








Victorville

**Parks and Recreation Master Plan**
**December 2020**




LIBERTY PARK
CITY OF VICTORVILLE

# ACKNOWLEDGEMENTS


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# EXECUTIVE SUMMARY

## A. Purpose of this Plan

The purpose of the Victorville Parks and Recreation Master Plan update is to build on the existing Parks and Recreation Master Plan to provide guidance and direction for future design, development, and needs of the City's residents over the next five to ten years. This was accomplished through a comprehensive effort that included research and the development of recommendations for all aspects of the system, including short and long term park planning, park acquisition, recreation facilities and programs, maintenance, operations, and funding.

During the initial Strategic Kick-Off meeting, a project team comprised of City staff members and the consultant team identified several success factors to guide and lead the effective development of the plan and for the City of Victorville to move forward.

**SUCCESS FACTORS**

- Develop a public engagement strategy and methodologies to encourage citizen participation in the decision-making process.
- Ensure that all interested stakeholders are aware of participation opportunities and final recommendations are consistent with community needs and desires.
- Create a parks and facility inventory to deliver capacity of each component in the system, as well as an assessment of its functionality, accessibility, condition, comfort, convenience, and useful life.
- Provide a gap analysis of the City's current level of service and the projected future level of service.
- Evaluate current maintenance and operations and develop prioritized recommendations for maintenance and renovation of existing parks, trails, and recreation facilities.
- Identify and analyze programming and provide recommendations for minimizing or enhancing services through appropriate channels such as collaborative partnerships, improving or reducing programs, and other opportunities to decrease duplicated services.
- Provide mapping of existing facilities, service areas, underserved areas, master plan recommendations, existing and proposed park and open space system classifications, planning areas, natural resources and other resource maps that may be needed to present information to the public for decision-making and communication purposes.



## B. Planning Process Summary

The process used in developing this master plan included the formation of an integrated project team. The project team included staff from the City of Victorville, City leadership, stakeholders, the community, and the consultant team. The process allowed for a collaborative approach to create a comprehensive plan that blends consultant expertise with the local knowledge of community members and stakeholders, that will benefit the residents of Victorville by serving as a guide for Parks and Recreation programs, services, and facilities for the next five to ten years.

The following chart highlights the timeline of the process:

| | |
|---|---|
| **Strategic Kick-off and Determination of Critical Success Factors** | **December 2019 – January 20** |
| **Project Coordination** | **December** |
| **Document Collection/Integration of Existing Plans** | **December – January** |
| **Determination of Critical Success Factors/Performance Measures** | **December - January** |
| **Community Engagement** | **January – July 2020** |
| **Initial Information Gathering** | **January** |
| **Focus Groups/Staff and Stakeholder Interviews** | **January – February** |
| **Community Wide Public Meeting** | **January** |
| **Needs Assessment/Statistically Valid Survey** | **January – July** |
| **Facility Inventory and Level of Service Analysis** | **January – August 2020** |
| **Inventory and Level of Service Analysis** | **January – March** |
| **Assessment of Existing Standards** | **January – March** |
| **Demographics, Trends, and Community Profile** | **February – March** |
| **Program Analysis** | **March – August** |
| **Financial Analysis** | **March – August** |
| **Action/Implementation Plan** | **July - September 2020** |
| **Findings Presentation** | **July** |
| **Visioning Workshop** | **July** |
| **Action Plan/Recommendations** | **September** |
| **Draft and Final Plans, Presentations, and Deliverables** | **September - December 2020** |
| **Draft Plan Presentation** | **September** |
| **Final Plan Presentation** | **December** |

## C. Inventory Assessment Summary

Comparing Victorville to recent national statistics published by the National Recreation and Park Association in their "2019 NRPA Agency Performance Review: Park and Recreation Agency Performance Benchmarks", the agency falls short in most of the tracked categories. Victorville fails to meet the median in all elements except playgrounds, diamond fields, and football fields. The assessment also revealed that residents per park and acres of parks per 1,000 people fall well short of the NRPA published benchmarks for similar size agencies for density.

Victorville provides approximately 2.5 acres per 1000 people or 402 people per acre of "park" and does not include other provider parks and schools. Based on projected population growth, the City should consider adding 15 acres over the next five years to meet the current ratio. In comparison, the City had established a goal of reaching three acres per 1,000 people as identified in the 2009 Master Plan for Parks and Facilities and again in the 2017 Community Needs Assessment. While establishing a goal of 3 acres per 1,000 people is important, Victorville would benefit by increasing acreage in the form of larger more developed community parks with more components as opposed to numerous neighborhood parks with a smaller footprint and fewer components. The City will benefit by providing these larger component-based community parks to draw more people and users of the parks. Future growth and subdivisions should concentrate on walkable access within their own development in terms of HOA parks. The city should continue to provide walkable parks in established neighborhoods without HOA's.

Proximity, availability of transportation, pedestrian barriers, and overall size of the City are relevant factors affecting Victorville levels of service. The current provision of assets is relatively patchy across Victorville when considering both drive-to and walkable access. The quality and standards of the amenities at existing parks should be improved and increased across the entire system with special attention directed to older parks.

The most obvious way to increase overall LOS is to add assets in any area with lower service or acquire land or develop partnerships in areas lacking current service. Significant gaps in service exist throughout the City for both neighborhood and walkable access. While trails and trail connectivity scored high on survey results, the City currently offers minimal trail access and opportunities outside of existing park boundaries and the Mojave River trail. Pedestrian barriers and lack of trails and sidewalks also may limit access to recreation throughout Victorville.

In general, the City should develop a comprehensive trails master plan in addition to the Non Motorized Vehicles Plan and Circulation Elements within the General Plan to specifically address the broader connections of major facilities, parks, schools, and other major attractors within the City and to develop a recreational plan for the community. This plan may help to further address the challenges for creating a comprehensive trail system. For the purposes of enhancing connectivity within the park system, the guidelines have been developed that may be considered for further expansion of trails and pathways throughout the City. These guidelines include the following items:

1. Identify open space areas that could benefit from new trails.
2. Develop plans to build new trails through open space areas.
3. Locate new trails in new developments where appropriate.
4. Locate missing gaps in pedestrian and bicycle connectivity to parks, recreational facilities, and open spaces.
5. Work with other departments and agencies to implement plans to construct public improvements to increase the connectivity to parks

## D. Recommendations and Action Plan Summary Table

**Goal 1: Organizational**

**Objective 1.1:**
**Improve partnerships and joint use agreements**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 1.1.a<br>Reevaluate current agreements and work to improve joint use agreement with schools for access to indoor facilities, use of fields, and a more cooperative approach to providing services to the community. | N/A | Staff Time | Short-Term |
| 1.1.b<br>Work directly with the schools to improve access to programming for the youth. | N/A | Staff Time | Short-Term<br>*Priority* |

**Objective 1.2:**
**Reevaluate and address staffing levels**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 1.2.a<br>Reevaluate staffing levels to determine if staff size meets the needs/demands of Parks and Recreation. | N/A | Staff Time<br>**Potential addition to staff* | Short-Term<br>Ongoing |
| 1.2.b<br>Consider comparison metrics for staffing levels through NRPA standards.<br><br>https://www.nrpa.org/publications-research/research-papers/agency-performance-review/staffing/ | N/A | Staff Time | Short-Term<br>Ongoing |

**Objective 1.3:**
**Create a vision and mission for City Parks and Recreation**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 1.3.a<br>Develop and implement a vision and mission to guide Parks and Recreation based on the City's new mission and vision. | N/A | Staff Time | Short-Term |

**Objective 1.4:**
**Continue to improve internal communication**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 1.4.a<br>Develop an internal plan to communicate parks and recreation needs between the Recreation and Library Department and the Parks Division of the Public Works Department to address the issues of maintenance and standards of care in the parks. | N/A | Staff Time | Short-Term |
| 1.4.b<br>Continue to work within Parks and Recreation to improve communication through all levels of the organization. | N/A | Staff Time | Ongoing |
| 1.4.c<br>Stabilize membership of the Community Services Advisory Committee and promote active engagement of members in working to achieve broader City goals through implementation of the Parks and Recreation Master Plan. | N/A | Staff Time | Ongoing |

**Objective 1.5:**
**Continue to improve marketing/outreach to the community**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 1.5.a<br>Continue to work with PIO to identify various forms of communication methods that are used to receive information and reach the public (survey results and internal data). | N/A | Staff Time | Ongoing |
| 1.5.b<br>Continue to seek opportunities to improve online presence and draw residents to the website. | N/A | Staff Time | Ongoing |
| 1.5.c<br>Develop and implement a marketing plan for Parks and Recreation within standards approved by the PIO. | N/A | Staff Time | Short-Term |

## Goal 2: Programs and Services

**Objective 2.1:**
**Create a formal services assessment process to evaluate programming**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 2.1.a<br>Conduct an annual services assessment process to evaluate which programs should be continued, modified, or divested from based on established criteria. | N/A | Staff Time | Ongoing |
| 2.1.b<br>Reevaluate the number of offerings, competing programs, seasons, locations, and times of programs offered and consider adjustments or elimination of programs. | N/A | Staff Time | Short-Term |
| 2.1.c<br>Reevaluate Special Interest Classes and Adult Leagues with moderate enrollment and high program cancellation rates. | N/A | Staff Time | Short-Term |
| 2.1.d<br>Reevaluate and consider improvements for classes that are run at a 40 percent fill rate or lower. | N/A | Staff Time | Short-Term |
| 2.1.e<br>Develop a consistent method to establish class minimums, maximums, and subsidy levels for Parks and Recreation. | N/A | Staff Time | Short-Term |

**Objective 2.2:**
**Develop new programming opportunities in response to COVID-19/outdoor recreation opportunities**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 2.2.a<br>Develop and market programming which provides youth and families with repeat experiences in the outdoors. | N/A | Staff Time | Short-Term |
| 2.2.b<br>Consider partnerships with like-minded organizations to achieve new and improved outdoor recreation programming. | N/A | Staff Time | Short-Term |

**Objective 2.3:**
**Explore diverse and culturally-relevant programming**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 2.3.a<br>Create a programming portfolio that is interest-diverse and culturally relevant (i.e., provide family-oriented programming and multicultural events or festivals). | N/A | Staff Time | Short-Term<br>to<br>Mid-Term |
| 2.3.b<br>Promote the use of bilingual instructors. | N/A | Staff Time | Short-Term |

**Objective 2.4:**
**Increase and improve offerings designed for adult or seniors**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 2.4.a<br>Consider pilot programs and potentially partner with private Senior Centers to design programming for seniors and active older adults. | N/A | Staff Time | Short-Term |
| 2.4.b<br>Evaluate the use of resources focused on adult programming; consider expanding offerings in this area. | N/A | Staff Time | Short-Term |

## Goal 3: Facilities and Amenities

**Objective 3.1:**
**Address deferred maintenance throughout the system**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 3.1.a<br>Prioritize low scoring amenities in parks and develop a replacement schedule with estimated replacement costs. | TBD<br>Will vary based on amenity | Staff Time | Ongoing<br>*Priority* |
| 3.1.b<br>Develop a comprehensive list of deferred maintenance, with cost estimates for significant repairs or replacements.<br><br>Evaluate list annually to create priorities to be addressed contingent on staffing and funding. | N/A | Additional Staff Time | Ongoing<br>*Priority* |

| | | | |
|---|---|---|---|
| 3.1.c<br>Consider contracting out services to meet the demand for deferred maintenance. | N/A | TBD<br>*Possible Reduction | Short-Term<br>to<br>Mid-Term |
| 3.1.d<br>Consider specialized staff or contract out for crews to take on specialized services such as power washing, painting, and roofing. | N/A | TBD<br>Additional Staff Time/<br>Contracted Service | Short-Term |
| 3.1.e<br>Reevaluate current operations to create a greater focus of maintenance levels and standards to the Parks and Facilities. Refer to the Maintenance Operation Guidelines ***Appendix C***. | N/A | Staff Time | Short-Term<br>*Priority* |
| 3.1.f<br>Develop a written Park Maintenance Operation Plan with task and frequency. Refer to Maintenance and Operational Guideline 8: Develop a Maintenance Manual in ***Appendix C.*** | N/A | Staff Time | Short-Term |

**Objective 3.2:**
**Consider improvements/infill of city-owned properties in identified gap areas**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 3.2.a<br>Evaluate and consider which city-owned properties may be future parks and recreation facilities that can supplement or add to the current Level of Service.<br>Divest from properties that do not have a future use.<br>Refer to Infill Analysis/ Maps in ***Appendix F***. | Will vary based on project and facility | TBD | Short-Term |
| 3.2.b<br>Address the need for additional rectangular fields by identifying in-fill opportunities in current parks or identifying additional city-owned properties that can fulfill this need. | TBD<br>Athletic Fields<br>$5 per SF<br>60K SF = $290K | TBD | Short-Term<br>to<br>Mid-Term |
| 3.2.c<br>Consider a study to identify the need and location for a sports complex to fulfill the need for additional sports fields. | $50,000-$60,000 | Staff Time | Mid-Term |

| | | | |
|---|---|---|---|
| 3.2.d<br>Consider a study to look at the reconfiguration of the golf course for the addition of a driving range and infill opportunities or improvements for the Green Tree Golf Course to enhance community benefit and use of the facility:<br>• Driving range<br>• Walking trails<br>• Additional amenities<br>Refer to Infill Analysis/ Maps in ***Appendix F.*** | TBD<br>Vary based on improvement | Staff Time | Mid-Term |

**Objective 3.3:**
**Improve the current level of service throughout the City**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 3.3.a<br>Develop a written standardization of amenities and facilities throughout the system (ex. benches, picnic tables, shelters, etc.). | N/A | Staff Time | Short-Term |
| 3.3.b<br>Develop an internal plan to address the need to provide shade structures and shade opportunities throughout the system. | Will vary based on project and location | Additional Staff Time | Short-Term<br>*Priority* |

| | | | |
|---|---|---|---|
| 3.3.c<br>Address gaps in services by redefining service areas for parks:<br>• Consider 5 minute drive time<br>• Address those areas that have gaps at 1 mile and walkability to parks<br>• Reevaluate if parks should be targeted at 3 miles<br>• Promote a community park model with parks that attract users from a larger service area<br>• Rely on HOA's and private parks for walkable LOS in newer developments | N/A | Staff Time | Mid-Term |
| 3.3.d<br>Consider an internal study on how HOA and County parks impact the demand for park space. | N/A | Staff Time | Short-Term |

**Objective 3.4:**
**Maintain and build upon the newly created GIS inventory**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 3.4.a<br>Maintain GIS inventory and update on a regular basis, as part of an annual assessment and to be used to prioritize improvements. | N/A | Staff Time | Ongoing<br>*Priority* |

**Objective 3.5:**
**Address and improve trails and connectivity**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 3.5.a<br>Develop a Trails Master Plan to address the need for additional trails and connectivity throughout the City. | $40,000-$50,000 | Staff Time | Short-Term<br>*Priority* |

**Objective 3.6:**
**Address the need for more indoor facilities**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 3.6.a<br>Consider a feasibility study to determine the need for new indoor facilities versus a renovation of existing facilities and identify potential funding sources. | $40,000-$50,000 | Staff Time | Short-Term<br>to<br>Mid-Term |
| 3.6.b<br>Identify partnerships with other organizations to address the need of providing additional space for programming in the community. | N/A | Staff Time | Ongoing |
| 3.6.c<br>Consider the need to offer indoor fitness programming and support with equipment or infrastructure that makes this possible. | Will vary based on infrastructure and equipment selected | TBD<br>Staff Time<br>Equipment | Mid-Term |

| | | | |
|---|---|---|---|
| 3.6.d<br>Plan for a remodel of the Doris Davies facilities by conducting a facility study for future use and renovation. | $50,000+ | Staff Time | Short-Term |

**Objective 3.7:**
**Continue the current course in addressing safety and security in parks**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 3.7.a<br>Monitor and look for ways to improve safety and security in all parks and open space throughout the city. | TBD | TBD | Short-Term<br>Ongoing |
| 3.7.b<br>Continue with park and facility lighting upgrade efforts and identify and implement other improvements that contribute to a more safe and secure system. | TBD | Staff Time | Short Term<br>to<br>Mid-Term |
| 3.7.c<br>Create contact points for city staff, patrol in parks by staff or police department, and create a park ranger program. | N/A | Staff Time/TBD<br>*Possible addition of new position in City | Short-Term |

| | | | |
|---|---|---|---|
| 3.7.d<br>Continue work with other agencies to develop strategies to address homelessness in parks: Social Services, Police Department, and Homelessness Solutions Task Force. | TBD | Staff Time | Ongoing |
| 3.7.e<br>Consider CPTED principals of landscape design to reduce hidden areas and blind spots in the parks and along trails. | N/A | TBD | Mid-Term |
| 3.7.f<br>Add amenities to the parks that increase participation and vigilance: perimeter walking trails, outdoor exercise equipment, dog parks, pump tracks, and skate parks. | TBD<br>*Dependent on additions | Staff Time | Ongoing |

## Goal 4: Finance

**Objective 4.1:**
**Identify opportunities to increase funding**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 4.1.a<br>Consider the potential support for funding mechanisms to support and pay for operations and maintenance of parks and facilities. | N/A | Staff Time | Short-Term |
| 4.1.b<br>Consider the potential support for bond referendum to fund multiple/capital projects. | N/A | N/A | Short-Term<br>to<br>Mid-Term |
| 4.1.c<br>Consider internal budget and opportunities to ask/seek additional funding to support improvements in the maintenance and care of City parks and facilities to improve the standard throughout the community. | N/A | Staff Time | Ongoing |
| 4.1.d<br>Consider partnerships to help offset expenses in operating and running programs or those with duplicated services. | N/A | Staff Time | Ongoing |

| | | | |
|---|---|---|---|
| 4.1.e<br>Seek out new and creative public/private partnerships as a means to enhance the variety of recreational amenities available to the community. Consider opportunities with developers to incorporate needed enhancements through new development and recreational attraction. | N/A | Staff Time | Mid-Term |
| 4.1.f<br>Develop a non-profit foundation for parks and recreation to pursue grant opportunities and philanthropic donations. | N/A | Staff Time | Short-Term |

**Objective 4.2:**
**Consider a workorder system**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 4.2.a<br>Evaluate the current work order system to determine capability to track costs, schedule routine and preventative maintenance, and allow tracking by facility.<br><br>Seek alternative system with adequate features if necessary. | Will vary based on solution selected | Staff Time | Short-Term |

**Objective 4.3:**
**Consider an asset management system**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 4.3.a<br>Establish an asset management system to manage and track equipment and inventory to improve budget planning. | Will vary based on solution selected | Staff Time | Short-Term<br>to<br>Mid-Term |
| 4.3.b<br>Develop a replacement schedule for all Parks and Recreation assets, including vehicles and equipment. | Will vary based on solution selected | Staff Time | Short-Term<br>Ongoing |

**Objective 4.4:**
**Implement and market a scholarship program**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 4.4.a<br>Develop a plan to market and introduce the scholarship program to the community and help address social-economic inequities. | N/A | Staff Time | Ongoing |

**Objective 4.5:**
**Define cost recovery and revenue goals to program staff**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 4.5.a<br>Establish clearly defined revenue and cost recovery goals by event, activity, or program. | N/A | Staff Time | Short-Term<br>to<br>Mid-Term |
| 4.5.b<br>Explore opportunities to increase Cost Recovery. Evaluate current fee structure, ongoing expenses, and options for new revenue streams. | Will vary based on approach taken | Staff Time | Short-Term<br>Ongoing |
| 4.5.c<br>Consider a subsidy allocation study to evaluate how and when fees are assessed. | $30,000-$40,000 | Staff Time | Short-Term<br>to<br>Mid-Term |

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# I. PROJECT ADMINISTRATION



## A. Purpose of this Plan

The purpose of the Victorville Parks and Recreation Master Plan update is to build on the existing Parks and Recreation Master Plan to provide guidance and direction for future design, development, and needs of the City's residents over the next five to ten years. This was accomplished through a comprehensive effort that included research and the development of recommendations for all aspects of the system, including short and long term park planning, park acquisition, recreation facilities and programs, maintenance, operations, and funding.

During the initial Strategic Kick-Off meeting, a project team comprised of City staff members and the consultant team identified several success factors to guide and lead the effective development of the plan and for the City of Victorville to move forward.

**SUCCESS FACTORS**

- Develop a public engagement strategy and methodologies to encourage citizen participation in the decision-making process.
- Ensure that all interested stakeholders are aware of participation opportunities and final recommendations are consistent with community needs and desires.
- Create a parks and facility inventory to deliver capacity of each component in the system, as well as an assessment of its functionality, accessibility, condition, comfort, convenience, and useful life.
- Provide a gap analysis of the City's current level of service and the projected future level of service.
- Evaluate current maintenance and operations and develop prioritized recommendations for maintenance and renovation of existing parks, trails, and recreation facilities.
- Identify and analyze programming and provide recommendations for minimizing or enhancing services through appropriate channels such as collaborative partnerships, improving or reducing programs, and other opportunities to decrease duplicated services.
- Provide mapping of existing facilities, service areas, underserved areas, master plan recommendations, existing and proposed park and open space system classifications, planning areas, natural resources and other resource maps that may be needed to present information to the public for decision-making and communication purposes.



## B. Victorville Programming/Services/Activity Overview

The City of Victorville plans and conducts a wide range of services, programs and activities through the Recreation and Library Department and Environmental Program Division. Additionally, the City is responsible for the design, development, maintenance, and repair of all city-owned parks and facilities through the Parks and Facilities Divisions. The City services a population of just over 127,000 residents and currently oversees the following:

- More than 19 parks and open spaces
- Trails and walking paths
- Community center
- Activities centers
- Community pool
- Recreational programming in the following areas:
  - Special Interest Classes
  - Pre-School Programs
  - Youth Recreation Camps
  - Adult Sports Leagues
  - Youth Sports Leagues
  - Aquatics Programs
  - Drop-in Programs
  - Special Events

## C. Methodology of this Planning Process

The process used in developing this master plan included the formation of an integrated project team. The project team included staff from the City of Victorville, City leadership, stakeholders, the community, and the consultant team. The process allowed for a collaborative approach to create a comprehensive plan that blends consultant expertise with the local knowledge of community members and stakeholders, that will benefit the residents of Victorville by serving as a guide for Parks and Recreation programs, services, and facilities for the next five to ten years.

The development of this plan included several tasks which are more fully outlined in the following sections:

- Document Collection and Review
- Strategic Kick-off and Determination of Critical Success Factors
- Community Engagement
- Facility Inventory and Level of Service Analysis
- Needs Assessment
- Financial Analysis
- Program Analysis
- Recommendations: Goals, Objectives, and Action Plan

### Document Collection and Review

The City of Victorville provided the consultants with information related to Parks and Recreation operations to assist with the analysis and preparation of the plan including:

- Facility inventory
- Parks inventory
- Programs
- Other service providers
- Division Operations
- Department/Division Budgets

- Policies and procedures
- Previous planning efforts

## Community Engagement

Providing a variety of methods for the community to participate and provide input results in the richest data for analysis. The following methods were used:

- Focus groups
- Stakeholder meetings
- Community-wide public meetings
- Community statistically valid survey
- Community open-link survey

## Facility Inventory and Level of Service Analysis

A full inventory of parks and facilities was developed using existing mapping, on-site visits to verify components and evaluate the condition of the facilities and surrounding areas, along with the following assessments:

- Interviews with staff to provide information about parks and recreation facilities and services, along with insight regarding the current practices and experiences in serving residents and visitors
- Identification of alternative providers of recreation services to determine market needs and opportunities in the area for potential new facilities and services
- Targeting a level of service that is both feasible and aligned with the desires of citizens as expressed through the statistically valid survey and other public outreach methods

## Needs Assessment and Analysis

- Consideration of the profile of the community and demographics, including population growth and projections of demographic changes expected to occur and influence the city population
- Analysis of the statistically valid community survey as well as open link survey
- Research trends related to Victorville and the surrounding communities and national, regional, and local lifestyle trends to help guide the efforts to improve the delivery of parks and recreation services

## Program Analysis

- Evaluation of current program offerings
- Statistically valid community survey
- Identification of relevant local, regional, and national trends
- Introduction of current cost recovery model
- Introduction of potential financing and funding opportunities

## Recommendations: Goals, Objectives, and Action Plan

- Identification and categorization of recommendations into themes with goals, objectives, and an action plan for implementation
- Development of an action plan for capital improvements, including operational impacts, and timeframe to support the implementation of the plan

The following chart highlights the timeline of the process:

**Table 1: Process Timeline**

| | |
|---|---|
| **Strategic Kick-off and Determination of Critical Success Factors** | **December 2019 – January 20** |
| **Project Coordination** | **December** |
| **Document Collection/Integration of Existing Plans** | **December – January** |
| **Determination of Critical Success Factors/Performance Measures** | **December - January** |
| **Community Engagement** | **January – July 2020** |
| **Initial Information Gathering** | **January** |
| **Focus Groups/Staff and Stakeholder Interviews** | **January – February** |
| **Community Wide Public Meeting** | **January** |
| **Needs Assessment/Statistically Valid Survey** | **January – July** |
| **Facility Inventory and Level of Service Analysis** | **January – August 2020** |
| **Inventory and Level of Service Analysis** | **January – March** |
| **Assessment of Existing Standards** | **January – March** |
| **Demographics, Trends, and Community Profile** | **February – March** |
| **Program Analysis** | **March – August** |
| **Financial Analysis** | **March – August** |
| **Action/Implementation Plan** | **July - September 2020** |
| **Findings Presentation** | **July** |
| **Visioning Workshop** | **July** |
| **Action Plan/Recommendations** | **September** |
| **Draft and Final Plans, Presentations, and Deliverables** | **September - December 2020** |
| **Draft Plan Presentation** | **September** |
| **Final Plan Presentation** | **December** |

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# II. RESEARCH AND ANALYSIS

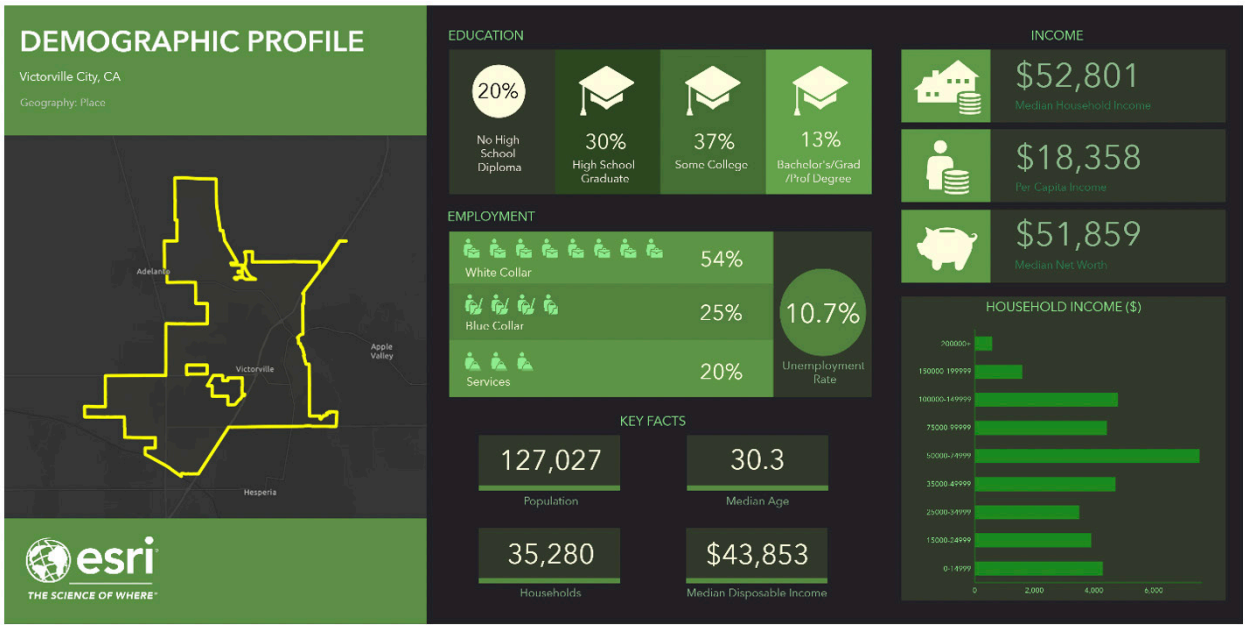


## A. Demographic Profile

Population data can reveal trends that inform decision making and resource allocation strategies for the provision of parks, recreation, and open space management. This demographic profile was compiled in February 2020 from a combination of sources including the ESRI Business Analyst, American Community Survey, and U.S. Census. The following topics will be covered in detail in this report:




**Figure 1: City of Victorville Demographic Overview**

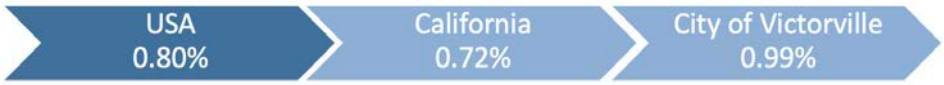



*Source: ESRI Business Analyst, U.S. Census*

### Population Summary

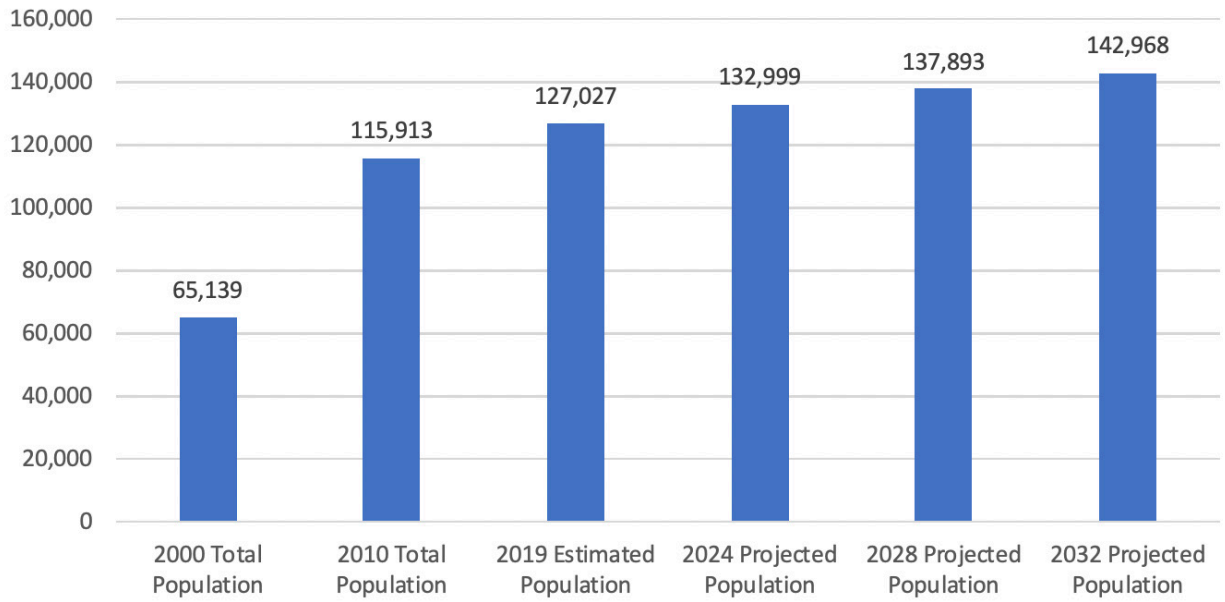
Growth rates can be a strong comparative indicator of an area's potential for economic development. From 2010 to 2019, the population of City of Victorville grew about 0.99 percent annually each year. During this time, City of Victorville grew at a faster rate than the State of California (0.72%) and the United States (0.80%).

**Figure 2: Population Annual Growth Rates (2010 – 2019)**




*Source: ESRI Business Analyst, U.S. Census*

**Figure 3: Projected Population Trends from 2000 to 2032**




*Source: ESRI Business Analyst, U.S. Census*

## Gender & Age Distribution

In 2019, the City of Victorville was made up of 50.37 percent female and 49.63 percent male, which is a relatively balanced gender distribution – similar to both California and the United States.

**Table 2: City of Victorville Gender Distribution Compared to State and National Averages**

| | City of Victorville | California | USA |
|---|---|---|---|
| 2019 Female Population (%) | 50.37% | 50.28% | 50.75% |
| 2019 Male Population (%) | 49.63% | 49.72% | 49.25% |

The median age in City of Victorville in 2019 was 30.3 years old, younger than both California (33.1 years old) and the United States (36.3). The median age is projected to increase over time to 31.3 years old in 2024.

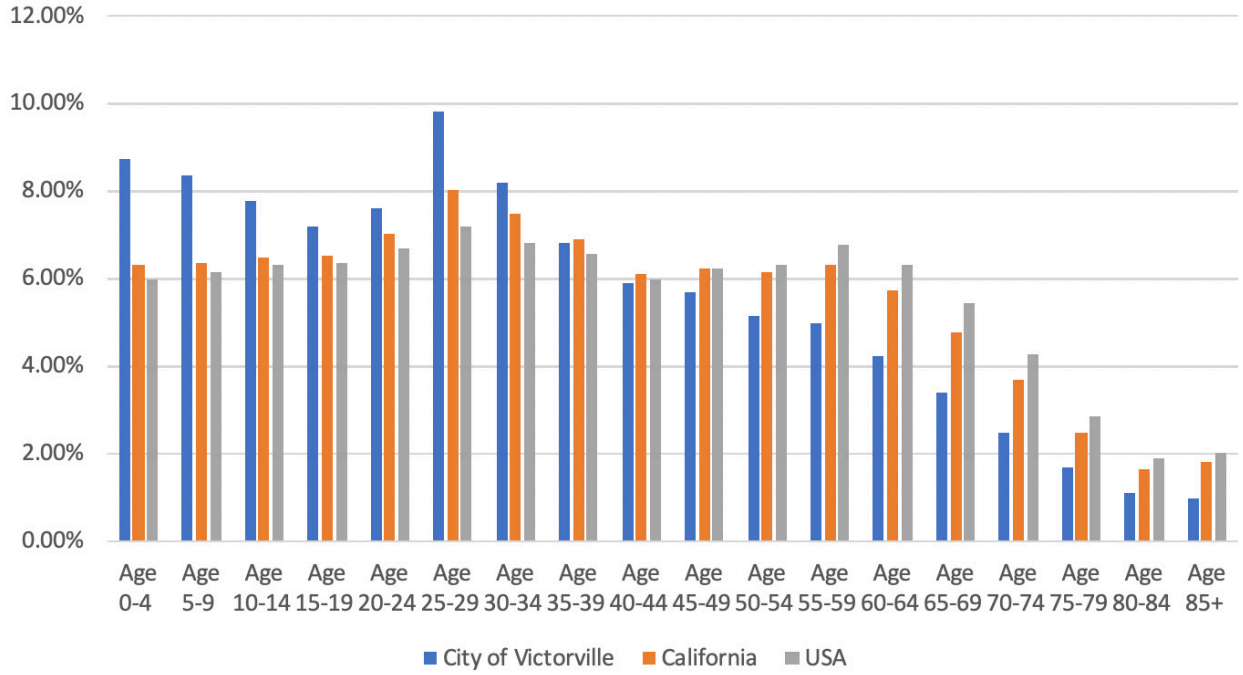
**Figure 4: Victorville Median Age between 2010 and 2024**




*Source: ESRI Business Analyst, U.S. Census*

Looking at the population age breakdown by five-year increments in the Figure below, there are a few key conclusions. The most populous age groups in the City of Victorville were those between 25 to 29 years old, making up 9.83 percent of the population. Approximately 31 percent of the population were under 18 in 2019, significantly higher than California (24%) and the United States (23%). The State of California and the United States had a higher percentage of those 40 and older. This indicates that there are many young families and young adults in Victorville.

**Figure 5: 2019 Age Distribution in City of Victorville**



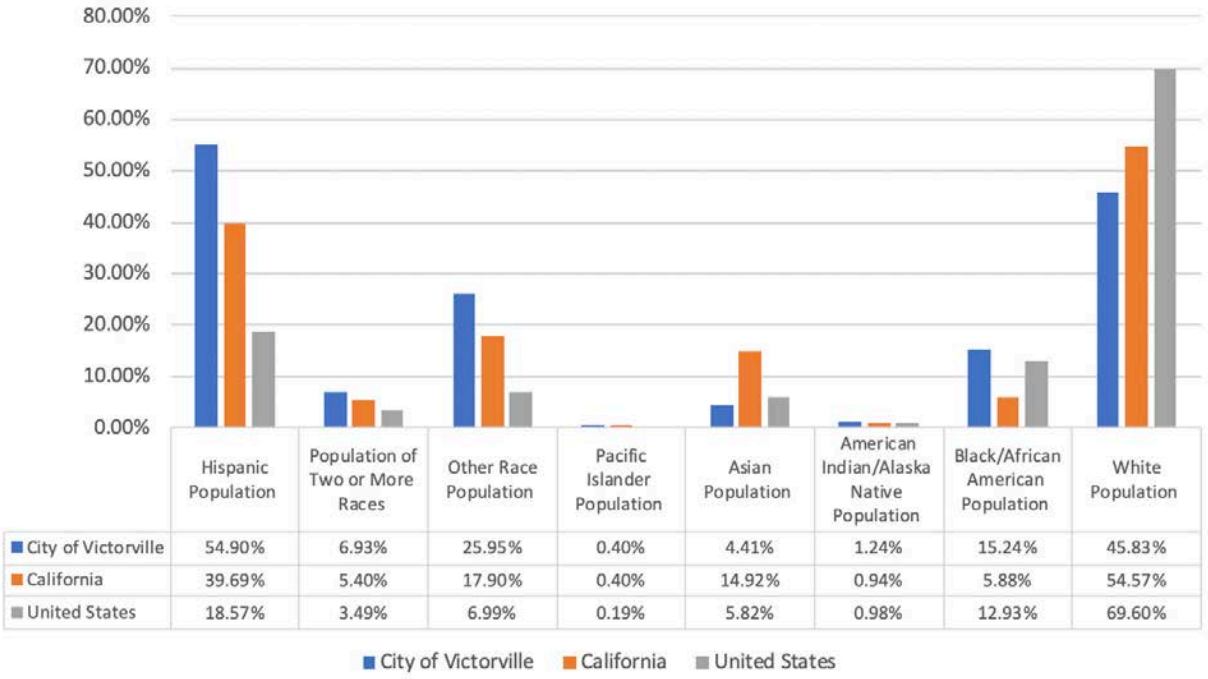

*Source: ESRI Business Analyst, U.S. Census*

## Race/Ethnic Character

In the United States, communities are generally becoming more diverse. Before comparing this data, it is important to note how the U.S. Census classifies and counts individuals who identify as Hispanic. The Census notes that Hispanic origin can be viewed as the heritage, nationality, lineage, or country of birth of the person or the person's parents or ancestors before arrival in the United States. In the U.S. Census, people who identify as Hispanic, Latino, or Spanish are included in all the race categories. ***Figure 6*** reflects the approximate racial/ethnic population distribution.

- City of Victorville is more diverse than the State of California and the United States, with 77.5 percent minority population.
- Approximately 54.90 percent identify as Hispanic in the City, compared to 18.57 percent in the United States.
- A quarter of the population in the City of Victorville identify as being of another race not identified by the U.S. Census.

**Figure 6: 2019 Racial/Ethnic Diversity of City of Victorville**




| | Hispanic Population | Population of Two or More Races | Other Race Population | Pacific Islander Population | Asian Population | American Indian/Alaska Native Population | Black/African American Population | White Population |
|---|---|---|---|---|---|---|---|---|
| City of Victorville | 54.90% | 6.93% | 25.95% | 0.40% | 4.41% | 1.24% | 15.24% | 45.83% |
| California | 39.69% | 5.40% | 17.90% | 0.40% | 14.92% | 0.94% | 5.88% | 54.57% |
| United States | 18.57% | 3.49% | 6.99% | 0.19% | 5.82% | 0.98% | 12.93% | 69.60% |

*Source: ESRI Business Analyst, U.S. Census*

## Educational Attainment

The City of Victorville education level is somewhat lower than the State of California and the United States. Approximately 25 percent of the population has a high school diploma, and 5.04 percent have received a graduate/professional level degree.

**Table 3: 2019 City of Victorville Educational Attainment**

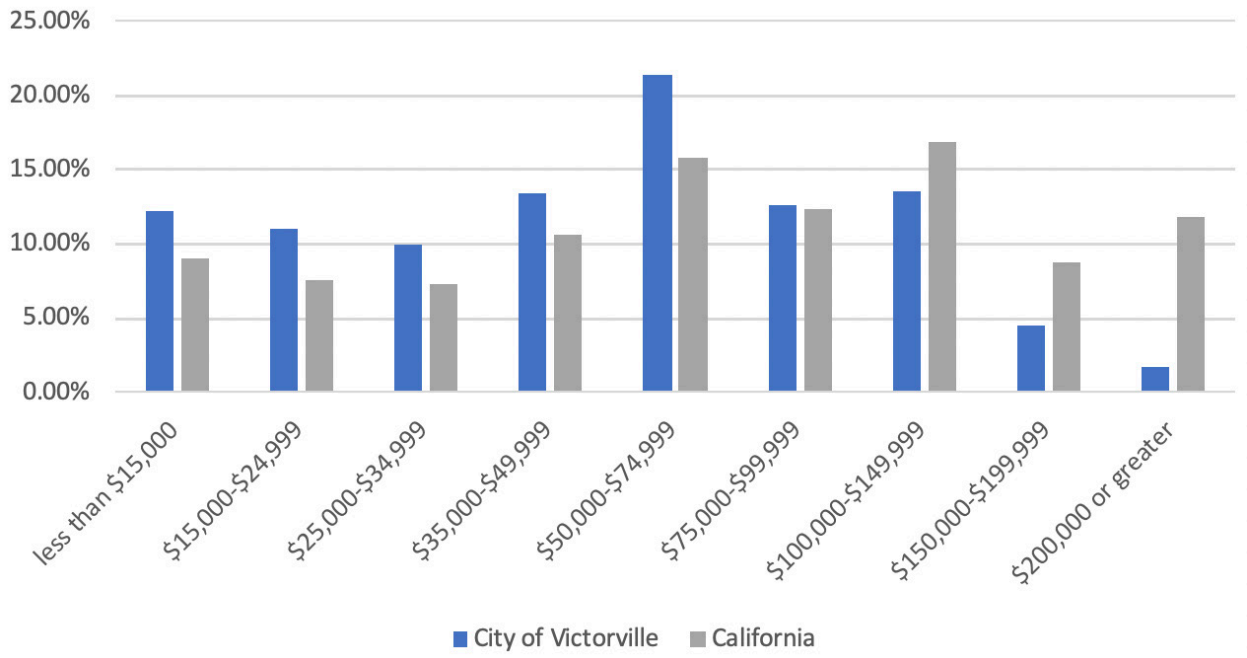
| Level of Education | City of Victorville | California | USA |
|---|---|---|---|
| Less than 9th Grade (%) | 8.11% | 8.95% | 4.90% |
| 9-12th Grade/No Diploma (%) | 11.58% | 7.26% | 6.74% |
| High School Diploma (%) | 25.00% | 18.58% | 23.13% |
| GED/Alternative Credential (%) | 4.84% | 2.25% | 3.90% |
| Some College/No Degree (%) | 27.87% | 21.00% | 20.23% |
| Associate's Degree (%) | 9.37% | 7.77% | 8.58% |
| Bachelor's Degree (%) | 8.20% | 21.35% | 19.98% |
| Graduate/Professional Degree (%) | 5.04% | 12.84% | 12.54% |

*Source: ESRI Business Analyst, U.S. Census*

## Household Data

- According to the Esri Business Analyst, the median household income in City of Victorville in 2019 was $52,801, lower than the median income of California ($74,520).
- The median home value in City of Victorville was $223,440, lower than the median home value of California ($556,621) and the United States ($234,154).
- The average household size was 3.49 in City of Victorville, compared to 2.92 in California, and 2.6 in the United States.
- About 25.87 percent of households in the City of Victorville received food stamps in 2019, compared to the rate in California at approximately 9.34 percent.
- Approximately 27.60 percent of residents live with some sort of hearing difficulty, vision difficulty, cognitive difficulty, ambulatory difficulty, self-care difficulty, and/or independent living difficulty. This is just slightly higher than the national average (25%).

**Figure 7: Median Household Income Distribution in City of Victorville**

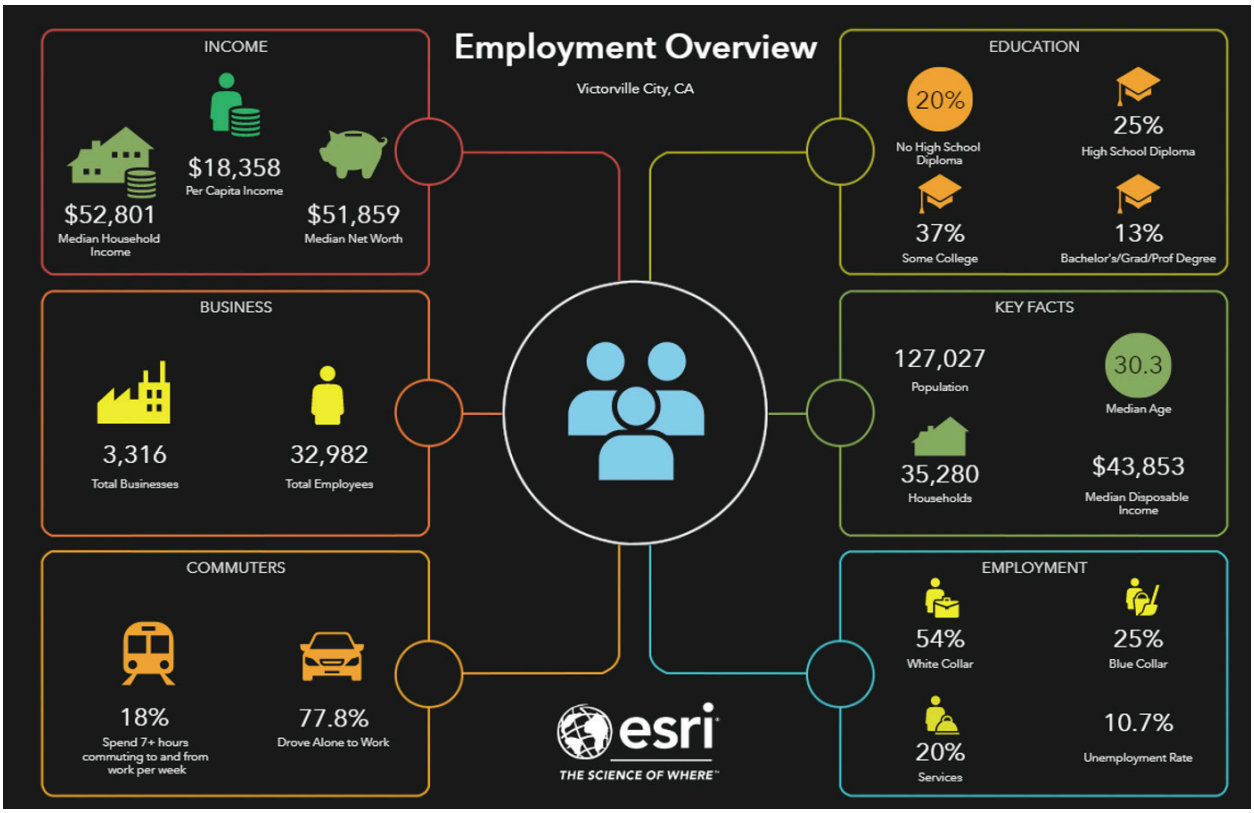



*Source: ESRI Business Analyst, U.S. Census*

## Employment

In terms of employment, there are approximately 33,000 employees in Victorville, with about half of them working in white collar positions. Unemployment is high in the area at 10.7 percent. ***Figure 8*** provides more details regarding employment and household data.

**Figure 8: Employment Overview in City of Victorville, California**




*Source: ESRI Business Analyst, U.S. Census*

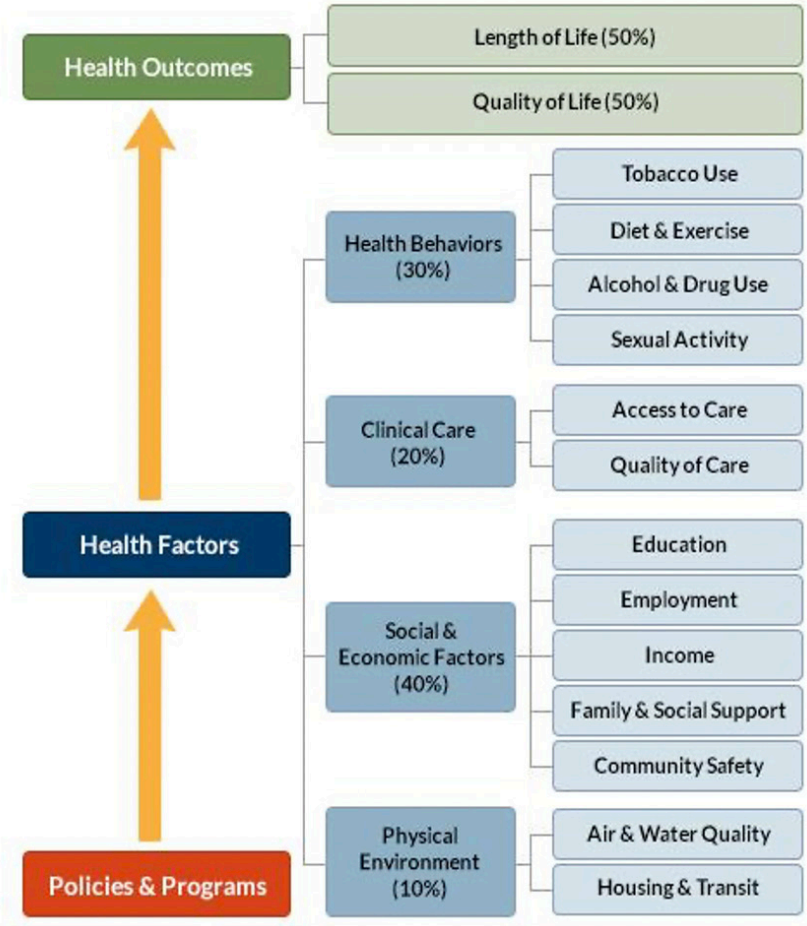
- Roughly 54 percent of the population is employed in white collar positions, which typically performs managerial, technical, administrative, and/or professional capacities. Approximately 25 percent were employed by blue collar positions, such as construction, maintenance, etc.
- About 10.7 percent of the population was unemployed in 2019, significantly higher than the rate of California (5.5%) and the United States (4.6%).
- In terms of commuting, about 18 percent of workers spend seven or more hours commuting back and forth to work each week, and 77.8 percent of commuters drive alone in a car to work.

## Health Rankings

Understanding the status of the community's health can help inform policies related to recreation and fitness. Robert Wood Johnson Foundation's *County Health Rankings and Roadmaps* provide annual insight on the general health of national, state, and county populations. The 2019 Rankings model shown in ***Figure 9*** highlights the topic areas reviewed by the Foundation.

The health ranking gauged the public health of the population based on "how long people live and how healthy people feel while alive," coupled with ranking factors including healthy behaviors, clinical care, social and economic, and physical environment factors.[1]

**Figure 9: County Health Ranking Model**



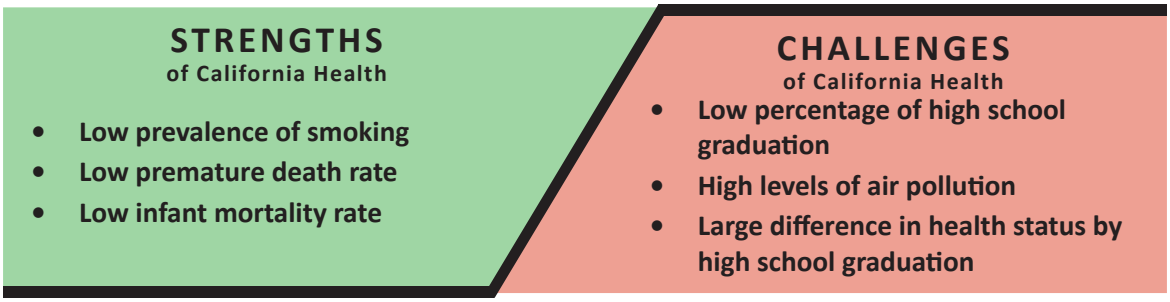

*Source: Robert Wood Johnson Foundation*

### State Health Ranking

In 2019, the United Health Foundation's America's Health Rankings Annual Report ranked California as the 12th healthiest state nationally. The health rankings consider and weigh social and environmental factors that tend to directly impact the overall health of state populations as illustrated in **Figure 10.**

**San Bernardino County ranked 38th out of 58 California Counties for Health Outcomes.**

**Figure 10: Overview of California Health**




## B. Park and Recreation Influencing Trends

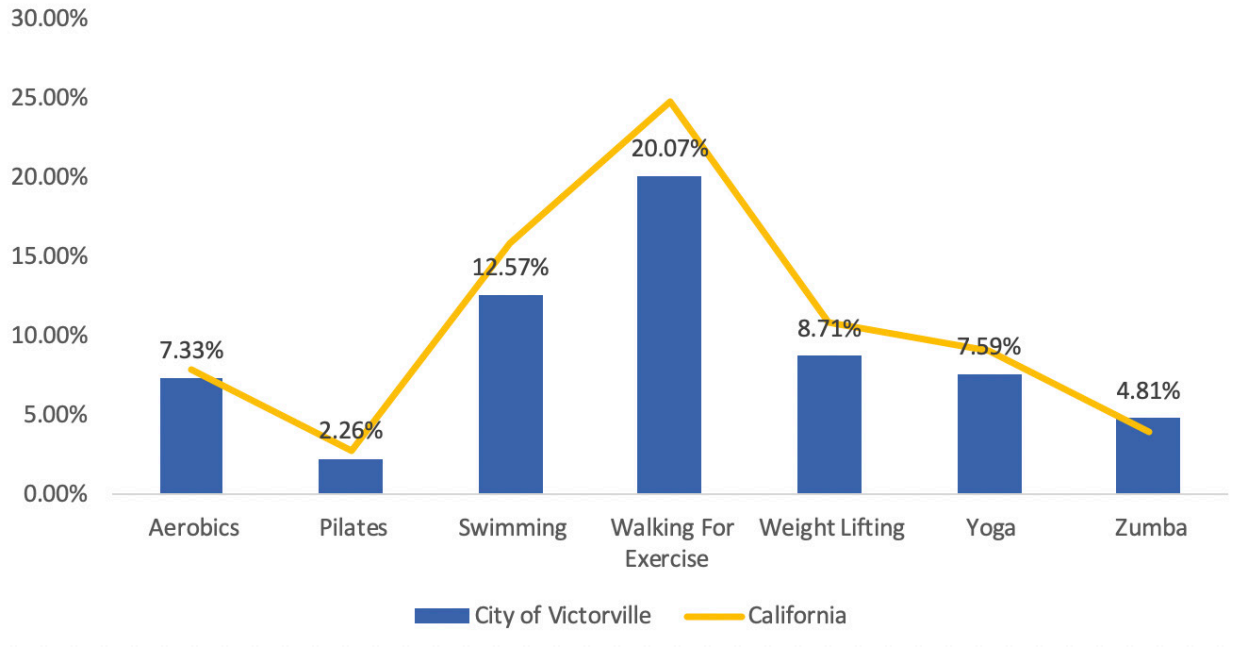
The changing pace of today's world requires analyzing recreation trends from both a local and national level. Understanding the participation levels of residents using data from the U.S. Census Bureau, combined with research of relevant national recreation trends, provides critical insights that help to plan for the future of parks and recreation. These new shifts of participation in outdoor recreation, sports, and cultural programs are an important component of understanding and serving the community. The following is a summary of trends most identifiable for Victorville. A full trends report has been provided to the City as a staff document.

### Fitness and Health Behavior

The figure below shows household participation in various fitness activities. Participation was highest for the following activities:

- Walking for Exercise (20.07%)
- Swimming (12.57%)
- Weightlifting (8.71%)

**Figure 11: Fitness and Wellness Participation of Victorville compared to the State of California**

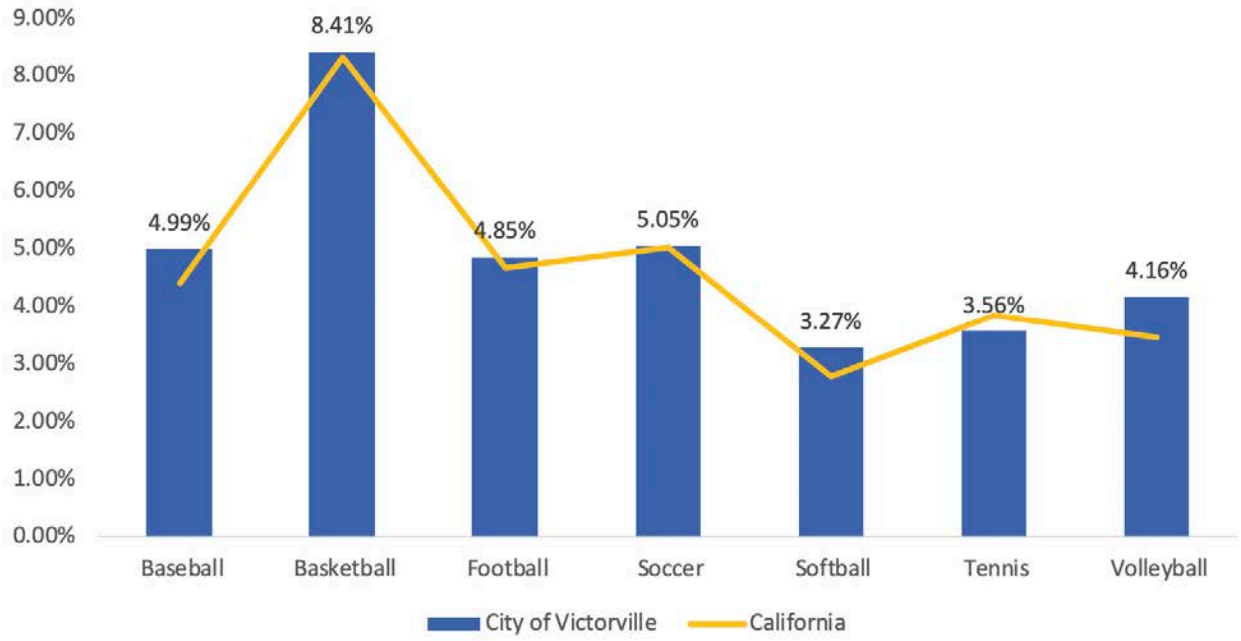



*Source: U.S. Census Bureau; ESRI Business Analyst*

## Team Sport Participation

According to census data, households in Victorville had the highest participation in basketball (8.41%), soccer (5.05%), baseball (4.99%), and football (4.85%).

**Figure 12: Team Sport Household Participation in Victorville compared to State of California**

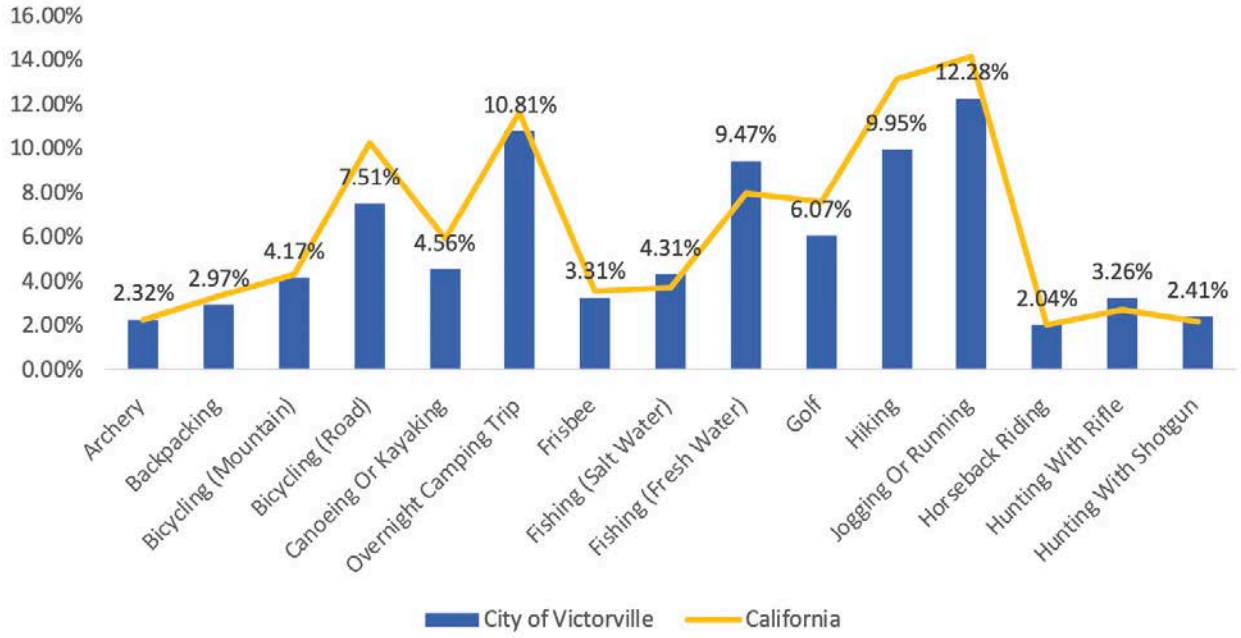



*Source: U.S. Census Bureau; ESRI Business Analyst*

## Outdoor Recreation Participation

According to census data, households in Victorville had the highest participation in jogging/running (12.28%), camping trips (10.81%), hiking (9.95%), fresh water fishing (9.47%) and bicycling (7.51%).

**Figure 13: Outdoor Recreation Household Participation in Victorville compared to State of California**




*Source: U.S. Census Bureau; ESRI Business Analyst*

## Active Transportation – Bicycling and Walking



In many surveys and studies on participation in recreational activities, walking, running, jogging and cycling are nearly universally rated as the most popular activities among youths and adults. Walking, jogging and running are often the most highly participated in recreational activity and cycling often ranks as the second or third most popular activity.

**Public health trends related to bicycling and walking include:**

- Quantified health benefits of active transportation can outweigh any risks associated with the activities by as much as 77 to 1 and add more years to our lives than are lost from inhaled air pollution and traffic injuries.
- Between 1966 and 2009, the number of children who bicycled or walked to school fell 75 percent, while the percentage of obese children rose 276 percent.
- Bicycling to work significantly reduces absenteeism due to illness. Regular bicyclists took 7.4 sick days per year, while non-bicyclists took 8.7 sick days per year.

**Economic benefits of bicycling and walking include:**

- Bicycling and walking projects create 8 to 12 jobs per $1 million spent, compared to just 7 jobs created per $1 million spent on highway projects.
- Cost benefit analyses show that up to $11.80 in benefits can be gained for every $1 invested in bicycling and walking.

**National bicycling trends:**

- There has been a gradual trend of increasing bicycling and walking to work since 2005.
- Infrastructure to support biking communities is becoming more commonly funded in communities.
- Bike share systems, making bicycles available to the public for low-cost, short-term use, have been sweeping the nation since 2010. Twenty of the most populous U.S. cities have a functional bike share system.

## Aquatics and Water Recreation Trends

In 2018, the National Sporting Goods Association (NSGA) ranked swimming second nationwide in sports participation.[2] However, in the past several years, a number of different aquatics trends have emerged that offer a new take on the traditional rectangle pool. Nationally, there is an increasing trend towards indoor leisure and therapeutic pools. This is important, as swimming for fitness was the top aspirational activity for "inactives" in all age groups, according to the Sports & Fitness Industry Association (SFIA) 2016 Sports, Fitness and Leisure Activities Topline Participation Report. Lazy rivers have become more common as a leisure pool element, but also for swim lessons, therapeutic reasons, and sports conditioning work.[3]

To add a fun aquatics element, agencies are experimenting with using large inflatables in pools. Most of these inflatables are related to challenge course elements, with slides, rock climbing elements, and other obstacles. In regard to pool design, zero-depth entry is considered more accessible for young children, seniors, and those with disabilities. Splash pad elements are also becoming more common in shallow waters. In addition, sometimes volleyball nets and basketball hoops can be installed to encourage play.[4]

2 "2018 Sport Participation Snapshot," National Sporting Goods Association, 2018.

3 "Sports, Fitness, and Leisure Activities Topline Participation Report," Sports and Fitness Industry Association, 2016.

4 "Swim with the Current: What's Trending in Aquatics," Campus Rec, 2018. https://campusrecmag.com/swim-current-trending-aquatics/

## Community Events and Festivals

In the context of urban development, from the early 1980's there has been a process that can be characterized as "festivalization," which has been linked to the economic restructuring of towns and cities, and the drive to develop communities as large-scale platforms for the creation and consumption of "cultural experience."

The success rate for festivals should not be evaluated simplistically or solely on the basis of profit (sales), prestige (media profile), size (numbers of events). Research by the European Festival Research Project (EFRP)[5] indicates there is evidence of local and city government supporting and even instigating and managing particular festivals themselves to achieve local or regional economic objectives, often defined very narrowly (sales, jobs, tourists). There is also a growing number of smaller, more local, community-based festivals and events in communities, most often supported by local councils that have been spawned partly as a reaction to larger festivals that have become prime economic-drivers. These community-based festivals often will re-claim cultural ground based on their social, educational, and participative value. For more information on the values of festivals and events, see the CRC Sustainable Tourism research guide[6] on this topic.

In 2014, festivals grew in popularity as economic drivers and urban brand builders. Chad Kaydo describes the phenomenon in the January 2014 issue of Governing Magazine: "Municipal officials and entrepreneurs see the power of cultural festivals, innovation-focused business conferences and the like as a way to spur short-term tourism while shaping an image of the host city as a cool, dynamic location where companies and citizens in modern, creative industries can thrive." [7]

## Dog Parks

Dog parks continue to see high popularity and have remained among the top planned addition to parks and recreational facilities over the past three years. They help build a sense of community and can draw potential new community members and tourists traveling with pets.[8]

In 2014, a new association was formed dedicated to providing informational resources for starting and maintaining dog parks, the National Dog Park Association. *Recreation Magazine*[9] suggests that dog parks can represent a relatively low-cost way to provide a popular community amenity. Dog parks can be as simple as a gated area, or more elaborate with "designed-for-dogs" amenities like water fountains, agility equipment, and pet wash stations, to name a few.

Even "spraygrounds" are being designed just for dogs. Dog parks are also places for people to meet new friends and enjoy the outdoors.

The best dog parks cater to people with design features for their comfort and pleasure, but also with creative programming.[10] Amenities in an ideal dog park might include the following:

- Benches, shade, and water – for dogs and people

5 EFRP is an international consortium seeking to understand the current explosion of festivals and its implications and perspective. http://www.efa-aef.eu/en/activities/efrp/, accessed October 2012.
6 Ben Janeczko, Trevor Mules, Brent Ritchie, "Estimating the Economic Impacts of Festivals and Events: A Research Guide," Cooperative Research Centre for Sustainable Tourism, 2002, http://www.sustainabletourismonline.com/1005/events/estimating-the-economic-impacts-of-festivals-and-events-a-research-guide, accessed October 2012.
7 Chad Kaydo, "Cities Create Music, Cultural Festivals to Make Money," Governing, January 2014, http://www.governing.com/topics/finance/gov-cities-create-mucis-festivals.html.
8 Joe Bush, "Tour-Legged-Friendly Parks, *Recreation Management*, February 2, 2016.
9 Emily Tipping, "2014 State of the Industry Report, Trends in Parks and Recreation," *Recreation Management*, June 2014.
10 Dawn Klingensmith "Gone to the Dogs: Design and Manage an Effective Off-Leash Area", Recreation Management, March 2014. (http://recmanagement.com/feature_print.php?fid=201403fe02).

- At least one acre of space with adequate drainage
- Double gated entry
- Ample waste stations well-stocked with bags
- Sandy beaches/sand bunker digging areas
- Custom designed splashpads for large and small dogs
- People-pleasing amenities such as walking trails, water fountains, restroom facilities, picnic tables, and dog wash stations.

## Economic and Health Benefits of Parks

In 2017, the Outdoor Industry Association estimated that national consumer spending on outdoor recreation generated $887 billion in consumer spending, and directly supported 7.6 million jobs.

- Trails, parks, and playgrounds are among the five most important community amenities considered when selecting a home.
- U.S. Forest Service research indicates that when the economic benefits produced by trees are assessed, the total value can be two to six times the cost for tree planting and care.[11]
- Nearly half of active Americans regard outdoor activities as their main source of exercise.[12]

*The Benefits of Parks: Why America Needs More City Parks and Open Space*, a report from the Trust for Public Land, makes the following observations about the health, economic, environmental, and social benefits of parks and open space:[13]

- Physical activity makes people healthier.
- Physical activity increases with access to parks.
- Contact with the natural world improves physical and physiological health.
- Residential and commercial property values increase.
- Value is added to community and economic development sustainability.
- Benefits of tourism are enhanced.
- Trees are effective in improving air quality and act as natural air conditioners.
- Trees assist with storm water control and erosion.
- Crime and juvenile delinquency are reduced.
- Recreational opportunities for all ages are provided.
- Stable neighborhoods and strong communities are created.

## COVID-19 Pandemic

Much of the data gathering and analysis of this report was conducted in 2019, with final analysis and formatting in 2020. During that time, the world was struck by the coronavirus global pandemic. This is the country's most devastating pandemic in modern history. The coronavirus disease 2019 (COVID-19) public health emergency was officially declared a global pandemic on March 11, 2020, by the World Health Organization and continues to be a major global pandemic as of the writing of this report. As stated by the National Recreation and Parks Association (NRPA), parks are essential, especially during a health crisis, and a recent survey found that 83 percent of adults find exercising at local parks and open spaces is essential to maintaining their mental and physical health during the COVID-19 pandemic.

Victorville's parks, open spaces and recreation programs play an essential role in providing healthy and safe options for residents, staff, and visitors. For parks and open space and for recreation, this will shape our collective futures in ways beyond those possibly anticipated, and likely beyond the recommendations of this report.

11 Nowak, David J., "Benefits of Community Trees," Brooklyn Trees, USDA Forest Service General Technical Report
12 *Outdoor Recreation Participation Report 2016*
13 Paul M. Sherer, "The Benefits of Parks: Why America Needs More City Parks and Open Space," The Trust for Public Land, San Francisco, CA, 2006

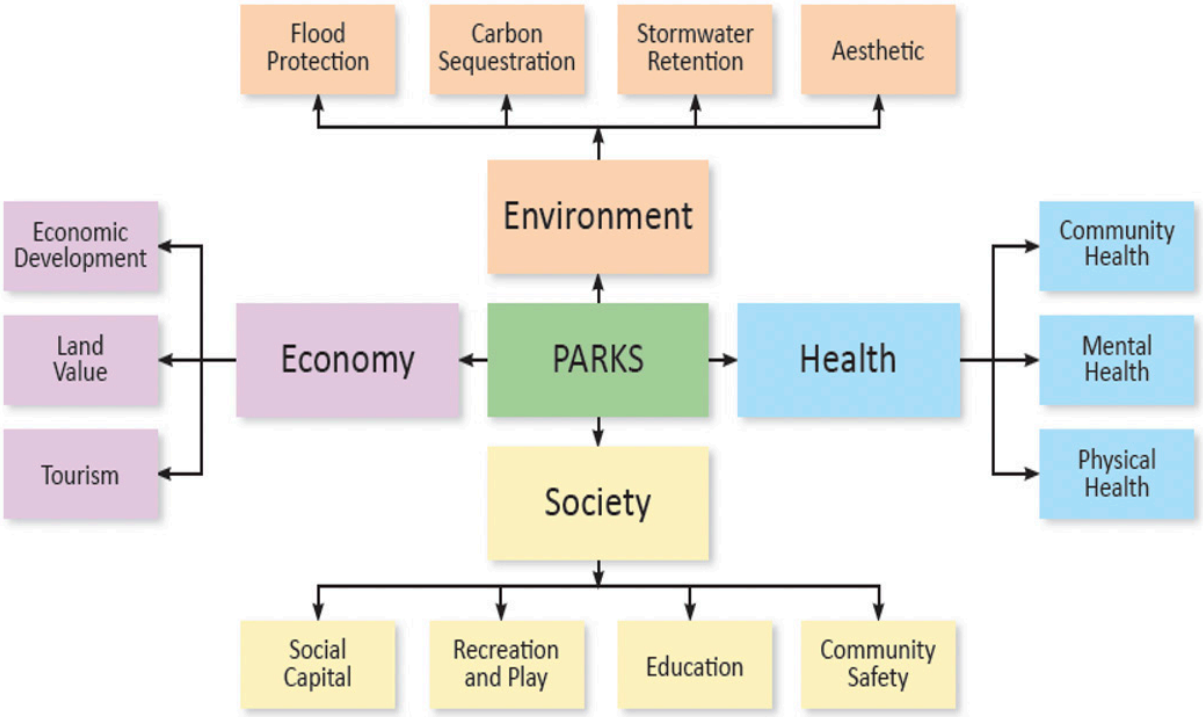
## Homelessness

Around the country, parks and recreation agencies are faced with a growing concern of homeless populations in their area. Many municipalities may assume that they have the unique challenge of manage homelessness, but in fact thousands of agencies are currently developing initiatives and pilot programs to determine the best way of addressing the issue.

**Figure 14: NRPA Park Pulse**

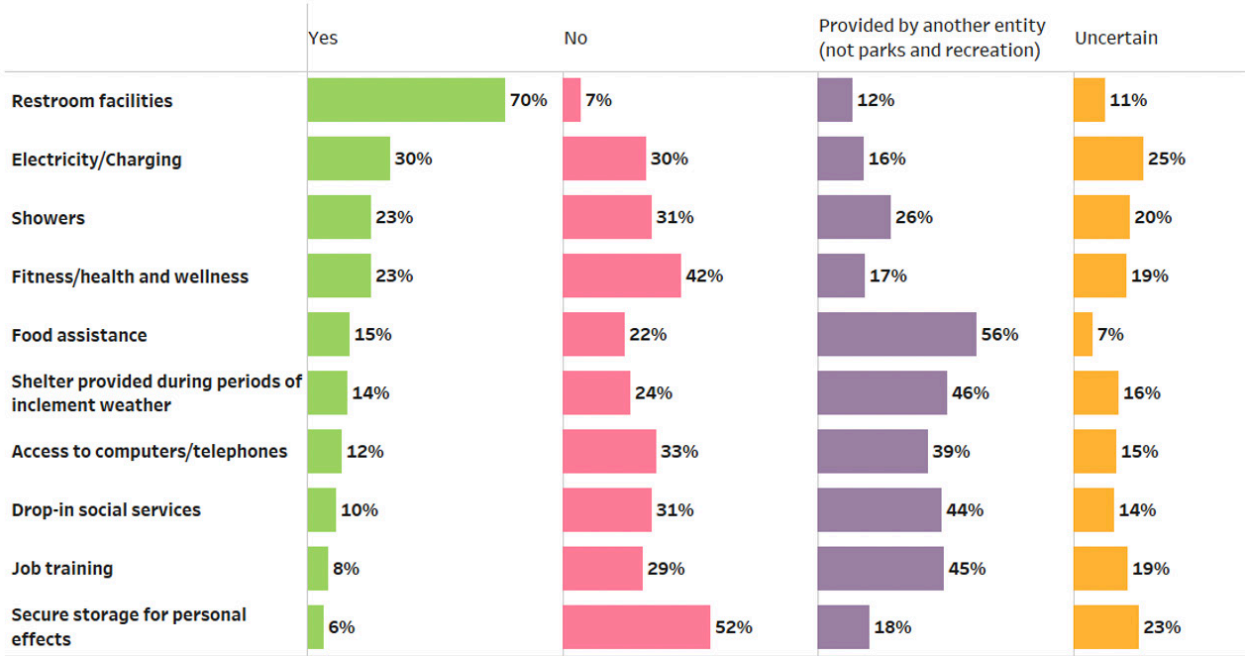


**Figure 15: Park System Benefits Provided to People**




Often, homeless populations may use park benches, shady trees, campgrounds, amphitheaters, and recreation facilities to sustain their livelihood. In fact, a survey administered by GP RED, a non-profit dedicated to the research, education, and development of parks and recreation agencies, asked 150 agencies questions specifically about how they were managing homelessness in their communities. As seen in the figure below, many agencies offer services far beyond the traditional "parks and recreation." Restroom facilities are the number one facility offered by agencies, but electricity/charging stations, showers, fitness/health and wellness, and food assistance were in the top five.

**Figure 16: Are the following services offered to the homeless population by parks and recreation agencies in your community?**

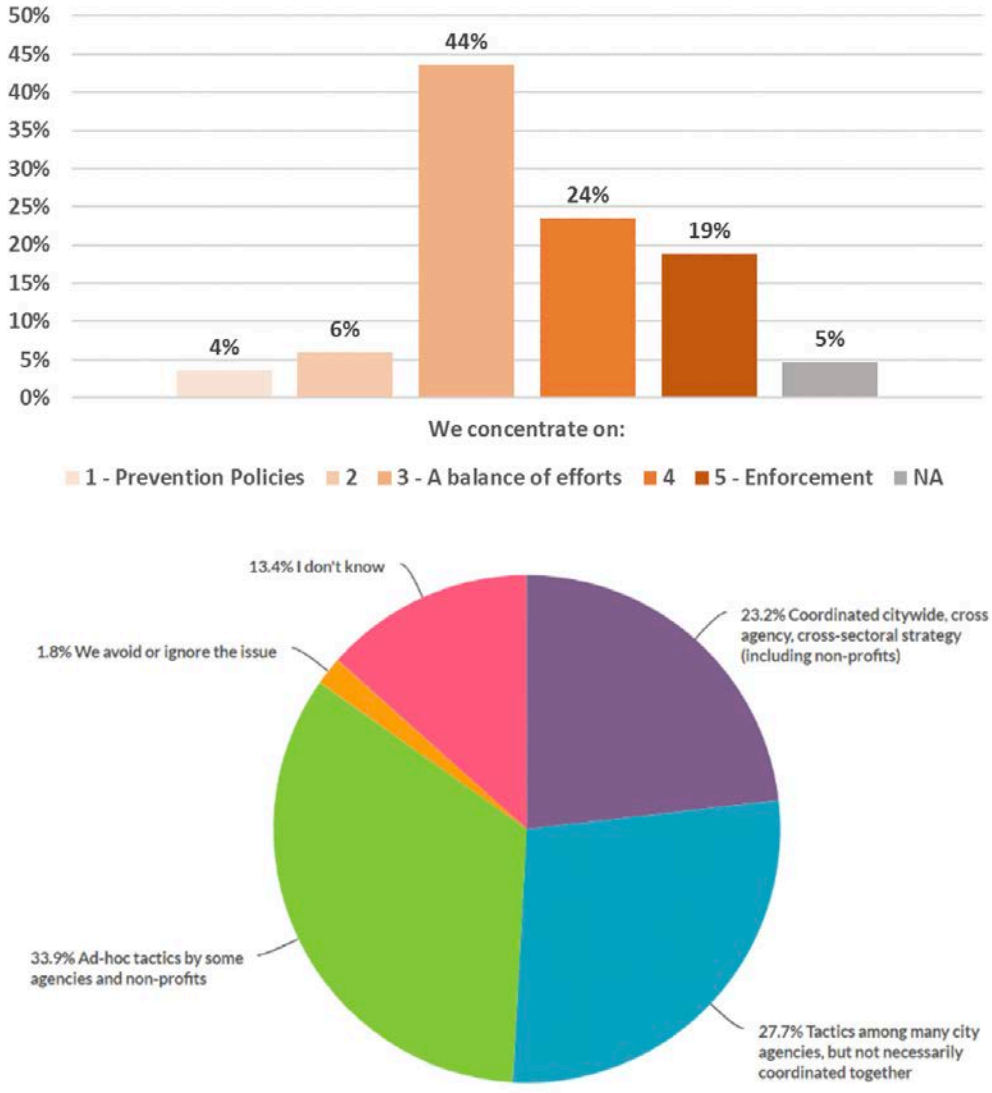



*Source: GP RED Homelessness Redline Survey 2018*

This has consequences for park and facility managers – in addition to impacts on the perception of park visitors. Concerns over drug and alcohol use by homeless populations, in addition to managing hepatitis and other outbreaks, are serious issues. Often, seasonal or part-time parks and recreation employees may be the first line of enforcement. A lack of training, policies, and communication continue to exasperate the issue. Proactive management is a preferred way of managing the issue, but most often, parks and recreation agencies are not equipped to work toward resolving the root of an individual's reasons for being homeless. Rather, agencies are left to deal with homelessness on a case by case basis.

Noted in the ***Figure 17***, oftentimes management is a balance of prevention and enforcement. The majority of parks and recreation agencies utilize ad-hoc tactics by some agencies and rely on non-profits for other services. Over 27 percent of respondents said that often city agencies were working on various components of the homeless issue, but not necessarily coordinated together to succeed. Only 23 percent said that there is citywide coordination which spanned across agencies and non-profits. These kinds of coordinated efforts are key to accomplishing the appropriate balance of prevention and enforcement. Developing a task force that works specifically to address the unique concerns of an individual community can help ensure success. Parks and recreation agencies should reach out to nearby law enforcement, schools, libraries, nonprofits, faith-based organizations, business improvement districts, and health-human services to develop a plan.

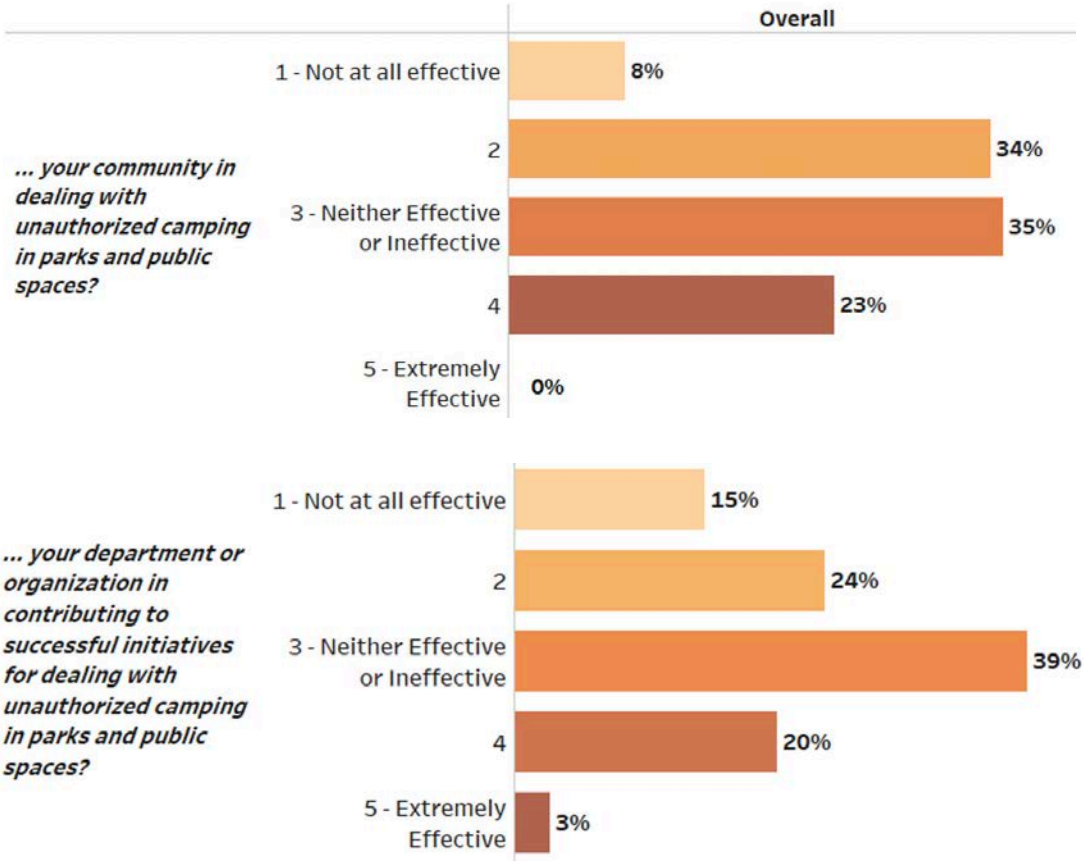
**Figure 17: Tactical Approaches to Managing Homelessness**




*Source: GP RED Homelessness Redline Survey 2018*

When asked how effective agencies were in dealing with unauthorized camping, over 77 percent of agencies stated they were not at all effective or neither effective/ineffective. Zero percent of respondents said that they were extremely effective of dealing with unauthorized camping in parks and public spaces. Currently, successful initiatives for dealing with unauthorized camping are still in development.

**Figure 18: How effective is your community/ is your organization?**




*Source: GP RED Homelessness Redline Survey 2018*

## Nature Programming and Nature-Deficit Disorder

Playing in nature is an educational opportunity that has numerous benefits, from increasing active and healthy lifestyles, to developing a conservation mindset, to understanding the ecosystems and wildlife that depend on them.[14] According to the report, *Nature Play & Learning Places: Creating and Managing Places where Children Engage with Nature*, there is a genuine need in today's society for learning spaces that spark creative play with natural materials, such as plants, vines, shrubs, rocks, water, logs, and other elements.

Richard Louv introduced the term, "Nature-Deficit Disorder" in 2005, which describes the effects of urbanization, technological advances, and social changes. Scientific evidence suggests that this disorder contributes to emotional and physical illnesses, including attention difficulties, obesity, nature illiteracy, and an "epidemic of inactivity."[15] Environmental education, provided by non-profits and parks and recreation agencies, can help combat nature-deficit disorder by sparking curiosity in the outdoors either through structured nature programming or through unstructured nature play. Nature play is defined as "A designated, managed area in an existing or modified outdoor environment where children of all ages and abilities play and learn by engaging with and manipulating diverse natural elements, materials, organisms, and habitats, through sensory, fine motor and gross motor experiences."

Nature play spaces can provide valuable lessons for children, not only in regard to learning their natural environment and appreciation for nature, but also for personal development. These spaces, similar to playgrounds, provide safe spaces to take risks and understand behavioral outcomes. One of the most essential elements in planning Nature Play spaces is to conduct a risk assessment to reduce the unnecessary potential of injury. For instance, natural objects such as logs and boulders may be placed strategically for climbing but consider where the child might land if he or she were to fall or jump off. Similarly, trees can be used as natural climbing features, with consideration to removing shrubs and nearby smaller trees below. Nature play can happen in forest-based schools, play zoos, gardens, and summer camps. American Camp Association reported that there are approximately 5,000 day camps that currently operate in the U.S.[16]

## Recreational Preferences by Ethnicity

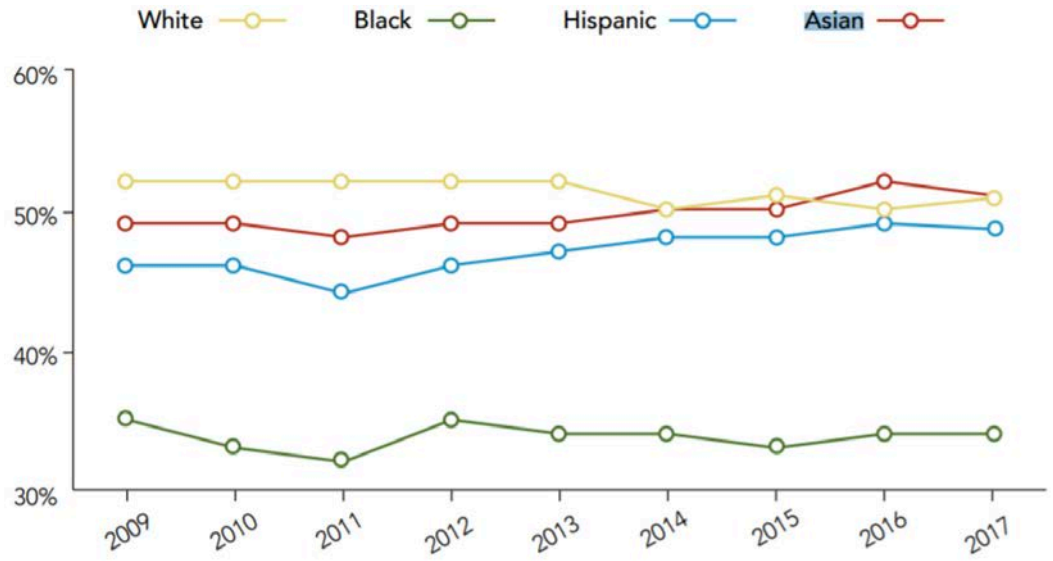
As the recreation field continues to function within a more diverse society, race and ethnicity will become increasingly important in every aspect of the profession. More than ever, recreation professionals will be expected to work with and have significant knowledge and understanding of individuals from many cultural, racial, and ethnic backgrounds. According to the 2018 Outdoor Participation Report, participation rates among diverse groups is evolving quickly, even in the past ten years. African Americans have participation rates less than 40 percent consistently in the last decade. Meanwhile, Asians have increased in participation since 2011, reaching over 50 percent in 2016. Hispanics are also increasing participation. ***Figure 19***, sourced from the *2018 Outdoor Participation Report*, demonstrates these changes since 2009.

14 Moore, R. (2014). Nature Play & Learning Places. Creating and managing places where children engage with nature. Raleigh, NC: Natural Learning Initiative and Reston, VA: National Wildlife Federation

15 Children and Nature Network, "Nature Deficit Disorder" Accessed January 2020: https://www.childrenandnature.org/about/nature-deficit-disorder/

16 Moore, R. (2014). Nature Play & Learning Places. Creating and managing places where children engage with nature. Raleigh, NC: Natural Learning Initiative and Reston, VA: National Wildlife Federation

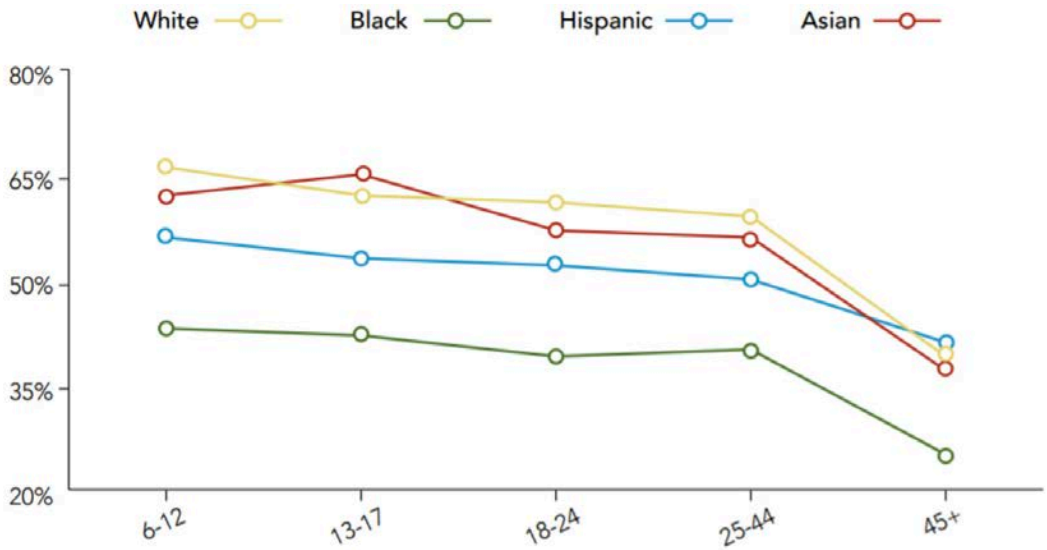
**Figure 19: Participation Rates Among Diverse Groups Over Time (All Americans, Ages 6+)**




*Source: 2018 Outdoor Participation Report, Outdoor Industry Association*

Participation in outdoor activities is higher among Caucasians than any other ethnicity, and lowest among African Americans in nearly all age groups. ***Figure 20*** demonstrates that those under 18 have much higher participation rates than all other age groups.

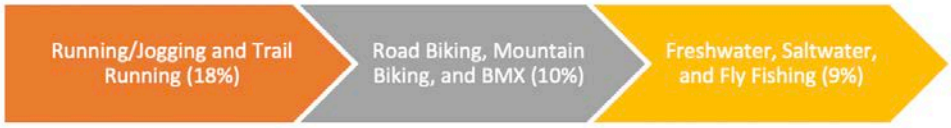
**Figure 20: Participation Rates Among Diverse Groups by Age (All Americans, Ages 6+)**




*Source: 2018 Outdoor Participation Report, Outdoor Industry Association*

According to the report by the Outdoor Industry Association, there are a variety of reasons why people do and do not participate. Many of those reasons are similar regardless of demographics, but it is helpful to look at the top motivations of each race to understand potential barriers. Below is a compiled list of the motivations and reasons that various races participate, as well as the top activities that each group participates in.

### African Americans




| Top Five Reasons to Get Outside: | Top Five Reasons not to Participate: |
|---|---|
| • Get Exercise (61%)<br>• Be with Family and Friends (53%)<br>• Keep Physically Fit (52%)<br>• Be close to nature (40%)<br>• Observe Scenic Beauty (33%) | • I do not have anyone to participate with (21%)<br>• Too Busy with Family Responsibilities (20%)<br>• Outdoor Recreation Equipment is Expensive (19%)<br>• I do not have the skills or abilities (18%)<br>• I do not have enough information (15%) |

### Asian Americans




| Top Five Reasons to Get Outside: | Top Five Reasons not to Participate: |
|---|---|
| • Get Exercise (65%)<br>• Be with Family and Friends (59%)<br>• Observe Scenic Beauty (52%)<br>• Keep Physically Fit (50%)<br>• Enjoy the Sights and Smells of Nature (50%) | • Outdoor Recreation Equipment is Expensive (21%)<br>• I do not have anyone to participate with (21%)<br>• I do not have the skills or abilities (20%)<br>• Too Busy with Family Responsibilities (19%)<br>• Too busy with other recreation activities (12%) |

Research about outdoor recreation among Asian Americans in the San Francisco Bay Area (Chinese, Japanese, Korean, and Filipino)[17] found significant differences among the four groups concerning the degree of linguistic acculturation (preferred language spoken in various communication media). The research suggests that communications related to recreation and natural resource management should appear in ethnic media, but the results also suggest that Asian Americans should not be viewed as homogeneous with regard to recreation-related issues. Another study[18] found that technology use for finding outdoor recreation opportunities is highest among Asian/Pacific Islander populations. Over 60 percent of these populations use stationary or mobile technology in making decisions regarding outdoor recreation.

### Caucasians




| Top Five Reasons to Get Outside: | Top Five Reasons not to Participate: |
|---|---|
| • Get Exercise (57%)<br>• Be with Family and Friends (47%)<br>• Keep Physically Fit (44%)<br>• Be Close to Nature (42%)<br>• Observe Scenic Beauty (37%) | • Too busy with family responsibilities (24%)<br>• Outdoor recreation equipment is expensive (18%)<br>• I do not have anyone to participate with (18%)<br>• I do not have the skills or abilities (15%)<br>• I have a physical disability (11%) |

### Hispanics




| Top Five Reasons to Get Outside: | Top Five Reasons not to Participate: |
|---|---|
| • Get Exercise (61%)<br>• Keep Physically Fit (45%)<br>• Be with Family and Friends (39%)<br>• Observe Scenic Beauty (33%)<br>• Be Close to Nature (32%) | • Too Busy with Family Responsibilities (19%)<br>• Outdoor Recreation Equipment is Expensive (18%)<br>• I do not have anyone to participate with (16%)<br>• Places for Outdoor Recreation are Far Away (13%)<br>• Places for Outdoor Recreation are Expensive (13%) |

17 P.L. Winter, W.C. Jeong, G.C. Godbey, "Outdoor Recreation among Asian Americans: A Case Study of San Francisco Bay Area Residents," Journal of Park and Recreation Administration, 2004.
18 Harry Zinne and Alan Graefe, "Emerging Adults and the Future of Wild Nature," *International Journal of Wildness*, December 2007.

In the United States, the Hispanic population increased by 43 percent over the last decade, compared to five percent for the non-Hispanic population, and accounted for more than half of all the population growth. According to Emilyn Sheffield, the growing racial and ethnic diversity is particularly important to recreation and leisure service providers, as family and individual recreation patterns and preferences are strongly shaped by cultural influences.[19]

## Shade Structures

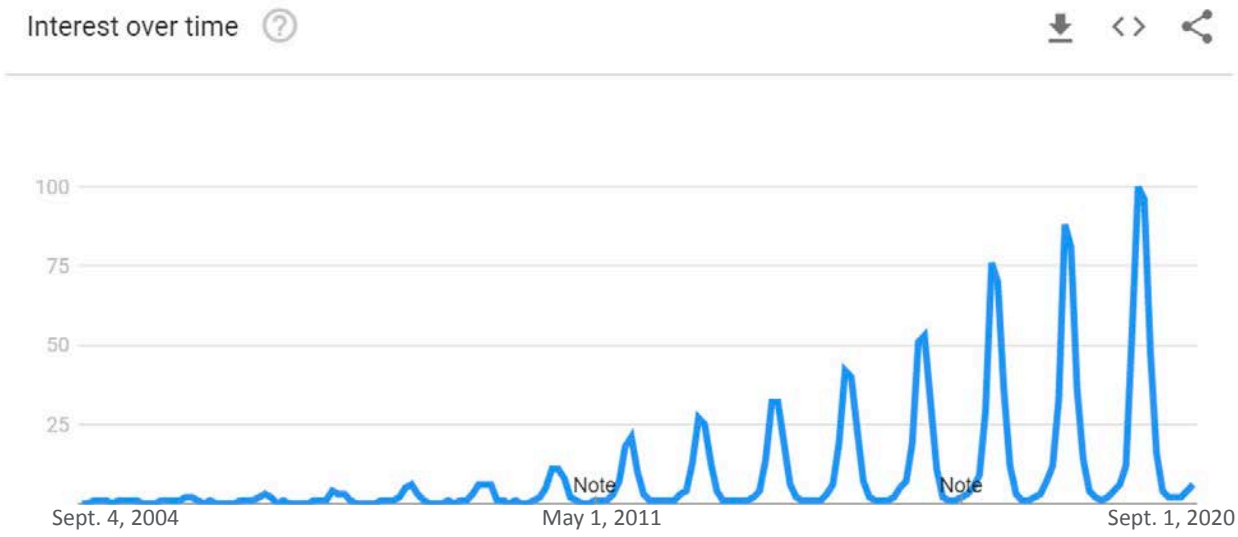
Communities around the country are considering adding shade structures as well as shade trees to their parks, playgrounds, and pools, as "a weapon against cancer and against childhood obesity"[20] in an effort to reduce future cancer risk and promote exercise among children. A study found that melanoma rates in people under 20 rose three percent a year between 1973 and 2001, possibly due to a thinning of the ozone layer in the atmosphere. It is recommended that children seek shade between 10 a.m. and 4 p.m., but with so little shade available, kids have nowhere to go. Additionally, without adequate shade, many play areas are simply too hot to be inviting to children. On sunny days, the playground equipment is hot enough to scald the hands of would-be users.

Trees would help provide protection, as tree leaves absorb about 95 percent of ultraviolet radiation, but they take a decade or more to grow large enough to make a difference. So, many communities are building shade structures instead. The non-profit Shade Foundation of American is a good resource for information about shade and shade structures (www.shadefoundation.org).

## Splashpads

Splash pads, or spray grounds, have seen enormous growth in popularity over the past decade. Simply looking at search terms over time (from 2004 to present), Google Trends show that more people are searching for this amenity.

**Figure 21: "Splash pad" (Google Trends)**




19 Emilyn Sheffield, "Five Trends Shaping Tomorrow Today," *Parks and Recreation,* July 2012, p. 16-17.
20 Liz Szabo, "Shade: A weapon against skin cancer, childhood obesity", USA Today, June 30, 2011, www.usatoday.30.usatoday.com/news/health/wellness/story/2011/06/Shade-serves-as-a –weapon-against-skin-cancer-childhood-obesity/48965070/1, accessed May 2015

The popularity of splash pads is geographical and is more common in the West. According to a Feature Article from June 2016 "A Look at Trends in Aquatic Facilities," splash play areas were least common in the Northeast; only 31.9 percent of responding agencies had this amenity, compared to 55.8 percent of those in the West. Urban areas are more likely to have splash play areas than rural areas. This shift is most likely due to the benefits of splash play areas.



**Figure 22: Example of a Nature Splash Pad**

Compared to a traditional aquatic facility, splash pads typically incur lower maintenance costs, less programming, and lower staffing costs. Over a third of survey respondents said that they plan to add splash pads to their list of features.

## C. Community and Stakeholder Input

Six focus group meetings and one open public meeting were held January 27-28, 2020. Approximately 40 participants attended the focus group sessions, with several others in attendance for the open public meeting. The meetings were held during flexible days and times to promote attendance and participation. Many organizations were represented at each of the meetings, including local sports groups, non-profit organizations, school districts, community businesses, and residents with an interest in the City parks and recreation. In addition to the focus group meetings and the open public meeting, the consultant team also interviewed City staff, leadership, and City Council members.

During the meetings, the participants provided input regarding Parks and Recreation in the following areas:

- Strengths
- Areas for improvement that should be addressed in the master plan
- Improvements needed at existing parks and amenities
- Additional parks, amenities, and programs needed in the community
- Current parks, amenities, or programs that could be repurposed or added
- Key partners the City should consider
- Key issues within the community
- Priorities for Parks and Recreation over the next five years

A detailed, non-prioritized presentation was delivered during the open public meeting that summarized the findings and allowed those in attendance to contribute to the list. The presentation has been provided to the City as a staff document. A summary of the findings during the input process was used to develop the community survey to gain more insight into the future needs and priorities of the residents and users of the parks and recreation system.

## D. Community Survey Summary

The purpose of the community survey was to gather community feedback on the City of Victorville Parks and Recreation facilities, amenities, programs, and future planning. The survey included both an "invitation" and an "open link" opportunity to participate. A total of 1,137 responses were received with 227 responses through the invitation mailing and 910 received through the open link. The full report along with all open-ended comments has been provided to the City as a staff document.

### Selected Key Findings

The following graphics identify the key findings from the survey:

**Figure 23: Survey Key Findings**



## Demographics

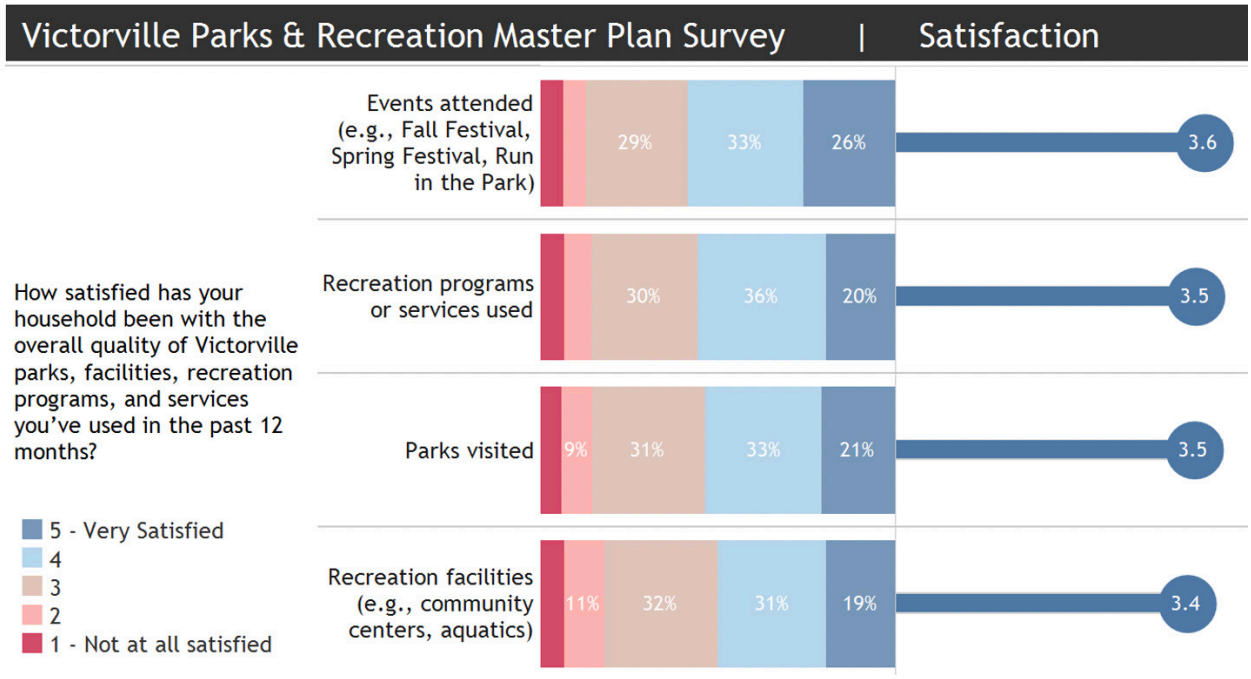
The survey looked at demographic profile of those who completed the survey. Demographic information obtained through the survey included number of years lived in the city, the park lived closest to, household composition, gender, age, race/ethnicity, required ADA accessibility and household income. The following are highlights of the demographics:

- 70 percent of respondents have children at home
- 30 percent do not have children
- Average number of years living in Victorville is 15.4
- Over half (58 percent) of respondents have lived in the area for 11 years or more
- 13 percent of respondents have a need for ADA accessible facilities and amenities
- 67 percent of respondents were female
- About 40 percent of respondents identify as Hispanic/Latino/Spanish origin
- 46 percent reported an annual household income of less than $75,000

## Current Parks and Recreation Events and Facilities

The survey asked residents their satisfaction level with Victorville parks, facilities, recreation programs, and services used over the past twelve months based on a 5-point scale, with 1 indicating being "not at all satisfied" and 5 indicating being "very satisfied." The survey showed that residents are satisfied with the City's Parks and Recreation offerings as shown in ***Figure 24***.

**Figure 24: Satisfaction with Parks, Facilities, Recreation Programs, and Service Offerings**




Respondents were asked how much they agree or disagree with several statements concerning parks. Overall, 68 percent of respondents agree or completely agree that the homeless population at parks is a concern. More than half (53%) of respondents feel that park cleanliness needs to be improved. Less than half (43%) agree that Victorville parks and facilities are well maintained. Furthermore, three out of ten respondents do not feel safe at Victorville parks.

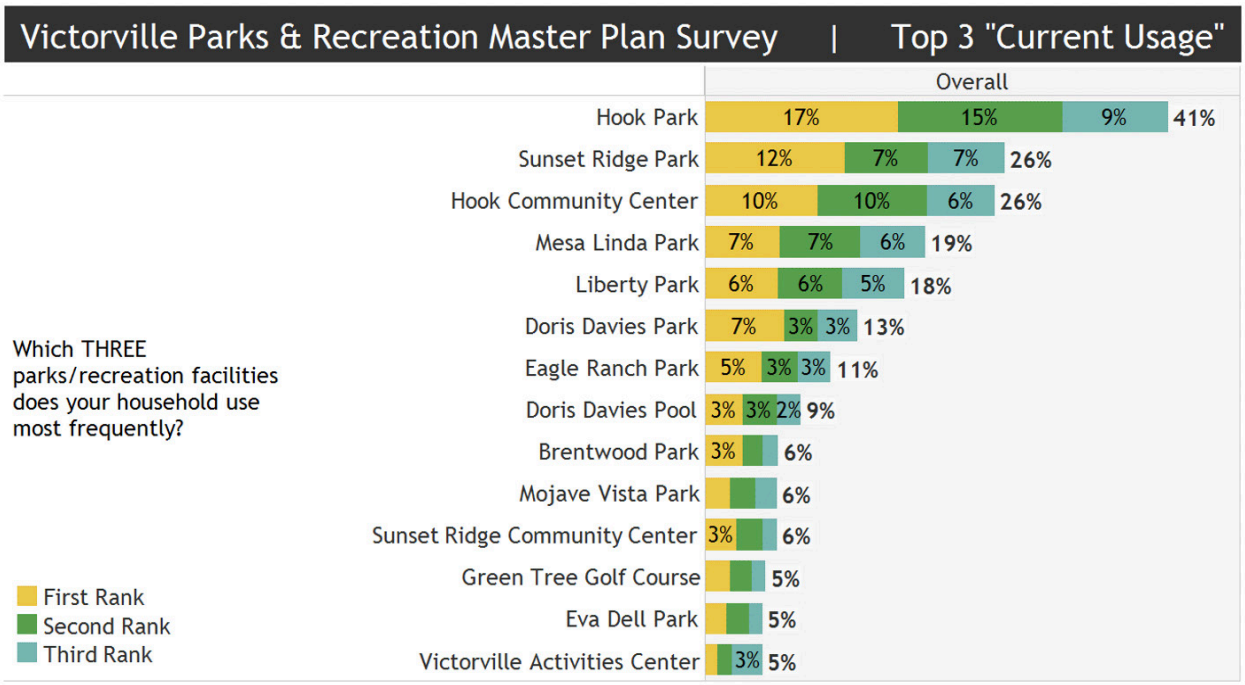
## Current Usage

The next phase of the survey involved asking residents their current usage and familiarity with the parks, facilities, recreation programs, and services. The survey revealed that a majority of the respondents, 59 percent, rate their familiarity as somewhat familiar or very familiar. Only 15 percent are somewhat not familiar or not at all familiar, revealing that awareness of parks and recreation offerings is moderately high.

The survey also revealed that Hook Park is the most used park/recreation facility in Victorville, with nearly half of respondents indicating they use this park. About 40 percent of respondents also indicated that they use the Hook Community Center.

When asked to select three parks/recreation facilities that are used most frequently, Hook Park stood out among the other parks and recreation facilities with 41 percent identifying the park in the top three. Sunset Ridge Park and Hook Community Center are the second and third most frequented by respondents (each 26%) as noted in ***Figure 25***.

**Figure 25: Top 3 Parks/Recreation Facilities used by Household**



The survey also asked residents to identify how important specific programs, special events, facilities, and parks are to their household as well as how these areas are meeting their household needs. ***Figures 26-29*** highlight these findings.

**Figure 26: Importance of Current Programs and Special Events**

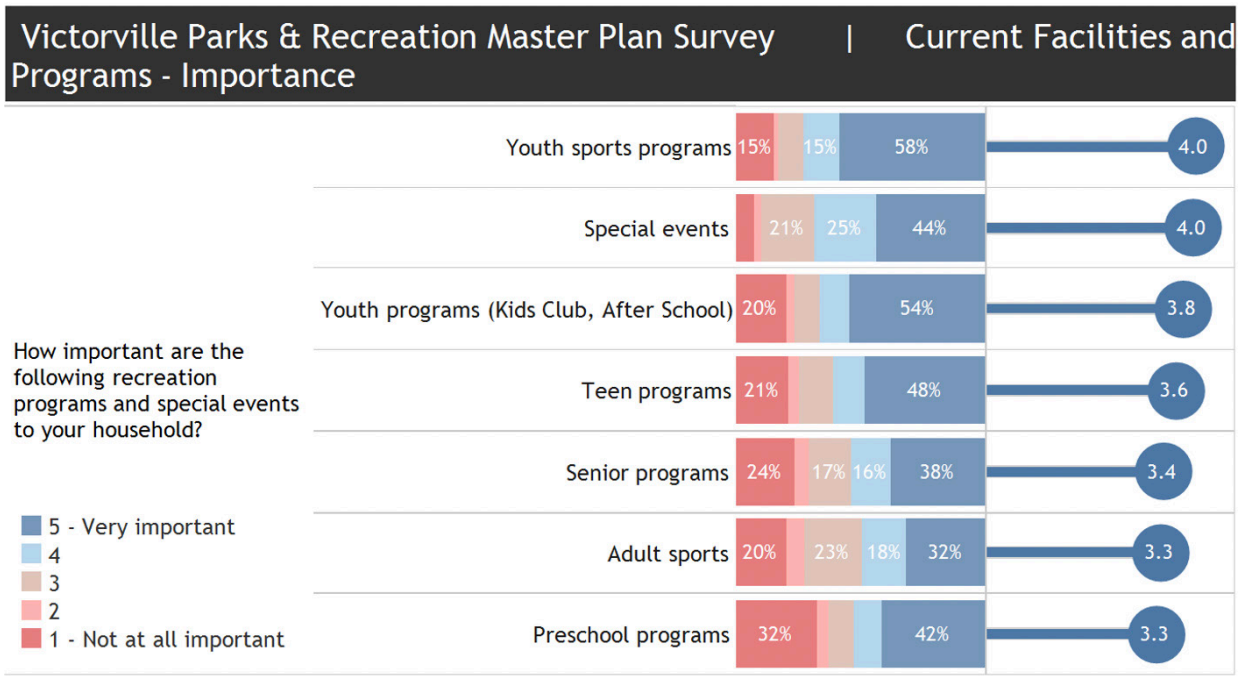



**Figure 27: Needs Met of Current Programs and Special Events**

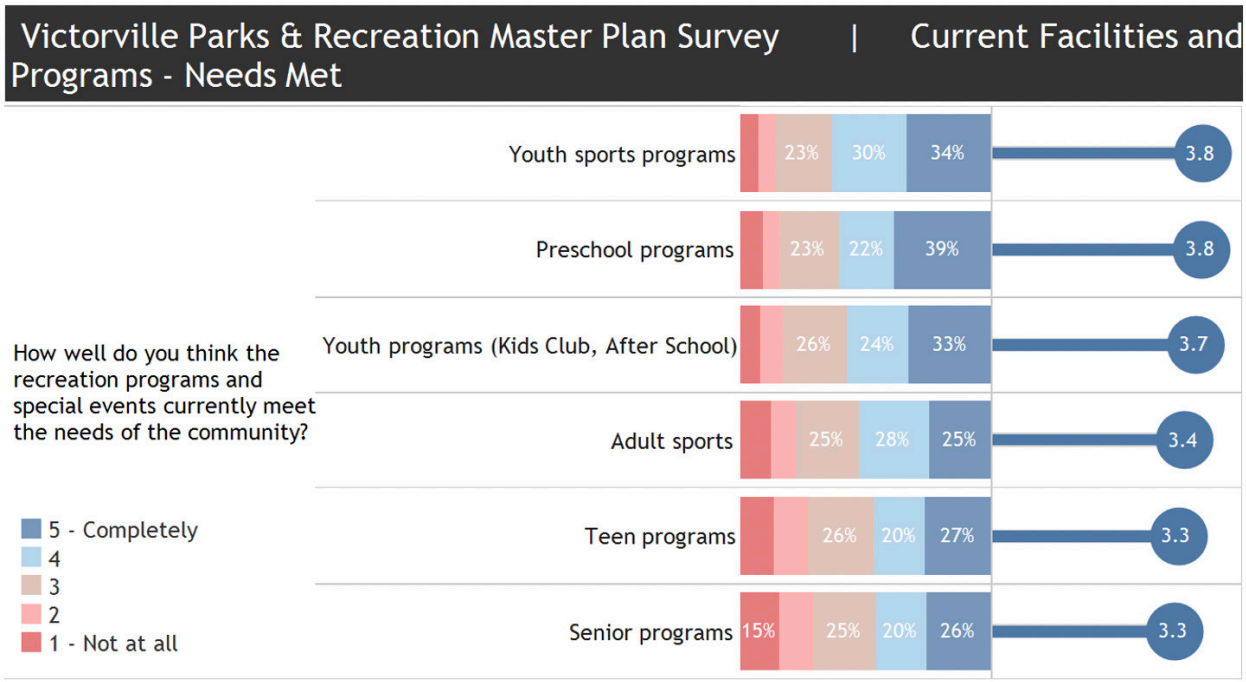


**Figure 28: Importance of Current Facilities and Parks**

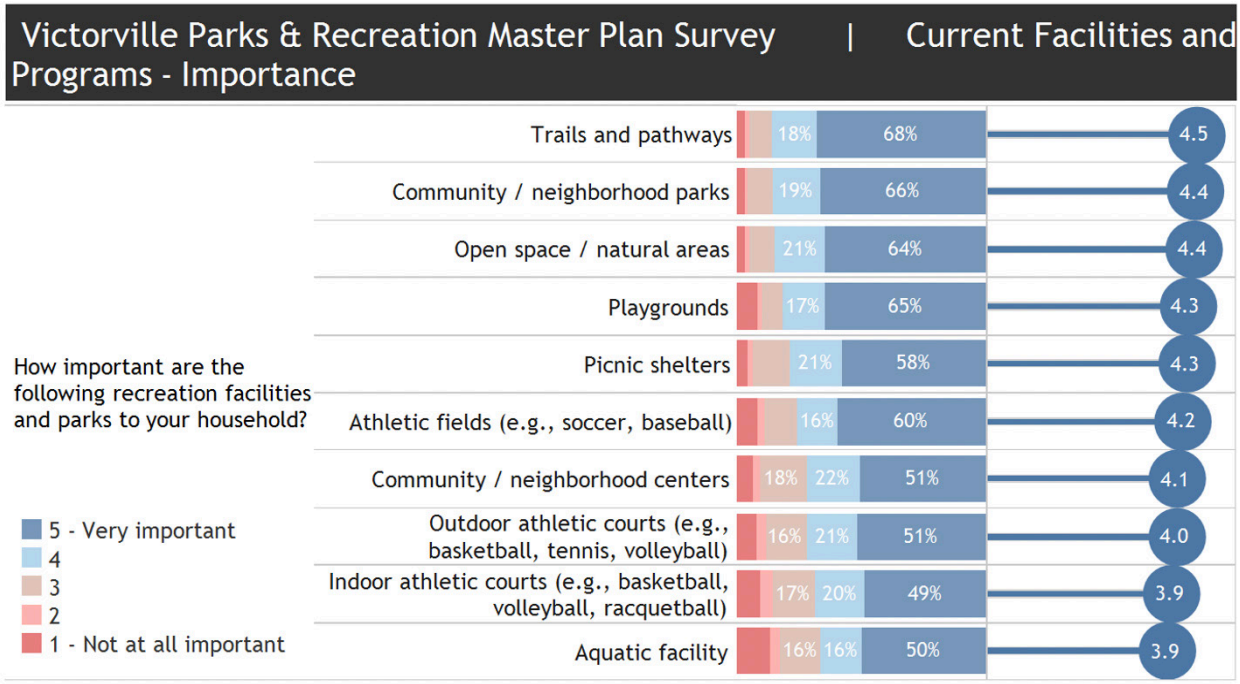
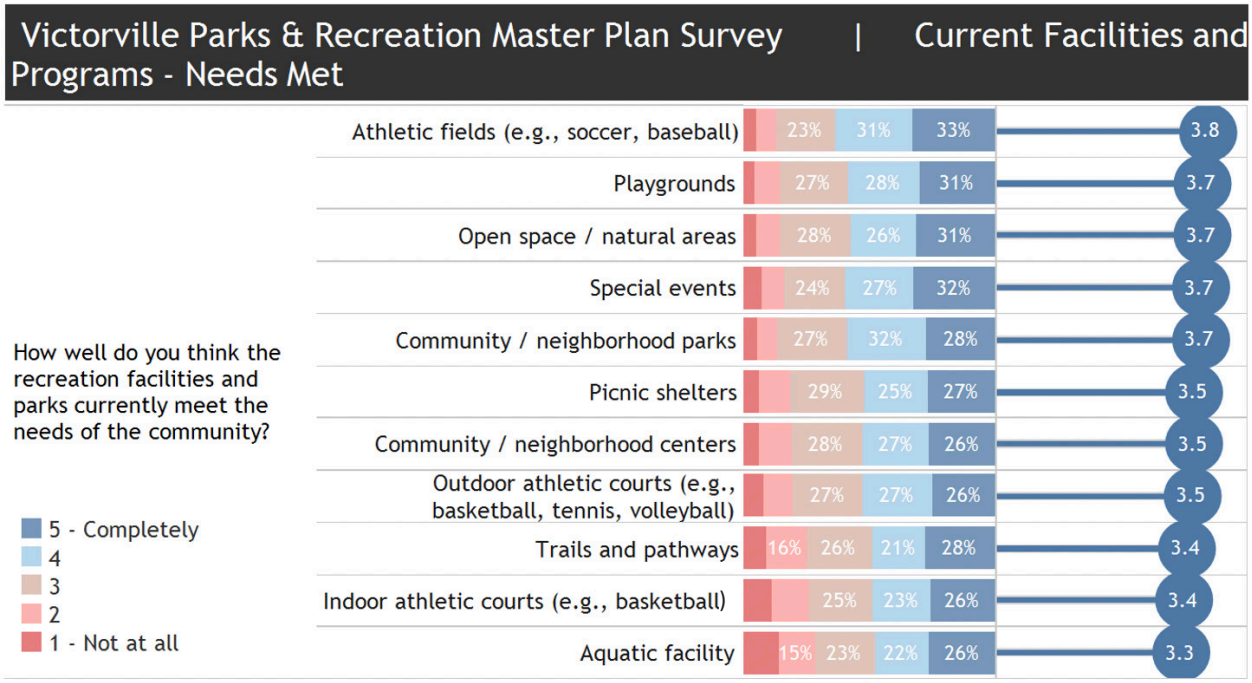



**Figure 29: Needs Met of Current Facilities and Parks**



The importance versus needs met results allows the City to benefit from an Importance-Performance matrix that serves as a tool for identifying future facilities, parks, programs, and events that will most benefit the residents. ***Figure 30*** defines the matrix:

**Figure 30: Importance-Performance Matrix**

| | |
|---|---|
| **High importance/ Low needs met**<br>These are key areas for potential improvements. Improving these facilities/programs would likely positively affect the degree to which community needs are met overall. | **High importance/ High needs met**<br>These amenities are important to most respondents and should be maintained in the future but are less of a priority for improvements as needs are currently being adequately met. |
| These "niche" facilities/programs have a small but passionate following, so measuring participation when planning for future improvements may prove to be valuable. | Current levels of support appear to be adequate. Future discussions evaluating whether the resources supporting these facilities/programs outweigh the benefits may be constructive. |
| **Low importance/ Low needs met** | **Low importance/ High needs met** |

***Figure 31*** shows that youth programs and teen programs fall into the High Importance/Low Needs Met matrix, identifying these areas for potential improvements. A focus should be placed on identifying opportunities to improve the programs to meet a higher need of the residents. Youth sports programs and special events were rated as important but as the matrix reveals both programs are meeting the needs of the respondents. A focus for these programs should include continuing the programs and looking to make adjustment to improve as needed.

**Figure 31: Programs and Special Events Importance/Needs Met Matrix**

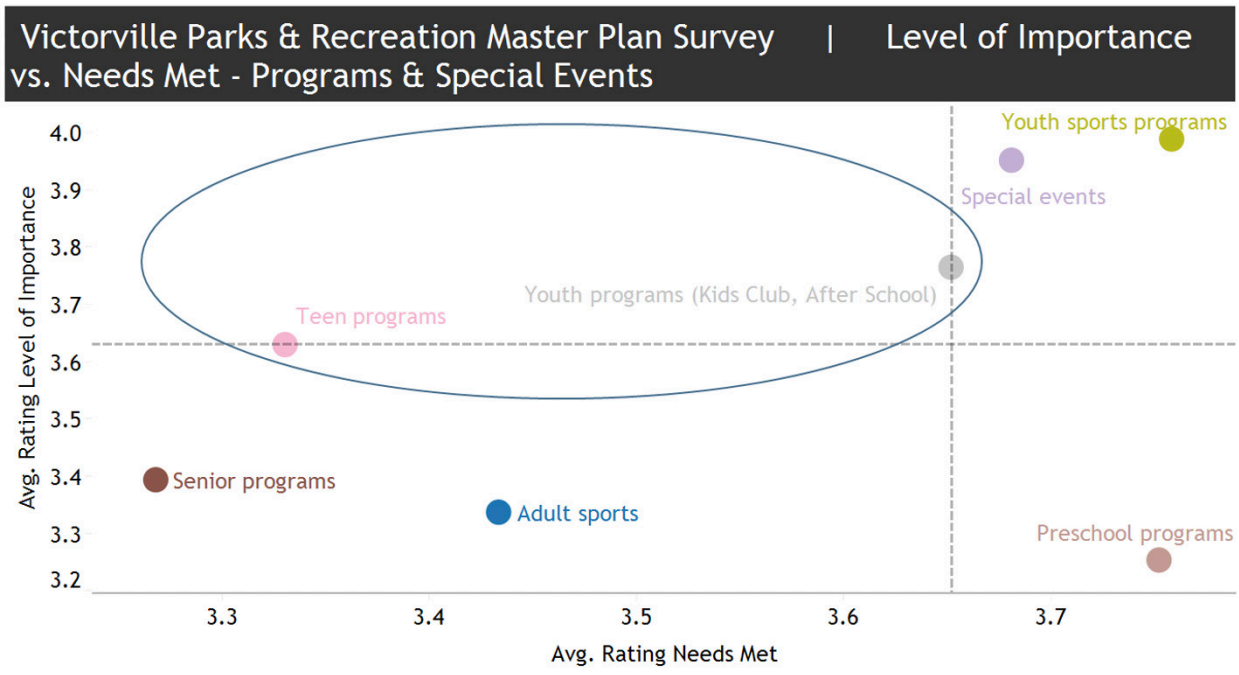
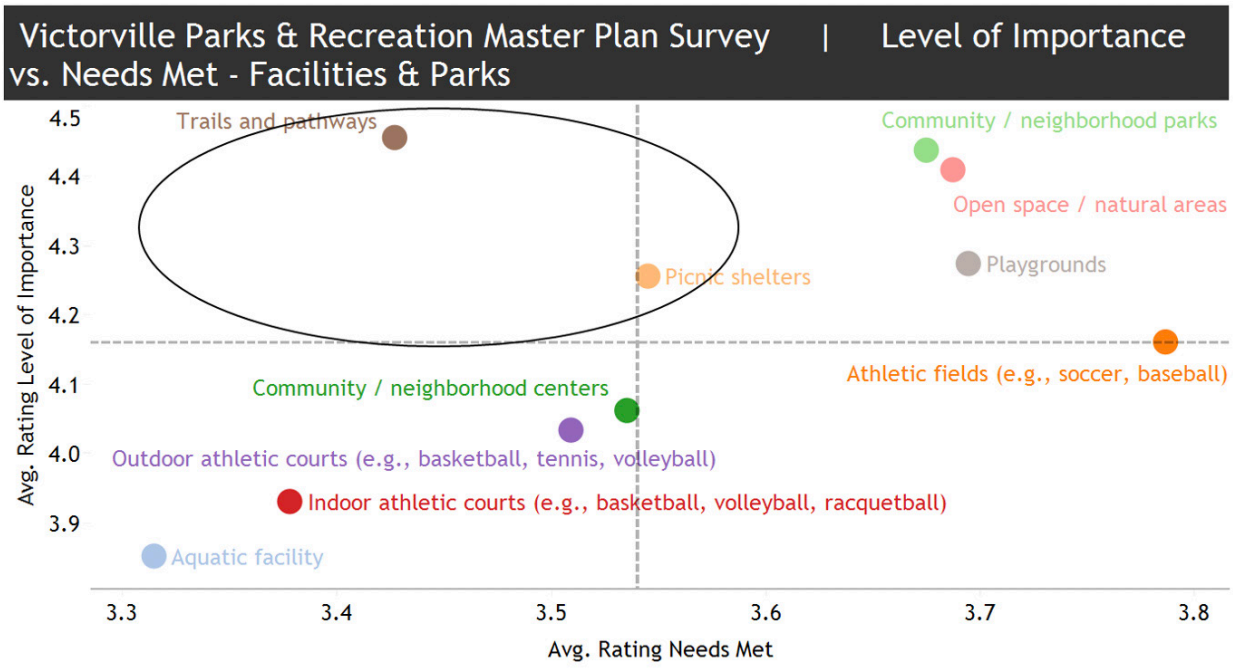


***Figure 32*** shows that trails and pathways fall into the High Importance/Low Needs Met matrix, with picnic shelters just on the outside line, identifying these areas for potential improvements. The matrix reveals that many other areas fall into the High Importance/High Need Met matrix and these facilities and parks should be looked at individually to continue improvements as needed to maintain their standing in the community.

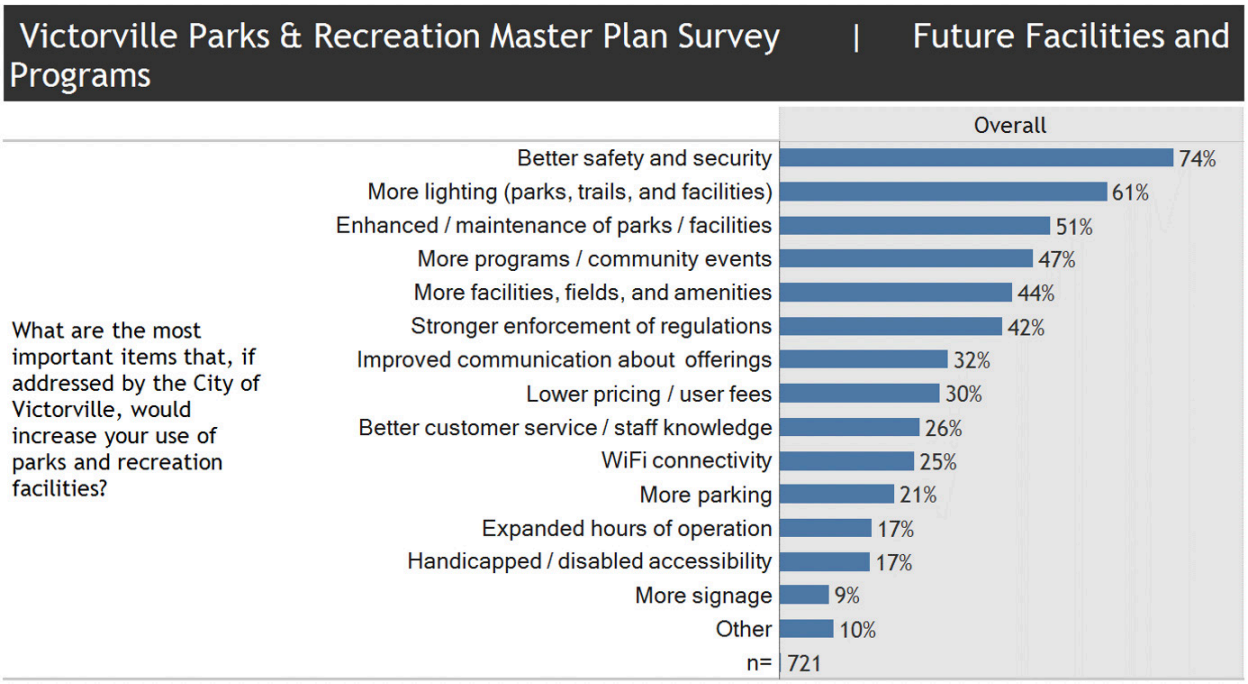
**Figure 32: Facilities and Parks Importance/Needs Met Matrix**




## Future Facilities and Programs

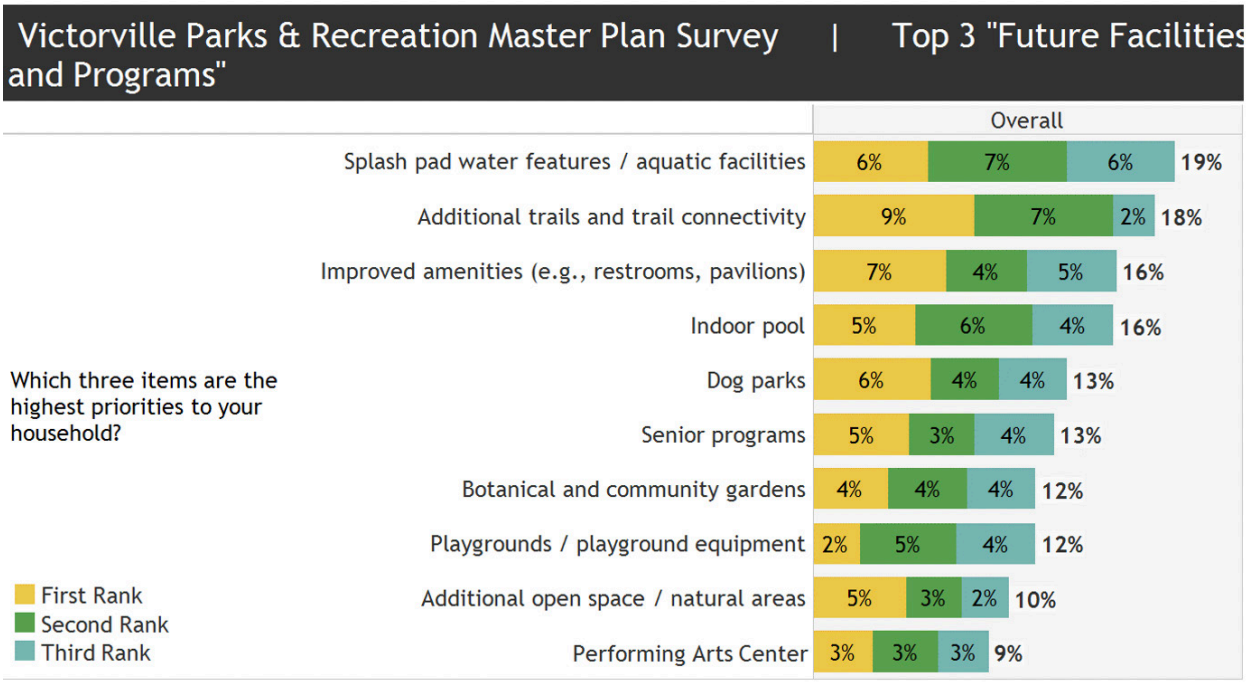
The survey asked residents to address future priorities for the City regarding parks, facilities, programs, and special events over the course of the next 5-10 years. When asked what the most important areas that, if addressed, would increase use at Victorville parks and recreation facilities, better safety and security, more lighting, and better maintenance of parks or facilities were among the top improvements identified by respondents that would increase their use as noted in ***Figure 33***.

**Figure 33: Increase Use of Parks and Recreation Facilities**




When respondents were asked to select their top three highest priorities for future needs, splash pad water features/aquatic facilities and additional trails/trail connectivity were among the top for respondents as noted in Figure 34.

**Figure 34: Top 3 Future Needs**



## Values and Vision

Respondents reported that providing a high level of safety and security at facilities is considered the most important purpose of parks and recreation in Victorville, followed by ensuring parks and recreation opportunities are accessible to all residents. While these items stood out as the top rated, ***Figures 35 and 36*** reveal that many other factors were highly rated in regard to the values and vision of the community.

**Figure 35: Importance of Each Purpose to Household**

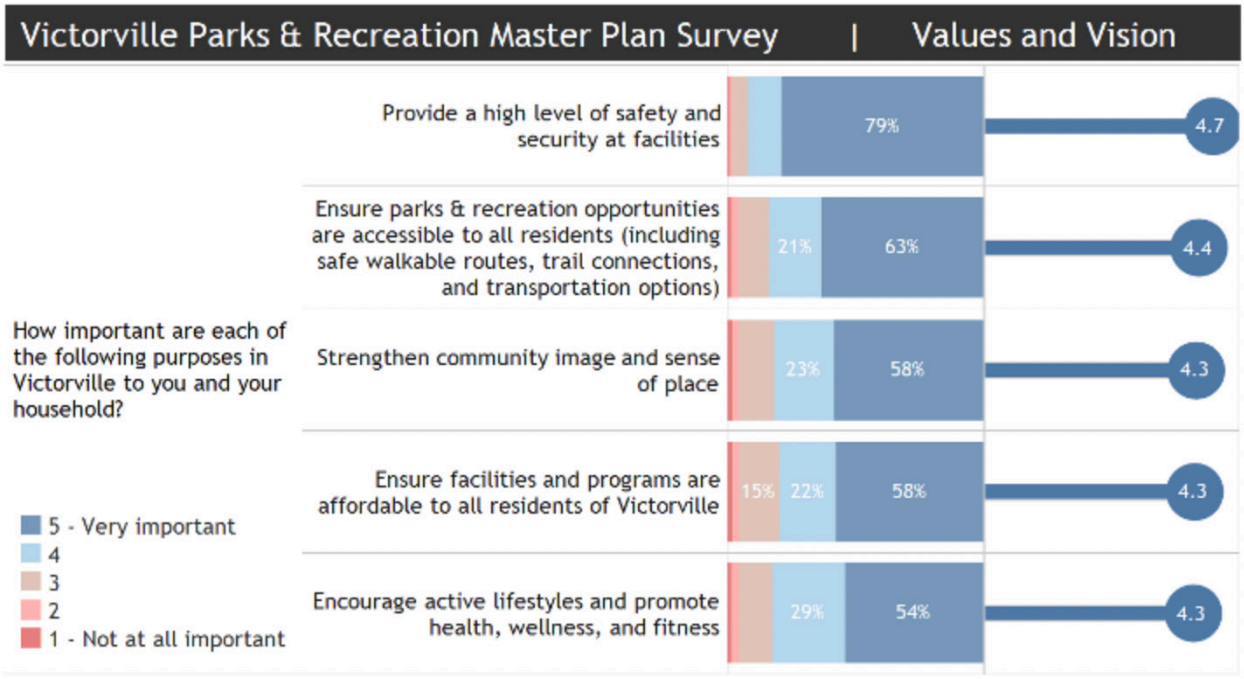
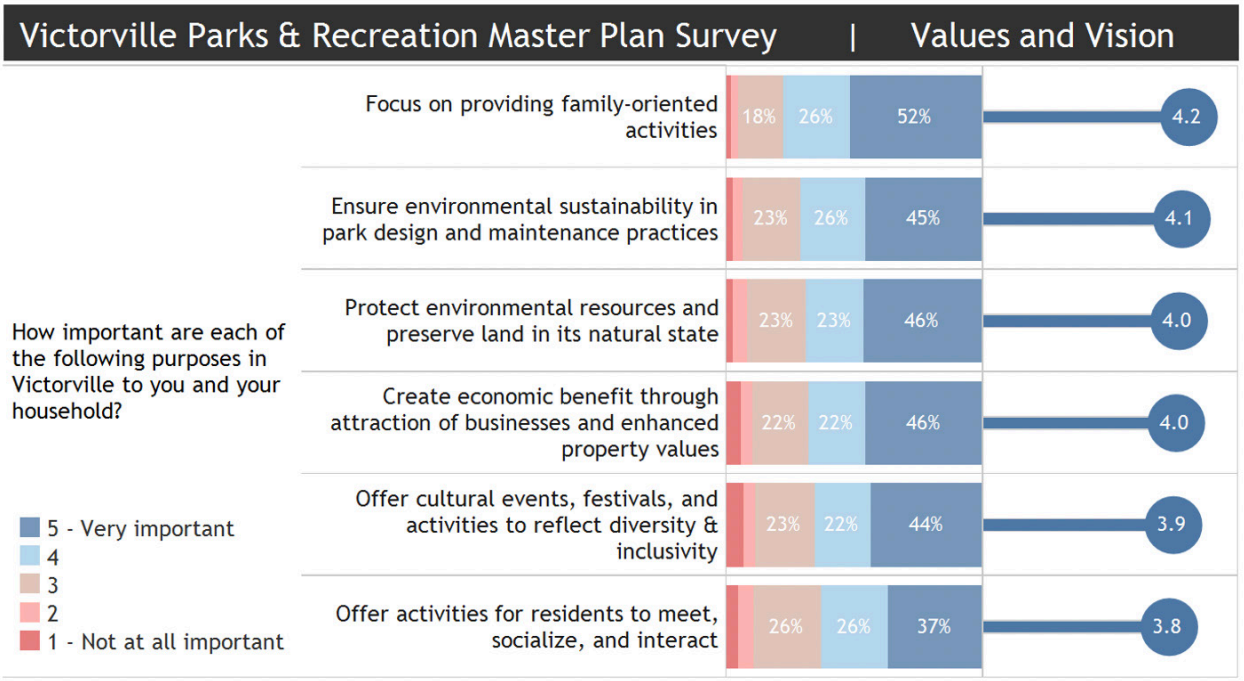



**Figure 36: Importance of Each Purpose to Household**



## Communication

More respondents rated communication effectiveness as somewhat effective or very effective (46%) than those who rated communication somewhat not effective or not at all effective (25%). There is some room for improvement to better leverage communication efforts and information dissemination about parks and recreation facilities and services to further create awareness.

***Figure 37*** breaks down the methods of communication identified by respondents.

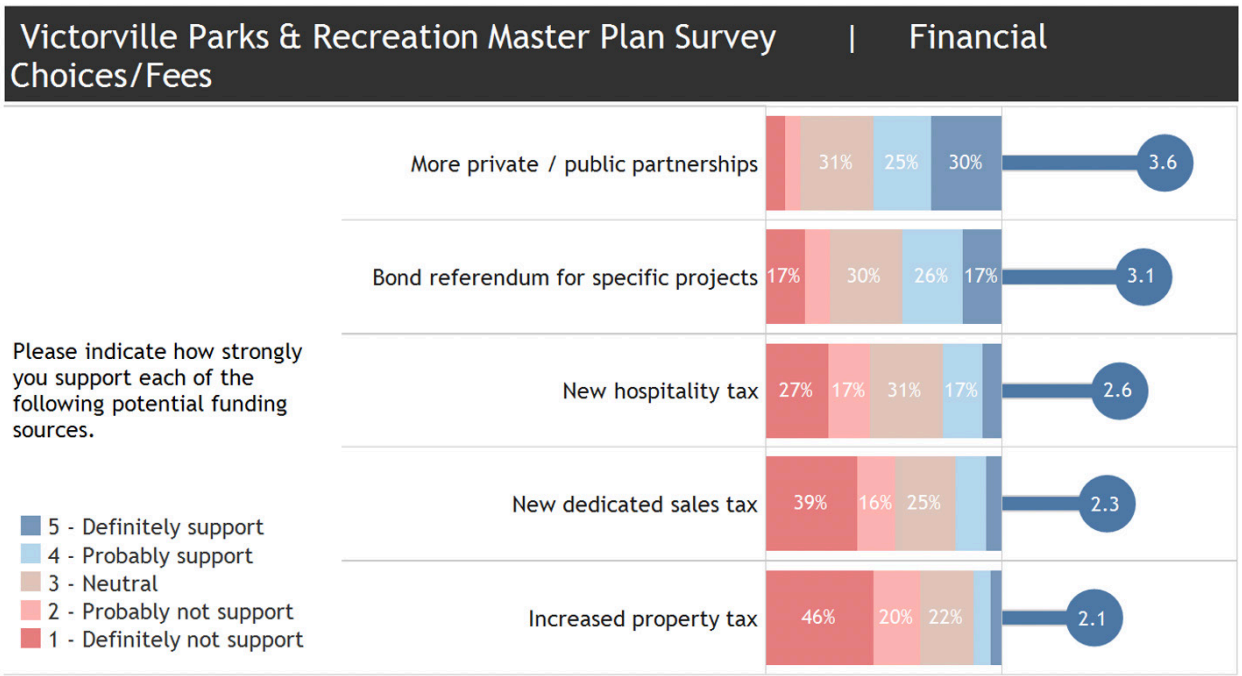
**Figure 37: Top Methods of Communication**




## Financial Choices

The survey asked respondents to rate how strongly they would support potential funding sources. More private/public partnerships saw the strongest support (55%), while 43 percent of respondents indicated support for a bond referendum for specific projects. Lower support was given to a new dedicated sales tax or an increased property tax as highlighted in ***Figure 38***.

**Figure 38: Support for Potential Funding Sources**



Overall, the survey was positive for the City and can be used as a valuable tool in the decision-making process, along with the other tools that are identified in this report. The survey revealed residents believe trails and pathways are very important, while increasing safety and security and improving maintenance levels throughout the system would increase use.

## E. Parks and Facilities Inventory and Assessment

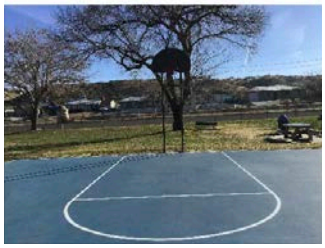
Parks and facilities were inventoried and assessed for function and quality in December 2019 using the GRASP®-IT audit tool. This tool classifies park features into one of two categories: components and modifiers. A component is a feature that people go to a park or facility to use, such as a tennis court, playground, or picnic shelter. Modifiers are amenities such as shade, drinking fountains, and restrooms that enhance the comfort and convenience of a site. Find further definitions and discussions in ***Appendix A.***

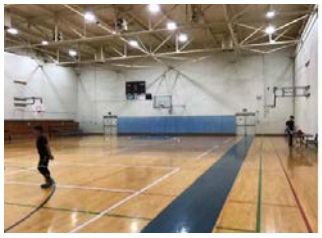
A formula was applied that combines the assessments of a site's components and modifiers to generate a score or value for each component and the entire park. The study uses the resulting scores to compare sites to each other and to analyze the overall performance of the park system.

### Assessment Summary

Observations and conclusions based on visits to each park or facility include the following:

- Outdoor
  - Maintenance seems to be focused on basics and then reactionary to other needs as they arise
  - The City has a deferred maintenance backlog
  - Most parks have off-street parking and restrooms
  - A need exists to standardize picnic tables and benches, shelters, and parks
  - Lack of shade at playgrounds
  - Lacking skate parks and dog parks
  - A need exists for a power-washing and painting crew and a roofing crew
- Indoor
  - Generally very limited
  - Need major renovations
  - Lack of fitness and exercise equipment





## System Map

The following map shows park and recreation facilities across Victorville. The enlargement area shows the current development. Larger maps can be found in ***Appendix B***.

**Figure 39: Key Map**

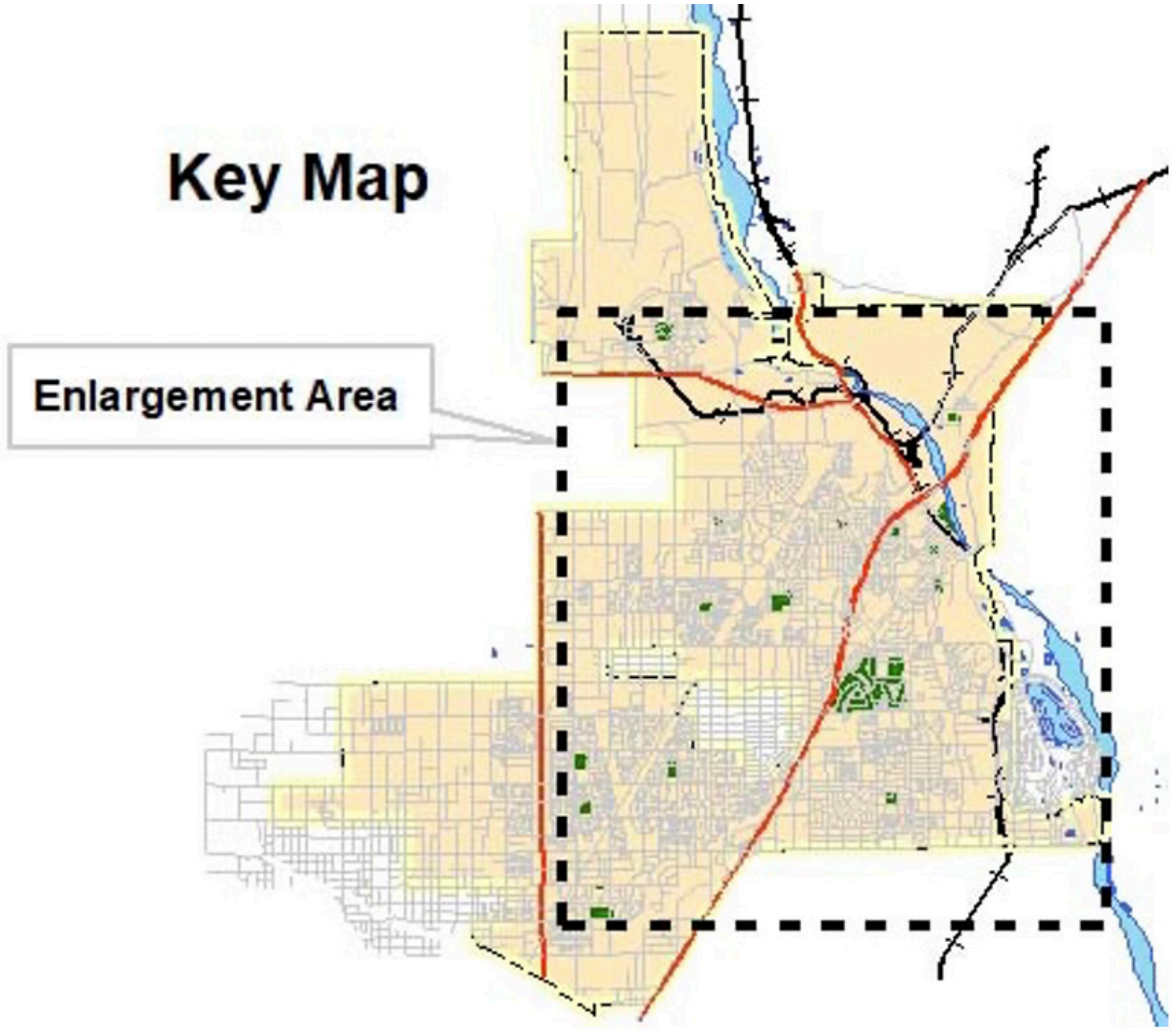


**Figure 40: System Map Enlargement**

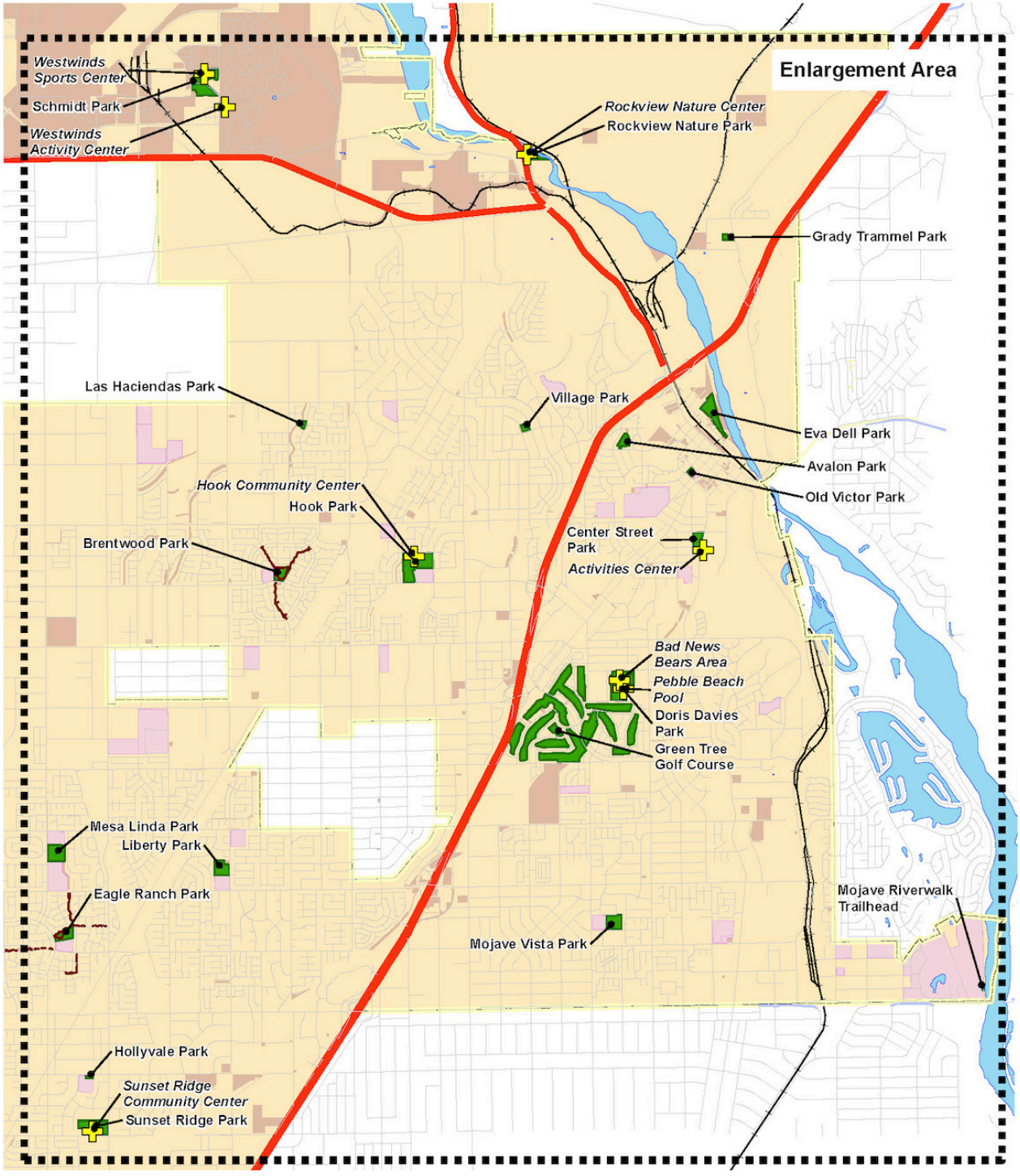


**Figure 41: Example of GIS inventory map and datasheet from Center Street Park**
See the Inventory Atlas, ***supplemental document*** to the Master Plan.

**Center Street Park**

**Initial Inventory Date:** 1/13/2020

| 38.4 Total Neighborhood GRASP® Score | 50.4 Total Community GRASP® Score | Approximate Park Acreage: | 5.4 |
|---|---|---|---|
| | | Owner | City of Victorville |

| | | | | |
|---|---|---|---|---|
| Drinking Fountains | 1 | Shade | 2 | **Design and Ambiance** |
| Seating | 2 | Trail Connection | 0 | **2** |
| BBQ Grills | 2 | Park Access | 2 | |
| Dog Pick-Up Station | 0 | Parking | 2 | |
| Security Lighting | 2 | Seasonal Plantings | 2 | |
| Bike Parking | 1 | Ornamental Plantings | 2 | |
| Restrooms | 1 | Picnic Tables | 2 | |

**General Comments**

Downtown park with sports field, picnic and small display garden. Nice trees. Restroom remodel is planned and funded for 2020.

**Components with Score**

| MAPID | Component | Quantity | Lights | Neighborhood Score | Community Score | Comments |
|---|---|---|---|---|---|---|
| L44 | PARCEL | 1 | | 2 | 2 | |
| C113 | Shelter, Large | 1 | | 1 | 1 | No tables. Needs paint and power wash. |
| C112 | Educational Experience | 1 | | 2 | 2 | Water conservation demonstration |
| C046 | Concessions | 1 | | 0 | 2 | |
| C045 | Diamond Field | 2 | Y | 2 | 2 | Covered Dugouts, lights, scoreboards, bleachers. Backstops are aging. |
| C044 | Basketball Court | 1 | | 2 | 2 | Non standard goals. Lights not working |
| C043 | Playground, Local | 1 | | 2 | 2 | Good equipment on EWF with ADA ramp |
| C042 | Volleyball Court | 1 | | 2 | 2 | A nice Court. Needs tilling and weeding. |
| C041 | Garden, Display | 1 | | 2 | 2 | |



**Table 4: Summary of Victorville Outdoor Locations**

| Location | Aquatics, Lap Pool | Basketball Court | Basketball, Practice | Concessions | Diamond Field | Diamond Field, Complex | Diamond Field, Practice | Disc Golf | Educational Experience | Event Space | Fitness Course | Game Court | Garden, Community | Garden, Display | Golf | Horseshoe Court | Loop Walk | Natural Area | Open Turf | Picnic Ground | Playground, Destination | Playground, Local | Rectangular Field, Large | Rectangular Field, Multiple | Shelter, Large | Shelter, Small | Tennis Court | Track, Athletic | Trailhead | Volleyball Court | Water Access, General | Unique Components in Park | Total Components in Park | GIS_ACRES |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Avalon Park | | 1 | | | | | | 1 | | 1 | | 1 | | | | | 1 | | 1 | | | 1 | | | 1 | 1 | | | | | | 9 | 9 | 4.4 |
| Brentwood Park | | 1 | | | | | 1 | | | | | | | | | | 1 | | 1 | 1 | | 1 | 1 | | | | | | | | | 7 | 7 | 7.3 |
| Center Street Park | | 1 | | 1 | 2 | | | | 1 | | | | | 1 | | | | | | | | 1 | | | 1 | | | | | 1 | | 8 | 9 | 5.4 |
| Doris Davies Park | 1 | 1 | | | 4 | | | 1 | | | 1 | | | | | 2 | | | 4 | | 2 | | | | 4 | 4 | | | 1 | | 11 | 25 | 22.2 |
| Eagle Ranch Park | | | | | 1 | | | | | | | | | | | | 1 | | 1 | | | 1 | | | | | | | | 1 | | 5 | 5 | 6.7 |
| Eva Dell Park | | 1 | | | 2 | | | | | | | | 1 | | | | | | 1 | 1 | | 2 | 2 | 1 | | | | | 1 | | | 9 | 12 | 13.1 |
| Grady Trammel Park | | 1 | | | 1 | | | | | | | | | | | | | | 1 | | | 1 | | | | 3 | | | | 1 | | 6 | 8 | 2.6 |
| Green Tree Golf Course | | | | | | | | | | | | | | | 1 | | | | | | | | | | | | | | | | | 1 | 1 | 148.5 |
| Hollyvale Park | | 1 | | | | | 1 | | | | | | | | | | | | 1 | | | 1 | | | | | | | | | | 4 | 4 | 0.8 |
| Hook Park | | | | 1 | 5 | 1 | | | | | 1 | | | | | | 1 | | 1 | 1 | | 1 | 1 | | 1 | | | 1 | | | | 11 | 15 | 25.3 |
| Las Haciendas Park | | | 2 | | | | | | | | | | | | | | | | | | | 1 | | | 2 | | | | | | | 3 | 5 | 1.4 |
| Liberty Park | | | | 1 | 2 | | | | | | | | | | | | | | 1 | 1 | | 1 | | | | | | | | 1 | | 6 | 7 | 8.5 |
| Mesa Linda Park | | | 2 | 1 | | | | | | 1 | | | | | | | | | | | | 1 | 1 | 1 | | | | | | 1 | | 7 | 8 | 11.6 |
| Mojave Riverwalk | | | | | | | | | 1 | | | | | | | | | | | | | | | | 1 | 1 | | | 1 | | | 4 | 4 | 0.2 |
| Mojave Vista Park | | | | 1 | 3 | | | | | | | | | | | | | | 1 | 1 | | 1 | | | 1 | | | | | | | 6 | 8 | 9.2 |
| Old Victor Park | | 1 | 1 | | | | | | | | | | | | | | | | 1 | | | 1 | | | | | | | | | | 4 | 4 | 1.3 |
| Rockview Nature Park | | | | | | | | | | 1 | | | | | | | | 1 | 1 | | | | | | | 5 | | | | | 1 | 5 | 9 | 9.6 |
| Schmidt Park | | 1 | | | | | | | | | | | | | | | | | | | | 1 | | 1 | 1 | 1 | 4 | | | | | 6 | 9 | 11.2 |
| Sunset Ridge Park | | | 2 | 1 | 3 | | | | | | | | | | | | 1 | | 1 | 1 | 1 | | | 1 | 1 | | 2 | | | 1 | | 11 | 15 | 15.7 |
| Village Park | | | | | | | | | | | | | | | | | | | 1 | 1 | | 1 | | | 1 | | | | | | | 4 | 4 | 2.6 |
| Westwinds Sports Center Outdoor | | | | | 1 | | | | | | | | | | | | | | | | | | | | | | | | | | | 1 | 1 | 8.0 |
| **System Totals:** | **1** | **9** | **7** | **6** | **24** | **1** | **2** | **2** | **2** | **3** | **2** | **1** | **1** | **1** | **1** | **2** | **5** | **1** | **13** | **11** | **1** | **18** | **5** | **4** | **10** | **15** | **10** | **1** | **2** | **7** | **1** | | | |
| **% of Parks with Component:** | **5%** | **43%** | **19%** | **29%** | **48%** | **5%** | **10%** | **10%** | **10%** | **14%** | **10%** | **5%** | **5%** | **5%** | **5%** | **5%** | **24%** | **5%** | **62%** | **38%** | **5%** | **76%** | **19%** | **19%** | **43%** | **29%** | **14%** | **5%** | **10%** | **33%** | **5%** | | | |

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### Trails

The Mojave River Trail is the highlight of trails in Victorville. There are also a number of parks that have trails within park boundaries such as Doris Davies Park and Sunset Ridge Park. Brentwood Park and Eagle Ranch Park have some neighborhood trails that feed into these parks. Beyond these examples GIS data for trails is very limited from both the City and County.

### Indoor Facilities

Indoor facilities were also inventoried and cataloged based on the following table. Currently, Victorville has eight indoor facilities.

**Table 5: Summary of Victorville Indoor Locations**

| Location | Auditorium/Theater | Childcare/Preschool | Kitchen - Commercial | Kitchen - Kitchenette | Multi-purpose room | Patio/Outdoor seating | Sport Court |
|---|---|---|---|---|---|---|---|
| Activities Center | 2 | | 1 | | 1 | | |
| Bad News Bears Den | | 1 | | | | | |
| Hook Community Center | | 2 | | 1 | 2 | 2 | 1 |
| Pebble Beach Pool | | | | | | | 2 |
| Rockview Nature Center | | | | 1 | 1 | | |
| Sunset Ridge Community Center | | 1 | | | 2 | | |
| Westwinds Activity Center | | | | | | | 1 |
| Westwinds Sports Center | | | | | 3 | | 8 |
| **System Totals:** | **2** | **4** | **1** | **2** | **9** | **2** | **12** |

## Park Ranking

In addition to locating components, assessments included the functional quality of each element. The following table displays the ranking of each park based on an overall score for its components and modifiers. This pivot table uses park classifications to organize and compare parks. In general, parks at the top of the list offer more and better recreation opportunities than those ranked lower. The bar length for each park reflects its overall score in proportion to the highest-ranking (Sunset Ridge Park/Doris Davies Park). There is no ultimate or perfect score. Cumulative scores are based on the total number and quality of the components in a park in addition to the availability of amenities such as restrooms, drinking fountains, seating, parking, and shade. The table also indicates the average score for each classification.

**Table 6: Park Ranking Table**

| LOCATION | GRASP® Score/Rank |
|---|---|
| Sunset Ridge Park | 144 |
| Doris Davies Park | 144 |
| Hook Park | 88.8 |
| Eva Dell Park | 62.4 |
| Center Street Park | 50.4 |
| Mojave Vista Park | 48 |
| Mesa Linda Park | 45.6 |
| Rockview Nature Park | 45.6 |
| Liberty Park | 43.2 |
| Avalon Park | 38.4 |
| Brentwood Park | 38.4 |
| Las Haciendas Park | 36 |
| Eagle Ranch Park | 26.4 |
| Village Park | 26.4 |
| Mojave Riverwalk | 24 |
| Hollyvale Park | 16.8 |
| Grady Trammel Park | 12.6 |
| Old Victor Park | 12 |
| Westwinds Sports Center Outdoor | 11 |
| Schmidt Park | 10.2 |
| Green Tree Golf Course | 9.6 |

Victorville parks are comparable to other agencies across the county by using these scores. The GRASP® National Dataset currently consists of 69 agencies, 4,591 parks, and over 24,329 components.

**24,329 25 4,591**

**COMPONENTS, AGENCIES, AND PARKS**

Other comparably sized agencies that have completed GRASP analysis include Hampton, VA, Pearland, TX, North Clackamas, OR, and Plainfield, IL. Three of these agencies have five to six parks in the top ten percent of all park scores. Having fewer higher scoring parks may indicate that Victorville provides a more diverse park system that includes more neighborhood parks. It also could indicate that Victorville needs to improve conditions at its existing parks to increase overall scores. See ***Table 9: GRASP® Comparative Data*** for further comparisons.

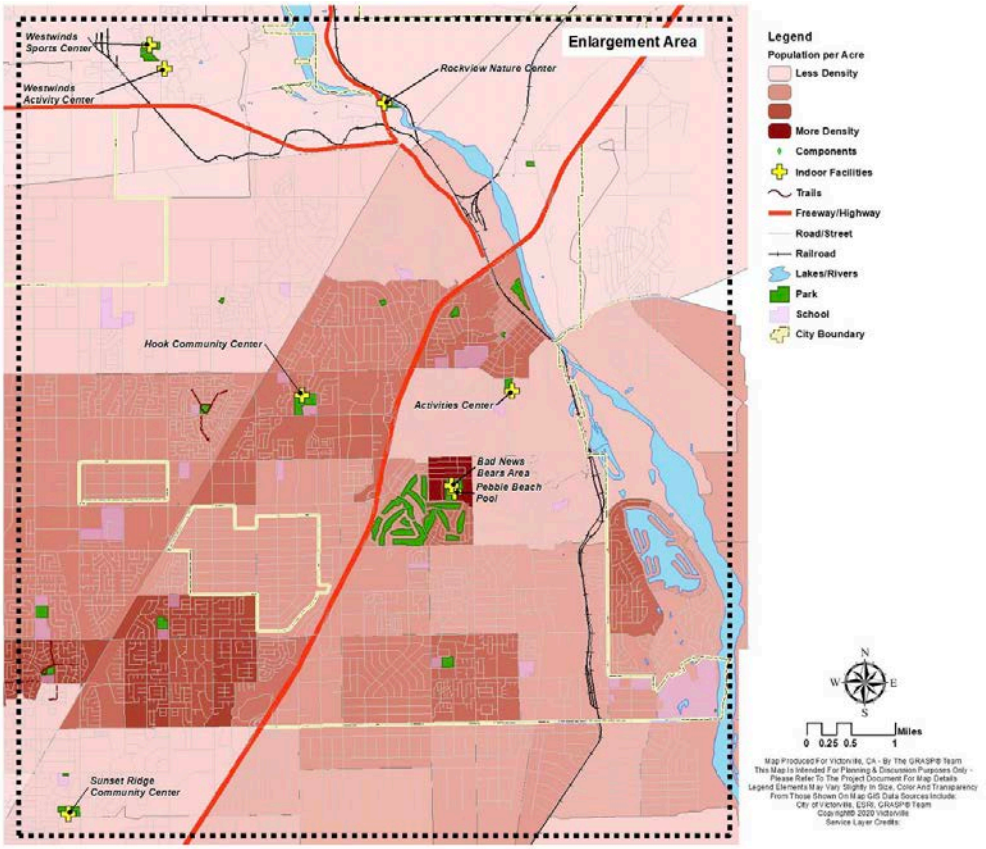
**3**

**TOP 10% OF ALL PARK SCORES**

## Population Distribution and Density

When discussing access to recreation, it is helpful to understand the population distribution and density in Victorville. In ***Figure 42***, areas of higher population density are shown in darker red, while areas that are less densely populated are lighter in color. Much of Victorville has a similar population density, with just a few small areas of higher density (darker red) near Doris Davies Park, as well as Eagle Ranch Park and Liberty Park.

**Figure 42: Population density by US Census Block Groups**




## Level of Service Analysis

Level of Service (LOS) measurements evaluate how parks, open spaces, and facilities in Victorville serve the community. They may be used to benchmark current conditions and to direct future planning efforts.

An analytical technique known as **GRASP® (Geo-Referenced Amenities Standard Process)** was used to analyze Level of Service provided by assets in Victorville. This proprietary process, used exclusively by GreenPlay, yields analytical maps and data that may be used to examine access to recreation across a study area. A detailed history and description of GRASP® Methodology may be found in the ***Appendix A.***

### Why Level of Service?

Level of Service describes how a recreation system provides residents access to recreational assets and amenities. It indicates the ability of people to connect with nature and pursue active lifestyles. It can have implications for health and wellness, the local economy, and the quality of life. Further, LOS for a park and recreation system tends to reflect community values. It is often representative of people's connection to their communities and lifestyles focused on outdoor recreation and healthy living.

## GRASP® Analysis

GRASP® (Geo-referenced Amenities Standards Process) has been applied in many communities across the country to evaluate LOS for park and recreation systems. With GRASP®, information from the inventory combined with Geographic Information Systems (GIS) software, produces analytic maps and data that show the quality and distribution of park and recreation services across the City.

## PERSPECTIVES

Perspectives are analysis maps and data produced using the GRASP® methodology. Each analysis shows service across the study area. Data analysis also incorporates statistics, diagrams, tables, and charts that provide benchmarks or insights that are useful in determining community success in delivering services. Find further discussion on Perspectives and other GRASP® terminology in the ***Appendix A.***

### *Types of Perspectives*

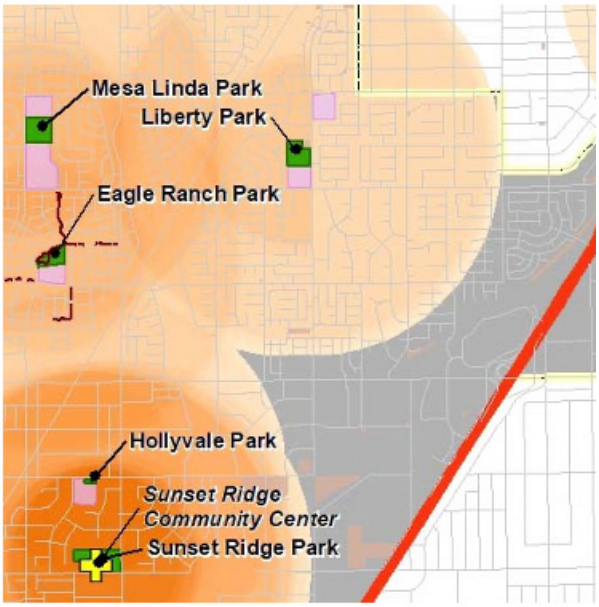
The LOS offered by a park or other feature is a function of two main variables: what is available at a specific location and how easy it is for a user to get to it. The inventory performed with the GRASP®-IT tool provides a detailed accounting of what is available at any given location, and GIS analysis uses the data to measure its accessibility to residents. People use a variety of ways to reach a recreation destination: on foot, on a bike, in a car, via public transportation, or some combination. In GRASP® Perspectives, this variability is accounted for by analyzing multiple travel distances (referred to as catchment areas). These service areas produce two distinct types of Perspectives for examining the park system:

1. Neighborhood Access
2. Walkable Access

A **Neighborhood Access** perspective uses a travel distance of one mile to the inventory and is assumed to be a suitable distance for a bike ride or short drive in a car, or perhaps a longer walk. This catchment captures users traveling from home or elsewhere to a park or facility by way of a bike, bus, or automobile.

A **Walkable Access** perspective uses a shorter catchment distance intended to capture users within a ten to fifteen-minute walk. See appendix for further discussion on walkability standards.
For each perspective, combining the service area for each component, including the assigned GRASP® value into one overlay, creates a shaded map representing the cumulative value of all features.

**Figure 43: GRASP® Level of Service Perspectives**




*GRASP® Level of Service perspectives use overlapping catchment areas to yield a "heat map" that provides a measurement of LOS for any location within a study area. Orange shades represent the variation in LOS values across the map.*

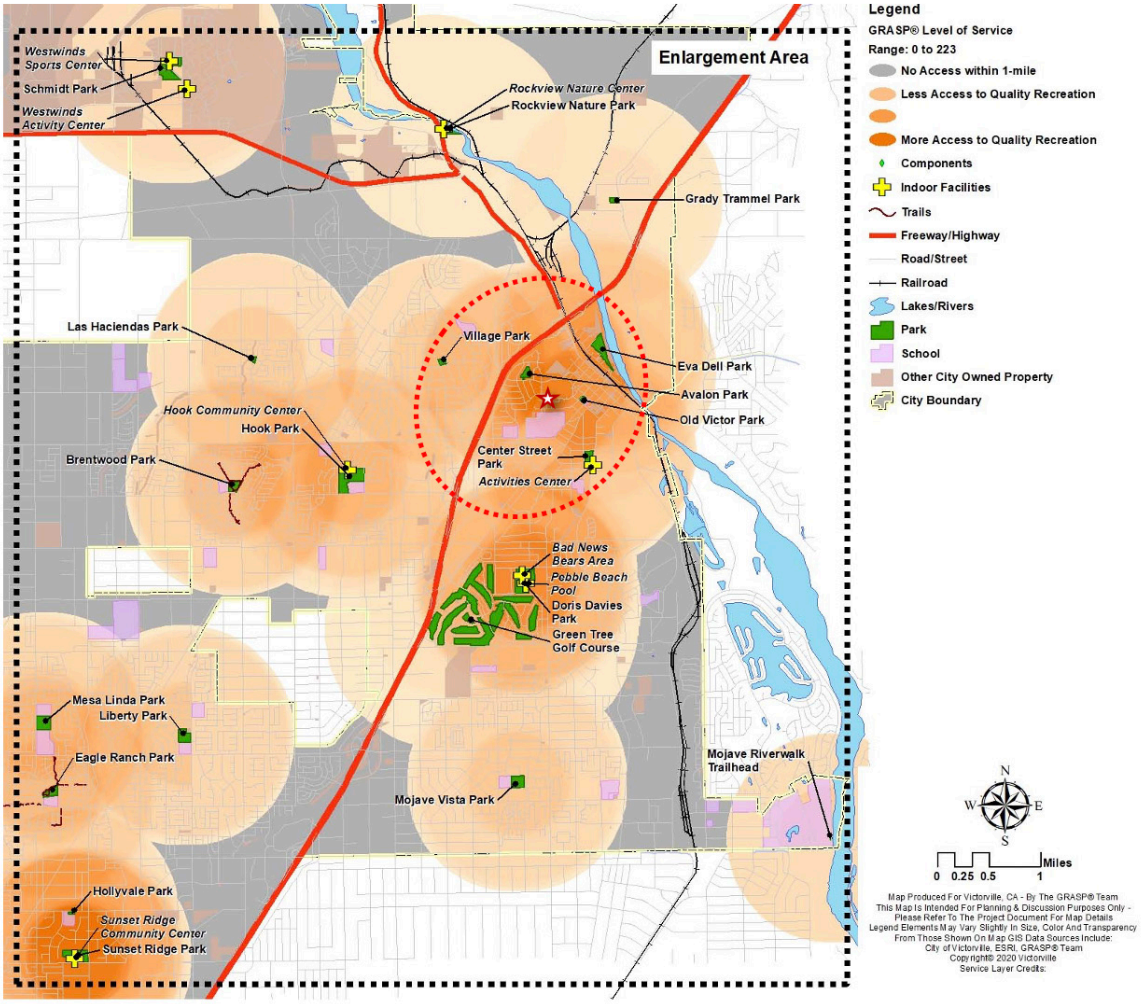
### Assumptions

1. Proximity relates to access. A feature within a specified distance of a given location is considered "accessible" from that location." "Access" in this analysis does not refer to access as defined in the Americans with Disabilities Act (ADA).
2. Neighborhood access relates to one-mile proximity, a reasonable distance for a drive in a car, or by bicycle.
3. Walkable access relates to ½-mile proximity, a reasonable ten-minute walk.
4. Walkable access is affected by barriers, obstacles to free and comfortable foot travel.
5. The LOS value of a map point is the cumulative value of all features accessible at that location.

## NEIGHBORHOOD ACCESS TO OUTDOOR RECREATION

A series of "heat maps" were created to examine neighborhood access to recreation opportunities. All outdoor recreation providers account for the level of service values. Darker gradient areas on the images indicate where there are more and higher quality recreation assets available based on a one-mile service area. In general, these images also show that Victorville has a fair distribution of parks and facilities as it relates to current residential development. Gray regions indicate that recreation opportunities are beyond a one-mile service area.

**Figure 44: Victorville Neighborhood Access to Outdoor Recreation**



Areas of higher concentration are notable, with the highest values in the area near Avalon Park. As an example, a red star indicates the most significant GRASP® value area (223) in the image above. From this location, a resident has access to 38 outdoor recreation components in five different parks or sites and the Activities Center. Also, there are several schools in this area.

Further analysis of this perspective indicates that most of the Victorville residents are not within one mile of an outdoor recreation opportunity. Find additional statistics in the following table:

**Table 7: Map statistics for Figure 44**

| | A | B | C | D | E |
|---|---|---|---|---|---|
| | Percent of Total City with LOS | GRASP® Value Range | Average LOS per Acre Served | Avg. LOS Per Acre / Population per acre | GRASP® Index |
| **Victorville** | 57% | 0 – 223 | 58 | 22 | 6 |

**Column A:** Shows the percentage of the city that has at least some service (LOS >0). Victorville has a little different circumstance by providing services to a large geographic area with various population centers. 57 percent is well below the average of comparable cities, but the total land area is much larger.

**Column B:** For any location on the map, there is a numerical value that corresponds to the orange shading called the GRASP® value and results from the overlay or cumulative value of the scores of components accessible from that location. Shading for different places on the map can be compared to one another. Hence, a person in a position with a high value (darker orange) has greater access to quality recreation opportunities than a person in a lighter colored area. Victorville GRASP® values range from 0 to a high of 223.

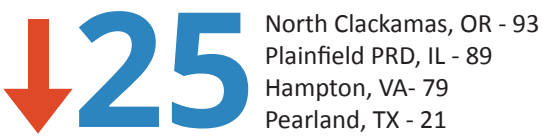
**Column C:** Victorville's value of 58 is low for comparable cities, although it is similar to Plainfield (IL) Park & Recreation District.

**Column D:** Shows the results of dividing the number from Column C by the population density of the area. Compared to agencies of a similar total population for which GRASP® data is available, Victorville's population density is lower than most of the other agencies. Victorville's score of 22 is low in comparison to similarly sized cities but does rank higher than Plainfield PRD.

**Column E:** The GRASP® Index, effectively the GRASP® value per capita, involves dividing the total of all the components in the system by the population of Victorville. These last two numbers (column C & D) differ in two ways. First, the GRASP® Index does not factor in population density. Second, the GRASP® Index is derived using all components and does account for vital regional resources residents may access outside those limits. Victorville's score of six is the lowest on the comparable list.

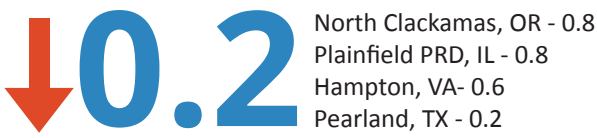
## GRASP® Comparative Data

***Table 9*** provides comparative data from other communities of similar population to Victorville across the country. Because every community is unique, there are no standards or "correct" numbers. However, there are several interesting similarities and differences when making these comparisons.
First, comparing the total number of locations, Victorville ranks lowest with Pearland, TX, when compared to similar agencies.

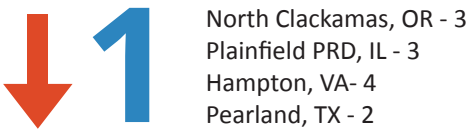



**TOTAL LOCATIONS**

In the parks per capita and components per capita, Victorville is also low in the list at 0.2 parks and 1 component per 1,000 residents.

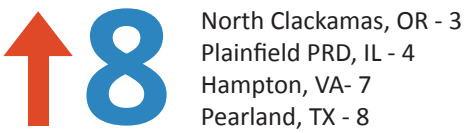



**PARKS PER 1,000 PEOPLE**




**COMPONENTS PER 1,000 PEOPLE**

Victorville is higher than comparable in the number of components per location and tends towards the top in average score per location.




**COMPONENTS PER LOCATION**




**AVERAGE SCORE PER LOCATION**

In the end, these comparisons would indicate that Victorville tends to have fewer but higher scoring parks with more components than comparable agencies. These comparisons and others can be found in ***Table 8***. Please note that the inventory and analysis only include Victorville-owned properties. Residents may have additional access to recreation opportunities provided by alternative providers or HOA parks within subdivisions.

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**Table 8: GRASP® Comparative Data**

| CITY | STATE | YEAR | POPULATION | STUDY AREA SIZE (Acres) | # OF SITES (Parks, Facilties, etc.) | TOTAL # OF COMPONENTS | AVG. # COMPONENTS per SITE | TOTAL GRASP® VALUE (Entire System) | GRASP® INDEX | AVG. SCORE/SITE | % of TOTAL AREA w/LOS >0 | AVG. LOS PER ACRE SERVED | NUMBER OF COMPONENTS PER POPULATION | AVERAGE LOS/POP DEN PER ACRE | Population Density (per acre) | % of Population with Walkable Target Access | People per Park | Park per 1k People |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Pearland | TX | 2015 | 101,900 | 30,468 | 21 | 164 | 8 | 1556.3 | 15 | 74 | 85% | 162 | 2 | 55 | 2.9 | 50% | 4,852 | 0.2 |
| Plainfield Park District | IL | 2015 | 106,938 | 29,405 | 89 | 350 | 4 | 1766 | 17 | 20 | 95% | 60 | 3 | 17 | 3.6 | 34% | 1,202 | 0.8 |
| North Clackamas | OR | 2012 | 115,924 | 23,040 | 93 | 295 | 3 | 2207 | 19 | 24 | 97% | 183 | 3 | 36 | 5.0 | 40% | 1,246 | 0.8 |
| Victorville | CA | 2020 | 127,027 | 47,341 | 21 | 169 | 8 | 775 | 6 | 37 | 57% | 58 | 1 | 22 | 2.7 | 34% | 6,049 | 0.2 |
| Hampton | VA | 2019 | 136,728 | 28,792 | 79 | 542 | 7 | 2064 | 15 | 26 | 96% | 127 | 4 | 27 | 4.7 | 20% | 1,731 | 0.6 |

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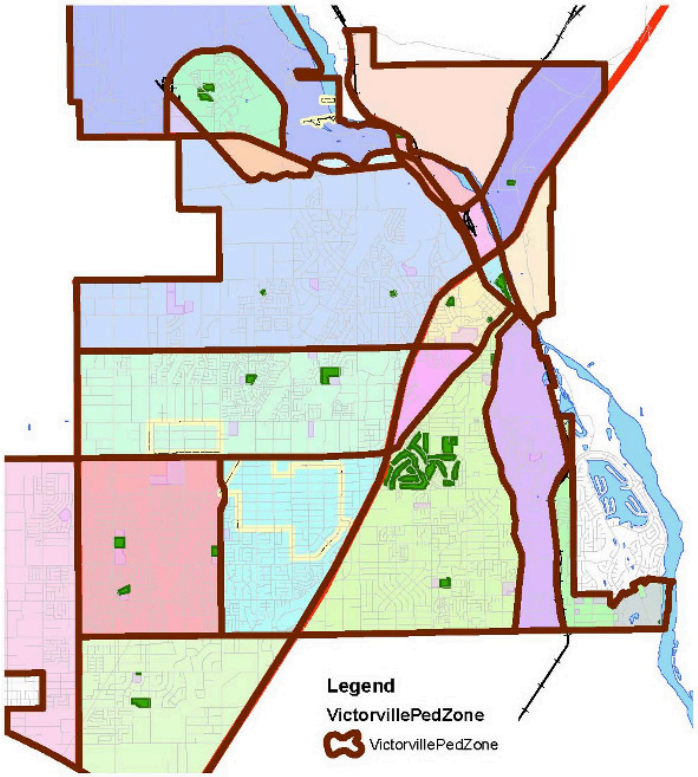
## Walkable Access To Recreation

Walkability analysis measures access to recreation by walking. One-half mile catchment radii have been placed around each component and shaded according to the GRASP® score. Scores are doubled within this catchment to reflect the added value of walkable proximity, allowing direct comparisons between neighborhood access and walkable access.

Walkability is a measure of how user-friendly an area is to people traveling on foot and benefits a community in many ways related to public health, social equity, and the local economy. Many factors influence walkability including the quality of footpaths, sidewalks or other pedestrian rights-of-way, traffic and road conditions, land use patterns, and public safety considerations among others.

### Pedestrian Barriers

**Figure 45: Walkability Barriers**



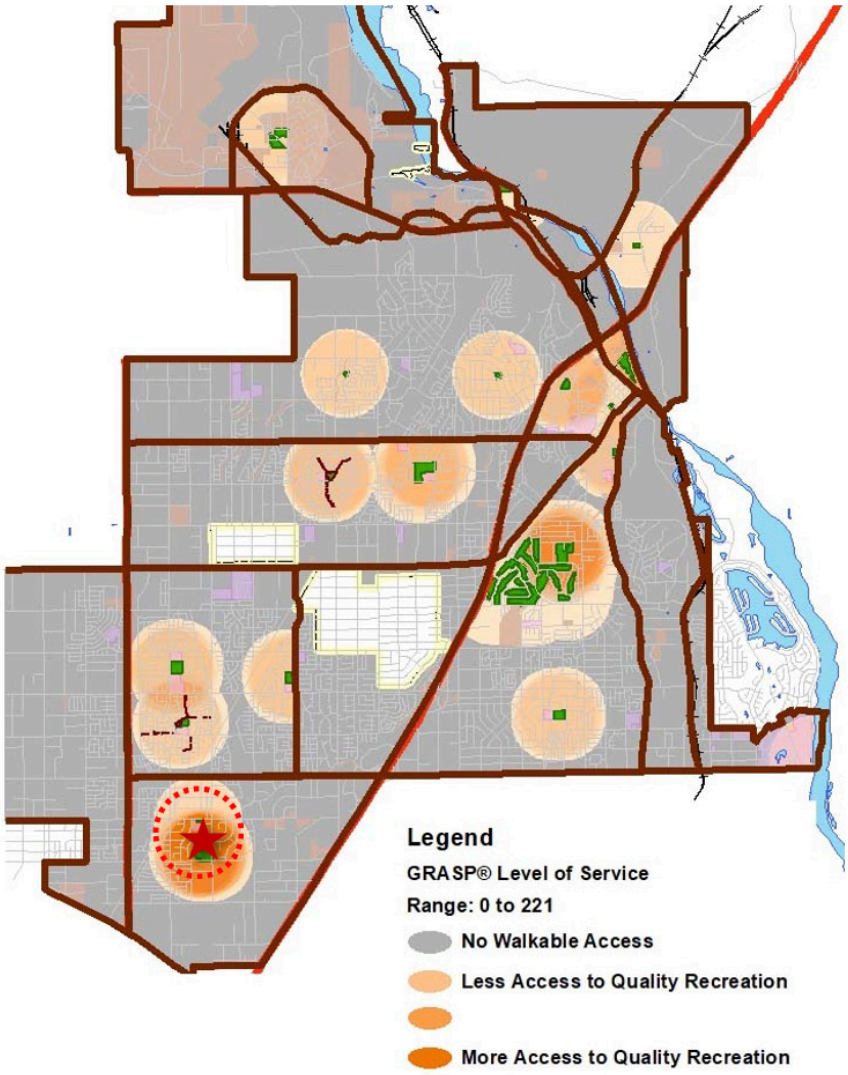

*Walkability barriers "cut-off" service areas where applicable. Different colors represent different zones*

Environmental barriers can limit walkability. The LOS in this analysis has been “cut-off” by identified barriers where applicable.

**Pedestrian barriers** in Victorville, such as major streets, highways, and rivers, significantly impact the analysis. Zones created by identified barriers, displayed as dark red lines, serve as discrete areas that are accessible without crossing a major street or another obstacle. Green parcels represent parks and open space; pink plots indicate schools.

The analysis shows the LOS available across Victorville, based on a ten-minute walk. Darker gradient areas on the images indicate where there are more and higher quality recreation assets available based on a half-mile service area. Gray areas on these maps suggest that recreation opportunities are beyond a ten-minute walk. In general, these images show that Victorville has an excellent distribution of parks.

**Figure 46: Walkable Access to Outdoor Recreation Opportunities**




Areas of higher concentration are notable around the City with the highest value near Hollyvale Park.

The following table shows the statistical information derived from perspective W**alkable Access to Recreation** analysis.

**Table 9: Statistics for Figure 46**

| | A | B | C | D |
|---|---|---|---|---|
| | Percent of Total with LOS | GRASP® Value Range | Average LOS per Acre Served | Avg. LOS Per Acre / Population per acre |
| **Victorville** | 20% | 0 to 221 | 61 | 23 |

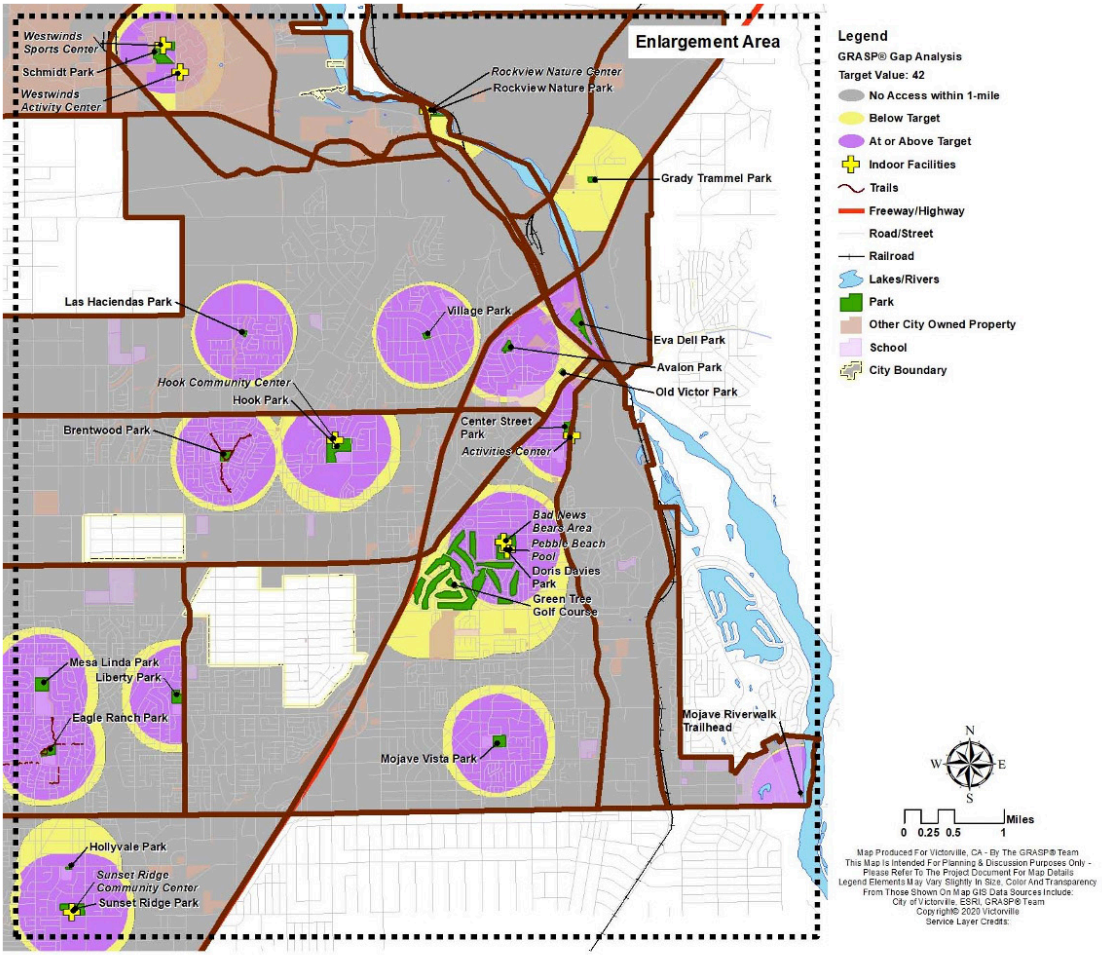
The numbers in each column are derived as described in neighborhood access. The GRASP® Index does not apply to the walkability analysis. The LOS value for a person who must walk to assets is similar (58 vs. 61) of that for someone who can drive for areas that have some access to recreation opportunities. The orange shading in the maps allows for a quick understanding of LOS distribution across the city. Showing where LOS is adequate or inadequate is an advantage of using GIS analysis. First, we must determine what constitutes an appropriate level of service for Victorville residents. In Victorville, a look at the current level of service provided by neighborhood parks may be a good indicator of this desired level.

**Table 10: Calculation of GRASP® Target Value**

| Neighborhood Park | Basketball | Concessions | Diamond Field | Diamond Field, Practice | Loop Walk | Open Turf | Picnic Ground | Playground, Local | Shelter | Volleyball Court | Unique Components | Total Components | GRASP® Score | Acres |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Eagle Ranch Park | | | 1 | | 1 | 1 | | 1 | | 1 | 5 | 5 | 26.4 | 6.7 |
| Grady Trammel Park | 1 | | 1 | | | 1 | | 1 | 3 | 1 | 6 | 8 | 10.2 | 2.6 |
| Hollyvale Park | 1 | | | 1 | | 1 | | 1 | | | 4 | 4 | 16.8 | 0.8 |
| Las Haciendas Park | 2 | | | | | | | 1 | 2 | | 3 | 5 | 24 | 1.4 |
| Liberty Park | | 1 | 2 | | | 1 | 1 | 1 | | 1 | 6 | 7 | 31.2 | 8.5 |
| Old Victor Park | 2 | | | | | 1 | | 1 | | | 3 | 4 | 12 | 1.3 |
| Village Park | | | | | | 1 | 1 | 1 | 1 | | 4 | 4 | 26.4 | 2.6 |
| **System Total** | 6 | 1 | 4 | 1 | 1 | 6 | 2 | 7 | 6 | 3 | 4.4 | 5.3 | | |
| **% Of Neighborhood Parks with Component** | 57% | 14% | 43% | 14% | 14% | 86% | 29% | 100% | 43% | 43% | | | | |
| **Averages** | | | | | | | | | | | 4 | 5 | 21 | 3.4 |

These parks have between three and five unique components. Open turf, a playground, basketball, picnic grounds, and a loop walk are the most common amenities at these parks. These parks and their pieces are likely to attract users from a walkable distance. The following maps bracket the level of service values to areas that are below or above the value provided by parks in this range and is known as the target score for Victorville. GIS analysis shows where LOS is above or below the threshold value. Purple areas indicate where walkable LOS values meet or exceed the target. Areas shown in yellow on the map can be considered areas of opportunity. These are areas where land and assets are currently available but do not provide the target value. It may be possible to improve the LOS value in such areas by enhancing the quantity and quality of features in existing parks without the need to acquire new lands or develop new parks. Another option might be to address pedestrian barriers in the immediate area.

**Figure 47: GRASP® Walkable GAP Analysis**




On the above image, areas shown in purple have LOS that exceeds the target value. Because of the significant no service areas throughout, nearly eighty percent of the land area is gray or lacks walkable access. However, the picture is much more favorable when you consider where people currently live in Victorville. ***Figures 48 and 49*** highlight these differences.

**Figure 48: Walkable Access to Outdoor Recreation Chart**

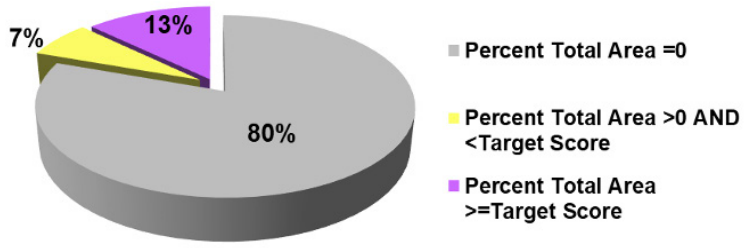
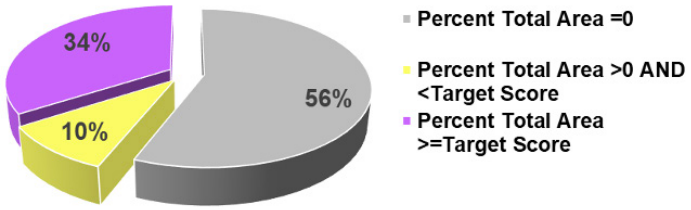



***Figure 48*** shows walkable access to assets based on the percentage of land within the City boundary that scores above threshold (purple) or below threshold (yellow), respectively.

***Figure 49*** shows walkable access to assets based on population. This chart displays the level of service based on where people live. Using the walkable level of service data as compared to census data, the analysis indicates that parks are generally placed in or close to residential areas and capture a higher percentage of the population than land area. With 44 percent of residents within walking distance of some outdoor recreation opportunities, Victorville is better positioned than the previous analysis indicated.

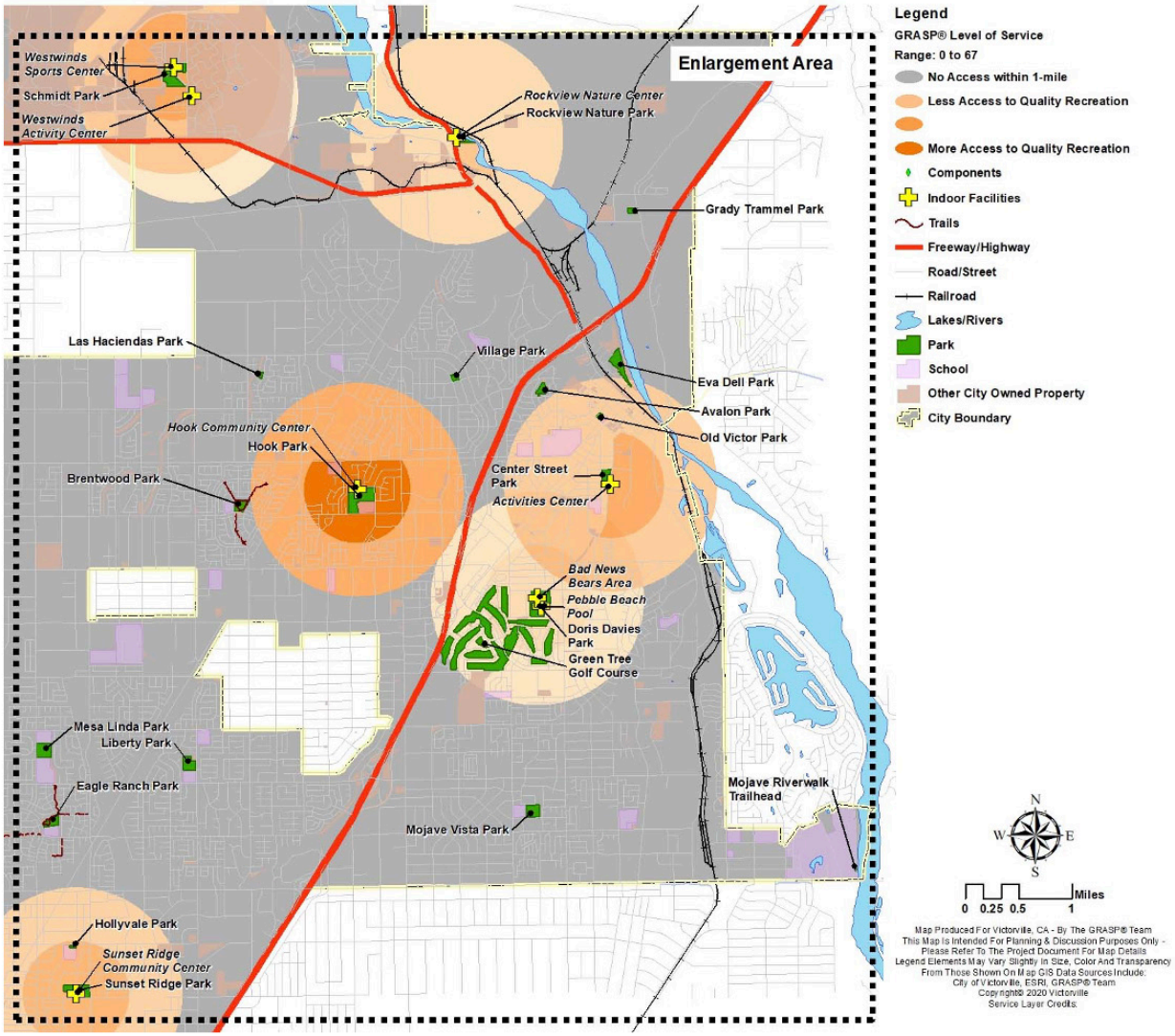
**Figure 49: Percentage of Population with Walkable Access to Outdoor Recreation**



### Access to Indoor Recreation

As in the other analyses, a "heat map" examines Access to Indoor Recreation Opportunities. These maps show where there are indoor recreation assets available based on walkable and one-mile service areas. In general, the maps show that Victorville has a variety of indoor facilities distributed around the City.

**Figure 50: Neighborhood Access to Indoor Recreation**




Darker gradient areas on the images indicate where there are more and higher quality indoor facilities based on the walkable and one-mile service areas. In general, these images also show that while Victorville has limited indoor opportunities, the available facilities tend to locate centrally within the City.

### More on Utilizing GRASP® Perspectives

GRASP® perspectives evaluate the level of service throughout an area from various points of view. Their purpose is to reveal possible gaps in service and provide a metric to use in understanding a recreation system. However, it is not necessarily beneficial for all parts of the community to score equally in the analyses. The desired level of service for a location should depend on the type of service, the characteristics of the site, and other factors such as community need, population growth forecasts, and land use issues. For example, commercial, institutional, and industrial areas might reasonably have lower Levels of Service for parks and recreation opportunities than residential areas. GRASP® perspectives focus attention on gap areas for further scrutiny.

Perspectives can determine if current levels of service are appropriate if used in conjunction with other assessment tools such as needs assessment surveys and a public input process. Future planning efforts can model similar levels of service to new, developing neighborhoods, or it may be that different levels of service are suitable, and the City should utilize a new set of criteria to reflect these distinctions.

## Other Types of Analysis

Traditional analyses may also evaluate the recreational level of service on a community-wide scale.

### Capacities Analysis

A traditional tool for evaluating service is the capacity analysis, which compares the number of assets to the population. It also projects future needs based on providing the same ratio of components per population (i.e., as the population grows over time, components may need to be added to maintain the same proportion). The issue or limiting factor, in this case, is that the current inventory for these components was limited to Victorville properties only and did not include other providers such as HOA parks in the area. ***Table 12*** shows the current capacities for selected elements in Victorville. While there are no correct ratios for these components, this table must be used in conjunction with other information, such as input from focus groups, staff, and the general public, to determine if the current capacities are adequate or not for specific components.

The usefulness of the capacity table to anticipate facility needs based on population growth depends on whether or not the future resident's interests and behaviors are the same as today's, and whether or not today's capacities are in line with today's needs. The capacities table bases its analysis on the number of assets without regard to distribution, quality, or functionality. Higher LOS is achieved only by adding assets, regardless of the location, condition, or quality of those assets. In theory, the LOS provided by assets is more accurately a combination of location and quality as well as their quantity, which is why this table should be used with discretion, and only in conjunction with the other analyses presented here.

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Table 11: Victorville Capacities

| | Population | Basketball Court | Basketball, Practice | Concessions | Diamond Field | Diamond Field, Practice | Disc Golf | Educational Experience | Event Space | Fitness Course | Horseshoe Court | Loop Walk | Open Turf | Picnic Ground | Playgrounds, All sizes | Rectangular Field, Large | Rectangular Field, Multiple | Shelter, All sizes | Tennis Court | Trailhead | Volleyball Court |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| **INVENTORY** | | | | | | | | | | | | | | | | | | | | | |
| City of Victorville | | 9 | 7 | 6 | 24 | 2 | 2 | 2 | 3 | 2 | 2 | 5 | 13 | 11 | 19 | 9 | 4 | 25 | 10 | 2 | 7 |
| **CURRENT RATIO PER POPULATION** | | | | | | | | | | | | | | | | | | | | | |
| ***CURRENT POPULATION 2019*** | 127,027 | | | | | | | | | | | | | | | | | | | | |
| **Current Ratio per 1000 Population** | | 0.07 | 0.06 | 0.05 | 0.19 | 0.02 | 0.02 | 0.02 | 0.02 | 0.02 | 0.02 | 0.04 | 0.10 | 0.09 | 0.15 | 0.07 | 0.03 | 0.20 | 0.08 | 0.02 | 0.06 |
| **Population per component** | | 14,114 | 18,147 | 21,171 | 5,293 | 63,514 | 63,514 | 63,514 | 42,342 | 63,514 | 63,514 | 25,405 | 9,771 | 11,548 | 6,686 | 14,114 | 31,757 | 5,081 | 12,703 | 63,514 | 18,147 |
| ***PROJECTED POPULATION - 2024*** | 132,999 | | | | | | | | | | | | | | | | | | | | |
| **Total # needed to maintain current ratio of all existing facilities at projected population** | | 9 | 7 | 6 | 25 | 2 | 2 | 2 | 3 | 2 | 2 | 5 | 14 | 12 | 20 | 9 | 4 | 26 | 10 | 2 | 7 |
| ***Number that should be added by all providers to achieve current ratio at projected population*** | | *0* | *0* | *0* | *1* | *0* | *0* | *0* | *0* | *0* | *0* | *0* | *1* | *1* | *1* | *0* | *0* | *1* | *0* | *0* | *0* |

*Single (Lap pool, diamond field complex, game court, community garden, display garden, golf, natural area, athletic track, skate park and water access) components have a ratio of 1/127,027 or 0.01 per 1,000 population*

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## NATIONAL COMPARISONS

### Table 12: Outdoor Park and Recreation Facilities – Median Population Served per Facility

**2019 NRPA Agency Performance Review: Park and Recreation Agency Performance Benchmarks**
**Outdoor Park and Recreation Facilities**

| Outdoor Facility | Agencies Offering this Facility | Median Number of Residents per Facility | Victorville Residents per Facility | Victorville Current Quantity | Need to add to meet current median | Need to add with projected population |
|---|---|---|---|---|---|---|
| Residents Per Park* | NA | 3,132 | 6,049 | | | |
| Acres of Park Land per 1,000 Residents*# | NA | 8.5 | 2.5 | 316 | 764 | 814 |
| Basketball Courts | 86.1% | 10,048 | 14,114 | 9 | 4 | 4 |
| Community Gardens | 46.3% | 20,502 | 127,027 | 2 | 4 | 4 |
| Dog Park | 59.3% | 45,751 | NA | 0 | 3 | 3 |
| Playgrounds | 94.4% | 7,334 | 6,686 | 19 | -2 | -1 |
| Swimming pools (outdoor only) | 52.3% | 43,500 | 127,027 | 1 | 2 | 2 |
| Skate Park | 26.2% | 20,000 | 127,027 | 1 | 5 | 6 |
| Tennis Courts | 79.7% | 5,462 | 12,703 | 10 | 13 | 14 |
| Diamond Fields: baseball - youth | 77.9% | 16,184 | 5,293 | 24 | -16 | -16 |
| Diamond Fields: softball fields - youth | 60.9% | 6,890 | | | -6 | -5 |
| Diamond Fields: softball fields - adult | 66.5% | 16,298 | | | -16 | -16 |
| Diamond Fields: baseball - adult | 54.7% | 12,000 | | | -13 | -13 |
| Rectangular Fields: multi-purpose | 66.1% | 7,812 | 14,114 | 9 | 7 | 8 |
| Rectangular Fields: soccer field - youth | 48.1% | 7,656 | | | 8 | 8 |
| Rectangular Fields: soccer field - adult | 40.9% | 12,767 | | | 1 | 1 |
| Rectangular Fields: football field | 38.0% | 19,235 | | | -2 | -2 |

**Comparison based on median for 100,000 to 250,000 population comparison*

The remaining comparisons are based on similar residents (74) per square mile (less than 500)

Represents current surplus based on comparisons

Currently meet or exceed standard/median

Currently does not meet standard/median

Comparing Victorville to recent national statistics published by the National Recreation and Park Association in their "2019 NRPA Agency Performance Review: Park and Recreation Agency Performance Benchmarks", the agency falls short in most of the tracked categories. Victorville fails to meet the median in all elements except playgrounds, diamond fields, and football fields.

Similar calculations can also be made based on acres of land and parks per 1,000 residents. The following table includes all the properties included in the GIS mapping. Computation of the acreage consists of only Victorville parks. Residents per park and acres of parks per 1,000 people fall well short of the NRPA published benchmarks for similar size agencies for density.

**Table 13: Acres of Park Land per 1,000 Residents**

| | | 2019 GIS Acres* |
|---|---|---|
| **INVENTORY** | | |
| Victorville Parks | | 316 |
| Current Ratio of Park Acres per 1000 Population | | |
| *CURRENT POPULATION 2019* | 127,027 | |
| Current Ratio of Park Acres per 1000 Population | | 2.5 |
| Population per acre | | 402 |
| *PROJECTED POPULATION - 2024* | 132,999 | |
| Total acres needed to maintain current ratio of City of Victorville existing facilities at projected population | | 331 |
| *Acres that should be added to maintain current ratio at projected population* | | *15* |

This capacity table indicates that Victorville provides approximately 2.5 acres per 1000 people or 402 people per acre of "park" and does not include other provider parks and schools. It also shows that based on projected population growth that the City should consider adding 15 acres over the next five years to meet the current ratio. In comparison, the City had established a goal of reaching 3 acres per 1,000 people as identified in the 2009 Master Plan for Parks and Facilities and again in the 2017 Community Needs Assessment. While establishing a goal of 3 acres per 1,000 people is important, Victorville would benefit by increasing acreage in the form of larger more developed community parks with more components as opposed to numerous neighborhood parks with a smaller footprint and fewer components. The City will benefit by providing these larger component-based community parks to draw more people and users of the parks. Future growth and subdivisions should concentrate on walkable access within their own development in terms of HOA parks. The city should continue to provide walkable parks in established neighborhoods without HOA's.

## California Environmental Quality Act (CEQA)

The California Environmental Quality Act (CEQA) is a process required to be implemented by all agencies, entities and private individuals for all projects that are likely to affect the environment. The analysis and recommendations contained within this Master Plan do not by general rule constitute a project that would have the potential for causing a significant effect on the environment. Therefore, this Master Plan is not subject to CEQA pursuant to Section 15061(b)(3) of the CEQA Guidelines contained within Title 14, Chapter 3 of the California Code of Regulations. Only projects that are likely to affect the environment, that are detailed enough to be reviewed, and that are intended to be implemented based upon a fully informed decision by an elected body, need to have an environmental review completed. A Citywide Parks Master Plan usually does not result in permits and construction without additional engineering, planning and design. Therefore, this level of environmental review can be put off until subsequent phases. However, it is useful to consider the likely environmental effects for subsequent phases. This is generally done by the filling out of an Initial Study with an environmental checklist. The list covers topics such as cultural resources, aesthetics, air quality, gas emissions, transportation, public services and more.

For example, a new park on undisturbed land might require a full CEQA analysis. In this scenario the CEQA review would most commonly be done by the developer and not the City. If a less impactful expansion of an active park were to be implemented, such as a new aquatic facility or pickleball complex, a focused environmental review may be required under CEQA.

A CEQA table found in ***Appendix E*** may be referenced for general guidance on typical CEQA actions and levels of review that may be required based on added amenities or facilities. Considering that the existing parks have gone through previous environmental studies, CEQA analysis should not be required if improvements fall within the general nature of the previously approved project. However, if more extensive improvements are being suggested, then it may require CEQA review. The City's guidelines should be referenced in any case and may require general consulting with an environmental planner or licensed professional to further understand the impacts associated with any improvement.

## Key Conclusions

Proximity, availability of transportation, pedestrian barriers, and overall size of the City are relevant factors affecting Victorville levels of service. The current provision of assets is relatively patchy across Victorville when considering both drive-to and walkable access. The quality and standards of the amenities at existing parks should be improved and increased across the entire system with special attention directed to older parks.

The most obvious way to increase overall LOS is to add assets in any area with lower service or acquire land or develop partnerships in areas lacking current service. Significant gaps in service exist throughout the City for both neighborhood and walkable access. While trails and trail connectivity scored high on survey results, the City currently offers minimal trail access and opportunities outside of existing park boundaries and the Mojave River trail. Pedestrian barriers and lack of trails and sidewalks also may limit access to recreation throughout Victorville.

In general, the team recommends that the City develops a comprehensive trails master plan to build upon the Non-Motorized Transportation Plan (NMTP) and Circulation Element within the General Plan to specifically address the broader connections of major facilities, parks, schools, and other major attractors within the City and to develop a recreational focused trail plan for the community. While the NMTP provides some recreational trail recommendations and guidelines, it is primarily focused on non-motorized transportation and the need to address various recommendations for Class 2 and Class 3 facilities. Although some Class 1 facilities were shown, the report didn't elaborate on these facilities nor did it clearly indicate any soft/firm surface trails that specifically lead and lend to the recreational components of the City, and the mapping did not address specific connections to parks or analyze these corridors in depth to provide a clear roadmap for trail implementation. A trails master plan could be structured to include comprehensive recommendations for enhancing trail heads, staging areas, trail signage, rest area, turnaround and vista points, shade structures, fencing, thematic landscaping, site furnishings, public art, lighting, kiosks, educational signage, boardwalks and crossings, placemaking ideas, and other elements. These guidelines may also be included as policies within forthcoming General Plan amendments to help guide future development.

The guidelines include the following items:

1. Identify open space areas that could benefit from new trails.
2. Develop plans to build new trails through open space areas.
3. Locate new trails in new developments where appropriate.
4. Locate missing gaps in pedestrian and bicycle connectivity to parks, recreational facilities, and open spaces.
5. Work with other departments and agencies to implement plans to construct public improvements to increase the connectivity to parks.

A full description of each step has been provided as ***Appendix D.***

## F. Programming Analysis

Victorville prides itself on the quality and diversity of public recreation programs and activities the City offers and purposefully seeks to make participation affordable and financially accessible for all residents.

**Table 14: Sample Programs by Category**

| Program Category | Program Type | Age Group |
|---|---|---|
| Special Interest Classes | Dance<br>Tae Kwon Do<br>Gymnastics<br>RAT Pack - Teen Activity Club | Youth<br>Teen<br>Adult |
| Pre-School Programs | Stepping Stones Preschool<br>Parent & Tot | Pre-School |
| Youth Recreation Camps | Kids Club<br>Sunset Ridge Summer Program | Youth |
| Adult Sports Leagues | Futsal<br>Softball<br>Soccer | Adult<br>Senior |
| Youth Sports Leagues | T-Ball<br>Basketball | Youth |
| Aquatics Programs | Swim Lessons | Youth<br>Adult<br>Senior |
| Drop-in Programs | Pickleball<br>Table Tennis<br>Basketball | Youth<br>Adult<br>Senior |
| Special Events | 4th of July Fireworks<br>Fall Festival<br>Veterans Day Parade & Ceremony<br>Festival of Lights & Tree Lighting<br>Spring Festival & Egg Hunt | Youth<br>Adult<br>Senior |
| Volunteer Program | Events<br>Youth Sports Coaches<br>RAT Pack | Youth<br>Adult<br>Senior |

Descriptions of program categories and FY 18-19 participation rates are summarized below, with key observations provided at the end of the section.

### Existing Recreation Programs

The Rec Pages and City Guide is the City's seasonal catalog of program, activity, and event offerings. The catalog is published three times a year. While program and activity offerings vary seasonally, the City catalogs and tracks participation in the following categories:

- Special Interest Classes
- Pre-School Programs
- Youth Recreation Camps
- Adult Sports Leagues
- Youth Sports Leagues
- Aquatics Programs
- Drop-in Programs
- Special Events
- Volunteer Program

### Special Interest Classes

Special Interest Classes are offered throughout the year to provide an opportunity for adults and children to experience new activities or further expand current knowledge and abilities. The range of programs offered throughout the year include music, martial arts, dancing, cheer, and gymnastics. Participants may sign up for a class that is offered on a monthly basis, 6 or 8-week session or as an individual workshop. In 2019, 467 classes were offered. Most class offerings were geared toward youth or teens. Many classes did not meet the minimum registration numbers required to proceed with the offering. Fifty percent of classes had a fill rate of less than 25 percent. Twenty-five percent of the classes had a 60 percent or greater fill rate.

### Pre-School

The City provides early childhood education opportunities for 3 and 4-year-old children September through May. The Pre-school program provides a progressive curriculum and recreational activities in a positive, fun, safe, and caring environment. Pre-school programs and Parent & Tot classes show very strong registration numbers. In 2019, Parent & Tot classes were at capacity, while 90 percent of pre-school programs had a 60 percent or greater fill rate.

### Youth Recreation Camps

Youth Recreation camps provide a safe and encouraging environment where children develop healthy habits while engaging in activities including arts and crafts, physical activity and games designed to support success at any age, skill, or level of ability. In 2019, camps served over 1,000 youth.

### Adult Sports Leagues

Adult sports leagues are offered that provide recreational opportunities in soccer, softball, and other athletics. Adult coed, as well as men's and women's programs are offered. Adult softball is broken into three seasons. Registration trends are typical with the lowest registration occurring in the Spring and Winter, and the highest registration occurring in the Summer season. Summer 2019 softball team enrollment exceeded 40 teams while 2019 Spring and Winter enrollment each hovered at 20 teams.

Whereas, Summer softball numbers are strong, Summer soccer was not an attractive opportunity for the community. Soccer registration trends show 15 or more teams registered during the Fall, Spring and Winter seasons, while no teams registered for the Summer season.

### Youth Sports Leagues

The City offers youth sports leagues in basketball, football, and baseball. Youth sports leagues are designed to be recreational in nature where ability is not a prerequisite, and each participant gets an equal chance to play. In 2019, over 1,400 youth participated in a youth sports leagues offered by the City. The highly successful youth basketball league attracted over 1,000 youth with most basketball offerings at capacity. Other youth sports leagues offered by the City had moderate attendance.

### Aquatics Programs

The swim lesson program strives to provide a safe, fun, and creative experience to students of all ages. On average, the City provides group swim lessons to nearly 800 participants annually. Additionally, Doris Davies Pool, the City's standalone outdoor pool, sees over 5,000 drop-in swimmers during its 4-month Summer season.

### Drop-in Programs

A variety of activities are designed for drop-in play at a scheduled time without prior registration. Drop-in opportunities including basketball, table tennis and pickleball are available at the Westwinds Sports Center. In 2019, more than 4,000 individuals visited the facility to participate in a drop-in opportunity.

### Special Events

The City is responsible for coordinating and managing free or low-cost family friendly events held annually throughout the community. In 2019, special events and programs hosted by the City included:

- 4th of July Fireworks
- Fall Festival
- Veterans Day Parade & Ceremony
- Festival of Lights & Tree Lighting
- Spring Festival & Egg Hunt
- Two Summer Neighborhood Pop-up Events
  - Bark in the Park and Movie in the Park
  - Rock the End of Summer PopUp

### Volunteer Program

The Volunteer Program facilitates citizen involvement, provides challenging volunteer opportunities, and ensures a safe and healthy work environment. Volunteers serve as youth athletic coaches, support events, and teens, who are offered volunteer opportunities through the RAT Pack program.

### Partnership Development

It is in the City's best interest, due to budget, staff, and facility limitations, to seek and evaluate partnerships with organizations such as the Victorville Senior Citizen Club, Mojave Environmental Education Consortium, Youth Sports Associations, School District(s), private business and other non-profit organizations as a way to expand recreation program and facility offerings. A formal process and policies should be developed to enhance and formalize these efforts. Additionally, other partnership opportunities with governmental agencies such as San Bernardino County should be evaluated. The City will need to continue to expand programming as the population grows and should seek to partner whenever possible.

### Green Tree Golf Course

Victorville is the home to the Green Tree Golf Course, which offers 18 holes of golf with a full clubhouse and restaurant and is managed by an outside golf management company. The golf industry as a whole is suffering, with economic and geographic factors making some courses feel the impact more than others. The cost to maintain a municipal golf course is rising, and as many cities and parks departments feel the strain of tighter budgets, everyday expenses represent enough of a burden, let alone the improvements needed to be competitive. In order to address this issue, it is important to continue to seek opportunities that increase revenue streams and to reduce subsidy levels. It is also important to consider opportunities to improve the community benefit of the facility. Some of the ways this can be achieved is looking for additional opportunities to bring new customers into the facility, providing additional services that benefit the community, and redesigning the layout of the course to improve use. The following are some examples of additional opportunities being utilized in the golf industry:

- Add perimeter walking trails
- Redesign the course layout to attract new users
  - 3-6 hole chip and putt course for instruction or youth play
  - Add foot golf course
  - Incorporate disc golf

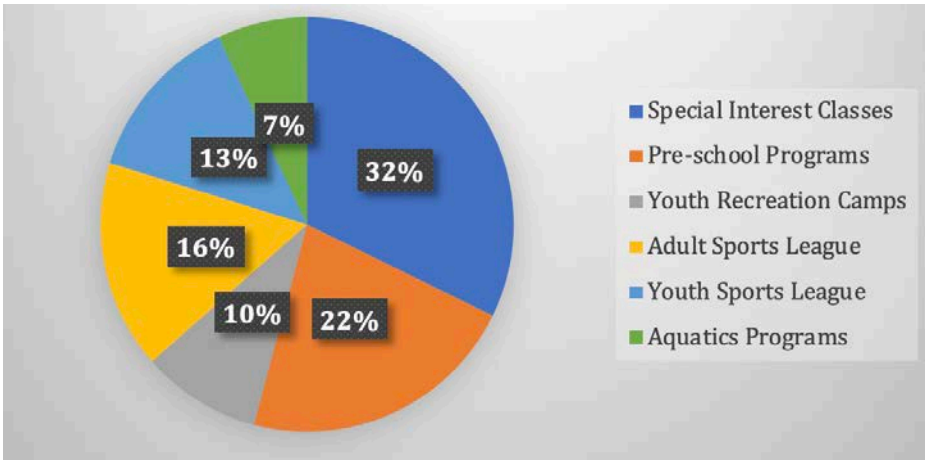
- Improve the current facility
  - Driving range
  - Pickleball courts near clubhouse
  - Outdoor pavilion
- Special events
  - Night Glow Golf
  - Foot golf tournaments
  - City events to draw people to the facility

## Participation Trends

In 2019, programs and activities showed moderate to strong participation rates. Registration data and participation estimates for the year included:

- 3,466 registrations for Special Interest Classes
- 2,353 Pre-school registrations

**Figure 51: Registered Participants by Program Category**




**Adult Sports Leagues calculated using an average of 12 members per team.*

- 1,006 registrations for Youth Recreation Camps
- 146 teams registered for Adult Sports Leagues
- 1,414 registrations for Youth Sports Leagues
- 756 registrations for Aquatics programs
- 9,179 participated in a drop-in activity (includes pool numbers)
- 79,000+ estimated participants at Special Events (no registration)
- 200+ volunteers supported City Events and activities

The percentage of program registration by program category is in ***Figure 51.***

## Key Conclusions

- Registration data reflects high interest and participation in Pre-school programs, Aquatics programs, and Youth Leagues.
- Program enrollment is moderate and program cancellation rates are high in the Special Interest Classes and Adult Leagues program categories. The number of offerings, competing programs, season, location, and times of offerings should be evaluated.
- Few Special Interest Classes are geared toward adults or seniors. Currently only 15 percent of offerings are designed for adult or seniors.

- A high number of classes are run at a 40 percent fill rate or lower. The method used to establish class minimums and maximums and current subsidy levels needs further evaluation for consistency.
- City marketing efforts should be evaluated. Insufficient marketing resources, including staff time and/or budget may be contributing to low registration rates.
- The City does not have a consistent way to evaluate the success of current program offerings.
- The Green Tree Golf Course should be evaluated to reduce the subsidy level and consider opportunities to increase revenue and improve the community benefit of the facility.

## Program Development

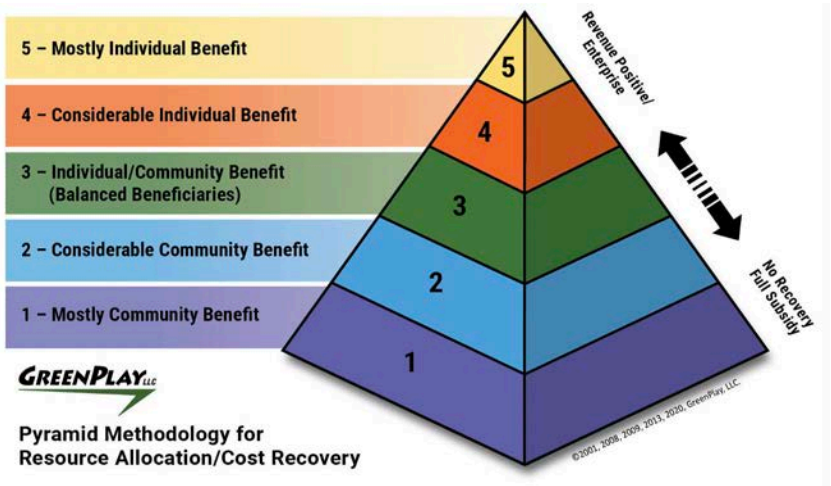
While the residents of Victorville are satisfied with the programs that are offered, they do have a demand for more program offerings. Included among the additional programs, residents expressed a desire to see more programming for special events, support for more youth and teen opportunities, and interest in senior programming.

New recreation trends may indicate the need for changing the current program offerings. Changing program offerings requires careful consideration, planning, and proper communication with the community. Programs need to be continually assessed for viability. Decisions regarding changes, expansions, enhancements, and/or program eliminations need to be made carefully and with proper data. New programs based on community demand and/or trends need to be well researched, planned, and advertised to provide the best possibility of their success. If new program interest seems enough based on a survey or community input, then the new programs should be developed, advertised, and piloted/implemented.

## Resource Allocation and Subsidy Level Policies

Parks and recreation facilities, programs, and services are essential to improving the lives of Victorville's diverse community. However, not all facilities, programs, and services are equal. In general, the more a facility, program, or service provides a community benefit to its citizens, the more that service should be paid for by all citizens through the use of general fund allocation. The more a facility, program, or service provides individual benefits, the more that service should be paid for through user fees. A resource allocation and subsidy philosophy adopted for Victorville Parks and Recreation can acknowledge the many known public benefits a healthy parks and recreation system provides to the community. Parks and recreation services are known to promote and contribute to economic development, a sense of safety, and the public's well-being.

**Figure 52: Pyramid Methodology**



Applying a process to determine resource allocation philosophy and subsidy policy can be done using an industry tool called the "Pyramid Methodology" shown in ***Figure 52***. This methodology develops and implements a refined philosophy and policy based on current best practices as determined by the mission of the agency and categorical service benefits to the community and/or individual. A resource allocation and subsidy philosophy and policy can support Victorville's public facilities and services goal of ensuring public services which are cost-effective.

## Program Evaluation

The City should have a process in place to evaluate the success of current program offerings and criteria to determine if new program ideas should be instituted or if changes should be made to current programs, including eliminating or suspending existing programs. A few simple questions should be asked of participants and staff about each program that includes:

- Is participation increasing or decreasing? If participation is increasing, then it could mean that the program should be continued. If participation is decreasing, are there steps to take to increase interest through marketing efforts, changes to the time/day of the program, format, or instructor? If not, it may be time to discontinue the program.
- Is there information contained in the participation/staff feedback that can be used to improve the program?
- Are cost recovery goals being met? If not, can costs be reduced or can fees be realistically increased?
- Is there another provider of the program that is more suitable to offer it? If yes, the City could provide referrals for its customers.
- Is this program taking up facility space that could be used for expansion of more popular programs or new programs in demand by the community?

## Potential Funding Support

The community survey identified resident support for potential funding and willingness to pay through various funding sources. In addition to the information obtained through this method, the City was also provided a Funding Exercise to aid in identifying funding sources that are currently in place, while identifying additional funding sources that could be implemented in the future, and revealing opportunities that may exist that staff were unaware of. The exercise has been provided to the City as staff document.

Traditional Parks and Recreation Operations and Capital Funding Sources

There is an assortment of mechanisms that the City can employ to provide services and to make public improvements. Parks and recreation operating and capital development funding typically comes from conventional sources such as sales, use, and property tax referenda voted upon by the community, along with developer exactions. Operating funds are typically capped by legislation; may fluctuate based on the economy, public spending, or assessed valuation; and may not always keep up with inflationary factors. In the case of capital development, "borrowed funds" sunset with the completion of loan repayment and are not available to carry-over or re-invest without voter approval.

Alternative Parks and Recreation Operations and Capital Funding Sources

Alternative funding sources include a variety of different or non-conventional public-sector strategies for diversifying the funding base beyond traditional tax-based support. A staff document has been provided to the City that includes known industry funding practices, potential sources, and strategies, as compiled by GreenPlay, with short definitions and examples for the City to use as reference.

The following is a list of funding sources or alternative providers/sources that the City identified as currently using, could easily be used, or could definitely consider using in the future.

### Currently in Use or Could Easily be Used

- General or Operating Fund
- Development Impact Fees
- Local Improvement Districts
- Park Lands Dedication Ordinance
- Daily Admission, Annual Pass Sales, and Vehicle Parking Permits
- Registration Fees
- Ticket Sales/Admission
- Inter-Local Agreements
- Privatization - Outsourcing Management
- Partnership Opportunities with:
  - Kiwanis, Optimists, VFWs, Elks, Rotary, & other service/civic organizations
  - Homeowner or Neighborhood Associations
  - Youth Sports Associations
  - Private Alternative Providers
  - Churches (Rentals; Leases)
- Corporate Sponsorships
- Fundraising/Crowdfunding
- Facilities and Equipment Grants
- General Purpose or Operating Grants
- Matching Grants
- Private Grants and Philanthropic Agencies
- Program or Support Grants
- Land and Water Conservation Fund
- Foundations/Gifts
- Volunteers/In-Kind Services
- Irrevocable Remainder Trusts
- Life Estates
- Equipment Rental
- Lighting Fees
- Security and Clean-Up Fees (Deposits)
- Cell Towers and Wi-Fi
- Concession Management
- Merchandising Sales or Services
- Booth Lease Space
- Catering Permits and Services
- Film Rights
- Land Swaps
- Rental Houses and Buildings for Private Citizens
- Surplus Sale of Equipment by Auction
- Use light, water, and motion sensors
- Conduct energy audits
- Update to energy efficient ballasts, motors, appliances
- Recycle Office Trash
- Go Paperless
- Conserve Resources
- Virtual Meetings
- Sustainable Stewardship
  - Lead by Example
  - Public Education
  - Seek Available Grant Funding and Initiative Awards

### Could Definitely Consider

- Sales Tax
- Partnership Opportunities with:
  - YMCA/YWCA
  - School Districts
  - Medical Centers/Hospitals
  - Chamber of Commerce
  - Youth Sport Associations
  - Adults Sports Associations
  - Sr. Citizens Groups (AARP, Silver Sneakers)
- Advertising Sales
- Program Related Investments
- Planning Grants
- Naming Rights
- Friends Associations
- Gift Catalogs
- Adopt a Park or Trail
- Neighborhood Park Watch
- Maintenance Endowments
- Raffling
- Recreational Trails Program (RTP)
- Flexible Fee Strategies
- Processing/Convenience Fees
- Recreation Service Fee
- Residency Cards
- Signage Fees
- Special Use Permits
- Cost Avoidance
- Changing maintenance standards and practices
- Contract Renegotiation
- Use solar and wind energy
- Flex Scheduling
- Preventative Maintenance
- Reduce Driving
- Eliminate Environmentally Negative Chemicals and Materials
- Green Purchasing Policies

- LEED® Design Principles
- Purchase better equipment - less maintenance
- Sustainable Stewardship
  - Re-analyze and Revised Practices and Standards
  - Monitor and Report Results
  - Incorporate Stewardship Principles in all Park and Recreation Services

## G. Maintenance and Operations Review

A park system benefits from park maintenance standards and practices that provide clear guidance for the maintenance of park sites. Properly developed standards can form the foundation for enhanced operations and quality maintenance practices. Park and recreation facilities within the City of Victorville are found to be maintained in a variety of conditions from poor to very good, with an overall rating of "weak but acceptable operating standard" by the National Recreation and Park Association (NRPA).

Generally speaking, deferred maintenance needs are commonly found within park structures, facilities, and buildings. Specific needs include graffiti removal that is found regularly on structures in several parks, the need for better maintenance of bathroom structures, and trip-hazards resulting from large cracks and lifts in concrete pavement.

The City should ensure that park, recreation, and open space facilities are designed and managed in a manner that is consistent with protection of the ecology of the natural systems at each park site and that will serve the needs of the intended user groups. The following criteria should apply to the design and management of public recreation areas:

a. Wherever feasible and appropriate, landscaping should emphasize native and drought-tolerant, noninvasive species that will reduce maintenance costs and water use and be supportive of wildlife habitats.
b. To the extent feasible, the City shall maintain recreation areas without the use of herbicides, pesticides, chemical fertilizers, and other toxic substances. Herbicide use is restricted within 100 feet of the top-of-bank of any watercourse in parks to those herbicides approved by the U.S. EPA.
c. The types of improvements and facilities at each site should be based on the recreation and leisure needs of the targeted user groups and the physical opportunities and constraints of the site.
d. Improvements should provide for convenient access by pedestrians from the adjacent neighborhood areas.
e. The design of improvements shall provide for maximum visibility of the park from public streets and incorporate measures to assure adequate security and safety for users.
f. Provision of lighting shall be limited to the minimum needed for the types of uses planned in order to reduce light pollution and glare. Lights shall not be directed upward or into adjacent habitat.
g. Adequate off-street parking to serve the intended uses shall be provided in order to minimize the burden placed on on-street parking in the neighborhood.

High priority landscape maintenance procedures need to include:

- Turf areas that are in non-usable conditions;
- The need to address improper mowing of turf areas and maintenance strips along trails;
- Brush clearing in and around shrubs; and
- The controlling of weeds in open spaces that do not have an existing site-specific habitat management plan.

It is essential that maintenance techniques and monitoring requirements be different in all open space areas that contain sensitive species, natural vegetation, or surface water resources. One way to avoid

environmental damage from maintenance activities is to designate open space areas as open space preserves, natural open space areas and general open space. Guidelines for each type should be customized but should always consider the following typical items for maintenance personnel and Code Enforcement Officers. These would include:

- Damage resulting from off-leash dog use or equestrian uses;
- Use of drones near areas of sensitive species;
- Motorized vehicles other than emergency or maintenance vehicles in parks;
- Open fires or signs of open fires that have occurred in the past;
- Trail deterioration as well as volunteer trails created in areas where they are not desired;
- Presence of invasive species found in natural areas; and
- Damage of native species from improper maintenance techniques.

Based on interviews with park maintenance staff, an inadequate number of full-time maintenance staff and the need for upgraded equipment may impact parks maintenance schedules. Maintenance is usually addressed by work order on an as needed basis as there is no park condition inventory set in place as of now. The older part of the City tends to have an increased number of homeless issues. Areas include, but are not limited to, Eva Dell, Center Street, Center for Arts, Doris Davies, and Avalon Parks. These issues range from vandalized irrigation, fires, and graffiti to breaking and entering via power tools into park facilities. It is recommended that the City adds security cameras, signage, park rangers or code enforcement officers, and other means to help prevent the misuse in these parks as expanded on in the safety section of the maintenance and operational guidelines.

The maintenance and operations review revealed various items within the current system of operation which could be improved or implemented in order to improve the internal operation, maintenance, and level of service provided to the users of the parks. A set of maintenance and operational guidelines have been developed based on this review, allowing for protocols, improvements, and actions which may assist the City. These are based on recommendations and processes from NRPS and CPRS that have proved successful throughout the State but are tailored to the current operational needs of the City. These guidelines include the following items:

1. Maintenance Level of Service
2. Quality Assurance
3. Technology
4. Safety
5. Accessibility
6. Sustainability
7. Develop a Maintenance Manual

A full description of each step has been provided in the Maintenance and Operational Guidelines as ***Appendix C***.

## ADA Recommendations

Federal and state ADA requirements put the responsibility of access barrier removal on all responsible agencies when dealing with public facilities such as park trails, walkways, parking, restrooms, and other recreation amenities. Every effort should be made to assure that new facilities meet the latest ADA standard and that existing facilities are altered or enhanced to be brought into compliance. Exceptions to barrier removals include the relaxation of ADA standards if the full compliance of the standard will result in permanent negative impacts to natural resources or cultural resources of the site. Even in these situations, adhering to some improvement level is still required. Assurance that at least one of each type of facility, amenity or access path meets the ADA standard is always required. However, not all existing

facilities at each site may need to be brought into conformance, as long as each unique experience has at least one facility that is accessible.

Trails do not need to be hard constructed of surface such as concrete or asphalt. However, a firm surface is required for ADA access compliance. This surface can be made of any material as long as it results in a firm wheelchair capable pathway. As mentioned above, not all trails will be required to be accessible, as long as each location, view, destination, or amenity that is experienced in the park along this trail has at least one accessible surface.

A key concept that must be kept in mind, is that public programs and services, when viewed in their entirety, must be accessible to people with disabilities, but not all facilities must necessarily be made accessible. For example, if a city has multiple public swimming pools and limited resources, it can decide which pools to make accessible based on factors such as the geographic distribution of the sites, the availability of public transportation, the hours of operation, and the particular programs offered at each site so that the swimming program as a whole is accessible to and usable by people with disabilities.

Another key concept is that public entities have an ongoing obligation to make programs and services accessible to people with disabilities. This means that if many access improvements are needed, and there are insufficient resources to accomplish them in a single year, they can be spread out over time. It also means that rising or falling revenues can affect whether or not an access improvement can be completed in a given year. What might have been seen as an undue burden during an economic downturn could become possible when the economy improves, and revenues increase. Thus, public entities should periodically reassess what steps they can take to make their programs and services accessible. Public entities should also consult with people with disabilities in setting priorities for achieving program access. Please refer to ***Appendix G*** to see the ADA issues that should be addressed when any of these parks are added to, infilled with new amenities, or upgraded in some manner.

Any time a park is being renovated for any use addition or upgrade, a review of the ADA issues in this park should be conducted and a determination made if ADA improvements that are near the areas of renovation, can be added at the same time. For example, if a parking lot is to be resealed, then ADA striping, parking spaces, path of travel and signage should be added. However, if the adjacent walkway system does not have the appropriate ramps and walkway conditions, then these improvements should be added to the project. If, however, the City cannot afford to do these additional improvements, then the City should not imply that the full path of travel to a park destination is being provided.

All ADA recommendations shall meet the latest ADA transition plan posted on the City of Victorville's webpage. This report is a review of access to programs, services, activities, events, facilities, parks, and public rights-of-way by individuals with disabilities in order to determine if any discriminatory or potentially discriminatory practices, policies or procedures exist. It includes recommendations based on the above review.

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# III. KEY ISSUES



Key issues and themes for focus were identified using several tools, including qualitative and quantitative data. Qualitative tools included the review of existing plans and documents, staff input, focus groups, stakeholder meetings, and the consultant team expertise, while the quantitative data included the community survey, inventory, and level of service analysis. The information gathered from these sources was evaluated and allowed the project team to classify each issue as a priority, opportunity to improve, or a minor or future issue to address in the plan.

The findings of the key issues that surfaced during the Master Plan process fell into one of four categories: organizational, programs and services, facilities and maintenance, or finance. The consultant team, along with the City project team, performed an exercise to discuss each key issue and identify preliminary recommendations that then lead to the creation of the final recommendations and action plan.

The following list is a summary of the Key Issues.

**Organizational**
- Improve partnerships and joint use agreements
- Reevaluate and address staffing levels
- Create a vision and mission for City Parks and Recreation
- Continue to improve internal communication
- Continue to improve marketing/outreach to the community

**Programs and Services**
- Create a formal services assessment process to evaluate programming
- Develop new programming opportunities in response to COVID-19/Outdoor recreation opportunities
- Explore diverse and culturally relevant programming
- Increase and improve offerings designed for adults and seniors

**Facilities and Amenities**
- Address deferred maintenance throughout the system
- Consider improvements/infill of City-owned properties in identified gap areas
- Improve the current level of service throughout the City
- Maintain and build upon the newly created GIS inventory
- Address and improve trails and connectivity
- Address the need for more indoor facilities
- Continue the current course in addressing safety and security in parks

**Finance**
- Identify opportunities to increase funding
- Consider a workorder system
- Consider an asset management system
- Implement and market a scholarship program
- Define cost recovery and revenue goals to program staff

# V. RECOMMENDATIONS AND ACTION PLANS



## A. Action Plan, Cost Estimates and Prioritization

The following Goals, Objectives, and Action Items for the recommendations are drawn from the public input, inventory, level of service analysis, findings feedback, and all the information gathered during the master planning process with a primary focus on maintaining, sustaining, and improving City of Victorville parks, recreation, open space, and trails. All cost estimates are in 2020 figures where applicable. Most costs are dependent on the extent of the enhancements and improvements determined or known at this time.

Timeframe to complete is designated as:

- Short-term (up to 3 years)
- Mid-term (4-6 years)
- Long-term (7-10 years)

**Table 15: Action Plan Table**

**Goal 1: Organizational**

**Objective 1.1:**
**Improve partnerships and joint use agreements**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 1.1.a<br>Reevaluate current agreements and work to improve joint use agreement with schools for access to indoor facilities, use of fields, and a more cooperative approach to providing services to the community. | N/A | Staff Time | Short-Term |
| 1.1.b<br>Work directly with the schools to improve access to programming for the youth. | N/A | Staff Time | Short-Term<br>*Priority* |

**Objective 1.2:**
**Reevaluate and address staffing levels**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 1.2.a<br>Reevaluate staffing levels to determine if staff size meets the needs/demands of Parks and Recreation. | N/A | Staff Time<br>**Potential addition to staff* | Short-Term<br>Ongoing |
| 1.2.b<br>Consider comparison metrics for staffing levels through NRPA standards.<br><br>https://www.nrpa.org/publications-research/research-papers/agency-performance-review/staffing/ | N/A | Staff Time | Short-Term<br>Ongoing |

**Objective 1.3:**
**Create a vision and mission for City Parks and Recreation**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 1.3.a<br>Develop and implement a vision and mission to guide Parks and Recreation based on the City's new mission and vision. | N/A | Staff Time | Short-Term |

**Objective 1.4:**
**Continue to improve internal communication**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 1.4.a<br>Develop an internal plan to communicate parks and recreation needs between the Recreation and Library Department and the Parks Division of the Public Works Department to address the issues of maintenance and standards of care in the parks. | N/A | Staff Time | Short-Term |
| 1.4.b<br>Continue to work within Parks and Recreation to improve communication through all levels of the organization. | N/A | Staff Time | Ongoing |
| 1.4.c<br>Stabilize membership of the Community Services Advisory Committee and promote active engagement of members in working to achieve broader City goals through implementation of the Parks and Recreation Master Plan. | N/A | Staff Time | Ongoing |

**Objective 1.5:**
**Continue to improve marketing/outreach to the community**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 1.5.a<br>Continue to work with PIO to identify various forms of communication methods that are used to receive information and reach the public (survey results and internal data). | N/A | Staff Time | Ongoing |
| 1.5.b<br>Continue to seek opportunities to improve online presence and draw residents to the website. | N/A | Staff Time | Ongoing |
| 1.5.c<br>Develop and implement a marketing plan for Parks and Recreation within standards approved by the PIO. | N/A | Staff Time | Short-Term |

## Goal 2: Programs and Services

**Objective 2.1:**
**Create a formal services assessment process to evaluate programming**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 2.1.a<br>Conduct an annual services assessment process to evaluate which programs should be continued, modified, or divested from based on established criteria. | N/A | Staff Time | Ongoing |
| 2.1.b<br>Reevaluate the number of offerings, competing programs, seasons, locations, and times of programs offered and consider adjustments or elimination of programs. | N/A | Staff Time | Short-Term |
| 2.1.c<br>Reevaluate Special Interest Classes and Adult Leagues with moderate enrollment and high program cancellation rates. | N/A | Staff Time | Short-Term |
| 2.1.d<br>Reevaluate and consider improvements for classes that are run at a 40 percent fill rate or lower. | N/A | Staff Time | Short-Term |
| 2.1.e<br>Develop a consistent method to establish class minimums, maximums, and subsidy levels for Parks and Recreation. | N/A | Staff Time | Short-Term |

**Objective 2.2:**
**Develop new programming opportunities in response to COVID-19/outdoor recreation opportunities**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 2.2.a<br>Develop and market programming which provides youth and families with repeat experiences in the outdoors. | N/A | Staff Time | Short-Term |
| 2.2.b<br>Consider partnerships with like-minded organizations to achieve new and improved outdoor recreation programming. | N/A | Staff Time | Short-Term |

**Objective 2.3:**
**Explore diverse and culturally-relevant programming**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 2.3.a<br>Create a programming portfolio that is interest-diverse and culturally relevant (i.e., provide family-oriented programming and multicultural events or festivals). | N/A | Staff Time | Short-Term<br>to<br>Mid-Term |
| 2.3.b<br>Promote the use of bilingual instructors. | N/A | Staff Time | Short-Term |

**Objective 2.4:**
**Increase and improve offerings designed for adult or seniors**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 2.4.a<br>Consider pilot programs and potentially partner with private Senior Centers to design programming for seniors and active older adults. | N/A | Staff Time | Short-Term |
| 2.4.b<br>Evaluate the use of resources focused on adult programming; consider expanding offerings in this area. | N/A | Staff Time | Short-Term |

## Goal 3: Facilities and Amenities

**Objective 3.1:**
**Address deferred maintenance throughout the system**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 3.1.a<br>Prioritize low scoring amenities in parks and develop a replacement schedule with estimated replacement costs. | TBD<br>Will vary based on amenity | Staff Time | Ongoing<br>*Priority* |
| 3.1.b<br>Develop a comprehensive list of deferred maintenance, with cost estimates for significant repairs or replacements.<br><br>Evaluate list annually to create priorities to be addressed contingent on staffing and funding. | N/A | Additional Staff Time | Ongoing<br>*Priority* |

| | | | |
|---|---|---|---|
| 3.1.c<br>Consider contracting out services to meet the demand for deferred maintenance. | N/A | TBD<br>*Possible Reduction | Short-Term<br>to<br>Mid-Term |
| 3.1.d<br>Consider specialized staff or contract out for crews to take on specialized services such as power washing, painting, and roofing. | N/A | TBD<br>Additional Staff Time/<br>Contracted Service | Short-Term |
| 3.1.e<br>Reevaluate current operations to create a greater focus of maintenance levels and standards to the Parks and Facilities. Refer to the Maintenance Operation Guidelines ***Appendix C***. | N/A | Staff Time | Short-Term<br>*Priority* |
| 3.1.f<br>Develop a written Park Maintenance Operation Plan with task and frequency. Refer to Maintenance and Operational Guideline 8: Develop a Maintenance Manual in ***Appendix C.*** | N/A | Staff Time | Short-Term |

**Objective 3.2:**
**Consider improvements/infill of city-owned properties in identified gap areas**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 3.2.a<br>Evaluate and consider which city-owned properties may be future parks and recreation facilities that can supplement or add to the current Level of Service.<br>Divest from properties that do not have a future use.<br>Refer to Infill Analysis/ Maps in ***Appendix F***. | Will vary based on project and facility | TBD | Short-Term |
| 3.2.b<br>Address the need for additional rectangular fields by identifying in-fill opportunities in current parks or identifying additional city-owned properties that can fulfill this need. | TBD<br>Athletic Fields<br>$5 per SF<br>60K SF = $290K | TBD | Short-Term<br>to<br>Mid-Term |
| 3.2.c<br>Consider a study to identify the need and location for a sports complex to fulfill the need for additional sports fields. | $50,000-$60,000 | Staff Time | Mid-Term |

| | | | |
|---|---|---|---|
| 3.2.d<br>Consider a study to look at the reconfiguration of the golf course for the addition of a driving range and infill opportunities or improvements for the Green Tree Golf Course to enhance community benefit and use of the facility:<br>• Driving range<br>• Walking trails<br>• Additional amenities<br>Refer to Infill Analysis/ Maps in ***Appendix F.*** | TBD<br>Vary based on improvement | Staff Time | Mid-Term |

**Objective 3.3:**
**Improve the current level of service throughout the City**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 3.3.a<br>Develop a written standardization of amenities and facilities throughout the system (ex. benches, picnic tables, shelters, etc.). | N/A | Staff Time | Short-Term |
| 3.3.b<br>Develop an internal plan to address the need to provide shade structures and shade opportunities throughout the system. | Will vary based on project and location | Additional Staff Time | Short-Term<br>*Priority* |

| | | | |
|---|---|---|---|
| 3.3.c<br>Address gaps in services by redefining service areas for parks:<br>• Consider 5 minute drive time<br>• Address those areas that have gaps at 1 mile and walkability to parks<br>• Reevaluate if parks should be targeted at 3 miles<br>• Promote a community park model with parks that attract users from a larger service area<br>• Rely on HOA's and private parks for walkable LOS in newer developments | N/A | Staff Time | Mid-Term |
| 3.3.d<br>Consider an internal study on how HOA and County parks impact the demand for park space. | N/A | Staff Time | Short-Term |

**Objective 3.4:**
**Maintain and build upon the newly created GIS inventory**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 3.4.a<br>Maintain GIS inventory and update on a regular basis, as part of an annual assessment and to be used to prioritize improvements. | N/A | Staff Time | Ongoing<br>*Priority* |

**Objective 3.5:**
**Address and improve trails and connectivity**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 3.5.a<br>Develop a Trails Master Plan to address the need for additional trails and connectivity throughout the City. | $40,000-$50,000 | Staff Time | Short-Term<br>*Priority* |

**Objective 3.6:**
**Address the need for more indoor facilities**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 3.6.a<br>Consider a feasibility study to determine the need for new indoor facilities versus a renovation of existing facilities and identify potential funding sources. | $40,000-$50,000 | Staff Time | Short-Term<br>to<br>Mid-Term |
| 3.6.b<br>Identify partnerships with other organizations to address the need of providing additional space for programming in the community. | N/A | Staff Time | Ongoing |
| 3.6.c<br>Consider the need to offer indoor fitness programming and support with equipment or infrastructure that makes this possible. | Will vary based on infrastructure and equipment selected | TBD<br>Staff Time<br>Equipment | Mid-Term |

| | | | |
|---|---|---|---|
| 3.6.d<br>Plan for a remodel of the Doris Davies facilities by conducting a facility study for future use and renovation. | $50,000+ | Staff Time | Short-Term |

**Objective 3.7:**
**Continue the current course in addressing safety and security in parks**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 3.7.a<br>Monitor and look for ways to improve safety and security in all parks and open space throughout the city. | TBD | TBD | Short-Term<br>Ongoing |
| 3.7.b<br>Continue with park and facility lighting upgrade efforts and identify and implement other improvements that contribute to a more safe and secure system. | TBD | Staff Time | Short Term<br>to<br>Mid-Term |
| 3.7.c<br>Create contact points for city staff, patrol in parks by staff or police department, and create a park ranger program. | N/A | Staff Time/TBD<br>*Possible addition of new position in City | Short-Term |

| | | | |
|---|---|---|---|
| 3.7.d<br>Continue work with other agencies to develop strategies to address homelessness in parks: Social Services, Police Department, and Homelessness Solutions Task Force. | TBD | Staff Time | Ongoing |
| 3.7.e<br>Consider CPTED principals of landscape design to reduce hidden areas and blind spots in the parks and along trails. | N/A | TBD | Mid-Term |
| 3.7.f<br>Add amenities to the parks that increase participation and vigilance: perimeter walking trails, outdoor exercise equipment, dog parks, pump tracks, and skate parks. | TBD<br>*Dependent on additions | Staff Time | Ongoing |

## Goal 4: Finance

**Objective 4.1:**
**Identify opportunities to increase funding**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 4.1.a<br>Consider the potential support for funding mechanisms to support and pay for operations and maintenance of parks and facilities. | N/A | Staff Time | Short-Term |
| 4.1.b<br>Consider the potential support for bond referendum to fund multiple/capital projects. | N/A | N/A | Short-Term<br>to<br>Mid-Term |
| 4.1.c<br>Consider internal budget and opportunities to ask/seek additional funding to support improvements in the maintenance and care of City parks and facilities to improve the standard throughout the community. | N/A | Staff Time | Ongoing |
| 4.1.d<br>Consider partnerships to help offset expenses in operating and running programs or those with duplicated services. | N/A | Staff Time | Ongoing |

| | | | |
|---|---|---|---|
| 4.1.e<br>Seek out new and creative public/private partnerships as a means to enhance the variety of recreational amenities available to the community. Consider opportunities with developers to incorporate needed enhancements through new development and recreational attraction. | N/A | Staff Time | Mid-Term |
| 4.1.f<br>Develop a non-profit foundation for parks and recreation to pursue grant opportunities and philanthropic donations. | N/A | Staff Time | Short-Term |

**Objective 4.2:**
**Consider a workorder system**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 4.2.a<br>Evaluate the current work order system to determine capability to track costs, schedule routine and preventative maintenance, and allow tracking by facility.<br><br>Seek alternative system with adequate features if necessary. | Will vary based on solution selected | Staff Time | Short-Term |

**Objective 4.3:**
**Consider an asset management system**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 4.3.a<br>Establish an asset management system to manage and track equipment and inventory to improve budget planning. | Will vary based on solution selected | Staff Time | Short-Term<br>to<br>Mid-Term |
| 4.3.b<br>Develop a replacement schedule for all Parks and Recreation assets, including vehicles and equipment. | Will vary based on solution selected | Staff Time | Short-Term<br>Ongoing |

**Objective 4.4:**
**Implement and market a scholarship program**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 4.4.a<br>Develop a plan to market and introduce the scholarship program to the community and help address social-economic inequities. | N/A | Staff Time | Ongoing |

**Objective 4.5:**
**Define cost recovery and revenue goals to program staff**

| Actions | Capital Cost Estimate | Operational Budget Impact | Timeframe to Complete |
|---|---|---|---|
| 4.5.a<br>Establish clearly defined revenue and cost recovery goals by event, activity, or program. | N/A | Staff Time | Short-Term<br>to<br>Mid-Term |
| 4.5.b<br>Explore opportunities to increase Cost Recovery. Evaluate current fee structure, ongoing expenses, and options for new revenue streams. | Will vary based on approach taken | Staff Time | Short-Term<br>Ongoing |
| 4.5.c<br>Consider a subsidy allocation study to evaluate how and when fees are assessed. | $30,000-$40,000 | Staff Time | Short-Term<br>to<br>Mid-Term |

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# APPENDIX A:
# LEVEL OF SERVICE METHODOLOGY

## A. GRASP® Glossary

**Buffer:** see catchment area

**Catchment area:** a circular map overlay that radiates outward in all directions from an asset and represents a reasonable travel distance from the edge of the circle to the asset. Used to indicate access to an asset in a Level of Service assessment

**Component:** an amenity such as a playground, picnic shelter, basketball court, or athletic field that allows people to exercise, socialize, and maintain a healthy physical, mental, and social wellbeing

**Geo-Referenced Amenities Standards Process® (GRASP®):** a proprietary composite-values methodology that takes quality and functionality of assets and amenities into account in a Level of Service assessment

**GRASP® Level of Service (LOS):** the extent to which a recreation system provides community access to recreational assets and amenities

**GRASP®-IT audit tool:** an instrument developed for assessing the quality and other characteristics of parks, trails, and other public lands and facilities. The tested, reliable, and valid tool, is used to conduct inventories of more than 100 park systems nationwide.

**Low-score component:** a component given a GRASP® score of "1" or "0" as it fails to meet expectations

**Lower-service area:** an area of a city that has some GRASP® Level of Service but falls below the minimum standard threshold for the overall Level of Service

**Modifier:** a basic site amenity that supports users during a visit to a park or recreation site, to include elements such as restrooms, shade, parking, drinking fountains, seating, BBQ grills, security lighting, and bicycle racks among others

**No-service area:** an area of a city with no GRASP® Level of Service

**Perspective:** a perspective is a map or data quantification, such as a table or chart, produced using the GRASP® methodology that helps illustrate how recreational assets serve a community

**Radius:** see catchment area

**Recreational connectivity:** the extent to which community recreational resources are transitionally linked to allow for easy and enjoyable travel between them.

**Recreational trail:** A recreation trail can be a soft or hard-surfaced off-street path that promotes active or passive movement through parklands or natural areas. Recreational trails are typically planned and managed by parks and recreation professionals or departments.

**Service area**: all or part of a catchment area ascribed a particular GRASP® score that reflects the Level of Service provided by a particular recreational asset, a set of assets, or an entire recreation system

**Threshold:** a minimum Level of Service standard typically determined based on community expectations

**Trail:** any off-street or on-street connection dedicated to pedestrian, bicycle, or other non-motorized users

**Trail network:** A trail network is a functional and connected part of a trail system within which major barrier crossings, including such things as crosswalks, pedestrian underpasses, or bridges. Different networks are separate from other trail networks by missing trail connections or by such barriers as roadways, rivers, or railroad tracks.

**Trail system:** all trails in a community that serve pedestrian, bicycle, and alternative transportation users for purposes of both recreation and transportation

Transportation trail: A transportation trail is a hard surface trail, such as a city sidewalk, intended for traveling from one place to another in a community or region. These trails typically run outside of parklands and are managed by Public Works or another city utility department.

## B. GRASP® Components and Definitions

**Table 16: GRASP® Outdoor Component List**

| GRASP® Outdoor Component Type | Definition |
|---|---|
| Adventure Course | An area designated for activities such as ropes courses, zip-lines, challenge courses. The type specified in the comments. |
| Amusement Ride | Carousel, train, go-carts, bumper cars, or other ride-upon features. The ride has an operator and controlled access. |
| Aquatics, Complex | An aquatic complex has at least one immersion pool and other features intended for aquatic recreation. |
| Aquatics, Lap Pool | A human-made basin designed for people to immerse themselves in water and intended for swimming laps. |
| Aquatics, Leisure Pool | A human-made basin designed for people to immerse themselves in water and intended for leisure water activities. May include zero-depth entry, slides, and spray features. |
| Aquatics, Spray Pad | A water play feature without immersion intended for interaction with moving water. |
| Aquatics, Therapy Pool | A therapy pool is a temperature-controlled pool intended for rehabilitation and therapy. |
| Basketball Court | A dedicated full-sized outdoor court with two goals. |

| | |
|---|---|
| Basketball, Practice | A basketball goal for half-court play or practice that includes goals in spaces associated with other uses. |
| Batting Cage | A batting cage is a stand-alone facility that has pitching machines and restricted entry. |
| Bike Complex | A bike complex accommodates various bike skills activities with multiple features or skill areas. |
| Bike Course | A designated area for non-motorized bicycle use, constructed of concrete, wood, or compacted earth. May include a pump track, velodrome, skills course. |
| Camping, Defined | Defined campsites may include a variety of facilities such as restrooms, picnic tables, water supply. Use the official agency count for quantity if available. |
| Camping, Undefined | Indicates allowance for users to stay overnight in the outdoors in undefined sites. Undefined camping receives a quantity of one for each park or location. Use this component when the quantity of sites is not available or for dispersed camping. |
| Climbing, Designated | A designated natural or human-made facility provided or managed by an agency for recreation climbing not limited to play. |
| Climbing, General | Indicates allowance for users to participate in a climbing activity. Use a quantity of one for each park or other location. |
| Concession | A facility used for the selling, rental, or other provision of goods and services to the public. |
| Diamond Field | Softball and baseball fields, suitable for organized diamond sports games. Not specific to size or age-appropriateness. |
| Diamond Field, Complex | Many ballfields at a single location suitable for tournaments. |
| Diamond Field, Practice | An open or grassy area used for the practice of diamond sports. Distinguished from ballfield in that it doesn't lend itself to organized diamond sports games and from open turf by the presence of a backstop. |
| Disc Golf | A designated area for disc golf.<br>Quantities: 18 hole course = 1; 9 hole course = .5 |
| Dog Park | An area explicitly designated as an off-leash area for dogs and their guardians. |

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|---|---|
| Educational Experience | Signs, structures, or features that provide an educational, cultural, or historical experience. Assign a quantity of one for each contiguous site. Distinguished from public art by the presence of interpretive signs or other information. |
| Equestrian Facility | Signs, structures, or features that provide an educational, cultural, or historical experience. Assign a quantity of one for each contiguous site. Distinguished from public art by the presence of interpretive signs or other information. |
| Event Space | A designated area or facility for an outdoor class, performance, or special event, including an amphitheater, bandshell, stage. |
| Fitness Course | Features intended for personal fitness activities. A course receives a quantity of one for each complete grouping. |
| Game Court | Outdoor court designed for a game other than tennis, basketball, volleyball, as distinguished from a multi-use pad, including bocce, shuffleboard, lawn bowling. The type specified in the comments. Quantity counted per court. |
| Garden, Community | A garden area that provides community members a place to have a personal vegetable or flower garden. |
| Garden, Display | A garden area that is designed and maintained to provide a focal point or destination, including a rose garden, fern garden, native plant garden, wildlife/habitat garden, an arboretum. |
| Golf | A course designed and intended for the sport of golf. Counted per 18 holes.<br>Quantities: 18 hole course = 1; 9 hole course = .5 |
| Golf, Miniature | A course designed and intended as a multi-hole golf putting game. |
| Golf, Practice | An area designated for golf practice or lessons, including driving ranges and putting greens. |
| Horseshoe Court | A designated area for the game of horseshoes, including permanent pits of regulation length. Quantity counted per court. |
| Horseshoes Complex | Several regulation horseshoe courts in a single location suitable for tournaments. |
| Ice Hockey | Regulation size outdoor rink explicitly built for ice hockey games and practice. General ice skating included in “Winter Sport.” |
| Inline Hockey | Regulation size outdoor rink built specifically for in-line hockey games and practice. |

| | |
|---|---|
| Loop Walk | Opportunity to complete a circuit on foot or by non-motorized travel mode. Suitable for use as an exercise circuit or leisure walking. Quantity of one for each park or other location unless more than one distinct circuit is present. |
| Multi-Use Pad | A painted area with games such as hopscotch, 4 square, tetherball found in schoolyards. As distinguished from "Games Court," which is typically single-use. |
| Natural Area | Describes an area in a park that contains plants and landforms that are remnants of or replicate undisturbed native regions of the local ecology. It can include grasslands, woodlands, and wetlands. |
| Open Turf | A grassy area that is not suitable for programmed field sports due to size, slope, location, or physical obstructions. May be used for games of catch, tag, or other informal play and uses that require an open grassy area. |
| Other | An active or passive component that does not fall under any other component definition. Specified in comments |
| Passive Node | A place that is designed to create a pause or particular focus within a park and includes seating areas, plazas, overlooks. Not intended for programmed use. |
| Pickleball Court | A designated court designed primarily for pickleball play. |
| Picnic Ground | A designated area with a grouping of picnic tables suitable for organized picnic activities. Account for individual picnic tables as Comfort and Convenience modifiers. |
| Playground, Destination | A destination playground attracts families from the entire community. Typically has restrooms and parking on-site. May include special features like a climbing wall, spray feature, or adventure play. |
| Playground, Local | A local playground serves the needs of the surrounding neighborhood. Includes developed playgrounds and designated nature play areas. Park generally does not have restrooms or on-site parking. |
| Public Art | Any art installation on public property. Art receives a quantity of one for each contiguous site. |
| Rectangular Field Complex | Several rectangular fields in a single location suitable for tournament use. |

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|---|---|
| Rectangular Field, Large | Describes a specific field large enough to host one adult rectangular field sports game such as soccer, football, lacrosse, rugby, and field hockey. The approximate field size is 180' x 300' (60 x 100 yards). The field may have goals and lines specific to an individual sport that may change with the permitted use. |
| Rectangular Field, Multiple | Describes an area large enough to host one adult rectangular field sports game and a minimum of one other event/game, but with an undetermined number of actual fields. This category describes a large open grassy area arranged in any manner of configurations for any number of rectangular field sports. Sports may include but are not limited to: soccer, football, lacrosse, rugby, and field hockey. The field may have goals and lines specific to an individual sport that may change with the permitted use. |
| Rectangular Field, Small | Describes a specific field too small to host a regulation adult rectangular field sports game but accommodates at least one youth field sports game. Sports may include but are not limited to: soccer, football, lacrosse, rugby, and field hockey. A field may have goals and lines specific to a particular sport that may change with a permitted use. |
| Shelter, Large | A shade shelter or pavilion large enough to accommodate a group picnic or other event for a minimum of 13 seated. Address lack of seating in scoring. |
| Shelter, Small | A shade shelter, large enough to accommodate a family picnic or other event for approximately 4-12 persons with seating for a minimum of 4. Covered benches for seating up to 4 people included as a modifier in comfort and convenience scoring and should not be included here. |
| Skate Feature | A stand-alone feature primarily for wheel sports such as skateboarding, in-line skating. The component may or may not allow freestyle biking. May be associated with a playground but is not part of it. Categorize dedicated bike facilities as Bike Course. |
| Skate Park | An area set aside primarily for wheel sports such as skateboarding, in-line skating. The park may or may not allow freestyle biking. May be specific to one user group or allow for several user types. It can accommodate multiple abilities. Typically has a variety of concrete or modular features. |

| | |
|---|---|
| Target Range | A designated area for practice or competitive target activities. The type specified, such as archery or firearms, in comments. |
| Tennis Complex | Multiple regulation courts in a single location with amenities suitable for tournament use. |
| Tennis, Practice Wall | A wall intended for practicing tennis. |
| Track, Athletic | A multi-lane, regulation-sized running track appropriate for track and field events. |
| Trail, Multi-Use | A trail, paved or unpaved, is separated from the road and provides recreational opportunities or connection to walkers, bikers, rollerbladers, and equestrian users. Paths that make a circuit within a single site are Loop Walks. |
| Trail, Primitive | A path, unpaved, located within a park or natural area that provides recreational opportunities or connections to users. Minimal surface improvements that may or may not meet accessibility standards |
| Trail, Water | A river, stream, canal, or other waterway used as a trail for floating, paddling, or other watercraft. |
| Trailhead | A designated staging area at a trail access point may include restrooms, an information kiosk, parking, drinking water, trash receptacles, and seating. |
| Volleyball Court | One full-sized court. May be hard or soft surface, including grass and sand. May have permanent or portable posts and nets. |
| Wall Ball Court | Walled courts associated with sports such as handball and racquetball. The type specified in the comments. |
| Water Access, Developed | A developed water access point includes docks, piers, kayak courses, boat ramps, fishing facilities. Specified in comments, including quantity for each unique type. |
| Water Access, General | Measures a user's general ability to access the edge of open water. May include undeveloped shoreline. Typically receives a quantity of one for each contiguous site. |
| Water Feature | This passive water-based amenity provides a visual focal point that includes fountains and waterfalls. |
| Water, Open | A body of water such as a pond, stream, river, wetland with open water, lake, or reservoir. |
| Winter Sport | An area designated for a winter sport or activity such as a downhill ski area, nordic ski area, sledding hill, toboggan run, recreational ice. The type specified in the comments. |

**Table 17: GRASP® Indoor Component List**

| GRASP® Indoor Component Type | Definition |
|---|---|
| Arts and Crafts | A room with a non-carpeted floor, built-in storage for materials, and a sink. Often adjacent to a kiln room. |
| Auditorium/Theater | A large room explicitly designed as a performance/lecture space that includes a built-in stage, seating and can accommodate stage lighting and sound amplification. |
| Childcare/Preschool | A room or space with built-in secure entry and cabinets, a small toilet, designated outdoor play area. Intended for short-term child watch or half or full-day preschool use. |
| Fitness/Dance | A room with resilient flooring and mirrors. |
| Food - Counter Service | Staffed food service with a commercial kitchen and no waiter services. |
| Food - Full Service | Staffed food service with a commercial kitchen and dining room with waiter services. |
| Food - Vending | A non-staffed area with vending machines or self-service food options. |
| Gallery/Exhibits | A space intended for the display of art, interpretive information, or another type of exhibit. Typically has adequate lighting, open wall space, and room for circulation. |
| Sport Court | An active recreation space such as a gymnasium that can accommodate basketball, volleyball, or other indoor court sports with one or more courts designated in quantity. |
| Track, Indoor | Course with painted lanes, banked corners, resilient surface, and marked distances suitable for exercise walking, jogging, or running. |
| Kitchen - Kitchenette | Area for preparing, warming, or serving food. |
| Kitchen - Commercial | A kitchen meeting local codes for commercial food preparation. |
| Lobby/Entryway | An area at the entry of a building intended for sitting and waiting or relaxing |
| Multi-Purpose Room | A multi-purpose room can host a variety of activities, including events, classes, meetings, banquets, medical, or therapeutic uses. It also includes rooms or areas designated or intended as games rooms, libraries, or lounges. Rooms may be dividable. |
| Patio/Outdoor Seating | Outdoor space or seating area designed to be used exclusively in conjunction with indoor space and primarily accessed through an indoor space. |

| | |
|---|---|
| Retail/Pro-shop | An area for retail sales of sporting equipment, gifts. Typically has direct access from outdoors and can be secured separately from the rest of a building or facility. |
| Sauna/Steam Room | A facility with built-in seating and a heat source intended for heat therapy. May be steam or dry heat. |
| Specialty Services | Any specialty services available at an indoor location. |
| Specialty Training | Any specialty training available at an indoor location that includes gymnastics and circuit training. |
| Weight/Cardio Equipment | A room or area with weight and cardio equipment, resilient or anti-bacterial flooring, adequate ventilation, and ceiling heights appropriate for high-intensity workouts |
| Woodshop | A room with wood-working equipment that contains an adequate power supply and ventilation. |

*Note: Include any component from the outdoor component list as an indoor component*

## C. Inventory Methods and Process

To complete a detailed GIS (Geographic Information System) inventory, the planning team first prepared a preliminary list of existing components using aerial photography and GIS data. Components identified in aerial photos were located and labeled.

Next, field teams visited sites to confirm or revise preliminary component data, make notes regarding sites or assets, and develop an understanding of the system. The inventory for this study focused primarily on components at public parks. Evaluations include assessments to ensure a component was serving its intended function, noting any parts in need of refurbishment, replacement, or removal. The inventory also included the recording of site comfort and convenience amenities such as shade, drinking fountains, restrooms, called modifiers.

Collection of the following information during site visits:

- Component type and geolocation
- Component functionality
  - Based assessment scoring on the condition, size, site capacity, and overall quality. The inventory team used the following three-tier rating system to evaluate these:
    - 1 = Below Expectations
    - 2 = Meets Expectations
    - 3 = Exceeds Expectations
- Site modifiers
- Site design and ambiance
- Site photos
- General comments

## Asset Scoring

All components were scored based on condition, size, site capacity, and overall quality as they reflect the expected quality of recreational features. Beyond quality and functionality of components, however, GRASP® Level of Service analysis also considers important aspects of a park or recreation site. Not all parks are created equal, and their surroundings may determine the quality of a user's experience. For example, the GRASP® system acknowledges the essential differences between identical playground structures as displayed in the following images:

**Figure 53: GRASP® Asset Scoring Comparison**





In addition to scoring components, GRASP®-IT assesses each park site or indoor facility for its comfort, convenience, and ambient qualities. These qualities include the availability of amenities such as restrooms, drinking water, shade, scenery. These modifier values then serve to enhance or amplify component scores at any given location.

Compiled GIS information collected during the site visit includes all GIS data and staff input. This review packet consists of the most recent GIS data displayed by location on an aerial photograph. An accompanying data sheet for each site lists modifier and component scores as well as observations and comments.

Analysis of the existing parks, open space, trails, and recreation systems often determine how they are serving the public. Level of Service (LOS) in parks and recreation master plans defines the capacity of the various components and facilities to meet the needs of the public in terms of the size or quantity given a population or user group.

## D. Composite-Values Level of Service Analysis Methodology

***Level of Service (LOS)*** measures how parks, open spaces, trails, and facilities serve the community. They may be used to benchmark current conditions and to direct future planning efforts.

### Why Level of Service ?

LOS indicates the ability of people to connect with nature and pursue active lifestyles. It can have implications for health and wellness, the local economy, and the quality of life. Further, LOS for a park and recreation system tends to reflect community values. It is often representative of people's connection to their communities and lifestyles focused on outdoor recreation and healthy living.

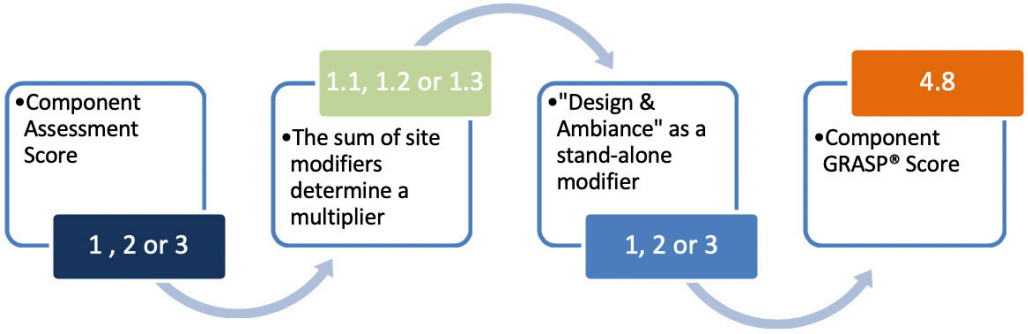
Analysis of the existing parks, open space, trails, and recreation systems determine how the systems are serving the public and the capacity of the various components and facilities to meet the needs of the users or residents.

An analytical technique known as **GRASP® (Geo-Referenced Amenities Standard Process)** was used to analyze the Level of Service provided by assets. This proprietary process, used exclusively by GreenPlay, yields analytical maps and data that may be used to examine access to recreation across a study area.

### GRASP® Score

Each park or recreation location, along with all on-site components, has been assigned a GRASP® Score. The GRASP® Score accounts for the assessment score as well as available modifiers and the design and ambiance of a park. The following illustration shows this relationship. A basic algorithm calculates scoring totals, accounting for both component and modifier scores, every park, and facility in the inventory. The resulting ratings reflect the overall value of that site. Scores for each inventory site and its components may be found in the GRASP® Inventory Atlas, a supplemental document.

**Figure 54: GRASP® Score calculation**



## Catchment Areas

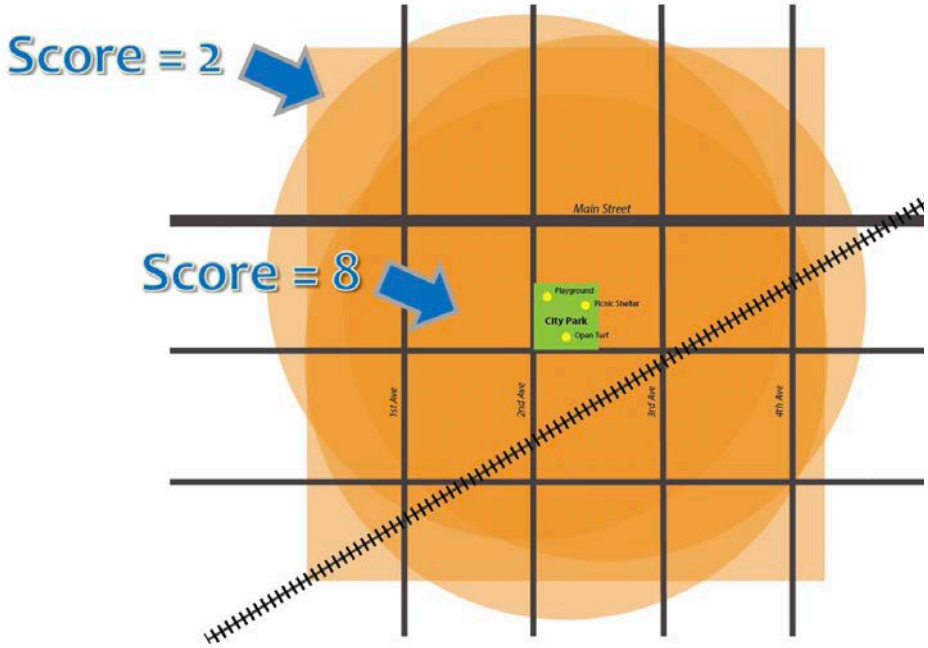
**Catchment areas**, also called buffers, radii, or service area, are drawn around each component. The GRASP® Score for that component is then applied to that buffer and overlapped with all other component catchment areas. This process yields the data used to create perspective maps and analytical charts.

## Perspectives

Maps and data produced using the GRASP® methodology are known as ***Perspectives.*** Each perspective models service across the study area. The system can be further analyzed to derive statistical information about service in a variety of ways. Maps are utilized along with tables and charts to provide benchmarks or insights a community may use to determine its success in delivering services.

Plotting service areas for multiple components on a map produces a picture that represents the cumulative Level of Service provided by that set of elements in a geographic area.

**Figure 55: GRASP® Process**




*This example graphic illustrates the GRASP® process, assuming all three components and the park boundary itself, is scored a "2". The overlap of their service areas yields higher or lower overall scores for different parts of a study area.*

On a map, darker shades result from the overlap of multiple service areas and indicate areas served by more or higher quality components. For any given spot, there is a GRASP® Value for that reflects cumulative scoring for nearby assets. ***Figure 48*** provides an example.

**Figure 56: Example of GRASP® Level of Service (LOS)**




## More on Utilizing GRASP® Perspectives

GRASP® Perspectives evaluate the Level of Service throughout a community from various points of view. Their purpose is to reveal possible gaps in service and provide a metric to use in understanding a recreation system. However, it is not necessarily beneficial for all parts of the community to score equally in the analyses. The desired Level of Service for a location should depend on the type of service, the characteristics of the place, and other factors such as community need, population growth forecasts, and land use issues. For example, commercial, institutional, and industrial areas might reasonably have a lower Level of Service for parks and recreation opportunities than residential areas. GRASP® Perspectives should focus attention on gap areas for further scrutiny.

## E. Brief History of Level of Service Analysis

To help standardize parks and recreation planning, universities, agencies, and parks & recreation professionals have long been looking for ways to benchmark and provide "national standards" for how much acreage, how many ballfields, pools, playgrounds, a community should have. In 1906 the fledgling "Playground Association of America" called for playground space equal to 30 square feet per child. In the 1970s and early 1980s, the first detailed published works on these topics began emerging (Gold, 1973, Lancaster, 1983). In time, "rule of thumb" ratios emerged with 10 acres of parklands per thousand population becoming the most widely accepted norm. Other normative guides also have been cited as traditional standards but have been less widely accepted.

In 1983, Roger Lancaster compiled a book called, "Recreation, Park and Open Space Standards and Guidelines," which was published by the National Park and Recreation Association (NRPA). In this publication, Mr. Lancaster centered on a recommendation "that a park system, at minimum, be composed of a core system of parklands, with a total of 6.25 to 10.5 acres of developed open space per 1,000 population (Lancaster, 1983, p. 56). The guidelines went further to make recommendations regarding an appropriate mix of park types, sizes, service areas, and acreages, and standards regarding the number of available recreational facilities per thousand population. While published by NRPA, the table became widely known as "the NRPA standards," but these were never formally adopted for use by NRPA.

Perspectives used in conjunction with other assessment tools such as community needs surveys and a public input process to determine if current levels of service are appropriate in a given location. Plans provide similar levels of service to new, developing neighborhoods. Or it may be determined that different Levels of Service are adequate or suitable. Therefore a new set of criteria may be utilized that differs from existing community patterns to reflect these distinctions.

Since that time, various publications have updated and expanded upon possible "standards," several of which have been published by NRPA. Many of these publications benchmarked and other normative research to try and determine what an "average LOS" should be. NRPA and the prestigious American Academy for Park and Recreation Administration, as organizations, have focused in recent years on accreditation standards for agencies, which are less directed towards outputs, outcomes, and performance, and more on planning, organizational structure, and management processes. The popularly referred to "NRPA standards" for LOS, as such, do not exist.

In conducting planning work, it is critical to realize that the above standards can be valuable when referenced as "norms" for capacity, but not necessarily as the target standards for which a community should strive. Each city is different, and many factors that are not addressed by the criteria above. For example:

- Does "developed acreage" include golf courses"? What about indoor and passive facilities?
- What are the standards for skateparks? Ice Arenas? Public Art? Etc.?
- What if it's an urban land-locked community? What if it's a small town surrounded by open Federal lands?
- What about quality and condition? What if there's a bunch of ballfields, but they are not maintained?
- And many other questions.

## F. GRASP® (Geo-Referenced Amenities Standards Program)

A new methodology for determining the Level of Service is appropriate to address these and other relevant questions. It is called composite-values methods is applied in communities across the nation in recent years to provide a better way of measuring and portraying the service provided by parks and recreation systems. Primary research and development on this methodology were funded jointly by GreenPlay, LLC, a management consulting firm for parks, open space, and related agencies, Design Concepts, a landscape architecture, and planning firm, and Geowest, a spatial information management firm. The trademarked name for the composite-values methodology process that these three firms use is called **GRASP® (Geo-Referenced Amenities Standards Program.)** For this methodology, capacity is only part of the LOS equation. Consider other factors, including quality, condition, location, comfort, convenience, and ambiance.

Parks, trails, recreation, and open space are part of an overall infrastructure for a community made up of various components, such as playgrounds, multi-purpose fields, passive areas. Explanations and characteristics listed above affect the amount of service provided by the parts of the system follow.

**Quality –** The service provided by a component, whether it is a playground, soccer field, or swimming pool, is determined in part by its quality. A playground with a variety of features, such as climbers, slides, and swings, provides a higher degree of service than one with nothing but an old teeter-totter and some "monkey-bars."

**Condition –** The condition of a component also affects the amount of service it provides. A playground in disrepair with unsafe equipment does not offer the same function as one in good condition. Similarly, a soccer field with a smooth surface and well-maintained grass provide more service than one that is full of weeds, ruts, and other hazards.

**Location –** To be served by something, you need to be able to get to it. The typical park playground is of more service to people who live within walking distance than it is to someone living across town. Therefore, service is dependent upon proximity and access.

**Comfort and Convenience –** The service provided by a component, such as a playground, is increased by having amenities such as shade, seating, and a restroom nearby. Comfort and convenience enhance the experience of using a component and encourages people to use an element. Easy access and the availability of drinking fountains, bike rack, or nearby parking are examples of conveniences that enhance the service provided by a component.

**Design and Ambiance –** Simple observation proves that places that "feel" right, attract people. A sense of safety and security, as well as pleasant surroundings, attractive views, and a sense of place impact ambiance. A well-designed park is preferable to a poorly designed one, and this enhances the service provided by the components within it.

The GRASP® methodology records a geographic location of components as well as the capacity and the quantity of each element. Also, it uses comfort, convenience, and ambiance as characteristics that are part of the context and setting of a component. They are not characteristics of the element itself, but when they exist in proximity to a component, they enhance the value of the component.

By combining and analyzing the composite values of each component, it is possible to measure the service provided by a parks and recreation system from a variety of Perspectives and for any given location. Typically, this begins with a decision on **"relevant components"** for the analysis, collection of an accurate inventory of those components, analysis. Maps and tables represent the results of the GRASP® analysis.

## G. Making Justifiable Decisions

GRASP® stores all data generated from the GRASP® evaluation in an electronic database that is then available and owned by the agency for use in a variety of ways. The database tracks facilities and programs and can be used to schedule services, maintenance, and the replacement of components. In addition to determining LOS, it can project long-term capital and life-cycle costing needs. All portions of the information are in available standard software and can be produced in a variety of ways for future planning or sharing with the public.

The GRASP® methodology provides not only accurate LOS and facility inventory information, but also works with and integrates with other tools to help agencies make decisions. It is relatively easy to maintain, updatable, and creates easily understood graphic depictions of issues. Combined with a needs assessment, public and staff involvement, program, and financial assessment, GRASP® allows an agency to defensibly make recommendations on priorities for ongoing resource allocations along with capital and operational funding.

### Addressing Low-Scoring Components

Components whose functionality ranks below expectations are identified and scored with a "one." Find a list of these as extracted from the inventory dataset below. When raising the score of a component through improvement or replacement, the Level of Service is raised as well. The following is an outline strategy for addressing the repair/refurbishment/replacement or re-purposing of low-functioning components.

I. Determine why the component is functioning below expectations.
   - Was it poorly conceived in the first place?
   - Is it something that was not needed?
   - Is it the wrong size, type, or configuration?
   - Is it poorly placed, or located in a way that conflicts with other activities or detracts from its use?
   - Have the needs changed in a way that the component is now outdated, obsolete, or no longer needed?
   - Has it been damaged?
   - Or, has the maintenance of the component been deferred or neglected to the point where it no longer functions as intended?
   - Does component scores low because it is not available to the public in a way that meets expectations?
   - Is the component old, outdated, or otherwise dysfunctional, but has historical or sentimental value? An example would be an old structure in a park such as a stone barbecue grill, or other artifacts that are not restorable to its original purpose, but which has historical value.

II. Depending on the answers from the first step, a select a strategy for addressing the low-functioning component:
   - If the need for that type of component in its current location still exists, then the component should be repaired or replaced to match its original condition as much as possible.
     - Examples of this would be many of the existing shelters that need shingles or roof repairs. Other examples could be playgrounds with old, damaged, or outdated equipment, or courts with poor surfacing or missing nets.
   - If the need for that type of component has changed to the point where the original one is no longer suitable, then it should be replaced with a new one that fits the current needs.
   - If a component is poorly located or poorly designed to start with, consider relocating, redesigning, or otherwise modifying it.
   - Remove a component because of changing demands, unless it can be maintained in good condition without excessive expense or has historical or sentimental value. Inline hockey rinks may fall into this category. If a rink has been allowed to deteriorate because the community has no desire for inline hockey, then maybe it should be repurposed into some other use.

III. It is possible that through ongoing public input and as needs and trends evolve, there is the identification of new demands for existing parks. If there is no room in an existing park for the requests, the decision may include removal or re-purpose a current component, even if it is quite functional.
   - As the popularity of tennis declined and demand for courts dropped off in some communities over recent decades, perfectly good courts became skate parks or inline rinks. In most cases, this was an interim use, intended to satisfy a short-term need until a decision to either construct a permanent facility or let the fad fade. The need for inline rinks now seems to have diminished. In contrast, temporary skate parks on tennis courts are now permanent locations of their own. They become more elaborate facilities as skateboarding, and other wheel sports have grown in popularity and permanence.
   - One community repurposed a ball diamond into a dog park. The ball diamond is well-suited for use as a dog park because it is already fenced, and the combination of the skinned infield where the dogs enter and natural grass in the outfield where traffic disperses is ideal. In time this facility either becomes a permanent facility or is constructed elsewhere. Or, it could turn out that dog parks fade in popularity like inline hockey rinks are replaced with some other facility that dog owners prefer even more than the current dog park model. Meanwhile, the use of the ball diamond for this purpose is an excellent interim solution.

## List of Low-Scoring Components and Modifiers

**Table 18: Outdoor Low Scoring Components**

| Location | Component | Map ID | Quantity | GRASP® Score | COMMENTS |
|---|---|---|---|---|---|
| Brentwood Park | Playground, Local | C004 | 1 | 1 | Old equipment on sand. |
| Eagle Ranch Park | Playground, Local | C008 | 1 | 1 | Very old. Needs replacement. |
| Eva Dell Park | Playground, Local | C011 | 1 | 1 | Faded on EWF |
| Doris Davies Park | Basketball Court | C030 | 1 | 1 | Nice court, missing one hoop and light is busted. |
| Schmidt Park | Playground, Local | C047 | 1 | 1 | Needs formalized safety surfacing and playground boundary |
| Schmidt Park | Shelter, Large | C048 | 1 | 1 | Broken bricks and bad roofing |
| Schmidt Park | Basketball Court | C049 | 1 | 1 | Tilted hoops, cracked surfacing |
| Schmidt Park | Shelter, Small | C052 | 1 | 1 | Old |
| Grady Trammel Park | Diamond Field | C054 | 1 | 1 | Over grown. No outfield fencing. |
| Grady Trammel Park | Volleyball Court | C055 | 1 | 1 | Hard packed sand and lacking delineation |
| Grady Trammel Park | Shelter, Small | C057 | 3 | 1 | Non-standard shelters with holes in roof. |
| Grady Trammel Park | Playground, Local | C058 | 1 | 1 | Swings on sand |
| Mojave Vista Park | Playground, Local | C101 | 1 | 1 | Graffitied and faded, on EWF, functional but not pretty. |
| Hollyvale Park | Open Turf | C139 | 1 | 1 | Shared with school. |
| Center Street Park | Shelter, Large | C113 | 1 | 1 | No tables. Needs paint and power wash. |
| Eva Dell Park | Garden, Community | C120 | 1 | 1 | Fallen Fruit of Victorville orchard, newly planted. |
| Hollyvale Park | Basketball Court | C073 | 1 | 1 | Needs resurfacing and paint |
| Sunset Ridge Park | Volleyball Court | C081 | 1 | 1 | Hard packed sand lacks any kind of edging. |
| Avalon Park | Open Turf | C129 | 1 | 1 | |
| Hollyvale Park | Diamond Field, Practice | C131 | 1 | 1 | Backstop, No Outfield, fencing in-field, share with school ground |
| Hook Park | Track, Athletic | C090 | 1 | 1 | Track surfacing needs attention |

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**Table 19: Low Scoring Outdoor Modifiers**

| Location | Design & Ambiance | Drinking Fountains | Seating | BBQ Grills | Dog Stations | Security Lighting | Bike Racks | Restrooms | Shade & Shade Trees | Trail Connections | Park Access | On-site Parking | Seasonal Plantings | Ornamental Plantings | Picnic Tables |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Avalon Park | 2 | 2 | 2 | 2 | 0 | 2 | 0 | 2 | 2 | 0 | 2 | 2 | 0 | 2 | 2 |
| Brentwood Park | 2 | 2 | 2 | 2 | 0 | 2 | 0 | 1 | 2 | 2 | 2 | 2 | 0 | 2 | 2 |
| Center Street Park | 2 | 1 | 2 | 2 | 0 | 2 | 1 | 2 | 2 | 0 | 2 | 2 | 2 | 2 | 2 |
| Doris Davies Park | 2 | 1 | 2 | 2 | 0 | 2 | 0 | 1 | 2 | 0 | 2 | 2 | 0 | 2 | 3 |
| Eagle Ranch Park | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 1 | 2 | 2 | 1 | 2 | 0 | 2 | 2 |
| Eva Dell Park | 2 | 2 | 2 | 2 | 0 | 2 | 0 | 2 | 2 | 1 | 2 | 2 | 0 | 2 | 2 |
| Grady Trammel Park | 1 | 2 | 2 | 2 | 0 | 0 | 0 | 1 | 1 | 0 | 2 | 1 | 0 | 0 | 2 |
| Green Tree Golf Course | 2 | 2 | 2 | 0 | 0 | 2 | 0 | 2 | 2 | 0 | 2 | 2 | 0 | 2 | 0 |
| Hollyvale Park | 2 | 0 | 2 | 2 | 0 | 2 | 0 | 1 | 1 | 0 | 2 | 0 | 0 | 2 | 2 |
| Hook Park | 2 | 2 | 2 | 2 | 0 | 3 | 2 | 2 | 2 | 0 | 2 | 2 | 0 | 2 | 2 |
| Las Haciendas Park | 2 | 2 | 2 | 2 | 2 | 2 | 0 | 2 | 2 | 2 | 2 | 2 | 0 | 2 | 2 |
| Liberty Park | 2 | 2 | 2 | 2 | 0 | 2 | 0 | 2 | 0 | 0 | 2 | 2 | 0 | 2 | 2 |
| Mesa Linda Park | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 0 | 0 | 2 | 2 | 0 | 2 | 2 |
| Mojave Riverwalk | 2 | 2 | 3 | 0 | 2 | 0 | 2 | 0 | 2 | 3 | 2 | 1 | 0 | 0 | 2 |
| Mojave Vista Park | 2 | 2 | 2 | 2 | 0 | 2 | 0 | 2 | 2 | 0 | 2 | 2 | 0 | 2 | 2 |
| Old Victor Park | 2 | 2 | 2 | 0 | 0 | 2 | 0 | 0 | 2 | 0 | 1 | 0 | 0 | 2 | 2 |
| Rockview Nature Park | 2 | 0 | 2 | 2 | 0 | 0 | 0 | 1 | 2 | 0 | 1 | 2 | 0 | 2 | 2 |
| Schmidt Park | 1 | 0 | 2 | 2 | 0 | 2 | 0 | 1 | 2 | 0 | 2 | 2 | 0 | 1 | 2 |
| Sunset Ridge Park | 3 | 2 | 2 | 2 | 0 | 2 | 2 | 2 | 2 | 0 | 2 | 2 | 0 | 3 | 2 |
| Village Park | 2 | 1 | 2 | 2 | 0 | 0 | 0 | 0 | 2 | 0 | 2 | 2 | 0 | 2 | 2 |
| Westwinds Sports Center Outdoor | 2 | 2 | 2 | 0 | 0 | 0 | 0 | 1 | 1 | 0 | 2 | 2 | 0 | 0 | 0 |

Red highlighted modifiers scored low. Modifiers in yellow, which were not present at the time of site visits, scored a zero. These scores do not imply that all parks and facilities should have all modifiers but instead that the presence of modifiers positively impacts the user experience.

**Table 20: Indoor Low Scoring Components**

| Indoor Facility/Location | Component | Quantity | GRASP® Score | Comments |
|---|---|---|---|---|
| Pebble Beach Pool | Sport Court | 2 | 0 | Racquetball, unusable. |
| Activities Center | Kitchen - Commercial | 1 | 1 | No appliances. Heating & air are old not effective or efficient. |
| Hook Community Center | Patio/Outdoor seating | 2 | 1 | Small play area for preschool |
| Westwinds Sports Center | Multi-purpose room | 3 | 1 | 2 small conference rooms, 1 mirrored exercise room. |
| Westwinds Sports Center | Sport Court | 5 | 1 | Racquetball courts. Fairly dingy. |

**Table 21: Low Scoring Indoor Modifiers**

| Indoor Facility/Location | Design & Ambiance | Site Access | Aesthetics | Entry | Entry Aesthetics | Building Condition | Entry Desk | Office Space | Overall Storage | Restrooms | Locker rooms |
|---|---|---|---|---|---|---|---|---|---|---|---|
| Activities Center | 2 | 2 | 2 | 1 | 2 | 2 | 0 | 2 | 3 | 2 | 0 |
| Hook Community Center | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 2 | 2 |
| Westwinds Sports Center | 1 | 1 | 1 | 1 | 1 | 1 | 2 | 1 | 2 | 2 | 1 |
| Westwinds Activity Center | 1 | 1 | 1 | 1 | 1 | 1 | 0 | 0 | 2 | 1 | 0 |
| Pebble Beach Pool | 1 | 2 | 2 | 1 | 1 | 1 | 1 | 1 | 0 | 1 | 1 |
| Rockview Nature Center | 2 | 1 | 2 | 2 | 2 | 2 | 0 | 1 | 1 | 1 | 0 |
| Sunset Ridge Community Center | 2 | 2 | 2 | 2 | 2 | 2 | 0 | 1 | 2 | 2 | 0 |
| Bad News Bears Area | 2 | 2 | 2 | 1 | 2 | 2 | 1 | 1 | 2 | 2 | 0 |

Modifiers in yellow, which were not present at the time of site visits, scored a zero. These scores do not imply that all indoor facilities should have all modifiers but instead that the presence of modifiers positively impacts the user experience.

## Further Systemwide Considerations and Recommendations

- Consider the "Acres of Park Land per 1,000 Residents" table when adding land to an existing park or new park locations.
  - 15 acres of developed parkland (Note: Victorville falls significantly below similar-sized communities in terms of acres of parkland and 15 acres would only maintain the current low level of service)
- Consider the "Capacities Analysis" and NRPA Park Metrics comparison table when adding new components at an existing park or new park locations. This table showed the possible need for the following in the next five years based on population projections:
  - Basketball Courts (4*)
  - Community Gardens (4*)
  - Dog Parks (3*)
  - Diamond Field (1)
  - Open Turf area (1)
  - Picnic Ground (1)
  - Playground (1)

- Shelter (1)
- Swimming Pools (2*)
- Skate Parks (5*)
- Tennis Courts (13*)
- Rectangular Fields (1 to 8*)

Notes: *Number needed to match the NRPA median for agencies with similar population density. Consider these carefully and how they impact or apply to Victorville.

### Agency or systemwide considerations

- Develop trails GIS data and consider a trails or multi-modal transportation plan to improve trails access throughout the City.
- Consider refresh or upgrade of the parks in historic Victorville.

### Park or location-specific considerations

- Avalon Park
  - The shelters are non-standard
- Brentwood Park
  - Replace the playground structure
  - Replace sand with an accessible surfacing
  - Build additional shade structures
- Center Street Park
  - Consider a chain across diamond field access to prevent driving on the field
  - Return tables to the picnic shelter
- Doris Davis Park
  - The swimming pool and building need refurbishment and modernization
  - Consider adding more shade in the northwest corner of the park
  - Consider new accessible playground surfacing
- Eagle Ranch Park
  - The diamond field is a candidate for becoming a dog park
  - The playground needs replacement
  - Improve the hard-packed volleyball sand
- Grady Trammel Park
  - Repair roofs on shelters
  - Repave parking lot
  - Uncover dugouts from overgrowth
  - Reopen restrooms
- Hollyvale Park
  - Consider adding a shelter
- Hook Park
  - Consider these diamond fields as the community standard
  - Consider upgrading the playground to a destination playground
  - Improve the athletic track surfacing
- Las Haciendas Park
  - Playground surfacing needs repair
  - Consider replanting trees in the plaza area
- Liberty Park
  - Consider adding a shelter

- Mesa Linda Park
  - Consider adding a shelter
  - Volleyball court needs a border to retain sand
  - Repair decommissioned playground slide
- Schmidt Park
  - Repair tennis courts
  - Repair basketball court surfacing and goals
  - The picnic shelter needs roofing and brick repair
  - Playground needs surfacing and boundary
- Sunset Ridge Park
  - Address volleyball court surfacing and boundary issues
- Village Park
  - Consider adding a restroom

## H. Level of Service Improvements

### Addressing Lower and No Service Areas

One way of using the GRASP® Perspectives is to consider the prioritization of identified gap areas. For example, in the walkable access analysis, several regions with low or no service were identified. Further investigations of these areas can help when prioritizing future improvements or recreation opportunities. Future growth or subdivision development may significantly impact future gap areas. Prioritization of improvements may consider multiple factors, including providing maximum impact to the highest number of residents. Social equity factors, such as average household income, could also influence priorities.

#### Component Inventory and Assessment

Maintaining and improving existing facilities typically ranks very high in public input. Existing features that fall short of expectations should be enhanced to address this concern. Elements have been assessed based on condition and functionality in the inventory phase of this plan. Identify and treat those with low scores, as explained below. The assessment should be updated regularly to assure the upgrade or improvements of components as they are affected by wear and tear over time.

#### Addressing Low-Scoring Components

Low scoring components are discussed previously in ***Section G.***

#### Booster Components

Another way to enhance the level of service is through the addition of booster components at specific park sites or recreation facilities. These are most effective in low-service areas where parks exist that have space for additional components.

#### High Demand Components

The statistically-valid survey asks respondents to rank facilities by importance based on those they felt the city needed to add or improve. Consider these high demand components when adding new elements to the system.

The highest priority for added, expanded, or improved recreation activities listed by survey respondents are:

a. Improved comfort and convenience amenities such as restrooms
b. Increase trail connectivity and trail access
c. Splash pad, water features/aquatic facilities
d. Playground/playground equipment
e. Event Spaces
f. Additional open space/natural areas

Many of these needs may be addressed by upgrading facilities, retrofitting lesser used assets, and by adding components that could serve as future program opportunities:

## Trends in Parks and Recreation

Trends to consider when deciding what to do with low-functioning facilities, or improving existing parks to serve the needs of residents, include things like:

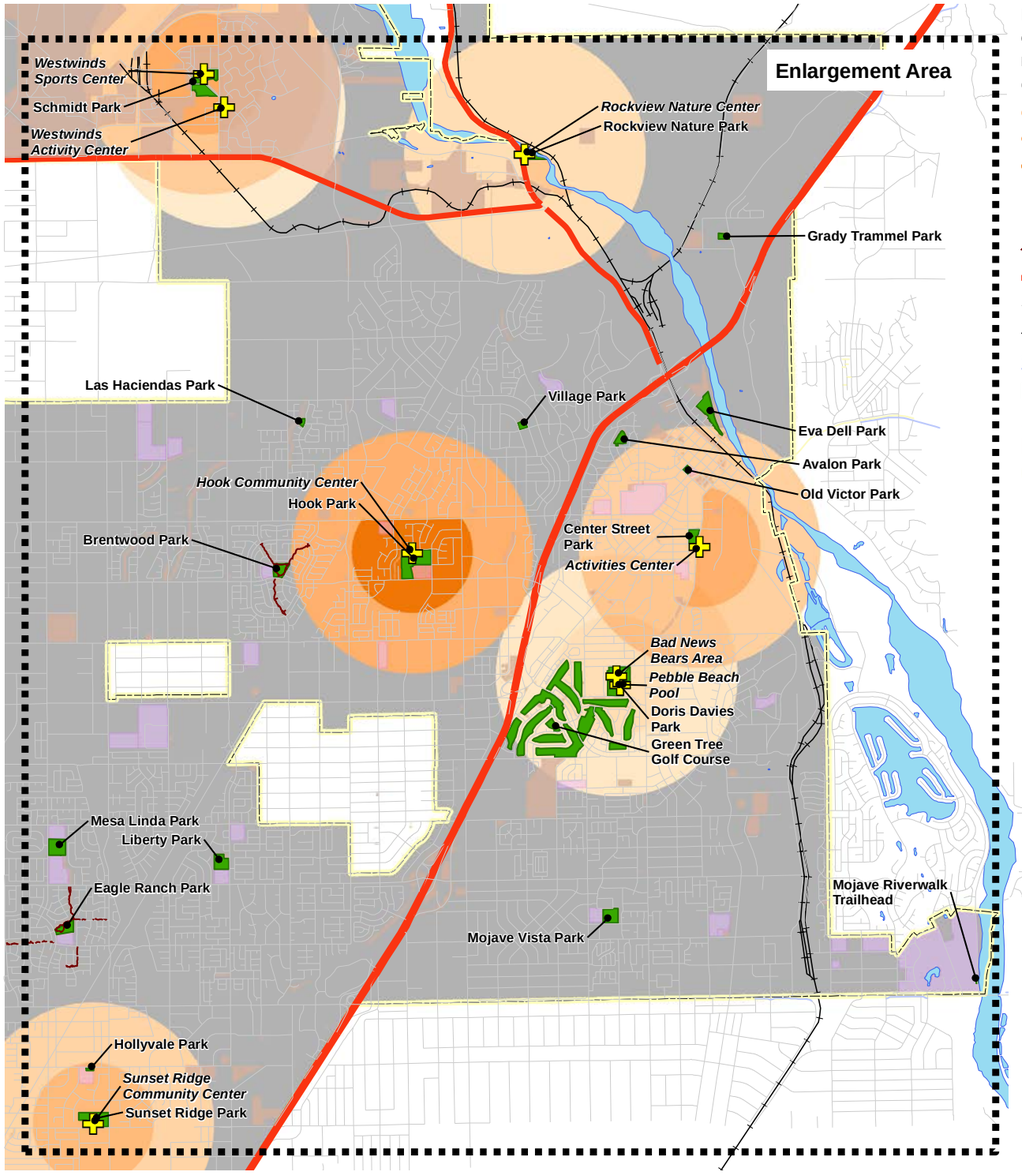
- Dog parks continue to grow in popularity and may be related to an aging demographic in America. It is also a basic form of socializing for people who may have once socialized with other parents in their child's soccer league. Now that the kids are grown, they are enjoying the company of other dog owners at the dog park. And for singles, a dog park is an excellent place to meet people.
- Skateboarding and other wheel sports continue to grow in popularity. Distributing skating features throughout the community provides greater access to this activity for younger people who cannot drive to a more extensive centralized skate park. Add skate features can to neighborhood parks in place of larger skate parks.
- A desire for locally-grown food and concerns about health, sustainability, and other issues is leading to the development of community food gardens in parks and other public spaces.
- Events in parks, from a neighborhood "movie in the park" to large festivals in regional parks, are growing in popularity to build a sense of community and generate revenues. Providing spaces for these could become a trend.
- Spraygrounds are growing in popularity, even in colder climates. An extensive and growing selection of products for these is raising the bar on expectations and offering new possibilities for creative facilities.
- New types of playgrounds are emerging, including discovery play, nature play, adventure play, and even inter-generational play. Some of these rely upon movable parts, supervised play areas, and other variations that are different from the standard fixed "post and platform" playgrounds found in the typical park across America. These types of nature-based opportunities help connect children and families to the outdoors.
- Integrating nature into parks by creating natural areas is a trend for many reasons. These include a desire to make parks more sustainable and introduce people of all ages to the natural environment.

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# APPENDIX B: GRASP MAPS

## Access to Indoor Recreation Opportunities

### Victorville, CA




**Legend**

GRASP® Level of Service

Range: 0 to 67

- No Access within 1-mile
- Less Access to Quality Recreation
- More Access to Quality Recreation
- Components
- Indoor Facilities
- Trails
- Freeway/Highway
- Road/Street
- Railroad
- Lakes/Rivers
- Park
- School
- Other City Owned Property
- City Boundary

N W E S

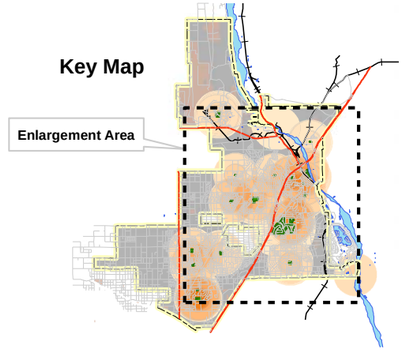
0 0.25 0.5 1 Miles


Map Produced For Victorville, CA - By The GRASP® Team
This Map Is Intended For Planning & Discussion Purposes Only -
Please Refer To The Project Document For Map Details
Legend Elements May Vary Slightly In Size, Color And Transparency
From Those Shown On Map GIS Data Sources Include:
City of Victorville, ESRI, GRASP® Team


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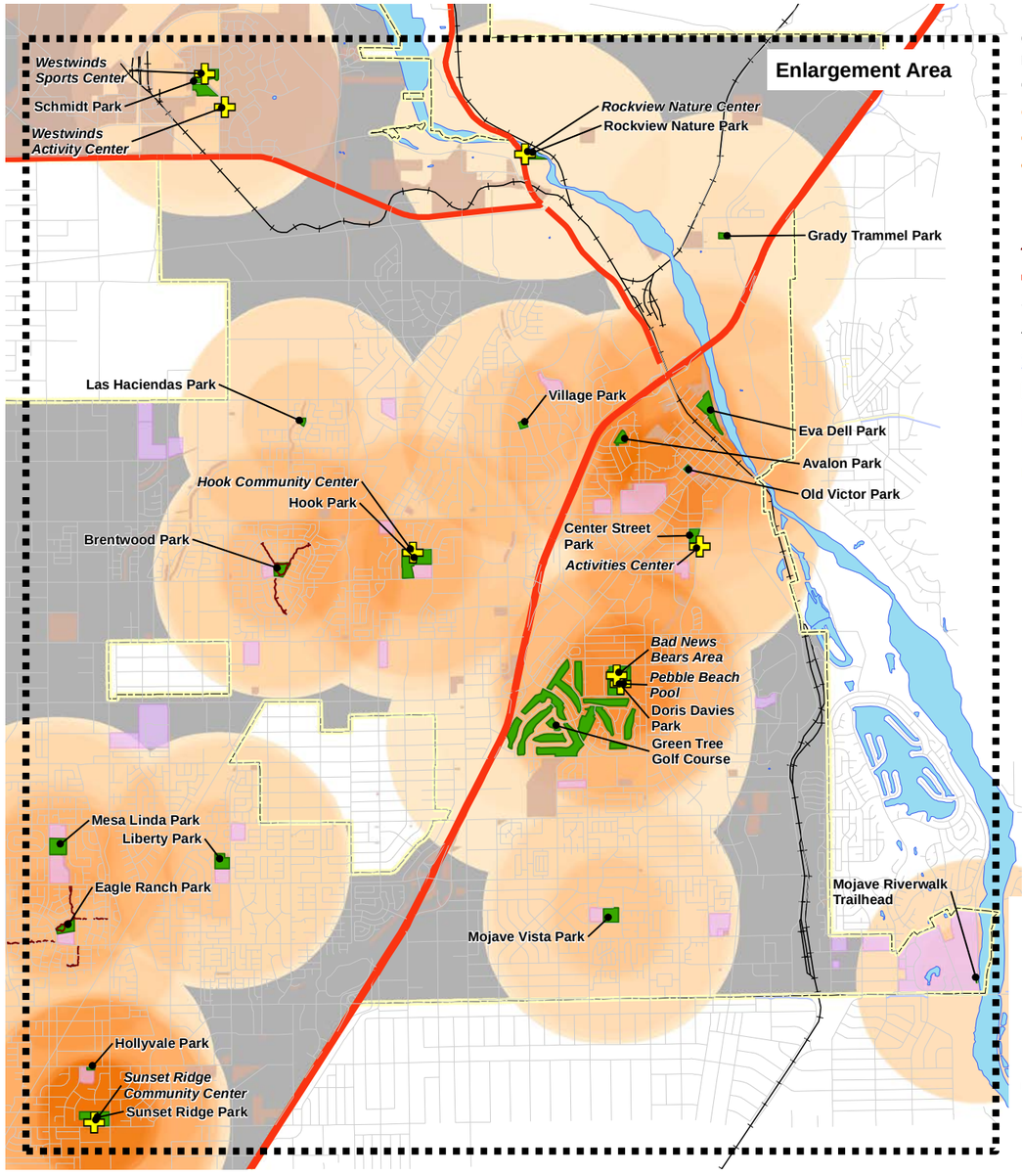

Service Layer Credits:


**Key Map**



# Neighborhood Access to Outdoor Recreation Opportunities

## Victorville, CA




**Legend**

**GRASP® Level of Service**

**Range: 0 to 223**

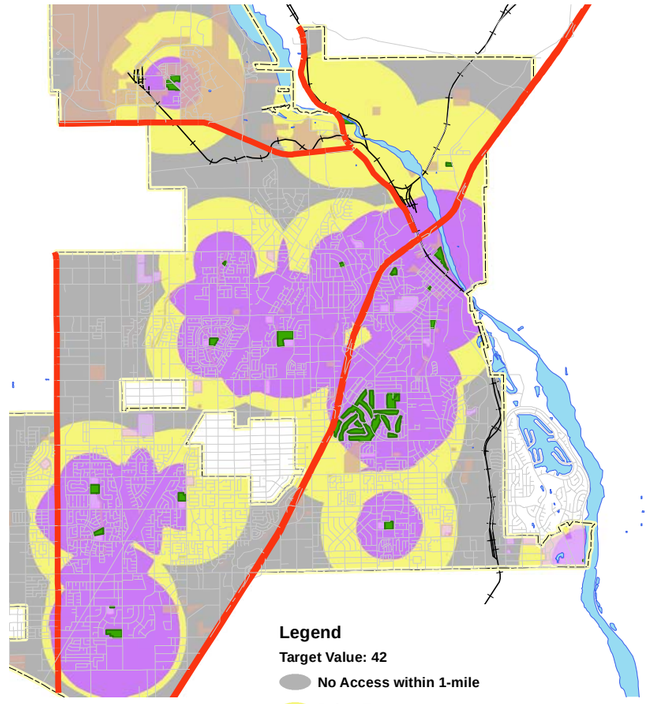
- No Access within 1-mile
- Less Access to Quality Recreation
- More Access to Quality Recreation
- Components
- Indoor Facilities
- Trails
- Freeway/Highway
- Road/Street
- Railroad
- Lakes/Rivers
- Park
- School
- Other City Owned Property
- City Boundary

N W E S

0 0.25 0.5 1 Miles

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City of Victorville, ESRI, GRASP® Team
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### Gap Analysis

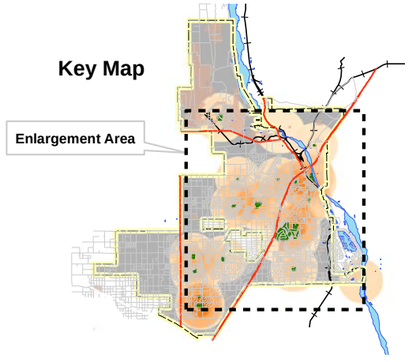


**Legend**

**Target Value: 42**

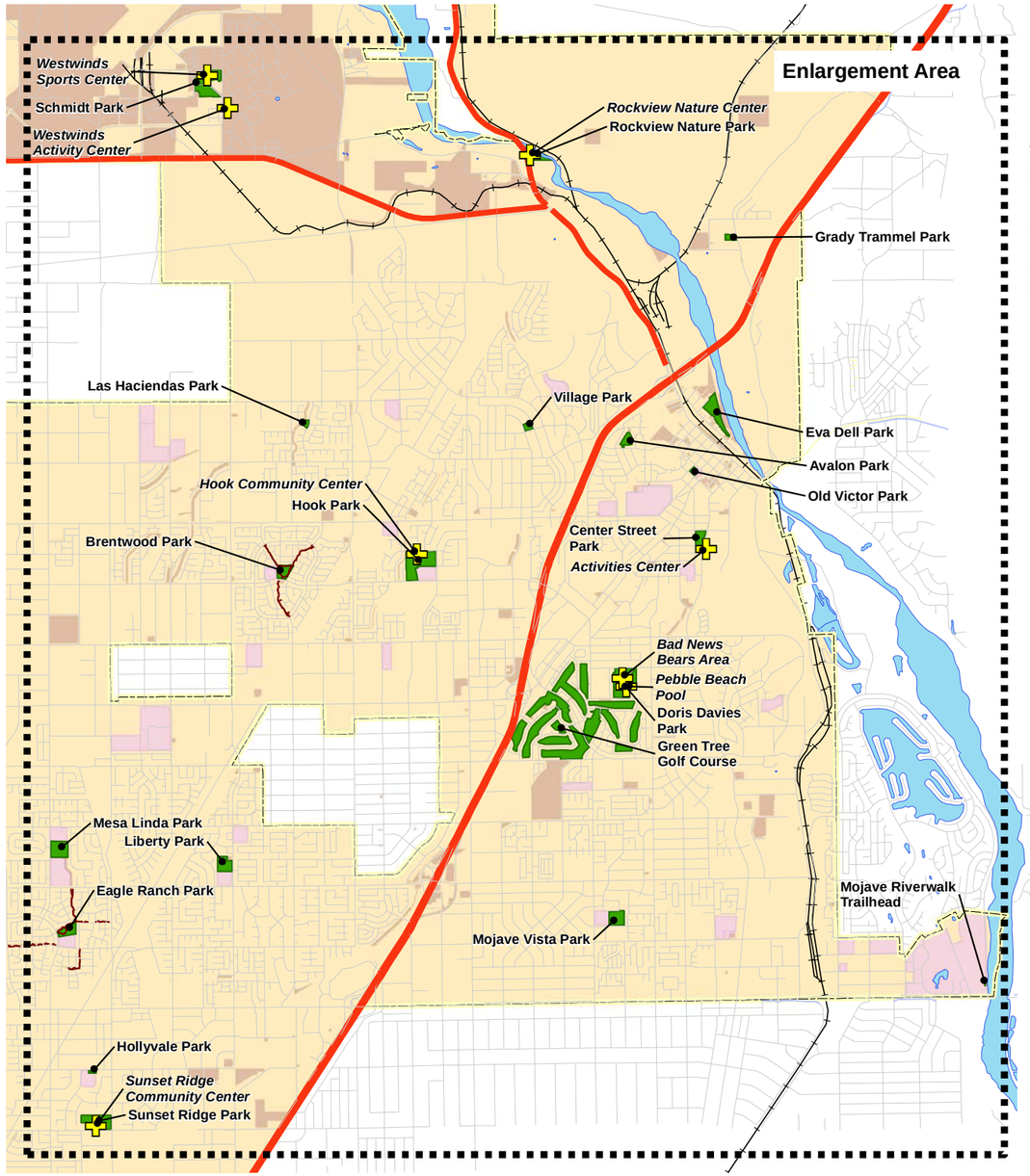
- No Access within 1-mile
- Below Target
- At or Above Target

### Key Map



# Parks and Recreation System Map

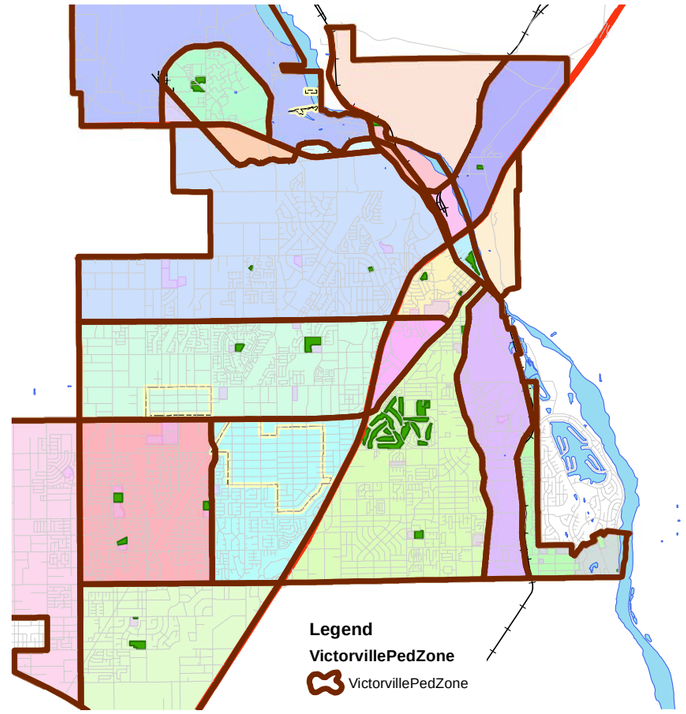
## Victorville, CA




**Legend**

- Components
- Indoor Facilities
- Trails
- Freeway/Highway
- Road/Street
- Railroad
- Lakes/Rivers
- Park
- Other City Owned Property
- School
- City Boundary

### Pedestrian Barriers

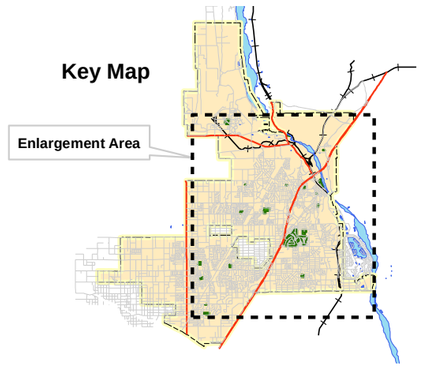



N W E S

0 0.25 0.5 1 Miles

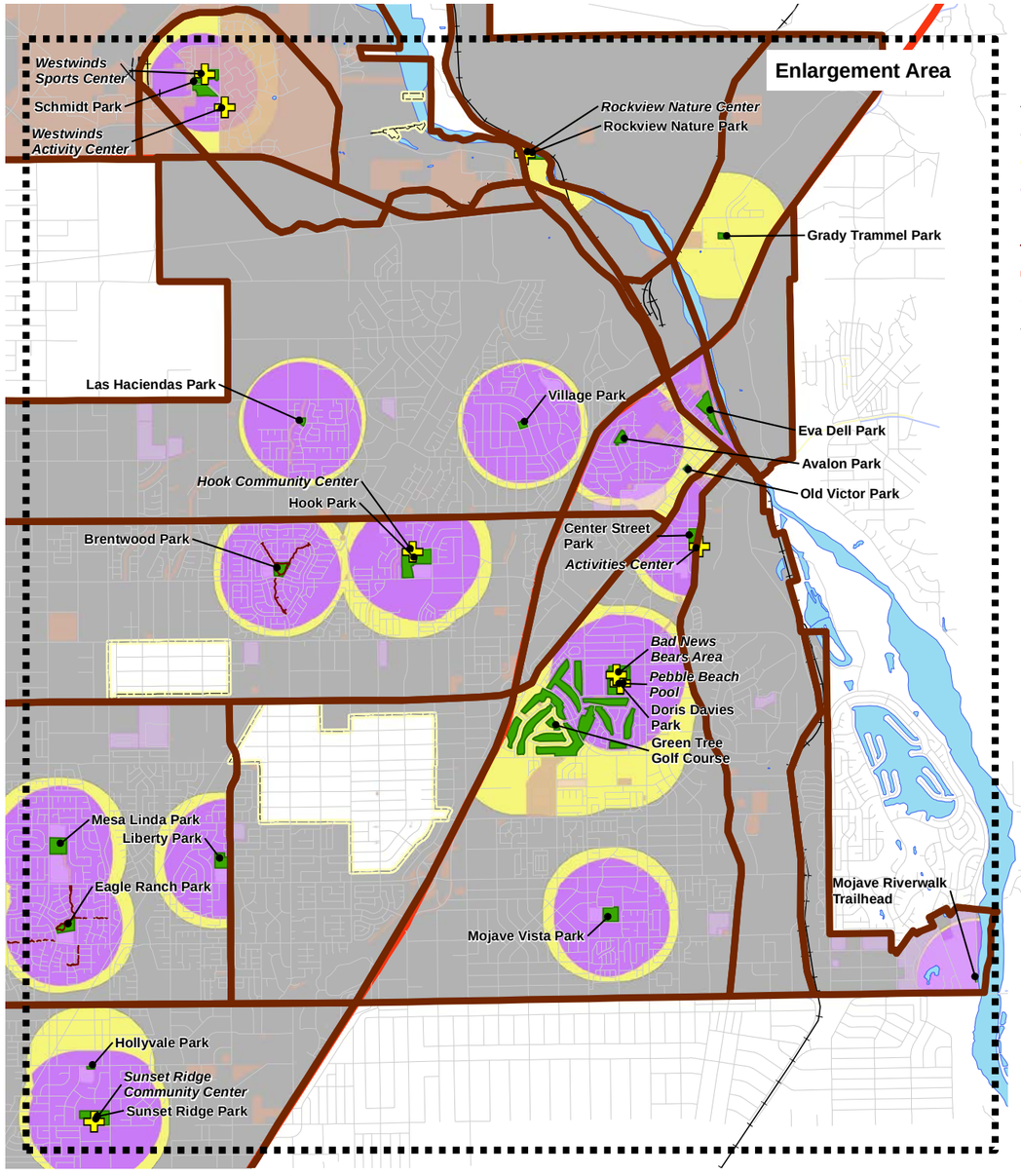
Map Produced For Victorville, CA - By The GRASP® Team
This Map Is Intended For Planning & Discussion Purposes Only -
Please Refer To The Project Document For Map Details
Legend Elements May Vary Slightly In Size, Color And Transparency
From Those Shown On Map GIS Data Sources Include:
City of Victorville, ESRI, GRASP® Team
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### Key Map



# Walkable Access to Outdoor Recreation Opportunities

## Victorville, CA




**Legend**

GRASP® Gap Analysis

Target Value: 42

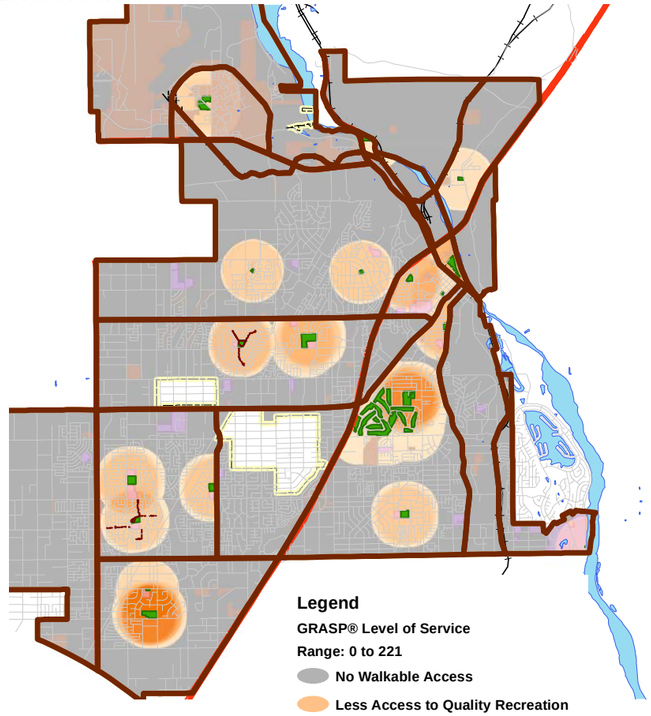
- No Access within 1-mile
- Below Target
- At or Above Target
- Indoor Facilities
- Trails
- Freeway/Highway
- Road/Street
- Railroad
- Lakes/Rivers
- Park
- Other City Owned Property
- School
- City Boundary

N W E S

0 0.25 0.5 1 Miles

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## Level of Service



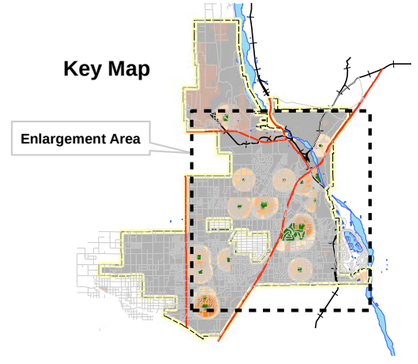
**Legend**

GRASP® Level of Service

Range: 0 to 221

- No Walkable Access
- Less Access to Quality Recreation
- More Access to Quality Recreation

**Key Map**



# APPENDIX C: MAINTENANCE AND OPERATIONAL GUIDELINES

## Maintenance and Operational Guideline 1: Maintenance Level of Service

In an effort to increase the public's use of the park system, it is worthwhile to consider how to improve the perception and reality of park maintenance levels. There are many potential reasons for the public's weak impression of park system maintenance and some valid reasons why the level of maintenance may be below expectations. These reasons include lack of funding, unrealistic expectations on behalf of the public, City-wide priorities that compete for funding, maintenance operations suffering because staff is utilized for events/programs, contracted maintenance firms under-performing, or perhaps a combination of many of the above. Below are some suggestions for potential methods of improving maintenance.

The City should expand the current tiered approach that classifies parks into groups based upon maintenance needs. Expanding the tiered system approach currently in place could improve consistency in the level of maintenance service throughout the park system to further help maintenance staff and/or contractors understand which types of parks require more (or less) maintenance. Providing specific, tier-based level of maintenance service requirements which include frequencies of trash pickup, and bathroom cleanings, and turf repair and renovation could also help highlight that level of service expectations differ from park to park because of use levels or location of the park reference to natural areas or nearby trails or other high levels of use.

Park categories based on size, function, and character could help determine maintenance needs. It may be helpful to include middle tiers that encompasses special needs, such as specific issues related to graffiti, used needles and bottles, and the homeless populations that occupy those spaces. Also, more passive use parks such as the neighborhood and regional open spaces may require more maintenance such as intensive brush clearing depending upon the type of land management desired. The tier systems should ultimately be decided by the parks' maintenance leadership based on similar levels of maintenance.

Written maintenance standards appear to not be well documented or shared with the public as a metric for everyone to follow and compare. Creating a set of written maintenance standards that recreation staff have access to could allow for a greater percentage of City staff that may review and understand the maintenance expectations of each park (or tier of parks), thus creating a shared vision for the level of maintenance the parks should have while simultaneously enlisting a larger number of staff to help identify any potential maintenance deficiencies. As other departments do effectively during city budget decisions, an agreed upon standards, once determined, can be used to calculate park staff requirements and if not currently funded to an appropriate level, could be used to show where staff may have gone above and beyond in the past, but will not be able to reach this level again without additional staffing.

For special events and programs, many municipalities utilize in-house staff to supplement the level of cleaning/trash removal that contracted maintenance companies provide for the permitted special event. While this improves the experience of the special event/program at one park site, pulling staff away from their typical duties may lead to maintenance neglect at other park sites. It is recommended that full maintenance, including damage repair and renovation, be done by way of private contractor paid for by the permit system for these special events.

## Maintenance and Operational Guideline 2: Quality Assurance

It is recommended that dedicated staff is provided to perform quality assurance reviews of each park site periodically. Staff should utilize a work order system to help schedule regular quality assurance inspections and to provide oversight on maintenance operations. The frequency of park quality assurance reviews should align with the tiered category, for example, six reviews for top tier parks, four reviews for middle tier parks, and three reviews for the lowest tier of parks.

The review checklist should be thorough and should include categories such as, but not limited to, landscape and irrigation, sports field wear-and-tear, building interior and exterior cleanliness, playground/site furnishings conditions, trash removal status, park staff/maintenance, staff friendliness, and general park aesthetics. Having dedicated staff responsible for quality assurance helps protect against the potential for subjectivity during the review process and developing objective, quantifiable review sheets will increase quality. Having the same staff member review all park sites, helps standardize the results. Reviewing sites using multiple different staff members that use subjective evaluation methods should be avoided as it leads to distorted findings.

Increased quality assurance measures help objectively identify what is working well and also identify areas for improvement. The end goal should be the further refinement of maintenance operations that ensure that the public's experience of a park consistently meets or exceeds their expectations.

Consider adding additional staff to assist with the maintenance procedures and continue proper quality assurance through management, instruction, and design. Consider partnering with maintenance groups and associations to encourage trash day events, tree planting, and general maintenance to allow the community to take part and pride in the park system.

It is recommended that staff continue investing in their professional development through CPRS Maintenance Management School or other similar courses, or by prioritizing networking with park maintenance staff from nearby municipalities. Opportunities to share the successes maintenance staff are experiencing while simultaneously learning new ideas about how other municipalities are addressing similar challenges may refine the maintenance processes of park maintenance.

## Maintenance and Operational Guideline 3: Technology

Technology continues to change how we communicate as a culture, so it is important to regularly evaluate how well the current methods of communicating to, and receiving feedback from, the public are working.

Online public input systems that integrate numerous different aspects of recreation work including, but not limited to, league scheduling, reservations, rentals, passes, and registrations are becoming more robust each year.

As new sports lighting projects are designed, it is important to continue to specify a lighting control system that can be controlled remotely as well as be used to connect and control existing lighting systems. This form of master controls can save operational money and improve on energy use as well. Similar technologies exist for master irrigation control systems that can be controlled remotely and can be made to monitor leaks, efficiencies of application and overall water usage. With this information available, field repairs can be made that are beneficial in saving water and identifying problems early on, prior to water losses or erosion related damage.

## Maintenance and Operational Guideline 4: Safety

A formal written process is recommended to be developed for how to evaluate and make important decisions which directly relate to the public's health, safety, and welfare regarding when park infrastructure is damaged. If a portion of a park site does need to be shut down due to safety concerns, dated photographic documentation showing installed warning flagging, barricades, or signage should be obtained.

It is important to review the processes and After-Action Reports with management staff to consider if opportunities for improvement exists. Such reports provide a glimpse into how well staff is trained to respond to situations using sound judgment. Consider continued use and upgrade of security and surveillance systems to promote and monitor safety around facilities. Utilize Crime Prevention Through Environmental Design (CPTED) concepts to ensure proper site lines and safe routes for maintenance teams.

From a public relations standpoint, when a portion of a park site needs to be shut down for maintenance, it is beneficial to provide signage that includes Victorville branding, a number that can be called and a website address that can be visited if the public has questions regarding the closure. The number called could potentially connect to a voice message that provides information regarding the start date of the closure, the reason for the closure and the work being performed, the anticipated opening of the site, and a "thank you" from the City for the public's patience. This "Frequently Asked Questions" voice message provides transparency for the public and frees up staff to perform their typical job responsibilities and spend less time answering the common questions.

## Maintenance and Operational Guideline 5: Accessibility

Park maintenance staff that oversees construction should receive training in U.S. Access Board/State of California accessibility standards. Some municipalities undertake small park infrastructure renovation projects, and these projects typically do not go through a formal permitting process where accessibility review takes place. As such, the maintenance staff that oversee these projects need to be able to identify if a proposed solution adheres to accessibility codes and confirm with the Building Department even if a formal permit process is not pursued. Alternatively, the park maintenance division can have one staff member trained in accessibility review and then set up a process so that these renovation projects are reviewed by the trained staff member prior to ordering materials or commencing with construction activities. A third option is to simply hire a third-party accessibility consultant to review proposed projects prior to construction. While this additional step in the process may require time and money, developing park infrastructure that does not meet current accessibility codes and subsequently being required to replace this infrastructure or dealing with litigation that arises because of non-compliant construction is much costly.

A key concept that must be kept in mind, is that public programs and services, when viewed in their entirety, must be accessible to people with disabilities, but not all duplicate facilities must necessarily be made accessible. For example, if a city has multiple playgrounds in a park, not all playgrounds need to be made accessible. As long as each experience and each level of age group the playgrounds are designed for is made accessible, then it is possible to not make them all accessible. However, at least one swing, one slide, one platform and one climbing area would need to be made accessible in that particular park. If one citywide swimming pool is being made fully accessible the city may or may not have to bring all other swimming pools in the city up to full standards. However, the city should take into account the geographic distribution of the sites, the availability of public transportation, the hours of operation, and

the particular programs offered at each site so that the swimming program as a whole is accessible to and usable by people with disabilities.

Since ADA is a civil rights law, make sure that people with disabilities or physical challenges have access to a reasonable number of choices for experiences that a person without a disability has access to. It is also possible to prioritize the removal of barriers based on safety, out of direction work-arounds, volume of expected use and the uniqueness of the experience. The courts have recognized limitations on fiscal budgets for cities. However, cost by itself does not remove the responsibility on removing the ADA barrier. As long as a city continues to dedicate some level of funding for these barrier removals and a logical approach has been taken to prioritize them, some flexibility is possible.

All ADA recommendations need to follow the latest ADA transition plan posted on the City of Victorville's webpage. This report is a review of access to programs, services, activities, events, facilities, parks, and public rights-of-way by individuals with disabilities in order to determine if any discriminatory or potentially discriminatory practices, policies or procedures exist. It includes recommendations based on the above review.

Another key concept is that public entities have an ongoing obligation to make programs and services accessible to people with disabilities. This means that if many access improvements are needed, and there are insufficient resources to accomplish them in a single year, they can be spread out over time. It also means that rising or falling revenues can affect whether or not an access improvement can be completed in a given year. What might have been seen as an undue burden during an economic downturn could become possible when the economy improves, and revenues increase. Thus, public entities should periodically reassess what steps they can take to make their programs and services accessible. Public entities should also consult with people with disabilities in setting priorities for achieving program access.

Any time a park is being renovated for any use addition or upgrade, a review of the ADA issues in this park should be conducted and a determination made if ADA improvements that are near the areas of renovation, can be added at the same time. For example, if a parking lot is to be resealed, then ADA striping, parking spaces, path of travel and signage should be added. However, if the adjacent walkway system does not have the appropriate ramps and walkway conditions, then these improvements should be added to the project. If, however, the City cannot afford to do these additional improvements, then the City should not imply that the full path of travel to a park destination is being provided.

Trails do not need to be hard constructed of surface such as concrete or asphalt. However, a firm surface is required for ADA access compliance. This surface can be made of any material as long as it results in a firm wheelchair capable pathway. As mentioned above, not all trails will be required to be accessible, as long as each location, view, destination or amenity that is experienced in the park along this trail has at least one accessible surface.

Some accessibility standards that maintenance staff can have a direct hand in replacing include benches, trash receptacles, picnic tables, grills, camping facilities, picnic facilities, and viewing areas, as described in the U.S. Access Board Standards for Outdoor Developed Areas. Additionally, training key staff in CPTED principles will also benefit Victorville Parks.

## Maintenance and Operational Guideline 6: Sustainability

After protocols have been established to protect the Environmentally Sensitive Habitat Areas in several of the Victorville parks, maintenance staff should be trained on how to protect the resources and provided maps highlighting these locations. This information will need to be repeated at a regular frequency (i.e. annually) due to staff turnover, and newly hired staff should also be provided with a map/list of the natural resource locations and the appropriate training.

Since Victorville manages the maintenance of landscaped areas internally, they do not need specific protocol for contracted maintenance companies. At this point only tree trimming is maintained by an outside source and should not impact any Environmentally Sensitive Habitat Areas. If Victorville decides to utilize contracted maintenance companies in the future, this same natural resources protection information will need to be provided to maintenance contractors at reoccurring intervals. Protecting sensitive natural resources with third party maintenance contractors will require diligence considering new maintenance staff that is unfamiliar with the nuances of site-specific natural resource protection will frequently be used to maintain the park. Inconspicuous signage that informs maintenance staff while minimally impacting the natural experience of the park may be useful. Once natural resource protection protocols are in place, it is advisable to include them in maintenance contracts so that contractors can be commended for their good performance, or alternatively, held accountable for their negligence.

In general, park projects should utilize landscape plant species adapted to Victorville's climate; those that require minimal supplemental irrigation, fertilization, or pruning once established. Existing parks which contain irrigated turf areas that experience infrequent use could be converted into native grass areas or low water use planting beds to conserve water. If potable water is currently being used to irrigate landscapes, an analysis of reclaimed water utility infrastructure may reveal opportunities to retrofit existing park irrigation systems and connect to adjacent reclaimed water utilities.

To protect Victorville's water bodies, staff training should continue in Integrated Pest Management (IPM) principles which effectively control pests while also minimizing the application of toxic chemicals. Staff that oversees construction projects where soil is disturbed should take National Pollutant Discharge Elimination System (NPDES) training courses to gain an understanding of stormwater best management practices and ensure soils from construction related activities are not transported away from the construction site. Where irrigated turf currently exists directly adjacent to water bodies, consider providing a vegetated buffer with plants/grasses that do not require fertilization between the turf and the water body to help protect the water body from eutrophication.

For the older parks within the Victorville recreation system, long range budgeting for complete replacement of aging facilities may be warranted. While it can be difficult to secure funding to completely rebuild an existing facility, good record keeping regarding the costs to address outdated facilities in need of replacement using a "band aid" maintenance strategy can be helpful. Simultaneously casting a new, energy efficient, exciting vision for new facilities may prove successful, especially if the vision for the park replacement is master planned utilizing a phased approach. Lastly, an Energy Audit of existing facilities will help identify areas where energy efficiency can be improved and may also provide useful information that helps prioritize the replacement of the least energy efficient parks.

## Maintenance and Operational Guideline 7: Develop a Maintenance Manual

Below are specific recommendations for creating a maintenance manual for the City of Victorville.

Develop a Maintenance Manual that details park maintenance and operation tasks on a daily, weekly, and monthly basis. The Maintenance Manual may include existing specifications as well as the following:

A. Outline clearly written maintenance objectives and frequency of care for each amenity based on the desired outcomes for a quality visitor experience in maintaining the parks for safety, aesthetics, recreation, and sustainability including:
   - Landscape bed design, planting, and maintenance standards
   - Landscape turf and right of way mowing and maintenance standards
   - Tree and shrub planting and maintenance standard
   - Equipment maintenance and replacement standard
   - Integrated Pest Management Plan

B. Formalize and schedule park facility inspections including playgrounds, specialized facilities such as skate parks, high-use visitor areas and buildings.

C. Design standards for the development of park features such as sports fields, trails, and buildings.

D. Prepare a preventative maintenance plan developed for all park locations.

E. Develop a life-cycle maintenance plan for buildings and park amenities. This should be built into daily operations, yearly capital improvement plans, and budgetary requests to maximize the value and useful life of these assets.

F. Develop a soil management plan which includes regular soil testing in order to avoid issues with plant die-back and sparse or soggy turf conditions. The plan should include at a minimum:
   - Soil type and texture
   - Infiltration rate
   - pH
   - Soluble salts and sodium
   - Identification of limiting soil characteristics
   - Planned soil management actions to remediation limiting soil characteristic
   - Evaluate additional opportunities to “naturalize” many existing facilities, especially those built near and around creeks and other drainages. This could include the elimination of turf in areas of little public use and expansion of riparian and natural areas
   - Expand the centrally-controlled irrigation system with soil sensors and an automated evapotranspiration (ET) based irrigation control and scheduling system that allows control of multiple sites to exact specifications and daily changes to all City parks
   - Establish an Estimated Annual Water Use (EAWU) for various hydro-zones such as turf, sports fields, and shrub beds
   - Expand the latest Model Water Efficient Landscape Ordinance (MWELO) standards for controller and weather sensing

G. Expand a process of evaluation and refinement to measure park maintenance success through established performance standards that should include:
   - Establish park maintenance standards and frequency rates and tracking over several years
   - Establish and track the cost per acre for each park and park type and tracking over several years
   - Establish a minimum of training hours per year per employee with reevaluation of success of training and new requirements due to legislative changes
   - Equipment replacement schedules to be met and funded to the replacement outcomes desired

H. Develop a Sustainable Performance System with responsibility for the program handled by a dedicated Conservation Coordinator. The performance system should include at a minimum:
   - Native plant policy—eco-region
   - Track utilities—partnership with utilities
   - Recycling program
   - Green waste composting
   - Demonstration gardens
   - Use of alternative energy sources
   - Integrated Pest Management Program reflective of consistently changing needs of an urban park system
   - Habitat development beyond mitigation sites
   - Community gardens
   - Stormwater retention
   - Human health, well-being, and community values

I. Consider and establish policies appropriate for the installation and management of synthetic playing fields including:
   - Synthetic fields should be installed only at facilities which also have lights for night-time play
   - Synthetic fields should be budgeted as a fixed asset and fully depreciated over the life of the "surface"
   - A policy that states synthetic fields will be open for play except under extreme weather conditions
   - Shade areas should be used for cooling over synthetic turf for sideline areas
   - Wind breaks should be designed to protect users from wind and cool season weather using landform, trees, and refuges with CPTED procedures

J. Develop a digital system of inventory and work process management through a cloud enterprise software suite:
   - Utilize data management tools to help process work orders
   - Generate a system of requests for community members to submit or report issues
   - Allow for adequate staff training and utilization of the system
   - Build in workflow procedures to maximize usage and efficiency of work orders
   - Generate a life cycle expectancy for site amenities and factor in costs associated with replacement of furniture and equipment for annual funding abilities

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# APPENDIX D: TRAILS GUIDELINES

## Trails Guideline 1:
## Identify open space areas that could benefit from new trails

***Figures 57-67*** indicate locations where possible trails may occur. Given the sprawling and open nature of Victorville, various trails could be developed and adopted to protect these from being further eliminated by future development. Specific connections throughout the city where unpaved trails can be provided that connect the system of parks and open space should be investigated further for land ownership, development likelihood in the area as well as costs and other environmental conditions. When deciding locations for linear facilities, areas of significant habitat value within open space systems should be avoided.

## Trails Guideline 2:
## Develop plans to build new trails through open space areas

It is recommended that the City develop plans for the design and construction of new trails that would include the cost of developing the plans and construction of the trails (including mountain biking trails) as part of a Capital Improvement Program or as a condition of approval for discretionary land development permit processes. Areas with valuable natural habitat should be avoided to the maximum extent feasible to preserve and protect those natural values including wildlife. These resources should not restrict human use and trails next to them unless they are very sensitivity to human activities.

## Trails Guideline 3:
## Locate new trails in new development where appropriate

The City should work with applicants of discretionary projects to coordinate the inclusion of trails within new development where appropriate. If the actual trails are not constructed, then make sure, at a minimum, that trail and open space easements are provided to the City for the development of a trail system. It is preferred, however, to have the developer build the trails so that they are done in a timely manner and that they are done to benefit future residents before residents can become concerned about the placement and construction of a trail system by the City.

## Trails Guideline 4:
## Locate gaps in pedestrian and bicycle connectivity to parks, recreational facilities, and open spaces

There are various gaps in pedestrian and bicycle connectivity throughout the City due to the sparse nature of development, expansiveness of the desert environment, and limited sidewalk and trail infrastructure. In general, consideration should be placed on providing a more detailed analysis of gaps to further improve connectivity throughout the park system. It is also recommended that, where feasible, these gaps should be addressed, and capital projects should be placed in the City's budget to construct improvements. This may take the shape of new sidewalks, improving existing sidewalks, bike lanes, multi-use shared firm surface paths and other soft surface or firm surface trails. This should also include the safety improvements of intersection crossings, and streetscape enhancements. Due to the large block size in Victorville between streets that may have walking facilities attached to them, there are times where a diagonal or meandering trail system could save the walker or cyclist time in getting to an existing or proposed park. The transportation and access nature of these trails need to be investigated at the Trails Master Plan stage or in subsequent developer agreement and developer initiated planning of trails. The trails shown in this study would be considered as the starting point for both the Trails Master Plan and the negotiation process with applicants requesting new residential development communities.

### Trails Guideline 5:
### Work with other departments and agencies to implement plans to construct public improvements to increase the connectivity to parks

A significant amount of usable linear space could be used to connect people to parks without the use of motorized vehicles. Currently major power corridors and creek drainage systems exist in Victorville. This includes the two major electrical utility corridors that intersect in the center of the City. Any unused street or under-used street should also be considered for repurposing for walking, biking, running, skating, scootering, or hiking.

**Figure 57: Corridor Serving Las Hacienda Park**

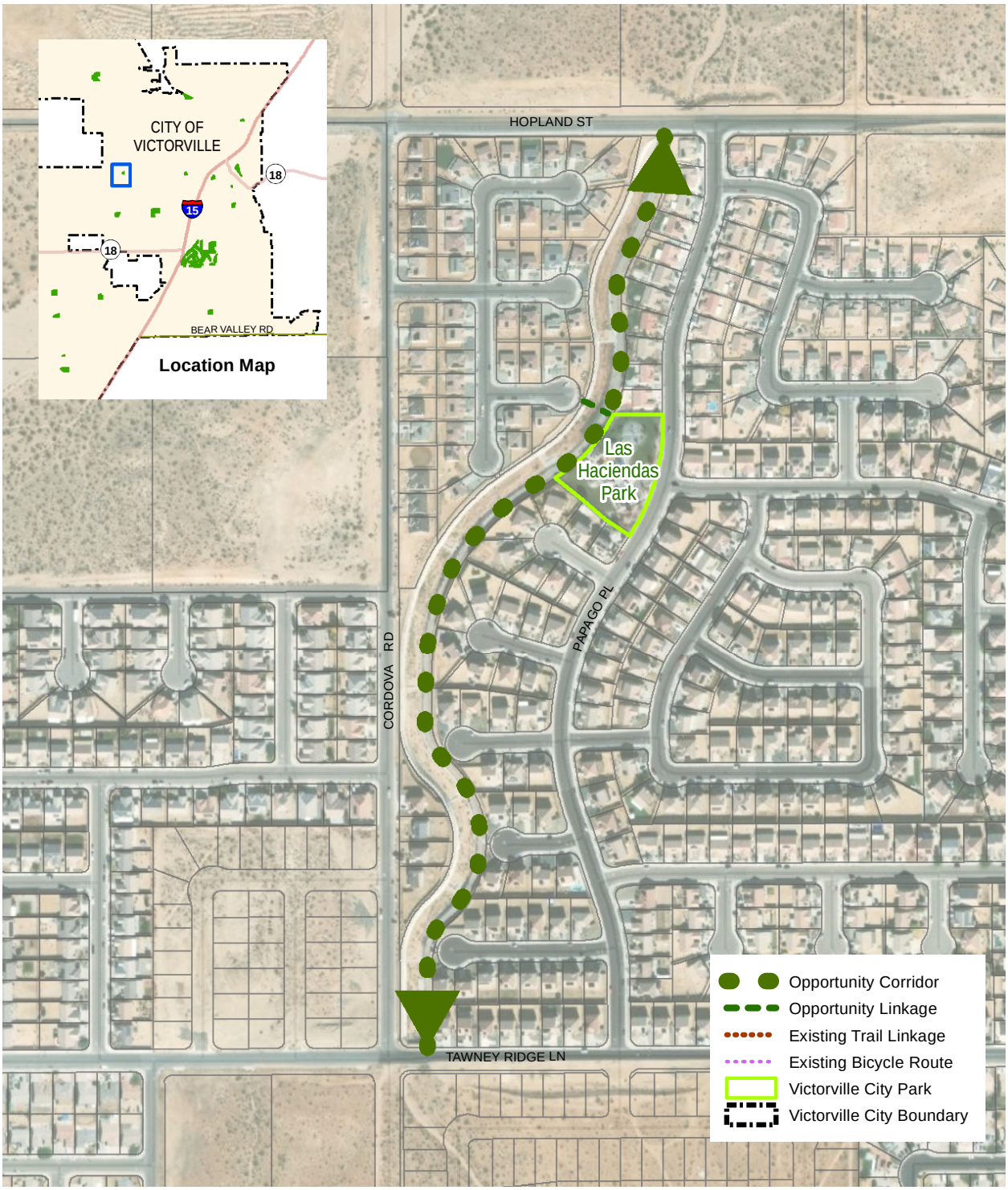
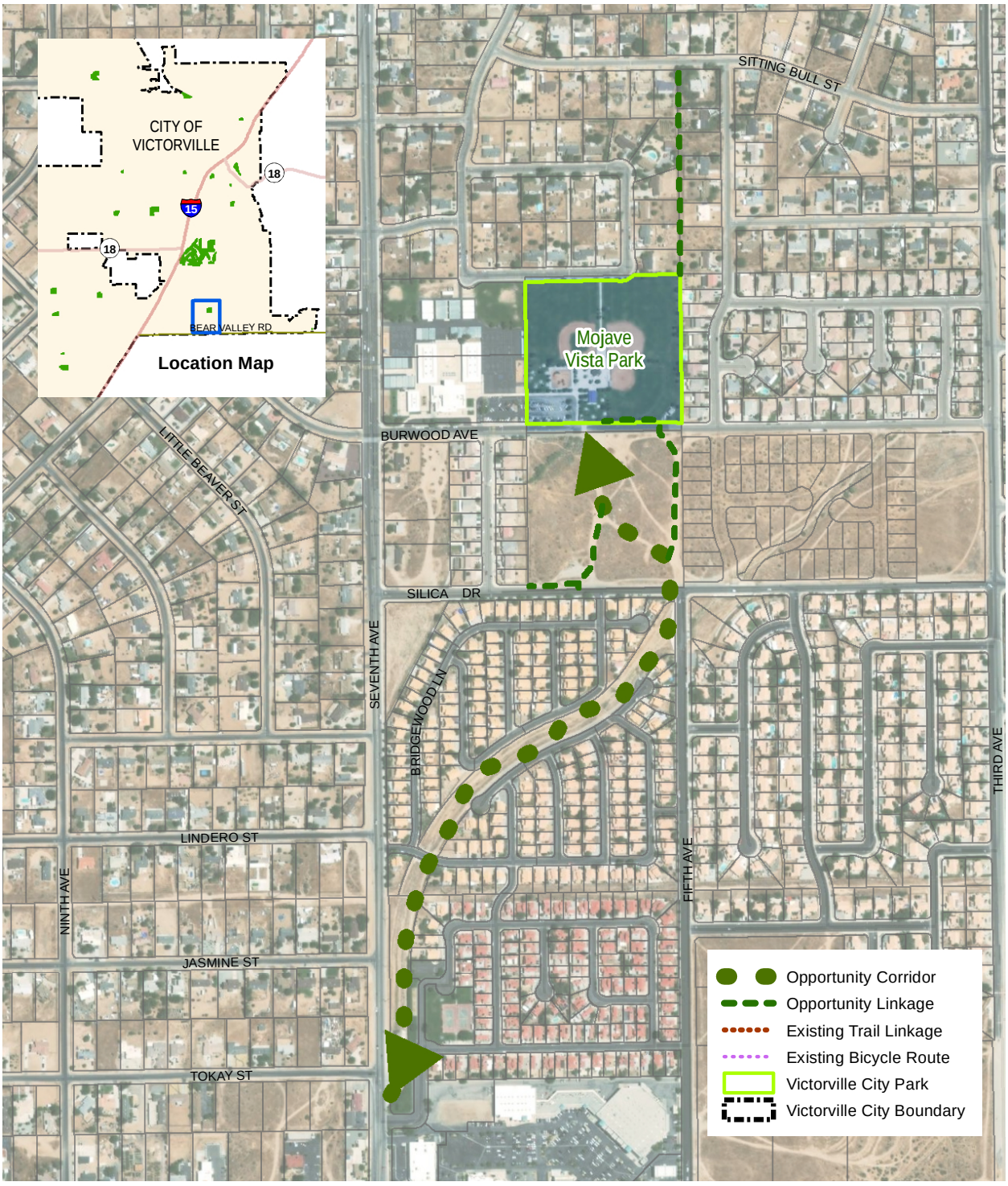
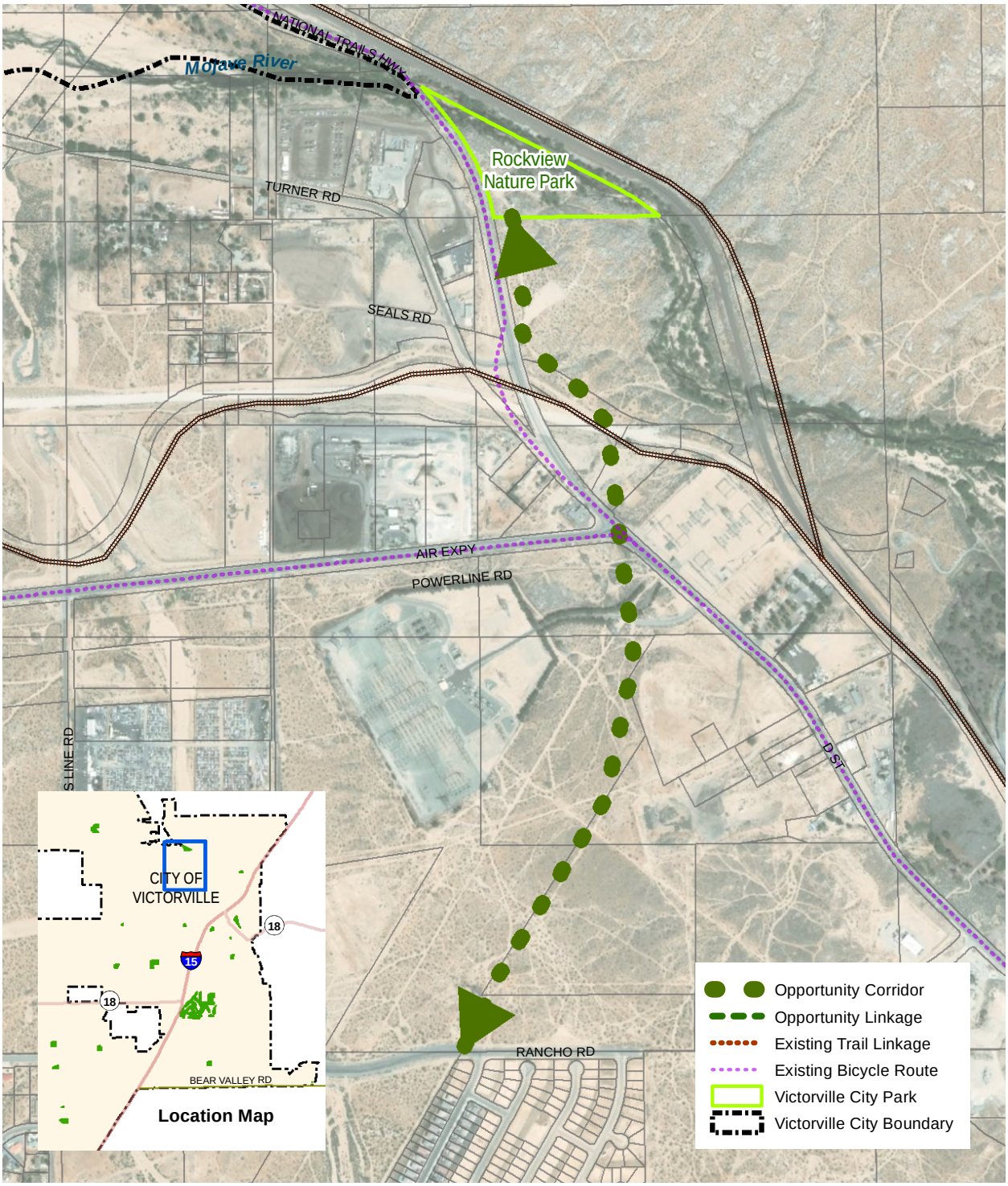


**Figure 58: Corridor to Mojave Vista Park**




**Corridor to Mojave Vista Park**

**Figure 59: Corridor to Rockview Nature Park**

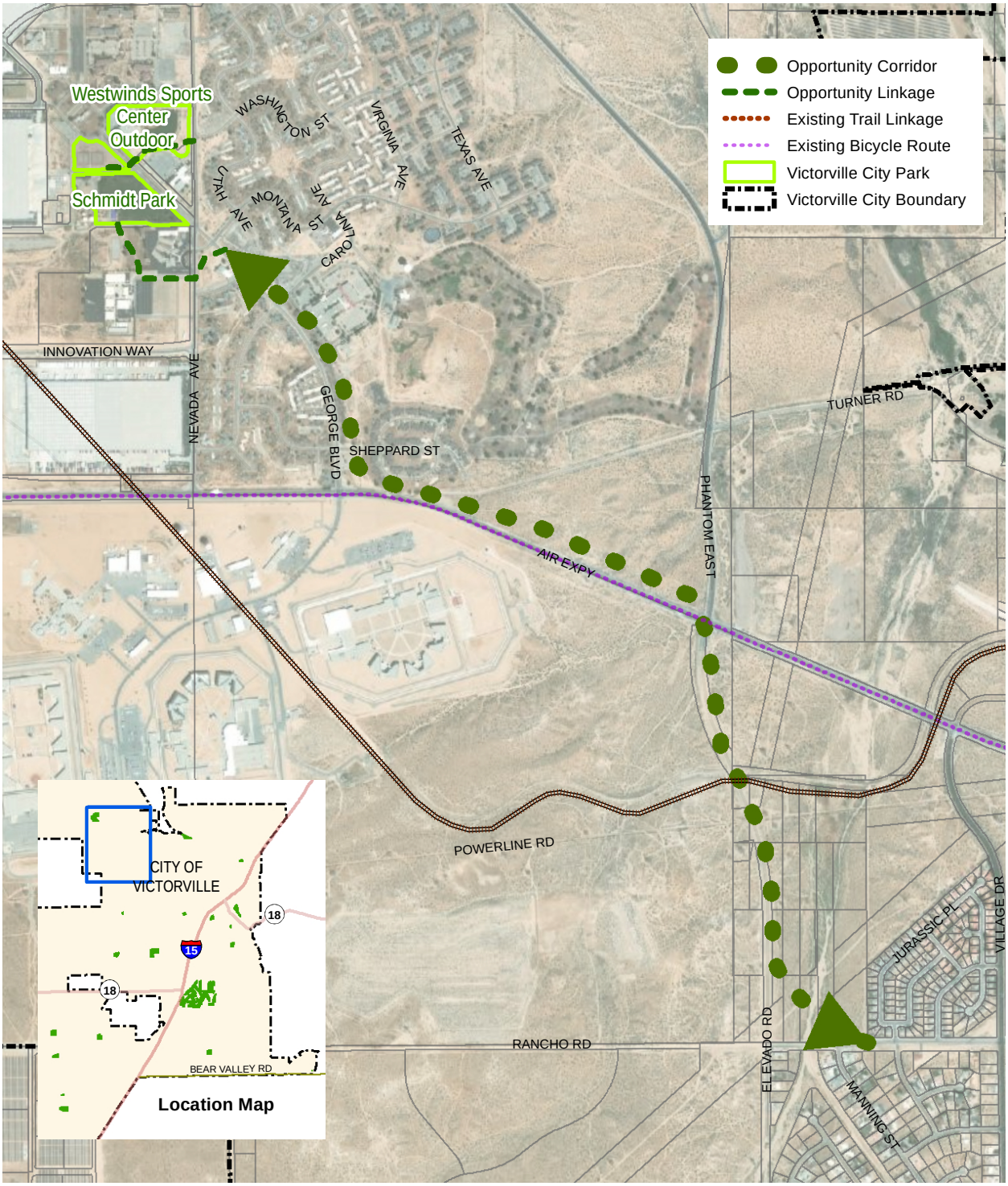



**Corridor to Rockview Nature Park**

N

Feet
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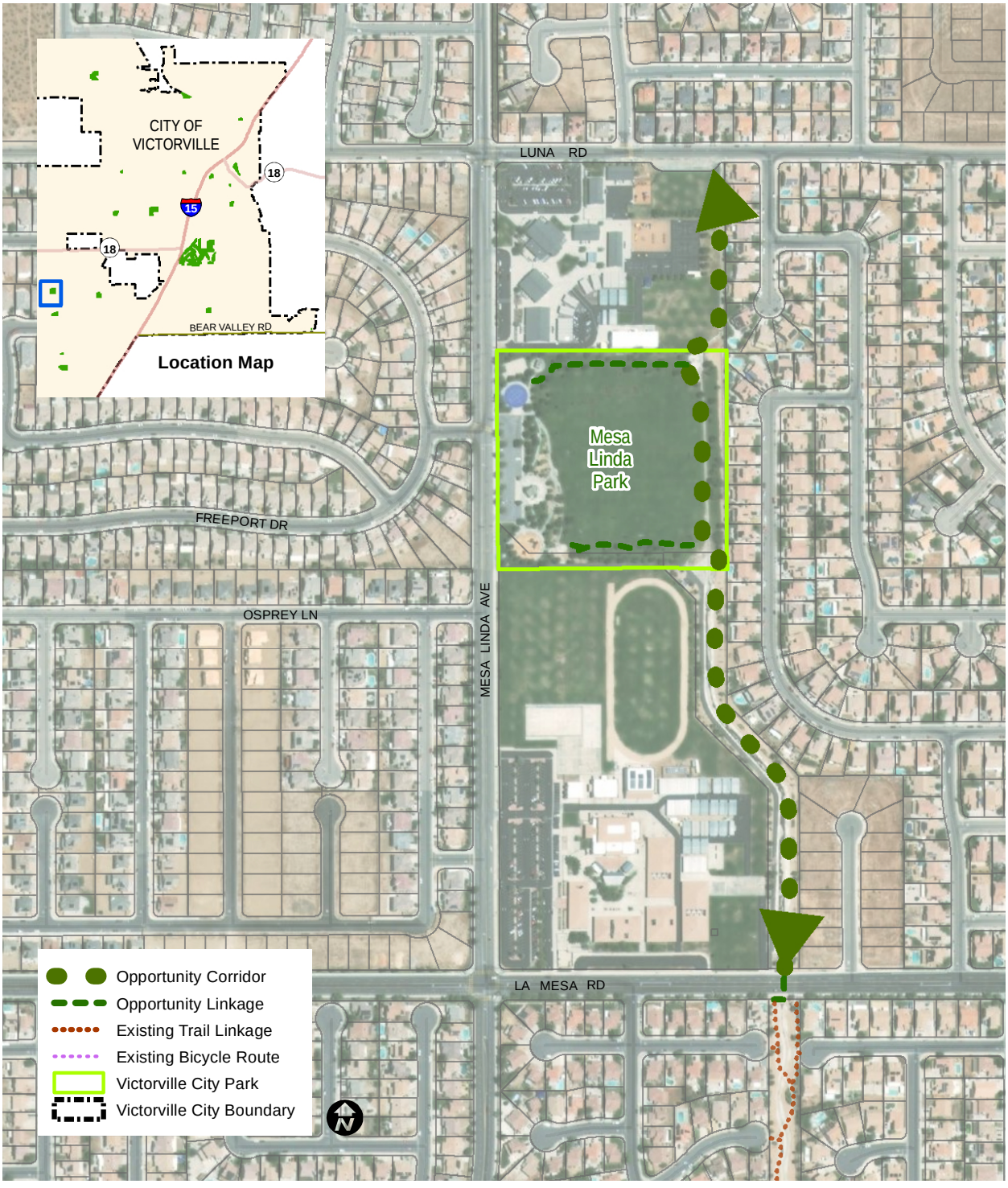
**Figure 60: Corridor and Linkages Serving Schmidt Park**




**Corridor & Linkages Serving Schmidt Park**

Feet
0 500 1,000

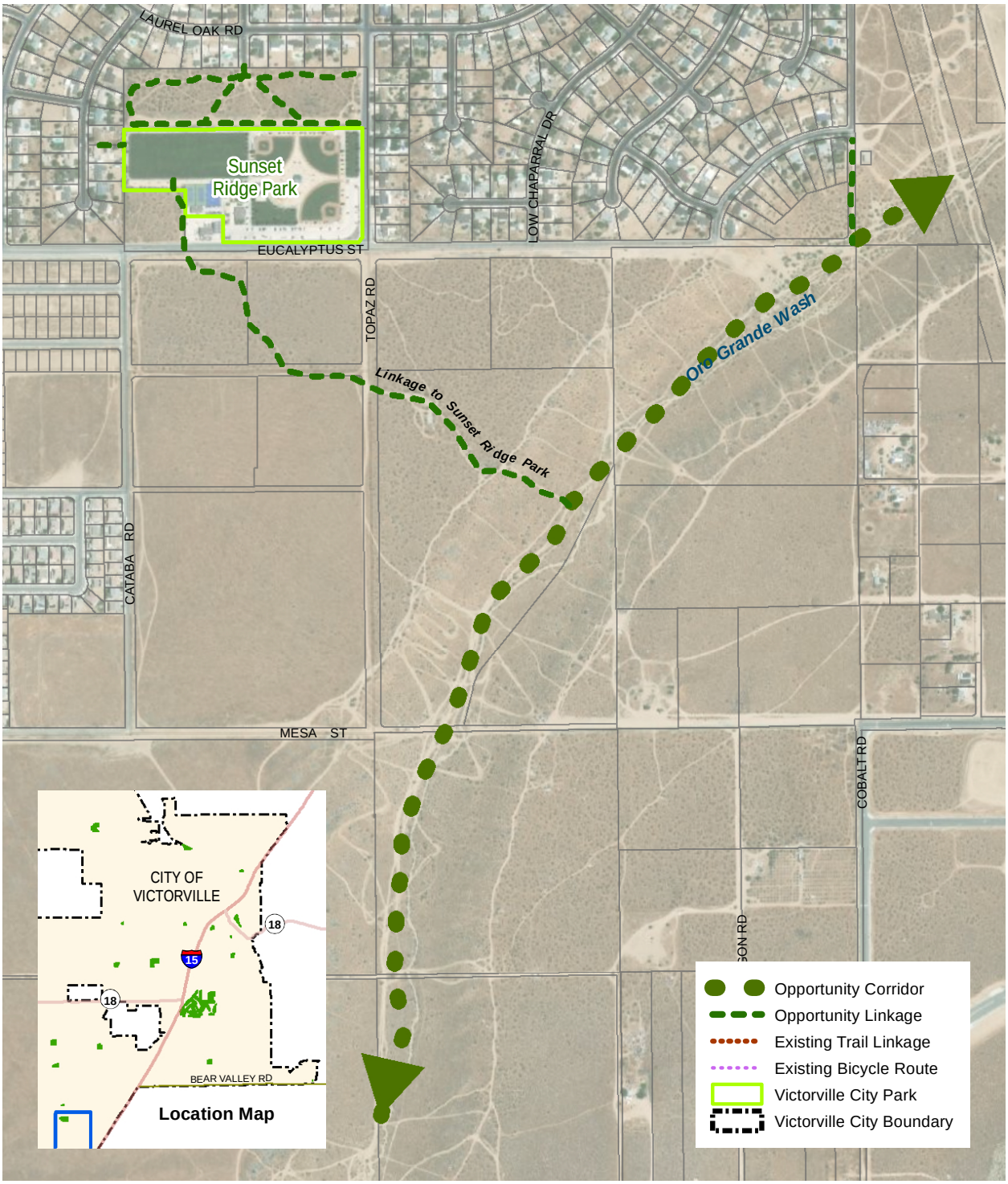
**Figure 61: Corridor and Linkages Serving Mesa Linda Park**




**Corridor & Linkages Serving Mesa Linda Park**

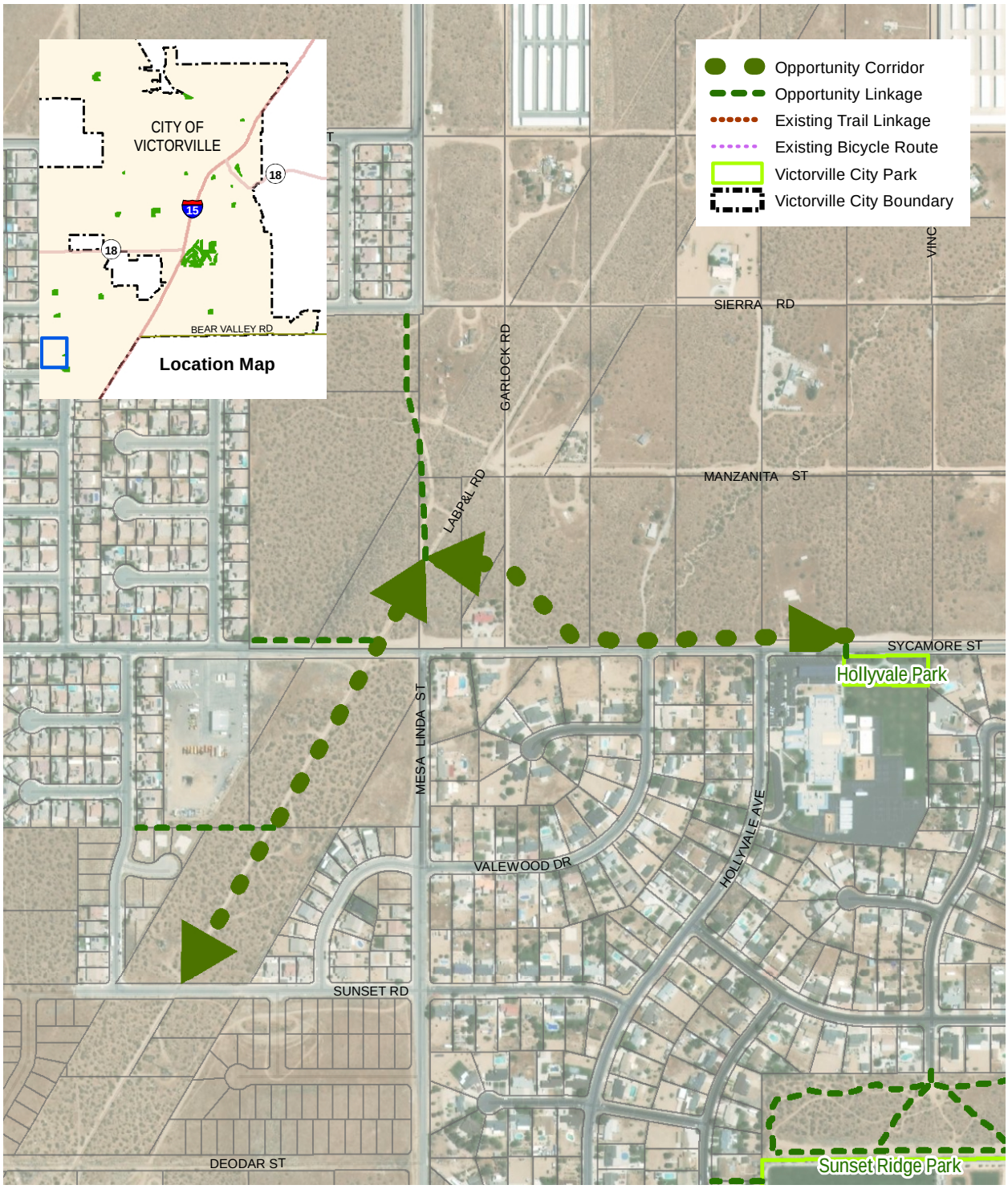
0 500 1,000 Feet

**Figure 62: Corridor and Linkages Serving Ridge Park**



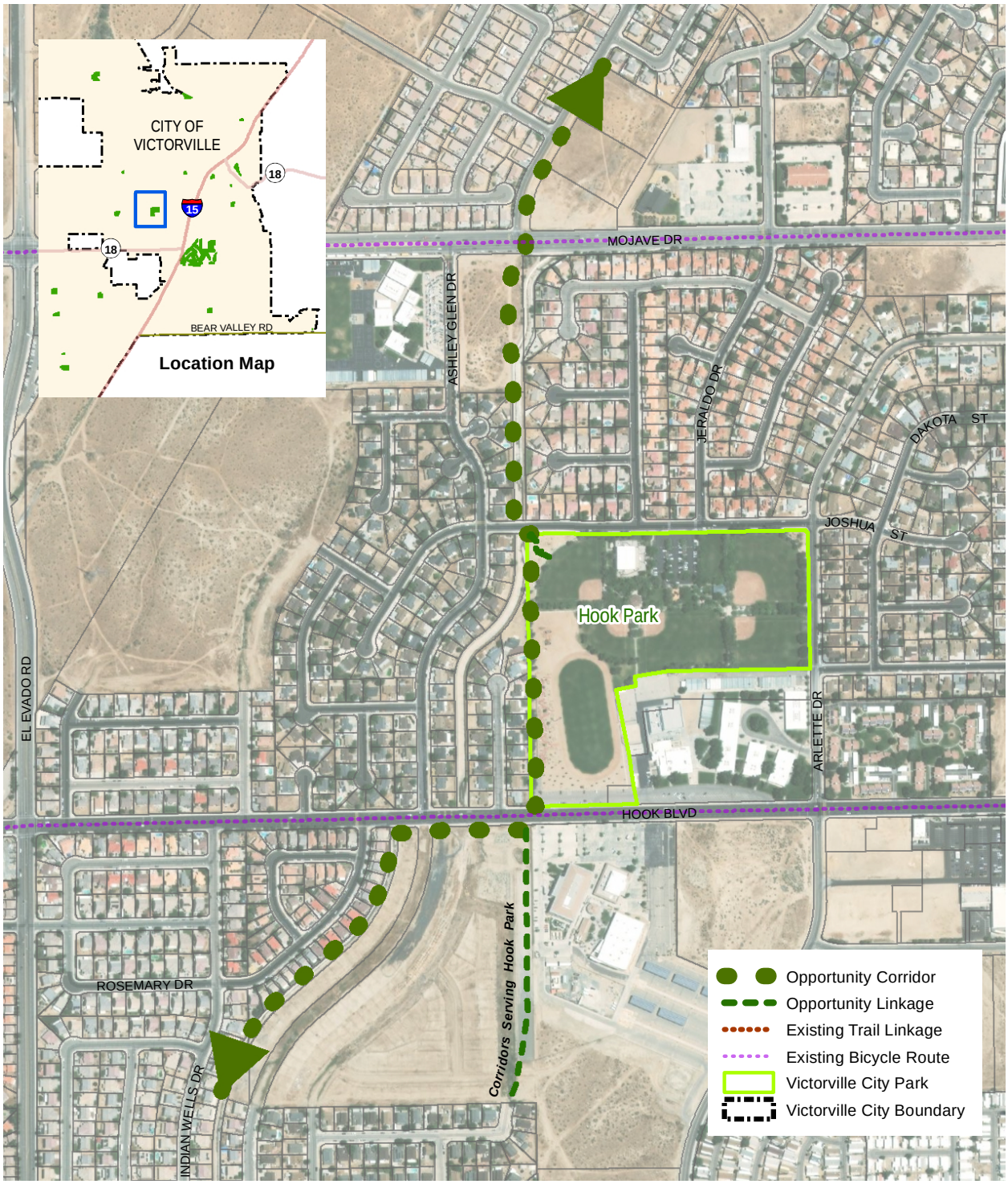

**Corridor and Linkage Serving Sunset Ridge Park**

**Figure 63: Corridor and Linkages to Hollyvale Park**




**Corridors and Linkages to Hollyvale Park**

**Figure 64: Corridors Serving Hook Park**

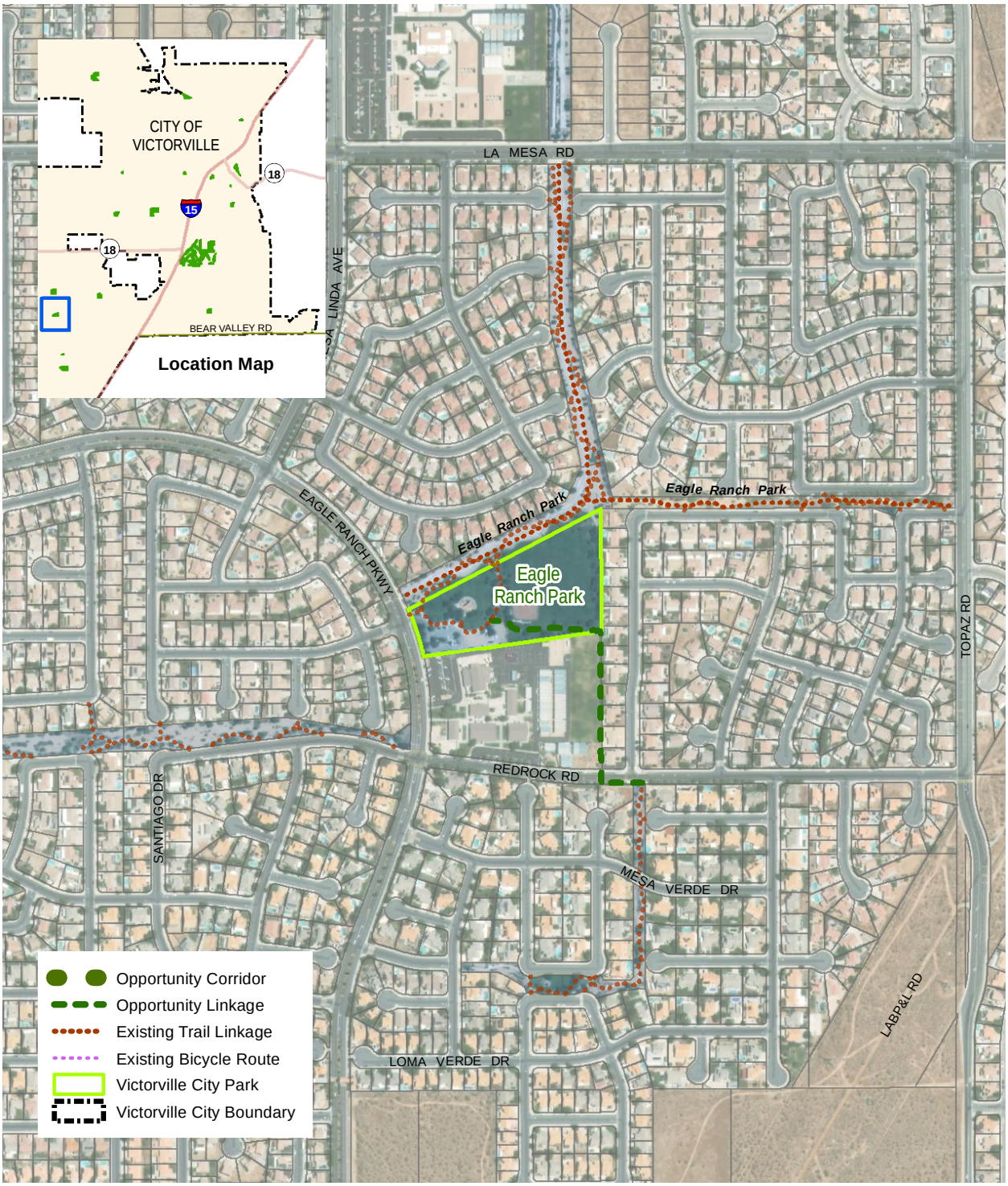



**Corridors Serving Hook Park**

N

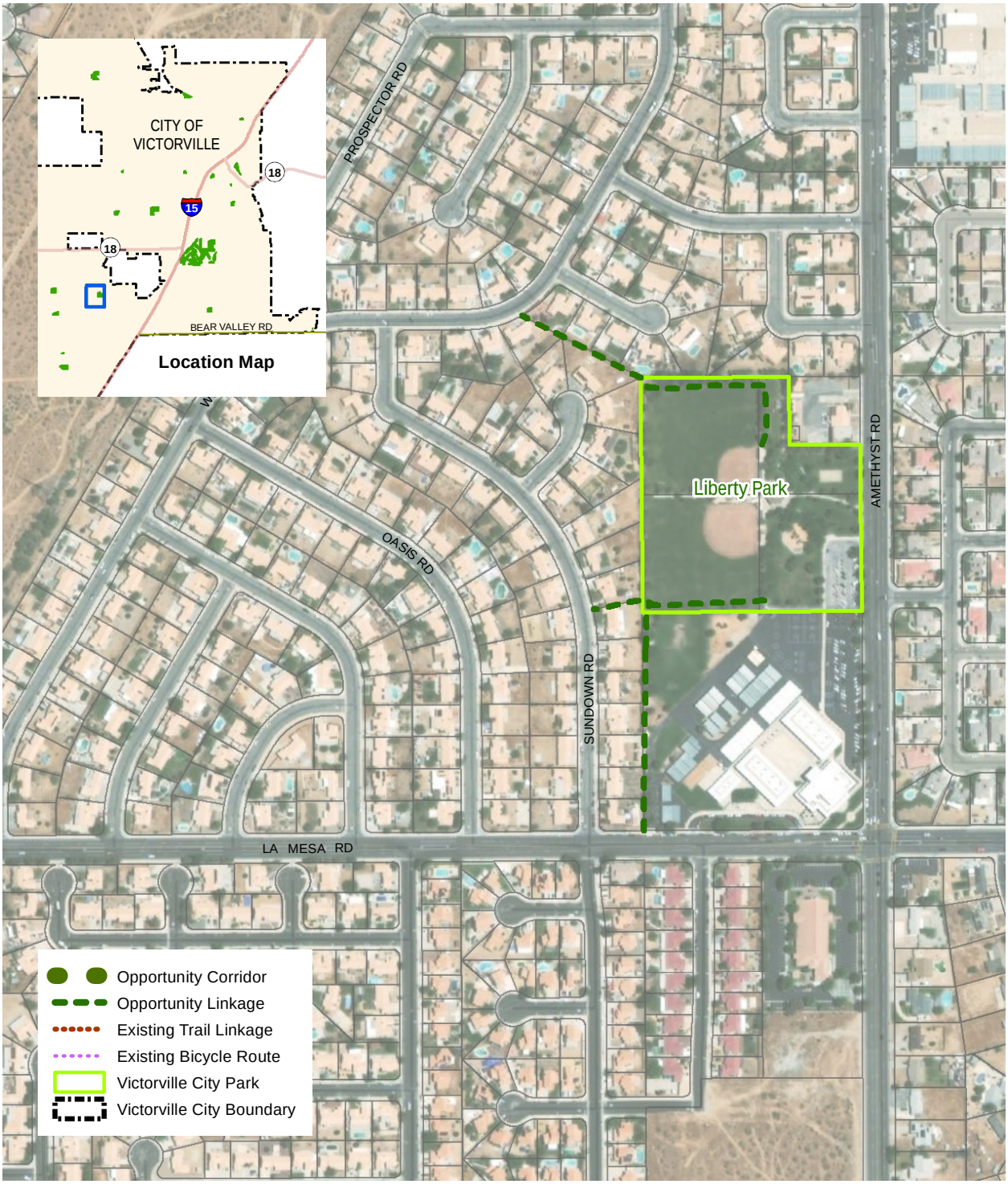
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**Figure 65: Linkage to Eagle Ranch Park**




**Linkage to Eagle Ranch Park**

**Figure 66: Linkage to Liberty Park**

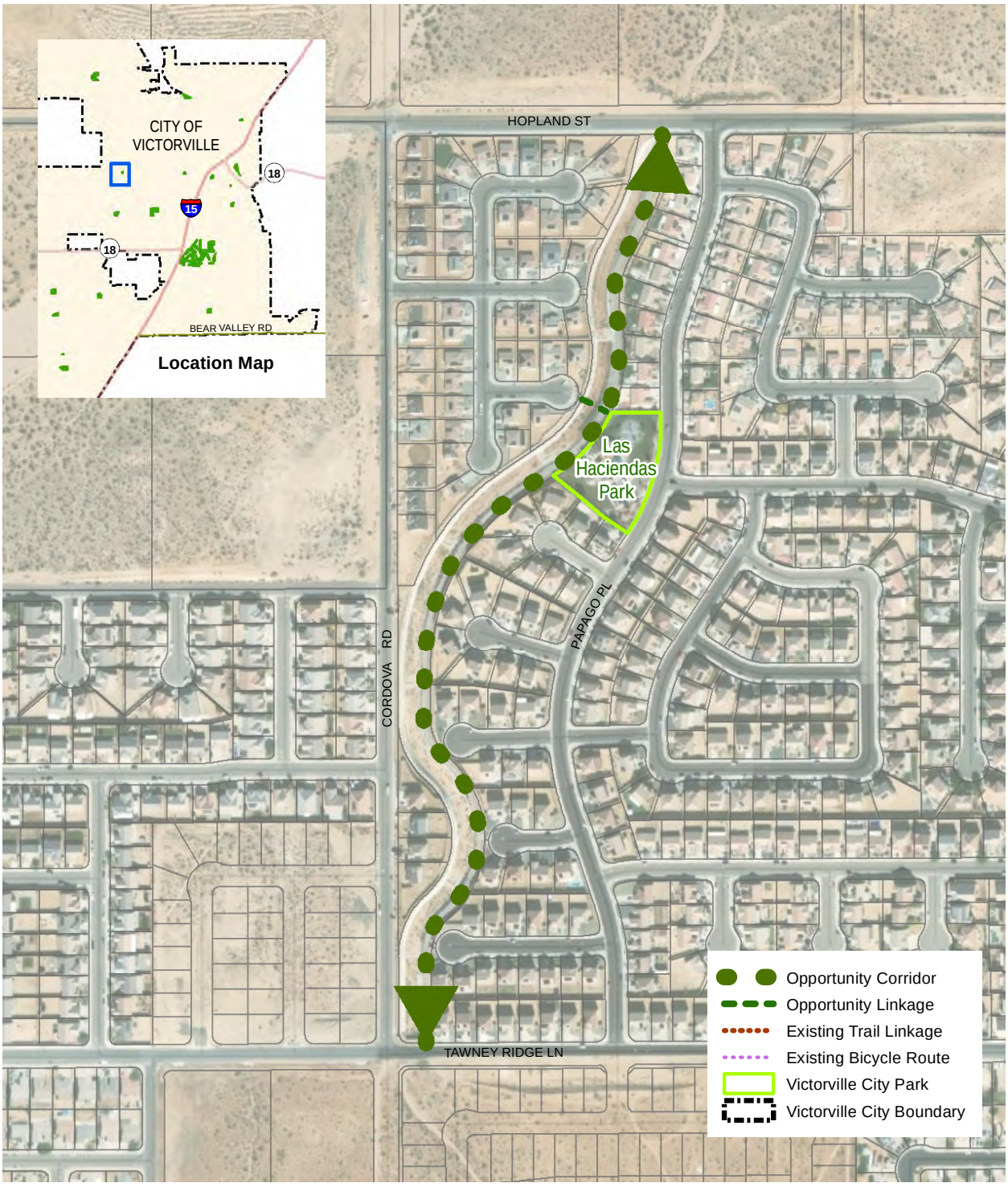



**Linkages to Liberty Park**

N

Feet
0 500 1,000

**Figure 67: Corridor Serving Las Haciendas Park**




**Corridor Serving Las Haciendas Park**

0 500 1,000 Feet

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# APPENDIX E: CALIFORNIA ENVIRONMENTAL QUALITY ACT (CEQA)

## CEQA Guidelines

### TYPICAL REQUIREMENTS

The California Environmental Quality Act (CEQA) is a process required to be implemented by all agencies, entities and private individuals for all projects that are likely to affect the environment. The analysis and recommendations contained within this Master Plan do not by general rule constitute a project that would have the potential for causing a significant effect on the environment. Therefore, this Master Plan is not subject to CEQA pursuant to Section 15061(b)(3) of the CEQA Guidelines contained within Title 14, Chapter 3 of the California Code of Regulations. Only projects that are likely to affect the environment, that are detailed enough to be reviewed, and that are intended to be implemented based upon a fully informed decision by an elected body, need to have an environmental review completed. A Citywide Parks Master Plan usually will not result in permits and construction without additional engineering, planning and design. Therefore, this level of environmental review can be put off until subsequent phases. However, it is useful to consider the likely environmental effects for subsequent phases to consider. This is generally done by the filling out of an Initial Study with an environmental checklist. The list covers topics such as cultural resources, aesthetics, air quality, gas emissions, transportation, public services and more.

For example, a new park on undisturbed land might require a full CEQA analysis. In this scenario the CEQA review would most commonly be done by the developer and not the City. If a less impactful expansion of an active park were to be implemented, such as a new aquatic facility or pickleball complex, a focused environmental review may be required under CEQA.

The following CEQA ***Table 23*** may be referenced for general guidance on typical CEQA actions and levels of review that may be required based on added amenities or facilities. Considering that the existing parks have gone through previous environmental studies, CEQA analysis should not be required if improvements fall within the general nature of the previously approved project. However, if more extensive improvements are being suggested, then it may require CEQA review. The City's guidelines should be referenced in any case and may require general consulting with an environmental planner or licensed professional to further understand the impacts associated with any improvement.

Plan and the negotiation process with applicants requesting new residential development communities.

**Table 22: CEQA Checklist Table**

| ID | Park Type | Typical Amenities or Additions | Likely CEQA Action |
|---|---|---|---|
| A | New Park in New Development Area that is Generally Natural | Full range could be included, but typically requires grading, roads, and utility extensions. | Probable CEQA Action as a Mitigated Negative Declaration or Full EIR depending on the outcomes of the Initial Study. |
| B | New Park Built by Agency in New Area that is Generally Natural | Full range of facilities could be included, but typically requires grading, roads, and utility extensions. | Lead agency would need to look at topics such as bio, traffic, cultural, public services, water/ air quality, GHG, land use, visual, geology and hazards. Probable Mitigated Negative Declaration. |
| C | Major Expansion of a Resource Based Regional Park | Full range of facilities could be included, but likely to requires grading and utility extensions. | Depending on adjacent resources and land uses, lead agency would need to look at topics such as bio, traffic, cultural, water/ air quality, GHG, visual, geology and hazards. Probable Mitigated Negative Declaration (MND). |
| D | Minor Expansion of a Resource Based Regional Park | Minor expansion: Trails, roads, viewing platforms, landscaped areas, ponds, and various buildings. | Probable focused technical studies with MND or Negative Declaration (ND). |
| E | Community Park Expansion in Built Out Urbanized or Suburban Areas | Major expansion: Sports complexes, fields or courts, community center, gymnasium, expanded parking lots, trails and landscape areas. | Project may only require an MND or ND, or Categorical Exemptions (CATEX) if original park master plan had EIR or environmental review done |
| F | Community Park Infill | Minor expansion: Sports complexes, fields, or courts, expanded parking lots, trails and landscape areas. | Likely Negative Declaration or CATEX. |
| G | Pocket, Mini or Neighborhood Park Expansion or Infill | Major expansion – all variations of active and passive facilities, low intensity | Likely Negative Declaration or CATEX. |
| H | Trail Improvements | Trails, paths and trail-heads | If within Public ROW, CATEX |

# APPENDIX F: INFILL ANALYSIS/MAPS

**Table 23: Victorville Parks Amenity Infill Table**

Victorville Parks Master Plan
Amenity Infill Matrix

| | | Avalon Park | | Brentwood Park | Center Street Park | | Doris Davies Park | | | Eagle Ranch Park | Eva Dell Park | | Grady Trammel Park | Green Tree Golf Course | Hollyvale Park | | Hook Park | Las Haciendas Park | | Liberty Park | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | 20,584 | 7,720 | 73,795 | 5,446 | 1,806 | 62,180 | 17,995 | 11,187 | 32,319 | 120,108 | 43,802 | 1,777 | | 1,547 | 5,754 | 19,829 | 6,888 | 6,427 | 11,114 | 5,355 |
| **Traditional Recreation Facilities for Infill** | **Typical SF** | 1 | 2 | 1 | 1 | 2 | 1 | 2 | 3 | 1 | 1 | 2 | 1 | | 1 | 2 | 1 | 1 | 2 | 1 | 2 |
| Ball Field | 20,000-100,000 | • | | • | | | • | | | • | • | • | | | | | | | | | |
| *Sml Softball Field (170'-200' Fence)* | 20,000-27,750 | | | • | | | • | | | | • | | | | | | | | | | |
| *Lrg Softball Field/Sml Baseball Field (200'-230' Fence)* | 25,000-35,000 | | | • | | | • | | | | • | | | | | | | | | | |
| *Med Baseball Field (300'-350' Fence)* | 39,500-61,500 | | | • | | | • | | | | | | | | | | | | | | |
| *Lrg Baseball Field (350'-400' Fence)* | 83,000-105,500 | | | | | | | | | | | | | | | | | | | | |
| Bocce Ball/Shuffleboard | 5,000-10,000 | • | • | • | • | | • | • | • | • | • | • | | | | • | • | • | • | • | • |
| Community Center/Gym | 25,000-70,000 | | | • | | | • | | | • | • | • | | | | | | | | | |
| Court/Rink Sports | 2,000-5,000 | • | • | • | • | | • | • | • | • | • | • | | | | • | • | • | • | • | • |
| Dog Park | 10,000-75,000 | • | | • | | | • | • | • | • | • | • | | | | | • | | | • | |
| Outdoor Gym and Exterior Exercise Areas | 5,000-20,000 | • | • | • | • | | • | • | • | • | • | • | | | | • | • | • | • | • | • |
| Pickleball | 2,500-3,500 | • | • | • | • | | • | • | • | • | • | • | | | | • | • | • | • | • | • |
| Picnic Areas | 500-1,500 | • | • | • | • | • | • | • | • | • | • | • | • | | • | • | • | • | • | • | • |
| Playgrounds | 4,000-6,000 | • | • | • | • | | • | • | • | • | • | • | | | | • | • | • | • | • | • |
| Soccer Field | 4,000-75,000 | • | • | • | • | | • | • | • | • | • | • | | | | • | • | • | • | • | • |
| *Sml Soccer Field (6U & 8U)* | 4,050-11,250 | • | • | • | • | | • | • | • | • | • | • | | | | • | • | • | • | • | • |
| *Med Soccer Field (10U & 12U)* | 25,200-36,000 | | | • | | | • | | | • | • | | | | | | | | | | |
| *Lrg Soccer Field (14U & 16U+)* | 54,000-86,400+ | | | • | | | • | | | | | | | | | | | | | | |
| Tennis | 7,200-28,000 | • | • | • | | | • | • | • | • | • | • | | | | | • | | | • | |
| Volleyball | 4,000-16,000 | • | • | • | • | | • | • | • | • | • | • | | | | | • | | • | • | • |
| **Non-Traditional Recreation Facilities for Infill for Infill** | | | | | | | | | | | | | | | | | | | | | |
| Adventure Playgrounds | 4,000-6,000 | • | • | • | • | | • | • | • | • | • | • | | | | • | • | • | • | • | • |
| BMX Course | 40,000-60,000 | | | • | | | • | | | | • | • | | | | | | | | | |
| Community Garden | 2,000-40,000 | • | • | • | • | | • | • | • | • | • | • | | | | • | • | • | • | • | • |
| Disk Golf Course | 50,000-200,000 | | | • | | | • | | | | • | | | | | | | | | | |
| Pump Track/Bike Skills Course | 10,000-20,000 | • | | • | | | • | • | • | • | • | • | | | | | • | | | • | |
| Rope/Adventure/Skills Course | 5,000-50,000 | • | • | • | • | | • | • | • | • | • | • | | | | • | • | • | • | • | • |
| Skate Spot | 4,000-10,000 | • | • | • | • | | • | • | • | • | • | • | | | | • | • | • | • | • | • |

Victorville Parks Master Plan
Amenity Infill Matrix

| | | Mesa Linda Park | | | | Mojave Riverwalk | Mojave Vista Park | | Old Victor Park | | Rockview Nature Park | | Schmidt Park | | Sunset Ridge Park | | Village Park | | | Westwind Sports Center | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | 984 | 851 | 501 | 286 | | 2,398 | 2,374 | 13,971 | | 4,095 | 5,505 | 51,186 | 49,669 | 66,810 | 9,775 | 15,638 | 8,670 | 6,555 | 4,512 | 36,752 | 39,889 |
| **Traditional Recreation Facilities for Infill** | **Typical SF** | **1** | **2** | **3** | **4** | | **1** | **1** | **2** | | **1** | **2** | **1** | **2** | **3** | **1** | **2** | **1** | **2** | **3** | **1** | **2** |
| Ball Field | 20,000-100,000 | | | | | | | | | | | | • | • | • | | | | | | • | • |
| *Sml Softball Field (170'-200' Fence)* | 20,000-27,750 | | | | | | | | | | | | | | | | | | | | • | • |
| *Lrg Softball Field/Sml Baseball Field (200'-230' Fence)* | 25,000-35,000 | | | | | | | | | | | | | | | | | | | | | |
| *Med Baseball Field (300'-350' Fence)* | 39,500-61,500 | | | | | | | | | | | | | | | | | | | | | |
| *Lrg Baseball Field (350'-400' Fence)* | 83,000-105,500 | | | | | | | | | | | | | | | | | | | | | |
| Bocce Ball/Shuffleboard | 5,000-10,000 | | | | | | | | • | | • | | • | • | • | • | • | • | • | | • | • |
| Community Center/Gym | 25,000-70,000 | | | | | | | | | | | | • | • | • | | | | | | • | • |
| Court/Rink Sports | 2,000-5,000 | | | | | | • | • | • | | • | | • | • | • | • | • | • | • | • | • | • |
| Dog Park | 10,000-75,000 | | | | | | | | • | | | | • | • | • | | • | | | | • | • |
| Outdoor Gym and Exterior Exercise Areas | 5,000-20,000 | | | | | | | | • | | • | | • | • | • | • | • | • | • | | • | • |
| Pickleball | 2,500-3,500 | | | | | | | | • | | • | | • | • | • | • | • | • | • | • | • | • |
| Picnic Areas | 500-1,500 | • | • | • | • | | • | • | • | | • | | • | • | • | • | • | • | • | • | • | • |
| Playgrounds | 4,000-6,000 | | | | | | | | • | | • | | • | • | • | • | • | • | • | • | • | • |
| Soccer Field | 4,000-75,000 | | | | | | | | • | | • | | • | • | • | • | • | • | • | • | • | • |
| *Sml Soccer Field (6U & 8U)* | 4,050-11,250 | | | | | | | | • | | • | | • | • | • | • | • | • | • | • | • | • |
| *Med Soccer Field (10U & 12U)* | 25,200-36,000 | | | | | | | | | | | | • | • | • | | | | | | | |
| *Lrg Soccer Field (14U & 16U+)* | 54,000-86,400+ | | | | | | | | | | | | | | • | | | | | | | |
| Tennis | 7,200-28,000 | | | | | | | | • | | | | • | • | • | • | • | • | | | • | • |
| Volleyball | 4,000-16,000 | | | | | | | | • | | • | | • | • | • | • | • | • | • | • | • | • |
| **Non-Traditional Recreation Facilities for Infill for Infill** | | | | | | | | | | | | | | | | | | | | | | |
| Adventure Playgrounds | 4,000-6,000 | | | | | | | | • | | • | | • | • | • | • | • | • | • | • | • | • |
| BMX Course | 40,000-60,000 | | | | | | | | | | | | • | • | • | | | | | | | |
| Community Garden | 2,000-40,000 | | | | | | • | • | • | | • | | • | • | • | • | • | • | • | • | • | • |
| Disk Golf Course | 50,000-200,000 | | | | | | | | | | | | • | | • | | | | | | | |
| Pump Track/Bike Skills Course | 10,000-20,000 | | | | | | | | • | | | | • | • | • | | • | | | | • | • |
| Rope/Adventure/Skills Course | 5,000-50,000 | | | | | | | | • | | • | | • | • | • | • | • | • | • | | • | • |
| Skate Spot | 4,000-10,000 | | | | | | | | • | | • | | • | • | • | • | • | • | • | • | • | • |

**Figure 68: Avalon Park**

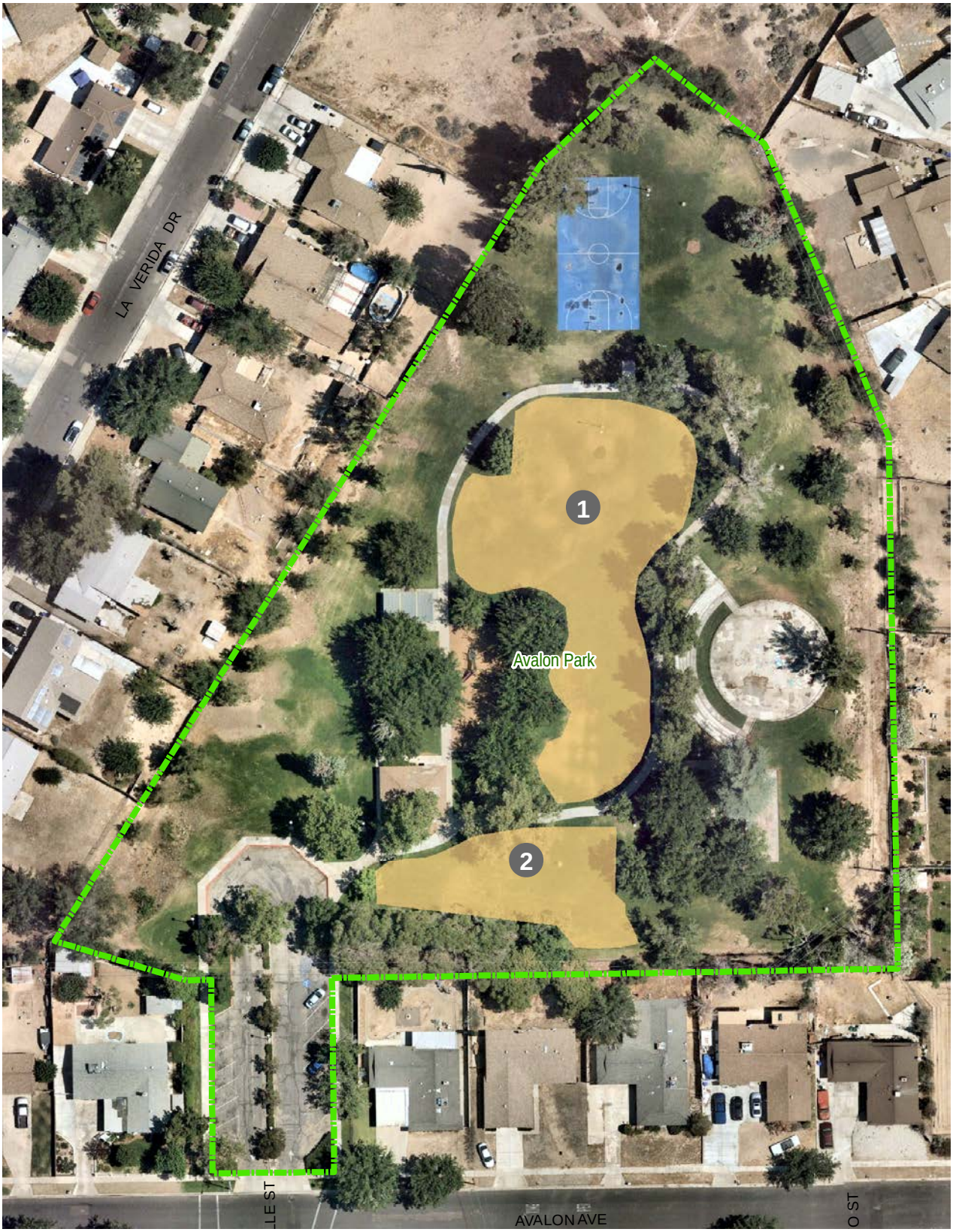


**Figure 69: Brentwood Park**



**Figure 70: Center Street Park**

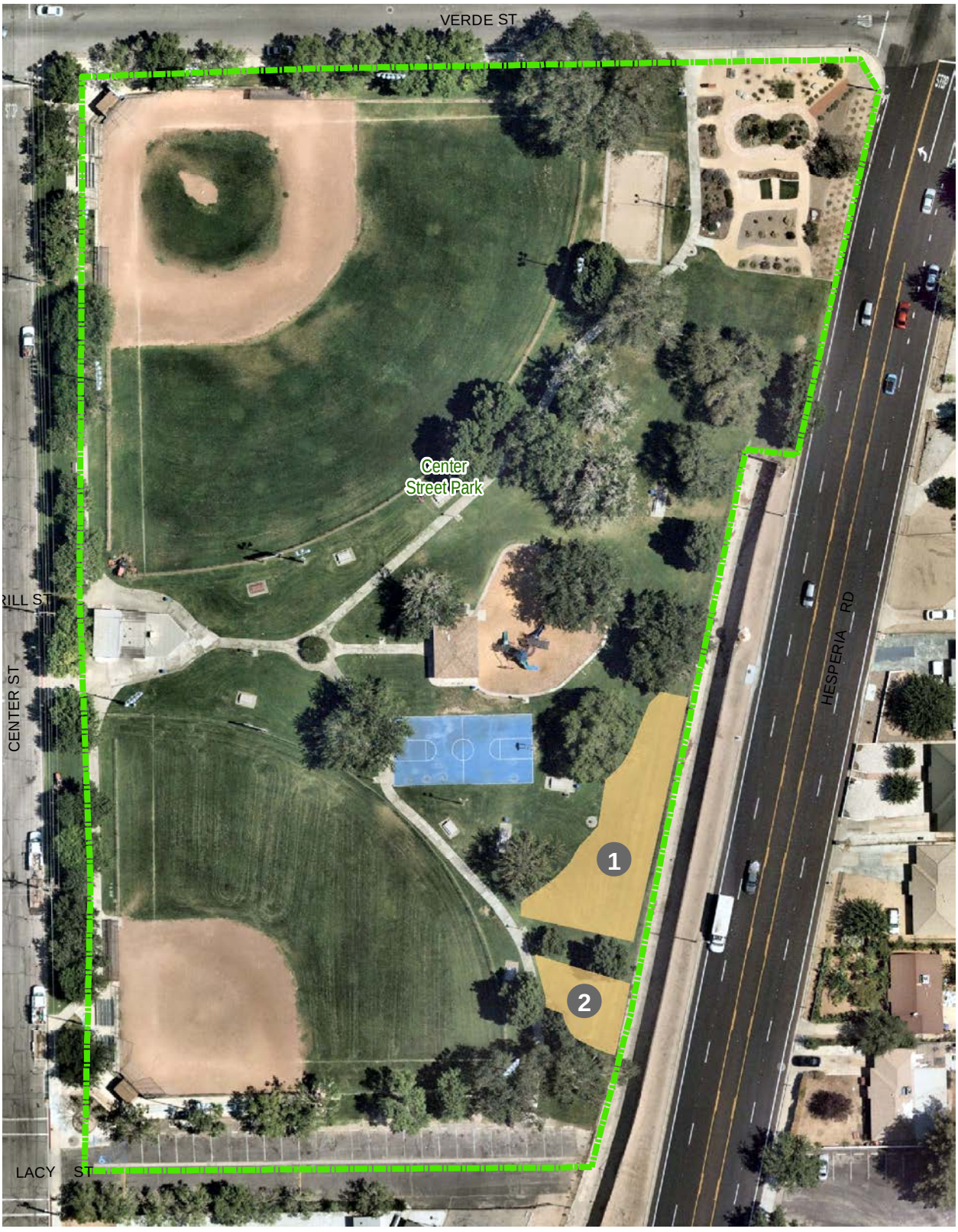


**Figure 71: Doris Davies Park**

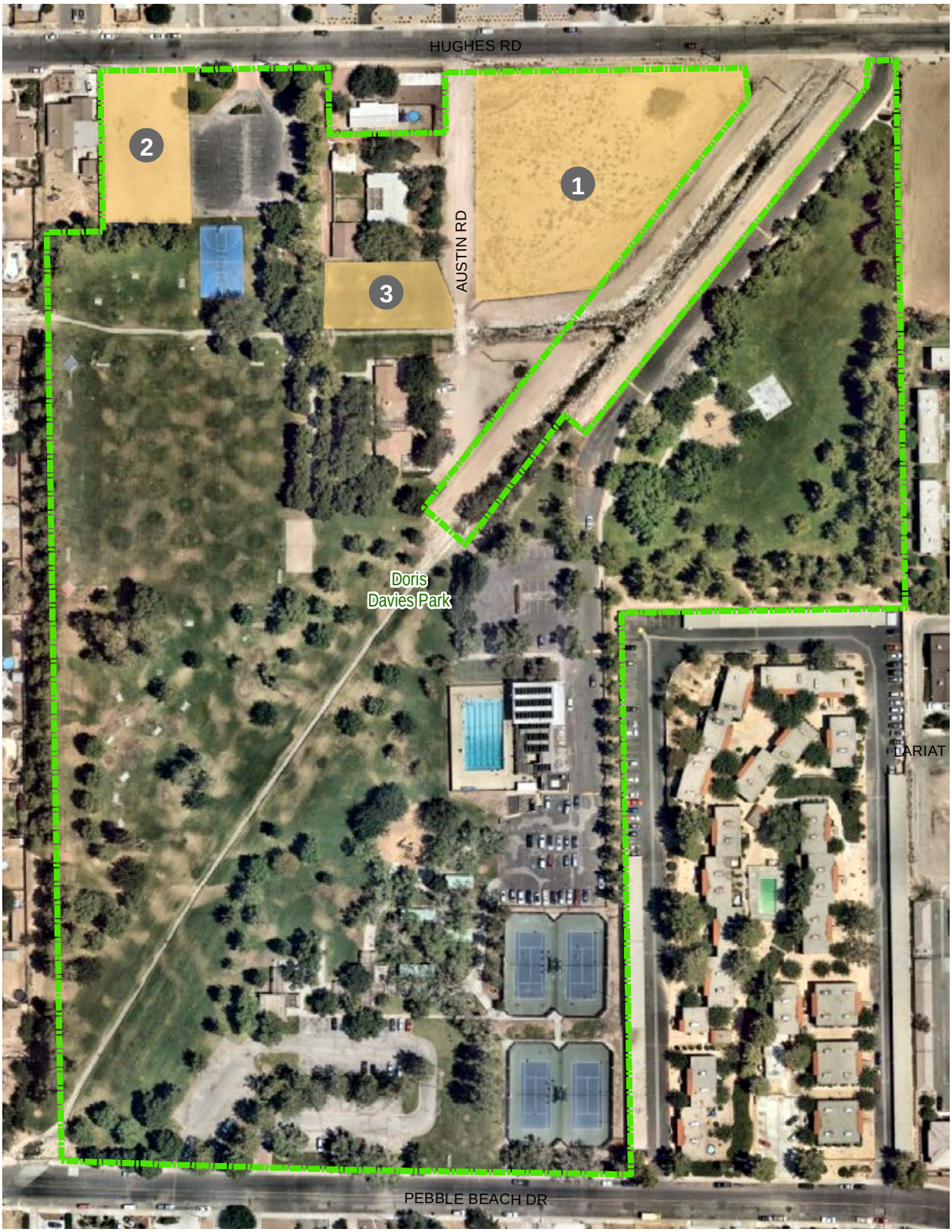


**Figure 72: Eagle Ranch Park**



**Figure 73: Eva Dell Park**



**Figure 74: Grady Trammel Park**

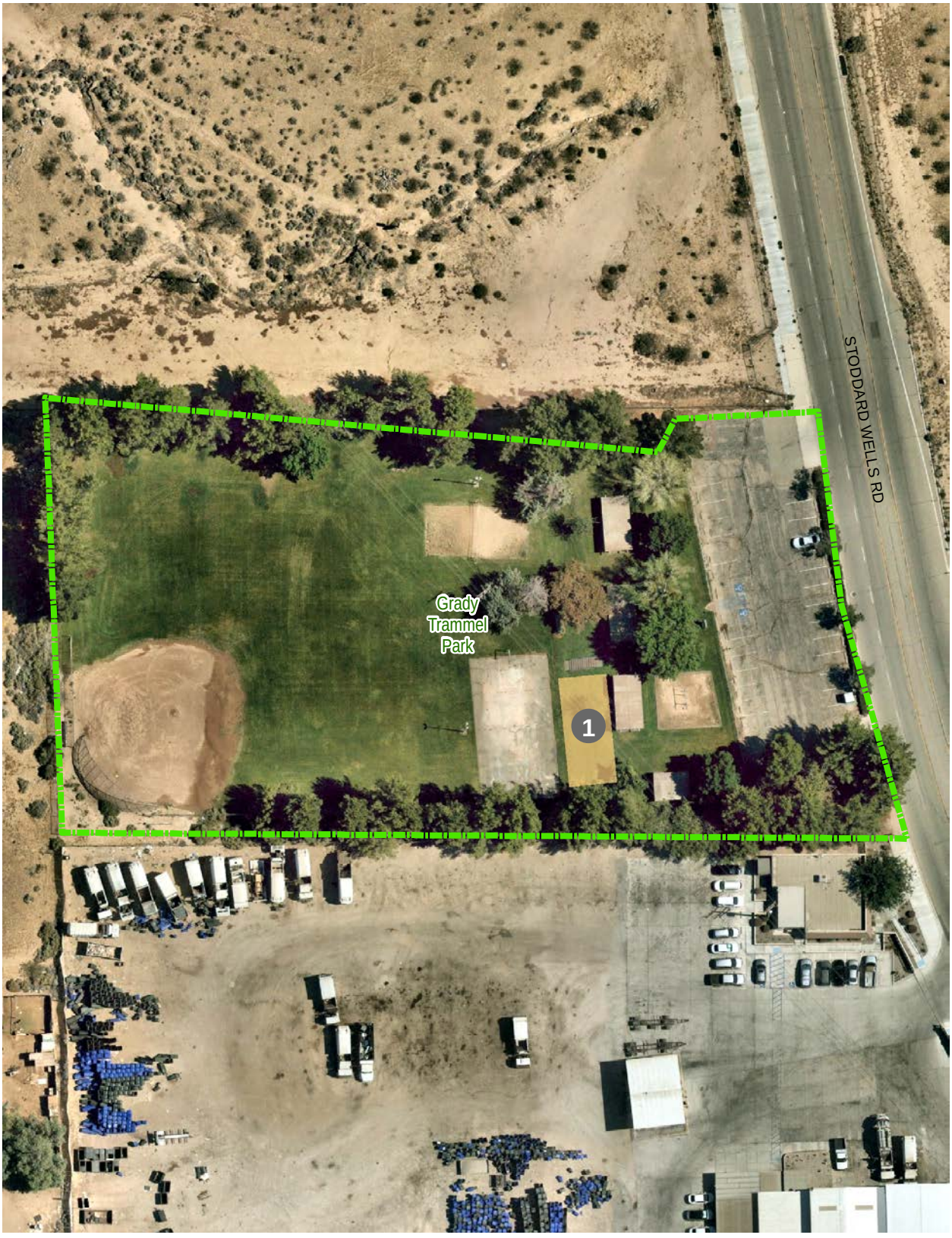


**Figure 75: Hollyvale Park**



**Figure 76: Hook Park**

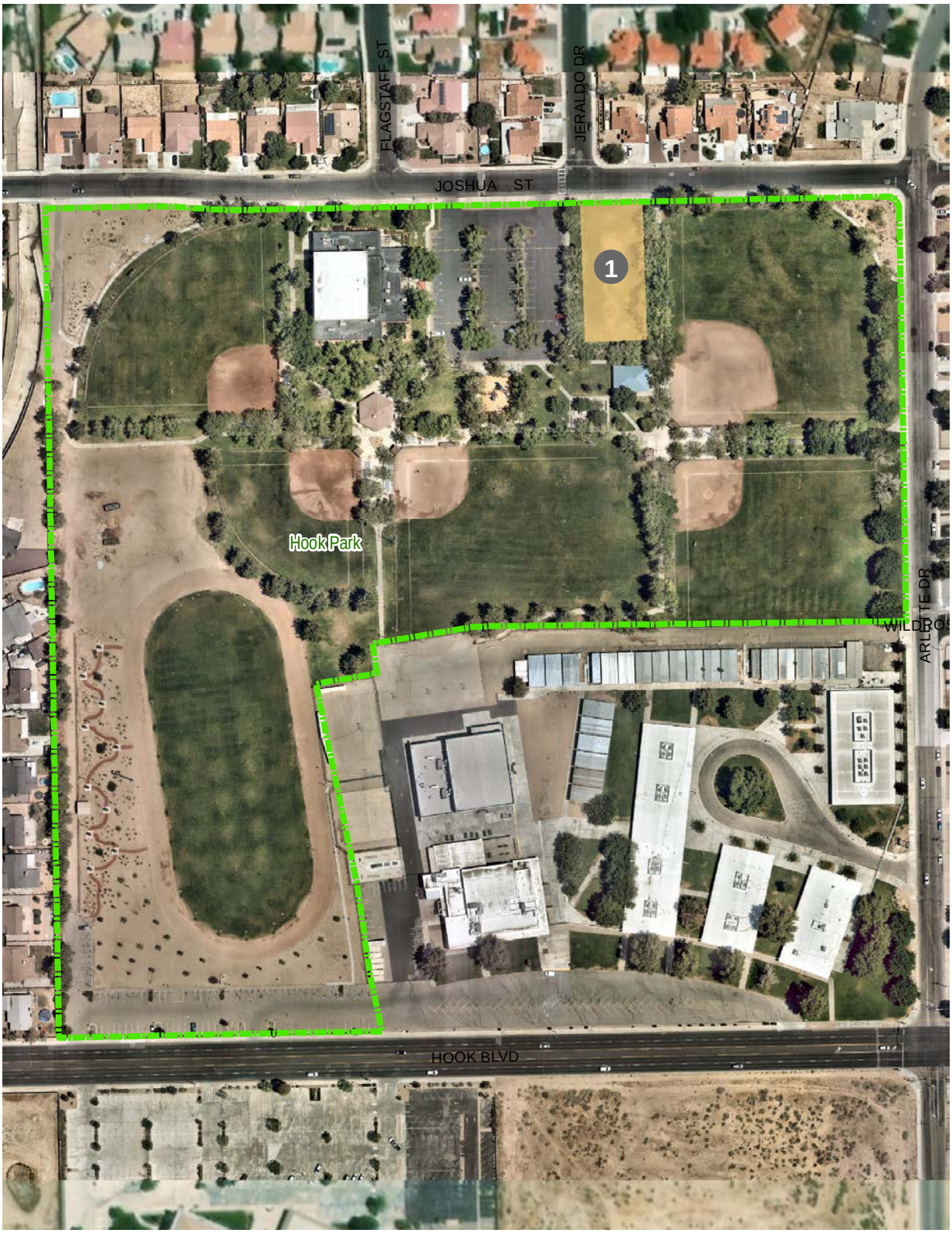


**Figure 77: Las Haciendas Park**



**Figure 78: Liberty Park**

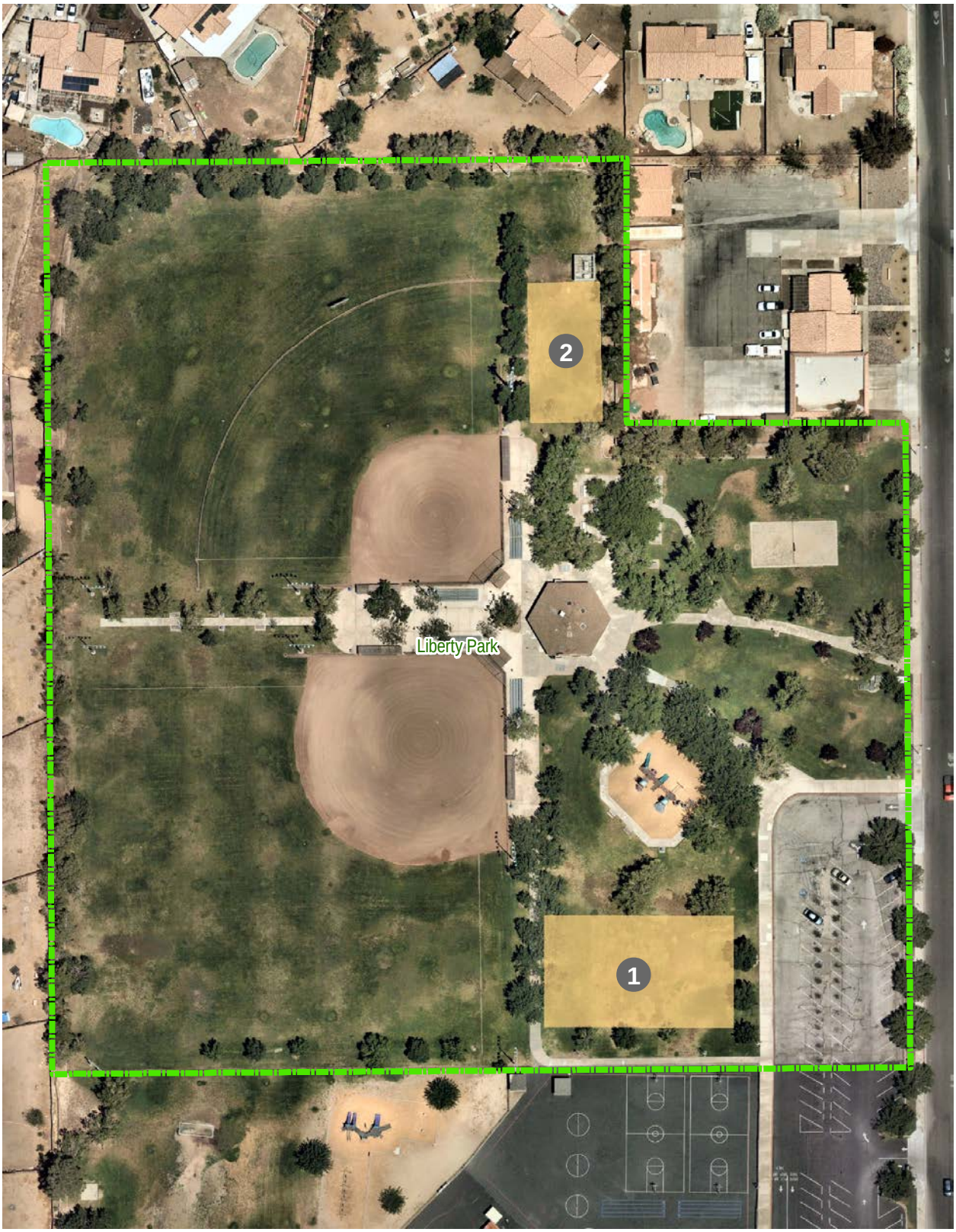


**Figure 79: Mojave Vista Park**

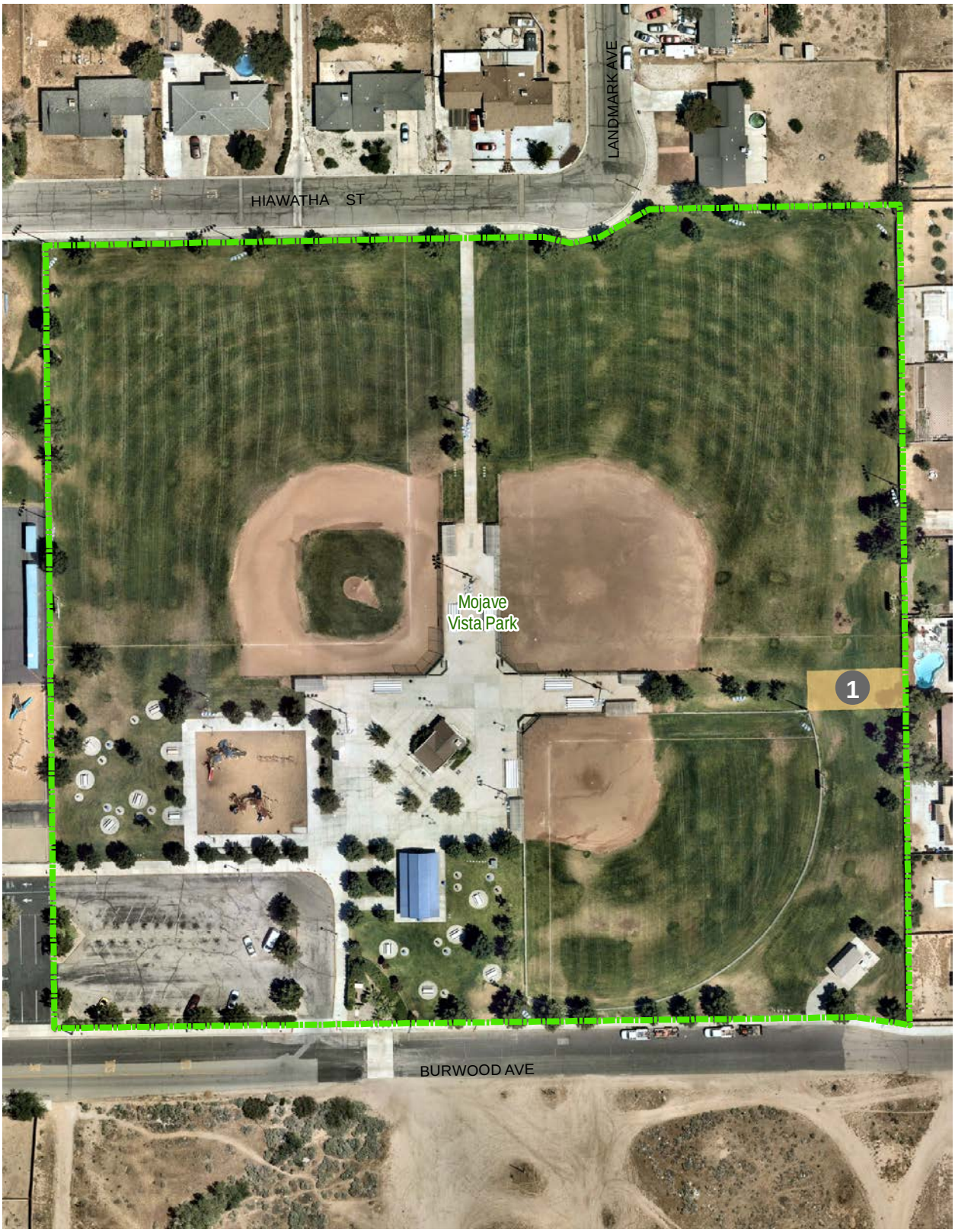


**Figure 80: Old Victor Park**

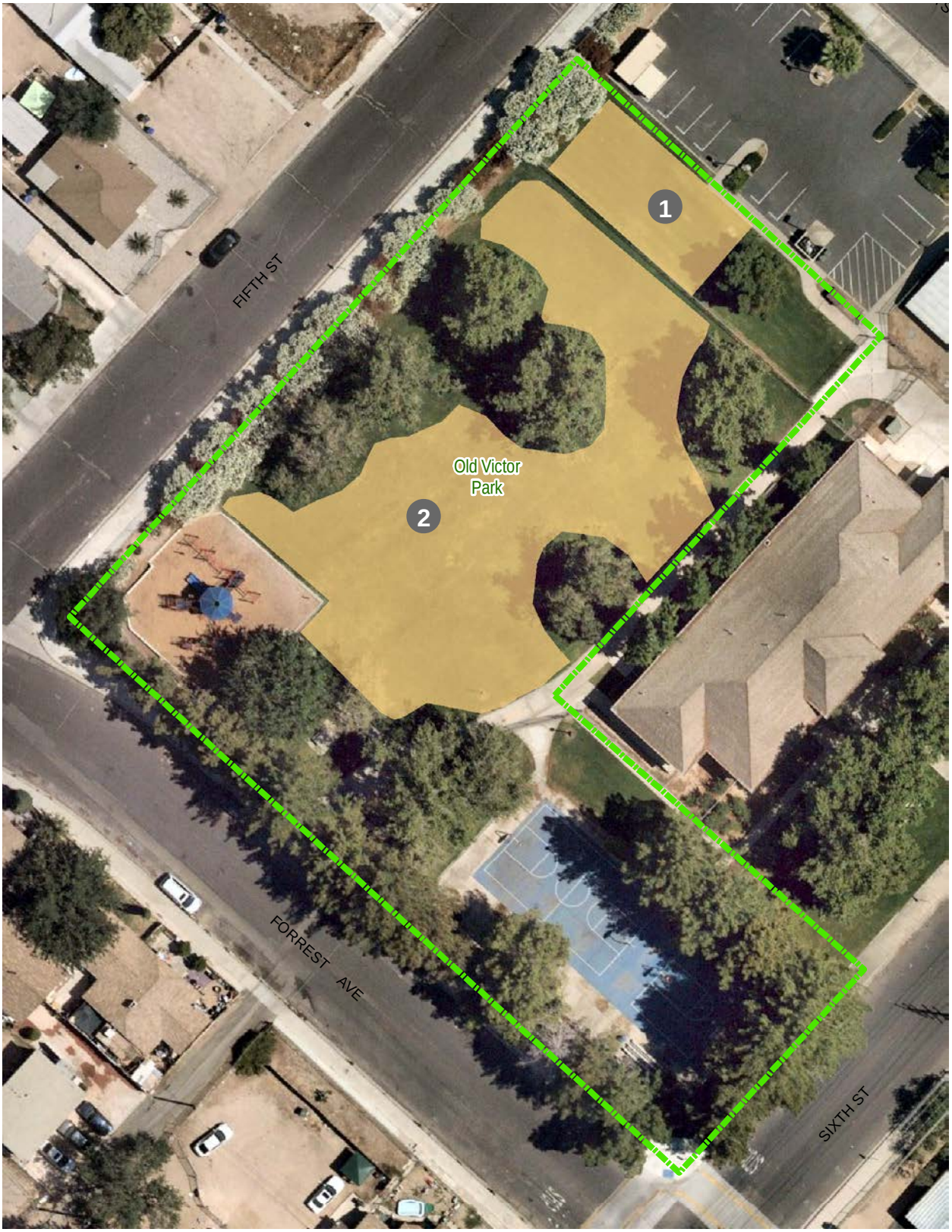


**Figure 81: Rockview Nature Park**



**Figure 82: Sunset Ridge Park**



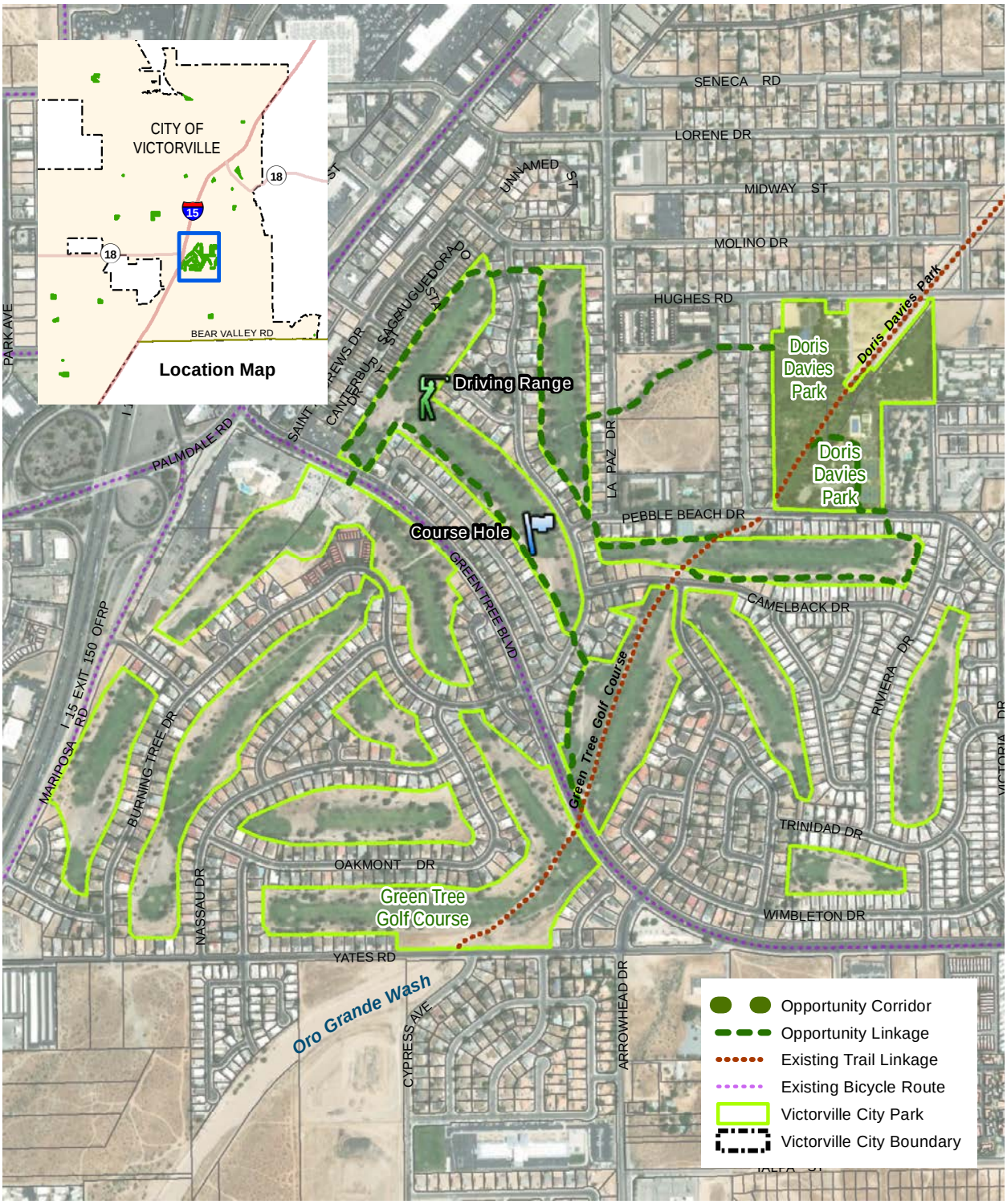
**Figure 83: Village Park**



**Figure 84: Westwinds Sports Center Outdoor**



**Figure 85: Golf Course Driving Range and Trail Addition**




**Golf Course Driving Range and Trail Addition**

Feet
0 500 1,000