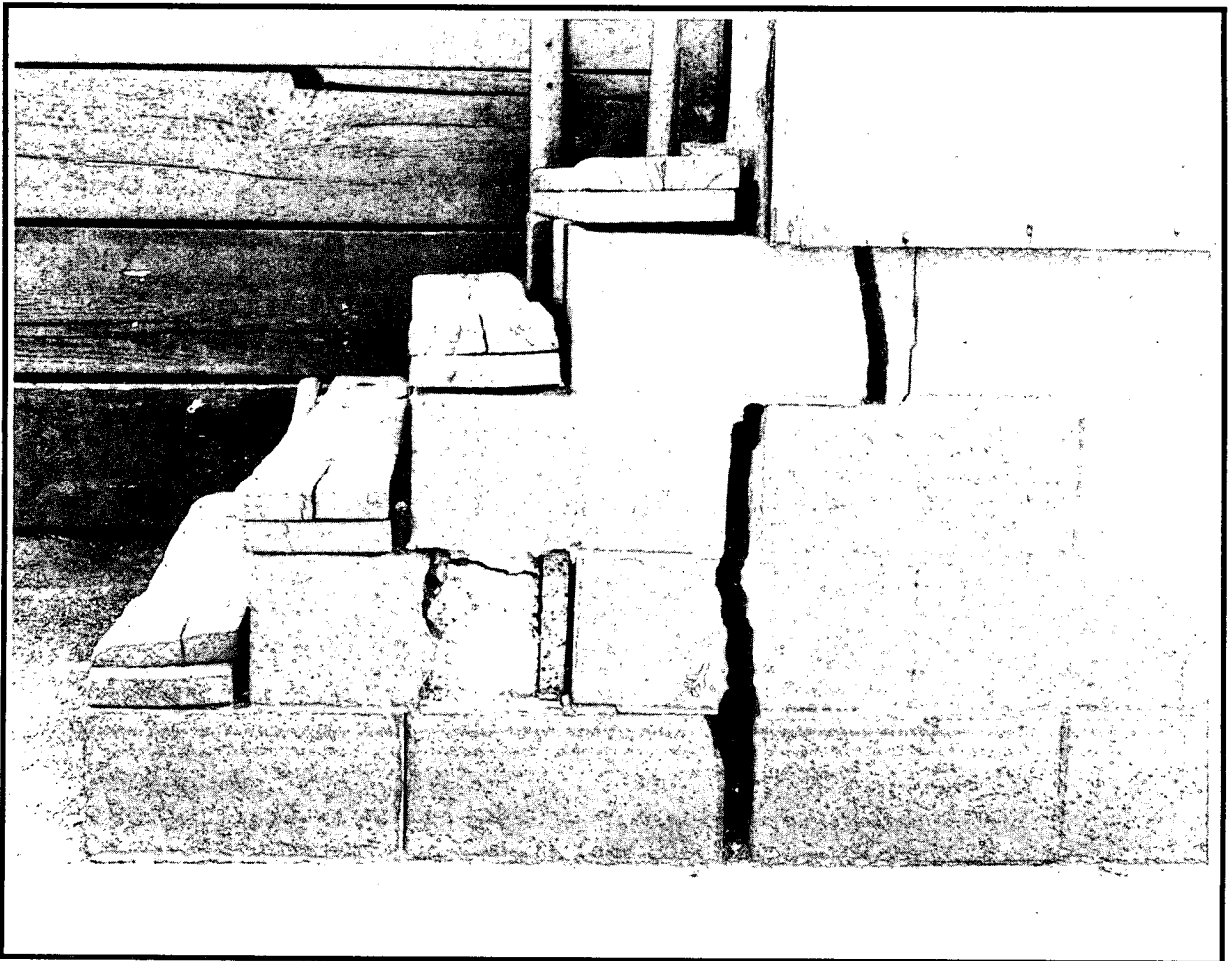
### 3. Specific Agency Responses to the Situation

- "Major park development is occurring using builders' fees. Rehabilitation dollars are from general fund, and some from the Community Development Block Grant. Future rehabilitation projects will involve joint school facilities."
- "The city is exploring consolidation with special districts for park maintenance."
- "We save our money until we can pay for materials. Labor is generally all volunteer."
- "We have recently had passed a special tax bond worth \$500,000 solely for rehabilitation purposes. This should meet our needs."

### 4. Suggestions as to What an Agency Might Do

- "I believe there should be a special rehabilitation fund established and added to on a yearly basis."
- "As park bonds provide funds for construction, governing bodies will build, but they seldom realize the need to maintain what's constructed. Suggest a balance between capital construction and rehabilitation."
- "Critical to mitigate rural areas highly impacted by urban recreational users. Should be given special consideration in competitive grants since local population, however benefitted, is usually small and not competitive."

# COMMENTARY ON THE FINDINGS



*Failure to rehabilitate or replace these steps is an invitation to an accident, an injury and possibly a lawsuit.*



## CHAPTER III

### COMMENTARY ON THE FINDINGS

The objective of the survey reported in this document was to develop information on the current status of parklands and outdoor recreation facilities owned and operated by California's cities, counties, and those special districts with a park or recreation function. The study sought to determine the degree to which these local government agencies were unable to rehabilitate their infrastructures so as to keep them at a professionally acceptable level of safety, utility, and public satisfaction. To achieve a measure of the local agencies' collective deficiencies in keeping up their infrastructures, the study estimated the dollar value of the backlog of rehabilitation projects that were recognized but undone by these agencies.

The study then developed a variety of statistical data about the rehabilitation funding problem which had just been quantified. It identified certain reasons for the situation, indicated what aspects of the problem were the most serious and where the currently available rehabilitation funding was coming from, and determined the agencies' priorities for spending any additional rehabilitation funding that might become available. An open-ended question asked for respondent comments, many of which amplified the information sought earlier in the questionnaire.

In order to get beyond a largely statistical portrayal of the current situation, the survey staff decided to undertake additional work to better determine the reasons for the current, more clearly defined situation, and to seek suggestions for how local park and recreation agencies might better deal with it. This was done through a combination of staff efforts and the direct advice and assistance of a small group of top-level local government park and recreation agency administrators.

This second form of assistance was obtained in two meetings held in the summer of 1989 to discuss the basic survey findings. Each meeting consisted of approximately one dozen local government park and recreation agency directors, selected for their leadership and excellence in the profession.

Each participant had previously been sent a preliminary draft of the survey results, and was asked to attend the meeting, and to do two things:

- Discuss the preliminary data with a view toward (a) indicating the degree to which it reflected the situation in their own agency, and their impressions of the situation as it existed in similar agencies elsewhere in the state, and

(b) pointing out any aspects of the data that they found questionable or anomalous;

- Based on their own extensive knowledge and experience, offer ideas and suggestions as to ways by which local government park and recreation agencies could better deal with the lack of adequate funding for rehabilitation of parklands and recreation facilities.

In general, the preliminary findings did not surprise the group participants. Most were well aware that there were longstanding and serious inadequacies in the ability of many local agencies to fund necessary rehabilitation of their grounds and facilities. Perhaps none of them had guessed that the cumulative statewide total would be as high as \$640 million, but none was particularly surprised by it.

Nor were there any surprises in the related information - the existing sources of rehabilitation funding, the basic reasons why there wasn't enough money to do the job, and the wide range of negative situations that came as a result of the large backlog of deteriorating grounds and facilities.

Although the group's participants added nothing dramatically new to the specific survey findings, it did contribute some illuminating details and illustrations, as well as some divergence from the more statistical findings produced by the survey. It also generated a few ideas on new funding sources which might be explored by various agencies.

The following paragraphs summarize the group's views and suggestions toward better defining the current situation, and adding to the range of possible approaches by which an agency might gain financial relief.

#### A. Reasons for the Current Situation

Looking at the problem's basic causes, most participants felt that the most critical fiscal constraints which they faced were - more than anything - the results of two decade-old statewide ballot measures, Propositions 13 and 4. These two propositions seriously constrained every local jurisdiction's overall budget by (respectively) restricting the level of property taxation they could impose, and by putting a cap on their overall expenditures for public services.

Within the context of these two fiscal constraints, the group members felt that the parks and recreation function was among the hardest-hit functions of local government. When demands for funds exceeded the jurisdiction's ability to raise them, they



pointed out that the jurisdiction's highest funding priority went to functions that were legislatively or judicially mandated, and to those which were most closely associated with matters of public safety and health. Parks and recreation did not fall into either category, and, as a result, suffered badly.

There were many examples of this situation, including the following:

- A judicial decision was made that the county had to relieve prisoner overcrowding by building a new prison. Funding of this new prison created budgetary problems in virtually all county agencies, including parks and recreation;
- State legislation was passed regarding social programs, in such areas as mental health, which passed new or substantially increased responsibilities down to the counties without providing the funding to pay for them. In funding these increased responsibilities, the counties had to cut into the funding of other current programs, including parks and recreation;
- Many social programs initiated at both the federal and state levels have automatic cost-of-living increases mandated on the cities and counties which administer the programs. When local government must pay these increased costs, they have to take the money from other programs, including parks and recreation.
- A federal requirement to upgrade a local sewage treatment plant required the jurisdiction to make a large and previously unexpected expenditure. This money had to be made up by funds which otherwise would have gone to other county agencies, such as parks and recreation.

In addition, most park and recreation agencies find that increased regulations and responsibilities mandated upon them are taking funds that might go to a variety of purposes, including rehabilitation projects.

- An increase in the requirements of building codes to meet earthquake standards, or for newly mandated features such as accessibility to the handicapped, means that any jurisdiction has new and previously unanticipated capital costs throughout its facility-managing agencies, including parks and recreation.
- One small district reported four different new or increased cost during the last fiscal year:
  - mandated responsibility to remove underground storage tanks and monitor soil samples
  - pay the county for its administrative costs in collecting

- taxes which go to the district
  - expanded mandatory participation in the Social Security System on behalf of part-time employees
  - Planning and implementing a newly required asbestos abatement program
  - As newly required by Proposition 65, train, test and license all pesticide applicators.
- Facing increased liability and personal injury judgements and increased medical costs for those injured, insurance companies put greater requirements on public agencies that seek coverage. This increases the costs to the jurisdictions and their various individual agencies. Parks and recreation is a function that is particularly sensitive to liability insurance problems.

Additional fiscal pressure was caused by the costly nature of rehabilitation projects. On a comparable basis (such as dollars per square foot), the cost of rehabilitation is considerably more labor-intensive and more expensive than is new construction. Fixing or improving existing things can have a substantial cost.

Inflation was cited as another problem. Although inflation in general has not been great during the past few years, it has been greater than average in sectors closely related to rehabilitation work. In the past few years, the cost of materials, equipment, and labor has been increasing at a rate faster than that of many agency budgets.

#### B. Possible Solutions to the Problem

What can be done to help the cities, counties, and districts which have collectively accumulated a backlog of \$642 million in unfunded maintenance projects in their park lands and outdoor recreation facilities? How can such a massive backlog be eliminated, or even substantially reduced, at a time when local government finds its revenues falling short of its basic needs?

Partial answers to these questions could be implied by some of the responses to the survey questionnaire, particularly to the last, open-ended question. Additional ideas and comments came from the top-level directors who participated in the two meetings held to discuss the draft survey data. The consensus answer was simple to state and difficult to achieve: find additional funding for rehabilitation projects. Most of the responses called for money in its most immediate and direct form - dollars. Some spoke for money substitutes, particularly in-kind services, volunteer labor, and the materials and equipment needed to do needed maintenance work.

For those who called for increased rehabilitation funding, in

larger amounts and on a regular basis, one can look to a number of sources. Each will be briefly discussed below. A more detailed explanation of many of these funding sources can be found in *A Planner's Guide to Financing Public Improvements*, published in 1989 by the Governor's Office of Planning and Research.

- **General Fund:** In spite of the fact that every local jurisdiction's general fund is being severely tested by competing pressures, it is still a major source of money for rehabilitation and restoration of their park lands and recreation facilities. If only because of its current connection with the function, it is still a worthwhile place to continue looking for funding.

Receiving additional support from the general fund may require increased justification and public support. One suggestion was that park and recreation agencies link their mission, and, in some instances, their programs with otherwise competing agencies. If recreation programs can be linked to a reduction in the level of juvenile delinquency, supporters of law enforcement may become better supporters of park and recreation agencies. If recreation agencies provide after-school programs for children, those who support schools and youth programs may give more support to park and recreation agencies.

- **State Bond Act:** Historically, statewide park and recreation bond acts have been passed by the voters every four years. These measures provide funds which go to local government park and recreation agencies in the form of grants for capital outlay. While land acquisition and development of new facilities have been the principal use of this money in the past, there has been a distinct trend toward using a larger share for rehabilitation, restoration, and modernization of existing facilities.

The local grants funds from the most recent statewide bond acts, 1984, 1986, and 1988, have already been allocated and largely spent, and the bond act attempted in November 1990 narrowly failed to pass. There will probably be one or more statewide park and recreation bond acts proposed for the 1992 primary and/or general election. Those who are designing these bond acts should be sure that rehabilitation is a valid use of funds.

If the infrastructure rehabilitation backlog is considered to be a serious enough problem, a specific allocation of statewide park and recreation bond act funds might be made available only for rehabilitation projects. Directing capital outlay money to rehabilitation might also be accomplished through a reworking of the grant award criteria

used by the administering agency, the California Department of Parks and Recreation.

- **Local Bond Measures:** Until very recently, general obligation bonds passed by the voters of a city, county, or special district provided a portion of the money needed for capital outlay improvements of the park and recreation system. In recent years, however, fewer local bond measures have been attempted, and fewer yet have been successful. The voters were negatively disposed towards almost all bond measures in 1990, regardless of their purpose.

Nevertheless, a well-packaged proposal in a highly motivated jurisdiction may get the needed two-thirds vote. Among the very few successful efforts in 1990, the East Bay Regional Park District passed a \$225 million bond act, while Napa County voters approved \$7 million for open space purposes.

Local bond acts require a two-thirds majority to pass. Of the 30 local government general obligation bond acts for park and recreation purposes which were attempted between 1985 and 1990, only 7 received a 2/3 majority. Twenty others, however, received between 50% and two-thirds. Legislation permitting the passage of park, recreation and open space bond acts by a simple majority would produce more funding for these purposes.

As suggested in the discussion on statewide bond acts, local bond acts should include rehabilitation and restoration of parklands and recreation facilities among capital outlay projects. While such expenditures usually lack political sex appeal, some of this quality might be gained by applying this sort of funding in parks of great public recognition and value.

- **Urban Park and Recreation Recovery Program:** This is a federal program that directly provides matching grants to distressed urban communities for rehabilitation of critically needed recreation facilities. Through this program, National Park Service funding is provided to rehabilitate close-to-home urban recreation sites that have deteriorated to the point where recreationists' health and safety are endangered, or the quality of the recreation service is impaired. The amount of money available is modest, and the competition is keen. The program's current emphasis is on innovative projects.
- **User Fees:** Historically, fees and charges levied on users of parks and recreation facilities have either been deposited in the jurisdiction's general fund, or, in a few cases, the money has gone to the park and recreation department for operation and maintenance purposes. In some

cases, the maintenance function can be expanded to include major rehabilitation and restoration activities and projects. In recent years, however, many local government park and recreation agencies have increased their fees to the point where many feel that additional increases would be unjustified or politically infeasible.

While many visitors object to increasing user fees, some may be mollified if the money that is collected is to be applied to known uses and acceptable uses, and/or spent at the park where it is collected. Increased fee collections devoted to rehabilitation projects might be made more acceptable to the public if the projects were important and publicly supported.

- **Assessment Districts:** With most existing cities, counties, and districts already fiscally constrained, and districts currently suffering severe fiscal constraints, supporters of specific governmental functions, such as parks and recreation, have turned to another approach - to create a new governmental entity to raise the needed funding.

These are specific districts which assess their residents just for a single, narrow function, paying for this function through a tax on each parcel of land within their boundaries. Two kinds of districts are most used.

- **Landscape and Lighting Districts --** Recently legislated language allows this long-established type of district to now engage in maintenance and rehabilitation of park and recreation lands and facilities.
  - **Mello-Roos Community Facilities Districts --** This new type of district, which may be created to fund capital costs and some operational and maintenance costs, has not yet been used for park and recreation purposes. However, there is nothing in the law that seems to preclude this.
  - **Benefit Assessment Districts --** Taxes are levied on individual parcels of property that will benefit directly from the improvements being made. These improvements may include rehabilitation of existing grounds and facilities.
  - **Community Rehabilitation Districts --** Specifically aimed at the rehabilitation of public capital facilities, including park and recreation facilities.
- **Institutional Fundraising:** Some jurisdictions raise considerable amounts of money (as well as land, equipment,

and in-kind services) through a planned and organized effort aimed at getting gifts and donations from private individuals, businesses, and non-profit organizations. Although rehabilitation and restoration is not a major purpose of such solicitation, it might become more so if certain types of donations were targeted (equipment, supplies), or campaigns were centered on important and particularly worthy rehabilitation projects (e.g., a historic mansion, a youth center).

Outside sources can provide cash, in-kind services (e.g., Adopt-a-Park), equipment, supplies, and volunteer labor at all skill levels -- all of which can be channeled into rehabilitation and restoration projects.

- **Labor from Organizations and Agencies:** Even though federal and state fiscal restraints have reduced many labor-providing programs, there are still opportunities to get unskilled and semi-skilled labor at less than normal rates. Among them are:
  - Youth Conservation Corps
  - California Conservation Corps
  - "Directed Volunteers" from law enforcement agencies
  - California Youth Authority
  - "Friends of the Parks" groups associated with agencies or certain of their parks.
  
- **Park Dedication Ordinances:** As permitted by the state's 1965 Quimby Act, cities and counties may establish ordinances requiring residential subdivision developers to provide land or in-lieu fees for park and recreation purposes as a condition to the approval of a tentative map or parcel map, with no provisions for operations and maintenance. Revenues received in lieu of land dedication may be used only for developing new or rehabilitating existing park or recreational facilities to serve the sub-divisions.

In addition to the above suggestions, the committee recommended four other areas where park and recreation agencies might find additional revenues. It is suggested that these would be most appropriate in cases where the tax is already in place, and that the current income from that source be reallocated to include a portion for the park and recreation agency.

- **Real Estate Transfer Tax:** All California counties and most

of its cities tax the transfer of real estate from one owner to another, the amount of tax based on the value of the property changing hands. The more proper term for this is "documentary transfer tax."

There is a substantial difference in the level of this tax imposed by the various cities and counties. Any jurisdiction, particularly one with more modest levels of this tax, could increase and use it for a variety of purposes, including rehabilitation and restoration of park and outdoor recreation facilities. This could be easily justified in the case of residential property, the source of most of the tax, since the departing residents helped wear out the facilities, and the new ones will want to find them in good condition.

- **Construction Tax:** The City of San Jose places a tax on all new construction, regardless of its location or intended use -- residential, commercial, or industrial. This goes beyond the Quimby Act dedication, which is limited to residential subdivisions in developing areas.
- **Transient Occupancy Tax:** The transient occupancy tax, the "hotel tax," or the "TOT" is levied on a jurisdiction's hotel and motel rooms, and the income is used by the jurisdiction for a wide range of public purposes, ranging from convention facilities to cultural and recreational activities to basic services such as streets and utilities. While competition for this fund is often very keen, there may be some opportunity to use a portion of it for rehabilitation of park and recreation facilities.
- **Utility Tax:** Placement of a fee or surcharge on charges made for various utilities or services provided by local government. Such taxes may be added to water, sewage, refuse collection, telephone service, and the like. One jurisdiction has a "tipping fee" added to the charge made for each load accepted by its sanitary landfill.

Some level of public concern with the park and recreation infrastructure is indicated by a study made by the California Department of Parks and Recreation: Public Opinions and Attitudes on Outdoor Recreation in California - 1987. In response to the statement that "looking after the land and parks already available for recreation is more important than adding new parks," 61.4% either agreed or strongly agreed.

In another question, respondents were told to assume tight park and recreation agency budgets for the next few years. With this assumption, the respondents were asked which of six specified areas of spending should be increased, kept the same, or decreased. In response, 54.6% said they would like an increase

in the maintenance of existing facilities, while only 1.9% wanted a decrease.

The problem facing park administrators will be that of translating broad but unfocused public concern with the issue into programs and actions that will in fact improve California's public agency park and recreation infrastructure.



# APPENDICES

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*Sometimes turf areas are so compacted and the irrigation system so corroded that it is best to tear out the old and start fresh.*



## APPENDIX A

### THE SURVEY MATERIALS

This appendix contains reproductions, reduced from their original size, of the materials used in the survey. The original survey instrument was printed on legal size (8 1/2" x 14") light blue stock, while the original Glossary of Terms, the cover letter, and the initial follow-up letter were printed on the standard 8 1/2" x 11" white stock.





# 1989 LOCAL PARK REHABILITATION FUNDING SURVEY



Sponsored by the  
**CALIFORNIA DEPARTMENT OF PARKS AND RECREATION**  
 and the  
**CALIFORNIA PARK AND RECREATION SOCIETY**

**DIRECTIONS:** Please complete this survey using your best estimates or judgment. Before beginning, be sure to read the enclosed glossary of terms. Please round off all dollar figures requested to the nearest \$1,000. All information will be considered confidential.

6. To what degree has your agency experienced the following impacts due to insufficient rehabilitation funding? Please circle the most appropriate response for each potential impact listed.

1. What was your agency's budget in F/Y 1987-88 for:

Operations and Maintenance: \$ \_\_\_\_\_

Acquisition and Development: \$ \_\_\_\_\_

2. What was the estimated total cost of the rehabilitation work that was **COMPLETED** by your agency in F/Y 1987-88?

\$ \_\_\_\_\_

3. Did your agency have sufficient funds in F/Y 1987-88 to accomplish all of the rehabilitation projects that have been identified as necessary? (If your answer is "yes", your agency is fully current on all of its rehabilitation work.)

YES

NO

4. What is the estimated total cost of the rehabilitation projects that were **NEEDED** but were deferred or not completed in F/Y 1987-88 due to insufficient funding? (If your agency is fully current on these projects, having answered "yes" to question 3, your answer to this question will be zero dollars.)

\$ \_\_\_\_\_

5. If additional funding for rehabilitation purposes were made available to your agency, what would be the priority of the following categories of work? Please rank them in order of priority from 1 through 11, with 1 being the **highest** priority and 11 being the **lowest**.

- a. Entrance roads, bridges, parking areas, sidewalks, gutters, and signs. \_\_\_\_\_
- b. Utilities for water, sewerage, electricity, and gas. \_\_\_\_\_
- c. Irrigation systems. \_\_\_\_\_
- d. Restroom facilities. \_\_\_\_\_
- e. Swimming pools. \_\_\_\_\_
- f. Security measures, such as alarm systems, lighting and fences. \_\_\_\_\_
- g. Indoor facilities, such as centers or gyms. \_\_\_\_\_
- h. Outdoor sport facilities, such as ball fields, courts, and golf courses. \_\_\_\_\_
- i. Landscaped and turf-ed open areas for unstructured use. \_\_\_\_\_
- j. Natural areas, such as meadows, shorelines, forests, trails, and campgrounds. \_\_\_\_\_
- k. Other: \_\_\_\_\_

Potential Impacts on Agency	Level of Impact					
	None	Minor	Moderate	Major	Extreme	Not Applicable
a. Increased deterioration of facilities due to lack of timely repairs.	1	2	3	4	5	6
b. Increased vandalism.	1	2	3	4	5	6
c. Decreased employee morale and motivation.	1	2	3	4	5	6
d. Increased transfer of operations funding to pay for rehabilitation projects.	1	2	3	4	5	6
e. Increased transfer of acquisition or development funding to pay for rehabilitation projects.	1	2	3	4	5	6
f. Decreased public use of developed sites, such as centers, pools, picnic areas, and playgrounds.	1	2	3	4	5	6
g. Decreased public use of natural areas, such as shorelines and forests.	1	2	3	4	5	6
h. Increased reliance on non-staff labor, such as the California Conservation Corps, directed volunteers, and docent programs.	1	2	3	4	5	6
i. Increased number of user complaints about park facility conditions.	1	2	3	4	5	6
j. Increased number of accidents, liability claims, and lawsuits.	1	2	3	4	5	6
k. Increased liability insurance costs.	1	2	3	4	5	6
l. Other: _____	1	2	3	4	5	6

7. To what degree have the following factors negatively affected your agency's ability to finance rehabilitation projects in F/Y 1987-88? Please circle the most appropriate response for each factor.

Factors Which Could Impact Agency	Level of Impact					
	None	Minor	Moderate	Major	Extreme	Not Applicable
a. Reduced availability of local property taxes.	1	2	3	4	5	6
b. Government spending limitations, such as the Gann Initiative.	1	2	3	4	5	6
c. Escalating capital costs, such as inflation for goods and materials.	1	2	3	4	5	6
d. Escalating operational expenses, such as utilities and labor.	1	2	3	4	5	6
e. End of CETA; reduction of similar federal/state work programs.	1	2	3	4	5	6
f. Curtailment of federal grants, such as the Land and Water Conservation Fund.	1	2	3	4	5	6
g. Inadequate state grants available for rehabilitation purposes.	1	2	3	4	5	6
h. Additional federal/state requirements, such as handicap accessibility codes.	1	2	3	4	5	6
i. Decreased community support, such as donations and volunteer assistance.	1	2	3	4	5	6
j. Emphasis on development of new park land at the expense of rehabilitation projects.	1	2	3	4	5	6
k. Increased liability insurance premiums.	1	2	3	4	5	6
l. Increased security costs.	1	2	3	4	5	6
m. Other: _____	1	2	3	4	5	6

8. How did your agency finance the rehabilitation projects completed in F/Y 1987-88 as reported in question 2? Please check those funding sources that apply to your agency.

**FUNDING SOURCES**

- a. Local agency general fund. \_\_\_\_\_
  - b. User fees. \_\_\_\_\_
  - c. Developer fees based on Quimby Act ordinances. \_\_\_\_\_
  - d. Other developer or in-lieu fees. Please identify their source: \_\_\_\_\_
  - e. Lighting or other special district fees or taxes. \_\_\_\_\_
  - f. Special fund-raising activities. \_\_\_\_\_
  - g. Federal grants, such as the Land and Water Conservation Fund. \_\_\_\_\_
  - h. State grants, such as the 1986 California Park Bond Act. \_\_\_\_\_
  - i. Private trusts, endowments, or foundation grants. \_\_\_\_\_
  - j. Other: \_\_\_\_\_
9. What was the population of your jurisdiction, or, if your agency is a special district, your service area in F/Y 1987-88?  
\_\_\_\_\_
10. Please add any comments you would like us to know regarding your agency's rehabilitation funding needs and problems. If you need additional space, please attach another piece of paper.  
\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
11. In case we need additional information from you, what is your:  
Name: \_\_\_\_\_  
Title: \_\_\_\_\_  
Telephone No.: ( ) \_\_\_\_\_

Please make any needed changes in your agency's address below.

Thank you for taking the time to complete this survey. Please return it in the envelope provided, or mail to:

**1989 LOCAL PARK REHABILITATION FUNDING SURVEY:**  
 California Department of Parks and Recreation  
 Statewide Planning Division  
 P.O. Box 942896  
 Sacramento, CA 94296-0001

## GLOSSARY OF TERMS

To get the best possible survey results, it is important that all respondents have and use a common understanding of two critical terms, "maintenance" and "rehabilitation". Before completing your survey, please read this study's working definition of these two terms and examine the specific examples which show the distinction between maintenance and rehabilitation efforts on four different type of facilities.

### 1. Definition of Terms.

**MAINTENANCE:** Tasks undertaken on a regular basis to help keep park and recreation facilities in a proper state or condition.

**REHABILITATION:** Tasks undertaken on a periodic or "as needed" basis to restore or improve deteriorated facilities and bring them up to a preferable agency standard.

### 2. Examples and distinctions between Maintenance and Rehabilitation.

<u>FACILITY TYPE</u>	<u>MAINTENANCE</u>	<u>REHABILITATION</u>
<b>Irrigation systems:</b>	Replace broken sprinkler heads, maintain valves, flush out system, repair breaks in lines.	Replace outdated valves, main lines, controllers; conversion of manual systems to automated systems.
<b>Restroom facilities:</b>	Clean, paint, repair minor vandalism, remove graffiti.	Replace roof, replace worn-out or vandalized fixtures, conversion for handicap accessibility.
<b>Playground equipment:</b>	Remove splinters, replace broken parts, replace bearings, chairs, and seats, repaint or refinish surfaces.	Replace an entire piece of worn-out or unsafe equipment or apparatus, add safer ground material (sand, bark, rubber mats), update equipment.
<b>Sidewalks/trails/ Parking lots:</b>	Sweep, weed, edge, fill in small holes or cracks, restripe, slurry coating.	Repair major cracks and potholes, repair landslide damage, replace signs, resurface.

Please call Laura Heard, Department of Parks and Recreation, Statewide Planning at (916) 323-3428, if you have any questions regarding this glossary.

**DEPARTMENT OF PARKS AND RECREATION**

P.O. BOX 942896  
SACRAMENTO 94296-0001  
(916) 323-3428



January 11, 1989

Dear Colleague:

In the spring of 1987, more than five hundred agencies participated in the "Local Park and Recreation Survey" sponsored by the California Department of Parks and Recreation and the California Park and Recreation Society. The responses to that survey indicated that many local agencies are experiencing a growing backlog of unfunded repair, rehabilitation, and replacement projects that is reducing the quality of service available to the public. In fact, a significant number of respondents identified funding and facility deterioration among the top four critical problems recreation agencies will face in the near future.

Our organizations are cooperating again to undertake a follow-up on this specific matter. The first step in dealing with the problem is to determine the size and scope of the situation on a statewide basis. With this information, new supplementary funding and technical assistance programs can be designed, and action plans can be formed to implement solutions that can help us all. The survey's new data will also be available to help you educate your local park board and supporters about the scale and urgency of the problem. To do this task properly, your help is essential.

The enclosed survey is brief and simple to fill out. We are looking for the kind of information that you or your staff can produce from readily accessible documents or professional estimates. Your individual agency's information will be kept confidential, and only summary data will be reported. And, in appreciation of your participation, you will receive a free copy of the findings as soon as they are published early this summer.

We have also included a short glossary of terms in order to ensure consistency. It is important that you read it and keep the definitions clearly in mind as you fill out the survey. Should you have any questions of any sort, please call Laura Heard in the Statewide Planning Section at (916) 323-3428. A self-addressed return envelope has been included for your convenience. Please return the completed survey before February 22, 1989.

We deeply appreciate your professional attention to this important study of our common needs. Thank you for your interest and participation.

Handwritten signature of Henry R. Agorria in black ink.

Henry R. Agorria, Director  
California Department of  
Parks and Recreation

Handwritten signature of Jane H. Adams in black ink.

Jane H. Adams, Executive Director  
California Park and Recreation  
Society



## DEPARTMENT OF PARKS AND RECREATION

P.O. BOX 942896  
SACRAMENTO 94296-0001



(916) 323-3428

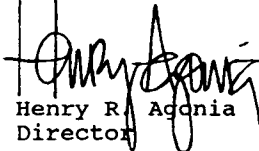
Dear Recreation Agency,

It has been nearly three weeks since the 1989 Local Park Rehabilitation Funding Survey was sent to you. The results of this important study will be used to examine the growing backlog of unfunded rehabilitation projects. This backlog is recognized as a deterrent in reduction of the quality of public service that recreation districts are able to provide to the public. Your participation in this process is invaluable to the ultimate success of this project, and I strongly encourage you to complete the survey.

Since we have not yet received your response, another questionnaire has been enclosed for your use. Please take a few minutes to complete this, and mail it back to us as soon as possible. We are looking for the kind of information that you or your staff can produce from readily accessible documents or professional estimates.

A short glossary of terms has been included to ensure clear understanding of the survey topic. Should you have any questions, please call Laura Heard, Statewide Planning Section, at the number listed above. A self-addressed return envelope has been included for your convenience. Thank you in advance for your time, help, and for your interest.

Sincerely,

  
Henry R. Agdnia  
Director

Enclosures



## APPENDIX B

### DETAILED EXPLANATION OF THE SURVEY METHOD

This appendix provides a step-by-step description of development of the questionnaire, its distribution, and the follow-up efforts used to ensure the maximum return of fully completed questionnaires. It also provides information on the processing and analysis of the data that were collected.

#### A. Development and Distribution

The project began with an assessment of the type of information that would be of greatest value in examining the issue under study. Participation in this effort by the California Park and Recreation Society ensured that the questions asked and the information collected would be useful and relevant from a local government perspective. The objective was to develop a brief questionnaire that was limited in scope, and easy to complete.

Initially, the survey staff met with administrators of six local recreation and park agencies to narrow the focus of the research project, and to better understand in general terms the rehabilitation funding problems. As a result of these meetings, it was found that a glossary of vocabulary terms was necessary to assist questionnaire recipients in their understanding of the survey.

The survey instrument was designed to be completed by agency administrators or their staff. It was limited to one legal-size page and printed on both sides, using light blue paper. Questions about funding asked for estimates to the nearest thousand dollars, rather than requiring more exact figures. Open-ended comments were solicited on some questions to better inform the survey staff about the exact nature of the rehabilitation funding problems. Confidentiality was promised to encourage the most candid responses.

The glossary of terms was printed on 8 1/2" x 11" white bond paper, as was the original cover letter. The letter contained the signatures of both the Director of the California Department of Parks and Recreation and the Executive Director of the California Park and Recreation Society. A self-addressed envelope was enclosed with this and subsequent mailings to facilitate return of the completed questionnaire.

The glossary and a first draft of the survey instrument were circulated for comment on October 5, 1988, to the six local park and recreation agencies which had offered to assist with this

project, and to staff members of the Local Assistance and Statewide Planning Sections of the California Department of Parks and Recreation.

The survey instrument was then revised into a second draft. On November 16, 1988, it was distributed to 42 local recreation and park agencies for further testing. Comments were also solicited from staff at The California Park and Recreation Society, The National Recreation and Park Association, and the National Park Service. This was done to test the instrument for clarity, to insure that the terminology was appropriately used, and to see if the survey form could in fact be readily completed by local agency personnel.

Based on the responses to the second draft, a final questionnaire was developed and mailed on January 12, 1989. It was sent to 762 local government jurisdictions believed to be eligible for local park and recreation grants administered by the state. One month after the surveys were mailed, approximately 35 percent of the targeted agencies had responded.

On February 10, 1989, a follow-up letter was sent to all agencies on the mailing list, thanking those who had responded, and requesting a response from the others. An additional copy of the survey was included in this mailing to all non-responding agencies on the mailing list. The cover letter for the second mailing was also on 8 1/2" x 11" white bond paper. On March 10, 1989, a third mailing of similar materials, with a cover letter signed by the project manager, was sent out only to those agencies that had not yet responded.

The data from all of the returned questionnaires were reviewed for possible errors and omissions, and where such were found, the relevant agencies were contacted by telephone for corrections. Due to the highly technical and detailed nature of the information sought, almost 30 percent of the responses either needed clarifications or were improperly completed. Most of the calls made by the survey staff were due to missing information on the returned surveys.

Some of the city, county, and special district agencies notified the department that they did not have a recreation function, or that the function was handled for them by another jurisdiction. A total of 43 agencies were found to be not relevant to the survey, and were omitted from the analysis.

As a result, the final set of active jurisdictions totaled 541, with the survey's final rate of response equalling 75 percent.

## B. Data Processing and Analysis

The data from the returned and reviewed questionnaires were entered into a commercial data base program, Paradox 3.0, by Borland. They were then analyzed by the survey staff for sums, averages, distributions, and some cross-tabulations. Data were categorized by total agencies, by agency type, and by jurisdiction population size. Comments received from the open-ended question were reviewed and noted.

The department wanted all survey data which dealt with financial information to represent the total number of local recreation and park agencies believed to exist in the state, even though some had not responded to the survey. To achieve this objective, it was necessary to generate data to represent the non-responding agencies. This process is described below.

The mailing list, provided by the Department's Local Assistance Section, listed 762 agencies, all of which were mailed a survey. A total of 584 surveys were returned; 43 of those returned indicated that they did not have a park or recreation function. This left survey staff with 541 fully usable questionnaires: 339 from city agencies, 51 from county and regional agencies, 89 from park or recreation districts, and 62 from other special districts (see Table 2 in Chapter 2). For each type of jurisdiction, a percentage was calculated to represent that portion of the returned surveys that did not have a park or recreation function. Table B-1 below shows these calculations.

To determine how many jurisdictions with a park or recreation function would exist if all of them had responded to the survey, the percentages for each type of jurisdiction were applied to the total number of surveys mailed (by type of jurisdiction). In other words, the number of surveys determined by the applicable percentage was subtracted from the total number mailed; this was done for each type of jurisdiction. The resulting numbers represent the estimated survey universe. Adding together the estimated survey universe for each type of jurisdiction resulted in a total universe of 702 jurisdictions.

In order to estimate the total amount of funds needed by all local government park and recreation agencies in the state (the survey universe estimated to be 702 agencies), the survey staff made the assumption that the nature of and problems of the missing agencies were similar to those of the 75 percent that did participate. Given that assumption, the department calculated the average amount of needed funding reported by the agencies that did respond to the survey, and then multiplied that average figure by the total number of agencies estimated to exist in each jurisdiction type (the estimated universe), to estimate the total financial needs of all the agencies, those which reported and those which did not. Tables B-2 through B-5 show how these calculations were done for the various funding issues.

TABLE B-1  
CALCULATING THE SURVEY UNIVERSE

Type of Jurisdiction	Surveys Returned	No Park or Recreation Function	Percent without Park or Recreation Function	Surveys Mailed	Total No. of Jurisdictions Estimated Not to Have Park or Recreation Function	Estimated Survey Universe
City Agencies	351	12	3	450	14	436
County & Regional Agencies	57	6	11	61	7	54
Park or Recreation Districts	92	3	3	112	3	109
Other Special Districts	84	22	26	139	36	103
Total	584	43	NA	762	60	702

TABLE B-2

Operations and Maintenance Calculations  
for Survey Universe

Type of Jurisdiction	Accepted Surveys	\$ Amount Reported by Survey Respondents	Average \$ Amount per Agency	Estimated Survey Universe	Total \$ Amount per Jurisdiction Type
City Agencies	339	547,563,915	1,615,233	436	704,241,588
County & Regional Agencies	51	215,453,533	4,224,579	54	228,127,266
Park or Recreation Districts	89	98,599,407	1,107,859	109	120,756,631
Other Special Districts	62	27,048,873	436,272	103	44,936,016
<b>Total</b>	<b>541</b>	<b>888,665,728</b>	<b>1,642,635</b>	<b>702</b>	<b>1,098,061,501</b>

TABLE B-3

Acquisition & Development Calculations  
for Survey Universe

Type of Jurisdiction	Accepted Surveys	\$ Amount Reported by Survey Respondents	Average \$ Amount per Agency	Estimated Survey Universe	Total \$ Amount per Jurisdiction Type
City Agencies	339	236,285,550	697,008	436	303,895,488
County & Regional Agencies	51	145,754,174	2,857,925	54	154,327,950
Park or Recreation Districts	89	30,082,639	338,007	109	36,842,763
Other Special Districts	62	6,441,610	103,897	103	10,701,391
<b>Total</b>	<b>541</b>	<b>418,563,973</b>	<b>773,686</b>	<b>702</b>	<b>505,767,592</b>



TABLE B-4

Completed Rehabilitation Calculations  
for Survey Universe

Type of Jurisdiction	Accepted Surveys	\$ Amount Reported by Survey Respondents	Average \$ Amount per Agency	Estimated Survey Universe	Total \$ Amount per Jurisdiction Type
City Agencies	339	81,511,102	240,446	436	104,834,456
County & Regional Agencies	51	29,112,596	570,835	54	30,825,090
Park or Recreation Districts	89	6,651,394	74,735	109	8,146,115
Other Special Districts	62	3,442,371	55,522	103	5,718,766
<b>Total</b>	<b>541</b>	<b>120,717,463</b>	<b>223,138</b>	<b>702</b>	<b>149,524,427</b>

TABLE B-5

Rehabilitation Backlog Calculations  
for Survey Universe

Type of Jurisdiction	Accepted Surveys	\$ Amount Reported by Survey Respondents	Average \$ Amount per Agency	Estimated Survey Universe	Total \$ Amount per Jurisdiction Type
City Agencies	339	354,877,596	1,046,837	436	456,420,932
County & Regional Agencies	51	99,308,804	1,947,231	54	105,150,474
Park or Recreation Districts	89	33,163,570	372,624	109	40,616,016
Other Special Districts	62	23,964,450	386,523	103	39,811,869
<b>Total</b>	<b>541</b>	<b>511,314,420</b>	<b>945,128</b>	<b>702</b>	<b>641,999,291</b>

## APPENDIX C

### STATE AND FEDERAL AGENCY REHABILITATION BACKLOGS

This Appendix provides estimates of the park and outdoor recreation facility rehabilitation backlog experienced by major state and federal agencies in California. This information is included in an effort to provide in one place all of the best current information on the rehabilitation backlog of all levels of public park and recreation agencies active in California today.

The information for these agencies is of lesser quality than that developed by the survey to estimate the rehabilitation backlog of the state's local government agencies. Because of the differences among state and federal agencies in collecting the needed information, this data is not totally compatible with that which the survey developed for local government agencies. In addition, data for the state and federal agencies are of a more recent time period than that in which the local agency data was generated.

Nevertheless, this appendix provides useful figures for the state and federal agencies that have a major role in providing park and recreation opportunities for the public. If nothing else, this information permits one to make a rough estimate of the rehabilitation backlog for all public park and outdoor recreation agencies operating in the state today. This estimate appears in Table 1 of this report's survey.

#### 1. State Agencies

Among the agencies of state government, the Department of Parks and Recreation provides by far the largest share of outdoor recreation facilities and opportunities. Although two sister departments, the Department of Fish and Game and the Department of Forestry and Fire Protection, do provide outdoor recreation opportunities, they are on a much smaller scale and are less facility-oriented than those provided by the Department of Parks and Recreation.

#### The California Department of Parks and Recreation

As of 1991, the department's State Park System included 276 units, totaling 1.3 million acres. Recreation facilities provided at these units include more than 17,500 campsites and almost 10,500 picnic sites, and more than 3,000 miles of trails. Many of the units offer interpretive programs and facilities, including visitor centers, museums, interpretive panels, and

displays. There are more than 700 historic structures located in the various units of the State Park System.

In a 1991 survey, the department identified a total of nearly \$130 million in unfunded non-routine repairs and rehabilitation work that needed to be done in units of the State Park System. This rehabilitation backlog is particularly pressing in the area of campground renovation and relocation and resurfacing, repaving, and relocation of roads and parking areas. There are substantial amounts needed for rehabilitation of riding and hiking trails. Replacement and upgrading of utilities, particularly water purification and sewer systems, are a major component of the rehabilitation backlog.

The survey includes only a portion of the work that needs to be done on the cultural resources of the State Park System, its historical structures, and their grounds. It includes almost none of the rehabilitation that is needed on the natural resources of the system, where there such problems as restoration of wetlands and removal of invasive exotic plant species.

## 2. Federal Agencies

About half of California's land area is owned and managed by the federal government. Most of this federal land is available for outdoor recreation of various types. Although not as intensively developed and used as local or state parks, these federal lands, with their large back-country areas, are extremely important in the overall pattern of recreation use in California. National parks, in particular, are a vital component of California's tourism industry.

In recent years, federal land management budgets have been reduced, especially for their recreation programs. This has had a negative impact on the condition of many federal park and outdoor recreation facilities. The different agencies have had to defer needed repairs and rehabilitation due to lack of funds. The amount of needed work that has been deferred varies greatly from agency to agency.

### (a.) U.S. Forest Service

In California, the U.S. Forest Service (Region 5) is the major federal supplier of outdoor recreation opportunities. More than half of all recreation on federal lands located in California occurs in one of the service's 21 national forests. Until recently, the Forest Service operated more than 1,000 campgrounds, along with other developed sites, such as picnic areas and scenic overlooks. A great number of recreation sites in the national forests were constructed years ago, many by the

Depression-era Civilian Conservation Corps. Time and heavy use, as well as the elements, have taken their toll on the facilities.

In fiscal year 1991, the Forest Service compiled a report that documented the cost of maintaining these recreation areas. In California, a total of \$196.0 million was needed overall for the maintenance program. Of this, \$164.0 million, or 84 percent of the total, was needed for rehabilitation, reconstruction, and replacement purposes. The remainder was for routine maintenance, additions, resource management, and operations.

About 33% of the identified rehabilitation, reconstruction, and rehabilitation costs, \$55 million, was for roads and parking areas. About \$22 million, or 13% of the total, was for trail repairs. The remaining \$87 million, or 54%, would be used for other recreation facilities such as campgrounds and picnic areas.

The Forest Service in California has been receiving approximately \$1.5 million per fiscal year for rehabilitation, reconstruction, and replacement. At the current rate of work, assuming that no further deterioration will occur, it would take more than a hundred years to take care of the present backlog.

Because of deteriorating facilities, the Forest Service has had to close about 200 campgrounds to public use. In other still used areas, the lack of adequate maintenance has not gone unnoticed by the public. Citizen complaints about the condition of recreation facilities have been steady.

In contrast, 221 recreation sites, including campgrounds in national forests, are operated under special use authorizations by private businesses. These private operators are maintaining their units in good condition. Because of the lack of funds, the Forest Service is considering increasing the number of recreation facilities operated by private businesses.

(b.) Bureau of Land Management

The Bureau of Land Management is responsible for management of about 17 million acres of public lands in California. These lands contain 64 developed recreation sites, including campgrounds and picnic sites. In fiscal year 1989, the bureau estimated that \$2.08 million was needed to properly maintain the facilities. During 1989, the bureau will receive \$1.48 million, leaving a \$600,000 shortfall.

The reason that the bureau's rehabilitation backlog is so small is that it only recently received money to build the few developed sites it has. Prior to its 1976 Organic Act, recreation was not a legislatively mandated responsibility of the agency. Most of its facilities are relatively new, and require

only routine maintenance.

(c.) U. S. Army Corps of Engineers

The U.S. Army Corps of Engineers has 23 recreation areas in California, all associated with water projects. Of these, 10 are operated and maintained by local agencies under an interagency agreement. The remaining are operated directly by the corps. For fiscal year 1990, the corps estimated that maintenance and rehabilitation work for the 13 areas it manages would cost \$2.4 million.

(d.) National Park Service

The National Park Service manages 21 units in California, running the gamut from national parks to recreation areas to historic sites. These units cover 4.98 million acres, and are visited by approximately 35 million people annually.

Rough estimates made in mid-1991 indicate that in California, the service has a backlog of repair and rehabilitation projects valued at \$85.3 million. Projects which fall into this category are those which correct deficiencies in buildings, roads, utility systems, and employee quarters which do not require major reconstructions. Typical projects include campground and trail rehabilitation, road repair, sewer and water line replacement, and rewiring of buildings.

The cost of major construction and reconstruction projects, those beyond the scope of repair and rehabilitation, was estimated at \$216 million.

## APPENDIX D

### FUTURE SURVEY TOPICS

The staff's review of the survey results and discussions with a wide range of local government park and recreation agency administrators generated a number of further questions. Ideas were discussed for future statewide surveys which focus on the rehabilitation problems found by local government park and recreation agencies. Some involved modifications or expansion of the current topics, while others suggested new and useful areas of inquiry. These ideas are summarized below. They are not listed in any priority order. Readers who have additional suggestions are urged to send them to the department's Statewide Planning Section.

1. Repeat this survey every five years, and compare changes in the overall situation. Attempt to track the effectiveness of any implemented solutions.
2. On a case study basis, gather more information about those local agencies that have the worst rehabilitation backlogs. Determine why their situation is so extreme, and what is needed to successfully solve the rehabilitation funding problem.
3. On a case study basis, find out what circumstances exist for the agencies that reported sufficient funding for rehabilitation projects, and develop a handbook of success stories.
4. Obtain detailed information on the full spectrum of existing sources of funds that are available for rehabilitation, and create an easily understood handbook.
5. Determine the role of the local agencies' volunteer programs in terms of their contributions to maintenance and rehabilitation projects.
6. Investigate the impact of the use of drugs and alcoholic beverages by park users on local recreation and maintenance needs. Is substance abuse related to vandalism and increased deterioration of park facilities?





## APPENDIX E

### PARTICIPATING JURISDICTIONS

#### City Agencies:

City of Adelanto	City of Chico
City of Agoura Hills	City of Chino
City of Alameda	City of Chowchilla
City of Albany	City of Chula Vista
City of Alhambra	City of Claremont
City of Alturas	City of Clayton
City of Anaheim	City of Clearlake
City of Anderson	City of Clovis
City of Angels	City of Coachella
City of Antioch	City of Colton
City of Arcadia	City of Colusa
City of Arroyo Grande	City of Commerce
City of Artesia	City of Compton
City of Atascadero	City of Concord
Town of Atherton	City of Corcoran
City of Atwater	City of Corona
City of Auburn	City of Coronado
City of Avalon	Town of Corte Madera
City of Azusa	City of Costa Mesa
City of Bakersfield	City of Cotati
City of Baldwin Park	City of Covina
City of Banning	City of Crescent City
City of Beaumont	City of Cudahy
City of Bell	City of Culver City
City of Bell Gardens	City of Cupertino
City of Bellflower	City of Daly City
City of Belmont	City of Danville
City of Berkeley	City of Davis
City of Beverly Hills	City of Del Rey Oaks
City of Biggs	City of Del Mar
City of Bishop	City of Delano
City of Blue Lake	City of Desert Hot Springs
City of Brawley	City of Dinuba
City of Brea	City of Dixon
City of Brisbane	City of Dorris
City of Burbank	City of Dos Palos
City of Calipatria	City of Downey
City of Campbell	City of Duarte
City of Capitola	City of Dublin
City of Carlsbad	City of El Segundo
City of Carmel-by-the-Sea	City of El Centro
City of Carpinteria	City of El Paso de Robles
City of Carson	City of El Monte
City of Ceres	City of El Cajon
City of Cerritos	City of Emeryville
	City of Encinitas

City of Escalon  
City of Escondido  
City of Eureka  
City of Exeter  
Town of Fairfax  
City of Fairfield  
City of Farmersville  
City of Ferndale  
City of Fillmore  
City of Firebaugh  
City of Folsom  
Town of Fort Jones  
City of Foster City  
City of Fountain Valley  
City of Fowler  
City of Fremont  
City of Fresno  
City of Gardena  
City of Gilroy  
City of Glendale  
City of Glendora  
City of Gonzales  
City of Grand Terrace  
City of Greenfield  
City of Gridley  
City of Grover City  
City of Guadalupe  
City of Gustine  
City of Half Moon Bay  
City of Hanford  
City of Hawthorne  
City of Healdsburg  
City of Hemet  
City of Hercules  
City of Hermosa Beach  
City of Hollister  
City of Hughson  
City of Huntington Park  
City of Imperial  
City of Imperial Beach  
City of Indian Wells  
City of Indio  
City of Ione  
City of Irvine  
City of Jackson  
City of Kerman  
City of King City  
City of Kingsburg  
City of La Habra  
City of La Canada-Flintridge  
City of La Puente  
City of La Mesa

City of La Selva Beach  
City of La Verne  
City of La Mirada  
City of La Palma  
City of Laguna Beach  
City of Lake Elsinore  
City of Lakeport  
City of Lakewood  
City of Lancaster  
City of Lawndale  
City of Lemoore  
City of Lincoln  
City of Live Oak  
City of Livingston  
City of Lodi  
City of Loma Linda  
City of Lomita  
City of Lompoc  
City of Long Beach  
Town of Los Gatos  
City of Los Alamitos  
City of Los Altos  
City of Los Angeles  
City of Los Banos  
Town of Los Altos Hills  
City of Los Angeles  
City of Madera  
City of Mammoth Lakes  
City of Manteca  
City of Marina  
City of Martinez  
City of Marysville  
City of Maywood  
City of Mendota  
City of Menlo Park  
City of Merced  
City of Mill Valley  
City of Millbrae  
City of Mission Viejo  
City of Modesto  
City of Monrovia  
City of Montague  
City of Montclair  
City of Montebello  
City of Monterey Park  
City of Moorpark  
Town of Moraga  
City of Morgan Hill  
City of Morro Bay  
City of Napa  
City of National City  
City of Needles

City of Newark	City of Rolling Hills Estates
City of Newman	City of Roseville
City of Newport Beach	Town of Ross
City of Norwalk	City of Sacramento
City of Novato	City of Salinas
City of Oakdale	City of San Marcos
City of Oakland	City of San Joaquin
City of Oceanside	City of San Dimas
City of Ontario	City of San Marino
City of Orange	City of San Pablo
City of Orinda	City of San Bruno
City of Orland	City of San Jose
City of Oroville	City of San Jacinto
City of Oxnard	City of San Luis Obispo
City of Pacific Grove	City of San Carlos
City of Pacifica	City of San Fernando
City of Palmdale	City of San Clemente
City of Palo Alto	City of San Rafael
City of Palos Verdes Estates	City of San Ramon
Town of Paradise	City of San Juan Batista
City of Parlier	City of San Gabriel
City of Pasadena	City of San Leandro
City of Patterson	City of San Bernardino
City of Perris	City of San Mateo
City of Petaluma	City of San Buenaventura
City of Pico Rivera	City of Sanger
City of Pittsburg	City of Santa Rosa
City of Placerville	City of Santa Clarita
City of Plam Desert	City of Santa Cruz
City of Pleasanton	City of Santa Paula
City of Plymouth	City of Santa Monica
City of Porterville	City of Santa Clara
Town of Portola Valley	City of Santa Maria
City of Portola	City of Santa Barbara
City of Poway	City of Santa Ana
City of Rancho Cucamonga	City of Santee
City of Rancho Mirage	City of Saratoga
City of Rancho Palos Verdes	City of Sausalito
City of Red Bluff	City of Scotts Valley
City of Redding	City of Seal Beach
City of Redondo Beach	City of Seaside
City of Redwood City	City of Sebastopol
City of Reedley	City of Selma
City of Rialto	City of Signal Hill
City of Ridgecrest	City of Solana Beach
City of Rio Dell	City of Soledad
City of Rio Vista	City of Sonora
City of Ripon	City of South El Monte
City of Riverbank	City of South Pasadena
City of Riverside	City of South Gate
City of Rocklin	City of South Lake Tahoe
City of Rohnert Park	City of South San Francisco

City of St. Helena  
 City of Stanton  
 City of Stockton  
 City of Suisun City  
 City of Sunnyvale  
 City of Susanville  
 City of Taft  
 City of Tehama  
 City of Temple City  
 City of Torrance  
 City of Tracy  
 City of Tulare  
 City of Tulelake  
 City of Turlock  
 City of Tustin  
 City of Twentynine Palms  
 City of Ukiah  
 City of Upland  
 City of Vacaville  
 City of Victorville  
 City of Villa Park  
 City of Visalia  
 City of Vista  
 City of Walnut Creek  
 City of Walnut  
 City of Waterford  
 City of Watsonville  
 City of West Covina  
 City of West Sacramento  
 City of Westlake Village  
 City of Wheatland  
 City of Whittier  
 City of Williams  
 City of Willows  
 City of Winters  
 City of Woodlake  
 City of Woodland  
 City of Yorba Linda  
 City of Yountville  
 City of Yreka

County and Regional:

County of Alpine  
 County of Amador  
 County of Contra Costa  
 County of Del Norte  
 East Bay Regional  
 Park District

County of Fresno  
 County of Humboldt  
 County of Kern  
 Kings County Parks Department  
 County of Lake  
 County of Los Angeles  
 (Beaches & Harbors)  
 County of Los Angeles  
 Los Angeles County Parks &  
 Recreation  
 County of Madera  
 County of Marin  
 County of Mariposa  
 County of Mendocino  
 County of Merced  
 Midpeninsula Regional Open  
 Space District  
 County of Modoc  
 County of Mono  
 Monterey Peninsula Regional  
 Open Space District  
 County of Monterey  
 County of Napa  
 County of Orange  
 County of Placer  
 County of Plumas  
 County of Riverside  
 County of Sacramento  
 County of San Benito  
 County of San Bernadino  
 County of San Bernardino,  
 Community Service Area #63  
 City/County San Francisco  
 County of San Joaquin  
 County of San Luis Obispo  
 County of San Mateo  
 County of Santa Barbara  
 County of Santa Clara  
 County of Santa Cruz  
 County of Shasta  
 County of Sierra  
 County of Solano  
 County of Sonoma  
 County of Stanislaus  
 County of Sutter  
 County of Tehama  
 County of Tulare  
 County of Tuolumne  
 County of Ventura  
 County of Yolo  
 County of Yuba

Park & Recreation Districts:

Alba Recreation & Park District  
Ambrose Recreation & Park District  
Apple Valley Recreation & Park District  
Arcade Creek Recreation & Park District  
Arden Manor Recreation & Park District  
Auburn Area Recreation & Park District  
Barstow Recreation & Park District  
Bear Mountain Recreation & Park District  
Bear Valley Community Services District  
Beaumont-Cherry Valley Recreation & Park District  
Big Bear Valley Parks & Recreation District  
Brentwood Recreation & Park District  
Butte City Community Services District  
Buttonwillow Recreation & Park District  
Calwa Recreation & Park District  
Cambria Community Services District  
Cameron Park Community Services District  
Camp Meeker Recreation & Park Dist.  
Capistrano Bay Recreation & Park District  
Carmel Valley Recreation & Park District  
Carmichael Recreation & Park District  
Cedarpines Recreation & Park District  
Chico Area Recreation & Park District  
Coachella Valley Recreation & Park District  
Coalinga-Huron Recreation & Park District  
Conejo Recreation & Parks District  
Cordova Recreation & Park District  
Cuyama Valley Recreation District  
Cypress Recreation & Park District  
Del Rio Woods Recreation & Park District  
Dunsmuir Recreation & Park District  
El Dorado Hills Community Service District  
Elk Creek Community Services District  
Fair Oaks Recreation & Park District  
Feather River Recreation & Park District  
Fulton-El Camino Recreation & Park District  
Green Valley Recreation & Park District  
Greenfield Public Recreation District  
Hayward Recreation & Park District  
Hesperia Recreation & Park District  
Highland Recreation District  
Isla Vista Recreation & Park District  
Joshua Tree Recreation & Park District  
Ladera Recreation District  
Lake Elsinore Recreation & Park Department  
Lake Cuyamaca Recreation & Park District  
Livermore Area Recreation & Park District  
McFarland Recreation & Park District  
Mendocino Coast Recreation & Park District

Miraleste Recreation & Park District  
Mission Oaks Recreation & Park District  
Monte Rio Recreation & Park District  
Mount San Jacinto Winter Park Department  
Mount Shasta Recreation & Park District  
North Bakersfield Recreation & Park District  
North Highlands Recreation & Park District  
North County Recreation District  
Opal Cliffs Recreation District  
Orangevale Recreation & Park District  
Paradise Recreation & Park District  
Pleasant Hill Recreation & Parks District  
Central Plumas Recreation District  
Raisin City Recreation & Park District  
Rancho Rinconada Recreation & Park District  
Rancho Simi Recreation & Park District  
Ridgecrest Ranchos Recreation & Park District  
Rim of the World Recreation & Park District  
Russian River Recreation & Park District  
Salton Community Services District  
San Diego Open Space Park Facilities  
Silverado-Modjeska Recreation & Park District  
Southgate Recreation & Park District  
Spring Valley Recreation & Park District  
Stonyford Recreation District  
Strawberry Recreation District  
Sunrise Recreation & Park District  
Tehachapi Recreation & Park District  
Truckee-Donner Recreation & Park District  
Tuolumne Park & Recreation District  
United Water Conservation District  
Greater Vallejo Recreation District  
Valley Wide Recreation & Park District  
Wasco Recreation & Park District  
Weaverville-Douglas City Recreation District  
Weed Recreation & Park District  
West Side Recreation & Park District  
Western Gateway Recreation & Park District  
Yuba County Water Agency  
Yucca Valley Parks & Recreation District

Other Special Districts:

Angels Camp Veterans Memorial District  
Arden Park Recreation & Park District  
Baker Community Services District  
Big Bear Municipal Water District  
Bloomington Office of Special Districts  
Bluffs Community Services District  
Bombay Beach Community Services District

Burney County Water District  
Casitas Municipal Water District  
Daggett Community Services District  
East Bay Municipal Utility District  
El Dorado Irrigation District  
Elk Grove Community Service District  
Fall River Mills Community Services District  
Firehouse Community Park Agency  
Grizzly Lake Resort Improvement District  
Groveland Community Services District  
Happy Camp Community Services District  
Helix Water District  
Holiday Lakes Community Service  
Humboldt Bay HR & CD  
Jackson Valley Irrigation District  
Jenny Lind Veteran's Memorial District  
Kensington Community Service District  
Laguna Niguel Community Service District  
Lanare Community Services District  
Leavitt Lake Community Services District  
Linda Co Water Agency  
Lucerne Valley Community Service Area #29  
Malaga County Water District  
Manila Community Services District  
Marin Municipal Water District  
Marinwood Community Services District  
McCloud Community Service District  
Merced Irrigation District  
Mokelumne Hill Veterans Memorial District  
Morongo Valley Community Service District  
Nevada Irrigation District  
North Tahoe Public Utility District  
Oceanside Harbor District  
Olivehurst Public Utility District  
Oroville-Wyandotte Irrigation District  
Padre Dam Municipal Water District  
Point Dume Community Services District  
Ramona Municipal Water District  
River Pine Public Utility District  
Rossmoor Community Service District  
Ruth Lake Community Service District  
San Bernardino County Special District  
San Diego Unified Port District  
Shasta Dam Area Public Utility District  
South Coast County Water District  
Surfside Colony Community Services  
Tahoe City Public Utility District  
Tamalpais Community Service District  
Thirty-First District Agricultural Association  
Thirty-Ninth District Agricultural Association  
Turlock-Modesto Irrigation District  
Valley Center Community Services District

Westwood Community Service District  
Yermo Community Services District  
Yolo County Flood Control & Water Conservation District



## APPENDIX F

### Study Credits

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Herbye White, City of Oakland  
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APPENDIX G  
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