

City of Carlsbad California

2023 - 2030

PARKS & RECREATION
DEPARTMENT MASTER
PLAN UPDATE



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Preface

The city's current Parks & Recreation Department Master Plan was adopted by the City Council in 2015, providing a road map for future investments in city parks and recreation based on the community's top priorities, demographic make-up, industry trends, market analysis and other factors.

The master plan resulted in several new and expanded parks and recreation offerings, including:

- A community center, ornamental gardens, and community garden at Pine Avenue Community Park
- The city's first outdoor pickleball courts and arena sports field at Poinsettia Community Park
- A dog park, along with an added restroom facility at Poinsettia Community Park
- An entryway with an outdoor fitness circuit and picnic areas at Calavera Hills Community Park
- A community garden at Calavera Hills Community Park
- An outlook with stage, picnic areas and a catering/restroom facility at Aviara Community Park
- Expanded multigenerational programs
- Expanded programs focusing on fitness and wellness, outdoor adventure, environmental education and culinary arts

Another key strategy in the 2015 plan was to conduct an updated needs assessment so the department could keep pace with changing needs, priorities and trends. That needs assessment is part of this 2023-2030 Parks & Recreation Master Plan Update.

Changes since 2015

Although healthy outdoor lifestyles and community connection are still important values for Carlsbad residents, several changes have occurred since the current master plan was completed:

- The city has made major investments in new and improved parks based on the needs identified in the 2015 master plan.
- The city is not projecting the same level of growth as it has seen in the past, meaning developer fees to fund new amenities will be less.
- The city is currently projecting a General Fund structural deficit as soon as fiscal year 2028. As a result, the city is looking for opportunities to reduce ongoing spending. New parks and recreation facilities require funding for ongoing maintenance and operations.
- The city's Growth Management Program is undergoing an update. The parks performance standard is expected to remain the same, at 3 acres per 1,000 residents. However, a study is yet to be completed that will determine the future development fees that would help fund park projects.

Moving forward

Due to the above factors, the 2023-2030 Parks & Recreation Master Plan Update focuses on maintaining the high-quality parks and recreation services currently enjoyed by the community and recommends ways to adapt them to reflect current community needs and priorities. The strategies listed for action in the master plan are based on several factors, including:

- Carlsbad Community Vision
- Carlsbad Strategic Plan (2023-2027)
- Carlsbad Capital Improvement Program
- Community and stakeholder input
- Parks & Recreation staff input
- Consulting team expertise and experience

Addressing the strategies that require significant capital and/or operating expense will be contingent upon the availability of funding during the term identified.

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CHAPTER ONE – EXECUTIVE SUMMARY

1.1 MASTER PLAN UPDATE GOALS AND OBJECTIVES

Parks & Recreation Department staff commenced this master plan update with these goals and objectives:

- Maximize community engagement to ensure diverse community and stakeholder input is heard and is utilized to shape the future of the city’s parks, programs and facilities.
- Integrate Commission for the Accreditation of Parks & Recreation Agencies (CAPRA) best practices to ensure accreditation standards are met.
- Ensure diverse offerings, and equity of access, through the recreation program plan and levels of service analysis which is based on varied data sources including a statistically reliable survey, online tools, demographics, trends analysis and community engagement.
- Enhance financial sustainability through efforts to identify revenue opportunities and thus better ensure future operational and maintenance needs are addressed.
- Develop an action plan that establishes guidelines and strategies for the department’s parks and recreation services, to support the Carlsbad community.

1.2 MASTER PLAN UPDATE PROCESS

The process of updating the master plan began with three questions to ensure that the community’s and the department’s goals and objectives would be recorded (Figure 1):

1. Where are we today?
2. Where are we going tomorrow?
3. How do we get there?

Note: This plan commenced in Dec. 2019, just prior to the COVID-19 pandemic, which resulted in modifications to the update process, including additional virtual community engagement and an extended timeline for completion.



Figure 1: Process model

1.3 COMMUNITY PROFILE

Demographic data used for the analysis was obtained from the U.S. Census Bureau and Environmental Systems Research Institute, Inc., the largest research and development organization dedicated to Geographic Information Systems and that specializes in population projections and market trends. All data was acquired in September 2022 and reflects actual numbers as reported in both the 2010 and 2020 Census, as well as estimates for 2022 obtained by ESRI. Simple linear regression was utilized for 2027, 2032, and 2037 projections.¹

The demographic data not only offers a snapshot of the present but provides invaluable insights into the future, ensuring that the Parks and Recreation Master Plan Update is proactive, and resonates with the changing community needs.

Full demographic and recreation trend information is included in chapter three.

Important demographic and recreation trend findings:

- The population has grown at a rate above the national average during the past 12 years, and projections show continued growth through 2032.
- The current age distribution has the highest representation in the age segment 35-54 with a median age of 40.4. This high representation of the 35-54 age segment will feed into the 55-74 age segment, which is projected to become the most represented age segment by 2032. This finding indicates the importance of focusing on adults 50+ programming to meet the needs of this active aging population.
- Since the 2010 Census, Carlsbad's racial and ethnic diversity has grown, with projections showing a continued increase over the next 15 years.
- Household income and individual income are significantly higher than both the state and national averages. A higher household income confirms the importance of high-quality offerings and experiences to meet community expectations.
- 40 out of 46 activities tracked had a Market Potential Index (MPI) score of 100 or more. This high MPI indicates a strong participation rate among city residents in general sports and fitness activities. Such data highlights the need for future projects, including culinary programs, Monroe Street Pool upgrades, and additional pickleball courts.

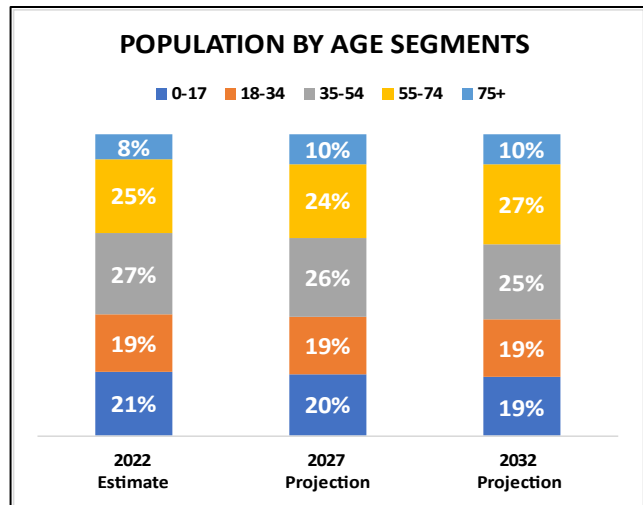


Figure 2: Population by age segments

¹ Simple linear regression is used to estimate the relationship between two quantitative variables.

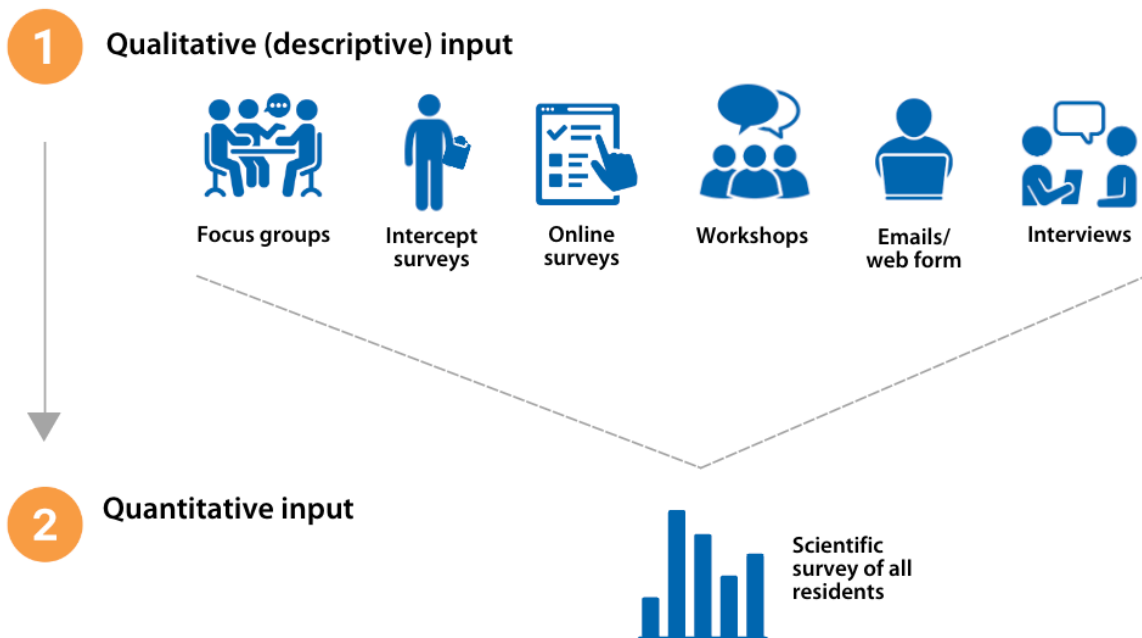
1.4 PUBLIC INPUT

The project team provided multiple ways for community members and other stakeholders to provide input to help ensure the final master plan reflects the community’s most important needs, values and priorities. Input was gathered in two phases:

Qualitative and quantitative input

Phase one focused on qualitative input. Qualitative input is highly descriptive but is not necessarily representative of the entire population. The project team gathered qualitative input from City of Carlsbad elected and appointed officials, employees, residents, and various community and special interest groups.

This input helped inform the questions asked in the second phase, a statistically reliable survey. The survey sample included about 400 people chosen at random. Questions answered by all 400 respondents have a margin of error of approximately plus or minus 4.9 percentage points.



Effects of the pandemic

Outreach for the Parks & Recreation Master Plan update started in February 2020, just prior to the COVID-19 pandemic. The project was put on hold temporarily so the city could focus all available responses on its public health response.

Once the city began to return to in-person services in 2021, city staff sought additional community input to learn whether the community’s needs, values and priorities related to parks and recreation had changed.

Qualitative and quantitative feedback showed that the pandemic made some residents value parks and recreation more, but otherwise has not had a significant effect on needs, values and priorities. For example, most residents did not participate in the city’s virtual parks and

recreation programming and most said they do not have a need for such programming in the future.

Opinion of parks and recreation programs, facilities and services

Overall, residents gave the city high marks in terms of its parks and recreation offerings.

Following are some of the key findings from the statistically reliable survey:

- 85% of Carlsbad households had visited a city park, sports field or other recreational facility in the previous 12 months.
- About half go between one and four times a week.
- 91% rate the condition of parks, fields and facilities good or excellent
- Only about a third of residents participate in city recreational programs, but of those who do, 96% rate them as good or excellent.
- About three-quarters of residents said lack of features they want to use was the main reason they do not use parks, fields and facilities more. No other single reason was cited by more than 45% of respondents.
- More residents use city recreation services than other providers. Private clubs, other cities' programs, school programs and sports leagues were also in the top five, but used less than city programs.
- The main reasons people cited for not using city recreation programs more were not knowing what is offered, too busy or not being interested, and program times that are not convenient.
- Residents top needs for park facilities are community and neighborhood parks and family picnic areas. Of those who said they have a need for these facilities, only between 3% and 5% said their needs were not currently being met.
- When asked to choose the most important park facilities, community parks, neighborhood parks, off-leash dog parks, outdoor swimming pools and outdoor pickleball courts were the top five responses.
- Residents did not cite a significant need for recreational programs. Adult fitness was the only response cited as a need by a majority of residents, at 55%. Other responses in the top five included a need for senior adult and fitness programs (43%), adult sports programs (39%), aquatics programs (39%) and cultural arts programs (36%).
- Of those who cited a need for these five programs, between 20% and 25% said their need was not currently being met.
- When asked how to improve or renovate parks, the top responses were to add more shade, lighting and family picnic areas.
- About two thirds of residents said they are satisfied or very satisfied with the value they receive from city's Parks & Recreation Department, with only 7% saying they were dissatisfied.

- Responses did not differ significantly among Carlsbad's four ZIP codes for most survey questions, with a few exceptions:
 - Residents in the northwest cite safety as the top reason they do not visit more often.
 - Residents in southeast don't visit more often because they use parks in other cities.
 - Residents in the northeast and southwest cite a lack of features they want to use.
 - Residents in northwest Carlsbad say they have the biggest need for a community park while residents in the southwest say they have the lowest need.
 - Residents in northern Carlsbad said they have a greater need for sports fields than residents in the south.
 - Residents in northwest and southeast Carlsbad cited a higher need for dog parks than other parts of the city.

How the input was used

The purpose of the statistically reliable survey was to ensure the project team gained an understanding of a representative group of Carlsbad residents in addition to those residents who choose to actively engage in city issues. Input from the qualitative phase helped the project team identify which questions should be included in the scientific survey.

Community input was an important factor but not the only factor used when developing parks and recreation priorities. Demographics, industry trends, existing and planned parks and programs, and other factors were also considered.

1.5 PROGRAM ASSESSMENT

1.5.1 CORE PROGRAM AREAS

To fulfill the department's mission of strengthening community health and wellness, identifying core program areas based on current and future community needs is crucial, as is focusing on specific program areas that are important to the community.

The department is faced with the challenge of attempting to cater to all interests. The core program area philosophy assists staff, policy makers and the public with focusing on what programs are most crucial to the community.

A program area is considered core if it meets most of the following criteria:

- Provided for more than five years or is expected by the community based on community input results
- Accounts for 5% or more of the department's overall budget
- Is offered 3-4 seasons per year
- Broad demographic appeal
- Skill development tiers are available within the program area's offerings
- Full-time staff are responsible for the program area
- Facilities are specifically designed to support the program area

CORE PROGRAM AREAS DESCRIPTIONS, GOALS, & EXAMPLE PROGRAMS

Department staff and the consulting team identified the following core program areas for both general recreation and adults 50+ currently offered and shown in Figures 4 and 5.



Figure 3: Core program areas - adults 50+

Core Program Areas - General Recreation



Figure 4: General recreation core program areas

1.6 PARK SITE ASSESSMENTS

The consulting team assessed the department's parks and made observations regarding park access, visual and aesthetic appeal, and maintenance standards.

Maintenance was good, considering how heavily the parks are used. Thirty-one of the parks were rated as excellent, nine were rated as good, and two were rated as fair. No park sites were rated poor.

STRENGTHS

- General parks maintenance
- Abundant amenities
- Clean and well-kept parks
- High levels of patron use indicating the quality and availability of needed amenities in the parks
- Overall consistent city branding and signs
- Synthetic turf athletic fields, allowing for increased use
- Variety of park experiences throughout system

OPPORTUNITIES FOR IMPROVEMENT

- Some sites lack sufficient concrete, asphalt, or decomposed granite walkways to fully meet disabled access requirements (Pio Pico Park, Oak Park, El Fuerte Park, Harold E. Smerdu Community Garden, Buena Vista Elementary School Fields, Jefferson Elementary School Fields, and La Costa Heights Elementary School Fields)
- Several school field sites could benefit from additional trash and recycling cans, and seating

1.7 SERVICE AREA MAPS

Service area maps assist Parks & Recreation Department staff and city leadership in assessing where parks, facilities and amenities are offered, distribution of parks, facilities and amenities, and, based on population density, assess where there are gaps or overlaps for a specific facility or amenity.

The population source used for these recommendations is the 2022 estimated population, and the 2027 and 2032 projected populations, as reported by Environmental Systems Research Institute, Inc. (ESRI). The estimated City of Carlsbad population for 2022 was 116,323.

The shaded areas in the maps indicate the service level (e.g., the population being served by that park type/amenity) as outlined in the facility/amenity levels of service matrix.

The central point inside the ring indicates the location of the facility or amenity while the ring extends out to the distance that amenity serves the population based on the number of amenities at that location, the levels of service recommendations established and the population density.

Dog parks service area map is featured in Figure 5, while the additional service area maps are included in section 5.2.

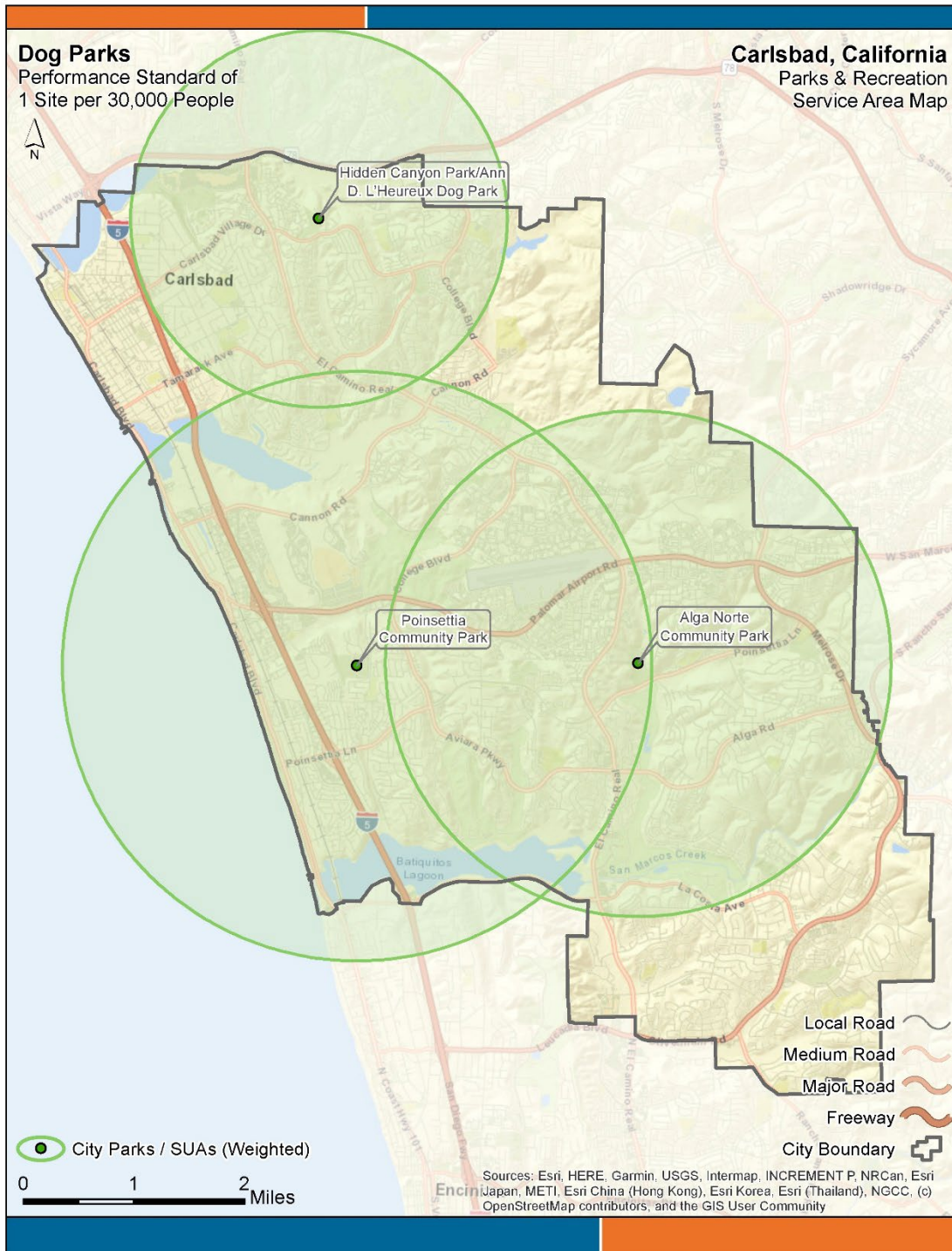


Figure 5: Dog parks service area map

1.8 MISSION, VISION, VALUES AND COMMUNITY INPUT AND STAFF VISIONING OUTCOMES

1.8.1 VISION

To strengthen community connectivity through inclusive world class offerings and exceptional customer service.

1.8.2 MISSION STATEMENT

To promote community health and wellness while building a culture that embraces change and continuous improvement.

1.8.3 COMMUNITY INPUT AND STAFF VISIONING OUTCOMES

Based on community input and the staff visioning workshop, desired report outcomes were identified:

- Address aging infrastructure – refurbish or replace and maintain existing infrastructure
- Optimize staffing – ensure staffing levels and structure match future service levels
- Ensure greater financial sustainability – plan for future revenue generated from programs, services, and goods rendered
- Increase awareness of department’s programs and services
- Expand programming – grow and diversify programming to meet the community’s interests

1.9 STRATEGIC ACTION PLAN

Consistent with the 2015 master plan, this update provides systemwide recommendations for the department to implement over the short-term (0-3 years), long-term (4-7 years) and on an ongoing basis. The 2015 plan resulted in the department’s successful accreditation through the Commission for the Accreditation of Parks and Recreation agencies, updates at Pine Avenue Community Park including a new building with indoor recreation space, catering support room and upgrades at Aviara Community Park and a dog park and dedicated pickleball courts at Poinsettia Community Park among other accomplishments.

The strategies are based on several factors, including the Carlsbad Community Vision, the Carlsbad Strategic Plan (2023-2028), the annual Carlsbad Capital Improvement Program, community and stakeholder input, Parks & Recreation Department staff input (throughout the process, including and through the visioning workshop), and the consulting team’s expertise and experience.

Plan categories:

- Parks
- Maintenance and operations
- Programs, events, and facilities
- Funding and marketing

Category strategies are separated by an implementation timeline (Figures 6-9).

1.9.1 PARKS STRATEGIES

PARKS STRATEGIES
Short Term (0-3 Years)
Seek City Council direction on whether to pursue the construction of outdoor pickleball courts at an existing park to address the current demand
Educate park visitors about sustainable practices and encourage them to participate in environmental initiatives
Complete a Parks in Lieu Fee and Parks Impact Fee Study and present its findings to the City Council for review and direction
Evaluate the potential for revising protocols at the skate parks to allow other wheeled devices, which may enhance accessibility
Add additional trash and recycling cans, and seating at school field sites
Complete conceptual design and permitting for Leo Carrillo Ranch Historic Park Phase 3B Improvements
Complete construction plans, bidding and construction implementation for Stagecoach Park Community Garden
Complete construction plans, bidding and construction implementation for Veterans Memorial Park
Complete community engagement, conceptual design and permitting for Robertson Ranch Community Park
Complete conceptual design and permitting for Hosp Grove Park Improvements
Contribute to completing construction plans, bidding and construction implementation for Monroe Street Pool Renovation/Replacement (in support of project's lead department: Fleet & Facilities)
Contribute to completing construction plans, bidding and construction implementation for Beach Access Repairs and Upgrades (in support of project's lead department: Transportation)
Contribute to completing construction plans, bidding and construction implementation for Carlsbad Boulevard and Tamarack Avenue Intersection Improvements (in support of project's lead department: Transportation)
Contribute to completing construction plans, bidding and construction implementation for Terramar Coastal Area Improvements (in support of project's lead department: Transportation)
Contribute to completing conceptual design and permitting for ADA Beach Access Ramps (in support of project's lead department: Transportation)

Contribute to completing the conceptual design, permitting, construction plans, bidding and construction implementation for Citywide Facilities Security Enhancements (in support of project's lead department: Information Technology)
Contribute to completing the conceptual design, permitting, construction plans, bidding and construction implementation for Citywide Facilities WiFi Enhancements (in support of project's lead department: Information Technology)
Long Term (4-7 Years)
Enhance parks amenities, such as shade structures and seating, to improve visitor experience
Complete construction plans, bidding and construction implementation for Leo Carrillo Ranch Historic Park Phase 3B Improvements
Complete construction plans, bidding and construction implementation for Robertson Ranch Community Park
Complete construction plans, bidding and construction implementation for Hosp Grove Park Improvements
Seek City Council direction on whether to reprioritize the design and permitting of Village H South Dog Park
Contribute to completing conceptual design for South Carlsbad Coastline (in support of project's lead department: Transportation)
Contribute to completing construction plans, bidding and construction implementation for ADA Beach Access Ramps (in support of project's lead department: Transportation)
Commence community engagement for Zone 5 Park
Commence community engagement for Cannon Lake Park
Ongoing
Coordinate enforcement of parks and facility regulations to facilitate positive user experience
Incorporate environmentally friendly practices into park design and operations, such as drought-tolerant landscaping and energy-efficient lighting
Explore certifications or equivalencies, such as SITES or LEED, for new park designs or renovations
Ensure full ADA access at all parks, with a focus on most immediate needs
Encourage community participation in reporting maintenance or safety concerns
Review the potential for adding park amenities based on the levels of service recommendations
Add more trees within parks, where feasible

Figure 6: Parks strategies

1.9.2 PARKS MAINTENANCE AND OPERATIONS STRATEGIES

MAINTENANCE AND OPERATIONS STRATEGIES
Short Term = 0-3 Years
Continue to invest in upgrading aging infrastructure with the department’s annual operating budget and – as needed – with the capital improvement program budget
Explore partnerships with community organizations or individual volunteers to periodically provide additional maintenance support
Long Term = 4-7 Years
Invest in equipment and technology as needs are identified that will improve maintenance efficiency and effectiveness.
Fully adopt and utilize the Better Impact database to enhance volunteer management
Ongoing
Evaluate and pursue either increasing contractual services or hiring additional staff to perform routine maintenance as the inventory of sites grows
Ensure staffing levels align with programming or facility hours
Expand staff onboarding procedures and compile an onboarding manual focused on the department’s culture and philosophy
Train and cross train staff to enhance professional growth and operational coverage
Partner with the Human Resources Department to enhance staff retention and succession planning
Coordinate with the Human Resources Department in recruiting and managing department volunteers to maximize the support
Prioritize staff time and resources to address critical maintenance needs and concerns
Explore grant opportunities to supplement funds for upgrades to aging infrastructure and equipment
Enhance pathway and parking lot lighting, and reduce energy consumption, by converting aging incandescent systems with modern LED systems
Request specific monitoring by the Police Department’s Park Rangers and patrol Officers to address unpermitted activities and promote positive experiences of patrons

Figure 7: Maintenance and operations strategies

1.9.3 PROGRAMS, EVENTS AND FACILITIES STRATEGIES

PROGRAMS, EVENTS AND FACILITIES STRATEGIES
Short Term = 0-3 Years
Assess current programs and facilities to identify barriers to accessibility and develop plans to address identified barriers (in support of project’s lead department: Risk Management)
Create a staff committee to review and prioritize requests for new programs and events, considering factors such as community interest, feasibility, and cost-effectiveness
Explore expansion of scholarship programs and other financial assistance options, such as sliding scale fees, to help reduce barriers to program participation
Consult the Human Resources Department on the development of recognition programs to acknowledge staff members who provide exceptional customer service
Evaluate offering programs at the northern, city-controlled beach
Expand program offerings outdoors, including fitness, etc.
Annually evaluate program lifecycles to ensure balance between different stages
Offer multicultural programs that reflect the community's increasing diversity
Expand staff training on effective communication strategies, program development and customer service
Partner with local organizations that represent marginalized communities to receive input on program development
Provide accommodations, such as sign language interpretation, to make programs and facilities more inclusive
Long Term = 4-7 Years
Complete implementation of relevant Age Friendly Action Plan recommendations
Expand indoor recreation offerings for the growing active adult population
Enhance aquatic offerings at Monroe Street Pool once renovation/expansion project is complete
Ongoing
Continue to monitor program trends to ensure ongoing alignment with community needs

Encourage feedback and open communication between the department and the community
Partner with healthcare organizations to provide health screenings and education to the community to the active adult population
Utilize technology, including Augmented Reality, and Virtual Reality to enhance the program experience
Work with community organizations and local businesses to develop partnerships that can help provide or promote new programs and event offerings

Figure 8: Programs, events and facilities strategies

1.9.4 FUNDING AND MARKETING STRATEGIES

FUNDING AND MARKETING STRATEGIES
Short Term = 0-3 Years
Consider revenue generation that includes corporate partnerships, sponsorships, foundations and/or naming rights opportunities
Identify potential grant opportunities and develop grant proposals to secure funding
Implement fee study findings to ensure fees are competitive to those fees of surrounding cities for like offerings
Develop a CAPRA compliant department marketing plan to promote the various offerings
Long Term = 4-7 Years
Pursue development of a professional photography policy and fee at historic parks
Ongoing
Partner with community organizations and businesses to provide additional funding for scholarships and discounted programs
Annually review and adjust program, event and facility fees to ensure they are competitive to the market
Annually review athletic field use fees competitive to the market

Figure 9: Funding and marketing strategies

1.10 CONCLUSION

The City of Carlsbad and the Parks & Recreation Department has done an admirable job serving the community – even more so through the pandemic. The department has shown a successful track record of implementing the 2015 master plan recommendations as seen by the numerous projects citywide including, Pine Avenue Community Park, Poinsettia Community Park, Aviara Community Park and Calavera Hills Community Park, while also successfully pursuing national accreditation through the Commission for the Accreditation of Parks and Recreation Agencies.

This update shows the continued growth and increased diversification of the Carlsbad community, in addition to showcasing the high level of parks, programs and recreation spaces provided by the city. The plan underscores the department’s emphasis on additional parks development projects while maintaining what parks and facilities currently exist, equitably expanding programs for an active and diverse adult population, and staff training and development.

A focus on innovation and new ideas, maintaining what facilities and amenities exist, providing a high level of care and responsiveness to community needs will ensure the high-quality experience that Carlsbad Parks and Recreation Department patrons are accustomed to will not only continue, but will grow and thrive in the years to come.

CHAPTER TWO – PUBLIC INPUT SUMMARY

The master plan update incorporated public input to establish an understanding of the current state of the department and determine future needs. Like all city programs and services, seeking input on parks and recreation priorities starts with the Carlsbad Community Vision.

The City of Carlsbad is guided by the Carlsbad Community Vision, a set of nine core community values first developed in 2010 and verified most recently in 2022 through a five-year strategic planning process.

2.1 CARLSBAD COMMUNITY VISION

The city's Parks & Recreation Department provides programs, services and amenities that relate directly to several of these values and indirectly to all of these values:

Small town feel, beach community character and connectedness

Parks, recreation programs and community events bring people together, enhancing community connections and contributing to Carlsbad's small-town feel.

Open space and the natural environment

Carlsbad residents value natural open spaces, including city parks and city-maintained habitat land. City trails provide opportunities to spend time in Carlsbad's natural environment, and the city's coastline and lagoons are natural resources cherished by residents and visitors alike.

Access to recreation and active, healthy lifestyles

People in Carlsbad enjoy staying active and fit. Our year-round mild climate allows residents to enjoy outdoor activities 12 months a year, and Carlsbad's many recreation programs, parks and other amenities are well-utilized and appreciated.

The local economy, business diversity and tourism

Beautiful parks, well maintained coastal trails, sandy beaches, a state of the art aquatic center, miles of nature trails and other amenities help support Carlsbad's diverse economy and popularity as a tourism destination.

Walking, biking, public transportation and connectivity

The city's 67-plus miles of trails not only provide opportunities for biking and hiking, they connect neighborhoods to each other and to services, schools and shops.

Sustainability

The city's Parks & Recreation Department models environmental leadership by providing EV charging stations, utilizing solar for pool heating and power generation and showcasing beautiful, waterwise landscaping. Recycled water is used at city parks and other landscaped areas throughout the city.

History, the arts and cultural resources

City parks feature historical resources that are not only carefully curated and preserved, but utilized to promote awareness and appreciation of Carlsbad's local history. Recreation programs incorporate the arts from youth classes and camps to regular programming at the city's Senior Center. Public art is integrated in city parks in both traditional and unexpected ways.

High quality education and community services

Parks & Recreation's enrichment programs promote lifelong learning for all ages in Carlsbad. Afterschool programs for teens focus on leadership principles, and intergenerational programs and events provide even more opportunities to learn and grow.

Neighborhood revitalization, community design and livability

The city's parks, trails and open spaces contribute greatly to Carlsbad's overall design and livability, enhancing the quality of life for all who live, work and play in our city.

Given the important role Parks & Recreation plays in delivering on these nine core values of the Carlsbad Community Vision, community engagement was an important part of the master plan update process.

2.2 COMMUNITY ENGAGEMENT APPROACH

The project team provided multiple ways for community members and other stakeholders to provide input to help ensure the final master plan reflects the community's most important needs, values and priorities. Input was gathered in two phases:

Qualitative and quantitative input

Phase one focused on qualitative input. Qualitative input is highly descriptive but is not necessarily representative of the entire population. The project team gathered qualitative input from City of Carlsbad elected and appointed officials, employees, residents, and various community and special interest groups.

This input helped inform the questions asked in the second phase, a statistically reliable survey. The survey sample included about 400 people chosen at random. Questions answered by all 400 respondents have a margin of error of approximately plus or minus 4.9 percentage points.

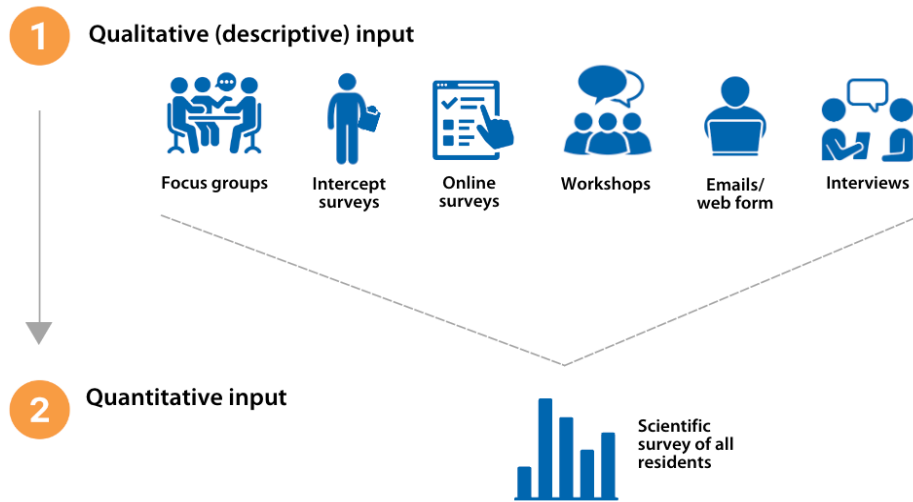


Figure 10: Types of input

2.2.1 WHO PARTICIPATED

2,500+
PARTICIPANTS



Figure 11: Public input statistics

2.2.2 EFFECTS OF THE PANDEMIC

Outreach for the Parks & Recreation Master Plan update started in February 2020, just prior to the COVID-19 pandemic. The project was put on hold so the city could focus on its public health response.

Once the city began to return to in-person services in 2021, city staff sought additional community input to learn whether the community's needs, values and priorities related to parks and recreation had changed. This included two virtual workshops and a social media survey.

About 44% of residents responding to the statistically reliable survey said they value parks and recreation more since the beginning of the pandemic. About 48% said they value it the same as before.

The project team asked about virtual services provided during the pandemic. Virtual fitness and wellness classes were the most popular, however about three-fourths of residents did not participate in these virtual offerings from the city. Likewise, there is some interest among residents for virtual fitness and wellness classes but about 70% of residents are not interested in virtual programming.

Feedback from the virtual workshops did not differ significantly from the two in person workshops held before the pandemic. This input is included in the workshops section of this chapter. Feedback from the online survey greatly expanded opportunities for the community to weigh in, with over 1,700 participants providing input that way. This input helped shape the questions asked in the statistically reliable survey.

2.2.3 HOW INPUT WAS USED

The purpose of the statistically reliable survey was to ensure the project team gained an understanding of a representative group of Carlsbad residents in addition to those residents who choose to actively engage in city issues. Input from the qualitative phase helped the project team identify which questions should be included in the scientific survey.

Community input was an important factor but not the only factor used when developing parks and recreation priorities. Demographics, industry trends, existing and planned parks and programs, and other factors were also considered.

2.2.4 STAKEHOLDER AND FOCUS GROUP INTERVIEWS



A wide array of users, participants and other community members utilize parks and recreation facilities and services. Organized groups and those with a significant stake in the outcome of the master planning effort had an opportunity to share their feedback, the project team offered small group and individual interviews.

Interviews included representatives from groups displayed below. A summary of responses is in Appendix E.

Interviews and Focus Groups	
City of Carlsbad Council Members	Community Groups
City of Carlsbad Employees	<ul style="list-style-type: none"> • Carlsbad Historical Society
City of Carlsbad Residents	<ul style="list-style-type: none"> • Carlsbad Newcomers Club
City of Carlsbad Commission Members	<ul style="list-style-type: none"> • Carlsbad Water Polo
<ul style="list-style-type: none"> • Historic Preservation Commission 	<ul style="list-style-type: none"> • CBAD Softball Association
<ul style="list-style-type: none"> • Parks and Recreation Commission 	<ul style="list-style-type: none"> • City SC (Soccer Club) Carlsbad
<ul style="list-style-type: none"> • Senior Commission 	<ul style="list-style-type: none"> • Friends of Carrillo Ranch, Inc.
L.I.T.E. (Leadership in Training & Education)	<ul style="list-style-type: none"> • La Costa Athletic
Carlsbad Unified School District Employees	<ul style="list-style-type: none"> • North Coast Aquatics
San Marcos Unified School District Employees	<ul style="list-style-type: none"> • North Coast County Friday Night Lights
Encinitas Union School District Employees	<ul style="list-style-type: none"> • North County Senior Softball
	<ul style="list-style-type: none"> • Seaside Water Polo

Figure 12: Stakeholder groups

Stakeholders shared their priorities to enhance the department’s parks and recreation system. Common themes included a focus on community needs, diverse programming and experiences, additional parks maintenance and management, more recreational spaces and a clear future direction.

2.2.5 PUBLIC WORKSHOPS

The project team hosted four public workshops, two in-person in February 2020, and two virtual meetings in December 2021. The two virtual meetings were added to provide an opportunity to hear how the COVID pandemic might have changed parks and recreation priorities.

WORKSHOP DATES, TIMES AND LOCATIONS

- Thursday, Feb. 20, 2020, 6 p.m. at Alga Norte Community Park, with 78 attendees.
- Saturday, Feb. 22, 2020, 10 a.m. at Pine Avenue Community Center, with 50 attendees.
- Thursday, Dec. 9, 2021, 6 p.m., virtual meeting with 91 attendees.
- Saturday, Dec. 11, 2021, 10 a.m., virtual meeting with 72 attendees.

Department staff shared progress made since the adoption of the 2015 Parks & Recreation Department Master Plan, educated participants on the master plan update process, and obtained participant input for the future of the parks and recreation system in Carlsbad. Live audience polling was used to solicit public input. Virtual meeting attendees responded to questions and viewed responses in real time using the Zoom polling feature.

COMMON THEMES FROM PUBLIC WORKSHOPS

Main themes of the feedback received from the workshops:

Need for more sports and recreation facilities

- Significant demand for more pickleball courts.
- More multi-purpose sports fields are needed with lighting for sports including rugby, tennis and soccer.
- Desire for multi-generational disc golf facilities.
- Additional pools and lap swim lanes are needed to meet demands of all ages.

Open space and trails

- Hiking and biking trails, particularly connecting trails and dedicated mountain biking paths and pump track are needed.
- Preserve and increase natural open space throughout the city.
- More parks are needed, including a coastal park in southwest Carlsbad.
- Additional community gardens in different parts of the city.

Live polling data, notes and public comments received during the public workshops is included in Appendix B.

2.2.6 INTERCEPT SURVEYS

From Feb. 14 through Feb. 23, 2020, the project team conducted 209 intercept surveys at 22 park sites and facilities. Data was collected at various times of the day, including mornings, afternoons, and early evenings to reach a diverse group of park users.

Respondents cited playgrounds, how well parks are maintained, and the availability of dog parks and sports fields as things they like most about parks and recreation services in Carlsbad.

Adding more dog parks, enhancing restrooms, better bike access and better beach access would make participants more inclined to use parks and recreation services.

Intercept survey data is included in Appendix C.

2.2.7 ONLINE SURVEYS

In addition to adding two virtual meetings in 2021, the project team conducted a online survey to provide an added opportunity for the community to provide input into the master plan. The survey was available from Dec. 29, 2021 to Jan. 10, 2022 and received 1,766 responses from community members.

The survey was promoted through city channels including social media, the website and targeted emails sent to those who have participated in parks and recreation services, programming and planning projects. Some of the survey questions were also posted as polls on Instagram stories.

Online survey data is included in Appendix C and Instagram polling data is included in Appendix D.

2.2.8 OUTREACH TO TRADITIONALLY UNDER-REPRESENTED GROUPS

The project team interviewed 65 Spanish speaking community members. Participants were identified through Jefferson Elementary School and Carlsbad High School. Given the small number of participants, this feedback should not be generalized to the entire Spanish-speaking community. Instead, this input can help inform further exploration of how to best meet the needs of the larger Spanish speaking community.

What do you enjoy most about going to city parks?

- Parks and playgrounds are great amenities because they are free and entertaining.
- Being able to rent tables at parks for special events is an easy and inexpensive way to host parties.

What would make going to city parks even better?

- There are a lot of rules for park rentals, and they are either not enforced or not enforced evenly.
- There is an increased number of homeless individuals spending their days at local parks (e.g., Pine Avenue Park and Holiday Park.).
- More lights are needed after dark (e.g., Pine Avenue Park and Holiday Park).
- It would be nice to have enclosed toddler playgrounds (e.g., with a low fence), so they are safe.
- There should be more shade and shady areas in parks.

What recreational activities would you like to see more of in Carlsbad?

- People don't participate in activities offered through Parks & Recreation due to lack of time.
- The Boys & Girls Club downtown is cheaper, and they have an afterschool program and pool.
- Prices are too high. It would be good to have a sliding scale based on income so it wouldn't be so onerous when paying for several children.
- One of the programs people value the most is Kids Care.
- There are not enough classes available. Sometimes there is a months-long wait for a class opening.
- There is no change in needs for programs due to COVID.

How do you receive information about Carlsbad parks and recreation programs?

- Facebook, neighbors, parents, schools
- It is difficult to access information in Spanish (e.g., knowing where to find information in Spanish and having advertising in a format and language they can understand).
- People at the facilities rarely speak Spanish, so users feel bad or uncomfortable asking if someone speaks their language.
- Many didn't know there was a catalog of programs and classes available in print at their local libraries. Some don't feel comfortable using a computer to search for information.

The project team also interviewed five community members with physical disabilities to learn more about their needs and priorities. Given the small number of participants, this feedback should not be generalized to the entire Spanish-speaking community. Instead, this input can help inform further exploration of how to best meet the needs of the larger Spanish speaking community.

Do you visit City of Carlsbad's parks?

Yes, all the time – 60% (3 respondents)

Yes, occasionally – 20% (1 respondent)

No – 20% (1 respondent)

What would make going to city parks even better?

- Fewer homeless people sleeping around play structures
- More items for older elementary-age kids

What do you enjoy most about going to city parks?

- The seesaw provides opportunities for collaborative play.
- Accommodates up to four kids at once.
- Fitness course for older elementary-age children.
- Trees, open spaces, sense of community.

In your experience, what amenities would make city parks more accessible?

- If there were more areas of shade.
- More equipment for 3-5th grade age youth.

- Communication boards posted near the play structures for non-verbal/low verbal kids.

What is the main reason you don't visit city parks?

- Newly arrived

What specific sports leagues, fitness classes, special interest classes and camps would interest you and members of your household?

- Swimming, kayaking, surfing, boogieboarding.
- Swim lessons, lap swim.
- A disability makes it harder for a child to join in on the playground.
- If space is only equipped with slides and swings that aren't geared toward children with disabilities, it's unlikely they or their parents will spend much time there.

What recreational activities would you like to see more of in Carlsbad? What recreational activity helps kids with disabilities?

- Creative hobbies with defined goals (such as sports or art projects) can provide individuals with disabilities with the opportunity to self-actualize and feel accomplished at the completion of a task. They also foster creative expression, self-esteem, and, in group settings, encourage inclusive environments where children can feel that they belong. This is especially true in settings where art therapy is practiced, as these programs are led by trained professionals, helping participants express themselves, resolve potential conflict, and increase communication.
- Increase lap swim hours at Monroe Street Pool.

These comments were gathered from informal conversations with Carlsbad Unified School District parents, teachers and teacher aids who work with people with physical disabilities:

- For many people who work with individuals with disabilities, the daily walk involves going to a local park and exposing them to a variety of stimuli, exercising with them, use the playground to improve coordination skills, etc.
- Playgrounds have limited choices for kids with physical disabilities. Older kids can't use the swings because they don't have safety features.
- It would be fantastic if the city rented or offered beach wheelchairs to access the ocean, like they do in Oceanside. Those wheelchairs have wide, large wheels that make it easy to push someone with mobility issues to the water and enjoy the ocean.
- Offer more programs for the neurodiverse/differently abled population.

2.2.9 EMAIL AND WEB FORM INPUT

Community members were invited to share input via email and through a link on the project web page. Over the course of the project, the project team received nearly 500 emails. Of those, about 20 were through a petition effort organized by proponents of building a new park along the coast in southwest Carlsbad. Emails are attached in Appendix F.

Main themes included:

- **Southwest Carlsbad Park allocation concerns:** Residents in southwest Carlsbad have expressed reservations about the city's approach to park land allocation. This sentiment stems from a perception among these residents that southern coastal neighborhoods lack easy and convenient access to park space.
- **Pickleball courts demand:** Residents have signaled an intense demand for additional pickleball courts, pointing to Poinsettia Park's overcrowding. Observations reveal underused tennis courts in contrast to busy pickleball ones, leading to suggestions of converting specific tennis spaces.
- **Community gardens:** A rising appeal for more community garden spaces is evident, especially in South Carlsbad. Residents underscore the multifaceted benefits of these gardens, highlighting health advantages, fostering community ties, and instilling lessons in sustainability.
- **Lighted sand volleyball courts:** The community expresses a distinct desire for free and easily accessible lighted sand volleyball courts, emphasizing inclusivity in recreational activities.
- **Safety, amenities & enforcement:** There's heightened concern about safety hazards in certain park areas. Public comments indicate a demand for amenities like restrooms, especially near pickleball courts. Additionally, unauthorized activities like generator use and bounce houses at Hidden Canyon Park are sources of concern.
- **General feedback & other recreational interests:** The community expresses diverse interests ranging from advanced bike parks and more open spaces to specific amenities in dog parks. The city's efforts at community engagement have been positively received, with specific calls for the inclusion of spaces like model aircraft flying fields and a broader park distribution catering to diverse regions.
- **Disc golf:** Disc golf has emerged as a popular sport, with many residents highlighting the lack of local facilities. Recognized benefits include potential economic boosts from hosting tournaments, its eco-friendly design, and the sport's appeal to a broad age range.
- **Preservation of tennis courts & tennis feedback:** Tennis facilities at Poinsettia Park remain a hot topic. There's strong opposition to their conversion into pickleball courts due to consistent tennis usage and related wait times. The community has raised concerns about noise from pickleball and potential disturbances. The emotional and communal ties to tennis are evident, with added emphasis on the sport's affordability and hesitance to prioritize non-resident pickleball enthusiasts.
- **Conclusion:** The overarching sentiment from Carlsbad residents centers on preserving existing amenities, especially tennis facilities at Poinsettia Park, while accommodating emerging recreational trends like pickleball. There's a clear call for a balanced approach that serves the interests of both tennis and pickleball communities.

2.2.10 STATISTICALLY RELIABLE SURVEY

ETC Institute conducted a parks and recreation needs assessment survey for the City of Carlsbad during summer 2022.

Method

The six-page survey was mailed to a random sample of over 3,000 households in Carlsbad. Residents were encouraged to return their survey by mail or complete the survey online. Ten days after the surveys were mailed, ETC Institute sent emails and text messages to the households that received the survey to encourage participation. The emails and texts contained a link to the online version of the survey to make it easy for residents to complete the survey.

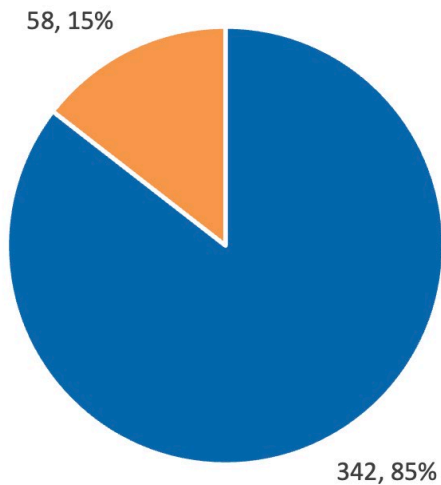
The goal was to obtain completed surveys from at least 375 residents. The goal was achieved, with a total of 400 households completing the survey. Responses to questions answered by all 400 participants can be generalized to the entire adult population in Carlsbad with a margin of error of plus or minus 4.9 percentage points with a 95% level of confidence.

Please note: For questions answered by a smaller number of respondents, the response number (“n”) and margin of error are indicated below the question.

Key findings

Key findings are presented below. A full list of questions and responses is included in Appendix A.

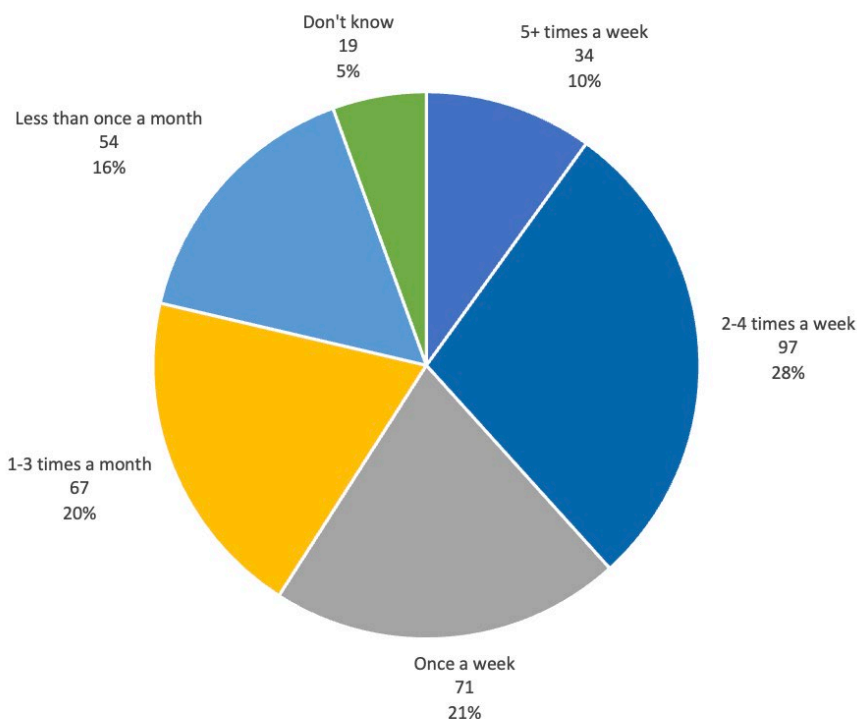
Have you or any member of your household **visited any City of Carlsbad parks, recreation facilities, or sports fields during the year before the start of the COVID-19 pandemic (March 2020)?**



85% of Carlsbad households have visited a city park, sports field or other recreational facility.

Figure 13: Park visitation

How often have you visited City of Carlsbad parks, recreation facilities, or sports fields during the last 12 months before the COVID-19 Pandemic? n=342, 5% margin of error



Of those who go to city parks, sports fields and other recreational facilities, most go 2 to 4 times a week.

Figure 14: How often households visit

Overall, how would you rate the **physical condition** of ALL the City of Carlsbad parks, recreation facilities and sports fields you have visited? n=342, 5% margin of error

91% rate the physical condition as good or excellent.

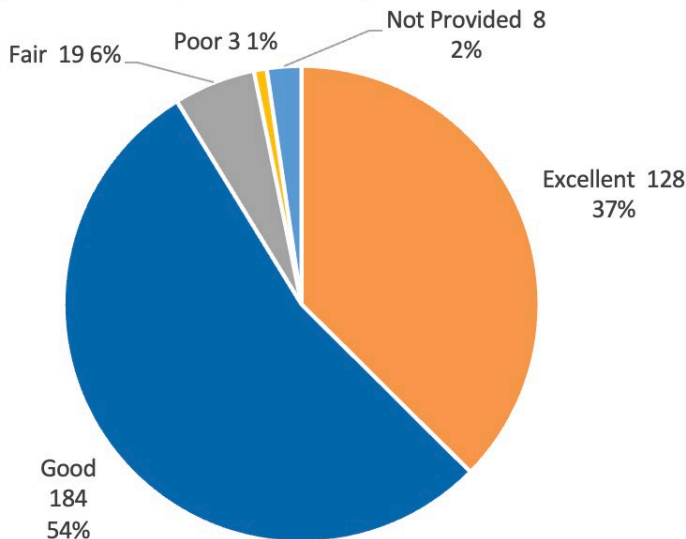


Figure 15: Physical condition of parks/facilities

Has your household **participated in any programs** offered by the City of Carlsbad Parks & Recreation Department during the past 12 months before the COVID-19 pandemic?

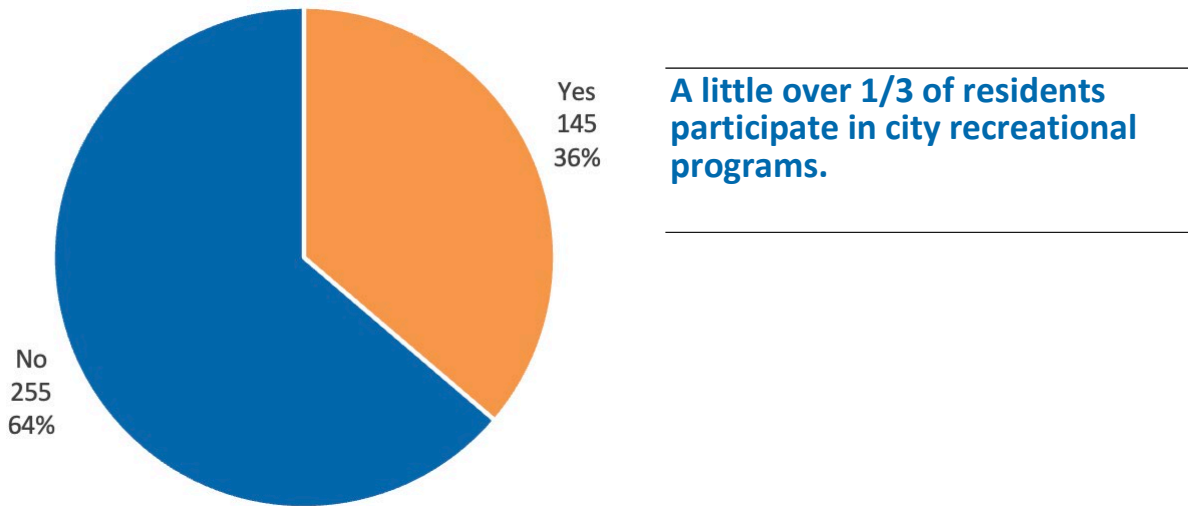


Figure 16: Program participation

How would you rate the overall quality of the City of Carlsbad Parks & Recreation Department programs in which your household has participated? n=142, 8% margin of error

Those who do participate rate the programs as good or excellent.

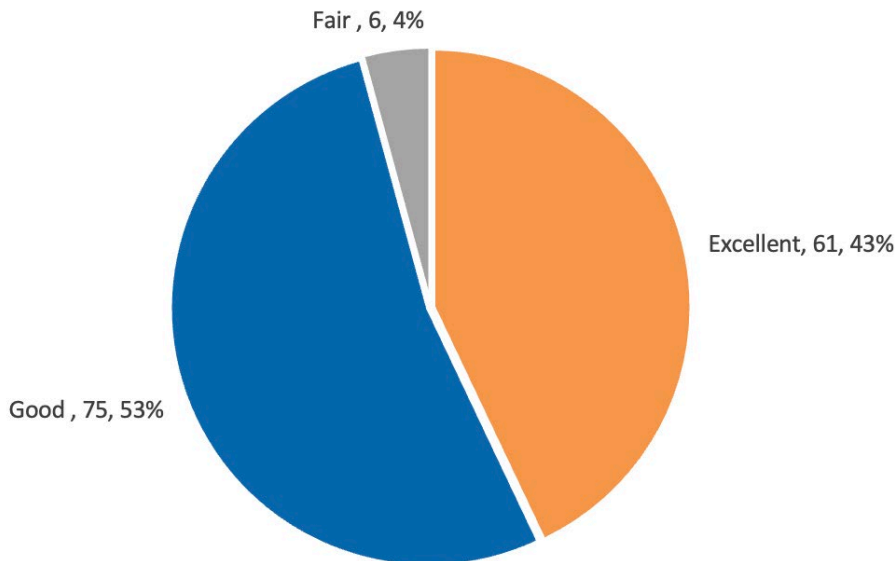


Figure 17: Quality of programs

Please CHECK ALL the following reasons that prevent you or members of your household from using City of Carlsbad parks, recreation facilities, or sports fields more often.

Other reasons	80
Lack of features we want to use	73
Lack of restrooms	45
Do not feel safe using parks	43
Not aware of park locations	42
Use parks in other cities	40
Too far from your home	35
Lack of parking to access parks	30
Lack of handicap accessibility	8
Parks are not well maintained	7
Lack of transportation	4
Lack of trust in government	3

Lack of features is the main reason people say they don't go to city parks, sports fields and recreation facilities more often.

From the following list, please CHECK ALL the **service providers** that you or members of your household used for recreation and sports activities during the year before the COVID-19 pandemic (March 2020).

Carlsbad Parks & Recreation Department	189
Private clubs (tennis, health, etc.)	131
Neighboring cities	124
Public schools	93
Private and non-profit youth sports	83
Places of worship	73
Private summer camps	64
YMCA programs	50
Private schools	28
Other	26
Boys and Girls club	18

The city ranked number one in terms of organizations residents use for recreation and sports activities.

Figure 18: Barriers to parks, recreation facilities, sports fields usage

Please CHECK ALL the following reasons that prevent you and members of your household from participating in City of Carlsbad Parks & Recreation Department programs more often.

I don't know what is offered	134
Too busy/Not interested	98
Program times are not convenient	60
Use programs of other agencies	40
Program not offered	38
Fees are too high	37
Classes are full	35
Too far from my home	28
Lack of quality programs	16
Registration is difficult	16
Outdated facilities	11
Lack of right program equipment	8
Poor customer service by staff	5
Lack of transportation	5
Language / cultural barriers	1

Not knowing what is offered and being too busy were the top reasons given for not participating in city programs more often.

Figure 19: Barriers to program participation

Please indicate if you or any member of your household has a need for each of the City of Carlsbad parks and recreation facilities/amenities listed below.

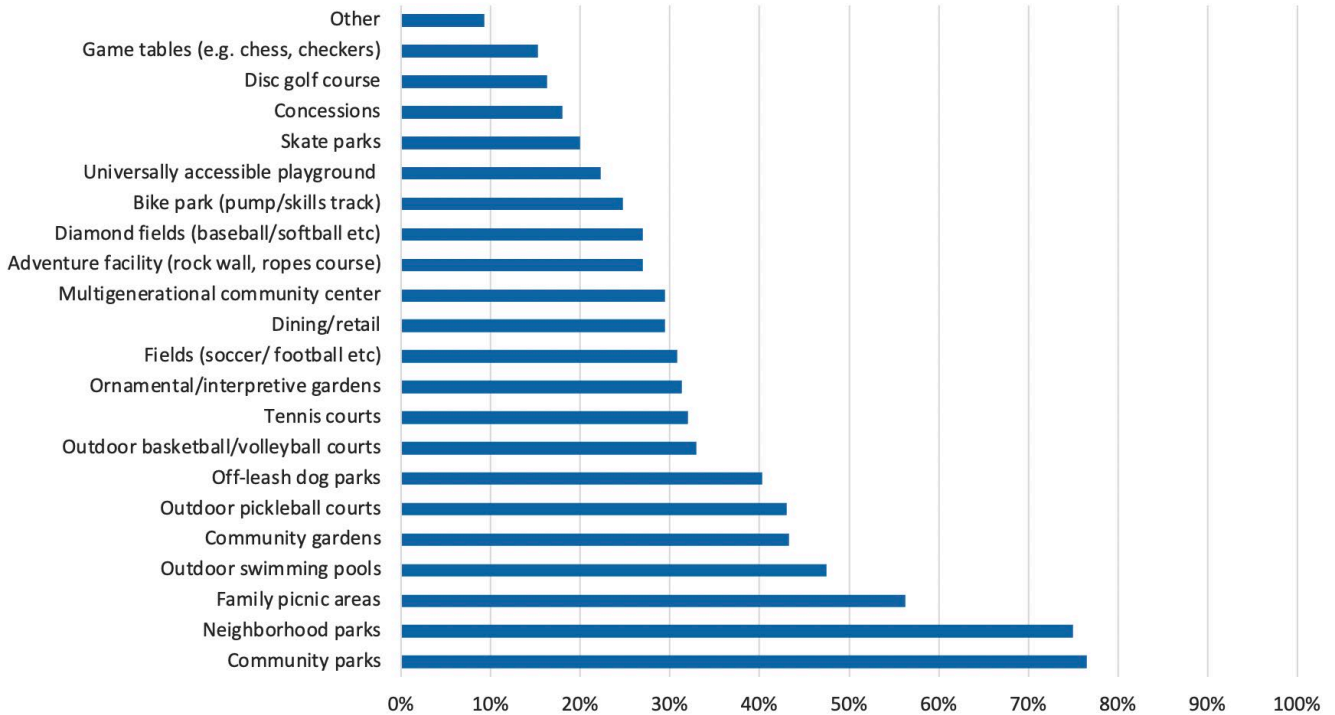


Figure 20: Facility/amenity need

How well are your needs for facilities/amenities of this type are being met?*

Top 3 responses	% "Yes" have a need	% say need not met	# of responses ("n")	Margin of error
Community parks	76.50%	3%	306	6%
Neighborhood parks	75.00%	5%	300	6%
Family picnic areas	56.30%	4%	225	7%

* Because other responses have a margin of error of 10% or more, they are not listed here.

Figure 21: Facilities/amenities needs met



Top community needs are being fully or partially met.

Which FOUR facilities/amenities from the list in Question 9 are **MOST IMPORTANT to your household?**

Listed in Top 4 Most Often	"n"	%
Community parks	174	43%
Neighborhood parks	156	39%
Off-leash dog parks	92	23%
Outdoor swimming pools	87	22%
Outdoor pickleball courts	86	21%
Family picnic areas - covered and uncovered	67	17%
Community gardens	63	16%
Ornamental/interpretive gardens	46	12%
Tennis courts	45	11%
Dining/retail	43	11%
Universally accessible playground equipment	38	10%
Multipurpose rectangular fields (soccer/ football/lacrosse/rugby)	36	9%
Adventure facility (rock wall, ropes course)	36	9%
Outdoor basketball/volleyball courts	34	9%
Multigenerational community center	33	8%
Bike park (pump/skills track)	32	8%
Skate parks	26	7%
Game tables (e.g. chess, checkers, dominoes etc.)	24	6%
Multipurpose diamond fields (e.g. baseball/ softball/cricket)	24	6%
Disc golf course	20	5%
Concessions	12	3%

Figure 22: Facilities/amenities most important

Please indicate if you or any member of your household has a need for each of the **recreation programs** in the City of Carlsbad.

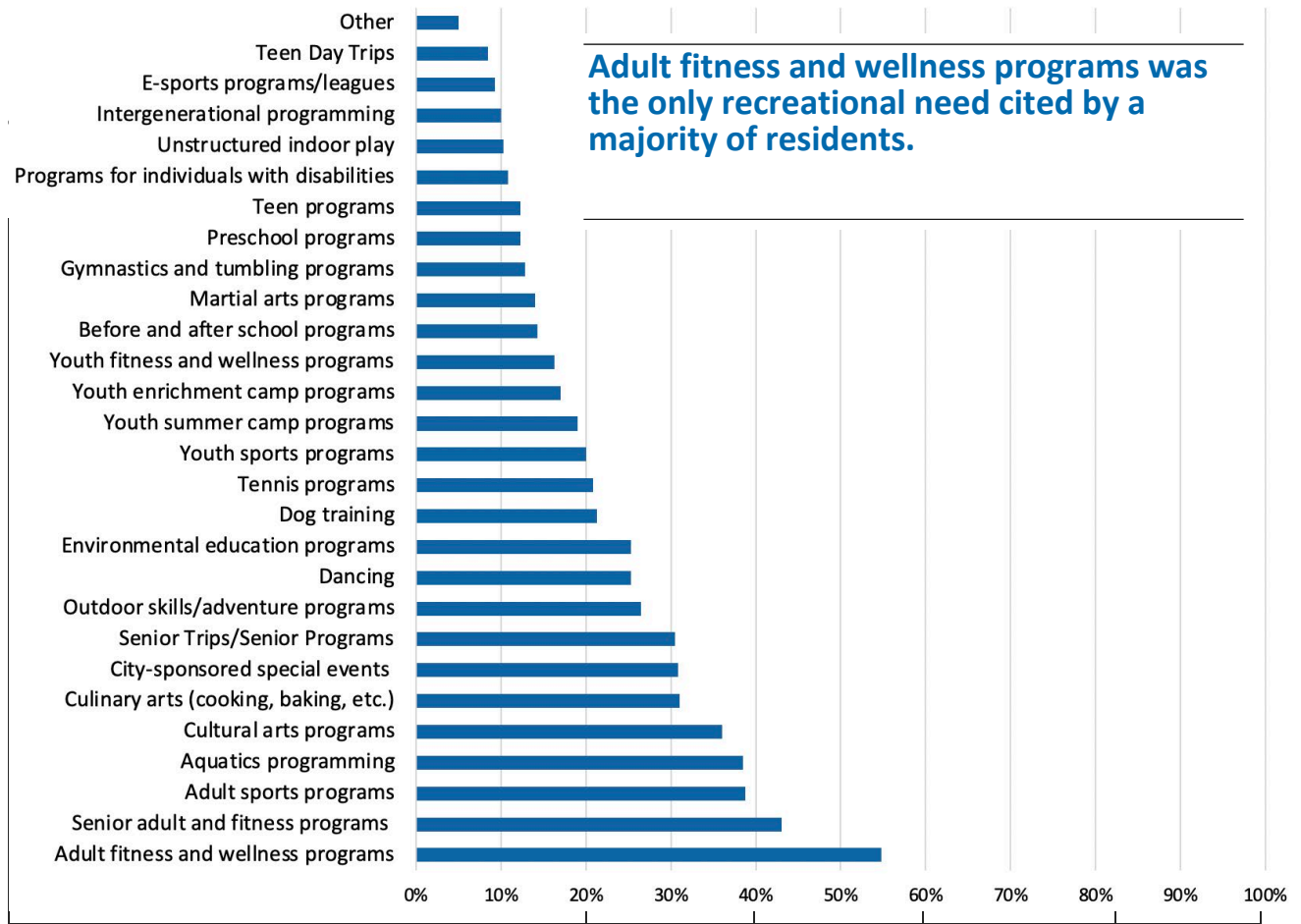


Figure 23: Program needs

Top needs for recreational programs and how well they are being met

Top responses	% have a need	% need not met	# of respondents	Margin of error
Adult fitness and wellness programs	55%	25%	219	7%
Senior adult and fitness programs	43%	27%	172	7%
Adult sports programs	39%	22%	155	8%
Aquatics programming	39%	17%	154	8%
Cultural arts programs	36%	18%	144	8%
Culinary arts (cooking, baking, etc.)	31%	39%	124	9%
City-sponsored special events	31%	11%	123	9%
Senior Trips/Other Senior Programs	31%	34%	122	9%
Outdoor skills/adventure programs	27%	43%	106	10%
Dancing	25%	27%	101	10%
Environmental education programs	25%	24%	101	10%

Figure 24: Program needs

The following is a list of actions the City Council could take to **improve the parks and recreation system**. Please indicate your level of support for renovating or developing new facilities for each item.

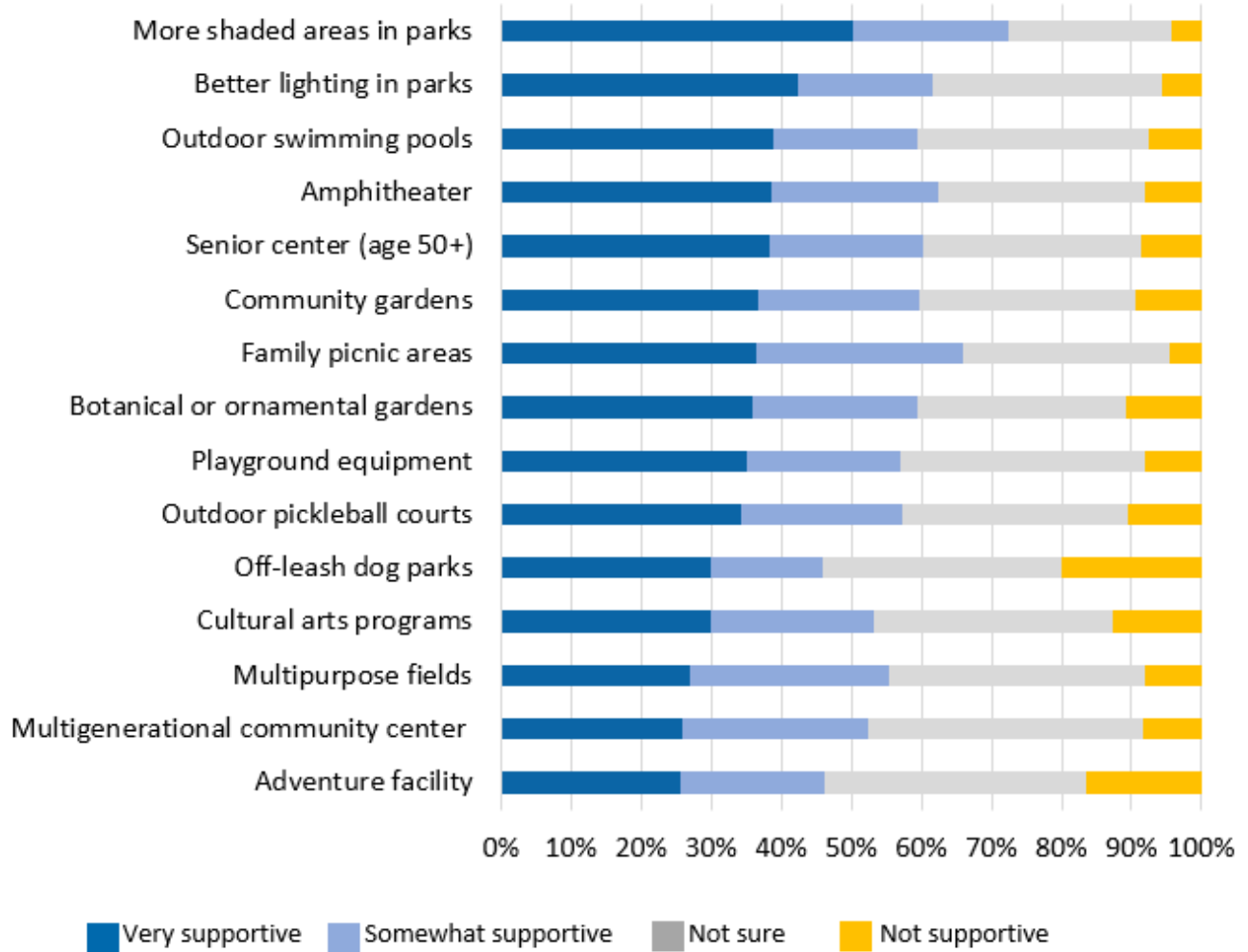


Figure 25: Actions to Improve the parks and recreation system

Which actions from the previous list would your household be most willing to fund?

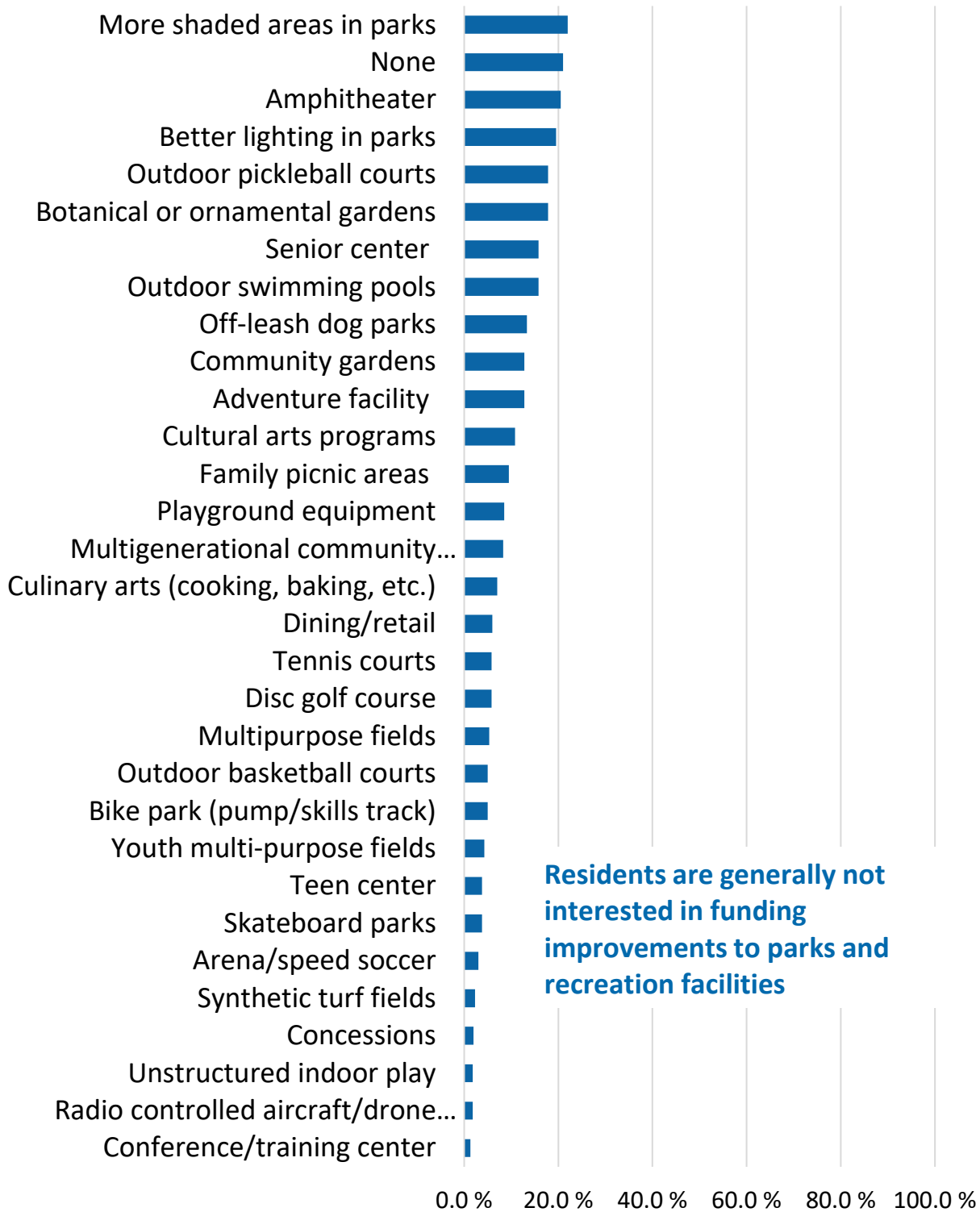


Figure 26: Most willing to fund improvements

Please rate your level of satisfaction with the **overall value** that your household receives from the City of Carlsbad Parks & Recreation Department

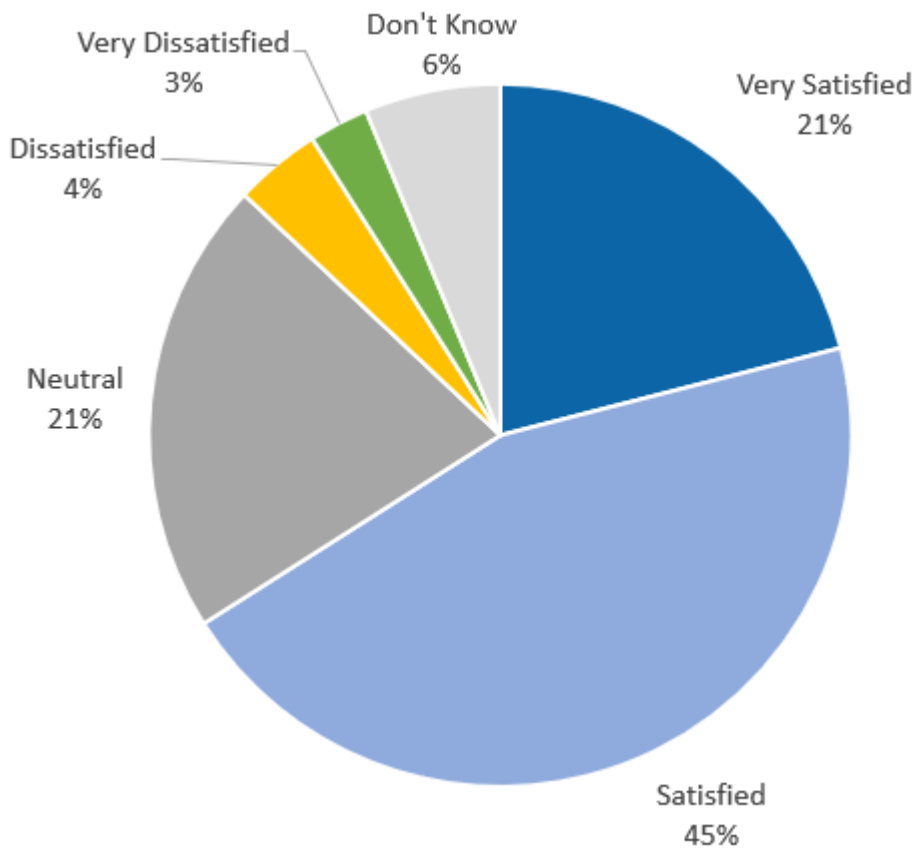


Figure 27: Satisfaction with overall value

Would you or your household like to see the city place a **greater emphasis** on parks and recreation projects, programs and services?

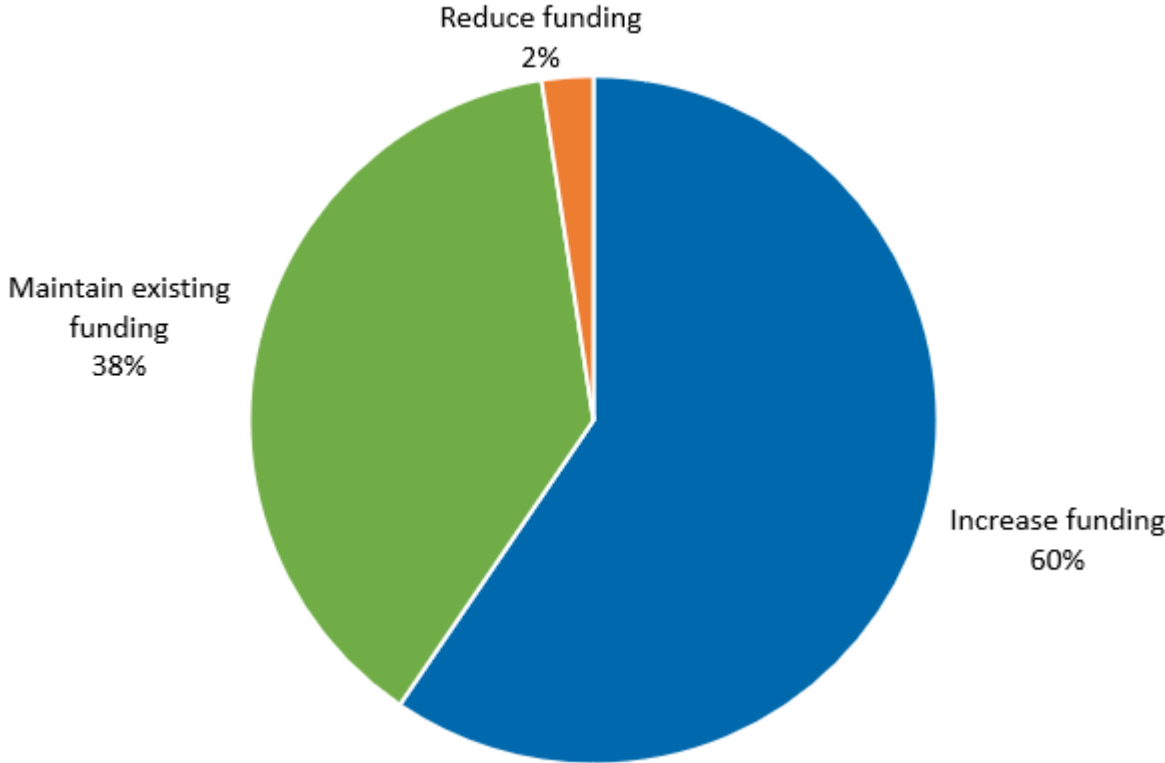


Figure 28: Future funding preference

Geographic differences

For most survey questions, either responses did not vary significantly among the city’s four ZIP codes or the sample size for each ZIP code was too small to determine whether a difference was statistically significant. Below are some questions where geographic differences were noted.

Overall, how would you rate the physical condition of ALL the City of Carlsbad parks, recreation facilities and sports fields you have visited?

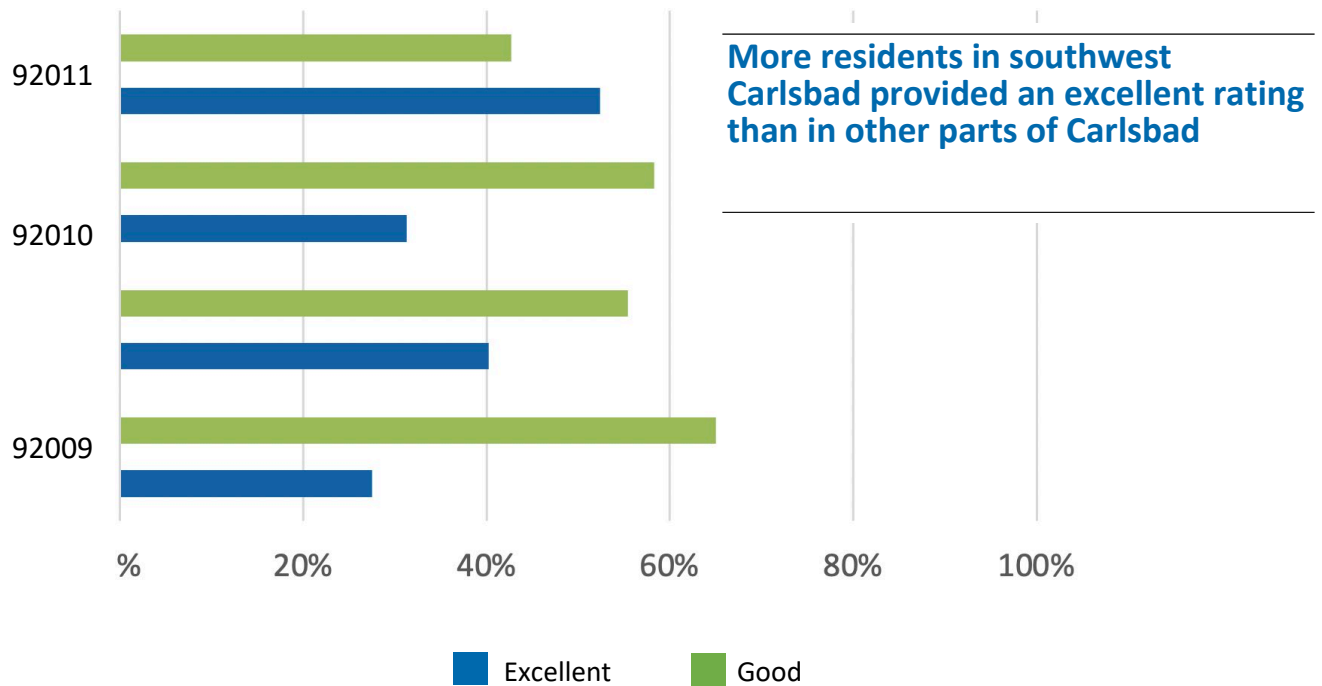


Figure 29: Physical condition of parks/facilities by ZIP code

Please CHECK ALL the following reasons that prevent you or members of your household from using City of Carlsbad parks, recreation facilities, or sports fields more often.

- Residents in the northwest cite safety as the top reason they do not visit more often.
- Residents in southeast don't visit more often because they use parks in other cities.
- Residents in the northeast and southwest cite a lack of features they want to use.

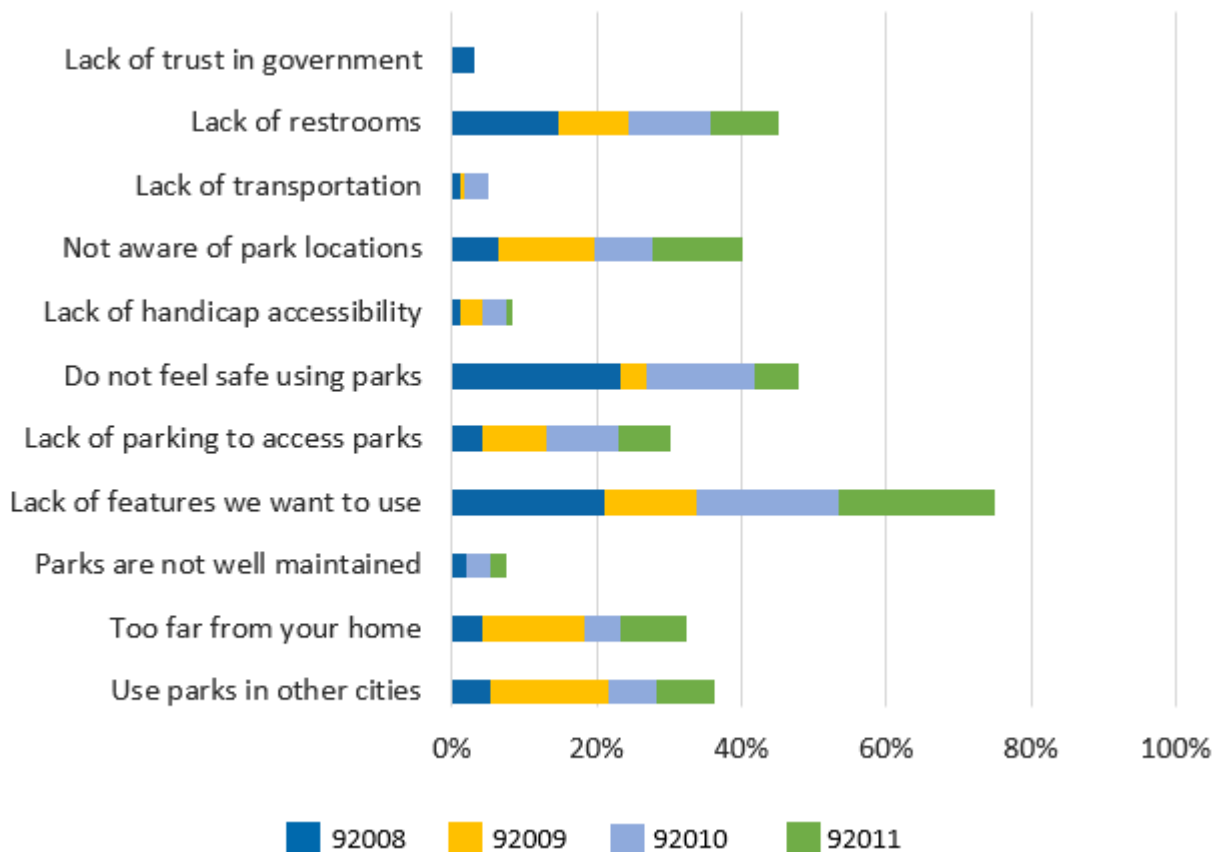


Figure 30: Barriers to parks, recreation facilities or sports fields participation

Please indicate if you or any member of your household has a need for a community park.

The majority of residents say they have a need for a community park. Residents in northwest Carlsbad say they have the biggest need for a community park while residents in the southwest say they have the lowest need.

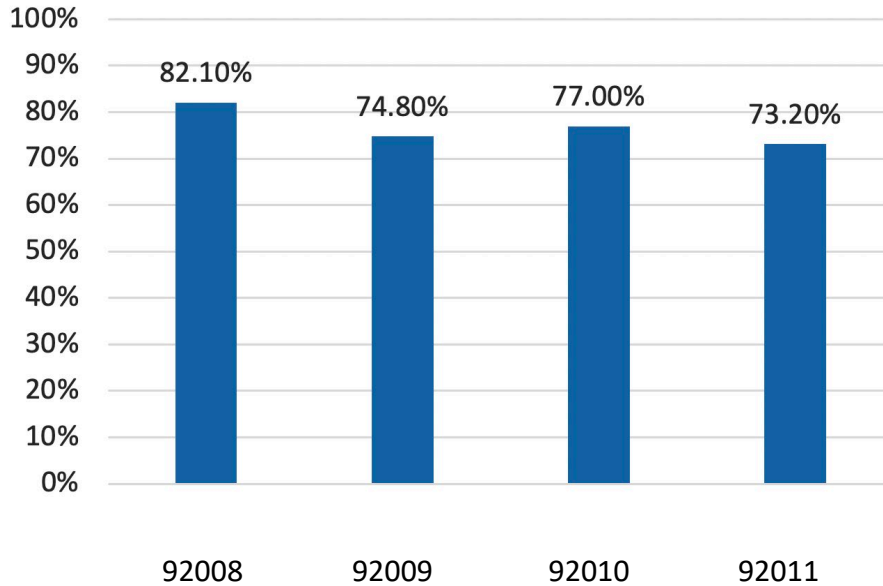


Figure 31: Community Park need by ZIP code

Please indicate if you or any member of your household has a need for a neighborhood park.

Residents in all ZIP codes cite a similar need for a neighborhood park.

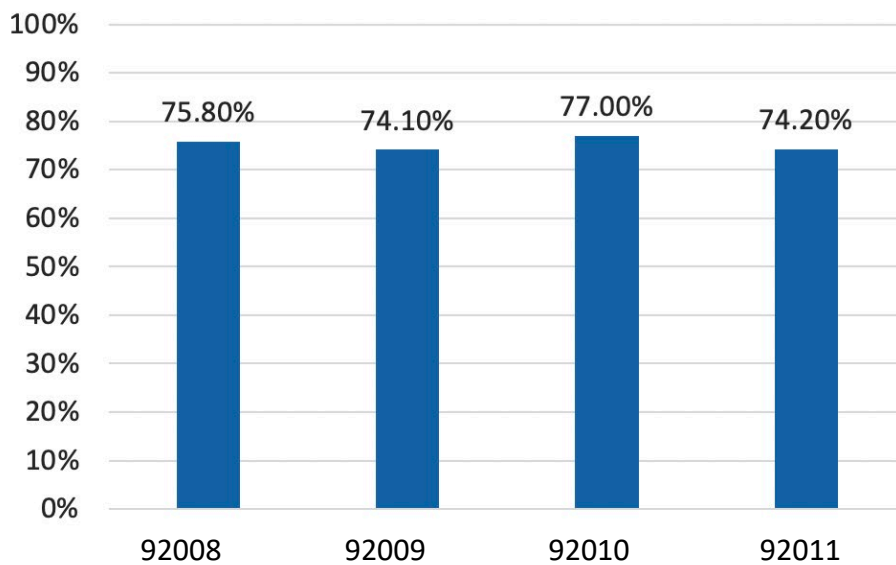


Figure 32: Neighborhood Park need by ZIP code

Please indicate if you or any member of your household has a need for a diamond (baseball/softball) field and rectangular (soccer) field.

Residents in north Carlsbad say they have a greater need for sports fields, although overall only about a quarter to a third of residents said they had a need for sports fields in general.

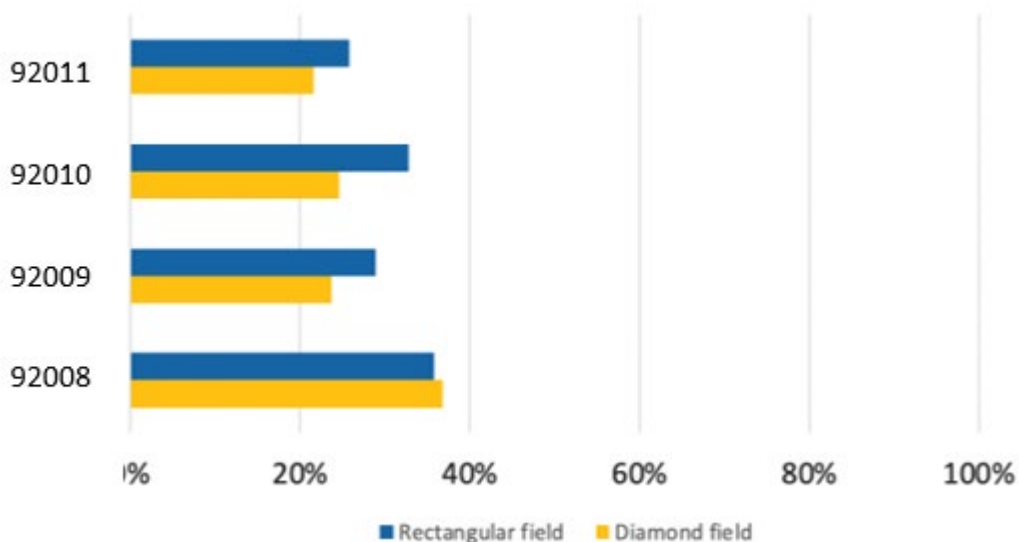


Figure 33: Sports field need by ZIP code

Please indicate if you or any member of your household has a need for a dog park.

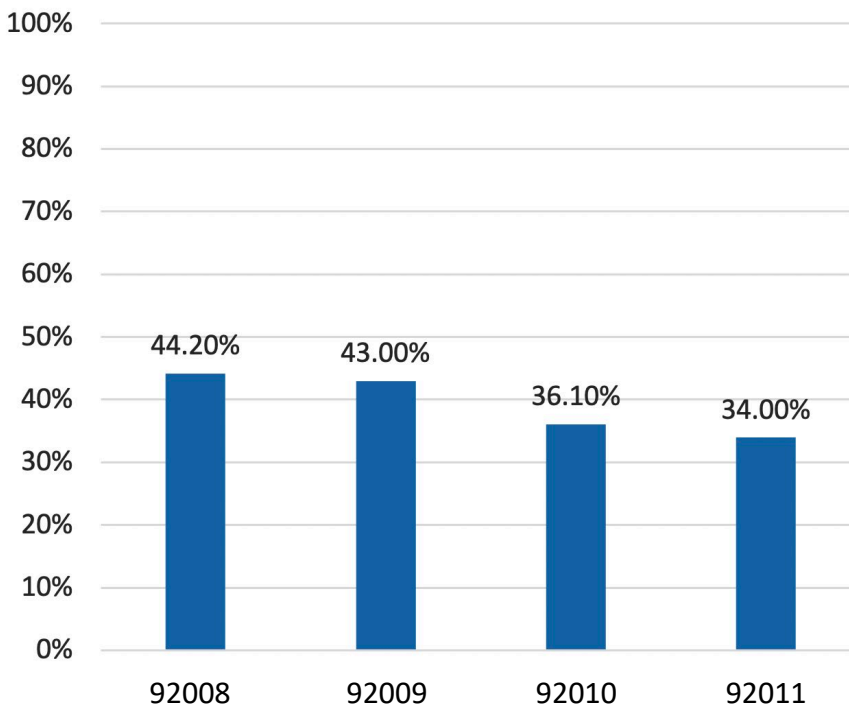


Figure 34: Dog park need by ZIP code

CHAPTER THREE – DEMOGRAPHIC AND TRENDS ANALYSIS

The demographic and trends analysis provides the City of Carlsbad Parks & Recreation Department insight into the general makeup of the population served and recreation market trends. This analysis quantifies the city’s recreation market and identifies the types of parks, facilities and programs and services that address resident needs.

This analysis assesses the demographic characteristics and population projections of city residents to understand whom the department serves. Recreational trends are examined on a national, regional, and local level to understand what the population served wants to do.

Analysis findings provides a basis for prioritizing community recreational needs.

3.1 DEMOGRAPHIC ANALYSIS

The demographics and trends analysis describes the city’s population and reflects the total population and its key characteristics, such as age segments, race, ethnicity, and income levels. Future projections based on historical patterns and unforeseen circumstances could have a significant bearing on the validity of the projected figures.

CITY OF CARLSBAD DEMOGRAPHIC OVERVIEW

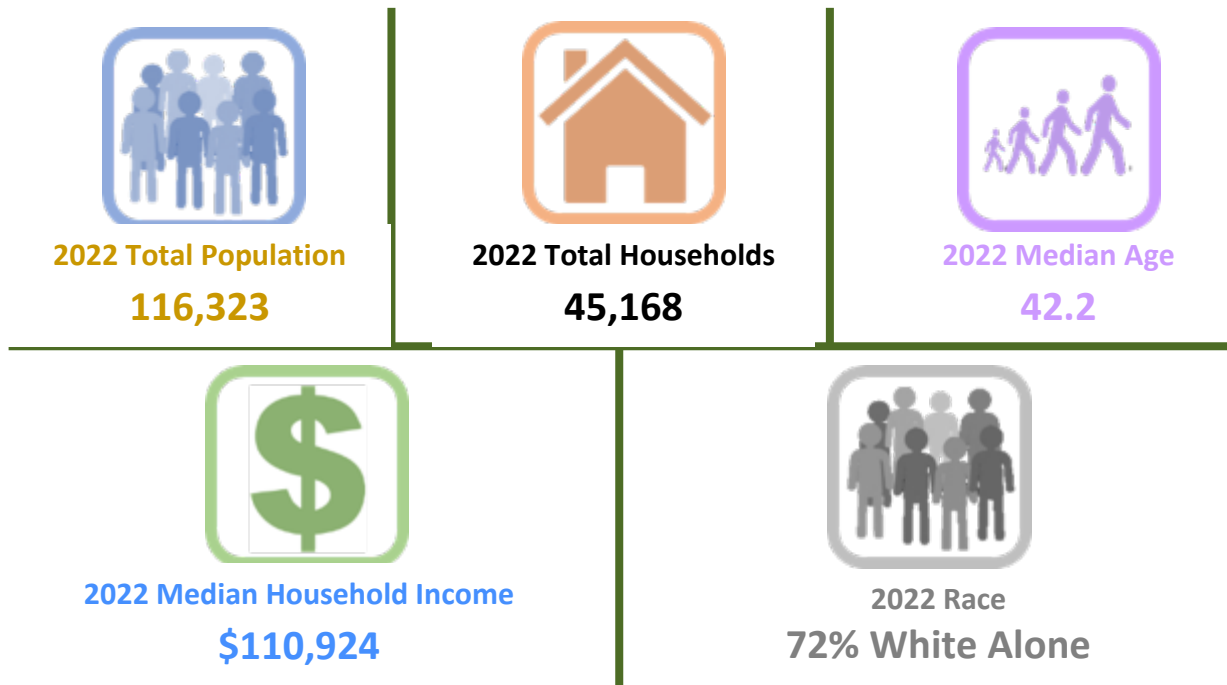


Figure 35: City of Carlsbad demographic overview

METHOD

U.S. Census Bureau and Environmental Systems Research Institute, Inc. demographic data was used for the analysis. Environmental Systems Research Institute, Inc., is the largest research and development organization dedicated to Geographic Information Systems and specializes in population projections and market trends.

All data was acquired in September 2022 and reflects actual numbers as reported in both the 2010 and 2020 Census, as well as estimates for 2022 obtained by ESRI. Straight line linear regression was utilized for 2027, 2032 and 2037 projections.

The city's boundaries shown in Figure 36 were utilized for the demographic analysis.



Figure 36: City of Carlsbad boundaries

CARLSBAD POPULACE

POPULATION

Currently, the city’s population is estimated at 116,323 individuals living within 45,168 households.

Projections indicate the total population and number of households are expected to continue a growth trend over the next ten years, as the city may approach build-out, with a total of 122,534 residents living within 47,393 households by 2032 (Figures 37 and 38).

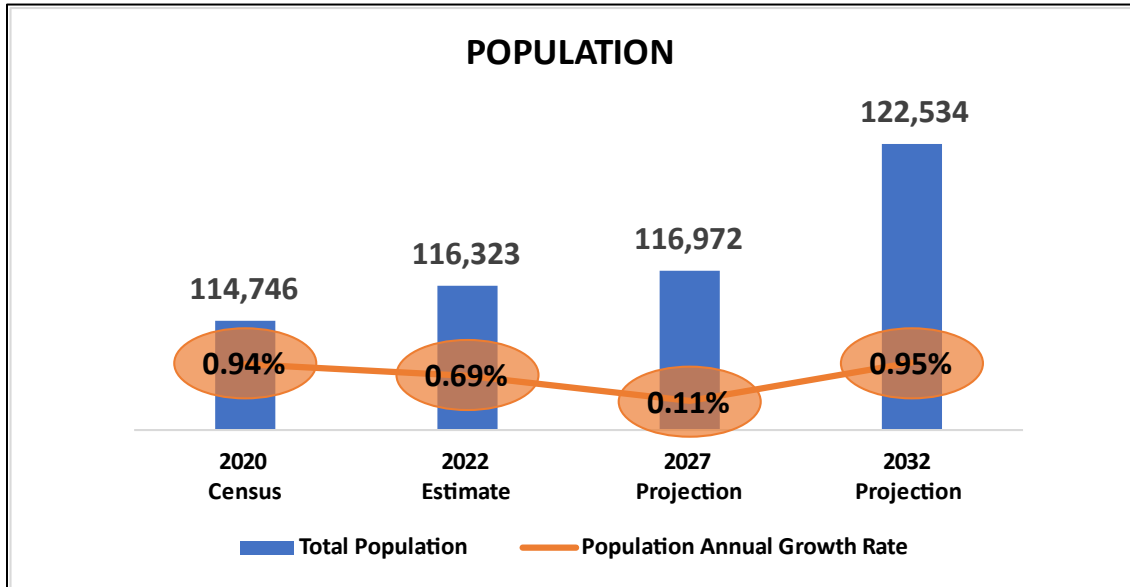


Figure 37: Carlsbad total population

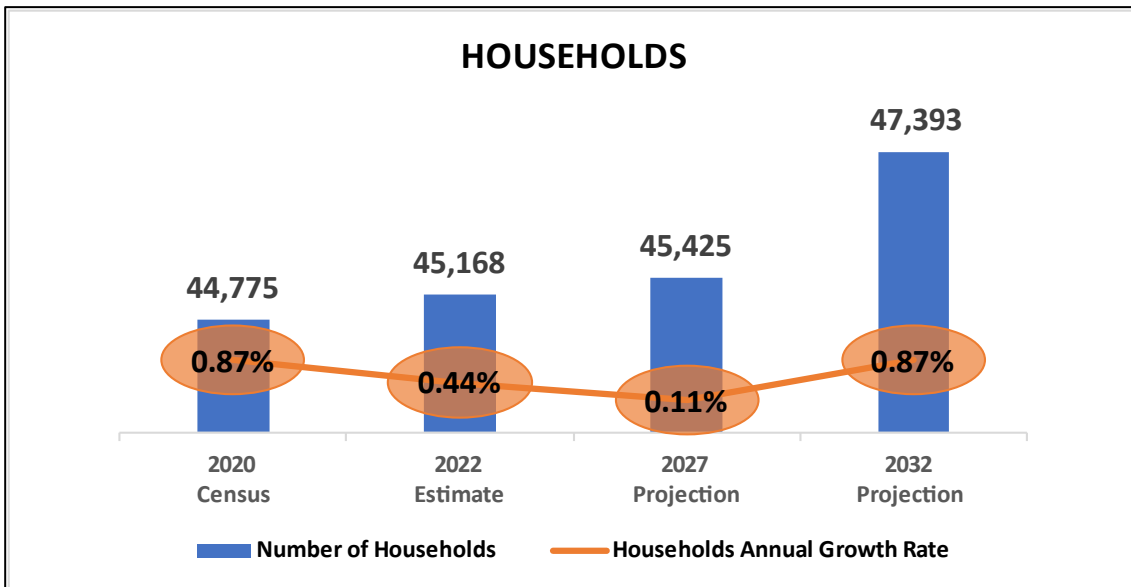


Figure 38: Carlsbad total households

AGE SEGMENT

Since the 2010 Census, the city has experienced a decrease in the 35-54 population age segment, from 31% in 2010 to 27% in 2022 and an increase in the 55-74 age group, from 19% in 2010 to 25% in 2022. This aging trend isn't unique to Carlsbad, and the median of 42.2 years is higher than the national median of 38.5 years.

While the 35-54 population age segment currently comprise the largest percentage of the population, 55-74 is expected to surpass that group by 2032. (Figure 39).

The aging and active adult population shift will influence the need for parks and recreation offerings and amenities at the Pine Avenue Community Center and Senior Center, which were updated based upon 2015 master plan recommendations, and for sports such as pickleball.

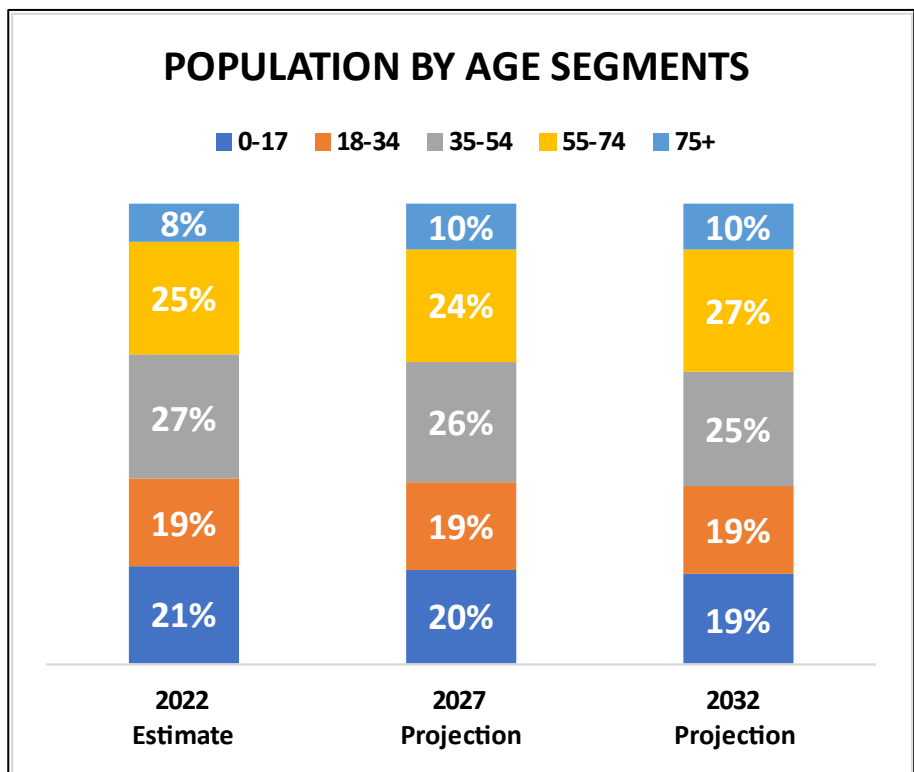


Figure 39: Carlsbad population by age segments

RACE AND ETHNICITY DEFINITIONS

The minimum categories for data on race and ethnicity for federal statistics, program administrative reporting and civil rights compliance reporting are:

- **American Indian or Alaska Native:** A person having origins in any of the original peoples of North and South America (including Central America) and who maintains tribal affiliation or community attachment.
- **Asian:** A person having origins in any of the original peoples of the Far East, Southeast Asia or the Indian subcontinent including, for example, Cambodia, China, India, Japan, Korea, Malaysia, Pakistan, the Philippine Islands, Thailand and Vietnam.
- **Black or African American:** A person having origins in any of the black racial groups of Africa.
- **Hispanic or Latino:** A person of Cuban, Mexican, Puerto Rican, South or Central American or other Spanish culture or origin, regardless of race.
- **Native Hawaiian or Other Pacific Islander:** A person having origins in any of the original peoples of Hawaii, Guam, Samoa or other Pacific Islands.
- **White:** A person having origins in any of the original peoples of Europe, the Middle East or North Africa.

The 2020 Census data on race are not directly comparable with data from the 2010 Census and earlier censuses; therefore, caution must be used when interpreting changes in the racial composition of the U.S. population over time. The Census 2020 definitions and nomenclature, which are the latest, are used within this analysis.

The Census Bureau states that the race and ethnicity categories generally reflect social definitions in the U.S. and are not an attempt to define race and ethnicity biologically, anthropologically, or genetically. It is generally recognized that the race and ethnicity categories include racial, ethnic, and national origins and sociocultural groups.

The United States Census Bureau defines race as a person's self-identification with one or more of the following social groups: White, Black or African American, Asian, American Indian and Alaska Native, Native Hawaiian and Other Pacific Islander, some other race or a combination of these. Ethnicity is defined as whether a person is of Hispanic/Latino origin or not. For this reason, the Hispanic/Latino ethnicity is viewed separately from race throughout this demographic analysis.

RACE

The city has racially diversified since the 2010 Census, with the White Alone population dropping from 83% in 2010 to 72% in 2022. The percentage of the White Alone population is expected to decline as low as 65% by 2032, when more than one out of three residents will be from a race other than White Alone. The decrease in White Alone has led to larger representations in all other racial groups, most notably in Two or More Races, which has more than tripled since 2010 and is expected to represent 18% of the city population by 2032 (Figure 40).

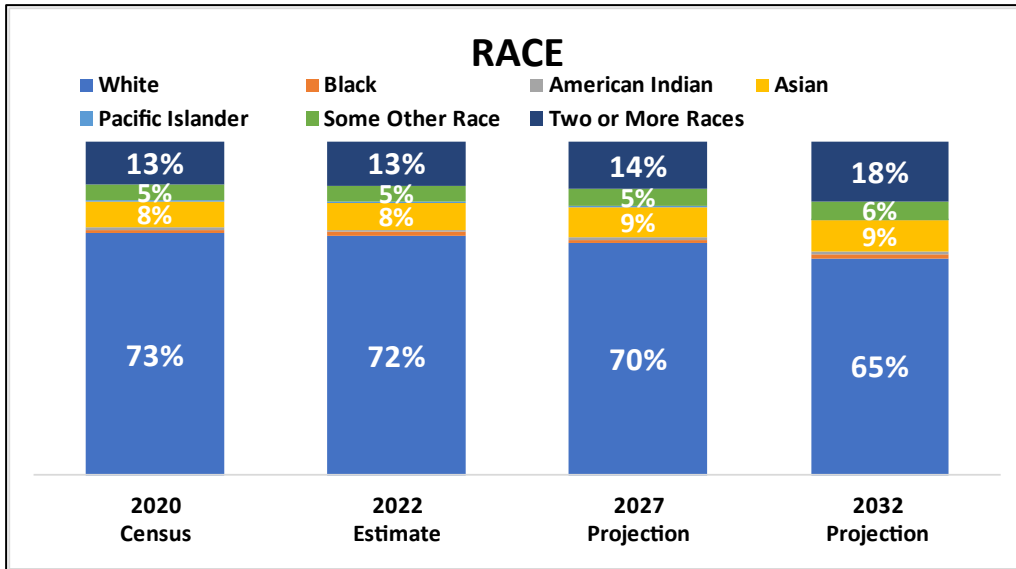


Figure 40: Carlsbad population by race

ETHNICITY

The city’s population was assessed based on Hispanic/Latino ethnicity, which by the Census Bureau definition is viewed independently from race. Individuals who are Hispanic/Latino in ethnicity can also identify with any racial categories identified in Figure 36.

Based on the current 2022 estimate, people of Hispanic/Latino origin represent approximately 15% of the city’s population, which is both below the national average (19% Hispanic/Latino) and substantially below the state average (40%). The Hispanic/Latino population has remained steady since the 2020 census; it is projected to reach 16% in 2032 (Figure 41).

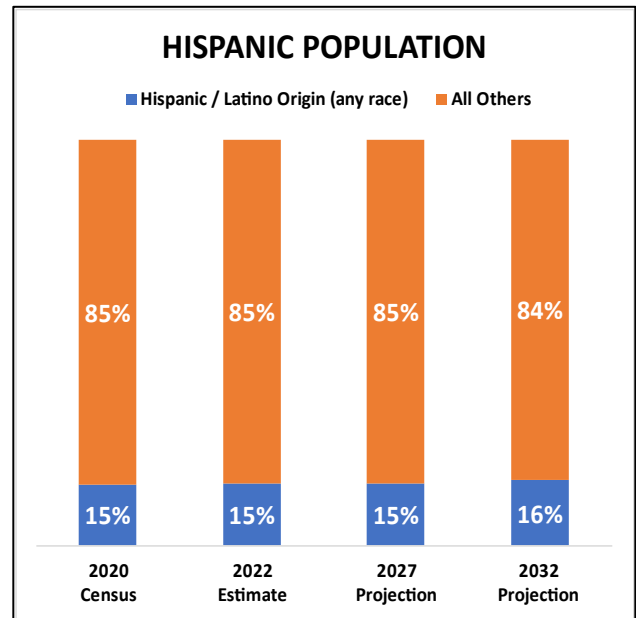


Figure 41: Carlsbad Hispanic population

HOUSEHOLD INCOME

Carlsbad residents have higher income levels, both on a per capita and median household basis when compared to both state averages (Figure 42).

While this statistic may indicate a higher level of disposable income, it also indicates a community expectation of high-quality programs and services.

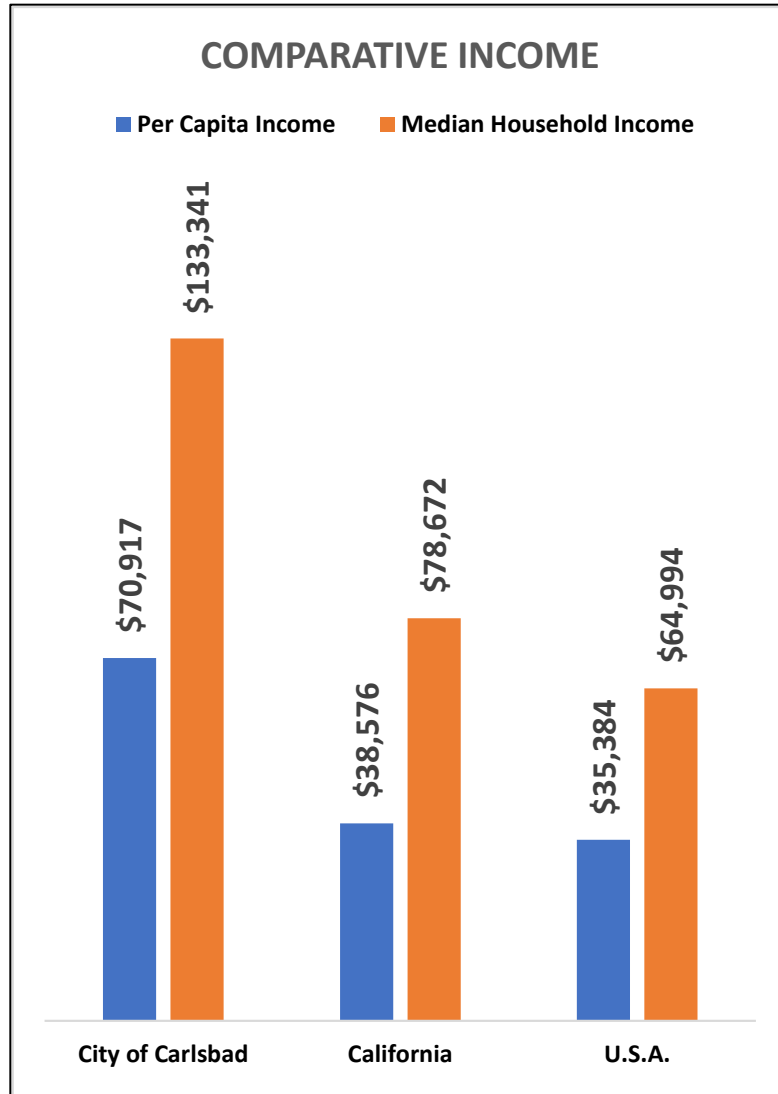


Figure 42: Comparative income

3.2 RECREATION TRENDS ANALYSIS

The recreation trends analysis provides an understanding of national, regional, and local recreational trends, and generational participation trends. Trends data used for this analysis was obtained from the Sports & Fitness Industry Association, and ESRI. All trend data is based on current or historical participation rates, statistically reliable survey results or National Recreation and Parks Association park metrics.

3.2.1 NATIONAL TRENDS IN RECREATION

METHOD

The Sports & Fitness Industry Association's (SFIA) *Sports, Fitness & Leisure Activities Topline Participation Report 2023* was utilized to evaluate national recreation participatory trends.

The study findings are rooted in a nationwide survey conducted in the 2022 calendar year by Sports Marketing Surveys USA (SMS), under the supervision of the Sports & Fitness Industry Association (SFIA) and in collaboration with seven other sports industry associations comprising the Physical Activity Council (PAC). The study was conceptualized and deployed by Digital Research Inc. (DRI), with all supplementary data being credited to the joint research efforts of SFIA and SMS.

Throughout 2022, the study completed 18,000 online interviews involving a nationwide sample of individuals aged six and older. These participants were selected from proprietary online panels designed to be representative of the broader U.S. population. Strict quotas related to gender, age, income, region, and ethnicity were implemented to assure a balanced and representative sample.

The survey's robust sample size of 18,000 completed interviews facilitates a high degree of statistical accuracy. However, it's acknowledged that all surveys are subject to a standard error, which indicates the extent to which the results may differ from those acquired through a comprehensive census of the entire U.S. population. For instance, a sport with a participation rate of five percent exhibits a confidence interval of plus or minus 0.32 percentage points at the 95 percent confidence level.

To further ensure the representation of the data, a weighting technique was employed. This adjusted the data to mirror the entire U.S. population aged six and above, utilizing variables such as gender, age, income, ethnicity, household size, region, and population density. The total population figure applied was 305,439,858 individuals aged six and older.

The study reports activity based on a rolling 12-month participation rate. Unless explicitly specified, all charts present data corresponding to U.S. populations aged six and over.

All category and activity names are those used by SFIA.

OVERALL PARTICIPATION IN THE U.S.

For the fifth year running, physical activity rates among Americans continued to rise. Specifically, 77.6% of all Americans, representing approximately 236.9 million individuals, took part in at least one activity during the year. This figure denotes a 9.2% increase compared to 2017, and a 1.9% rise compared to 2021. In essence, this means that 20 million more individuals participated in at least one physical activity annually compared to 2017, suggesting a growing prioritization of physical activity in American lifestyles.

Racquet sports experienced the most significant rise in participation in 2022, with a surge of 17.6% or about 8 million participants from the previous year. All racquet sports monitored by SFIA saw increased participation in 2022, with pickleball outpacing others with an 85.7% annual growth rate. Conversely, individual and winter sports were the only categories that didn't register increased participation in 2022.

Team sports rebounded from the sharp downturn they faced in 2020 due to the pandemic, with their participation rate climbing to 23.2% in 2022, almost reaching the 2019 level of 23.4%. In 2022, participation rates in water sports and outdoor sports similarly rose, comparable to the increases seen in team sports, while the fitness participation rate remained steady.

When comparing participation rates from 2013 to 2022, it's evident that physical activity has become a higher priority for Americans over the past decade. Every sports category saw an increase in participation rates, except for individual sports, which experienced a slight decrease from 43.3% to 41.3%. Fitness sports reported the largest growth in participation rate, rising from 60.1% in 2013 to 67.4% in 2022.

INACTIVITY IN THE U.S.

In a first since 2010, the number of totally inactive individuals in the U.S.—those not participating in any of the sports or activities monitored by SFIA—fell below 70 million. In 2022, the count of inactive individuals stood at 68.6 million or 22.4% of Americans, marking the fourth consecutive annual decrease.

A decline in inactivity was observed across all age groups, except for those ages 18-24 and 25-34. SFIA posits that the increase in inactivity within these groups might be due to significant life transitions such as attending college or starting a family, which were temporarily paused during the onset of the pandemic. Even though inactivity rates for these age groups have risen in 2022, they remain lower than their 2017 rates. Thus, every age group reported lower inactivity rates in 2022 compared to 2017.

Further positive news emerged when examining inactivity rates across income levels. Every income level saw a reduction in inactivity rates of more than 3% in 2022, with the most substantial decrease of 5.2% occurring within the \$25k-\$49,999 income bracket. Similar to the age group analysis, every income category in 2022 registered lower inactivity rates than in 2017. This trend indicates a growing number of Americans are prioritizing and investing in physical activity (and have better access to opportunities for participation) compared to previous years.

3.2.2 NATIONAL PARTICIPATION

FITNESS TRENDS



Figure 43: National fitness trends (millions of participants)

The most popular fitness activity was walking for fitness, with 114.8 million participants, though it experienced a small decrease of 0.9% from the previous year. Despite this, it showed a 3% increase in participation over the last three years. The second most popular activity, treadmill exercising, had around 53.6 million participants, which was largely stable from 2021, but showed a decrease of 5.7% since 2019.

Free weights (dumbbells/hand weights) also experienced growth in 2022, with approximately 53.1 million participants. This represents a 1% increase from 2021 and a 3.3% increase over three years. Meanwhile, Yoga and Pilates training showed significant growth over the three years with an increase of 10.4% and 11.6% respectively.

The most significant three-year decreases were observed in cross-training style workouts and group stationary cycling, with a decrease of 31.7% and 36.9% respectively. Despite some decreases, many fitness activities maintained or increased their number of participants, indicating an ongoing interest in physical fitness among Americans (Figure 44).

FITNESS PARTICIPANTS						
	2019	2020	2021	2022	1-year change	3-year change
Walking for Fitness	111,439	114,044	115,814	114,759	-0.9%	3.0%
Treadmill	56,823	49,832	53,627	53,589	-0.1%	-5.7%
Free Weights (Dumbbells/Hand Weights)	51,450	53,256	52,636	53,140	1.0%	3.3%
Running/Jogging	50,052	50,652	48,977	47,816	-2.4%	-4.5%
Yoga	30,456	32,808	34,347	33,636	-2.1%	10.4%
Stationary Cycling (Recumbent/Upright)	37,085	31,287	32,453	32,102	-1.1%	-13.4%
Weight/Resistance Machines	36,181	30,651	30,577	30,010	-1.9%	-17.1%
Free Weights (Barbell)	28,379	28,790	28,243	28,678	1.5%	1.1%
Elliptical Motion/Cross-Trainer	33,056	27,920	27,618	27,051	-2.1%	-18.2%
Swimming for Fitness	28,219	25,666	25,620	26,272	2.5%	-6.9%
Dance, Step, and Other Choreographed Exercise to Music	23,957	25,160	24,752	25,163	1.7%	5.0%
Bodyweight Exercise & Bodyweight Accessory-Assisted Training	23,504	22,845	22,629	22,034	-2.6%	-6.3%
High Impact/Intensity Training	22,044	22,487	21,973	21,821	-0.7%	-1.0%
Kettlebells	12,857	13,576	13,557	13,694	1.0%	6.5%
Rowing Machine	12,809	11,694	11,586	11,893	2.6%	-7.2%
Stair-Climbing Machine	15,359	11,261	11,786	11,677	-0.9%	-24.0%
Aquatic Exercise	11,189	10,954	10,400	10,676	2.6%	-4.6%
Pilates Training	9,243	9,905	9,745	10,311	5.8%	11.6%
Cross-Training Style Workouts	13,542	9,179	9,764	9,248	-5.3%	-31.7%
Stationary Cycling (Group)	9,930	6,054	5,939	6,268	5.5%	-36.9%
Cardio Kickboxing	7,026	5,295	5,099	5,531	8.5%	-21.3%
Boot Camp Style Training	6,830	4,969	5,169	5,192	0.4%	-24.0%
Barre	3,665	3,579	3,659	3,803	3.9%	3.8%
Tai Chi	3,793	3,300	3,393	3,394	0.0%	-10.5%

NOTE: Participation numbers are in 000's for the US population ages 6 and over

Legend:	Large Increase (greater than 10%)	Moderate Increase (0% to 10%)	Moderate Decrease (0% to -10%)	Large Decrease (less than -10%)
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Figure 44: National fitness participation

TEAM SPORTS TRENDS

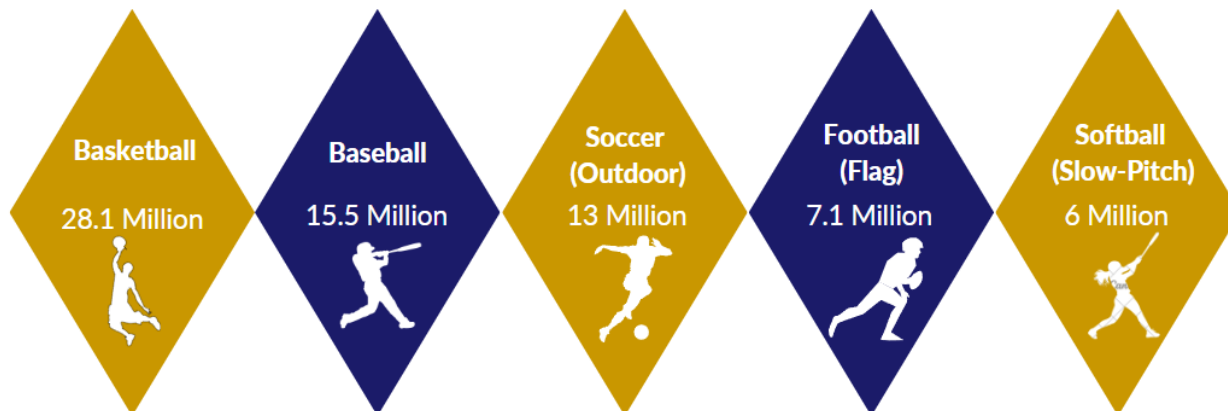


Figure 45: National team sports trends (millions of participants)

Basketball continued to lead in team sports participation with over 28.1 million participants, marking a 3.7% increase from 2021 and an impressive 13% increase over the past three years. Baseball and outdoor soccer followed, with approximately 15.5 million and 13 million participants respectively. While baseball saw a slight decrease of 0.7% in the past year, and a 2.1% decrease over the past three years, outdoor soccer saw a healthy 3.7% increase from the previous year and 9.3% over three years.

Among other notable sports, gymnastics exhibited the most substantial growth from 2021 to 2022, with a 7% increase in participants, bringing the total to approximately 4.6 million. Conversely, rugby had the most significant drop with a 5.8% decrease from the previous year and a steep 16.2% decrease over the last three years.

Overall, despite some declines, many team sports either sustained or increased their participation numbers in 2022, underlining the continued popularity of these activities.

TEAM SPORTS PARTICIPANTS						
	2019	2020	2021	2022	1-year change	3-year change
Basketball	24,917	27,753	27,135	28,149	3.7%	13.0%
Baseball	15,804	15,731	15,587	15,478	-0.7%	-2.1%
Soccer (Outdoor)	11,913	12,444	12,556	13,018	3.7%	9.3%
Football (Flag)	6,783	7,001	6,889	7,104	3.1%	4.7%
Volleyball (Court)	6,487	5,410	5,849	6,092	4.2%	-6.1%
Softball (Slow-Pitch)	7,071	6,349	6,008	6,036	0.5%	-14.6%
Soccer (Indoor)	5,336	5,440	5,408	5,495	1.6%	3.0%
Football (Touch)	5,171	4,846	4,884	4,843	-0.8%	-6.3%
Gymnastics	4,699	3,848	4,268	4,569	7.0%	-2.8%
Volleyball (Beach/Sand)	4,400	4,320	4,184	4,128	-1.3%	-6.2%
Track and Field	4,139	3,636	3,587	3,690	2.9%	-10.8%
Cheerleading	3,752	3,308	3,465	3,507	1.2%	-6.5%
Swimming on a Team	2,822	2,615	2,824	2,904	2.9%	2.9%
Volleyball (Grass)	3,136	2,738	2,807	2,829	0.8%	-9.8%
Paintball	2,881	2,781	2,562	2,592	1.2%	-10.0%
Ice Hockey	2,357	2,270	2,306	2,278	-1.3%	-3.4%
Softball (Fast-Pitch)	2,242	1,811	2,088	2,146	2.8%	-4.3%
Ultimate Frisbee	2,290	2,325	2,190	2,142	-2.2%	-6.5%
Wrestling	1,944	1,931	1,937	2,036	5.1%	4.7%
Lacrosse	2,115	1,884	1,892	1,875	-0.9%	-11.4%
Roller Hockey	1,616	1,500	1,425	1,368	-4.0%	-15.3%
Rugby	1,392	1,242	1,238	1,166	-5.8%	-16.2%

NOTE: Participation numbers are in 000's for the US population ages 6 and over

Legend:	Large Increase (greater than 10%)	Moderate Increase (0% to 10%)	Moderate Decrease (0% to -10%)	Large Decrease (less than -10%)
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Figure 46: National team sports participation

INDIVIDUAL ACTIVITY TRENDS

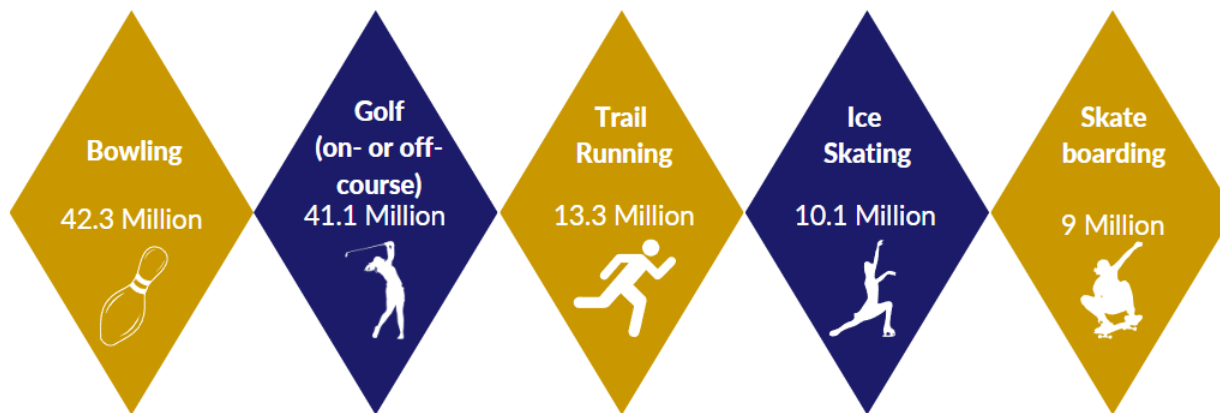


Figure 47: National individual activity trends (millions of participants)

Individual sports activities demonstrated diverse trends in participation rates. Bowling remained popular, with over 42.2 million participants, marking a 1.5% increase from the previous year. However, golf, both on and off-course, stole the limelight with significant growth rates. On or off-course golf combined experienced a substantial 9.7% increase from 2021, with over 41 million participants, underpinned by a massive 25.7% increase in off-course golf participation (driving range, golf entertainment venue, indoor simulator) that skyrocketed to about 15.5 million participants.

Skateboarding also showed strong growth, with a 3.1% increase from 2021 and a substantial 36.4% growth over three years, bringing its total to just over 9 million participants. Meanwhile, trail running and ice skating saw considerable growth of 5.9% and 6.4% from 2021, respectively.

On the contrary, adventure racing experienced a decrease in participation, dropping by 6.1% from 2021 and 20% over three years. Traditional road triathlons also suffered a decline, with an 11% decrease in participants over the past three years. Despite these drops, individual sports and activities generally saw an upward trend in participation in 2022.

INDIVIDUAL ACTIVITY PARTICIPANTS						
	2019	2020	2021	2022	1-year change	3-year change
Bowling	45,372	40,143	41,666	42,292	1.5%	-6.8%
Golf (on- or off-course)	34,176	36,861	37,473	41,096	9.7%	20.2%
Trail Running	10,997	11,854	12,520	13,253	5.9%	20.5%
Ice Skating	9,460	9,857	9,481	10,086	6.4%	6.6%
Skateboarding	6,610	8,872	8,747	9,019	3.1%	36.4%
Archery	7,449	7,249	7,342	7,428	1.2%	-0.3%
Horseback Riding	6,990	6,748	6,919	7,309	5.6%	4.6%
Roller Skating (2x2 Wheels)	6,612	6,160	6,373	6,810	6.9%	3.0%
Martial Arts	6,068	6,064	6,186	6,355	2.7%	4.7%
Boxing for Fitness	5,198	5,230	5,237	5,472	4.5%	5.3%
Roller Skating (Inline Wheels)	4,816	4,892	4,940	5,173	4.7%	7.4%
MMA for Fitness	2,405	2,445	2,339	2,524	7.9%	5.0%
Triathlon (Traditional/Road)	2,001	1,846	1,748	1,780	1.8%	-11.0%
Adventure Racing	2,143	1,966	1,826	1,714	-6.1%	-20.0%
Triathlon (Non-Traditional/Off Road)	1,472	1,363	1,304	1,350	3.5%	-8.2%
MMA for Competition	978	979	1,026	1,076	4.9%	10.1%

NOTE: Participation numbers are in 000's for the US population ages 6 and over

Legend:	Large Increase (greater than 10%)	Moderate Increase (0% to 10%)	Moderate Decrease (0% to -10%)	Large Decrease (less than -10%)
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Figure 48: National individual activity participation

OUTDOOR ACTIVITY TRENDS

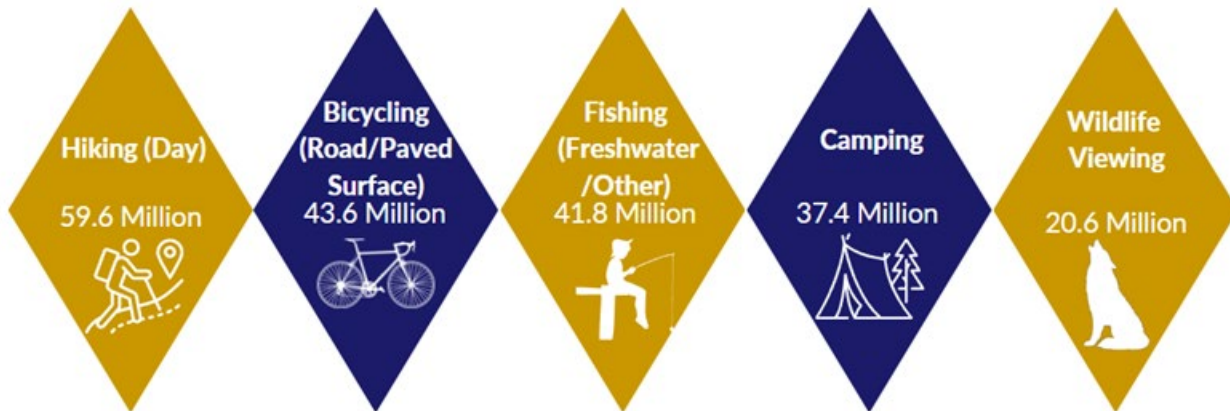


Figure 49: National outdoor activity trends (millions of participants)

Outdoor activities experienced a surge in participation. Hiking continued to lead with a 1.5% yearly and a 19.9% three-year increase, with nearly 59.6 million participants. Bicycling on paved surfaces and freshwater fishing also grew by 1.8% and 2.4% respectively. Camping saw a considerable 4.0% annual growth, and birdwatching and saltwater fishing increased by 6.8% and 4.0% respectively.

However, target shooting with handguns and rifles experienced a decrease, as did overnight backpacking. BMX bicycling and sport/boulder climbing reported significant growth rates of 8.3% and 6.6%, underscoring a strong interest in outdoor activities despite some downturns.

OUTDOOR ACTIVITY PARTICIPANTS						
	2019	2020	2021	2022	1-year change	3-year change
Hiking (Day)	49,697	57,808	58,697	59,578	1.5%	19.9%
Bicycling (Road/Paved Surface)	39,388	44,471	42,775	43,554	1.8%	10.6%
Fishing (Freshwater/Other)	39,185	42,556	40,853	41,821	2.4%	6.7%
Camping	28,183	36,082	35,985	37,431	4.0%	32.8%
Wildlife Viewing More Than 1/4 Mile From Home/Vehicle	20,040	21,038	20,452	20,615	0.8%	2.9%
Camping (RV)	15,426	17,825	16,371	16,840	2.9%	9.2%
Birdwatching More Than 1/4 Mile From Home/Vehicle	12,817	15,228	14,815	15,818	6.8%	23.4%
Fishing (Saltwater)	13,193	14,527	13,790	14,344	4.0%	8.7%
Target Shooting (Handgun)	14,579	14,253	13,952	13,303	-4.6%	-8.8%
Target Shooting (Rifle)	13,197	12,728	12,388	12,044	-2.8%	-8.7%
Hunting (Rifle)	11,084	11,098	10,762	10,811	0.5%	-2.5%
Backpacking Overnight - More Than 1/4 Mile From Vehicle/Home	10,660	10,746	10,306	10,217	-0.9%	-4.2%
Bicycling (Mountain/Non-Paved Surface)	8,622	8,998	8,693	8,916	2.6%	3.4%
Fishing (Fly)	7,014	7,753	7,458	7,631	2.3%	8.8%
Hunting (Shotgun)	8,083	7,874	7,627	7,628	0.0%	-5.6%
Climbing (Indoor)	5,309	5,535	5,684	5,778	1.7%	8.8%
Hunting (Bow)	4,628	4,656	4,577	4,739	3.5%	2.4%
Shooting (Sport Clays)	4,852	4,699	4,618	4,718	2.2%	-2.8%
Bicycling (BMX)	3,648	3,880	3,861	4,181	8.3%	14.6%
Shooting (Trap/Skeet)	4,057	3,837	3,750	3,739	-0.3%	-7.8%
Hunting (Handgun)	3,015	2,998	2,900	2,993	3.2%	-0.8%
Climbing (Sport/Boulder)	2,183	2,290	2,301	2,452	6.6%	12.3%
Climbing (Traditional/Ice/Mountaineering)	2,400	2,456	2,374	2,452	3.3%	2.1%
NOTE: Participation numbers are in 000's for the US population ages 6 and over						
Legend:	Large Increase (greater than 10%)	Moderate Increase (0% to 10%)	Moderate Decrease (0% to -10%)	Large Decrease (less than -10%)		

Figure 50: National outdoor activity participation

RACQUET SPORT TRENDS

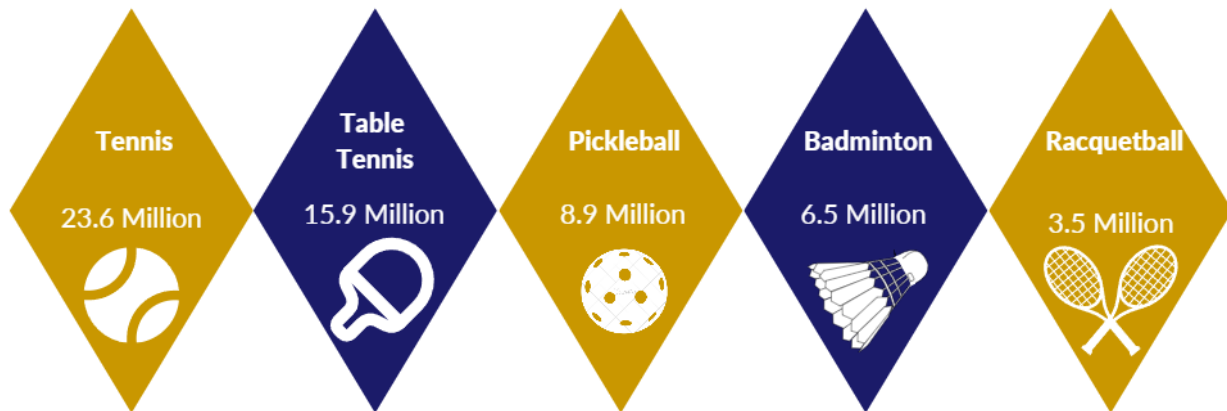


Figure 51: National racquet sport trends (millions of participants)

Racquet sports saw a continued upward trend in participation in 2022, with tennis at the forefront, with around 23.6 million participants and marking a 4.3% increase from 2021. This sport also witnessed a significant three-year growth rate of 33.4%.

An even more impressive growth rate was found in pickleball, which experienced an incredible 85.7% increase from 2021, and a stunning 158.6% increase over three years, reflecting its rapidly growing popularity. Meanwhile, other sports like table tennis and badminton also experienced growth in 2022, with 2.8% and 7.1% increases from the previous year respectively.

Racquetball and cardio tennis showed a similar positive trend with 8.0% and 7.8% growth rates from 2021, respectively. Despite its lower participation numbers compared to other racquet sports, squash saw a modest increase of 3.6% from 2021, showing signs of sustained interest. Overall, the data suggests a robust growth in the popularity of racquet sports in 2022.

RACQUET SPORTS PARTICIPANTS						
	2019	2020	2021	2022	1-year change	3-year change
Tennis	17,684	21,642	22,617	23,595	4.3%	33.4%
Table Tennis	14,908	16,854	15,390	15,824	2.8%	6.1%
Pickleball	3,460	4,199	4,819	8,949	85.7%	158.6%
Badminton	6,095	5,862	6,061	6,490	7.1%	6.5%
Racquetball	3,453	3,426	3,260	3,521	8.0%	2.0%
Cardio Tennis	2,501	2,503	2,608	2,812	7.8%	12.4%
Squash	1,222	1,163	1,185	1,228	3.6%	0.5%

NOTE: Participation numbers are in 000's for the US population ages 6 and over

Legend:	Large Increase (greater than 10%)	Moderate Increase (0% to 10%)	Moderate Decrease (0% to -10%)	Large Decrease (less than -10%)
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Figure 52: National racquet sport participation

WATER ACTIVITY TRENDS

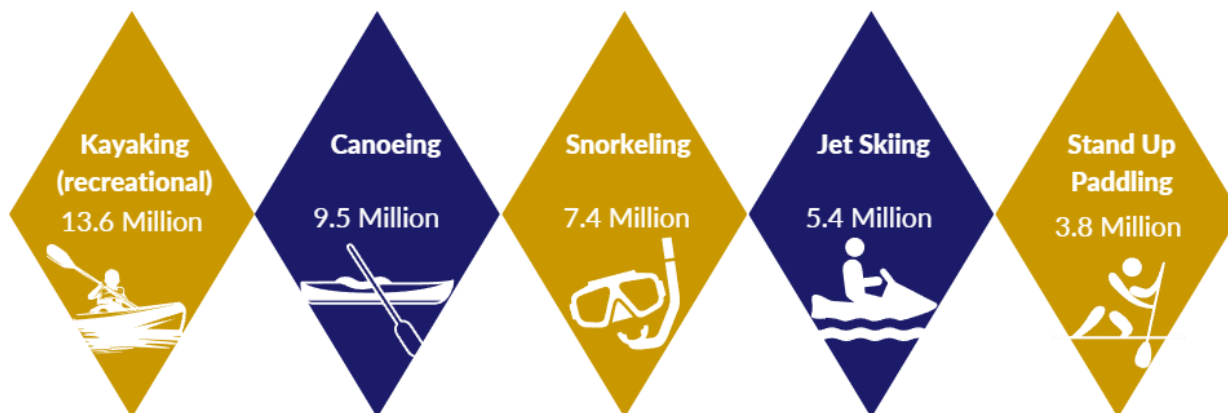


Figure 53: Water activity trends (millions of participants)

Water activity participation in 2022 demonstrated a generally positive trend across various sports. Recreational kayaking topped the list with approximately 13.56 million participants, seeing a modest 1.6% increase from the previous year and a significant 19.1% rise over three years.

Canoeing and jet skiing also observed growth in 2022, with participant numbers reaching approximately 9.52 million and 5.44 million, respectively. Canoeing saw a 3.5% increase from 2021, while jet skiing surged by 7.6%.

The popularity of surfing continued to rise, posting a 6.6% increase from 2021 and a notable 24.6% growth over three years. Stand-up paddling and white-water kayaking grew by 1.0% and 3.9% from 2021, respectively.

Sailing, rafting, and wakeboarding saw increases from the previous year, with rafting experiencing a 6.3% increase. Despite the growth, water skiing saw a minor dip of 0.6% from 2021. Scuba diving bounced back from a dip in participation with a 7.3% increase in 2022, although the three-year change remains negative at -2.1%.

Finally, sea/touring kayaking and boardsailing/windsurfing showed minor growth rates from the previous year but have essentially maintained their participant numbers over the last three years.

WATER ACTIVITY PARTICIPANTS						
	2019	2020	2021	2022	1-year change	3-year change
Kayaking (Recreational)	11,382	13,002	13,351	13,561	1.6%	19.1%
Canoeing	8,995	9,595	9,199	9,521	3.5%	5.9%
Snorkeling	7,659	7,729	7,316	7,376	0.8%	-3.7%
Jet Skiing	5,108	4,900	5,062	5,445	7.6%	6.6%
Stand Up Paddling	3,562	3,675	3,739	3,777	1.0%	6.0%
Surfing	2,964	3,800	3,463	3,692	6.6%	24.6%
Sailing	3,618	3,486	3,463	3,632	4.9%	0.4%
Rafting	3,438	3,474	3,383	3,595	6.3%	4.5%
Water Skiing	3,203	3,050	3,058	3,040	-0.6%	-5.1%
Wakeboarding	2,729	2,754	2,674	2,754	3.0%	0.9%
Kayaking (White Water)	2,583	2,605	2,623	2,726	3.9%	5.5%
Scuba Diving	2,715	2,588	2,476	2,658	7.3%	-2.1%
Kayaking (Sea/Touring)	2,652	2,508	2,587	2,642	2.1%	-0.4%
Boardsailing/Windsurfing	1,405	1,268	1,297	1,391	7.3%	-0.9%

NOTE: Participation numbers are in 000's for the US population ages 6 and over

Legend:	Large Increase (greater than 10%)	Moderate Increase (0% to 10%)	Moderate Decrease (0% to -10%)	Large Decrease (less than -10%)
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Figure 54: National water activity participation

3.2.3 SUMMARY

- **Aquatics:** Swimming for fitness is down 6.9% over a three-year period due to pandemic related closures though it is showing growth over the last year with a 2.5% annual increase. Similarly, aquatic exercise is also down 4.6% over the last three years though the last year shows a 2.6% increase.
- **Group fitness:** Group fitness-based activities participation continued to struggle but showed some signs of recovery. Boot camp style training, cardio kickboxing, and stationary cycling (group) all increased participation in 2022 but are still down from their 2019 numbers.
- **Health clubs:** Health club-based activities continued to struggle. Elliptical motion/cross-trainer, stair-climbing machine, stationary cycling (recumbent/upright), and weight resistance machines all had participation decreases last year and are down over 10% compared to 2019 numbers.
- **Golf (on or off-course):** Golf continues to maintain its momentum. Golf (on or off-course) increased by 9.7 % last year and all forms of golf overall have grown over 20% since 2019.
- **Outdoor recreation:** Camping, fishing, and bicycling activities recovered to 2020 participation levels after showing slight decreases in 2021.
- **Personal combat sports:** Personal combat sports had a good year. Martial Arts, boxing for fitness, MMA for competition, MMA for fitness, and wrestling all posted participation increases in 2022.
- **Racquet sports:** For the first time since 2015, every racquet sport increased its total participation number compared to the previous year.
 - **Pickleball** continued to be the fastest-growing sport in America. Participation almost doubled in 2022, increasing by 85.7% year-over-year and by 158.6% over three years.
 - Tennis increased by 4.3% last year and has grown over 20% since 2019.
- **Running and hiking:** For the fifth straight year, trail running and hiking (day) total participation increased.

- **Team sports:** Basketball, soccer (outdoor), football (flag), and football (tackle) all posted positive three-year total participation increases of over 4.5%. Basketball had the highest three-year increase of 13.0%.
- **Yoga, Barre and Pilates:** Barre and Pilates showed solid participation increases in 2022, while yoga decreased for the first time in the last decade. All have three-year participation increases with yoga and Pilates increasing over 10% in the last three years.

3.3 SPORT AND LEISURE MARKET POTENTIAL

MARKET POTENTIAL INDEX

Market potential Figures 55-58 show ESRI sport and leisure data for Carlsbad residents. A market potential index measures the probable demand for a product or service within the city. The MPI shows the likelihood that an adult resident will participate in certain activities when compared to the national average. The national average is 100; therefore, numbers below 100 would represent lower than average participation rates, and numbers above 100 would represent higher than average participation rates. The service area is compared to the national average in four categories: general sports, fitness, outdoor activity, and commercial recreation.

For each category, activities are listed in descending order, from highest to lowest MPI score. High index numbers (100+) are significant because they demonstrate that there is a greater potential that residents within the service area will actively participate in department offerings. Below-average MPI scores signal lower levels of participation for a given activity and may suggest where there is a need for certain recreational spaces, amenities, or programs.

GENERAL SPORTS MARKET POTENTIAL

Six of the eight listed activities showed MPIs above the national average with tennis having the highest MPI of all general sports, followed by golf, soccer and basketball. Softball and football were the only sports that are below the national average (Figure 55).

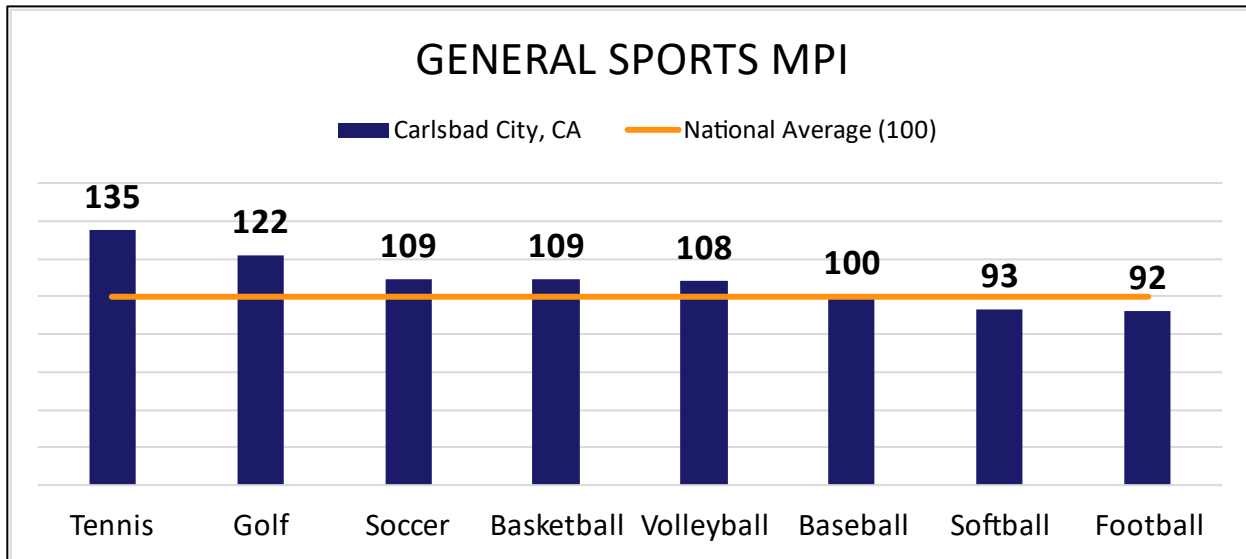


Figure 55: Carlsbad general sports MPI

FITNESS MARKET POTENTIAL

The fitness MPI figure shows strong interest in all fitness compared to the national average. Among residents, the top three activities were Pilates, yoga and aerobics (Figure 56).

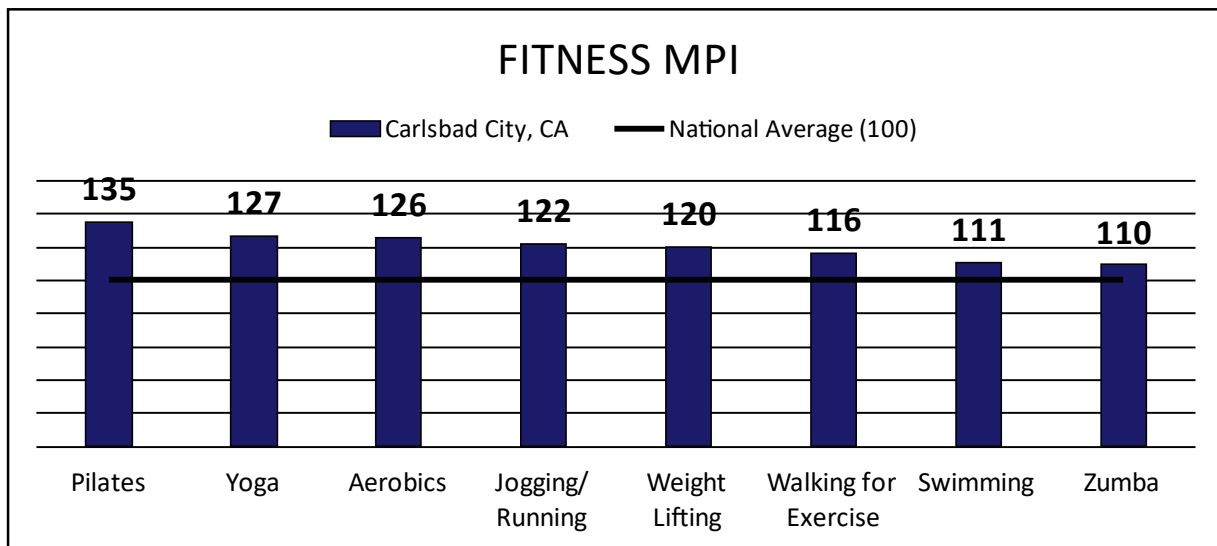


Figure 56: Fitness MPI

OUTDOOR ACTIVITY MARKET POTENTIAL

MPI for outdoor activities shows seven of the 10 listed activities above the national levels, which is reflective of Carlsbad resident affinity for outdoor recreation. Road bicycling, mountain bicycling and hiking reflect the three highest MPI scores while horseback riding archery and freshwater fishing demonstrate the three lowest scores (Figure 57).

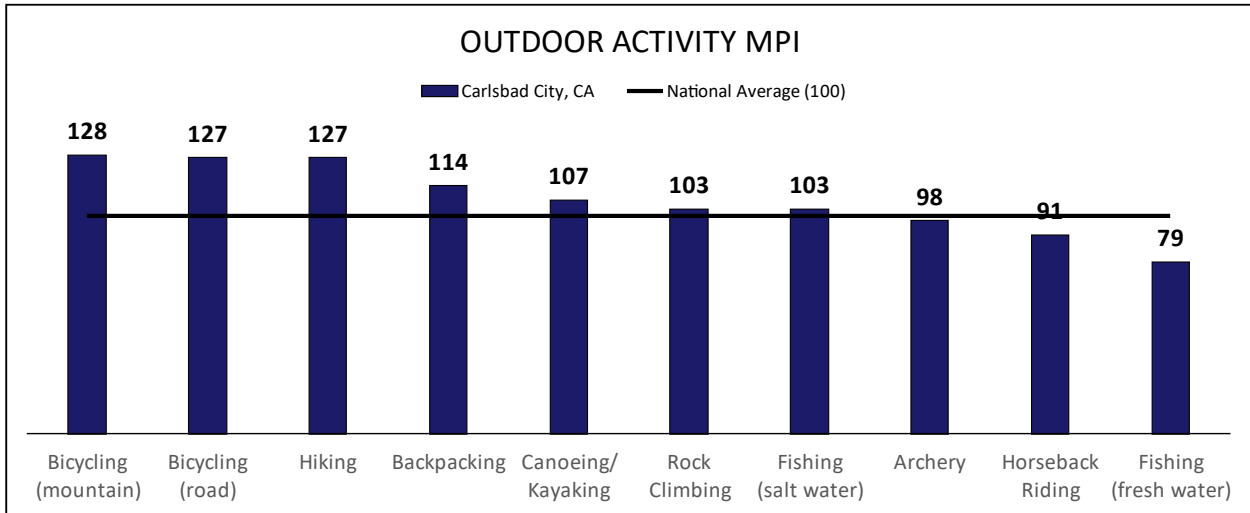


Figure 57: Outdoor activity MPI

COMMERCIAL RECREATION MARKET POTENTIAL

The top four MPIs for commercial recreation are, participated in a book club, went to live theater, went to art gallery, and went to museum. All other commercial recreation activities ranked at or above the national average of 100 MPI except for woodworking, portable video/electronic game, played console video/electronic game and visited an indoor water park (Figure 58).

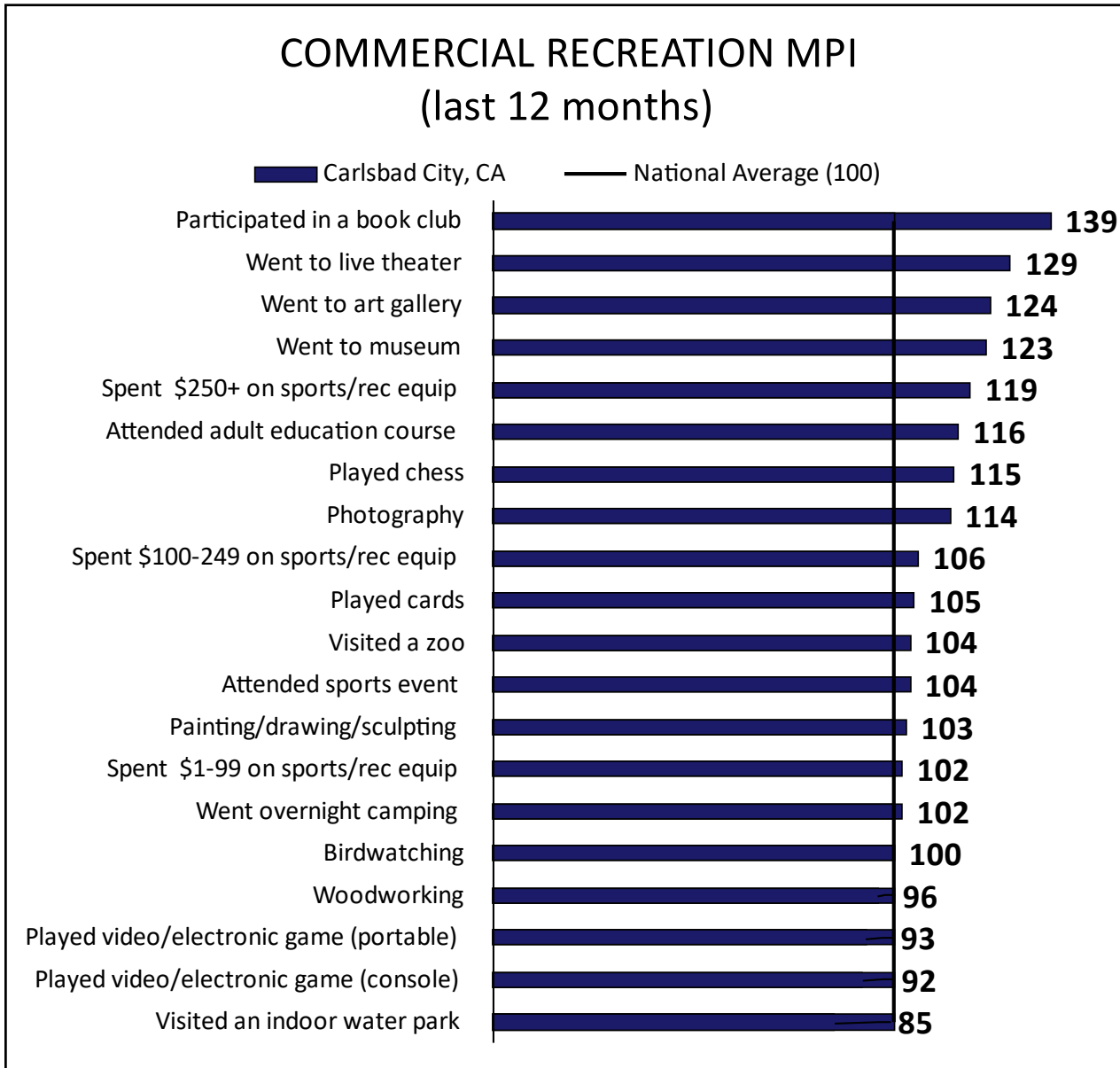


Figure 58: Commercial recreation MPI

3.3.2 KEY DEMOGRAPHICS AND TRENDS FINDINGS SUMMARY

Based on the information presented in the demographics and trends analysis, key findings are:

- The city's population has grown at a rate above the national average over the last 12 years, and projections show continued growth moving forward, at least until Carlsbad gets to a built-out stage. The department must monitor population growth to ensure that programs, facilities, and amenities are keeping up with community growth.
- The current age segment distribution has the highest representation in the age segment 35-54 with a median age of 40.4. This high representation of 35-54 age segment will feed into the 55-74 age segment, which is projected to become the most represented age segment by 2032. This indicates the importance of an active adult and senior programming focus.
- The local populace has diversified since the 2010 Census, and race and ethnicity composition over the next 15 years will continue to increase. The department should ensure programming and facilities are representative of the community it serves.
- Household income and individual income are significantly higher than both the state and national averages. These high income levels continue to emphasize the importance of high-quality offerings and experiences to meet the community's expectations.
- Of the 46 MPI activity scores tracked for this analysis, 37 activities scored an MPI of 100 or above. These above-average MPI scores show that the city's residents have strong participation rates for recreational offerings in general sports and fitness activities. This finding is significant for planning future program development such as culinary offerings, upgrading aquatics facilities at Monroe Street Pool or building new amenities, such as Robertson Ranch Community Park.

CHAPTER FOUR – BENCHMARK ANALYSIS

In collaboration with the consulting team, the Parks & Recreation Department devised operating metrics to gauge its performance against comparable departments (Figure 59). The aim is to see where the department stands among similar entities. The benchmark review is categorized by responses from peer agencies, offering a broad comparison of each system's metrics.

Analysis data was sourced from each participating agency where possible. Additional data was collected from agency or city websites, Annual Financial Reports, and the National Recreation and Park Association’s Park Metrics Database.



Figure 59: Benchmarked agencies

Due to differences in how each agency collects, maintains, and reports data, financial or participation data variances may exist. The benchmark data collection for all agencies was completed between September and October 2022, and it is possible that information in this update may have changed since then.

Peer agency benchmark analysis information was a combination of operating metrics that consider budgets, staffing levels, and inventories. In some instances, the requested data was not tracked or not available.

Benchmark agencies were selected and studied due to similarities in demographic and/or organizational characteristics like the City of Carlsbad (and based on Southern California) and a national leader (Norfolk, VA) which is a Gold Medal Award Finalist and accredited through the Commission for the Accreditation of Parks & Recreation Agencies ² (Figure 60).

Agency	Jurisdiction Type	Population	Jurisdiction Size (Sq. Mi.)	Population per Sq. Mi.	CAPRA Accredited	Gold Medal Winner
City of Carlsbad Parks & Recreation Department	City	116,223	39.11	2,972	Yes, expired 2021, considering reaccreditation in 2024.	N/A
City of Irvine Community Services Department	City	328,284	65.92	4,980	N/A	N/A
City of Newport Beach Recreation and Senior Services Department	City	85,780	24.00	3,574	N/A	N/A
City of Norfolk Department of Parks & Recreation	City	245,741	65.98	3,724	Yes 2017	Finalist 2019
City of San Marcos Parks & Recreation Department	City	96,219	24.40	3,943	N/A	N/A
City of San Clemente Beaches, Parks & Recreation Department	City	66,245	18.45	3,591	N/A	N/A

Figure 60: Benchmark agencies overview

² Agencies earning Commission for the Accreditation of Parks & Recreation Agencies accreditation either meet, or exceed, professional standards established by parks and recreation leaders in programming, facilities, and experiences they provide to their communities.

4.1 BENCHMARK COMPARISON

4.1.1 TOTAL AGENCY OWNED OR MANAGED ACRES

The City of Carlsbad, at 11.85 acres per 1,000 residents, ranks third behind the City of Irvine, at 49.79 acres per 1,000 residents, and second to the City of San Marcos, at 31.72 acres per 1,000 residents in total acres owned or managed by the department (Figure 61).

Department	Population	Total Acres Owned or Managed	Total Acres per 1,000 Residents
City of Irvine Community Services Department	328,284	16,344.00	49.79
City of San Marcos Parks & Recreation Department	96,219	3,052.00	31.72
City of Carlsbad Parks & Recreation Department	116,223	1,377.00	11.85
City of Newport Beach Recreation and Senior Services Department	85,780	1,005.00	11.72
City of Norfolk Department of Parks & Recreation	245,741	2,672.40	10.87
City of San Clemente Beaches, Parks & Recreation Department	66,245	340.93	5.15

Figure 61: Park acreage

4.1.2 STAFFING

Staffing levels are compared by full-time equivalents (FTEs) to the total population. Total FTEs per 10,000 residents depicts how each system is staffed to serve its jurisdiction. The City of Carlsbad is lower than some benchmarked agencies (11.3 FTEs per 10,000 residents) but is still above the NRPA median (8.1 FTEs per 10,000 residents) for agencies serving populations between 100,000-250,000 (Figure 62).

Agency	Population	Total Full-Time Employees	Total Part-Time Employees	Total FTEs	FTEs per 10,000 Residents
City of Norfolk Department of Parks & Recreation	245,741	240	175	328.00	13.3
City of Irvine Community Services Department	328,284	132	871	404.00	12.3
City of San Clemente Beaches, Parks & Recreation Department	66,245	28	161	80.50	12.2
City of Carlsbad Parks & Recreation Department	116,223	59	396	131.00	11.3
City of Newport Beach Recreation and Senior Services Department	85,780	42	112	81.98	9.6
City of San Marcos Parks & Recreation Department	96,219	18	100	47.00	4.9
NRPA Median 2022 = 8.1 FTEs per 10,000 Residents					

Figure 62: Staffing comparison

4.1.3 EXPENDITURE DISTRIBUTION

Figure 58 shows how each agency allocated funds towards personnel, operations, capital expenses not included in CIP, and other expenses. The City of Carlsbad allocates 59% of its budget towards operations and 41% of the budget on personnel.

The National average for NRPA operating expense distribution shows that agencies on a national level spend 54% of the budget on personnel and 38% of the budget on operations. This distribution is nearly reversed for the City of Carlsbad where the percentages are higher for operations than personnel, in large part since the agency relies more on contractual services – e.g., parks maintenance is performed on a roughly 80%/20% contractual staff to in-house staff basis.

Agency	Personnel	Operations	Capital Expense not in CIP	Other
City of Carlsbad Parks & Recreation Department	41%	59%	0%	0%
City of Irvine Community Services Department	64%	36%	0%	0%
City of Newport Beach Recreation and Senior Services Department	59%	41%	0%	0%
City of Norfolk Department of Parks & Recreation	83%	15%	0%	1%
City of San Clemente Beaches, Parks & Recreation Department	56%	44%	0%	0%
City of San Marcos Parks & Recreation Department	78%	22%	N/A	N/A
NRPA Agencies Benchmark 2022	54%	38%	5%	3%

Figure 63: Expenditure distribution

4.1.4 REVENUE PER CAPITA

The annual parks and recreation revenue per resident can be calculated by contrasting each agency's annual non-tax income with its total population. The City of Carlsbad boasts a revenue of \$132.79 per resident, over twice the revenue of the next highest agency, and nearly ninefold the median revenue of National Recreation and Park Association (NRPA) agencies serving 100,000-250,000 residents, which stands at \$15.33 per resident. This significant revenue increase is largely due to over \$10 million generated by The Crossings at Carlsbad golf course. None of the other benchmarked agencies reported income from a golf course (Figure 64).

Agency	Population	Total Non-Tax Revenue	Revenue per Resident
City of Carlsbad Parks & Recreation Department	116,223	\$ 15,433,562	\$ 132.79
City of San Clemente Beaches, Parks & Recreation Department	66,245	\$ 4,254,540	\$ 64.22
City of Irvine Community Services Department	328,284	\$ 19,934,169	\$ 60.72
City of Newport Beach Recreation and Senior Services Department	85,780	\$ 4,253,345	\$ 49.58
City of San Marcos Parks & Recreation Department	96,219	\$ 2,613,454	\$ 27.16
City of Norfolk Department of Parks & Recreation	245,741	\$ 1,996,568	\$ 8.12
NRPA Median 2022 = \$15.33 Revenue per Capita			

Figure 64: Revenue per capita comparison

4.1.5 AGENCY/CITY CONTRIBUTION

The city contribution is derived by dividing total nontax revenue by the total operating expense. This calculation measures how the agency's revenue generation covers the total cost of operations and the level of contribution provided by the city to the agency. The City of Carlsbad has a 47% cost recovery relative to the NRPA Median of 25%, which indicates the city contributes 53% of total operating expenses (Figure 65).

Agency	Total Non-Tax Revenue	Total Operating Expense	City Contribution
City of San Clemente Beaches, Parks & Recreation Department	\$ 4,254,540	\$ 5,258,570	19%
City of San Marcos Parks & Recreation Department	\$ 2,613,454	\$ 4,135,137	37%
City of Irvine Community Services Department	\$ 19,934,169	\$ 42,253,401	53%
City of Carlsbad Parks & Recreation Department	\$ 15,433,562	\$ 32,760,795	53%
City of Newport Beach Recreation and Senior Services Department	\$ 4,253,345	\$ 11,898,180	64%
City of Norfolk Department of Parks & Recreation	\$ 1,996,568	\$ 17,705,973	89%
NRPA Median 2022 = 25% Cost Recovery; 75% Contribution			

Figure 65: Agency/city contribution comparison

4.1.6 CAPITAL IMPROVEMENT PLAN SUMMARY

Capital Improvement Plan budgets and funding availability vary from year to year. The plan summary displays the average of the last five years of actual capital investment for each agency. Of the benchmarked agencies, the City of Carlsbad ranked second for average annual CIP, at \$55.39 per resident (Figure 66).

Agency	Population	Avg. Annual CIP	Avg. Annual CIP per Resident
City of San Clemente Beaches, Parks & Recreation Department	66,245	\$ 5,261,092	\$ 79.42
City of Carlsbad Parks & Recreation Department	116,223	\$ 6,437,503	\$ 55.39
City of Irvine Community Services Department	328,284	\$ 7,237,658	\$ 22.05
City of Norfolk Department of Parks & Recreation	245,741	\$ 1,162,500	\$ 4.73
City of San Marcos Parks & Recreation Department	96,219	\$ -	\$ -
City of Newport Beach Recreation and Senior Services Department	85,780	\$ -	\$ -
NRPA Median 2022= \$3.4M 5 yr AVG CIP Spending (2022)			
Note: CIP Budgets were not available for City of Newport Beach & City of San Marcos			

Figure 66: Capital improvement plan comparison

4.1.7 MARKETING AS A PERCENTAGE OF OPERATIONAL BUDGET

In Figure 63, the marketing expense incurred by each agency is compared to the agency’s actual expenditures to show the percentage of operating expenses dedicated to marketing. The City of Carlsbad ranks at the top of benchmarked agencies for marketing as a percentage of the operational budget, at 0.96%. Based on the consultant team’s operational experience, the recommended practice is to allocate at least 3% of the total operating budget to marketing.

Agency	Population	Operational Budget	Total Marketing Budget	Marketing as % of Operations
City of Carlsbad Parks & Recreation Department	116,223	\$ 20,852,585	\$ 200,400	0.96%
City of Irvine Community Services Department	328,284	\$ 42,253,401	\$ 381,154	0.90%
City of San Marcos Parks & Recreation Department	96,219	\$ 4,135,137	\$ 20,600	0.50%
City of San Clemente Beaches, Parks & Recreation Department	66,245	\$ 5,258,570	\$ 13,540	0.26%
City of Norfolk Department of Parks & Recreation	245,741	\$ 17,705,973	\$ 8,500	0.05%
City of Newport Beach Recreation and Senior Services Department	85,780	\$ 11,898,180	\$ -	0.00%
PROS Consulting Recommended Practice = 3+% of Total Operating Budget				
Note: Marketing Budgets were not available for Newport				

Figure 67: Marketing as a percentage of operations

4.1.8 CONTRACTORS

Many parks and recreation departments utilize independent contractors to provide programs and services. The table below shows how the benchmarked agencies share program and service registration revenue. The City of Carlsbad is consistent with other agencies offering 70% to city, 30% to independent contractor or 60% to city, 40% to independent contractor revenue split.

Agency	Contractor arrangement (revenue share split, hourly wage, facility provider - rental charge, etc.)
City of Carlsbad Parks & Recreation Department	70%/30% or 60%/40%
City of Irvine Community Services Department	70%/30% or 60%/40% or 50%/50%
City of Newport Beach Recreation and Senior Services Department	Class Revenue Percentage: 65%, 70%, 80%
City of San Clemente Beaches, Parks & Recreation Department	70%/30% split for in-person classes
City of San Marcos Parks & Recreation Department	70%/30% outdoor and 60%/40% indoor
City of Norfolk Department of Parks & Recreation	-

Note: Contractor arrangement not available for Norfolk

Figure 68: Contractor revenue splits

4.1.9 INDOOR RECREATION FACILITIES

The number of indoor recreation facilities benchmarked municipalities operate, the total square footage, and square footage per resident is shown in Figure 69. The City of Carlsbad falls in the lower half of the benchmarked agencies at 0.06 square feet per resident.

Agency	Population	Total # of indoor recreation facilities	Total Sq. Feet of all indoor recreation facilities	Total Sq. Feet per facility	Indoor Sq. Feet per resident
City of Irvine Community Services Department	328,284	24	1,279,744	53,323	0.16
City of Newport Beach Recreation and Senior Services Department	85,780	10	133,373	13,337	0.16
City of San Clemente Beaches, Parks & Recreation Department	66,245	4	28,625	7,156	0.11
City of San Marcos Parks & Recreation Department	96,219	6	50,684	8,447	0.09
City of Carlsbad Parks & Recreation Department	116,223	13	87,663	6,743	0.06
City of Norfolk Department of Parks & Recreation	245,741	30	388,566	12,952	0.05

Figure 69: Indoor recreation facilities

4.2 BENCHMARK FINDINGS SUMMARY

Benchmark data analysis provides an understanding of how the agency compares to peer agencies and with national medians where available.

The benchmark data revealed department strengths and opportunities:

STRENGTHS

- **CIP** – The City of Carlsbad has on average invested nearly twice as much as the NRPA median (\$3.4 million per year) for capital spending, at \$6,437,503.
- **Revenue per Capita** – With \$132.79 generated per resident, the city's revenue is more than double that of the closest competing agency and nearly nine times the median revenue of National Recreation and Park Association (NRPA) agencies serving populations between 100,000 to 250,000, which report an average revenue of \$15.33 per resident.

OPPORTUNITY

- **Operational Contribution** – The City of Carlsbad provides the fourth largest taxpayer contribution at 53%, which could be considered for reduction via a cost recovery policy for the department's offerings.

CHAPTER FIVE – EXISTING SITE ANALYSIS

5.1 PARK SYSTEM ASSESSMENT

The City of Carlsbad has 42 community parks and special use areas. Sites assessed are shown in Figure 70 below.

CARLSBAD SITES ASSESSED	
Alga Norte Park	Jefferson Elementary School Field
Aviara Oaks Middle School Field	Kelly Elementary School
Aviara Community Park	La Costa Canyon Community Park
Buena Vista Elementary School Field	La Costa Heights Elementary School Field
Buena Vista Reservoir Park	Laguna Riviera Park
Cadencia Park	Leo Carrillo Ranch Historic Park
Calavera Hills Community Park	Magee House And Park
Carlsbad High School Tennis Courts	Magnolia Elementary School Field
Calavera Hills Trailhead	Maxton Brown Park
Cannon Park	Monroe Street Pool
Car Country Park	Oak Park
Carlsbad Skate Park	Ocean St. Sculpture Park/Tamarack Picnic
Chase Field	Pine Avenue Community Park
El Fuerte Park/La Costa Meadows Elem School	Pio Pico Park
Harding Community Center	Poinsettia Community Park
Harold Smerdu Community Garden	Senior Center - Pine Avenue Community Center
Hidden Canyon Community Park	Stagecoach Community Park
Holiday Park	Terramar Northern Bluff
Hope Elementary School	Valley Middle School Field
Hosp Grove Park	Veterans Memorial Park
Hosp Grove Trailheads	Zone 5 Park

Figure 70: Sites assessed

Maintenance quality was excellent, especially considering how heavily the parks are used. Of the parks rated, 31 were rated as excellent, 9 were rated as good, and 2 were rated as fair. No sites were rated poor.

Park system rating categories are:

EXCELLENT

Site amenities are in excellent condition with little or no maintenance problems noted. Park amenities do not feature any major design issues that contribute to diminished use or maintenance.



Synthetic turf and fencing in excellent condition at Stagecoach Community Park

GOOD

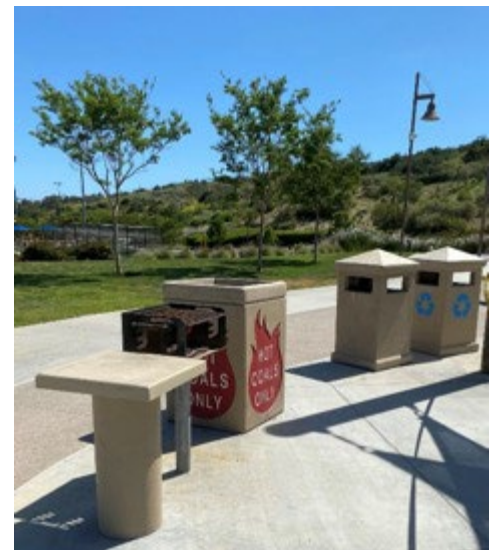
Site amenities are in good condition and feature only minor maintenance problems. Amenity maintenance issues appear to be the result of age and heavy use. Park amenities may only feature minor design issues that contribute to diminished use or maintenance (such as drainage, structural, utilities, etc.).

FAIR

Site amenities are in fair condition and indicate ongoing maintenance issues. Generally, most amenity maintenance issues appear to be the result of age and heavy use. Some maintenance issues may be compounded over time due to being deferred because of budget and/or resource limitations.

POOR

Site amenities are in poor condition and clearly show ongoing maintenance problems that ultimately may result in suspended use for repair or replacement. Amenity maintenance issues are the result of age and heavy use and generally are compounded over time due to deferred maintenance as a result of budget and/or resource limitations. Park amenities may feature major design issues that contribute to diminished use or maintenance (such as drainage, structural, utilities, etc.).



Site amenities in excellent condition at Alga Norte Park



Table at Cannon Park in good condition but starting to show normal wear

SITES RATED IN EXCELLENT CONDITION	
Alga Norte Park	Leo Carrillo Ranch Historic Park
Aviara Community Park	Magee House And Park
Aviara Oaks Middle School Field	Magnolia Elementary School Field
Buena Vista Elementary School Field	Maxton Brown Park
Buena Vista Reservoir Park	Monroe Street Pool
Cadencia Park	Ocean St. Sculpture Park/Tamarack Picnic
Calavera Hills Community Park	Pine Avenue Community Park
Calavera Hills Trailhead	Pio Pico Park
Car Country Park	Poinsettia Community Park
Chase Field	Senior Center - Pine Avenue Community Center
Harding Community Center	Stagecoach Community Park
Harold E. Smerdu Community Garden	Terramar Northern Bluff
Hidden Canyon Community Park	Valley Middle School Field
Hosp Grove Park	Veterans Memorial Park
Jefferson Elementary School Fields	Zone 5 Park
Laguna Riviera Park	

Figure 71: Sites rated in excellent condition

SITES RATED IN GOOD CONDITION	
Cannon Lake Park	Holiday Park
Cannon Park	Hope Elementary School
Carlsbad High School Tennis Courts	La Costa Canyon Community Park
Carlsbad Skate Park	Oak Park
El Fuerte Park/La Costa Meadows Elem School	

Figure 72: Sites rated in good condition

SITES RATED IN FAIR CONDITION	
Kelly Elementary School Fields	Valley Middle School Fields

Figure 73: Sites rated in fair condition

The team developed site plans for each park utilizing Geographic Information Systems and visited each site over the course of several months to review park and site amenity conditions.

During each site visit, the consulting team made observations regarding park access, the site’s visual and aesthetic appeal and safety and maintenance standards.

STRENGTHS	
Park maintenance	Consistent city branding and signs
Abundant amenities	Synthetic turf athletic fields allow for heavier use
Clean and well-kept parks	Variety of park experiences
High use	

Figure 74: Strengths of parks

OPPORTUNITIES FOR IMPROVEMENT	
Some sites lack sufficient concrete, asphalt, or decomposed granite walkways to fully meet disabled access requirements	
Pio Pico Park	Zone 5 Park
Oak Park	Hosp Grove Trailhead
Harold E. Smerdu Community Garden	El Fuerte Park
Buena Vista Elementary School Field	La Costa Heights School Fields
Jefferson Elementary Fields	
Several school field sites could benefit from additional trash/recycling cans and seating.	

Figure 75: Opportunities for park improvement

Park Design: The park design varies, but the sites generally are in very good condition and have a substantial number of amenities. Most parks have concrete walkways that appear to satisfy disabled access requirements. Walkways are an essential part of developed parks because they provide routes that all visitors can use for walking, or to reach specific amenities. Walkways are the principal means by which visitors who are physically disabled can access the park’s features and enjoy the benefits that other non-disabled visitors can. There are some sites that do not have concrete, asphalt or decomposed granite walks and do not appear to meet ADA requirements. If improvements are made to these sites, ADA access routes should be established as part of the design improvements.

SITES WITHOUT ACCESSIBLE WALKS	
Oak Park	Zone 5 Park
Pio Pico Park	Harold E. Smerdu Community Garden
El Fuerte Park	Buena Vista Elementary School Fields
Jefferson Elementary School Field	La Costa Heights Elementary School Fields
Kelly Elementary School	Valley Middle School Field

Figure 76: Sites without accessible walks

The city does not own school district sites.

Park Sites: All park sites have an adequate number of trash cans, benches, drinking fountains and tables for the types of anticipated use. School field sites have the least amount and, in most cases, none of these types of amenities (trash cans, benches, drinking fountains and tables) as shown in the park inventory matrix. The city has limited control over school district property and amenity placement/non-routine maintenance.

Athletic Fields: The athletic fields were in good to excellent condition with typical worn areas based on the level of play. Some of the sports fields feature synthetic turf installed to allow for heavier use.

About half the sites have onsite parking, and the number of spaces seems to be adequate for the site uses. As there are no parking standards for parks, the assessment is an estimation of the types of uses compared to the number of parking stalls provided.

The other sites have street parking. Some school fields have limited onsite parking.

SITES WITH ONSITE PARKING	
Alga Norte Park	Hosp Grove Wickham Way Trailhead
Aviara Community Park	La Costa Canyon Park
Calavera Hills Community Park	Leo Carrillo Ranch Historic Park
Calavera Hills Trailhead	Magee House and Park
Carlsbad Senior Center	Magnolia Elementary Field
Carlsbad Skate Park	Monroe Street Pool
Harold E. Smerdu Community Garden	Ocean St Sculpture Park/Tamarack Picnic Facilities
Harding Community Center	Pine Avenue Park
Hidden Canyon Community Park	Poinsettia Community Park
Holiday Park	Stagecoach Community Park
Hosp Grove Rotary & Hosp Way Trailhead	Zone 5 Park (road base parking lot)

Figure 77: Sites with onsite parking

SITES WITH LIMITED OR NO ONSITE PARKING	
Aviara Oaks School Fields	Kelly Elementary School Field
Buena Vista Elementary Field	Jefferson Elementary School Fields
Buena Vista Reservoir Park	La Costa Heights School Fields
Cadencia Park	Laguna Riviera Park
Cannon Park	Maxton Brown Park
Car Country Park	Oak Park
Carlsbad High School Tennis Courts	Pio Pico Park
Chase Field	Terramar Northern Bluff
El Fuerte Park	Valley Middle School Fields
Hope Elementary School Fields	Veterans Memorial Park

Figure 78: Sites with limited or no onsite parking

Signs: All park sites have regulatory and informational signs identifying the park name and onsite signs provide necessary park user information.

5.2 PARK CLASSIFICATIONS AND LEVEL OF SERVICE RECOMMENDATIONS

Level of service recommendations are developed using a combination of resources, including National Recreation and Park Association (NRPA) guidelines, recreation activity participation rates reported by the Sports and Facility Industry Association data as it applies to activities that occur in the United States and the Carlsbad area, community and stakeholder input and findings from the statistically reliable survey. This information allowed standards to be customized to the City of Carlsbad.

These recommendations should be viewed as a guide to meet community need. Gaps and surpluses in park, facility and amenity types are revealed when recommendations are applied to the City of Carlsbad. Level of service recommendations consider upcoming park and facility capital projects (such as Robertson Ranch Park, Zone 5 Park, Cannon Lake Park, South Carlsbad Coastline Park, and Monroe Street Pool Renovation/Replacement).

While the city doesn't face a parkland shortage, there is demand for amenities, notably off-leash dog parks and outdoor pickleball courts. The suggested action plan primarily targets these unaddressed community preferences.

2022 Inventory										2022 Recommendations			2027 Recommendations			2032 Recommendations		
Park Type	City of Carlsbad Inventory	Other Properties	Total Inventory	Current Service Level based upon population		Recommended Service Levels; Revised for Local Service Area			Meet Recommendation/ Need Exists	Additional Facilities/ Amenities Needed		Meet Recommendation/ Need Exists	Additional Facilities/ Amenities Needed		Meet Recommendation/ Need Exists	Additional Facilities/ Amenities/ Needed		
Community Parks and Special Use Areas	432.40	739.47	432.40	3.72	acres per	1,000	3.00	acres per	1,000	Meets Recommendation	-	Acre(s)	Meets Recommendation	-	Acre(s)	Meets Standard	-	Acre(s)
Total Developed Park Acres	432.40		432.40	3.72	acres per	1,000	3.00	acres per	1,000	Meets Recommendation	-	Acre(s)	Meets Recommendation	-	Acre(s)	Meets Standard	-	Acre(s)
OUTDOOR AMENITIES:																		
Playgrounds	21		21	1.00	site per	5,539	1.00	site per	6,000	Meets Recommendation	-	Sites(s)	Meets Recommendation	-	Sites(s)	Meets Recommendation	-	Sites(s)
Dog Parks	3		3	1.00	site per	38,774	1.00	site per	30,000	Need Exists	1	Sites(s)	Need Exists	1	Sites(s)	Need Exists	1	Sites(s)
Multi-purpose Diamond Fields	22		22	1.00	field per	5,287	1.00	field per	5,500	Meets Recommendation	-	Field(s)	Meets Recommendation	-	Field(s)	Meets Recommendation	-	Field(s)
Multi-Purpose Rectangular Fields	19		19	1.00	field per	6,122	1.00	field per	5,500	Need Exists	2	Field(s)	Need Exists	2	Field(s)	Need Exists	3	Field(s)
Basketball Courts	27		27	1.00	court per	4,308	1.00	court per	5,000	Meets Recommendation	-	Court(s)	Meets Recommendation	-	Court(s)	Meets Recommendation	-	Court(s)
Pickleball Courts	6		6	1.00	court per	19,387	1.00	court per	8,000	Need Exists	9	Court(s)	Need Exists	9	Court(s)	Need Exists	9	Court(s)
Tennis Courts	32		32	1.00	court per	3,635	1.00	court per	4,000	Meets Recommendation	-	Court(s)	Meets Recommendation	-	Court(s)	Meets Recommendation	-	Court(s)
Skate Park	2		2	1.00	site per	58,162	1.00	site per	60,000	Meets Recommendation	-	Site(s)	Meets Recommendation	-	Site(s)	Meets Standard	-	Site(s)
Outdoor Pools	2		2	1.00	site per	58,162	1.00	site per	50,000	Need Exists	0.3	Site(s)	Meets Recommendation	-	Site(s)	Need Exists	0.5	Site(s)
Indoor Recreation Space	120,426		120,426	1.04	SF per person		1.00	SF per person		Meets Recommendation	-	Square Feet	Meets Recommendation	-	Square Feet	Need Exists	2,108	Square Feet
2022 Estimated Population	116,323																	
2027 Projected Population	116,972																	
2032 Projected Population	122,534																	
Notes																		
Veterans Park acreage and amenities are accounted for in the CURRENT level of service inventory to be consistent with Growth Management Plan's approach, since construction has been scheduled.																		

Figure 79 - Levels of service recommendations

5.3 SERVICE AREA MAPPING

Service area maps illustrate the geographic distribution of parks, facilities and amenities, and based on population density, and assess where there are gaps or overlaps for a mapped facility or amenity.

Service area mapping data allows city staff to make capital improvement and development decisions based upon citywide need and parks, facility, and amenity gaps in a specific area.

Major asset service area maps include:

- Basketball courts
- Community parks and special use areas
- Dog parks
- Multiuse diamond fields
- Multiuse rectangular fields
- Indoor recreation space
- Outdoor pools
- Playgrounds
- Pickleball courts
- Skate parks
- Tennis courts

Estimated 2022 and projected 2027 and 2032 Environmental Systems Research, Inc. population data was used for recommendation purposes. The estimated City of Carlsbad population for 2022 is 116,323.

The shaded service area map rings indicate the service level (e.g., the population being served by that park type/amenity) as outlined in the facility/amenity levels of service matrix (Figure 79). The central point inside the shaded ring indicates the location of the facility or amenity while the ring extends out to the distance that amenity serves the population based on the number of amenities at that location, the levels of service recommendations established and the population density.

5.3.1 BASKETBALL COURTS

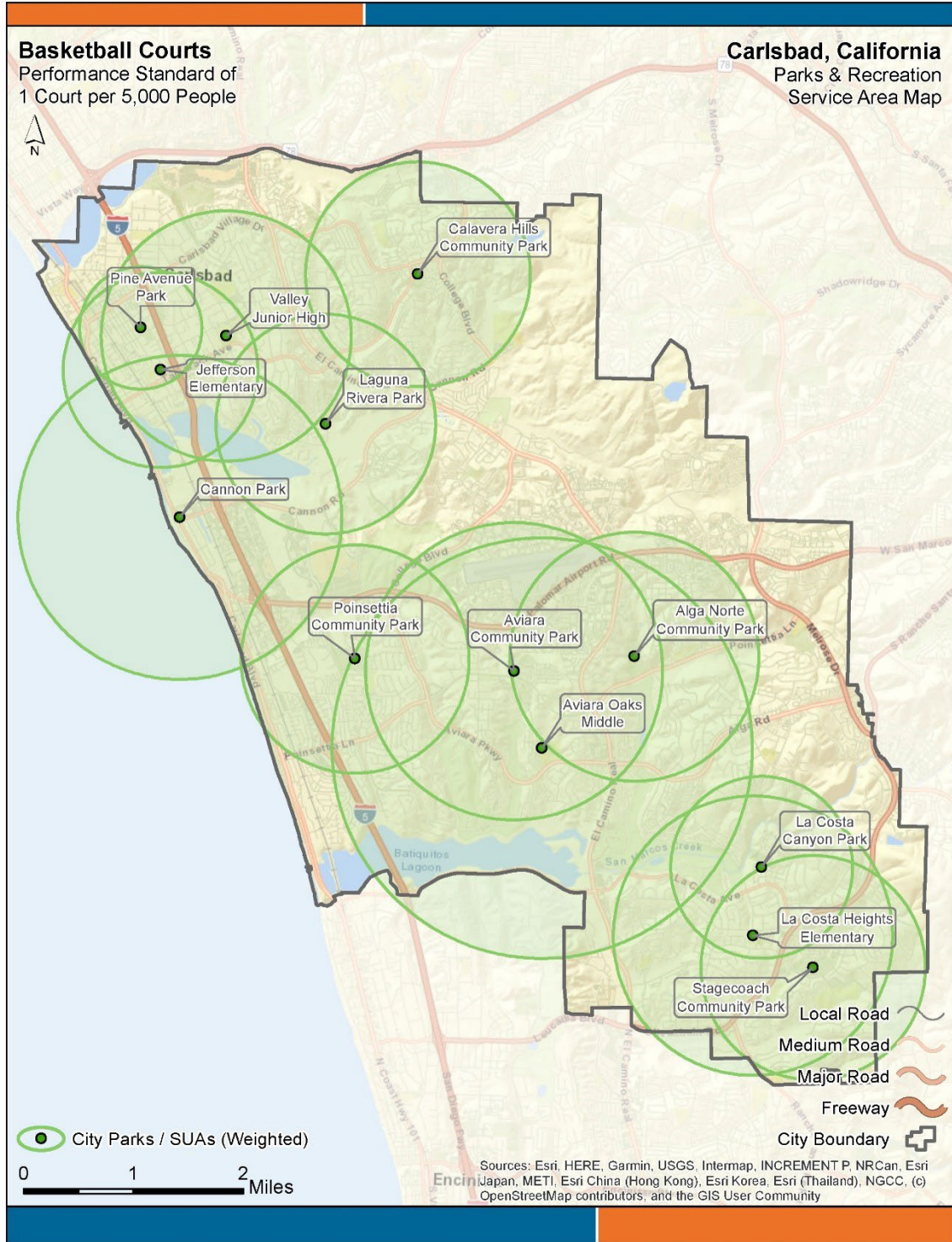


Figure 80: Outdoor basketball courts service area map

5.3.2 COMMUNITY PARKS/SPECIAL USE AREAS AND OTHER PARKS AND RECREATION PROPERTIES

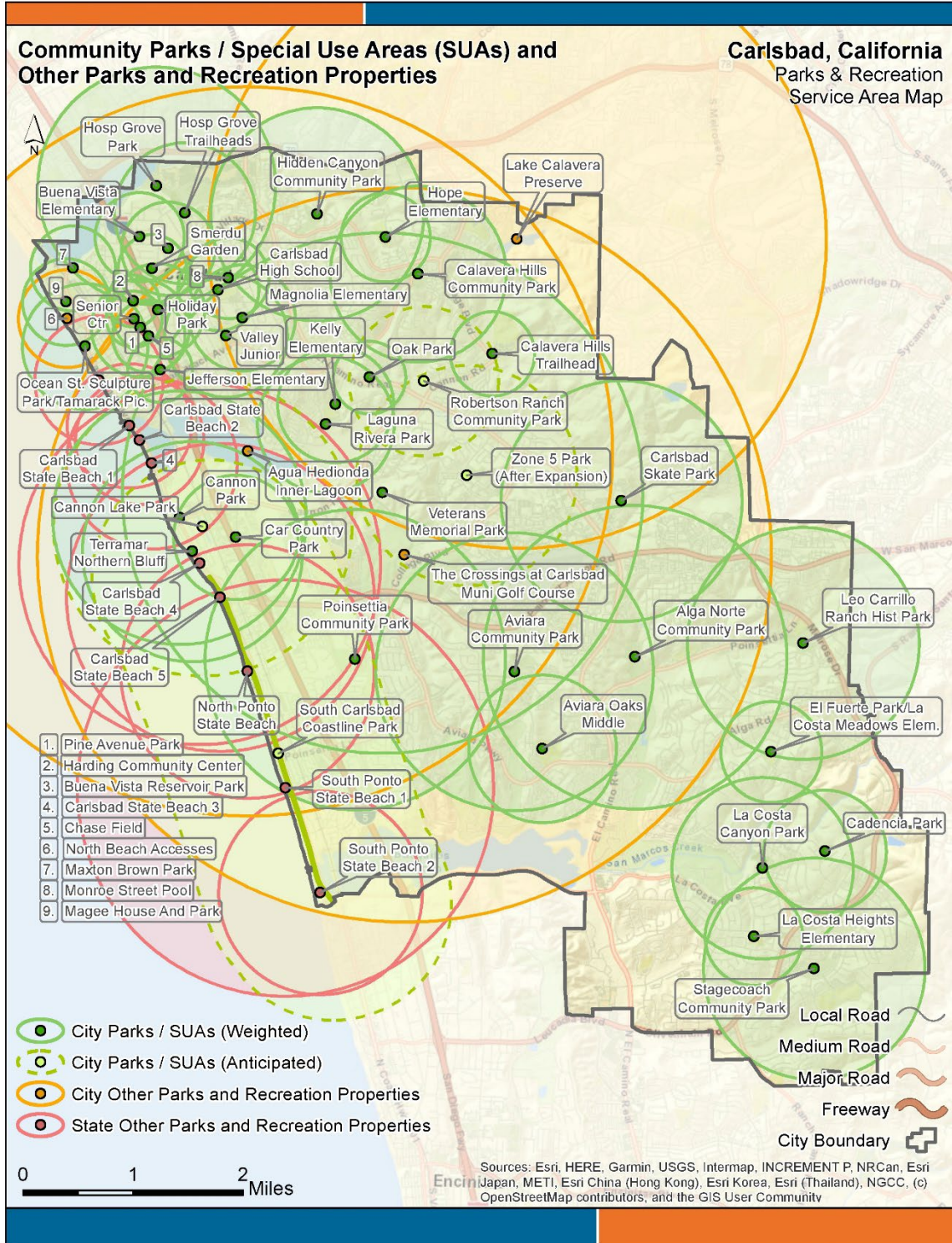


Figure 81: Community parks/special use areas, (SUAs) and other parks and recreation properties service area map

5.3.3 **DOG PARKS**

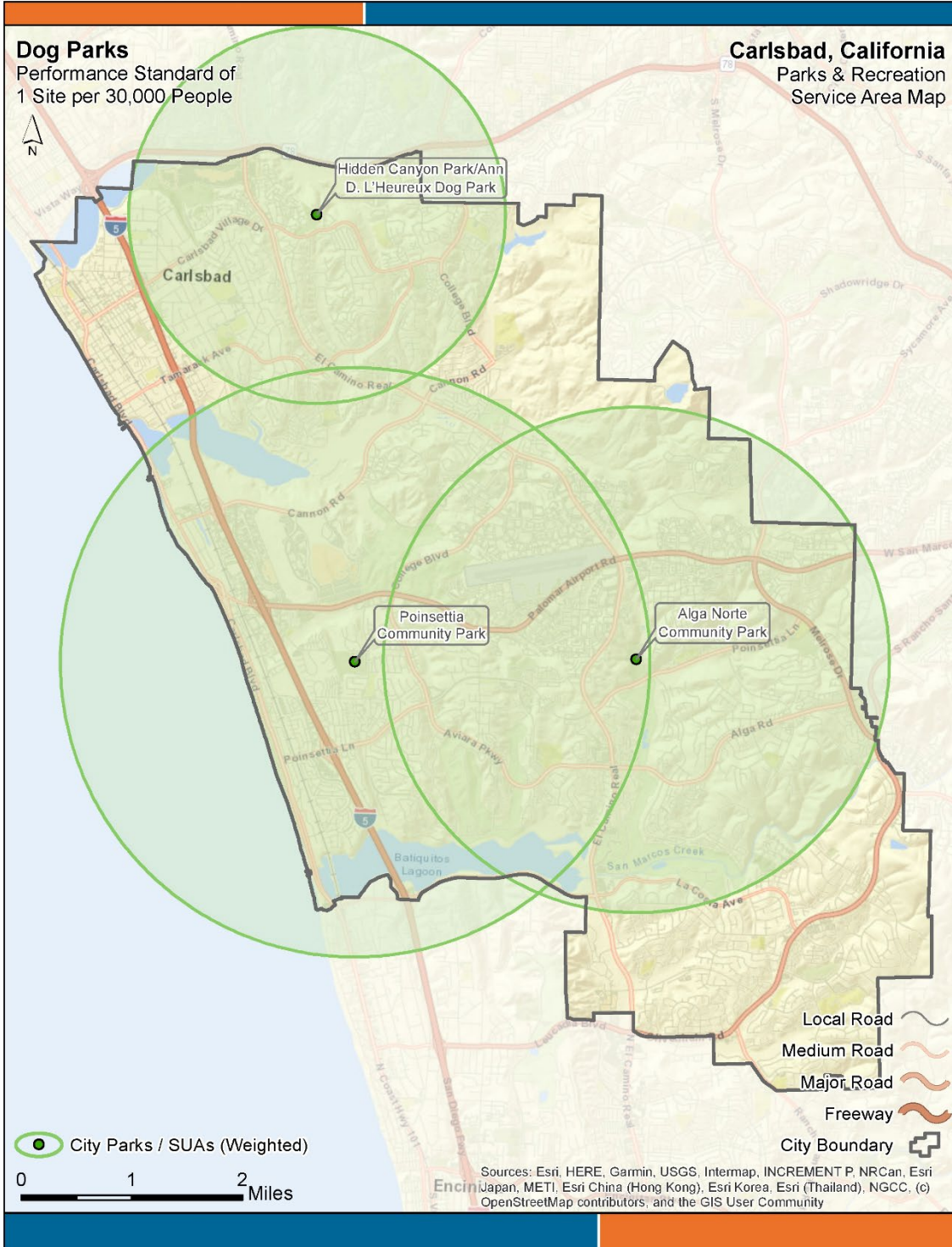


Figure 82: Dog parks service area map

5.3.4 INDOOR RECREATION SPACE

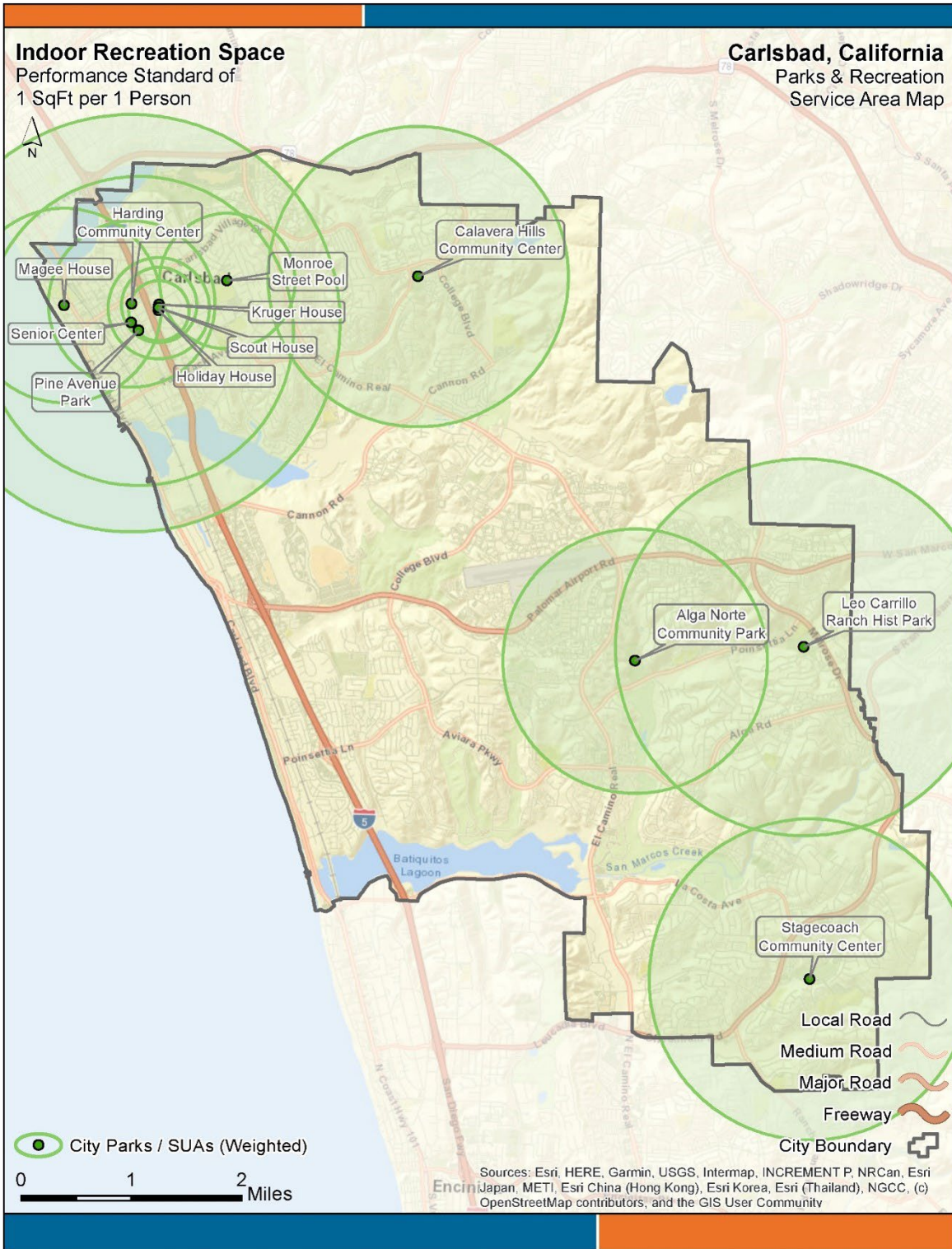


Figure 84: Indoor recreation space service area map

5.3.5 MULTIPURPOSE DIAMOND FIELDS

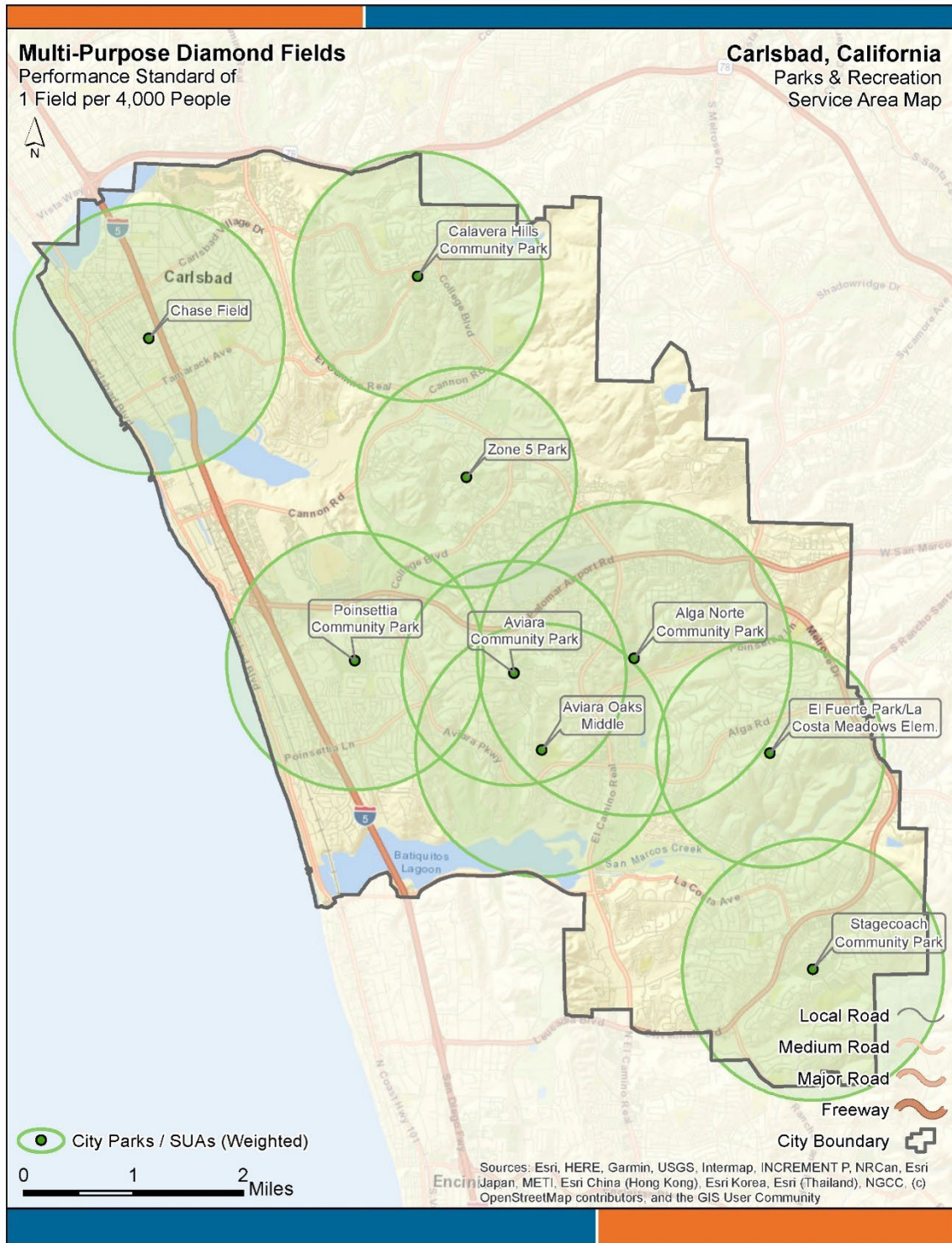


Figure 85: Multipurpose and diamond fields service area map

5.3.6 MULTIPURPOSE RECTANGULAR FIELDS

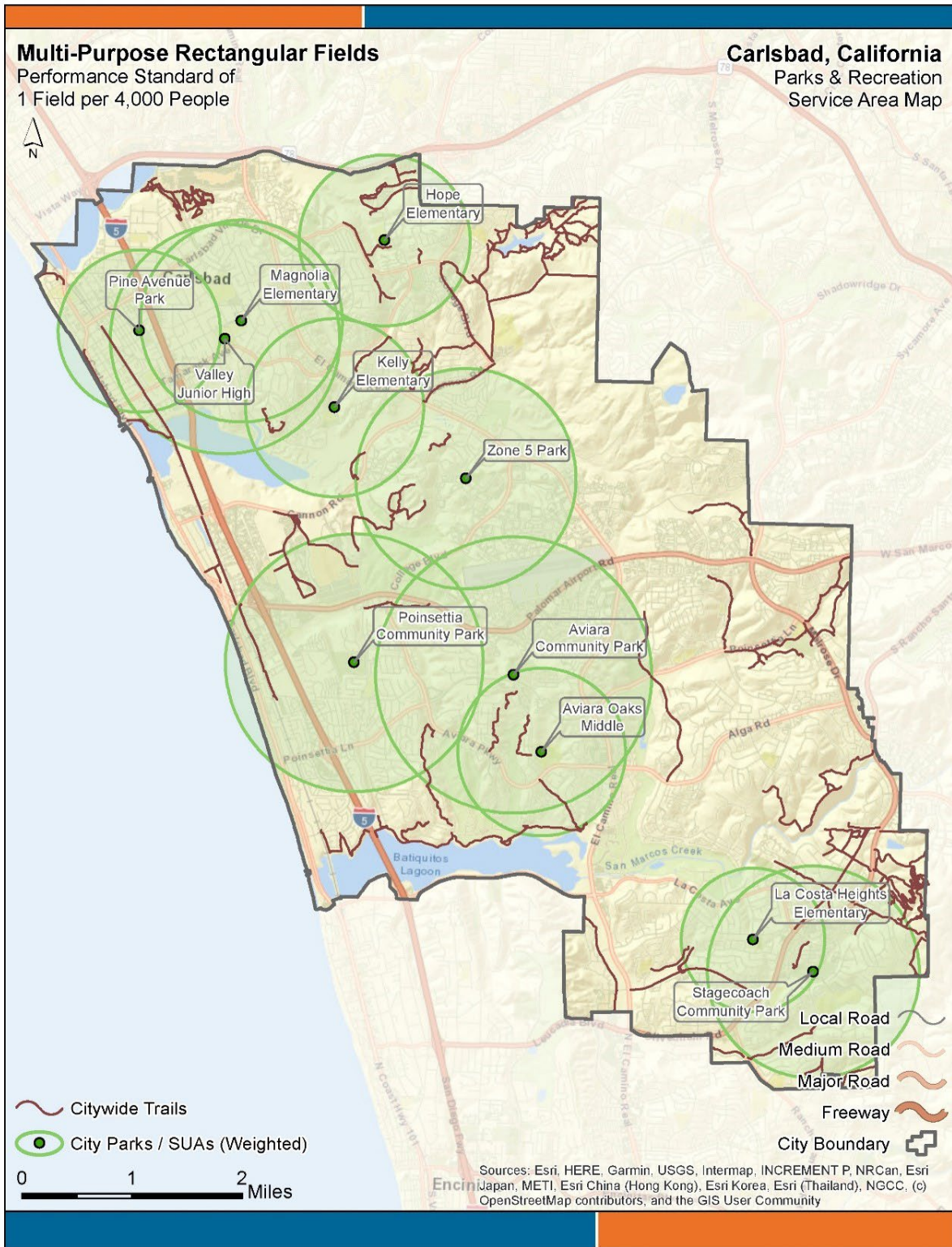


Figure 86: Multipurpose rectangular fields service area map

5.3.7 OUTDOOR POOLS

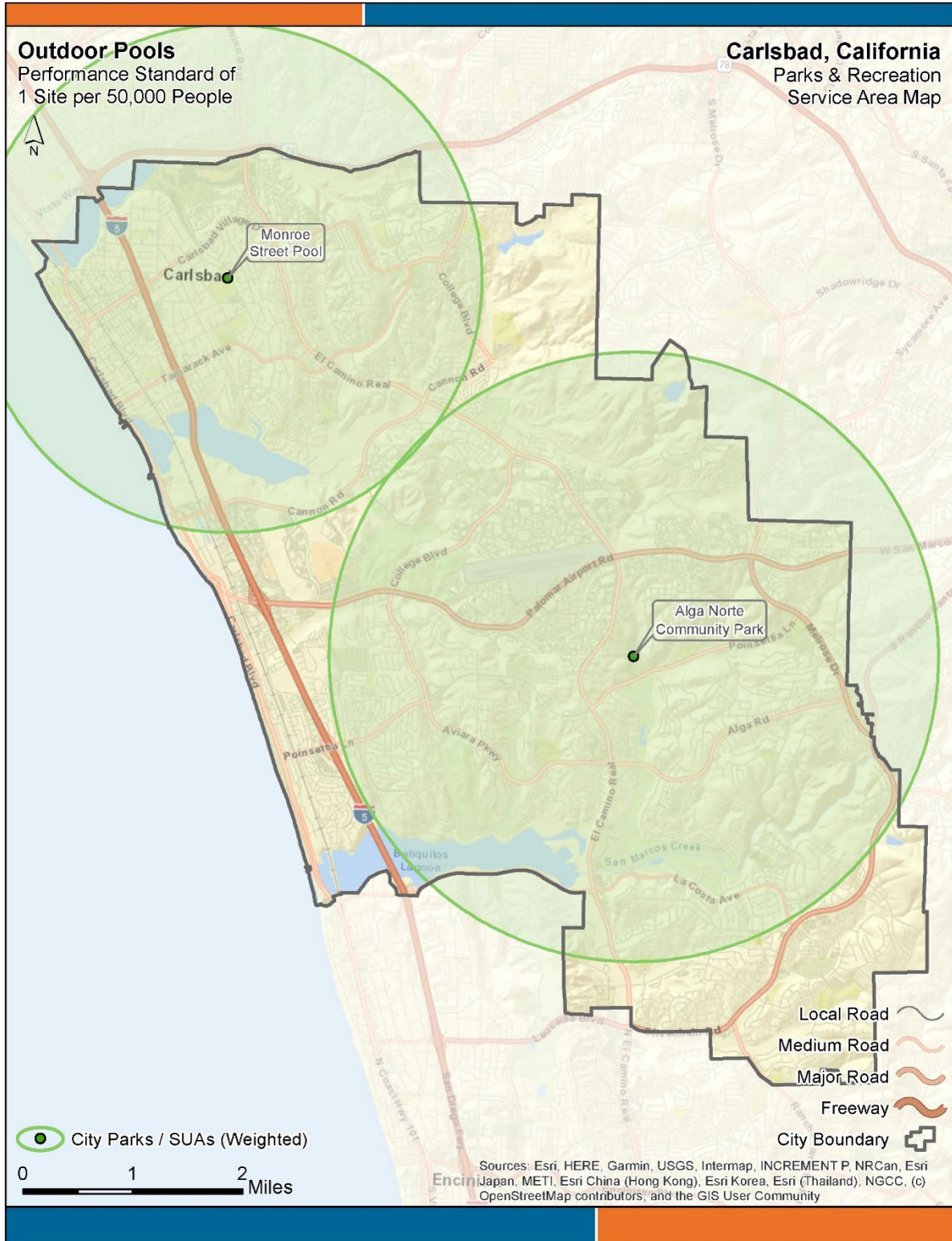


Figure 87: Outdoor pools service area map

5.3.8 OUTDOOR PICKLEBALL COURTS

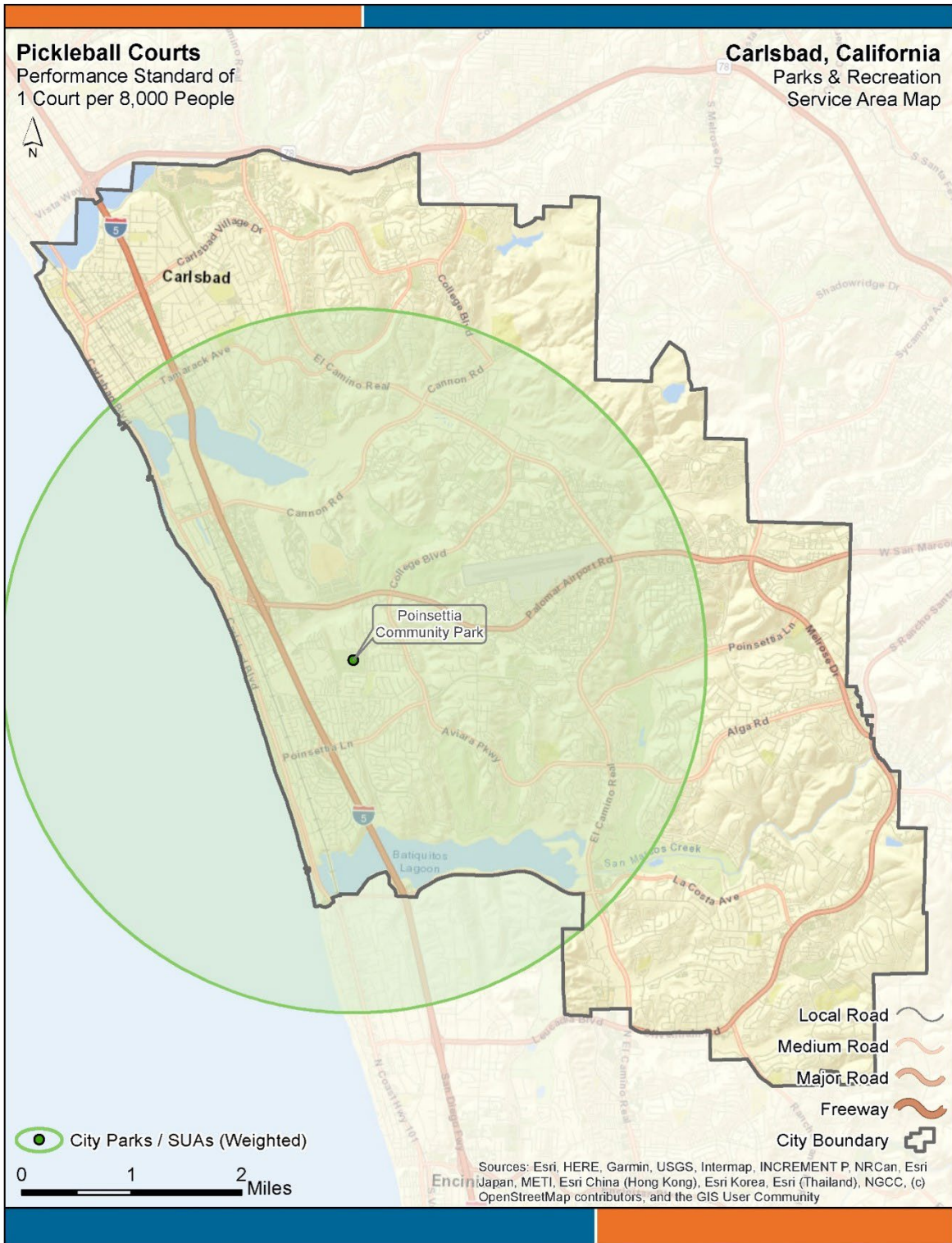


Figure 88: Outdoor pickleball courts service area map

5.3.9 PLAYGROUNDS

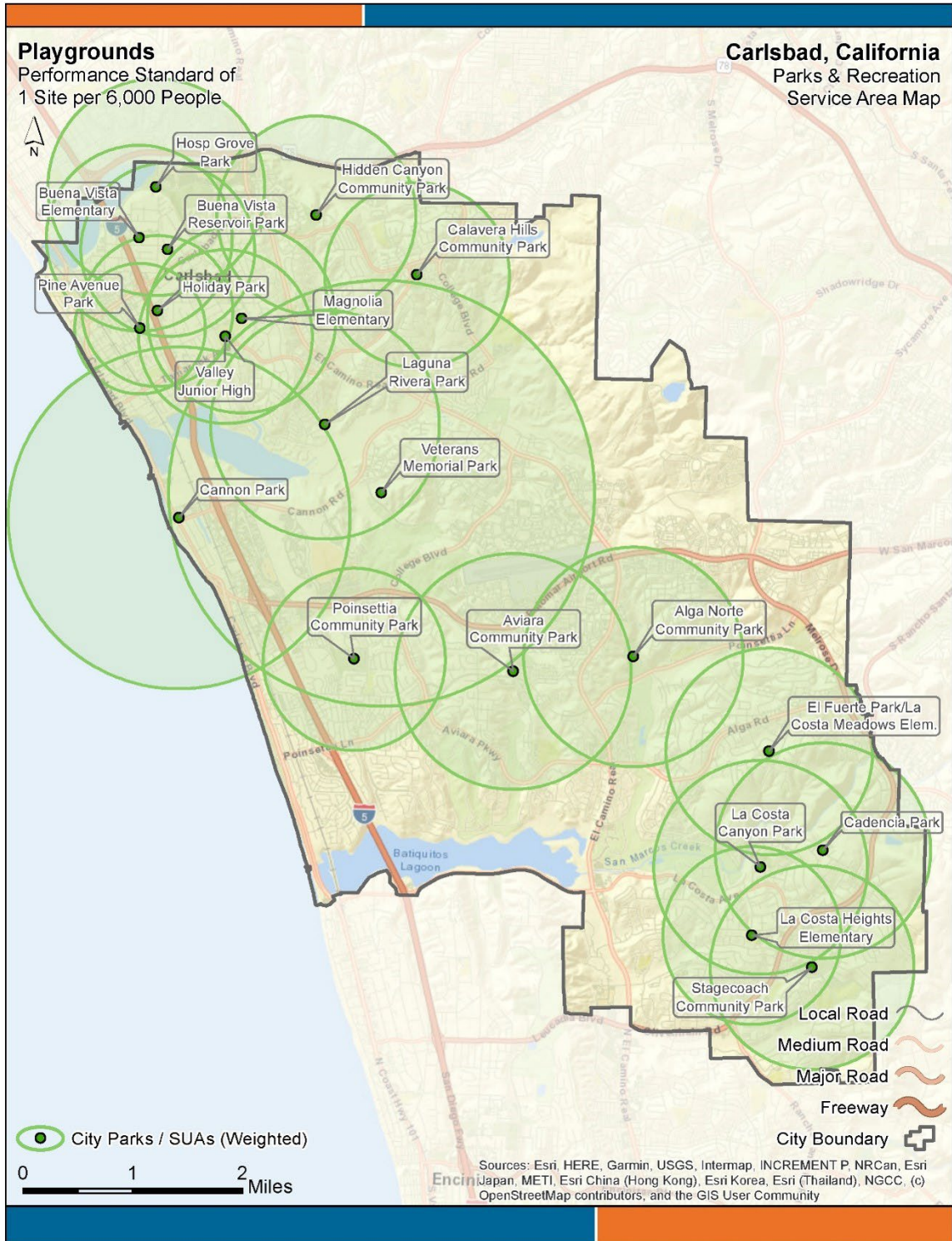


Figure 89: Playgrounds service area map

5.3.10 SKATE PARKS

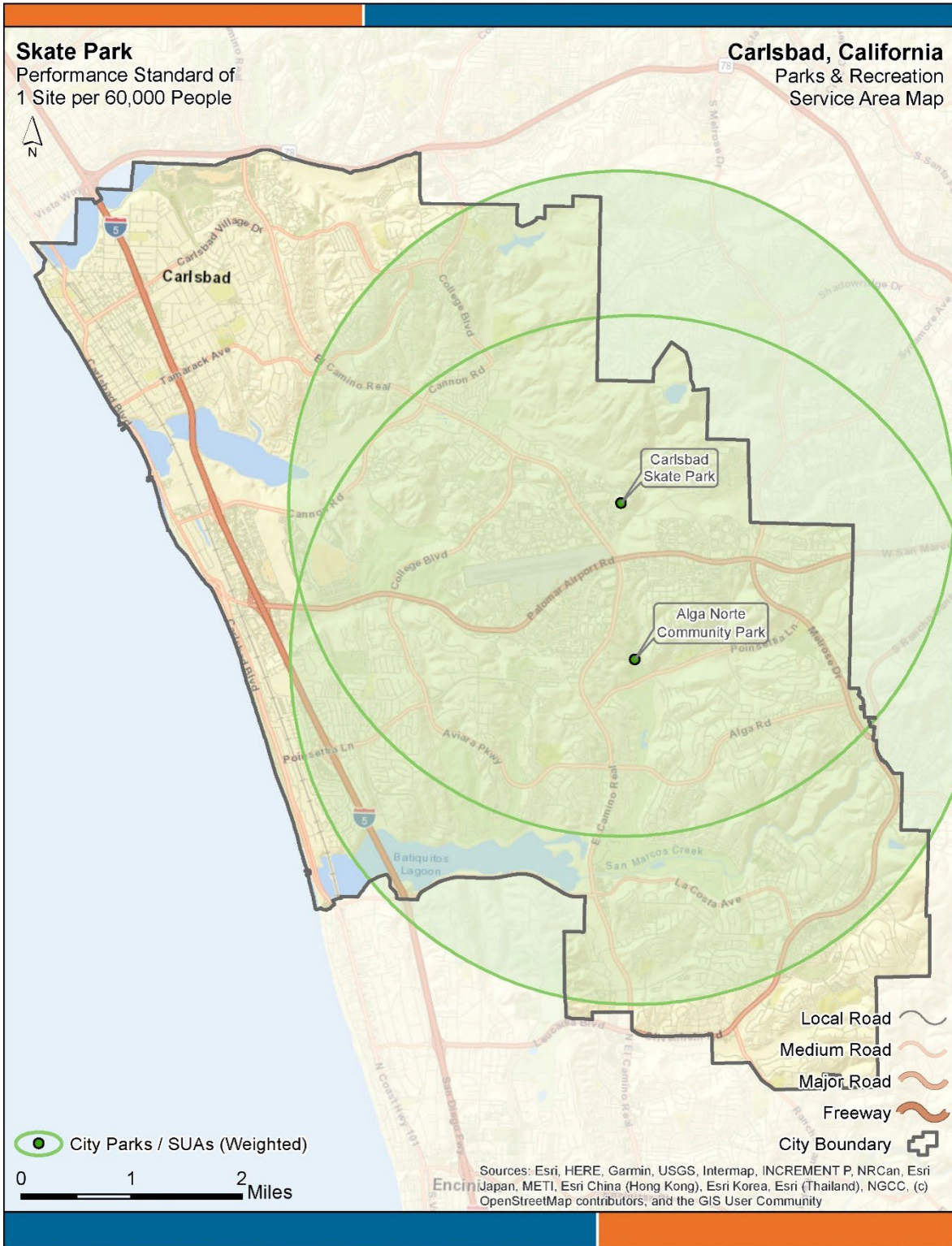


Figure 90: Skate parks service area maps

5.3.11 TENNIS COURTS

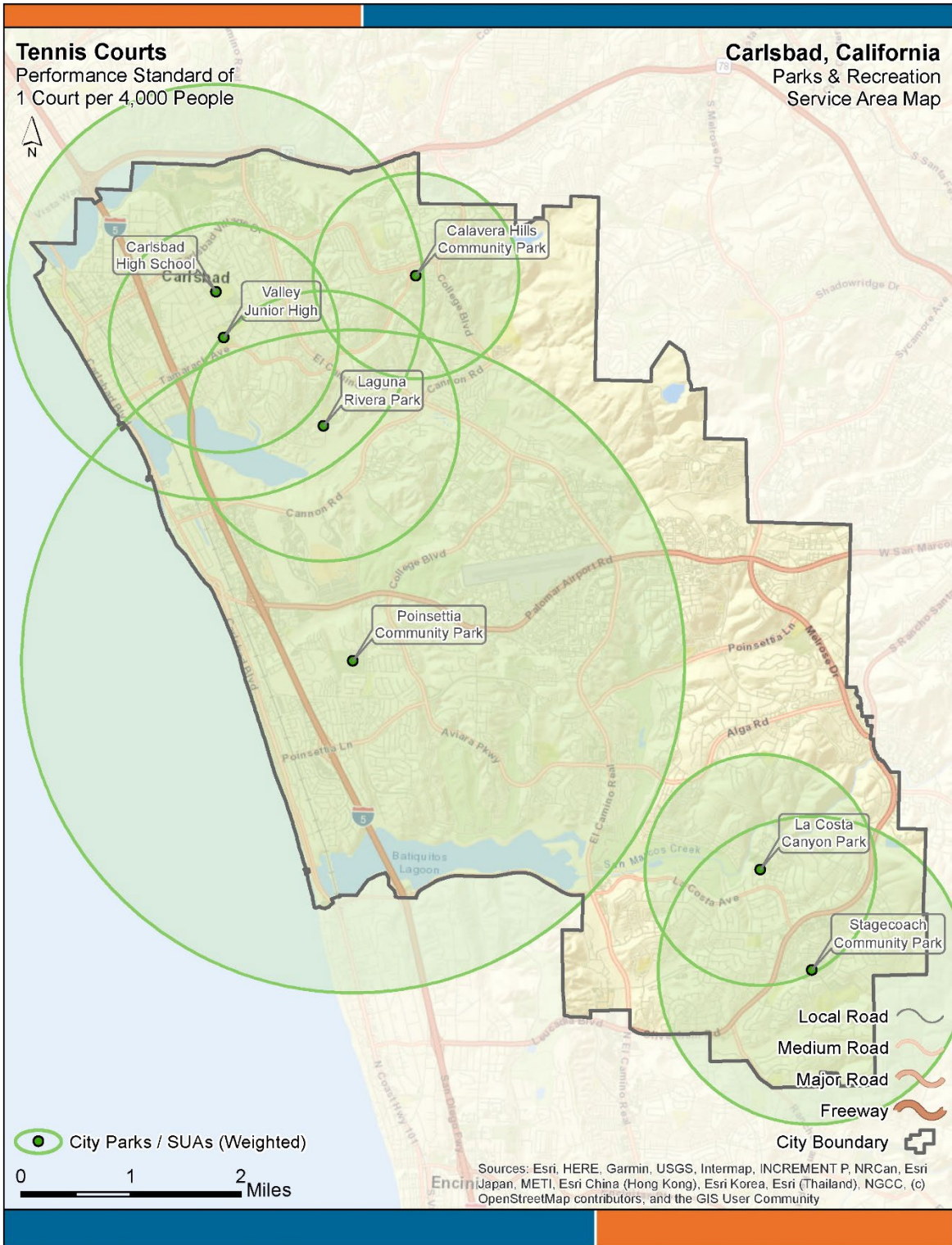


Figure 91: Tennis courts service area map

CHAPTER SIX USER FEE ANALYSIS

6.1 METHOD

The City of Carlsbad Parks & Recreation Department staff and the consultant team developed criteria for assessing how agency user fees compare with those of other north San Diego County municipal agencies.

The five departments chosen for analysis were deemed similar and in geographic proximity to the City of Carlsbad:

- City of Encinitas Parks, Recreation & Cultural Arts
- City of Escondido Recreation
- City of Oceanside Parks & Recreation
- City of San Marcos Parks & Recreation
- City of Vista Recreation & Community Services

The analysis assessed the fees charged by other agencies/departments for their programs and services and compared them to those of the City of Carlsbad and examined the pricing strategies adopted by these agencies/departments.

The data was gathered from each agency's website, staff, secondary research conducted on venue websites and recreation program guides and can be found in Appendix G.

Due to variations in the information accessibility, basic pricing strategies, timing, types and nature of offerings, there are limitations in understanding how each agency operates and monitors revenue streams.

Data collection was conducted from December 2021 through January 2022. Information gathered included park and facility amenities, rental prices, program prices and revenue-related data.

6.2 USER FEE FINDINGS

6.2.1 RENTAL FEE PRICE RANGES

For a rental fee comparison, amenities were categorized into groups. Figure 88 presents the hourly fee range for each category across agencies.

Agency	Activity Rooms		Amphitheatres / Theater / Auditorium		Aquatics		Athletic Fields		Conference / Meeting Rooms		Gymnasiums		Kitchens		Multipurpose Rooms		Picnic Area / Pavilions	
	Hourly		Hourly		Hourly		Hourly		Hourly		Hourly		Hourly		Hourly		Hourly	
	Min	Max	Min	Max	Min	Max	Min	Max	Min	Max	Min	Max	Min	Max	Min	Max	Min	Max
Carlsbad	\$ 46	\$ 98	\$ 32	\$ 98	\$ 16	\$ 80	\$ -	\$ 96	\$ 16	\$ 70	\$ 54	\$ 100	\$ 16	\$ 42	\$ 28	\$ 62	\$ 14	\$ 146
Encinitas	\$ -	\$ 60					\$ -	\$ 15	\$ -	\$ 60	\$ -	\$ 125	\$ -	\$ 60	\$ -	\$ 85	\$ -	\$ 100
Escondido	\$ 5	\$ 80	\$ 20	\$ 125	\$ 110	\$ 165	\$ 5	\$ 37	\$ 15	\$ 65	\$ 20	\$ 100	\$ 5	\$ 50	\$ 5	\$ 80	\$ 50	\$ 350
Oceanside	\$ -	\$ 40	\$ -	\$ 250			\$ -	\$ 35	\$ -	\$ 150			\$ -	\$ 40			\$ -	\$ 160
San Marcos	\$ 25	\$ 125							\$ 25	\$ 125					\$ 25	\$ 125	\$ 20	\$ 31
Vista	\$ -	\$ -			\$ 19	\$ 2,050			\$ 115	\$ 165					\$ 166	\$ 221		

All agencies include additional fees with their rentals.

Figure 92: Rental fee price ranges

6.2.2 RENTAL PRICING STRATEGIES

The analysis of rental pricing showed that the City of Carlsbad was the only department to charge half-hourly rates. The City of Carlsbad uses eight of the 12 possible pricing strategies, a figure matched only by the City of Oceanside. Every department offers additional services with their rentals. These services include field preparation, audio/visual setup, custodial help, and provision of tables and chairs (Figure 93).

PRICING STRATEGIES												
Agency	Half-Hourly	Hourly	Daily	Resident / Non-Resident	Non-Profit	Business / Commercial / Private	By Use	By Activity	Prime / Off Prime Time	Field Lights	Deposits	Additional Services
Carlsbad	X	X		X	X	X		X		X		X
Encinitas		X					X			X	X	X
Escondido		X	X				X			X	X	X
Oceanside		X		X	X	X	X			X	X	X
San Marcos		X			X	X			X		X	X
Vista		X		X					X			X

Figure 93: Rental pricing strategies

6.3 RECREATION PROGRAMS AND SERVICES FEE FINDING

To improve comparability, the consultant team classified programs and services into separate categories. Registration fees were divided by the number of sessions included, resulting in a per unit cost. This approach allowed for a comparison of programs and services within each category.

Analysis data is included in Appendix G.

6.3.1 ADULT PROGRAMS

Adult programs include fitness classes for individuals aged 18 years and older as well as art and specialty classes, such as cooking, dance and foreign languages.

The City of Carlsbad's average per unit costs ranked highest amongst the six departments for which data was available. The higher costs can be attributed to the prices of specialty classes offered as single sessions, such as "Ancient Health Secrets for Today," "Refresh & Renew Yoga in Nature" and "The Culinary Lab," all which were above the average.

6.3.2 SPORTS

Adult sports include sports leagues for those ages 18 years old and above. Classes and clinics for both tennis and pickleball are included. The City of Carlsbad's average per unit costs ranked third amongst the five departments for which data was available.

6.3.3 AQUATICS

For the aquatics' registration fee comparison, the consultant team utilized group swim lessons, as that program was provided by all benchmarked agencies, except for Encinitas, which does not offer any aquatics programming.

The City of Carlsbad's average per unit costs ranked lowest amongst the five departments for which data was available. The City of Carlsbad was nearly 20% lower than the next lowest ranked department, City of San Marcos, and less than half the average per unit cost of the first ranked department, City of Vista.

6.3.4 CAMPS

In the camps comparison, multiday experiences designed for school-aged children that occurred during non-school days were utilized.

The City of Carlsbad's average per unit costs ranked second amongst the four departments for which data was available. The first ranked department was the City of Encinitas.

6.3.5 LEARNING AND DEVELOPMENT

Classes designed for children aged six and under are included in the early childhood category. The City of Carlsbad's average per unit costs ranked third amongst the six departments for which data was available.

6.3.6 ADULTS 50+

Adults 50+ programs consist of fitness, art and specialty classes that cater to individuals aged 50 years and older. The City of Carlsbad's average per unit costs ranked first amongst the five departments for which data was available. The higher costs can be attributed to the higher quality offerings provided at the Carlsbad Senior Center.

6.3.7 YOUTH PROGRAMS

Youth programs include art, cooking, dance, martial arts, and skateboarding. The City of Carlsbad's average per unit cost ranked third amongst the six departments for which data was available.

6.4 USER FEE RECOMMENDATIONS

Staff should consider user fee recommendations for each of the following program areas. The overall fee structure should reflect the value of the experience and market rates.

Adult Programs: Adult programs are priced higher than the comparison agencies. Higher fees reflect facility and experience quality. Review higher priced programs to ensure that those classes are priced to reflect the value they provide and ensure options for those participants who cannot afford premium prices.

Sports: Review per unit costs for indoor pickleball classes and consider implementing tiered pricing like the City of Vista for advanced offerings.

Aquatics: The per unit cost for aquatics programming does not reflect market rates nor the quality of the experience provided by a highly rated facility such as the Alga Norte Aquatic Center. Increase aquatic program fees to be in line with market and experience rates.

Camps: Offer high-quality camps at competitive prices to attract and retain participants. While some prices may be higher than other agencies, it is important to ensure the prices are based on the quality of the experience that Carlsbad provides, which is higher quality than others.

Learning and Development: Consider increasing per unit costs for early childhood classes to be aligned with market rates and the cost of providing services.

Adult's 50+: Offer senior programs at competitive prices to attract and retain participants and explore ways to ensure affordable offerings that make these programs accessible.

Youth Programs: Review per unit costs for youth programs and consider adjusting fees to be competitive with the other benchmarked departments, particularly the City of Encinitas and the City of Escondido.

CHAPTER SEVEN – GENERAL ADULTS 50+ RECREATION PROGRAM PLAN

7.1 PURPOSE

The recreation program plan provides an overview of community needs and an analysis of how the City of Carlsbad Parks & Recreation Department can meet these needs through programming. The plan should be used to guide the development of recreation programs and services and serve as a component of the department's Commission for Accreditation of Park and Recreation Agencies accreditation. CAPRA has established standards for providing quality parks and recreation services and the department has in the past successfully achieved CAPRA accreditation.

This plan complies with Chapter 6 of CAPRA national accreditation standards and includes Adults 50+ programming.

7.1.1 CORE VALUES AND GUIDING PRINCIPLES

The [Carlsbad Community Vision](#) is made up of nine core values:

1. Small town feel, beach community character and connectedness
2. Open space and the natural environment
3. Access to recreation and active, healthy lifestyles
4. The local economy, business diversity and tourism
5. Walking, biking, public transportation and connectivity
6. Sustainability
7. History, the arts and cultural resources
8. High quality education and community services
9. Neighborhood revitalization, community design and livability

The department utilizes these core values to guide decision making.

Additional guiding principles are included in [Working Paper 3: Open Space and the Natural Environment; Access to Recreation and Active, Healthy Lifestyles](#), which explores the core value statements of:

- Open space and the natural environment
 - Prioritize protection and enhancement of open space and the natural environment. Support and protect Carlsbad's unique open space and agricultural heritage.
- Access to recreation and active healthy lifestyles
 - Promote active lifestyles and community health by furthering access to trails, parks, beaches, and other recreation opportunities.

7.1.2 PARKS & RECREATION GOALS & OBJECTIVES

In pursuit of its mission, the department has identified several key goals, including

- Meet underserved community needs
- Build an entrepreneurial focus that supplements city contribution
- Train and empower staff to deliver world class offerings and exceptional customer service
- Provide opportunities that promote health and wellness and active lifestyles
- Develop a departmental culture that embraces change and promotes continuous improvement

In achieving these objectives, the department operates six community or visitor centers, 14 community parks and 28 special use areas, including two aquatic centers. The department also oversees a golf course with a restaurant and banquet facilities, and a lagoon basin for recreational use.

The department provides hundreds of multigenerational programs and events. Passionate, dedicated staff, and volunteers, manage year-round recreation programs and activities, as well as plan, develop and maintain parks, trails, and open spaces for people of all ages and abilities to enjoy.

7.1.3 WHO WE SERVE

The department provides parks and recreation assets and services primarily to Carlsbad residents. The residents of surrounding communities also visit parks and recreation assets and participate in the department's programs and events.

The City of Carlsbad is a coastal city located in the North County region of San Diego County, California, United States; it covers 37.77 square miles of land and an additional 1.30 square miles of water. The city is 87 miles (140 km) south of downtown Los Angeles and 35 miles (56 km) north of downtown San Diego.

The City of Carlsbad was incorporated on July 16, 1952. As of the 2020 census, the population was 114,746, making it the 56th largest city in California. In 2022, the population was estimated to be 116,323. The city is affluent, with cost of living, per capita income, and median household income all about double the national average.

7.2 PROGRAM AND SERVICE DETERMINANTS

The department provides residents and visitors opportunities to participate in activities based in play, recreation and health and wellness. The department's broad range of services, activities and programs serve all ages and interests, including children, teens, adults and individuals with disabilities or special accommodation needs.

Department staff identified core program areas for general recreation, including aquatics, camp, health and wellness, learning and development, parks and facilities, reservations, special events and tours, sports, and visual and performing arts.

Programming options include aquatics, youth camps, health and wellness classes, learning and development classes, sports activities and visual and performing arts classes with a focus on providing activities for adults 50+.

The department has prioritized activities for adults 50+, and has identified specific program areas for this demographic, such as clubs and games, health and wellness, hybrid and virtual classes, learning and development, special events, and tours.

The department also conducts several popular community events, such as EGGstravaganza, Holiday at the Rancho, Día de los Muertos, Pirate Plunge, Snores 'n Smores, Hot Rods & Cool Treats, and the Superhero Obstacle Race.

The recreation services team manages all recreation facilities, athletic field allocations and amenity rentals, including community centers, sports venues and picnic areas. Programs in city parks and recreation facilities are developed based on participant feedback, while incorporating the department's vision, mission and goals.

7.2.1 CONCEPTUAL FOUNDATIONS OF PLAY, RECREATION, HEALTH AND WELLNESS

The department's programs are based on foundational concepts of play, recreation and health and wellness. When planning or evaluating new programs, the department uses public feedback methods, such as community interest surveys using a random sample that includes post-program surveys to determine programming success and viability. These measures allow the community to tell the department how their recreation needs are best served.

To meet these needs, the department has identified core program areas that group programs by likeness and type. Each core program area has objectives and goals that highlight the foundational concepts of physical, mental, emotional, social and environmental wellness. Incorporating these concepts ensures that community wellness is enhanced by the services provided.

7.2.2 CONSTITUENT INTERESTS AND NEEDS

Based on the desire for well-maintained and safe parks with designated trails, scenic views and natural habitats, residents are interested in a wide range of sports, including pickleball, basketball, soccer, tennis and golf. They need parks with ample space, proper equipment and well-managed fields and courts. Additionally, they seek water-related activities, such as swimming, surfing, kayaking and paddleboarding. They also desire beaches, tidepools and picnic areas that are safe and clean.

Families with young children want parks with well-maintained playgrounds suitable for different age groups and abilities. Dog owners want designated areas for their dogs to run and play off leash and that have access to water and waste disposal facilities. Residents want parks with amenities such as benches, walking paths, low-impact exercise equipment, restrooms, drinking fountains and shade structures.

Carlsbad residents enjoy community events, such as concerts, festivals and movie nights. They desire parks with open spaces, stages and access to electricity. They also have a strong commitment to environmental conservation and need parks that preserve and protect natural resources, habitats and wildlife.

Carlsbad constituents seek safe, well-maintained, and accessible parks and recreation facilities that cater to diverse interests and needs.

7.2.3 PARTICIPANT INVOLVEMENT

The department has utilized community outreach techniques and has established relationships and partnerships with various citizen-based organizations, commissions, Boards and user group members to create a constituent-centered culture for programs, services and community needs.

Stakeholder interviews and focus group discussions were utilized to determine the current state of parks and recreation services. Four public forums, a statistically reliable survey, online and social media input, community pop-up outreach, intercept park surveys, email input, and online comments collected via the project website www.carlsbadparksplan.com were conducted. This resulted in 2,500+ participants across these sources and nearly 3,500 visitors with 8,845 website pageviews.

7.2.4 UNDERSERVED POPULATIONS OUTREACH

The department should continue to identify and address the needs of underserved populations. This can be achieved through a comprehensive approach that involves analyzing demographic data, conducting community surveys, and consulting with local advocacy groups.

To effectively serve underserved populations, the department must identify specific barriers that limit participation, such as physical, social, financial, geographic, and cultural barriers. Once these barriers have been identified, the department can develop targeted outreach programs and services that overcome these obstacles and ensure that underserved populations have access to vital resources and services.

The department must prioritize outreach efforts and allocate resources to ensure that underserved populations receive needed support. Outreach may include establishing partnerships with local transportation companies, providing sliding scale fees for low-income individuals, offering language interpretation services and cultural competency training for staff, and implementing mobile programs and community engagement events.

The department can promote equity and ensure that all community members have access to the resources and services they need to thrive, by implementing a comprehensive approach to serving underserved populations.

7.2.5 COMMUNITY OPPORTUNITIES

Department staff should research programs and services offered by other departments and community organizations to gain a participant base understanding. Research includes analyzing existing programs, facility amenities, target audience, times offered and participant costs in Carlsbad and neighboring municipalities.

Through department and community organization study, staff can increase efficiency and program success. Based on research outcomes, it may offer programs that are not currently available through other organizations or offer existing high demand programs.

Opportunities include collaborating with external organizations to offer unique and specialized programs that the department may not be able to provide independently. These partnerships help meet community needs and unite diverse groups to work toward a common cause, program, or event. Collaborating with external organizations also allows for cost sharing, outreach to new customers and strengthened programs through shared expertise.

7.2.6 SIMILAR PROVIDERS

PUBLIC PARKS & RECREATION AGENCIES

<i>Name of Agency</i>	<i>Location in the City</i>	<i>Operator (Public / Private / Not-for-Profit)</i>	<i>General Description</i>	<i>Price Comparison with department (Same / Lower / Higher)</i>	<i>Distance in Minutes from Prime Facility</i>
California State Parks	Carlsbad, CA	Public	Aquatic Camps	Higher	13 minutes
City of Encinitas Parks & Recreation	Neighboring Agency	Public	Variety of parks, facilities and programs	Same	10-20 minutes
City of Oceanside Parks & Recreation	Neighboring Agency	Public	Variety of parks, facilities and programs	Lower	10-25 minutes
City of San Marcos Parks & Recreation	Neighboring Agency	Public	Variety of parks, facilities and programs	Lower	10-25 Minutes
City of Solana Beach	Solana Beach, CA	Public	Aquatic Camps	Higher	20-30 minutes
City of Vista Parks & Recreation	Neighboring Agency	Public	Variety of parks, facilities and programs	Lower	15-20 minutes
San Diego County Parks	San Diego, CA	Public	School field trips to parks and recreation facilities	Higher	30 minutes

Figure 94: Public parks & recreation agencies

NONPROFIT RECREATION SERVICE PROVIDERS

<i>Name of Agency</i>	<i>Location in the City</i>	<i>Operator (Public / Private / Not-for-Profit)</i>	<i>General Description</i>	<i>Price Comparison with department (Same / Lower / Higher)</i>	<i>Distance in Minutes from Prime Facility</i>
Agua Hedionda Lagoon Foundation	Discovery Center, 1580 Cannon Road	Not-for-Profit	Scout Badge Program	Lower	15 minutes
Boys & Girls Club	2730 Bressi Ranch Way, Carlsbad, CA	Not-For-Profit	Youth Basketball	Same	Local
Boys & Girls Club of Carlsbad - Bressi Ranch Clubhouse	2730 Bressi Ranch Way, Carlsbad, CA	Not-for-Profit	Sport Camps	Same	15 minutes
Boys & Girls Club of Carlsbad - Village Clubhouse	Carlsbad Village	Not-for-Profit	All Day Camps	Lower	2 minutes
Fit Kids America	2171 S El Camino Real Suite 207, Oceanside, CA	Not-for-Profit	Sports classes and Camps	Same	Local
YMCA	Oceanside, Encinitas, Escondido	Not-for-Profit	All Day Camps, Fitness Center, lap/rec swim, swim lessons	Lower	10-30 minutes

Figure 95: Nonprofit recreation service providers

PRIVATE RECREATION SERVICE PROVIDERS

<i>Name of Agency</i>	<i>Location in the City</i>	<i>Operator (Public / Private / Not-for-Profit)</i>	<i>General Description</i>	<i>Price Comparison with department (Same / Lower / Higher)</i>	<i>Distance in Minutes from Prime Facility</i>
24 Hour Fitness	Carlsbad, CA	Private	Fitness Center	Same	5 minutes
AK Marital Arts and Fitness	2011 Palomar Airport Rd STE 101, Carlsbad, CA	Private	Karate	Same	15 minutes
Carlsbad Village Yoga	3087 State Street, Carlsbad, Ca.	Private	Yoga	Same	5 minutes
Carlsbad Village Yoga	Carlsbad	Private	Yoga Studio	Higher	Local
Goju Karate Center	300 Carlsbad Village Drive. #110a Carlsbad, CA	Private	Karate	Same	10 minutes
Hilton Garden Suites	6450 Carlsbad Blvd., Carlsbad, CA	Private	Private meeting rooms, ballrooms, wedding venue options for customers.	Higher	10 minutes
Japan Karate Do	6108 Avenida Encinas, Carlsbad CA	Private	Karate	Same	15 minutes
La Costa Omni Resort	2100 Costa Del Mar Road Carlsbad, CA	Private	Private meeting rooms, ballrooms, wedding venue options for customers.	Higher	15 minutes
Orangetheory Fitness	Carlsbad, CA	Private	Fitness Center	Higher	5 minutes
Peace Love and Yoga	2588 El Camino Real suite o, Carlsbad, CA	Private	Yoga	Same	10 Minutes
Pickleball Club of Carlsbad	Shoppes at Carlsbad, 2564 El Camino Real, CA	Private	Indoor Pickleball	Higher	7-10 minutes
Sew Inspired	San Marcos near San Elijo Downtown	Private	Sewing classes	Higher	9 minutes
Sheraton Carlsbad Resort and Spa	5420 Grand Pacific Dr., Carlsbad, CA	Private	Private meeting rooms, ballrooms, wedding venue options for customers.	Higher	10 minutes
Water Works	2704 Gateway Rd Carlsbad, CA	Private	Swim lessons, rentals	Higher	5 minutes
White Dragon Martial Arts	2530 Vista Wat T, Oceanside, CA	Private	Tai Chi Chuan	Same	5 minutes
Yoga on State	2697 State Street, Carlsbad, CA	Private	Yoga	Same	5 minutes
YogaSix	1850 Marron Rd. Suite 106, Carlsbad, CA	Private	Yoga	Same	5 minutes

Figure 96: Private recreation service providers

7.3 EXISTING RECREATION PROGRAM FRAMEWORK

The department’s process for creating and implementing community programs includes program development, implementation, planning considerations and trends, objectives, and evaluation.

To achieve high quality program delivery, the department conducts research and development on potential new programs, including competitor analysis by benchmarking other departments across the state and country, defining marketing methods to reach the target markets of the community, gathering historical program data, reviewing industry data on recreational trends, reviewing, and implementing post-program survey results, and speaking with vendors, volunteers, and participants. These components contribute to formulating a well-rounded and targeted program experience.

7.3.1 PROGRAM DEVELOPMENT & EVALUATION

Program staff use the age segment and lifecycle analysis to evaluate programs annually and determine the program mix. A diagram of the program evaluation cycle and program lifecycle is provided in Figure 97.

During the program introductory stages, staff establishes program goals, designs program scenarios and components and develops the program operating and business plan. Regular program evaluations help determine the future of a program.

If participation levels are growing, the program will continue to be provided. When participation growth is slowing or nonexistent, or if competition increases, staff should consider modifying the program to reenergize customer participation.

If program participation consistently declines, staff should terminate the program. It should be replaced with a new program based on the priority investment rating and program areas that are trending nationally or locally, while considering the anticipated resident participation percentage.

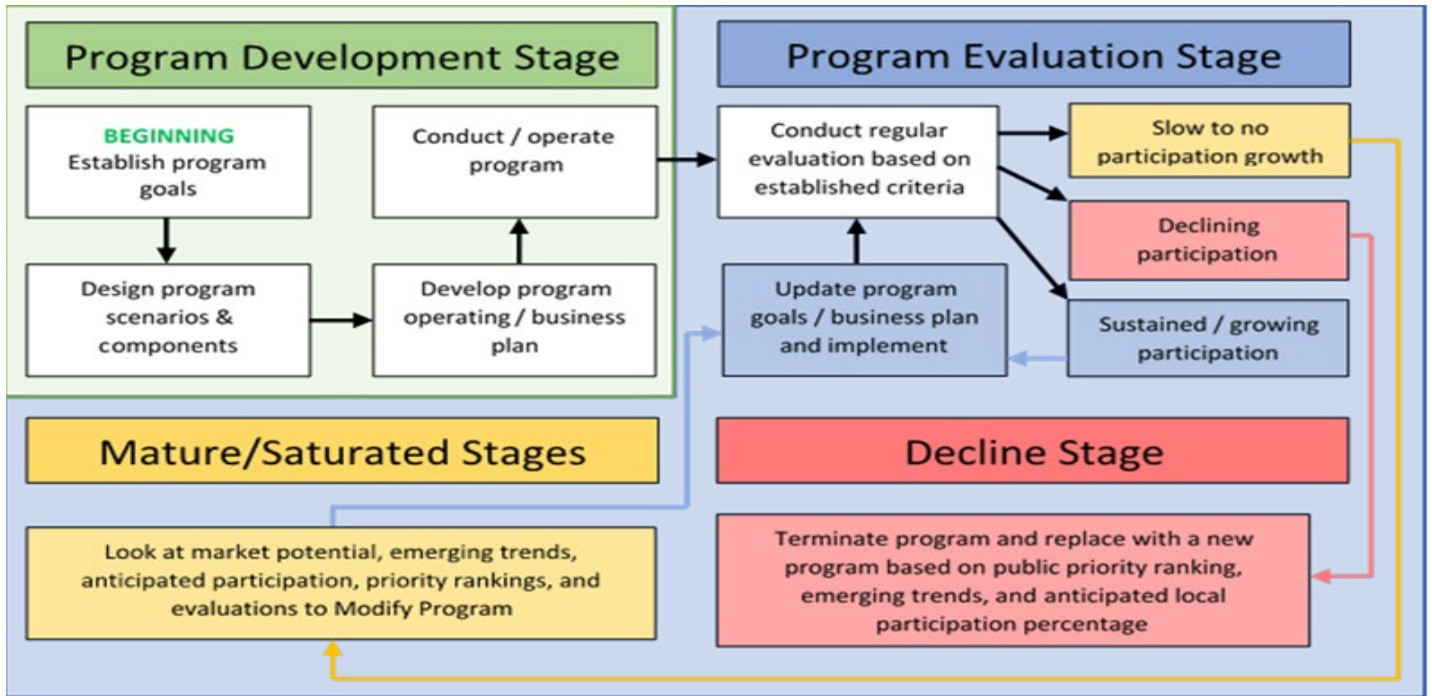


Figure 97 - Program development and evaluation stages

7.3.2 COST RECOVERY POLICY

It is important for the city to have a policy that will serve as a management tool for establishing, implementing and implementing and evaluating fees and charges.

The City of Carlsbad has the authority to set and enforce fees for specific municipal services. These fees must not surpass the estimated reasonable cost of providing these services, consistent with City resolutions No. 2008-192 and No. 2015-173, which allow the city manager or his/her delegate to determine all fees outlined in the Community Services Guide. These fees should not exceed the cost of program delivery or fall below the minimum fee charged for comparable programs in Oceanside, Vista, San Marcos, Escondido, or Encinitas.

COMPARABILITY WITH OTHER COMMUNITIES

Comparing the city’s fees to other communities provides information for setting fees. It allows the city to assess the market price of the service as compared to other similar agencies and learn about alternative methods of charging fees for certain services.

Fee surveys should not be the sole or primary criteria in setting fees. Many factors including community values, market demand, quality of programs and facilities, presence or absence of other providers all affect how and why other communities have set their fees at their levels. These are the factors in addition to adjusting for cost-of-living increases that staff should consider in setting fees.

7.4 PRICING STRATEGIES

The department can use pricing strategies to create financial sustainability. The department's current pricing strategy use is limited and focuses on residency and a customer's ability to pay. Pricing strategies for general recreation and adult 50+ programming is displayed in Figures 98 and 99.

Pricing - Adult 50+										
Core Program Area	Age Segment	Family / Household Status	Residency	Weekday / Weekend	Prime / Non-Prime Time	Group Discounts	By Location	By Competition (Market Rate)	By Cost Recovery Goals	By Customer's Ability to Pay
Clubs & Games	FREE									
Lifelong Learning/Continuous Learning	X		X	X	X	X	X	X		X
Health & Wellness	X		X	X	X	X	X	X		X
Hybrid & Virtual Classes	X		X	X	X	X	X	X		X
Special Events & Tours	X		X	X	X	X	X	X		X
Visual & Performing Arts	X		X	X	X	X	X	X		X

Figure 98: Adults 50+ pricing strategies

Pricing - General Recreation										
Core Program Area	Age Segment	Family / Household Status	Residency	Weekday / Weekend	Prime / Non-Prime Time	Group Discounts	By Location	By Competition (Market Rate)	By Cost Recovery Goals	By Customer's Ability to Pay
Aquatics	X	X	X			X	X			X
Camps			X							X
Health & Wellness			X							X
Learning & Development			X							X
Parks & Facilities Reservations			X		X	X	X			
Special Event & Tours	X			X					X	X
Sports	X		X						X	X
Visual & Performing Arts			X						X	X

Figure 99: General recreation pricing strategies

After program approval, ensuring that program implementation adheres to established policies and procedures is critical. Program implementation involves managing risks, administering program registration, providing program information, conducting marketing activities, performing evaluations, and preparing performance reports.

7.4.1 REGISTRATION

When registering for programs, participants use CivicRec recreation management software, which is accessible online at <https://ca-carlsbad.civicrec.com/CA/carlsbad-ca/catalog>.

Through the online registration portal, registrants provide information and complete the required waiver and release forms. All individuals must sign and submit the required forms before being allowed to make a payment and participate in any programs.

7.4.2 PROGRAM INFORMATION

The department provides program information through:

- The City of Carlsbad website at <https://www.carlsbadca.gov/departments/parks-recreation>
- The registration portal at <https://ca-carlsbad.civicrec.com/CA/carlsbad-ca/catalog>
- The seasonal Community Services Guide
- Social media
- Email marketing
- Digital advertising
- News media
- Informational materials



7.4.3 RECREATION PROGRAM MARKETING

The city's Communications & Engagement Department offers marketing tools to promote Parks & Recreation Department programs and offerings.

- Program guides (online)
- Website
- Smart/mobile phone enabled site
- Apps
- Flyers and brochures
- Email blasts and listserv
- Public service announcements
- Road sign marquees
- Banners
- Newsletters (print and online)
- In-facility signs
- QR codes

7.4.4 PERFORMANCE MEASURES

The department uses surveys, program evaluations and registration portal reports as its three primary evaluation sources.

Key performance indicators are used to evaluate programs through a summative process:

- Findings from Statistically Reliable Survey mentioned section 2.4
- Financial sustainability targets
- Customer satisfaction
- Internal staff meetings and debriefs
- Environmental scan, including market saturation and similar providers
- Statistical trends from the categories mentioned in section 2.2 Community Profile.

7.5 PROGRAM ASSESSMENT

7.5.1 CORE PROGRAM AREAS

To fulfill the department's mission of strengthening community health and wellness, identifying core program areas based on current and future community needs is crucial, as is focusing on specific program areas that are important to the community.

Municipal parks and recreation agencies are faced with the challenge of attempting to cater to all interests. The core program area philosophy assists staff, policy makers and the public to focus on what program areas are crucial to the community.

A program area is considered core if it meets most of the following criteria:

- The program area has been provided for an extended period of more than four years and is expected by the community

- The program area accounts for 5% or more portion of the agency's overall budget
- The program area is offered 3-4 seasons per year
- The program area has a broad demographic appeal
- Tiers of skill development are available within the program area's offerings
- Full-time staff are responsible for the program area
- Facilities are specifically designed to support the program area
- The agency controls 20% or more of the local market

CORE PROGRAM AREA DESCRIPTIONS, GOALS, AND EXAMPLE PROGRAMS

Department staff and the consulting team identified the department's core program areas for general recreation and for adults 50+ Figures 100 and 101.

Core Program Areas - General Recreation



Figure 99: General recreation core program areas

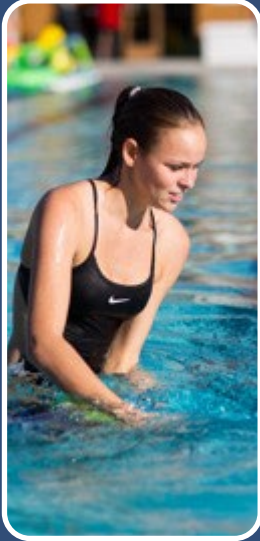
Core Program Areas - Adults 50+



Figure 100: Adults 50+ core program areas

GENERAL RECREATION

Aquatics



- **DESCRIPTION**

- The aquatic centers offer a family-friendly environment while promoting water safety and fitness through a variety of affordable programs for all ages.

- **GOAL**

- Provide aquatic programs and facilities for all ages to have a positive impact on the physical and mental health of the community. Teach water safety and swim lessons to mitigate drowning emergencies and tragedies in our local community.

Figure 101: Aquatics core program area description and goal

Camps



- **DESCRIPTION**

- Camps are scheduled to coincide with local school district breaks during summer, winter, and spring. These camps are managed either by city staff or contracted instructors. They offer a range of themes and are hosted at various city facilities and parks.

- **GOAL**

- Provide healthy opportunities for youth to learn, play and develop life skills such as teamwork, self-esteem, friendship, purpose, independence, diversity, inclusion and connectivity to the community around them.

Figure 102: Camps core program area description and goal

Health & Wellness



- **DESCRIPTION**

- Health and wellness programs provide youth and adults with opportunities to be part of the community while promoting positive health and well-being.

- **GOAL**

- Provide programs that promote improving individual and community health outcomes, that are low cost and that fit the needs of the community.

Figure 103: Health & wellness core program area description and goal

Learning & Development



- **DESCRIPTION**

- Learning and development programs provide youth and adults with opportunities to develop new skills, knowledge and be a part of the community while promoting a positive health and well being.

- **GOAL**

- Learning and development programs are designed to introduce skills and encourage intellectual and physical growth in a nurturing, educational and entertaining environment. Encourage youth to build selfconfidence, independence and responsibility.

Figure 104: Learning & development core program area description and goal



Parks & Facilities Reservations

- **DESCRIPTION**
 - Allows community members a way to utilize our various parks, facilities, and amenities throughout the city for private or specialized use.
- **GOAL**
 - Provide a safe space for community members to recreate and host events that build towards fostering a sense of community amongst our patrons. Helps to generate revenue geared towards offsetting costs of the parks/facilities/amenities and maintaining them.

Figure 105: Parks & facilities reservations core program area description and goal



Special Events & Tours

- **DESCRIPTION**
 - Special events & tours are offered to create strong community engagement and social interaction for a diverse population in addition to being enriching, affordable and safe for all who participate.
- **GOAL**
 - Provide free to low-cost events for our community with a variety that reaches all ages, economic levels and regions in Carlsbad.

Figure 106: Special events & tours core program area description and goal



Sports

• DESCRIPTION

- Exercise, fitness, wellness activities and education to promote healthy lifestyles for all ages. Social and mental health can promote positive interaction with others. For team sports, working as a team to identify end goals.

• GOAL

- Provide programs and facilities for all age segments to have a measurable positive impact on physical and mental health for the community. Working as a team to achieve desired team goal.

Figure 107: Sports core program area description and goal



Visual & Performing Arts

• DESCRIPTION

- Visual and performing arts programs provide youth and adults with opportunities to practice new skills and experience artistic expression as a part of the community as well as promoting positive health and well being.

• GOAL

- These visual and performing arts programs are designed to introduce skills and experiences to the public in a nurturing and entertaining environment.

Figure 108: Visual & performing arts core program area description and goal

ADULTS 50+



Clubs & Games

- **DESCRIPTION**
 - Clubs include groups that meet to share a hobby or activity, such as stamp collectors or ceramics. They are not classes.
- **GOAL**
 - Clubs and games offer social engagement and fun to adults 50+ for little to no cost with benefits in memory improvement, strategic thinking and stress relief. Games include traditional and very popular games that are organized and scheduled. Unscheduled games can take place in the Games Room.

Figure 109: Clubs & games core program area description and goal



Health & Wellness

- **DESCRIPTION**
 - Health and wellness includes the county nutrition program, transportation, medical transports, services and classes that promote health (walking clubs, fitness room, pickleball league, presentations that promote health, etc.).
- **GOAL**
 - Health and wellness is a national priority, especially for adults 50+. The goal is to expand on this core area to support older adults to be proactive about their health and well-being with preventative health habits, especially in the area of brain health.

Figure 110: Health & wellness core program area description and goal

Hybrid & Virtual Classes



- **DESCRIPTION**

- The convenience and ability to participate in classes without driving to a location is a huge bonus for older adults. Activities include tech classes, art classes, zumba and cooking.

- **GOAL**

- The goal is to offer all presentations and, when appropriate, classes in a hybrid format and virtually only if requested by the instructor or customer.

Figure 111: Hybrid & virtual classes core program area description and goal

Learning & Development



- **DESCRIPTION**

- Learning and development encompasses a wide range of learning experiences, from technology to driving classes, taxes, UCSD Osher lectures, "Ask the Attorney," age in place, senior scammer, etc.

- **GOAL**

- Build continuous learning in adults 50+ for motivation, self-confidence, keep up the pace of change with the proper tools and knowledge for health and wellness, essential resources, and new technology.

Figure 112: Learning & development core program area and goal

Special Events & Tours



• DESCRIPTION

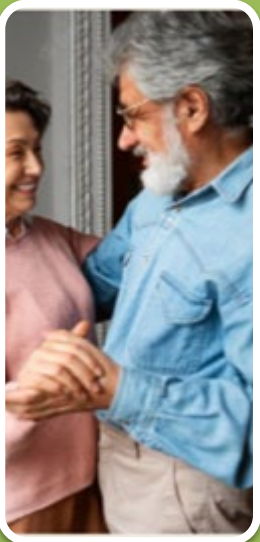
- Adults 50+ program offers special events, such as concerts in the courtyard, seasonal celebrations, special excursions and tours, to promote social engagement and fun for customers to connect and enjoy together.

• GOAL

- Older adults should be attending events with people of all ages and abilities. This is also part of the Age-Friendly Action Plan that supports social engagement, stimulates the mind and body, provides socialization and encourages learning and development.

Figure 113: Special events & tours core program area description and goal

Visual & Performing Arts



• DESCRIPTION

- Visual and performing arts provide vibrant opportunities for older adults to perceive, respond to, create and communicate through design, imagery and performances (fine arts, creative writing, dance, theater, singing, music and crafts).

• GOAL

- Visual and performing arts, such as music, theater, dance, creative writing and other participatory art experiences, improve older adults' quality of life and well-being, from better cognitive function, memory and self-esteem to reduced stress and increased social interaction.

Figure 114: Visual & performing arts core program area description and goal

7.5.2 PROGRAM STRATEGY ANALYSIS

The program strategy analysis identifies and analyzes existing program data including participation numbers, and relevant target audience. As part of the strategy analysis, the consulting team used key performance indicators and worked with staff to collect the data needed to develop each core program area and the specific programs within that area. Key performance indicators are quantifiable measurements that address the agency’s program portfolio performance.

7.5.3 AGE SEGMENT KEY PERFORMANCE INDICATORS

Core program areas for general recreation and adults 50+ programming and the primary and secondary age segments they serve are shown in Figure 112. While many core program areas serve multiple age segments, the primary target of programs within a core program area—the age segment that benefits the most—is identified with a P. Any secondary age segment enticed to participate from either interest or specific marketing is noted with an S.

For general recreation programming, the department includes most age segments across its core program areas, due to a significant amount of all-ages programming. An opportunity to create more age-specific programming exists, particularly for preschool and adult-aged participants. Staff should track demographic changes and program offerings to ensure that the needs of each age group are met.

AGES SERVED - GENERAL RECREATION						
Core Program Area	Preschool (5 and Under)	Elementary (6-12)	Teens (13-17)	Adult (18+)	Senior (50+)	All Ages Programs
Aquatics						P
Camps	S	P	S			
Health & Wellness		P	P	S	S	
Learning & Development	S	P	S	S	S	S
Parks & Facilities Reservations						P
Special Events & Tours						P
Sports						P
Visual & Performing Arts	S	P	P	S		
P= Primary age segment				S= Secondary age segment		

Figure 115: General recreation ages served

Adults 50+ primary programming targets are adults aged 50+ and 60+. The secondary target markets refer to core program areas that offer intergenerational programming.

AGES SERVED - Adults 50+						
Core Program Area	Elementary (6-12)	Teens (13-17)	Adult (18+)	Adult (50+)	Senior (65+)	All Ages Programs
Clubs & Games		S		S	P	
Health & Wellness				P	P	
Hybrid & Virtual Classes				P	P	
Learning & Development		S	S	P	P	S
Special Events & Tours	S	S	S	P	P	S
Visual & Performing Arts		S	S	P	P	S
	P= Primary age segment			S= Secondary age segment		

Figure 116: Adults 50+ ages served

7.5.4 PROGRAM LIFECYCLE KEY PERFORMANCE INDICATORS

A program lifecycle analysis is conducted to determine the program growth or decline stage. This analysis facilitates decision making about the program mix to ensure programs offered are current.

The lifecycle analysis is based on the staff’s knowledge of program areas rather than strictly quantitative data. Lifecycle stage distribution – general recreation, presents the percentage distribution of the department’s program lifecycle categories for both general recreation and adults 50+ (Figures 118 and 119).

The recommended lifecycle distribution was obtained by comparing the number of programs in each individual stage with the total number of programs.

Approximately 65% of all general recreation programs fall within the beginning stages (introduction, take-off, and growth), slightly above the consulting team’s recommendation of 50%-60%. This is due to the department reintroducing programming and services following pandemic closures. Staff should focus on ensuring programs in introduction through growth stages gradually transition to the mature stage.

According to the assessment, only 19% of program offerings fall into the mature stage. With 33% of programs in the growth stage, which will eventually transition into the mature stage, the percentage of mature programs is expected to increase. Roughly 40% of programs should be in the mature stage for a stable program foundation.

Additionally, 16% of programs are categorized as saturated or declining (0-10% is the consulting team’s recommended distribution), with many saturated aquatics programs caused by a lack of available pool space.

Programs naturally progress into saturation and decline stages, but those programs in the decline stage must be evaluated for repositioning or elimination. Department staff should modify these programs to begin a new lifecycle in the introductory stage or replace them with new programs based on community needs and trends.

Lifecycle Stage Distribution - General Recreation				
Lifecycle Stage	Description	Actual Program Distribution	Recommended Distribution	
Introduction	New program; modest participation	18%	65%	
Take-Off	Rapid participation growth	15%		
Growth	Moderate, but consistent population growth	33%		
Mature	Slow participation growth	19%	19%	40% total
Saturation	Minimal to no participation growth; extreme competition	12%	16%	0-10% total
Decline	Decline participation	4%		

Figure 117: General recreation lifecycle stage distribution

In adult 50+ programming, the lifecycle analysis reflects an imbalanced program distribution. Approximately 68% of all programs fall within the beginning stages (introduction, take-off and growth), slightly above the recommended 50%-60%. This is due to the department reintroducing programming and services after the pandemic. Having many programs in the beginning stages allows the department to enhance its program offerings.

Staff should expect introductory programs to transition into the growth to mature stages and be ready with new programs to implement when maturity occurs. In the future, the department should ensure that new programs move out of the beginning stages and are sustainable to reach the mature stage or are repositioned to introduce other programs.

The mature stage is the foundation of a program portfolio. Approximately 40% of programs should be in the mature stage to achieve stable program participation. Department staff anticipates an increase in mature programs, as programming is reestablished post-pandemic.

According to the staff’s assessment, 11% of programs are in saturated or declining lifestyle stages. It is natural for programs to eventually reach saturation and decline stages; however, reaching these stages quickly may indicate that program quality does not meet expectations or that the programs are not in demand, and they need to be terminated or repositioned.

Lifecycle Stage Distribution - Adult 50+				
Lifecycle Stage	Description	Actual Program Distribution	Recommended Distribution	
Introduction	New program; modest participation	18%	68%	
Take-Off	Rapid participation growth	24%		
Growth	Moderate, but consistent population growth	26%		
Mature	Slow participation growth	21%	21%	40% total
Saturation	Minimal to no participation growth; extreme competition	6%	11%	0-10% total
Decline	Decline participation	5%		

Figure 118: Adults 50+ lifecycle stage distribution

Some programs may also be in the saturation stage due to a lack of available space or capacity for further growth.

7.5.5 CLASSIFICATION OF SERVICES – KEY PERFORMANCE INDICATORS

To identify funding and management strategies, the department conducted a classification of services analysis to determine how each program serves the organization's mission and core program area goals.

The analysis of service classification assesses whether a program offers public, private, or a mix of both benefits. Programs with public benefits give equal access and advantages to all, whereas private benefit programs deliver exclusive perks to the user, surpassing what a general taxpayer would receive.

The classification method includes three categories: essential services, important services, and value-added services. These service categories are determined by factors such as mission alignment, public perception, legal mandates, financial sustainability, personal benefit, competition in the marketplace and participant access. An explanation of each program classification can be found in Figure 120.

The program’s classification will direct cost recovery goals and appropriate management and marketing strategies. A program list organized by core program areas is found in Appendix H.

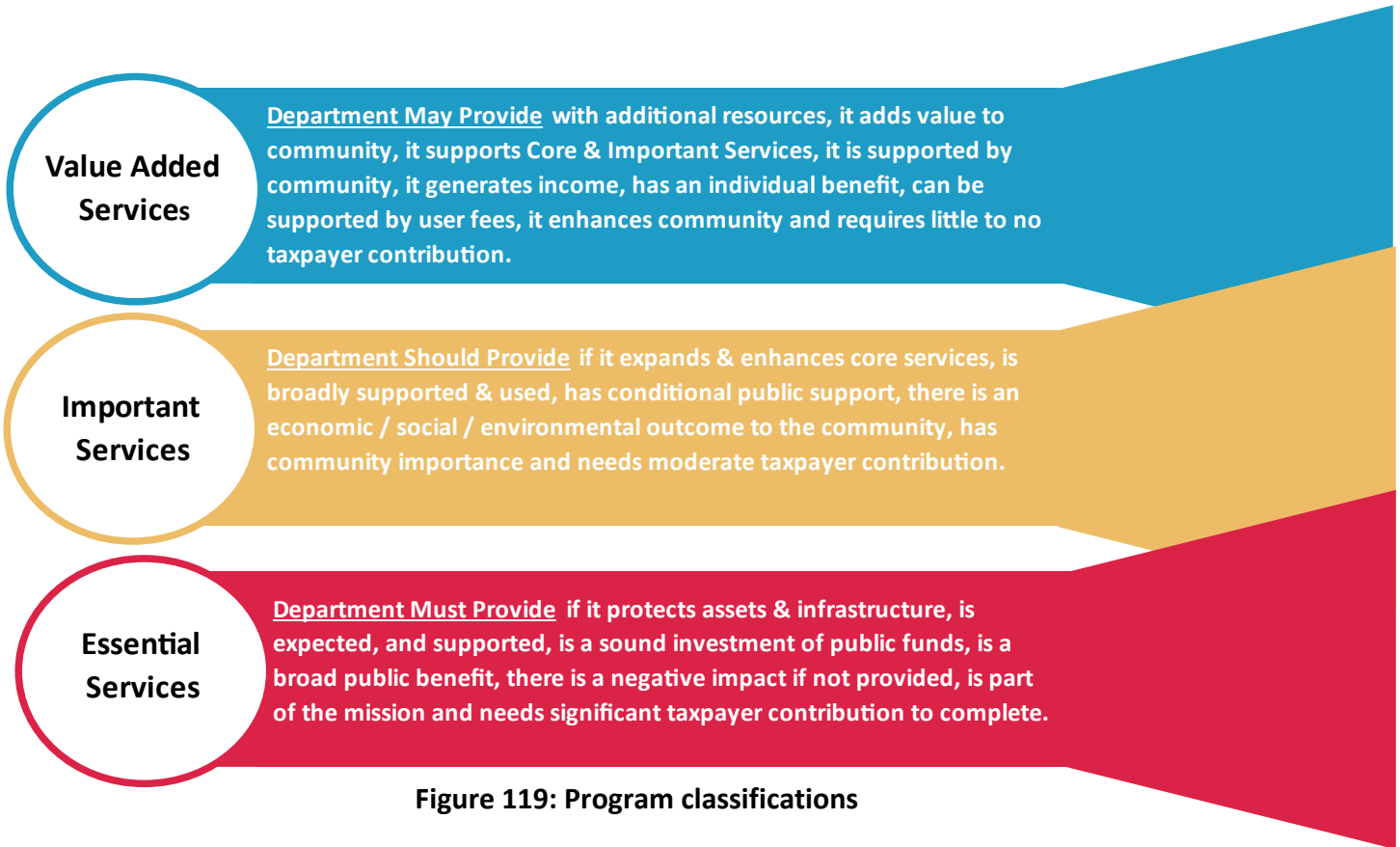


Figure 119: Program classifications

7.5.6 COST OF SERVICE & FINANCIAL SUSTAINABILITY

Core program areas serve as a tool to monitor financial indicators, such as administrative expenses. Programs with similar financial objectives should be bundled together to verify whether current procedures align with department goals such as maximizing access to the community and limiting city financial contribution.

Three-step pricing process:

1. Classify all programs and services based on the public or private benefit they provide.
2. Conduct a cost-of-service analysis to calculate true program cost.
3. Establish program goals based on the financial outcomes of the previous two steps.

COST OF SERVICE ACCOUNTING

A full direct and indirect class or program cost accounting is necessary to establish financial sustainability targets.

Financial goals are set once the accounting is completed. Department staff should be trained in the cost-of-service accounting process.

A cost-of-service analysis should be conducted for each program or program type, calculating direct (i.e., program-specific) and indirect (i.e., comprehensive, including administrative overhead) costs.

Direct costs refer to expenses that can be specifically attributed to the creation and delivery of programs and activities. These costs may include personnel expenses, equipment and supply purchases, facility rental fees, marketing and advertising expenses, and any other direct expenses related to the operation and management of parks and recreation programs.

Indirect costs refer to expenses that are not directly attributed to a specific program or activity but are necessary for the overall operation and management of the department. These costs may include administrative salaries, rent or lease payments for office space, utilities, and other overhead expenses.

A cost-of-service analysis determines the true and full cost of offering a program and provides information used to price programs based on delivery costs (Figure 121).



Figure 120: Total costs for activity

To determine the total cost of service, calculate the total cost for the activity, program or service and then calculate the total revenue earned for the service. Cost and revenue can be derived on a per-unit basis. Program or activity units may include the number of participants, number of tasks performed, number of consumable units, number of service calls, number of events and the required staff time for offering the program or service.

Agencies use cost-of-service analyses to determine the financial resources required to provide specific programs at specific levels of service. Results are used to benchmark different programs provided by the department against one another. Financial goals are established once cost-of-service totals have been calculated.

FINANCIAL SUSTAINABILITY PRACTICES

Goals and financial targets should be based upon the degree to which a program provides public versus individual benefit. Programs that provide public benefit, or essential programs, should receive a larger taxpayer contribution. Programs that provide individual benefit, or value-added programs, should recover a larger percentage of costs.

To classify specific programs within program areas, and develop financial sustainability policies, the consulting team created the following definitions (Figure 122).

- **Value-added** are offerings that the department may provide with additional resources, it adds values to the community, it supports core and important services, it is supported by the community, it generates income, has an individual benefit, can be supported by user fees, it enhances community and requires little to no taxpayers.
- **Important** are offerings that the department should provide if it expands and enhances core services, is broadly supported and used, has conditional public support, there is an economic / social / environmental outcome to the community, has community importance and needs moderate taxpayer contribution.
- **Essential** are offerings that the department must provide if it protects assets and infrastructure, is expected and supported, is a sound investment of public funds, is a broad public benefit, there is a negative impact if it is not provided, is part of the mission and needs significant taxpayer contribution to complete.

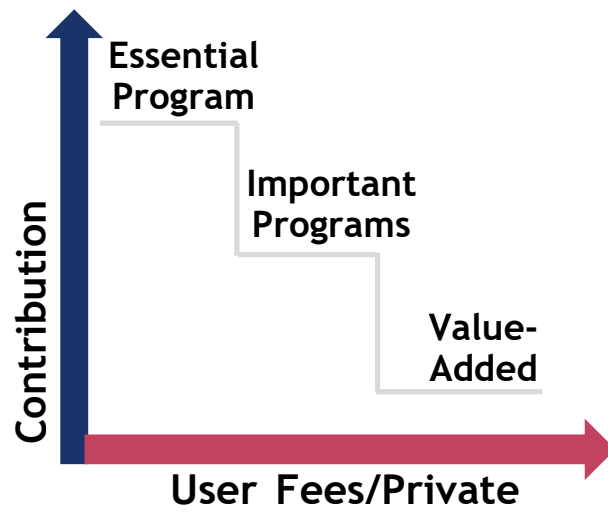


Figure 121: User fees/private vs. contribution

7.6 VOLUNTEERS AND PARTNERSHIPS

7.6.1 VOLUNTEER AND PARTNERSHIP MANAGEMENT

Industry best practices suggest parks and recreation departments form partnerships with community organizations and individuals to provide high-quality services. These partnerships should be mutually beneficial, serving community needs and advancing the department’s mission. Continuing and creating successful partnerships and encouraging meaningful volunteerism are crucial strategies for the city to fulfill the community's needs in the coming years.

CURRENT VOLUNTEER MANAGEMENT

The city recruits, trains, develops, manages, and recognizes volunteers. The department posts volunteer opportunities on its website and on social media.

Volunteer management involves tracking individual volunteers and the hours they contribute. Volunteer hour tracking can be used to demonstrate how effectively the department is leveraging resources to contain costs and enhance programs and services. Senior center volunteers are excellent ambassadors for the adults 50+ community and represent the most repeat volunteers in the department.

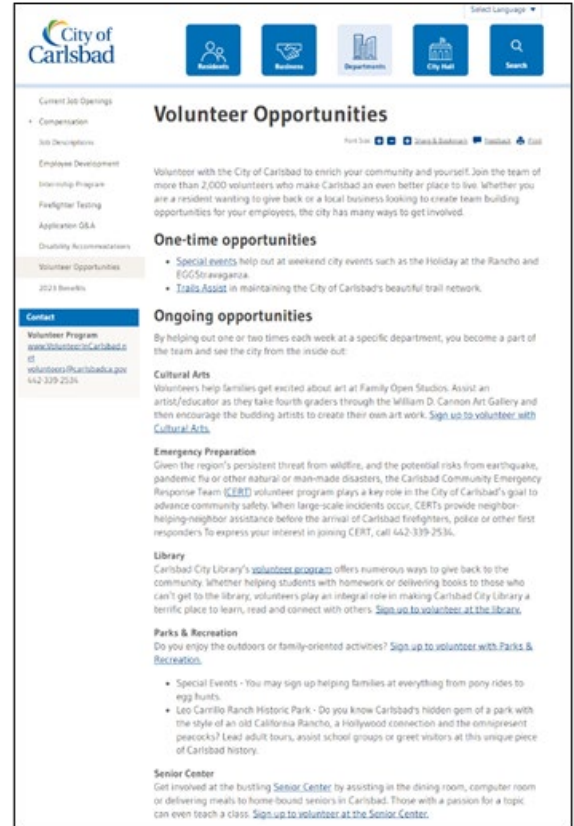


Figure 122: Volunteer opportunities webpage

7.6.2 RECREATION PROGRAM PARTNERSHIPS, FRIENDS GROUPS AND FOUNDATIONS

The department collaborates with community partners, including Friends of Carrillo Ranch, Inc., San Diego County and Live Well San Diego, to support programs and community events. To enhance volunteer management, the department could fully adopt and utilize the Better Impact database. Additionally, it is important to have a volunteer coordinator to recruit, manage and maximize volunteer support.

The volunteer coordinator should maintain a record of individual volunteers and the hours contributed, provide proper onboarding and training, organize social events and express appreciation for their efforts. Volunteer hour tracking can be used in budget discussions to demonstrate how the department can achieve financial targets.

Long-term partnership agreements should be considered, particularly when investing capital dollars. The department should pursue partnerships with public entities, such as neighboring cities, colleges, state or federal agencies, nonprofit organizations, and private or for-profit organizations. The consultant team recommends policy and practice development for future partnerships including exploring the creation of a dedicated Parks Foundation to build advocacy and financially support the department’s mission. The National Association of Park Foundations can serve as a valuable resource for this goal.

7.7 PROGRAM PLAN STRATEGIES

Recreation program plan strategies are used to implement and track recommended plan progress. The strategic areas were identified during the staff visioning workshop. Short-term, 0-3 years, long-term, 4-7 years, and ongoing categories were created for organization. The categories and strategies are presented in Figure 123, programs, events and facilities strategies.

PROGRAMS, EVENTS AND FACILITIES STRATEGIES
Short Term = 0-3 Years
Assess current programs and facilities to identify barriers to accessibility and develop plans to address identified barriers (in support of project’s lead department: Risk Management)
Create a staff committee to review and prioritize requests for new programs and events, considering factors such as community interest, feasibility, and cost-effectiveness
Explore expansion of scholarship programs and other financial assistance options, such as sliding scale fees, to help reduce barriers to program participation
Consult the Human Resources Department on the development of recognition programs to acknowledge staff members who provide exceptional customer service
Evaluate offering programs at the northern, city-controlled beach
Expand program offerings outdoors, including fitness, etc.
Annually evaluate program lifecycles to ensure balance between different stages
Offer multicultural programs that reflect the community's increasing diversity
Expand staff training on effective communication strategies, program development and customer service
Partner with local organizations that represent marginalized communities to receive input on program development
Provide accommodations, such as sign language interpretation, to make programs and facilities more inclusive

Long Term = 4-7 Years
Implement relevant Age Friendly Action Plan recommendations
Expand indoor recreation offerings for the growing active adult population
Enhance and expand aquatic offerings at Monroe Street Pool once renovation project is complete
Ongoing
Continue to monitor program trends to ensure ongoing alignment with community needs
Host events or forums to encourage feedback and open communication between the department and the community
Partner with healthcare organizations to provide health screenings and education to the community to the active adult population
Utilize technology, including Augmented Reality, and Virtual Reality to enhance the program experience
Work with community organizations and local businesses to develop partnerships that can help provide or promote new programs and event offerings

Figure 123: Programs, events and facilities strategies

CHAPTER EIGHT - PRIORITY INVESTMENT RATINGS

8.1 METHOD

The Priority Investment Rating (PIR) was developed by ETC Institute to provide organizations with a means for evaluating residents priority placed on parks, recreational facilities and services. The PIR equally weighs the importance that City of Carlsbad residents place on facilities and how many residents have unmet facility needs. The Priority Investment Rating reflects the importance residents place on items (sum of top 4 choices) and the unmet needs (needs that are only being partly met or not met) for each facility/program relative to the facility/program that rated the highest overall.

The PIR reflects the sum of the Unmet Needs Rating (UNR) and the Importance Rating (IR) as shown in the equation below:

$$\text{PIR} = \text{UNR} + \text{IR}$$

For example, suppose the Unmet Needs Rating for playgrounds is 26.5 (out of 100) and the Importance Rating for playgrounds is 52 (out of 100), the Priority Investment Rating for playgrounds would be 78.5 (out of 200).

The PIR is compiled from the results of the statistically reliable survey which had 400 responses which provides a 95% level of confidence with a precision rate of at least +/- 4.9%.

8.1.1 HOW TO ANALYZE THE CHARTS:

- High priority areas have a PIR of at least 100. A rating of 100 or above indicates there is a high level of unmet need and residents think it is important to fund improvements in these areas. Improvements in this area will have a positive impact on the greatest number of households.
- Medium priority areas have a PIR of 50-99. A rating in this range indicates there is a medium to high level of unmet need or a significant percentage of residents think it is important to fund improvements in these areas.
- Low priority areas have a PIR below 50. A rating in this range indicates there is a lower level of unmet need and residents do not think it is important to fund improvements in these areas. Improvements may be warranted if the needs of specialized populations are being targeted.

Based on the PIR, six park facilities were rated as high priorities for investment (Figure 125):

- Outdoor pickleball courts (PIR=149)
- Neighborhood parks (PIR=147)
- Community parks (PIR=142)
- Off-leash dog parks (PIR=142)
- Community gardens (PIR=120)
- Outdoor swimming pools (PIR=112)

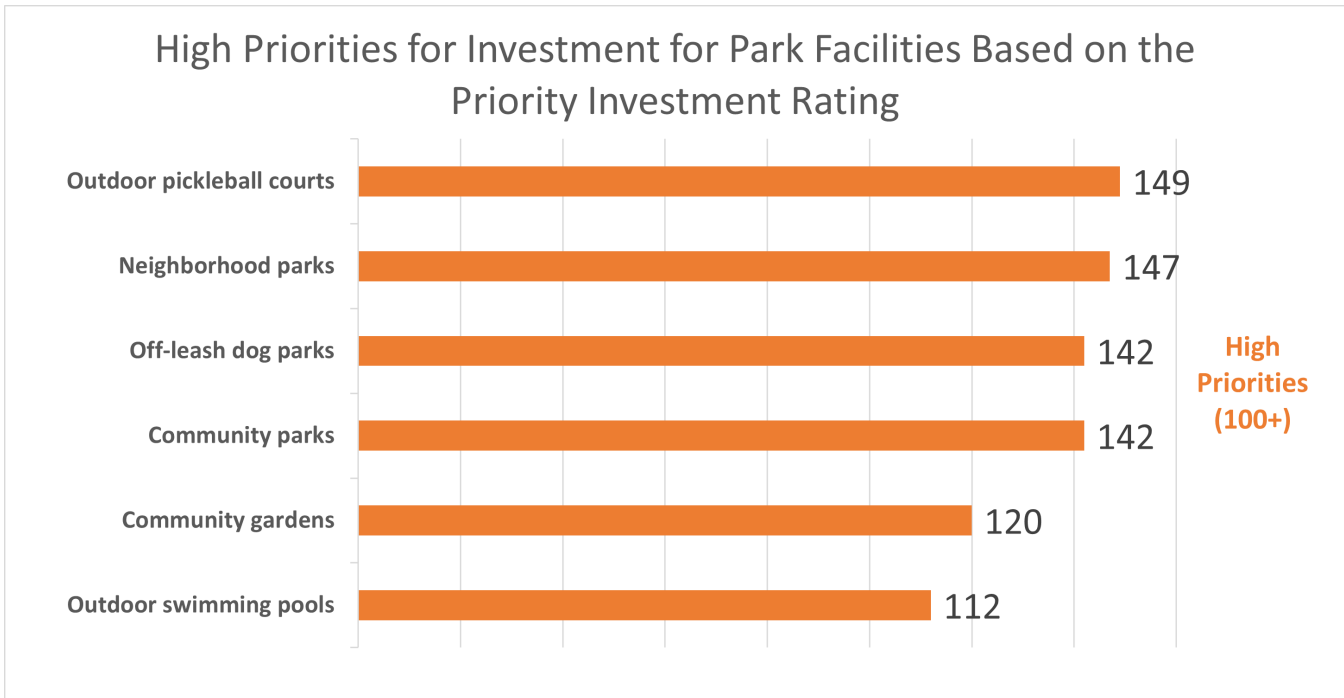


Figure 124: High priority for investment park facilities

Based on the PIR, nine park facilities were rated as medium priorities for investment (Figure 126):

- Adventure facility (rock wall, ropes course) (PIR=99)
- Ornamental/Interpretive gardens (PIR=96)
- Family picnic areas - covered and uncovered (PIR=90)
- Bike park (pump/skills track) (PIR=78)
- Multigenerational community center (PIR=66)
- Tennis courts (PIR=62)
- Outdoors basketball/volleyball courts (PIR=61)
- Dining/retail (PIR=60)
- Disc golf course (PIR=57)

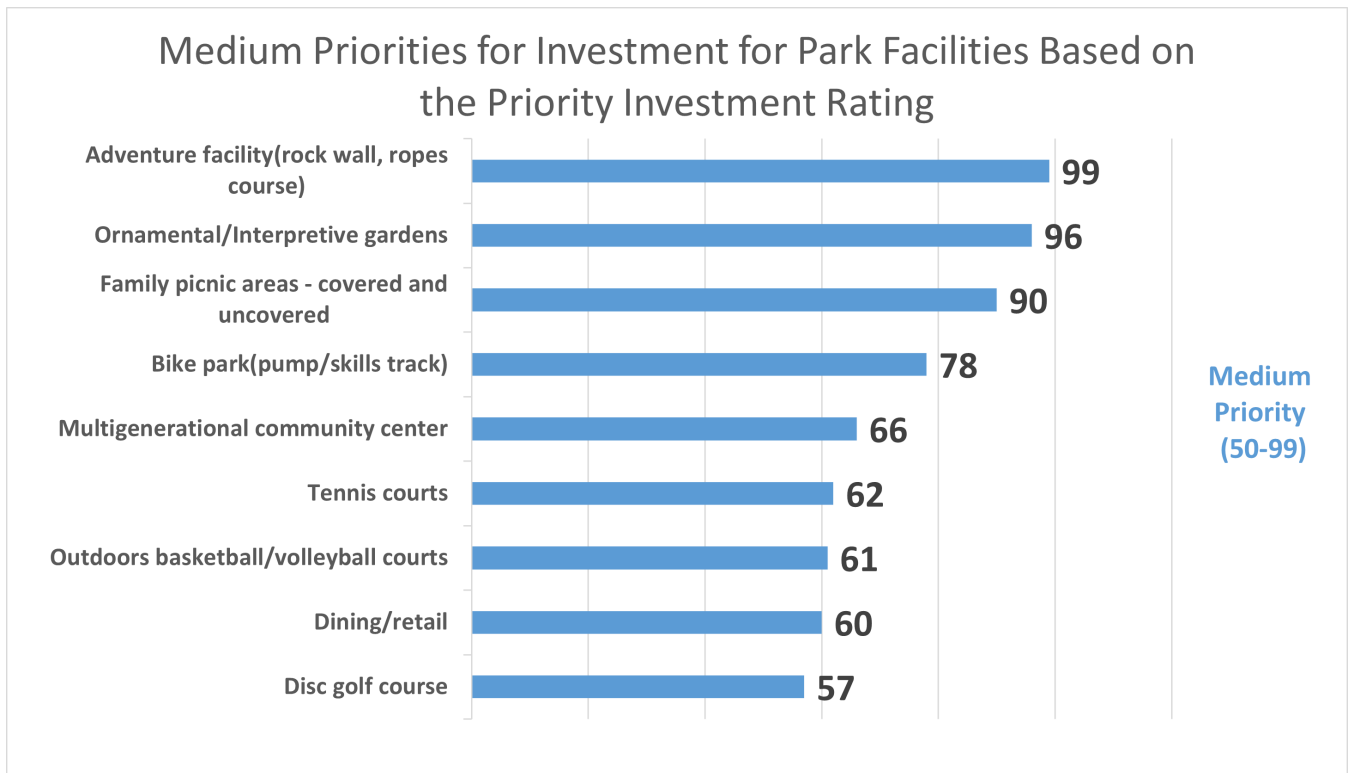


Figure 125: Medium priority for investment park facilities

Based on the PIR, five park facilities were rated as low priorities for investment (Figure 127):

- Skate parks (PIR=45)
- Game tables (chess, checkers, etc.) (PIR=43)
- Multipurpose rectangular fields (soccer/football, etc.) (PIR=39)
- Universally accessible playground equipment (PIR=35)
- Multipurpose diamond fields (baseball/softball, etc.) (PIR=25)

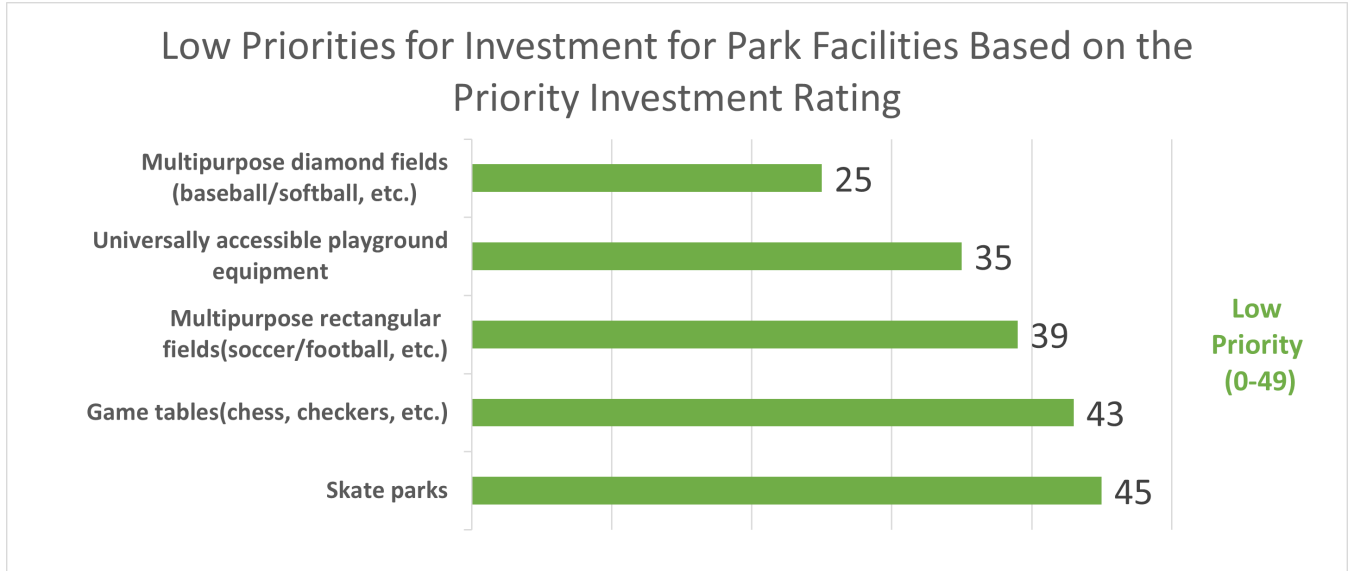


Figure 126: Low priority for investment park priorities

Based on the PIR, eight programs were rated as high priorities for investment (Figure 128):

- Adult fitness and wellness programs (PIR=200)
- Senior adult and fitness programs (PIR=176)
- Senior trips / other targeted senior programs (PIR=128)
- Aquatics programming (PIR=122)
- Culinary arts (cooking, baking etc.) (PIR=122)
- Adult sports programs (PIR=118)
- Cultural arts programs (PIR=117)
- Outdoor skills / adventure programs (PIR=100)

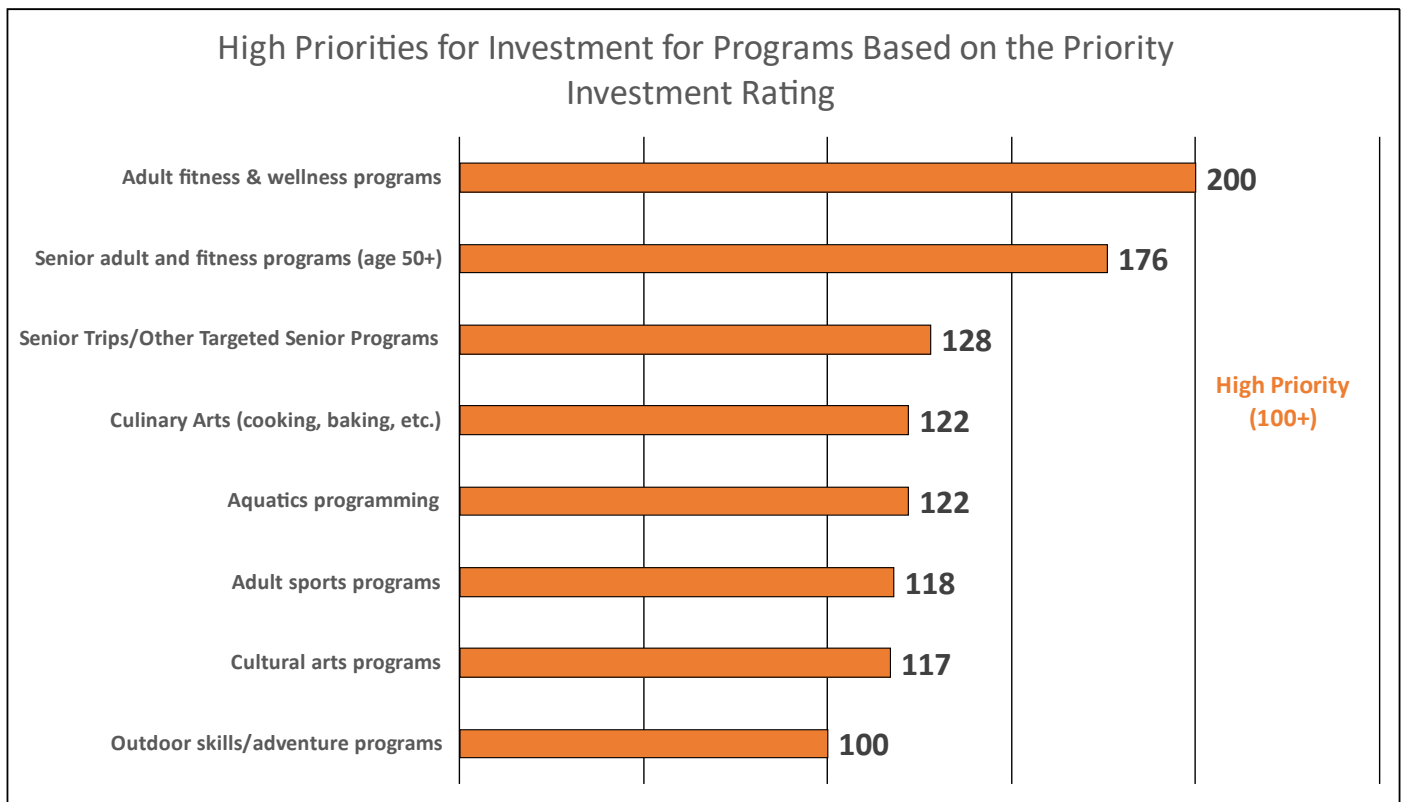


Figure 127: High priority for investment programs

Based on the PIR, seven programs were rated as medium priorities for investment (Figure 129):

- Dancing (PIR=85)
- Dog training (PIR=83)
- Environmental education programs (PIR=78)
- City-sponsored special events (PIR=66)
- Tennis programs (PIR=63)
- Before and after school programs (PIR=62)
- Youth sports programs (PIR=50)

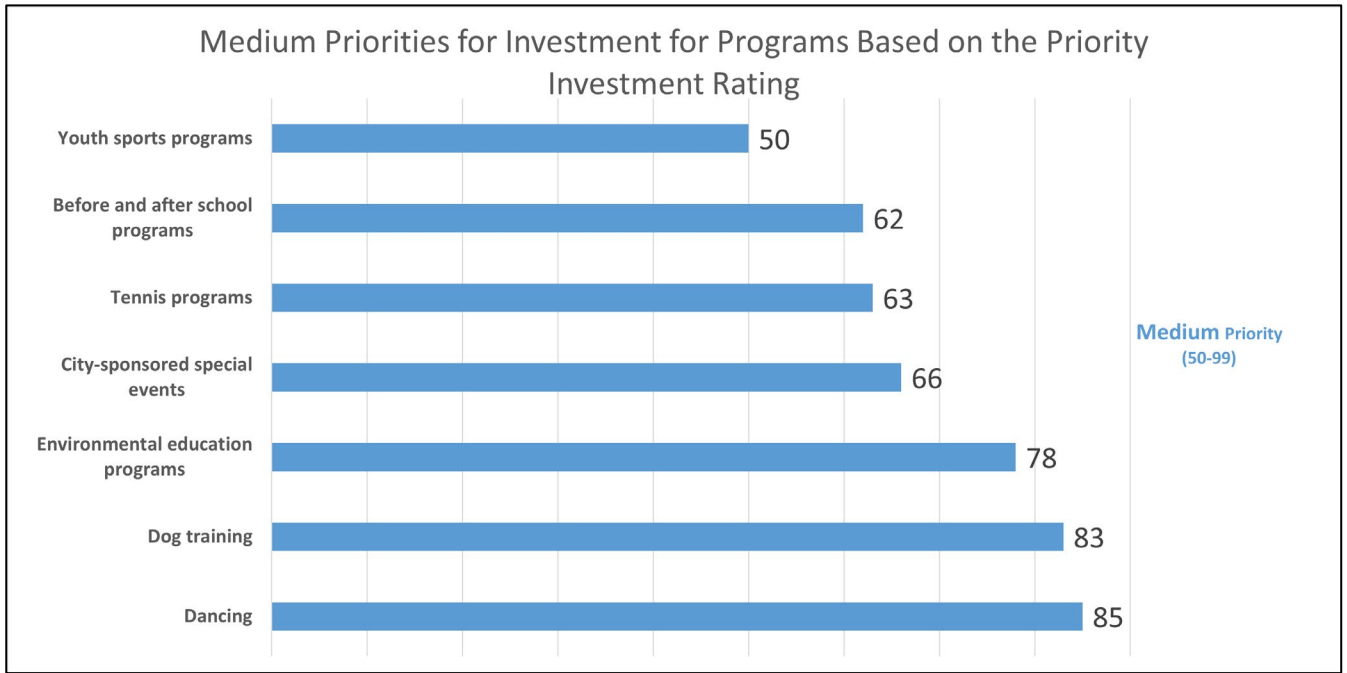


Figure 128: Medium priority for investment programs

Based on the PIR, 12 programs were rated as low priorities for investment (Figure 130):

- Youth summer camp programs
- Programs for individuals with disabilities
- Martial arts programs
- Teen programs
- Preschool programs
- Youth fitness and wellness programs
- Youth enrichment camp programs
- Gymnastics and tumbling programs
- Intergenerational programming
- Unstructured indoor play
- Teen Day Trips
- Esports programs/leagues/ tournaments

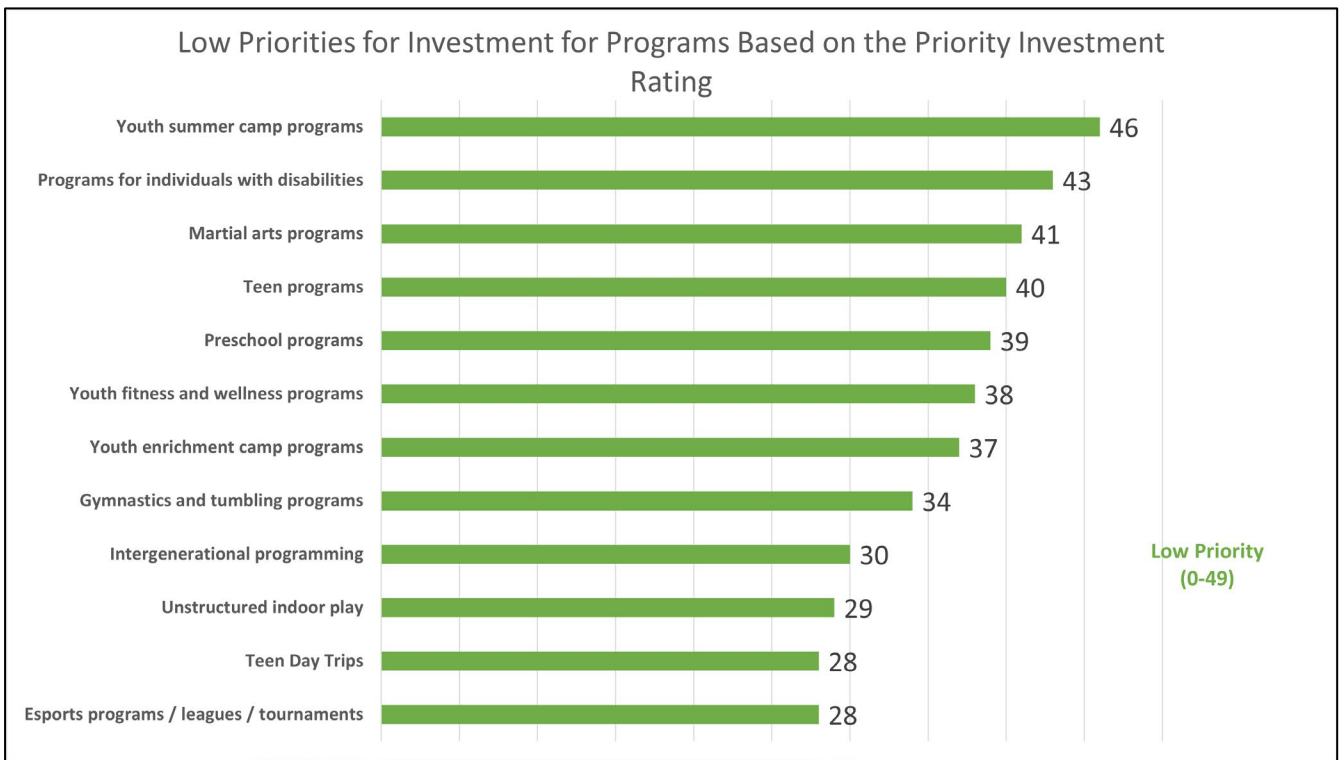


Figure 129: Low priority for investment programs

CHAPTER NINE - STRATEGIC RECOMMENDATIONS

9.1 VISION, MISSION AND VALUES

The vision, mission, core values and key goals established in the 2015 Parks & Recreation Department Master Plan continue to guide the department in this update.

9.1.1 VISION

To strengthen community connectivity through inclusive world class offerings and exceptional customer service.

9.1.2 MISSION STATEMENT

To promote community health and wellness while building a culture that embraces change and continuous improvement.

9.1.3 VALUES

Values	What It Entails
Character	We conduct ourselves with integrity, openness, courage and professionalism, driven by a calling to serve others.
Innovation	We are thoughtful, resourceful and creative in our quest for continuous improvement, always looking for better, faster ways to get things done.
Stewardship	We responsibly manage the public resources stewardship entrusted to us.
Excellence	We hold ourselves to the highest standards because our community deserves the best
Empowerment	We help people achieve their personal best by creating an environment where they feel trusted, valued and inspired.
Communication	We communicate openly and directly. Promoting engagement and collaboration makes our organization better and our community stronger.

Figure 130 - Core values

9.2 STRATEGIC ACTION PLAN

Consistent with the 2015 Parks & Recreation Department Master Plan, this update provides recommendations for the department to implement over the short-term, 0-3 years, long-term, 4-7 years, and on an ongoing basis.

The strategies are based on several factors, including the Carlsbad Community Vision, the Carlsbad Strategic Plan (2023-2028), the annual Carlsbad Capital Improvement Program, a wide array of community and stakeholder input, Parks & Recreation Department staff input (throughout the process, including a visioning workshop), and the consulting team’s expertise.

Plan categories:

1. Parks
2. Maintenance and operations
3. Programs, events and facilities
4. Funding and marketing

9.2.1 COMMUNITY INPUT AND VISIONING OUTCOMES

Community input and staff visioning outcomes were identified:

1. Address aging infrastructure – update and maintain existing infrastructure
2. Optimize staffing – ensure staffing levels and structure match service levels
3. Ensure financial sustainability – plan for earned income opportunities
4. Increase awareness – continue to communicate the benefits of parks & recreation
5. Expand programming – grow and diversify programming to meet community needs

The strategies for each category, separated by an implementation timeline are shown in Figures 132-135.

9.2.2 PARKS STRATEGIES

PARKS STRATEGIES
Short Term (0-3 Years)
Seek City Council direction on whether to pursue the construction of outdoor pickleball courts at an existing park to address the current demand
Educate park visitors about sustainable practices and encourage them to participate in environmental initiatives

Complete a Parks in Lieu Fee and Parks Impact Fee Study and present its findings to the City Council for review and direction
Evaluate the potential for revising protocols at the skate parks to allow other wheeled devices, which may enhance accessibility
Add additional trash and recycling cans, and seating at school field sites
Complete conceptual design and permitting for Leo Carrillo Ranch Historic Park Phase 3B Improvements
Complete construction plans, bidding and construction implementation for Stagecoach Park Community Garden
Complete construction plans, bidding and construction implementation for Veterans Memorial Park
Complete community engagement, conceptual design and permitting for Robertson Ranch Community Park
Complete conceptual design and permitting for Hosp Grove Park Improvements
Contribute to completing construction plans, bidding and construction implementation for Monroe Street Pool Renovation/Replacement (in support of project's lead department: Fleet & Facilities)
Contribute to completing construction plans, bidding and construction implementation for Beach Access Repairs and Upgrades (in support of project's lead department: Transportation)
Contribute to completing construction plans, bidding and construction implementation for Carlsbad Boulevard and Tamarack Avenue Intersection Improvements (in support of project's lead department: Transportation)
Contribute to completing construction plans, bidding and construction implementation for Terramar Coastal Area Improvements (in support of project's lead department: Transportation)
Contribute to completing conceptual design and permitting for ADA Beach Access Ramps (in support of project's lead department: Transportation)
Contribute to completing the conceptual design, permitting, construction plans, bidding and construction implementation for Citywide Facilities Security Enhancements (in support of project's lead department: Information Technology)
Contribute to completing the conceptual design, permitting, construction plans, bidding and construction implementation for for Citywide Facilities WiFi Enhancements (in support of project's lead department: Information Technology)
Long Term (4-7 Years)
Enhance parks amenities, such as shade structures and seating, to improve visitor experience
Complete construction plans, bidding and construction implementation for Leo Carrillo Ranch Historic Park Phase 3B Improvements

Complete construction plans, bidding and construction implementation for Robertson Ranch Community Park
Complete construction plans, bidding and construction implementation for Hosp Grove Park Improvements
Seek City Council direction on whether to reprioritize the design and permitting of Village H South Dog Park
Contribute to completing conceptual design for South Carlsbad Coastline (in support of project's lead department: Transportation)
Contribute to completing construction plans, bidding and construction implementation for ADA Beach Access Ramps (in support of project's lead department: Transportation)
Commence community engagement for Zone 5 Park
Commence community engagement for Cannon Lake Park
Ongoing
Coordinate enforcement of parks and facility regulations to facilitate positive user experience
Incorporate environmentally friendly practices into park design and operations, such as drought-tolerant landscaping and energy-efficient lighting
Explore certifications or equivalencies, such as SITES or LEED, for new park designs or renovations
Ensure full ADA access at all parks, with a focus on most immediate needs
Encourage community participation in reporting maintenance or safety concerns
Review the potential for adding park amenities based on the levels of service recommendations
Add more trees within parks, where feasible

Figure 131: Parks strategies

9.2.3 MAINTENANCE AND OPERATIONS STRATEGIES

MAINTENANCE AND OPERATIONS STRATEGIES
Short Term = 0-3 Years
Continue to invest in upgrading aging infrastructure with the department’s annual operating budget and - as needed – with the capital improvement program budget
Explore partnerships with community organizations or individual volunteers to periodically provide additional maintenance support
Long Term = 4-7 Years
Invest in equipment and technology as needs are identified that will improve maintenance efficiency and effectiveness.
Fully adopt and utilize the Better Impact database to enhance volunteer management
Ongoing
Evaluate and pursue either increasing contractual services or hiring additional staff to perform routine maintenance as the inventory of sites grows
Ensure staffing levels align with programming or facility hours
Expand staff onboarding procedures and compile an onboarding manual focused on the department’s culture and philosophy
Train and cross train staff to enhance professional growth and operational coverage
Partner with Human Resources Department to enhance staff retention and succession planning
Coordinate with the Human Resources Department in recruiting and managing department volunteers to maximize the support
Prioritize staff time and resources to address critical maintenance needs and concerns
Explore grant opportunities to supplement funds for upgrades to aging infrastructure and equipment
Enhance pathway and parking lot lighting, and reduce energy consumption, by converting aging incandescent systems with modern LED systems
Request specific monitoring by the Police Department’s Park Rangers and patrol Officers to address unpermitted activities and promote positive experiences of patrons

Figure 132: Maintenance and operations strategies

9.2.4 PROGRAMS, EVENTS AND FACILITIES STRATEGIES

PROGRAMS, EVENTS AND FACILITIES STRATEGIES
Short Term = 0-3 Years
Assess current programs and facilities to identify barriers to accessibility and develop plans to address identified barriers (in support of project’s lead department: Risk Management)
Create a staff committee to review and prioritize requests for new programs and events, considering factors such as community interest, feasibility, and cost-effectiveness
Explore expansion of scholarship programs and other financial assistance options, such as sliding scale fees, to help reduce barriers to program participation
Consult the Human Resources Department on the development of recognition programs to acknowledge staff members who provide exceptional customer service
Evaluate offering programs at the northern, city-controlled beach
Expand program offerings outdoors, including fitness, etc.
Annually evaluate program lifecycles to ensure balance between different stages
Offer multicultural programs that reflect the community's increasing diversity
Expand staff training on effective communication strategies, program development and customer service
Partner with local organizations that represent marginalized communities to receive input on program development
Provide accommodations, such as sign language interpretation, to make programs and facilities more inclusive
Long Term = 4-7 Years
Complete implement of relevant Age Friendly Action Plan recommendations
Expand indoor recreation offerings for the growing active adult population
Enhance aquatic offerings at Monroe Street Pool once renovation and expansion project is complete
Ongoing
Continue to monitor program trends to ensure ongoing alignment with community needs

Encourage feedback and open communication between the department and the community
Partner with healthcare organizations to provide health screenings and education to the community to the active adult population
Utilize technology, including Augmented Reality, and Virtual Reality to enhance the program experience
Work with community organizations and local businesses to develop partnerships that can help provide or promote new programs and event offerings

Figure 133: Programs, events and facilities strategies

9.2.5 FUNDING AND MARKETING STRATEGIES

FUNDING AND MARKETING STRATEGIES
Short Term = 0-3 Years
Consider revenue generation that includes corporate partnerships, sponsorships, foundations and/or naming rights opportunities
Identify potential grant opportunities and develop grant proposals to secure funding
Implement fee study findings to ensure fees are competitive to those fees of surrounding cities for like offerings
Develop a CAPRA compliant department marketing plan to promote the various offerings
Increase access to English as a second language resources
Long Term = 4-7 Years
Pursue development of a professional photography policy and fee at historic parks
Consider developing a cost recovery policy for the department’s offerings to reduce the city’s contribution to operating expenses
Ongoing
Partner with community organizations and businesses to provide additional funding for scholarships and discounted programs
Annually review and adjust program, event and facility fees to ensure they are competitive to the market
Annually review athletic field use fees compared to the market

Figure 134: Funding and marketing strategies

CHAPTER TEN - CONCLUSION

The City of Carlsbad and the Parks & Recreation Department has done an admirable job serving the community – even more so through the pandemic. The department has shown a successful track record of implementing the 2015 master plan recommendations as seen by the numerous projects citywide including, Pine Avenue Community Park, Poinsettia Community Park, Aviara Community Park and Calavera Hills Community Park, while also successfully pursuing national accreditation through the Commission for the Accreditation of Parks and Recreation Agencies.

This update shows the continued growth and increased diversification of the Carlsbad community, in addition to showcasing the high level of parks, programs and recreation spaces provided by the city. The plan underscores the department’s emphasis on additional parks development projects while maintaining what parks and facilities currently exist, equitably expanding programs for an active and diverse adult population, and staff training and development.

A focus on innovation and new ideas, maintaining what facilities and amenities exist, providing a high level of care and responsiveness to community needs will ensure the high-quality experience that Carlsbad Parks and Recreation Department patrons are accustomed to will not only continue, but will grow and thrive in the years to come.