

MASTER PLAN for  
RECREATION & PARKS

ESTERO MUNICIPAL  
IMPROVEMENT DISTRICT

SAN MATEO COUNTY,  
CALIFORNIA



**Foster City**  
*the island of blue lagoons*

MASTER PLAN  
for  
RECREATION & PARKS  
FOSTER CITY, CALIFORNIA

Prepared for the  
ESTERO MUNICIPAL IMPROVEMENT DISTRICT  
SAN MATEO COUNTY, CALIFORNIA

by

ELLIS, ARNDT & TRUESDELL INC.

architects, consulting engineers, landscape architects  
402 garland street flint, michigan 48503



Authorized by Resolution of the Estero Municipal Improvement District  
September 3, 1968 Board of Directors

Approved by Resolution of the Estero Municipal Improvement District  
Board of Directors

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ESTERO MUNICIPAL IMPROVEMENT DISTRICT  
SAN MATEO COUNTY, CALIFORNIA

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Ben M. McMakin ..... Finance Officer  
Robert Griffin ..... Recreation Director, Part-time

Legal Counsel

Willson, Jones, Morton and Lynch, 630 North San Mateo Drive, San Mateo, California

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Irma Nielsen ..... Utility Clerk  
Patricia Michaels ..... Account Clerk

\* Mr. Warren was designated as the Representative from the District to  
Ellis, Arndt & Truesdell, Inc.

TABLE OF CONTENTS

INDEX

LETTER TO EMID BOARD

PREFACE

Authority For Master Plan  
Assumptions and Goals  
Summary of Approaches in Planning  
Foster City Goals  
Leisure and Recreation  
Recreation Demand  
Background To The Plan  
The Report Format

PART I

INVENTORY

A. Physical Environment

1. General
2. Visual
3. Audio
4. Climate

B. Economic Environment

1. Commercial
2. Industrial
3. Recreation Finance
4. Transportation

C. Social Environment

1. General
2. Recreation

Organization  
Supervised Playground Program  
Childrens' Activities  
Library Services  
Adult Activities  
Private Recreation  
Family Recreation  
School Recreation  
Church Recreation  
Commercial Recreation

EXISTING RECREATION-PARK OPPORTUNITIES

Foster City\*  
San Mateo City  
San Mateo County  
State and National  
Water Oriented Resources  
Public Relations

## TABLE OF CONTENTS

### INDEX

#### PART II

##### STANDARDS FOR RECREATION AND PARK PLANNING

- A. Purposes of The Recreation and Park Master Plan
- B. Approaches to Planning
- C. Definitions of Terms

##### Recreation

##### Parks

- 1. Playlot
- 2. Neighborhood Playground
- 3. Neighborhood Park
- 4. Neighborhood - School Playground
- 5. Neighborhood Playground - Park
- 6. District Playfield
- 7. District Park
- 8. District Recreation - Park
- 9. Community Park
- 10. Recreation Center
- 11. Neighborhood School - Recreation Center
- 12. Special Purpose Facilities
- 13. Commercial Facilities
- 14. Private Facilities
- 15. Parkway or Median Strips

#### D. STANDARDS

##### RECREATION AND PARK SPACE STANDARDS

- 1. Neighborhood Parks
- 2. Playfield/District Parks
- 3. Community Parks
- 4. Reservation
- 5. Recreation Center Building
- 6. Specialized Areas
- 7. Library Services
- 8. Finance
- 9. Recreation Program
- 10. Legal Organization
- 11. Departmental Organization
- 12. Personnel
- 13. Recreation and Park Advisory Commission
- 14. Affiliations

#### PART III

##### ANALYSIS AND PROJECTIONS

##### OBJECTIVES FOR RECREATION AND PARK SERVICES

##### A. ANALYSIS AND PROJECTION OF DATA

- 1. Traffic and Parking
- 2. Land Utilization
- 3. Population

TABLE OF CONTENTS

INDEX

4. Rising Cost of Government
5. ~~Youth Problems~~
6. Organization for Recreation and Park Services
7. Personnel
8. Finances
9. Recreation Program
10. Recreation and Park Survey Findings (October, 1968)
11. Recreation and Park Demand, Adults
12. Recreation and Park Demand, Youth
13. Recreation Center
14. Sports Facilities
15. Survey of Organizations

TABLES 1 - 9

# ELLIS, ARNDT & TRUESDELL, INC.

architect

consulting engineers

landscape architect



November 18, 1968

Board of Directors  
Estero Municipal Improvement District  
1001 East Hillsdale Boulevard  
Foster City, San Mateo, California

Gentlemen:

We are pleased to submit, in twenty-five copies, this Preliminary Master Plan for Recreation & Parks, according to our contract with you dated September 5, 1968. This preliminary plan consists of three parts:

- I. MASTER PLAN FOR RECREATION & PARKS
  - Preface
  - Part I Inventory
  - Part II Standards for Recreation & Park Planning
  - Part III Analysis & Projections
- II. SUMMARY OF CONCLUSIONS & RECOMMENDATIONS
- III. PARK & SCHOOL PLANS

The preliminary plan is for discussion and criticism, leading to a final Master Plan for Recreation & Parks which will guide the future development of Foster City in the best interest of the Developer, the present residents of the District, and the future residents of the District, physically, socially, and financially.

Respectfully submitted,

ELLIS, ARNDT & TRUESDELL, INC.

A handwritten signature in blue ink, appearing to read "Donald F. Sinn".

Professor Donald F. Sinn  
Project Recreation Consultant

A handwritten signature in blue ink, appearing to read "Frederick A. Ellis".

Frederick A. Ellis, P.E., L.A.  
President  
Principal-In-Charge

FAE:tj

Enclosures

# PREFACE



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AUTHORITY  
FOR  
THE RECREATION AND PARK MASTER PLAN

By unanimous vote of the Estero Municipal Improvement District Board of Directors September 3, 1968, the firm of Ellis, Arndt & Truesdell, Inc., Flint, Michigan was retained to prepare the Recreation and Park Master Plan for Foster City, with Donald F. Sinn, Recreation Consultant, San Jose, California, as on-site representative.

Authorization of the Recreation and Park Master Plan, as one of the optional elements of the General Plan required by California State law for all cities and counties, is provided by Art. 7., 65465. "A master or general plan may include a recreation element of the plan, showing a comprehensive system of areas and public sites for recreation, including the following and, when practicable, their location and proposed development:

- (a) Natural reservations
- (b) Parks
- (c) Parkways
- (d) Beaches
- (e) Playgrounds
- (f) Other recreation areas".

Other sections of the law relating to the Recreation and Park Master Plan include: 65470. "A master plan or general plan may include a public building element of the plan, showing locations and arrangements of civic and community centers, public schools, libraries, police and fire stations, and all other public buildings, including their architecture and the landscape treatment of their grounds."

65471: "A master or general plan may include a community design element of the plan, consisting of standards and principles governing the sub-division of land within the scope of the Subdivision Map Act, Chapter 2 of Part 2 of Division 4 of the Business and Professions Code, and showing recommended designs for community and neighborhood development and redevelopment, including sites for schools, parks, playgrounds and other uses."

ASSUMPTION & GOALS

INTRODUCTION: It is highly desirable that the planning approaches employed be understood by the Estero Municipal Improvement District and the citizens of Foster City if the recommended Plan is to be meaningful and supported. Part II, therefore thoroughly explains the approaches and concepts utilized by the Planning Consultants.

## SUMMARY OF APPROACHES IN PLANNING

1. The Recreation and Park Master Plan must be consistent with Goals for Foster City.
2. The Recreation and Park Master Plan and Recreation Services must have stated objectives if the plan is to be effective.
3. Objectives should be generally in accord with sound standards as well as fundamental principles.
4. Standards should be challenging, tested by experience or research, but achievable.
5. The Plan must assume the desire and intent on the part of the client to implement the plan and strive toward the goals.

## GOALS

The Consultants contend that progress can be effectively achieved only if goals have been developed and adopted, providing direction and purpose to Foster City. No evidence of such adopted goals was noted in materials furnished the Consultants.

Although written in the journalistic style of commercial ads, the material, nevertheless, implies the real goals sought. An excerpt from a brochure follows:

"In this age of many miracles, wouldn't it be infinitely better to dream-build a new city than to redesign and over-extend an old one? Let a new metropolis rise from the earth with crisp, bold outline against the horizon. Let it fulfill the wish of man for an ideal community where work and play are woven into an exciting pattern of living. Let it be fresh, clean and free from over-congestion and over-pricing. Can a dream like this become a reality? Yes, indeed! At this very moment the dream of a perfect city is being translated into steel and wood, concrete and glass. This is Foster City . . . a daring concept of an all-inclusive, self-supporting urban community. This is Foster City . . . where a man may build his castle and raise his family in the finest of all possible worlds. New urban communities such as Foster City, the current \$650,000,000 project of T. Jack Foster & Sons, are specifically endorsed by the California Governor's Advisory Commission on Housing Problems. 'The communities in embryo need not clear built-up land and evict their citizenry--the land is already clear', the report states. 'The land can be planned from the start. Proper development of a new city means that there will be enough land for the schools, roads, homesites, shops and utilities essential for the city's functioning; that there will be enough reserve land for growth and green space for recreation.' This then, is Foster City - a need fulfilled - a dream come true, thanks to the vision, enthusiasm and courage of four partners of T. Jack Foster & Sons. (Foster City . . . the Island of Blue Lagoons)."

The major goals of Foster City were thus implied in the words of the developer, though not in specific terms. The scope of services did not stipulate the establishment of goals for Foster City. However, in order to insure that Goals for the Recreation & Park Master Plan and of the Recreation System be relevant, it is essential to have common understandings of the overall goals for Foster City. Therefore, the following are offered as appropriate, though not inclusive:

BEAUTIFUL COMMUNITY . . . To create a functional and beautiful city possessing unique, stimulating qualities and character, attractive to people wishing to live and raise their families in the environment of the San Francisco Bay and the planned lagoon system of Foster City.

PRESERVATION OF ENVIRONMENT . . . To preserve and augment natural features and amenities so as to insure their continued use and enjoyment by the citizens and to provide maximum protection for property values.

EMPHASIZE NEIGHBORHOODS . . . To emphasize the concept of neighborhoods, generally self-sufficient, with homes, schools, parks and playgrounds, churches, and shopping facilities relating with each other in an effective manner so as to provide for maximum satisfaction of needs, while contributing to strong feelings of identity and unity.

EFFICIENT CIRCULATION . . . To develop efficient, safe circulation systems for automobiles, bicycles, boats and pedestrians establishing effective transportation relating to both work and the use of leisure time with due considerations for safety, economy and beauty, with a minimum conflict or waste of lands.

ORDERLY DEVELOPMENT . . . To provide for an orderly development of homesites, streets, businesses and industry, schools, churches, utilities, parks and recreation facilities to meet current interests and demands of a planned 35,000 population.

VARIED LEISURE OPPORTUNITIES . . . To provide a variety of leisure opportunities, public, private and commercial, to meet individual, family, group and civic needs throughout the year in inspirational settings.

SOUND ECONOMY . . . To develop a setting conducive to the attraction of business and industry providing maximum employment opportunities and contributing to a broad tax base.

EFFICIENT PUBLIC SERVICES . . . To administer public services most efficiently and economically, consistent with adopted standards of health, safety and the public demands.

CIVIC PRIDE . . . To develop civic pride and sense of purpose among the citizens of Foster City.

## STATEMENT ON LEISURE AND RECREATION

"Leisure with dignity is the supremely desirable object of all sane and good men." . . . Cicero.

### LEISURE . . . AND THE GOOD LIFE

One of the important forces of contemporary society is the impact of leisure on the American way of life. A significant increase in free time off the job and away from the drudgery of household tasks has been amply documented. Increases in vacation time, holidays, shorter work weeks, as well as earlier retirement, increased mobility, more money for non-essential commodities and services,<sup>1</sup> longer life, broadened interests and greater zest for meaningful living . . . all of these demonstrate the important role of leisure.

The creative use of leisure, or free time, is known as recreation. It is defined in the State of California Education Code as . . . "any activity, voluntarily engaged in, which contributes to the physical, mental, or moral development of the individual or group participating therein, and includes any activity in the fields of music, drama, art, handicraft, science, literature, nature study, nature contacting, aquatic sports, and athletics, or any of them and any informal play incorporating any such activity."<sup>2</sup>

NEED FOR RECREATION: Educators, physicians, juvenile authorities, youth workers, and laymen alike recognize people's need to enjoy wholesome recreation. The contributions made by recreation to the individual are many:

- \* Developing and maintaining good health and fitness.
- \* Relieving tensions caused by the stresses of a complex, fast-moving world.
- \* Opportunity for creative expression and aesthetic appreciation.
- \* Developing a sense of personal worth and purpose to life.
- \* Providing a desired change from work.
- \* Stimulating new friendships.
- \* Opportunity for exploring new worlds.

<sup>1</sup> Battelle Memorial Institute projects an increase in public recreation expenditures of 11% per year. Stanford Research Institute predicts a doubling of the demand for outdoor recreation by 1980.

<sup>2</sup> State of California Education Code, Section 24401 (c): Sacramento, California.

- \* Developing self-confidence and giving a sense of achievement.
- \* Bridging barriers of race, religion and financial status.

### LEISURE - A BLESSING OR A CURSE

"Leisure is what you make it. It may be your greatest blessing or your greatest curse. You determine its quality and its quality also determines you. In the old era, the job determined the man. In the new era, leisure determines the man." <sup>1</sup>

Nowhere is this principle more applicable than with the youth. Intriguing but destructive societal and environmental forces increasingly tempt young people. The headlines scream daily with stories of tragic consequences of drug experimentation, intoxication, highway deaths, thrill-seekers, and other anti-social behavior. Delinquency and crime are on the increase, resulting not only in staggering costs of rehabilitation and detention, but more seriously, costs in terms of human suffering and the tragic loss of some of the fine youth of the community.

Moreover, tragedy does not spare the affluent - it knows no bounds.

Increasingly, parents and civic leaders understand the importance of making the home, the neighborhood and the community an attractive, challenging place to live, and to express oneself in developing lifetime recreation skills and interests. Nor should these goals be limited to the youth of the community. For many a retired worker has discovered to his sorrow that life without a job can become sheer boredom in the absence of an absorbing recreation interest . . . and an opportunity to pursue this interest - i.e., places to go, things to do, and people to meet.

### RECREATION DEMAND

National and California studies reveal some significant facts about leisure and recreation:

- \* By 1980, the population of the 7 county San Francisco metropolitan complex will reach 6.2 million, an increase of nearly 80% over the 1960 total of 3.5 million.
- \* Californians will experience an 84% increase in leisure time by 1980.
- \* In 20 years, outdoor recreation participation by Californians is expected to increase by 87%.

<sup>1</sup> Walter B. Pitkin, Recreation (Vol. 39, No. 12, March 1946, P. 46)

- \* Per capita discretionary income available for recreation is expected to increase 40-70%.
- \* Bay Area (San Francisco-Oakland-San Jose complex) demand for recreation may increase by 103.8%.
- \* The potential demand for physically active recreation and water sports is expected to increase significantly within the next two decades.
- \* There is now only about 25% of the high density recreation land needed to meet the 1970 requirement.
- \* The most serious deficiency in recreation will be land suitable for handling these high-density recreation uses, easily accessible, adequately distributed in or adjacent to population centers.
- \* Currently, walking for pleasure, swimming, driving for pleasure and playing outdoor games and sports are preferred by the population.
- \* Within 20 years, swimming will rank first, with playing outdoor games and sports second.

Basic patterns of leisure interests and participation do not fluctuate much from one part of the country to another. Moreover, with the strong probability that youth and young adults are the same almost any place in the country, it is desirable to provide a variety of recreation experiences which will enable a person to pursue health-giving enjoyable recreation regardless of where he may choose to live.

Therefore, to maintain a stable population in Foster City, to truly make it an outstanding place to live and raise a family, it will be essential to provide ample, high quality recreation opportunities for everyone, not only through well-planned, recreation parks and specialized recreation facilities, but through a professionally-managed public recreation service.

The consequences of failing to provide sound recreation planning, i.e., acquiring and developing park and recreation lands in advance of need, will inevitably result in excessive costs to later remedy the failure, inadequacy of resources, property depreciation, population turnover and low civic morale, especially among the youth of the community.

These are obviously inconsistent with the espoused aims of the developer and civic leaders of Foster City. Rather, there is general agreement that Foster City should be equal to, or excel, other cities as an attractive, challenging place to live. Evidence of this includes the use of some of the nation's foremost planners and designers to create a functional and aesthetically-pleasing environment in Foster City. The type of people purchasing homes or renting apartments reflect a person with a desire for higher than average quality community life. The income level is higher than the average community level.

Moreover, the origin of incoming residents covers a broad spectrum of communities throughout California and across the nation, as well as some foreign countries. The background and interests of the people of Foster City reflect a need for challenging, imaginative and comprehensive recreation and cultural opportunities.

In summary, Foster City needs recreation for everyone to keep pace with other Bay Area cities and to live up to its reputation as a bold, new, self-supporting, "perfect city".

#### BACKGROUND TO THE RECREATION AND PARK MASTER PLAN

The Estero Municipal Improvement District, also called Foster City, was created by an act of the California State Legislature (introduced as Senate Bill No. 51) and signed into law by the Governor on May 11, 1960. The District was formally organized on September 8, 1960 with the appointment of the members of the initial governing Board by the San Mateo County Board of Supervisors. The initial 2,600 acres, formerly Brewer Island, were to be developed by T. Jack Foster and Sons, a partnership, and by corporate and other holders controlled and/or owned by the Foster partnership.<sup>1</sup>

The general Plan, which included a system of parks, lagoons and related recreation areas, both public and commercial, was developed by the firm of Wilsey, Ham and Blair (now Wilsey & Ham) in 1960 and was adopted by the San Mateo County Planning Commission in 1961.

An Amended General Plan including 2,670 acres was submitted by the developer, T. Jack Foster Jr., to the San Mateo County Planning Commission August 18, 1966. Recreation and Park spaces were included therein and are reproduced in this report.

Subsequently, a revision of acreage allocation (See Table 9) was noted as of July 26, 1968. Total land included in the revised allocation was 2,586.2 acres, with 123.7 acres in school sites, 48 acres in parks and 184 acres in lagoons.

Among the other widely known consultants and technicians playing a major role in Foster City concepts and designs were: Dames & Moore, Soils Engineers; Ruth & Krushkov, City and Regional Planners; Kenneth S. Oliphant, Electrical Engineers; and Larry Smith and Associates, Economic Analysts. Among the architects retained for design work were Meis van der Rohe, Edward Durell Stone, John Graham and Company, and J. W. Levorsen.

<sup>1</sup>Official Statement, Estero Municipal Improvement District, December 13, 1967

The most current recreation-park planning was completed in September 1965 by Kenneth R. Anderson & Company, City and Regional Planners - Landscape Architects. Eckbo, Dean Austin and Williams, Royston, Hanna Moto, Mayes and Beck have designed parks in Foster City.

### DEVELOPMENT

In accordance with the General Plan, parks were designed and constructed in Neighborhoods 1, 2 and 3 plus Central Park on the main lagoon. Foster Elementary (K-6) School (temporary buildings), Audubon (K-6) Elementary School and Bowditch Middle School are in process or finished.

### RECREATION PROGRAMMING

Although the District has not, as yet formally authorized the establishment of a full-time recreation service, citizen interest stimulated the authorization of funds for a summer swimming Learn-to-Swim program under the supervision of a seasonal worker. Volunteer efforts were responsible for the creation of such youth programs as Little League Baseball for boys, Boy Scouts, Girl Scouts and various adult interest clubs such as the Island Sailing Club, Art League, Garden Club, Men's Service Clubs and others.

In April 1968, a limited open-end questionnaire survey was conducted by the Foster City Community Association polling resident adults on desired recreation facilities, programs, interests and methods of financing. On April 2, 1968, Sub-committees from this Association drafted recommendations which were subsequently transmitted to the Estero Municipal Improvement District on the retention of a recreation consultant to "prepare a comprehensive plan for consideration of a community center facility". At the same time, recommendations were made for such other measures as: Purchase and installation of playground equipment, full-time summer recreation director and playground staff to be employed, various modifications to park areas, and consideration for the construction of a recreation center of some type.

### THE REPORT FORMAT

The format of this report consists of the following major divisions and sub-headings:

Part I: INVENTORY: Consists of examination of physical, economic and social environment of Foster City especially with respect to recreation and parks.

Part II: STANDARDS FOR RECREATION AND PARK PLANNING:



- A. Purposes
- B. Approaches to Planning
- C. Definition of Terms
- D. Standards

Part III: ANALYSIS AND PROJECTIONS

Part IV: IMPLEMENTATION

# PART I

INVENTORY

A. PHYSICAL ENVIRONMENT

## 1. GENERAL\*

The complex geological history of the San Francisco Bay Region gives the area a large and varied topography. There are river valleys covered with water; narrow stream canyons that are long and deep; deltas that are below sea level; and the marine terraces, high plateaus and steep sided mountains of the coast range. All of these features plus the nearby expanse of the central valley have played an important role in the development of the Bay Area.

The Bay is the most important topographic feature of the region. It is rather shallow - only 15% is more than 30 feet deep, and most of the Bay is less than 18 feet deep.

Another aspect of San Francisco Bay that becomes more important as the areas' population increases is the tideland or marshland area. These lands present severe engineering problems for land reclamation projects such as Foster City. Bay mud is a fine grained sediment composed, for the most part, of clay and silt. In most of the Bay this mud has accumulated in depths of more than 300 feet. The low strength and high compressibility of this mud makes reclaimed land difficult to use for building purposes.

The coast range is one of the most significant features of the Bay Area. The steep mountain ridges run in a northwesterly direction and the deep canyons do not provide much flat bottomland. In some places the coast range mountains are over 5000 feet above sea level and they spread out to a width of nearly 50 miles. Altogether these mountains form an almost continuous barrier between the central valley and the Pacific Ocean - a barrier broken only at the Golden Gate. While these mountains and their valleys provide natural north-south routes for communication and travel, they do not have many natural east-west passes for an easy movement of traffic.

Earthquakes are a problem for the Bay Region - a problem that arises from the physical structure of the land. Cutting across the coast range are two major fault zones: The San Andreas and the Hayward. East of these mountains, in the Calaveras Valley is the Calaveras Rift zone. Recent studies indicate that the geologic foundation and careful construction of buildings are first considerations for earthquake protection.

\* PRELIMINARY REGIONAL PLAN for the San Francisco Bay Region, Association of Bay Area Governments, November 1966.

## 2. VISUAL FACTORS

Foster City's location as an island extending into the San Francisco Bay provides an ideal visual setting. From certain vantage points, winding lagoons, canals and lakes offer expansive vistas. The sight of sailboats, offering pleasant animation on the water, add zest to the scene. Gulls and other marine birds as well as shore birds provide interesting accents.

To the east, the Bay offers a panorama of salt-water, visible however, only from the dike or from elevations of two or more stories. At night, the well-lighted San Mateo Bridge provides an attractive focal point on the horizon, and excellent views of the lights of Bay-Area cities are afforded.

To the west, the Santa Cruz Mountain range, frequently capped with low-hanging clouds or wrapped in fog provides further scenic diversion.

Unfortunately the height of the dike obstructs the Bay view for residents on ground floors and for motorists driving along Beach Park Boulevard. The arched bridges crossing the inland lagoons offer only brief glimpses of lagoons and other waterways.

However, unsightly television antennae, poles and uncontrolled lights, exposed laundry, storage of various raw materials, illicit parking of boats, trailers and automobiles, poorly planned landscaping, excessive building height, unsightly buildings, etc. are strictly controlled by deed restriction and covenants.

Other high quality visual symbols are the uniquely designed bridges, street lights and fire hydrants, each having won awards for their originality and attractive appearance.

Limited public landscaping in boulevard medium strips provide relief to the wide expanses of concrete streets. Streets are frequently curved and change abruptly in elevation as they bridge the lagoons.

Homes are generally custom-built, with widely-varying, distinctive appearances. Many abutting the lagoons have boat docks for their own boat launching.

Parks generally extend the attractiveness of the lagoons. Likewise, the presence of abutting lagoons add to the appeal of the neighborhood parks. This is especially true with respect to Central Park which was designed so as to integrate land and water into an attractive complex.

From the moment one passes over the lagoon upon entering Foster City over a beautifully lighted arched bridge, a marine atmosphere is apparent; even at times and places water is not visible, its presence is felt, at least psychologically. Opportunities for aquatic views from such places as the Lobster Trap Restaurant provide the opportunity to combine dining with views of the lagoon.

### 3. AUDIO FACTORS

Foster City is sufficiently removed from the freeways to be free of heavy traffic noise. The internal circulation system tends to minimize unnecessary traffic in front of many homes, the extensive use of cul-de-sacs eliminating through traffic.

The established "Declaration of Restriction, Conditions and Covenants" insures against excessive noise and vibrations. The prohibition of motors on the lake and lagoons, and other disturbances are carefully controlled.

However, the easterly and northerly portions of the city are adversely affected by excessive noise from jet aircraft, taking off or starting their landing approach at nearby San Francisco airport. The noise level appears to vary, depending on the path and altitude of the aircraft, primarily. It was noted that, even in such closed buildings as Audubon Elementary School, the noise was distracting, at least for persons not fully conditioned to the sounds. In Gull Park, airplanes flew directly overhead, creating intense, shrill noise which interfered with conversation and was extremely discomfoting to park patrons. It was observed that the paths of some of the commercial airplanes were westerly of the Outer Marker, placing them excessively over Foster City. Even as much as 300-400 yards made a substantial difference in the noise level, the sound being much less obnoxious when reaching a person at an angle, as when the planes flew directly over the Outer Marker or easterly of it. About 95% fly westerly of the Marker over Foster City, however.

### 4. CLIMATE

Climate in the Bay Area is generally mild throughout the year, making outdoor recreation possible to a greater extent than in many other areas of the United States.

Cool breezes during summer months help keep Foster City refreshed, the stronger winds occurring during the afternoon. Occasional strong winds have created dust storms affecting neighborhood 9 especially. They occur mainly on the undeveloped flat areas where total absence of windbreaks and vegetation provide no natural barriers. Plowing furrows by the DPW has minimized dust except during unusually high, sustained winds.

Variations in climate, however, influences the choice of recreation activities; cold air, especially, interferes with swimming, picnicking, sun-bathing and boating at times. Adults and teen-agers complain of the cold air and water as they affect beach swimming.

Excessive wind has been a matter of concern for future exposed tennis courts, swimming pools and other athletic facilities, including the proposed Marina High School physical plant.

Winds are generally favorable for sailing; however, with continued construction, especially of high-rise apartments, undesirable shifts in wind could become a nuisance, such as has been experienced at Lake Merritt in Oakland, California.

Fog is limited, though subject to the same conditions that affect the Bay in certain periods of the year. Smog constitutes a potential threat, as with other Bay area cities, though probably to a lesser degree than in inland cities.

# PART I

INVENTORY

B. ECONOMIC ENVIRONMENT

## 1. COMMERCIAL

Foster City lies within one of the most active and prosperous commercial regions in the nation, and the commercial sector of the economy of the Bay region has led to the cosmopolitan aspect of the area and its people. This factor is very important in the future of Foster City, in that the high income-high leisure time characteristics of its occupants demand more than the average in recreation facilities.

The final development of Foster City, according to the Master Plan revised 7-26-68, calls for 171 acres of commercial property in the town center and a total of 238.4 acres throughout the entire development. At this time 104 acres are fully developed and the balance is partially filled.

At present there is a shopping center (Port-O-Call) consisting of 17.5 acres in neighborhood #2. A 3.1 acre shopping center is proposed in neighborhood #3, a 12.4 acre shopping center in neighborhood #4 and commercial developments in neighborhoods 7, 8 and 9.

## 2. INDUSTRIAL

T. Jack Foster & Sons, developers of Foster City, have published an excellent brochure promoting the industrial park proposed for Foster City. This park is proposed to cover 320 acres (the acreage allotment calls for 224 acres) with ample space for more than 150 plants. The park in Foster City would be located at the hub of the San Francisco Bay Area Industrial-Commercial Complex, adjacent to the 19th Avenue freeway, with the new high-level San Mateo Bridge feeding directly into the park.

Covenants protect property values covering architectural control, off street parking, landscaping, land use and other factors essential to efficient, productive industrial facilities.

The brochure predicts that annual tax costs per acre per year for industrial land in this park compares favorably with other San Mateo County industrial property. Utilities are provided underground with curbs, gutters and sidewalks maintained by local municipal agencies.

The park is located in an excellent proximity to the San Francisco Airport, the Southern Pacific tracks, the Bay Shore freeway, the San Mateo Bridge and Bay Area Port facilities, as covered in the transportation section of this report.



### 3. RECREATION FINANCES

Expenditures relating to the recreation function by the District began in fiscal year 1964-65 with an expenditure of \$509 for park maintenance. This was increased in the fiscal year 1965-66 to \$19,470 reflecting the costs of maintaining newly constructed park areas, including boulevard parkway landscaping.

In 1966-67, \$4,103 was expended for seasonal recreation, primarily for the swimming instruction and lifeguarding at beaches. In the same period, \$43,358 was expended for maintenance of parks.

In early 1968, the District Board approved a tax levy of \$.05 per \$100 of assessed value, earmarked for recreation equipment and functions. As a result, this special tax reserved \$29,361 in the 1967-68 budget. Expenditures for fiscal year 1967-68 specifically for recreation totalled \$7,245, leaving a reserve of \$26,466. Funds available to the Recreation Department totalled \$33,711. Park Department expenditure for this same period was \$66,855 or a total of \$100,566 (expenditures and recreation reserve) budget for the functions of parks and recreation.

The current proposed budget of \$125,123 for the fiscal year 1968-69 is allocated as follows:

Recreation	\$40,342.00	
Recreation Reserve	<u>17,521.00</u>	
Total: Recreation		\$57,863.00
Total: Parks		<u>67,863.00</u>
Total: Recreation & Parks		\$125,123.00

Based on an estimated average population of 7,500 for the fiscal year 1967-68, the apparent per capita expenditure for recreation and parks was \$13.40\*, based on an estimated 8,000 average population in 1968-69. This increases to a per capita appropriation of approximately \$15.60\*\* for recreation and parks for the fiscal year 1968-69, of which an estimated \$7.25 per capita is scheduled for the recreation department operation.

#### NOTE:

1. Budget allocations for recreation and parks are actually in separate accounts, in accordance with the current organization which houses the park maintenance function within the Public Works Department.

\* Actual expenditures for the year were approximately \$9.88 per capita for both recreation and parks, the balance held as a reserve.

\*\* Actual anticipated expenditures will be approximately \$13.45, the balance of \$17,521 held in reserve.

T A B L E 1

Summary of Recreation and Park Expenditures for Foster City

Function	1964-65 Actual Expend.	1965-66 Actual Expend.	1966-67 Actual Expend.	1967-68 Actual Expend.	1968-69 Estimated Budget
Recreation	-0-	-0-	4,103	7,245	40,342
Recreation Reserve	-0-	-0-	-0-	26,466	17,521
Recreation Total	-0-	-0-	4,103	33,711	57,863
Parks	509	19,470	43,358	66,855	67,260
Total Recreation and Parks	509	19,470	47,461	100,566	125,123

2. Recreation Department expenditures reflect funds used for the purchase of children's playground equipment for the further development of existing parks.

#### 4. TRANSPORTATION

Foster City is very advantageously located at a transportation cross-roads of the Bay area. Its location on Route 101 Bay Shore Freeway at the western end of the San Mateo Bridge to Hayward and the East Bay area, with an interchange at Foster City assures fast and direct access to the nine County Bay area.

San Francisco's International Airport is just seven minutes from Foster City and major port facilities, all within a few miles of Foster City, are readily available for access to the Pacific.

Two Southern Pacific tracks are located near Foster City.

This excellent transportation system brings a population of 4,105,000 within 90 minutes from Foster City and a population of 5,649,000 within three hours of Foster City. This transportation system also allows Foster City residents to travel to a wide variety of recreation sites ranging from Pacific Ocean beaches to Sierra Mountain ski areas in relatively short periods of time.

# PART I

INVENTORY

C. SOCIAL ENVIRONMENT

1. GENERAL

A. POPULATION

Data on the annual growth of population in Foster City is limited. The estimate of existing population in October 1968, contained in the chart below, is obtained by counting the houses on the October 1968 aerial photo and comparing this count against the water bills sent out in October 1968 by the District. Discussion with Mr. W. G. Clark, Vice-President, T. Jack Foster & Sons, established the rented units in the apartments in neighborhood #1. Discussion with Mr. A. W. Warren, Director of Public Works, EMID verified that this estimate is reasonably accurate.

FOSTER CITY POPULATION

October 1968

Total Population

Neighborhood #1

Single Family Units, Off Water:	379 x 3.81 =	1,443.9	
Single Family Units, Waterfront:	43 x 3.81 =	163.8	
		<u>1,607.7</u>	1608
Commodore Apartments:		887	
Tradewinds Apartments:		143	
Franciscan Apartments:		388	
		<u>1,418</u>	1418
			<u>3026</u>
			3,026

Neighborhood #2

Single Family Units, Off Water:	552 x 3.81 =	2,103.1	
Single Family Units, Waterfront:	64 x 3.81 =	243.8	
		<u>2,346.9</u>	2,347

Neighborhood #3

Single Family Units, Off Water:	494 x 3.81 =	1,882.1	
Single Family Units, Waterfront:	9 x 3.81 =	34.3	
		<u>1,916.4</u>	1,916

Neighborhood #4

Single Family Units, Off Water:	140 x 3.81 =	533.4	
Single Family Units, Waterfront:	None		
			<u>533</u>
		Total October/68	<u>7,822</u>

In all cases, computations for population both present and projected have been obtained by using the multipliers on page 3 of the FOSTER CITY AMENDED GENERAL PLAN, dated August 1966.

B. HOUSING

Several home-building firms are active in Foster City and are all evidently quite happy with the development, according to conversations with them. We are informed that the lowest cost home in Foster City in 1968 is about \$31,500 running up to about \$60,000. The small lots with board fences around, and the proliferation of natural wood with excellent landscape treatment tends to overcome the flatness and monotony of the overall Foster City site. In time this can be corrected, of course.

## 2. RECREATION

### ORGANIZATION FOR RECREATION SERVICES

Public recreation service in Foster City, as in many communities, began as a part-time/seasonal program. The main program centered around the lagoon swimming beaches at Gull Park and Erckenbrack Parks, involving the employment of part-time and seasonal swimming instructors and lifeguards at announced hours and days. In addition, an organized swimming instruction program called "Swim-To-Live" program was established which, in 1968, provided instruction for three levels of ability. The lessons were offered in a series of 10 half-hour sessions. A fee of \$5.00 was charged to make the program generally self-supporting. Lifeguards were employed at an hourly rate of pay (\$2.75 to \$3.00 per hour) for 40 weeks. Beaches were guarded from 10:30 AM to 4:30 PM. In addition, for the more skilled swimmers, a swim club was given the opportunity to have advanced instruction through use of the Aragon High School swimming pool one hour daily. A fee of \$10.00 was charged per month for each swimmer; fees were retained by the instructor, who assumed the costs of pool rental and other expenses.

### SUPERVISED PLAYGROUND PROGRAM

In response to requests from the Foster City Community Association, a full-time, Summer Recreation Director, Dr. Paul Brown, Assistant Professor of Recreation, San Jose State College, was engaged to plan and conduct the first professionally organized summer recreation program. Previously, limited attempts by part-time leaders to organize such activities and events as teenage clubs, fashion shows et cetera met with limited response due mostly to the lack of training and experience, rather than to lack of participant interest.

With San Jose State College recreation majors as playground directors (students preparing for the profession of recreation), a daily program of recreation was established at the Foster City School playground from 9:00 AM to 5:00 PM, starting June 17 and continuing through August 23. Activities included both free play and organized recreation including arts and crafts, sports and games, storytelling, drama, music, nature activities, and special features such as trips to places of interest and playground shows.

Concurrently, special classes were organized under the leadership of part-time specialists including the following:

<u>Type of Activity</u>	<u>Meetings</u>	<u>Fee</u>	<u>Remarks</u>
Tiny tots	9:30 - 11:30 AM	\$2/ wk	Age 4-5
Creative dramatics	T, Th., 1-3:00 PM	\$5/ 8 wks.	Age 8-12

## 2. RECREATION

Type of Activity	Meetings	Fee	Remarks
Creative dance	W. 1-3:00 PM	\$5/ 8 wks.	Age 4-6
Modern dance	W. 2:15-3:15 PM	\$5/ 8 wks.	Age 7-10
Ballet	W. 3:30-4:30 PM	\$5/ 8 wks.	Age 9-15
Bowling lessons	M. 12:30-2:00 PM	No Fee	Age 8-15
Intermediate bridge	M. 8-10:00 AM	\$8/ 10 wks.	Adult
Yoga	M. 10-11:00 AM	\$8/ 10 wks.	Ladies
Dog obedience class	S. AM	___/ ___ wks.	Adults/Youths

Response to the classes was enthusiastic. Limitations on space for further classes and organized recreation activities was an obstacle to continued expansion.

### CHILDREN'S ACTIVITIES

One of the most active groups in Foster City was the Little League Baseball program for boys. With aid from several sources in providing funds for equipment, facilities on temporary lands, and enthusiastic adult leadership, this program attracted some 200 boys playing on 12 teams in 1968 summer season. The usual Boy Scout and Girl Scout group activities with their attendant Cub and Brownie Scout groups have been gradually expanding activities, hampered, mainly, by lack of parent leadership. Other such groups included the YMCA Indian Guides, Bluebirds, and Campfire Girls. In addition, certain adult groups provided opportunities for participation as part of their activities (e.g., the Island Sailing Club).

### LIBRARY SERVICES

In the absence of a library building in Foster City, the San Mateo County Librarian provides limited services via a bookmobile stationed at Erckenbrack Park and/or the Port-O-Call shopping center. During the early fall it was available for 4-5 hours once a week, with plans for the times to be increased to two times weekly (Monday and Thursday) from about 2:30 PM to 8:00 PM. The County Librarian reports that the service is heavily used.

### ADULT ACTIVITIES

Recreation through group affiliation in various classes of instruction, informal participation and competition or exhibition was offered by a multitude of club-

## 2. RECREATION

type organizations. While some have specific purpose, not necessarily considered recreational in nature, they met many of the recreation needs of adults in terms of the accepted definition. The following list is not offered as a complete list but as an indication of the variety and nature of such groups in which Foster City adults participate:

Men's Softball League, Hillbarn Theatre, Foster City Art League, Lions Club, Newcomers Club, League of Women Voters, Foster City Square Dance Club, Men's and Women's Bowling Leagues, Foster City and Audubon Elementary School PTA's, Island Sailing Club, Foster City Community Association, Voters League, YWCA, Peninsula Symphome, Foster City Garden Club, Sew and Chat, Discussion Clubs, church clubs and fellowship groups, Camaradas Club.

### PRIVATE RECREATION

While most clubs and organizations are open to appropriate membership, facilities, services and club affiliations offered to apartment dwellers are exclusively for residents in accordance with terms of rental. Activities provided include swimming and sunbathing, shuffleboard, tennis, table tennis, sauna baths, putting greens, exercise rooms, club meeting rooms and lounges, and dining facilities. At the Commodore Apartments, a teenage room provides limited equipment such as bumper pool.

### FAMILY RECREATION

As previously reported, many forms of recreation preferred by adults involve the family. This is especially true of such activities as sailing, swimming, picnicking, fishing, gardening, bicycling, tennis, dining out, concerts and movies, walking, camping, skiing, bowling, shop work, and backyard barbecues. The setting for such activities range from the homes which include a variety of design features for leisure-living, but extends to include San Mateo City and County parks, Golden Gate Park and the State Parks and Beaches, San Francisco cultural and recreation resources of many types, and even some of the more commercial attractions locally and in San Francisco.

Added to the above are the mass forms of entertainment such as radio and television; no figures are available on the relative use of television of Foster City residents compared with people living elsewhere. It can be surmised that a relatively high frequency of TV-watching takes place, not only by adults, but by many children for whom there are inadequate recreation opportunities.

The full extent of use of parks, pools, theaters, bowling alleys, golf courses, and other public, private and commercial facilities is not easily determined.



## 2. RECREATION

However, a questionnaire survey sampled 400 households of Foster City, revealing that the most frequent recreation activities are as follows:\*

### Men's Activities:

Sailing, swimming, golf, fishing, reading, bicycle riding

### Women's Activities:

Swimming, bicycle riding, sewing, art work, walking, sailing, gardening

### Family Activities:

Swimming, sailing, bicycle riding, tennis, bowling, picnicking, fishing

### Adults With Friends:

Golf, cards, bowling, sailing, swimming, tennis

### SCHOOL RECREATION

Extensive opportunities for school-related recreation are available to high school students attending schools in San Mateo and Burlingame. The usual program of sports competition through intramurals and varsity teams is open to Foster City students as well as others. As in the case of many high school sports programs, some limitations prevail: Emphasis on highly skilled performers; Emphasis on so-called major sports, with limited concern for such sports as archery, boating, golf, tennis, marksmanship, badminton, horseshoes, and similar games with high carry-over value but of less spectacular nature. One special problem hampering students at present is the travel distance to attend practices and to view varsity sports due to the fact that Foster City youth currently must be bussed to high schools outside Foster City. Even the use of a so-called "activity bus" does not make sports participation convenient or inspiring.

Nevertheless, a menu of varied activities exists at most schools, though varying from school to school they include such activity areas as music (instrumental and vocal) groups, dramatics, cheer leading and baton twirling, hobby groups and others.

\* See Table 4 - Part III

## 2. RECREATION

### CHURCH RECREATION

Considerable opportunity is afforded children attending churches in or near Foster City to take part in fellowship groups, social events, discussion groups and other church-centered activities. One teenage group is reported to have met an unusually favorable response in meeting the needs of certain youth. Adults, too, enjoy the special kinds of activities offered within the church community, thus relieving some of the pressure for other recreation resources.

### COMMERCIAL RECREATION

Relatively little if any commercial recreation is currently available in Foster City, with the exception of that associated with the Lobster Trap Restaurant, for adult dining, primarily. No snack shops, milk bars or lunch stands are available at present. The absence of movie theatres, either indoor or drive-in is significant. No bowling alleys, billiard parlors, golf courses or driving ranges or miniature golf courses have been constructed to date. The Port-O-Call boat livery provides space for dry storage of sailboats. Until recently, sailboat rentals were offered but apparently have now been eliminated as a service.

In contrast, and possibly on exploring the void in commercial recreation facilities in Foster City, a large number of such facilities and services are within half an hour's drive of Foster City: Some indication is reflected in a summary of the more common type commercial recreation facilities: Bowling alleys - 9; public golf courses - 7; private golf courses - 6; miniature golf courses - 3; movie theatres - 32; and billiard parlors - 16. NOTE: This list is not necessarily complete and does not include the San Francisco area.

Added to such places commonly identified as recreation facilities are: Restaurants and dining rooms, bars, motels with swimming pools, and the like. In addition, because of the accessibility to San Francisco and Oakland, a variety of major league sports are available including professional football, basketball, baseball, hockey, soccer, horseracing, auto racing and boxing. Supplementing these professional sports are numerous college sports events covering the range of collegiate athletics at the University of California at Berkeley, San Francisco State College, San Jose State College, University of Santa Clara, San Mateo Junior College, San Francisco City College, Mills College, Foothill Junior College and others.

Cultural events are numerous, with San Francisco the center of interest for opera, symphony, band concerts, ballet, legitimate theatre, musicals, circuses, shows and exhibitions of many kinds (flower shows, auto and boat shows, livestock shows, antique shows, etc.). Music, drama and art events are offered at the colleges, universities and junior colleges. Added to these are literally dozens of high school events providing opportunities to view recreation events. Perhaps few regions in the United States provide comparable recreation opportunities.

## EXISTING RECREATION - PARK OPPORTUNITIES

### FOSTER CITY\*

#### Parks

The parks in neighborhoods no. 1 and 2 are developed and those in neighborhood

Neighborhood	Park	Size	Function
1	1 - A	.86a	Playlot Neighborhood park
1	1 - B	.86a	Playlot Neighborhood Park
1	Erckenbrack	3.52a	Playlot Beach - Park
2	2 - A	2.43a	Playlot Neighborhood Park
2	2 - B	1.55a	Playlot Neighborhood Park
2	Gull	3.14a	Playlot Beach - Park
3	3 - A	2.12a	Playlot Neighborhood Park
3	3 - B	.62a	Landscape
3	3 - C	2.42a	Neighborhood Park
3	Marlin	3.07a	Playlot Beach - Park
Town Center	Central	13.28a	Sub-Community
All	Lagoons	-	Open Space

no. 3 are under construction. None of the parks developed to date fall under any standard classification\*\* and are fixed in size and type of development by approved tracts.

#### SCHOOLS

The school in neighborhood no. 1 is temporary (Foster City Elementary) and is furnishing 4.2 acres of recreation play space and equipment on the 7.4 acre site.

The Audubon School in neighborhood no. 2 is complete and is furnishing 4.2 acres of play space and equipment on its 7.3 acre site.

The Bowditch Middle School is under construction and when an elementary school is added, this 20.9 acre site will be about 2.0 acres below minimum California standard. (See suggested plan for facilities needed, including possible swimming pool).

#### GENERAL

The Recreation and Park Master Plan, prepared by Kenneth R. Anderson Co., Inc. in September 1965 contains detailed breakdown of the original concepts, sizes, functions, etc. which fixed the present parks and school sites, so we will not repeat that information in this study, but refer to it.

\*See individual Park Maps and Master Plan Map.

\*\*See Part II Standards.

## SAN MATEO CITY

The Recreation Department in San Mateo to the west of Foster City provides a comprehensive, year-round program of 250 or more professionally-planned and administered activities. Four recreation centers, a newly constructed swimming pool, 19 playgrounds, parks and beaches are maintained in cooperation with other agencies, while schools are used to a limited degree to supplement municipally-owned recreation facilities. Preference is given to San Mateo residents in all programs. A wide range of recreation opportunities are available.

## SAN MATEO COUNTY

Regional recreation needs for Foster City residents are met through an elaborate system of public and private valley, mountain and ocean parks and beaches totaling over 12,000 acres operated in San Mateo County. A wide range of activities are possible within an hour's drive of Foster City, including: walking and hiking, boating, picnicking, shooting (riflery and pistol), day and overnight camping, nature study, archery, swimming, golf, horseback riding, and a variety of sports activities.

Additional areas are under consideration, thus expanding regional resources available to Foster City.

The 30 acre area designated as Regional Park at Foster City is presently undeveloped and offers little if any recreation for residents. It is to be water-oriented with limited docking facilities, boat launching, swimming beach, screen planting, picnicking and sanitary facilities.

The County could acquire the area outside the levee along the Bay for landscaped scenic area with trails and paths, but no swimming.

The old San Mateo bridge is being converted to a 3,400 ft. fishing pier. The area at the end of the bridge is owned by the State of California and will be designated for future interchange.

The County Parks and Recreation Director, Mr. Ralph Shaw, has indicated willingness to cooperate with EMID on all future area developments.

## STATE

Within relatively easy driving distance of Foster City are a number of parks and beaches to serve the Bay and peninsula area including Portola State Park, Big Basin State Park, Henry Cowell State Park and a series of state park beaches from San Francisco to Santa Cruz. These offer a wide range of outdoor opportunities including fishing, picnicking, camping, hiking, nature study and passive recreation such as painting, bird watching, photography and sightseeing.

## NATIONAL

Within a couple of hours drive, John Muir Woods National Monument and Pt Reyes National Seashore provide spectacular scenic views and active outdoor recreation opportunities. Within access for weekend, holiday and vacation distance are a wealth of state parks, national forests, national parks and national recreation areas too well known to require enumeration.

## WATER-ORIENTED RESOURCES\*

Water oriented recreation is among the most sought-after of all recreation activities. A review of existing resources for marine activities is revealing: Some indication of the interest in boating, in spite of the high costs of this activity, especially for the larger type boats, is shown in a review of current boating in the Bay Area. More than 12,700 spaces for wet storage of boats over 22 feet in length exists, with some 2,100 additional spaces for dry storage. As of 1965, there were 193 launching ramps and 77 hoists in the Bay Area, with 270 lanes of launching space available. Boat registration was 83,000 in 1965 in the nine Bay Area counties, a rise of 57% since 1960.

Facilities for boater-camping areas for overnight stops are estimated at no more than 686 units.

Some 80% of the owners of boats under 12 feet in length list fishing as their primary activity, while less than 30% of those with larger than 25 feet list fishing as their main boat usage. Water skiing is reported to be the main sport of some 20% of boat owners.

The heavy increase in sports fishing and boat sight-seeing is shown by the virtual capacity use of commercial wharf facilities such as at San Francisco's Fisherman's Wharf.

An indication of the heavy use of beach facilities of the Bay, despite the generally cold water, was a reported 565,000 participation days at Coyote Point Beach in 1966, nearly total capacity.

A currently estimated 21,200 linear feet of beach now exists in the Bay Area to meet a demand that exceeds this quite substantially.

In summary, the participation and use of marine facilities throughout the Bay Area is well beyond existing capacity in many instances. Thus, while opportunities yet exist for Foster City boaters to utilize the regional boating-marine facilities,

\*See BCDC Reports

the pressure for their use gradually decreases their accessibility and attractiveness for Foster City boaters, water skiers, campers, fishermen, and swimmers, making it greatly desirable to have improved local resources.

Extensive efforts are being made to preserve national habitat for wild life around the bay, and the area across Belmont Cove is a very valuable resource to Foster City.

#### PUBLIC RELATIONS

Mimeographed pamphlets, posters, and news releases in the Foster City Progress provide considerable information about the recreation program in Foster City, with public information increasing somewhat the past year.

# PART II

STANDARDS FOR RECREATION-  
PARK PLANNING

A. PURPOSES

## PURPOSES OF THE RECREATION & PARK MASTER PLAN

1. ESTABLISH GOALS . . . To establish challenging goals for imaginative recreation areas, facilities, services and programs.
2. ORDERLY DEVELOPMENT . . . To contribute to the planned, orderly development of the Foster City recreation-park system, services, and programs to keep pace with the needs of the growing community in meeting the objectives for recreation in Foster City.
3. PLAN FOR PUBLIC RECREATION DEPARTMENT STRUCTURE . . . To provide guidelines for the establishment of recreation-park services as a permanent department of the Estero Municipal Improvement District governmental structure.
4. AID TO BUDGETARY PROCESSES . . . To aid both short-term operating and long-range capital outlay budgeting processes through carefully determined finance goals, objectives and schedules.
5. INSURE EFFECTIVE USE OF LANDS . . . To insure the most effective utilization of available land and water resources for public, private and commercial recreation.
6. COORDINATE ESTERO MID DEPARTMENTS . . . To insure coordination with other Estero Municipal Improvement District departments including public improvements for maximum services at least cost.
7. ENCOURAGE COOPERATION WITH SCHOOLS . . . To encourage maximum cooperation between Estero Municipal Improvement District and San Mateo School Districts, leading to the most exciting, best recreation and education programs possible for Foster City.
8. COOPERATE WITH OTHER AGENCIES . . . To effect cooperative relationships and minimize conflicts with such other public agencies as San Mateo County Planning Department, Parks and Recreation Department, and County Library; City of Mateo Parks and Recreation Departments; State of California agencies such as the Department of Parks and Recreation, Fish and Game, Small Craft Harbors, Highway Department; and other public agencies, while protecting the recreation opportunities of Foster City.
9. INFORM THE CITIZENRY . . . To insure an informed, interested citizenry willing to support action programs essential in the development and maintenance of an effective public recreation system in Foster City.



# PART II

STANDARDS FOR RECREATION-  
PARK PLANNING

B. APPROACHES TO PLANNING

## B. APPROACHES TO PLANNING

Stated simply, the approach to Recreation & Park Master Planning for Foster City consists of determining answers to the following questions:<sup>1</sup>

### What does Foster City currently have in the way of recreation?

This involves a thorough inventory of all aspects of the problem, including legal organization, finances, personnel, facilities, programs and services.

### What should Foster City have?

This requires the establishment of goals and standards against which one can measure what now exists.

### What are the deficiencies?

These are determined by comparing what exists with the goals and adopted standards.

### How should the deficiencies be remedied?

This involves a determination of an orderly and feasible, though challenging program of implementation to achieve the goals.

Perhaps the most demanding aspect of the problem open to debate is that of establishing goals and standards. In considering alternatives, planners are faced with a choice of several approaches:

### THE TRADITIONAL APPROACH:

This is based on the assumption that what has been done to date has been acceptable and successful; thus, should be adopted as desirable goals and standards.

### COMMENT:

Citizen reaction as determined in numerous ways shows that recreation goals have not been set, effective standards have not been established, nor have results been entirely satisfactory. This approach, is therefore, rejected.

<sup>1</sup> Howard G. Donford, Creative Leadership in Recreation (Boston: Allyn and Bacon 1964) pp 107-109

### THE CURRENT PRACTICE APPROACH:

This involves merely copying what has been done in other communities and applying them in Foster City without modification or taking into account local circumstances.

### COMMENT:

In the absence of valid research, there is no substitute for the utilization of experience of others in planning. This process is utilized to the fullest possible extent; however, standards were modified to meet the special circumstances of Foster City.

### THE EXPRESSED DESIRES APPROACH:

This method relies mainly on surveying current interests and opinions.

### COMMENT:

Such a procedure is highly desirable and was employed to provide maximum opportunity for people of Foster City to express desires and opinions. In recreation, largely based on personal likes and desires, such a process is valuable, especially in starting recreation activity programs. However, the planner must be aware of certain weaknesses:

- A. People's current interests now may or may not reflect later interests.
- B. Less than 25% of the ultimate population can be surveyed. Planning must not ignore the needs of the other 75% when they become Foster City residents.
- C. Inexperienced people are handicapped in their ability to tell a planner what is really needed, mostly out of ignorance of the potential for recreation. They must rely on the experience of trained professionals.

### THE AUTHORITARIAN APPROACH:

Professionals tend to state their case as indisputable truths. While it is necessary for planning to be dynamic and forthright, it should be recognized that the planner can misjudge both facts, opinions, and intent of those in key roles. Thus, the plan must be applied with common sense and flexibility, recognizing the subjective nature of planning for and with people in such a broad area as recreation.

# PART II

STANDARDS FOR RECREATION-  
PARK PLANNING

C. DEFINITIONS OF TERMS

## C. DEFINITION OF TERMS

### RECREATION

Recreation has different meanings to people, depending on their background, training and interests. Failure to understand and appreciate the needs of others for forms of recreation other than that enjoyed personally or by one's family is not uncommon.

Recreation is defined in a variety of ways from poetic to psychological concepts. Mr. G. Ott Romney views recreation not so much a specific activity as what activity does to the participant. He says it is "not a matter of motions but emotions". In essence, recreation could be virtually anything: what one person might consider work, another may consider play or recreation.

According to the State of California Education Code, recreation means ..... "any activity, voluntarily engaged in, which contributes to the physical, mental, or moral development of the individual or group participating therein, and any activity in the fields of music, drama, handicraft, science, literature, nature study, nature contacting, aquatic sports, and athletics, or any of them, and any informal play incorporating any such activity".

### PARKS

This term, too has come to have various meanings to the layman, especially. In essence, it connotes something natural and beautiful. However, the term is also being applied to trailer storage areas (trailer parks) and sites for manufacturing (industrial parks). With respect to recreation, people frequently refer to any outdoor, beautified area used for recreation, either active or passive as a "park". From the standpoint of professional analysis and planning of function, however, more precise definitions are necessary and are described as follows:

#### 1. Playlot or Totlot

This small facility is for children of pre-school age; is the equivalent of the backyards of single-family homes. It provides a place for children to play under the watchful eye of parents or older children. Small playground apparatus, sand boxes, paved surface for wheeled toys, and space for informal games are typical of play lots. For apartment house residences where densities are high and individual backyard play space is not feasible, playlots are necessary to have play space close to home. Generally, except for public housing areas, playlot facilities and leadership are not provided by the public recreation agency.

#### 2. Neighborhood Playground

As the name implies, this area serves the elementary school-age (6-14) children in one neighborhood and provides developed play space for a population ranging from 2,000-5,000 population, which includes 450 to 1,000 children. The **service** radius is from 1/4 to 1/2 mile. Sizes range from 3 to 10 acres. The playground typically provides space for pre-school children (apparatus, sand box, paved area, sports fields for softball, baseball, touch football, soccer, field hockey, etc; turf area for low-organized games; multiple-use paved area for basketball,

handball, roller-skating, dancing, paddle-tennis, volleyball, badminton and shuffleboard); area for outdoor handcraft, drama, nature study, and storytelling; shaded area for barbecues, picnicking; area for older persons, horseshoes, croquet, shuffleboard, boccie, and checkers; shelter house for inclement weather recreation, table tennis, and quiet table games, club meetings, and other activities requiring shelter. The building also includes rest-rooms, equipment and supply storage, and administration space. Parking is usually limited, except when a Recreation Center is included.

### 3. Neighborhood Park

Typically, this has been a small, landscaped area, primarily designated for passive recreation such as sitting on park benches, strolling and contemplation. The size varies from a fraction of an acre to several acres. Facilities are usually limited to walks, drinking fountains, park benches, picnic tables and fireplaces, trees, shrubs and floral plantings. Such areas provide relief from paved areas, even for the passing motorist. Parking is usually not provided, since the area is within easy walking or bicycling distance from the place of residence.

### 4. Neighborhood School Playground

This area is comparable to the Neighborhood Playground, except that it is planned primarily to meet the daily needs of the elementary school curriculum. Depending on the policy of the school system, this playground can and often does include all of the previously described areas; by being available for neighborhood recreation use it avoids duplication of separate recreation areas.

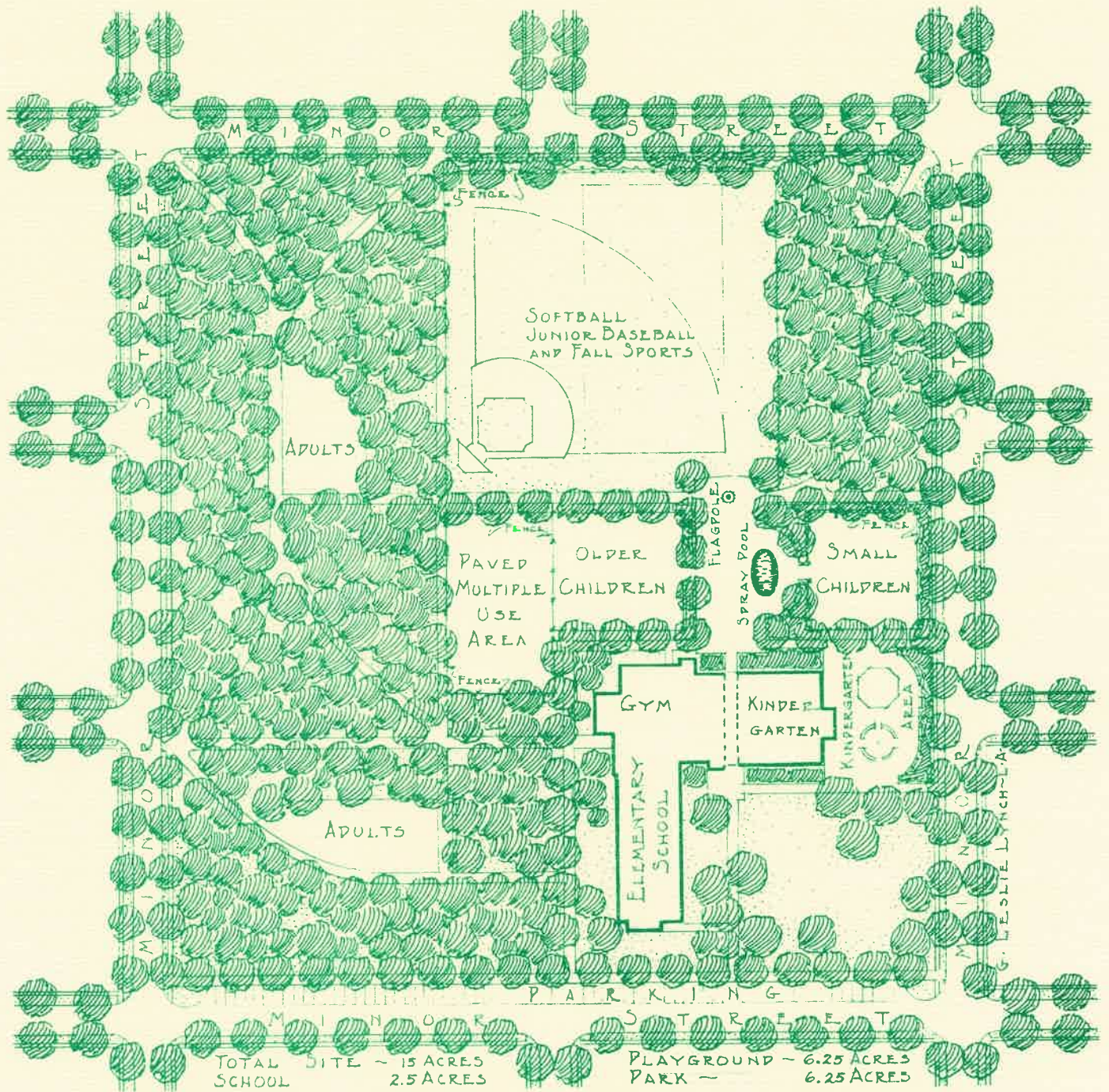
### 5. Neighborhood Playground Park\*

More frequently, the recreation facilities of the Neighborhood Playground and those of the Neighborhood Park are combined (sometimes in connection with the elementary school site). This has the advantages of serving the entire family rather than just children. The combined space is conducive to effective landscaping, thus avoiding the sterile, dusty, unattractive playgrounds which sometimes become an eyesore and a nuisance to residents. The neighborhood Recreation Park, then, serves a population comparable to the population of 2,000-5,000 with a service radius of about 1/4 to 1/2 mile. When combined park-school sites are planned, the jointly-designed and managed areas provide more recreation opportunity at minimum cost of space, utilities and buildings, the school serving as the park shelter-restroom-storage facility.

### 6. District Playfield

This type of area is required for older teenage and young adult sports and athletics including baseball, football, track, tennis, handball, soccer, field hockey, volleyball, badminton, horseshoes, paddle tennis, basketball, archery, swimming, outdoor drama, etc. Building facilities include gymnasiums, indoor swimming pool, social hall, craft workshops, club meeting rooms, restrooms, bath house-locker facilities, storage and administrative space. Such a playfield can serve 4 or more neighborhoods, drawing on a service radius of one mile. The population served ranges from 8,000 to 20,000. Because participants travel by automobile, ample parking space is

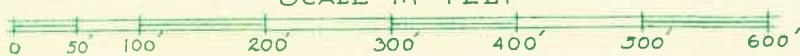
\* Called by NRA "Recreation Park".



# A NEIGHBORHOOD RECREATION PARK

TO SERVE A POPULATION OF 5000

PLAN PREPARED BY THE NATIONAL RECREATION ASSOCIATION  
SCALE IN FEET



required. Facilities are frequently floodlighted for night use. Approximately 20 acres are essential for this type area.

#### 7. District Park

Like the Neighborhood Park, emphasis is on natural, beautified terrain, especially such features as lakes, streams, wooded areas, hills and ravines. Space for hiking, picnicking, day camping, nature trails, swimming, boating, bicycling and other unorganized recreation are commonly enjoyed in such areas. Walks provide an opportunity to get away from sights and sounds of traffic, business and other distractions. Parking is required for distant visitors, since the participants may come from a mile or more. The population served is comparable to the District Playfield. Acreage varies but a minimum of 20 acres is desirable. Often as much as 50-100 acres are used for this function.

#### 8. District Recreation Park

In manner comparable to the combined neighborhood park-school playground, cities frequently include extensive recreation facilities within a district park if space permits. On occasion, limited special purpose facilities may be constructed within the park such as tennis courts, swimming pool and recreation center building. Due to the need for diversified facilities and space for extensive natural wooded and turfed areas having a park-like character, a minimum of 20 acres is essential, but preferably it should be as large as possible. When combined with junior or senior high school sites and facilities, some reduction of combined space is feasible without loss of function.

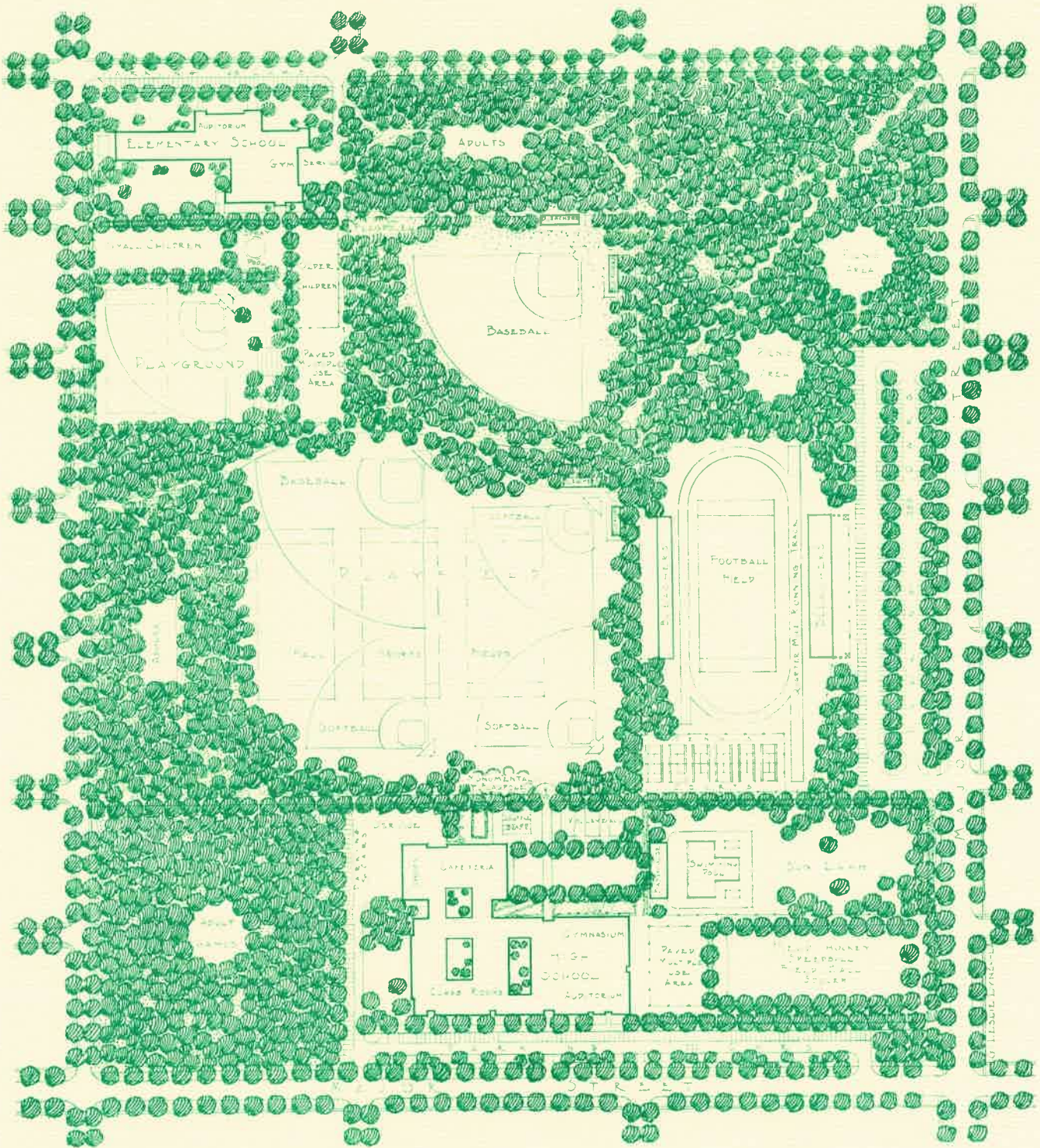
#### 9. Community Park

Most cities attempt to have at least one major park area to serve the entire population. Large acreage is required, ranging from a minimum 100 acres to tracts of a thousand or more acres, especially for large cities. Examples of the latter are Golden Gate in San Francisco (1,000 acres), Forest Park in St. Louis (1,380 acres), Balboa Park in San Diego (1,100 acres) and Central Park, New York (840 acres). The community park provides varied recreation choices for the family or the individual, from active recreation (all sports) to passive recreation such as picnicking, listening to band concerts and the like. The community park should be within an hour's drive of home. Depending on the geographic location, facilities are available for space-consuming recreation such as horseback riding, boating, hiking, overnight and day camping, golf, target shooting, and nature study. Because of the space involved, such parks are sometimes located outside the city limits, sometimes 10-20 miles distant, as is Denver's 10,000 acres mountain park.

#### 10. Recreation Center

Sometimes known as a Community Center, this is a building complex, usually located within a spacious park area, designed especially for recreation. While often designed in relation to park, playfield and school site or civic center, it is operated to meet most types of community recreation functions, individual or group. Common features of such a Center are: Large social hall, club and meeting rooms, lounge, gymnasium, locker room, swimming pool, arts and crafts workshop, auditorium or theater, nature center or museum, art center, restaurant or snack bars, music listening room, library, lobby and waiting room, and necessary rest-room - locker room facilities. Often, the Recreation Center facilities are designed in conjunction

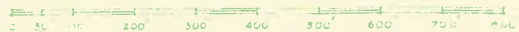




# A DISTRICT RECREATION PARK INCLUDING A NEIGHBORHOOD AREA

PLAN PREPARED BY THE  
NATIONAL RECREATION ASSOCIATION

SCALE IN FEET



POPULATION SERVED  
DISTRICT 20000  
NEIGHBORHOOD 5000

ACREAGES	
PARK	300
PLAYFIELD	250
PLAYGROUND	63
ATHLETIC FIELD	53
AND TERRACE	36
HIGH SCHOOL	50
ELEMENTARY SCHOOL	25
TOTAL SITE	777



with such out-of-door facilities as a barbecue-picnic patio, amphitheater, swimming pool, spacious turf-ed areas, botanical gardens and other landscaping. Teenage rooms are frequently designed with special concern for their specified needs. When located adjacent to or in the vicinity of such other public buildings as schools, libraries and civic centers, multiple use, including dynamic school curricular innovations, is feasible.

Much depends upon the relationships developed among agencies and the concepts formulated in joint efforts to plan, finance, design and operate for mutual benefits. Space in such Recreation Centers varies greatly, depending on the recreation functions offered and the relationship to other facilities. The Recreation Center serves the entire community.

#### 11. Neighborhood School-Recreation Center

Supplementing the Community Recreation Center, elementary and junior high schools frequently are planned and operated for "round-the-clock" use, providing space in addition to or in lieu of such space as gymnasiums, swimming pools, craft or workshops, kitchen facilities, meeting rooms, and auditoriums. Both provide an opportunity for neighborhood indoor recreation activities, social activities and meetings close to home, reducing the overall space required of a Community Recreation Center to meet all such needs. It has become increasingly evident that taxpayers desire maximum use of expensive school facilities for recreation purposes. Limitations on school-centered recreation vary widely from place to place but include: Lack of availability due to extensive school programs extending into evening hours, especially for athletics, drama, music, and adult education, design limitations which make the conduct of recreation programs inconvenient or expensive (high maintenance costs, lack of zoned operations, and inflexible facilities); lack of cooperation between school and/or recreation authorities.

#### 12. SPECIAL PURPOSE RECREATION FACILITIES

A multitude of special purpose recreation areas and facilities are often planned, either as a part of the general recreation areas, or as separate entities. The list may include but is not limited to the following: Swimming centers or beaches; horticultural gardens and conservatories; golf courses, golf driving ranges; tennis courts or centers; rifle-pistol ranges, trap-shooting and skeet ranges; bowling greens; archery ranges and field archery courses; roller and ice skating rinks; outdoor theaters, marinas, day camps, art centers, and museums.

From the standpoint of maximum use, the trend is to combine some of these recreation facilities with general recreation areas, not only for maximum use but for economy of management.

#### 13. COMMERCIAL RECREATION FACILITIES

A variety of recreation services are often provided by commercial interests, frequently referred to as the "private sector" resulting in the development of many important facilities including: Indoor and drive-in movies; bowling alleys, billiard or pool rooms, miniature golf courses, golf driving ranges; regulation golf courses; marinas; motels and hotels; theaters; restaurants, snack shops;

night clubs and dance halls.

#### 14. PRIVATE RECREATION FACILITIES

A growing trend is the provision of recreation facilities financed, constructed and managed under non-profit, private auspices by neighborhood organizations: apartments, fraternal clubs and special interest groups such as swimming, tennis, golf, archery, hunting, fishing, flying and others. Quasi-public agencies such as the YMCA/Boys Clubs of America sometimes provide such recreation facilities for their members as building-centers, day camps and overnight camps.

#### 15. PARKWAY OR MEDIAN STRIP

The basic meaning of parkway is a corridor of landscaped park area through which a thoroughfare runs from one park to another. More commonly, it has been stated as including the landscaped center or median strip separating lanes of a boulevard, as well as that portion of land located between the sidewalk and curb in which street trees are commonly planted. The parkway, especially when well designed and landscaped, serves such purpose as adding to the beauty and attraction of each street and the city generally. Trees provide shade, resulting in lowering of the temperatures in the summer and reducing wind velocity by serving as windbreaks.

# PART II

STANDARDS FOR RECREATION-  
PARK PLANNING

D. STANDARDS

#### D. STANDARDS

A standard as defined (\*) is "that which is established by authority, custom, or general consent, as a model or example". A criterion of validity is a test of the standard. Thus, the experience of other agencies in the effectiveness and feasibility of the standard must be considered. No single source of standards is adequate and planning must recognize the existence of local and state legal requirements, as well as those most widely employed because of research, experience or adoption by professional societies. In certain instances, compliance with standards is necessary to qualify for state and federal grants.

The most widely acclaimed set of standards for community recreation are those which the National Recreation Association (now National Recreation and Park Association) has developed over a period of many years. In addition, the California Committee on Planning for Recreation, Park Areas and Facilities developed and published a more stringent set of standards devised for the various geographical settings of the state. Entitled Guide for Planning Recreation Parks in California, these standards have been quoted by authorities throughout the nation as highly desirable. However, relatively few California cities have attempted to fully comply with these standards. Further, they are limited primarily, to recreation-park land acquisition and development.

Another set of standards was developed by some of the nation's foremost authorities in the fields of school and community health, physical education, athletics and recreation entitled: Planning Areas and Facilities for Health, Physical Education and Education. An excellent source for the specifics of planning and design, the Guide will be used sparingly in the Foster City Recreation Master Plan. Such other professional organizations as the American Society of Planning Officials, Committee on Parks and Recreation Standards and the International City Managers' Association have also published standards. However, they frequently refer to the National Recreation Association standards as realistic and time-tested.

Therefore, the National Recreation Association standards have generally been used throughout the study, modifying such standards according to criteria which are explained to meet Foster City's specific requirements.

#### RECREATION-PARK SPACE STANDARDS\*\*

Several methods are commonly used to determine the amount of land and water areas to be devoted to parks, recreation areas and open space. The most frequently-used standard, based on acreage of land per population is one (1) acre for each 100 population—the standard most often adopted. Another method of land allocation is the suggested standard that 10% of the total city areas should be devoted to parks and open space. Both techniques will be used in this Recreation & Park Master Plan.

\* Webster's Collegiate Dictionary, Fifth Edition, 1940, P. 970

\*\*See definition of recreation areas for standards of function.

Obviously, having sufficient total park lands, regardless of the method of evaluation, does not fully satisfy community recreation needs. The additional criteria of accessibility, distribution and function must also be considered. The total available recreation-park acreage should be allocated as follows:

1. Neighborhood playgrounds (parks): One acre for each 800 population, with a 5 acre minimum, located not more than 3/8 mile from the user.
2. Playfield/District Park: One acre for each 800 population, with a minimum 12-30 acres, located not more than 1 mile from the user, at junior high and high school.
3. Community Park: 1 acre for each 200 population, with a minimum size of 100 acres and within walking and easy driving distance of all residents.
4. Reservation: Area of 500-1000 acres or more depending on the type of terrain, serving the entire community and within driving distance for daily use.
5. Recreation Center Building:\* Located within walking or easy driving distance, and containing from 11,600 to 27,600 square feet of floor space, depending on its relationship with school building space, as follows:

Facility	Adjoining Jr. or Sr. HS (Square Feet)	Separate structure (Square Feet)
Arts and crafts room	*	4,000
Science study rooms	*	4,000
Social halls	4,000	4,000
Multi-purpose rooms	*	3,000
Kitchen	300	300
Administration offices	300	300
Teenager's lounge	2,000	2,000
Hallways, storage, display and sanitary facilities	5,000	10,000
Total	11,600	27,600
+Site, parking, etc.		

#### 6. SPECIALIZED AREAS

Facility	Area	Dimensions Required	Standard per Population
*Arboretum		-	1/10,000
Archery range	300'	50' x 450'	1/ 1,500
Baseball diamond	90' diamond	300' x 300'	1/ 6,000
Bicycle trail	-	-	1/ 2,500
Bridle trail	-	-	1/ 2,500
Bowling green	14' x 110'	120' x 120'	1/ 1,500

\*Source: Guide for Planning Recreation Parks in California

\*\*Consideration in selecting plant materials for street trees, park and school area planting and public facilities landscaping.

Facility	Area	Dimensions Required	Standard per Population
Boating facility	-	-	1/ 2,500
Band shell	-	-	1/10,000
Botanical garden	-	-	1/10,000
Basketball court	50' x 94'	60' x 150'	-
Boccie area	18' x 62'	30' x 80'	-
Croquet area	30' x 60'	30' x 60'	-
Casting pool	-	-	1/ 2,500
Camp	-	-	1/10,000
Football field	160' x 360'	180' x 420'	-
Handball court	20' x 34'	30' x 45'	1/ 1,500
Horseshoe area	40' spacing	12' x 50'	-
Roque court	30' x 60'	30' x 60'	1/ 1,500
Recreation pier	-	-	1/ 2,500
Ice-skating area	-	-	1/ 2,500
Shuffleboard court	6' x 52'	10' x 64'	1/ 1,500
Golf course (9)	75 A	-	- **
Golf course (18)	140 A	-	-
Softball diamond	60' diamond	250' x 250'	1/ 3,000
Tennis court	36' x 78' doubles	60' x 120'	1/ 2,000
Volleyball court	30' x 60'	50' x 80'	-
Swimming		15 sq. ft./swimmer	3% population
Soccer field	210 x 330	240 x 360	1/ 1,500

Source: Rodney, Lynn S., Administration of Public Recreation

### 7. Library Services

Public library services are an important public recreation service, although not always identified as such, especially when serving public school education purposes. Libraries are frequently operated under several auspices, depending on the tradition of the area. In Foster City, library services are available as part of the San Mateo County Library System. A tax of \$ .202 for each \$100 of assessed value is levied against Foster City property owners, as with other county property owners. Thus, Foster City is entitled to library services.

\*\*One (1) 18 hole course for first 20000 population  
plus one (1) 18 hole course for each additional  
30000 population ---- National Golf Foundation.

San Mateo County Librarian System suggests three levels of services, with varying standards:

Type A. Libraries

1. 20,000 population and over
2. Annual circulation of 100,000 or more
3. 5,000 or more borrowers
4. 4,000 or more reference transactions per year

Type B. Libraries

1. 5,000 to 20,000 population
2. Annual circulation of 25,000 or over
3. 600 or more borrowers
4. 15,000 or more reference transactions per year

Bookmobile

1. 5,000 population or less
2. New and rural areas
3. Isolated areas because of freeways or poor transportation facilities

Library space is calculated on the basis of 0.4 sq. ft. per capita or a projected 14,000 sq. feet for a city of 35,000. Book collections are calculated on the basis of 2.5 volumes per capita for 10,000 or less population or 2 volumes per capita for 10,000-50,000 population. Staff for an area such as Foster City would ultimately include one (1) Librarian II, two (2) Junior Librarians and several part-time aides.



## 8. FINANCE

Any standard suggested for recreation-park expenditures must be adjusted to consider such factors as inflation, geographic location, assessed value of the community, and newness of the development. Since recreation comes as close to being a "grass-roots" type of service, each community determines the amount it is willing to spend for its recreation and park system. There is no financial aid in California from state (or federal) sources for operating expenses, as for education. On the other hand, a number of federal and state financial grant programs are available under certain specified conditions for land acquisition, development, planning, beautification, and other functions which could aid the recreation-park system of local government.

One of the most useful devices for determining how much should be spent on recreation is to use the experience of comparable cities. A 1964 study showed that expenditures for recreation-parks had increased substantially since the fiscal year 1950-51 as shown in the following table.

### EXPENDITURES FOR RECREATION AND PARKS IN CALIFORNIA CITIES

Fiscal Year	Range		Average	Increase
	Low	High		
1950-51	.85	11.14	4.72	
1955-56	.66	13.17	6.08	29%
1960-61	1.84	24.45	8.52	40%
1963-64	1.63	25.72	8.71	2% (3 yr. span)

For the Foster City Recreation & Park Master Plan, a survey was made of the expenditures for selected cities in the Foster City-Bay Area, cities under 35,000 (the planned population potential for Foster City), and other California cities. (See Table 2 which follows).

An analysis of the survey reveals that for 14 Foster City-Bay Area cities the following expenditures were made for the fiscal year 1966-67, according to the Annual Report of Financial Transactions for Cities of California, Office of the State Controller, Sacramento, California.

### EXPENDITURES FOR BAY AREA CITIES FOR RECREATION AND PARKS FOR FISCAL YEAR 1966-67

	Low	High	Average
Operating Expenditures	3.40	23.41	9.81
Capital Outlay Expenditures	.04	14.60	3.59
Total Expenditures	3.44	38.01	13.40

TABLE 2

Survey of California City Expenditures for Recreation and Parks, 1966-67

City	Population June 30, 1964	Expense Operating	Capital Outlay	Total Expense	Per Capita Expenditure		
					Operating /	Outlay /	Total
<u>Cities in Foster City Area-Bay Area</u>							
Redwood City	52,100	481,748	440,292	922,040	9.25	8.46	17.71
San Mateo	78,600	614,601	61,792	676,393	7.80	0.79	8.59
Berkeley	11,268	1,182,555	727,291	1,909,846	10.50	6.46	16.96
S. San Francisco	42,000	366,112	80,303	446,415	8.71	1.91	10.62
Palo Alto	56,000	1,311,469	315,707	1,627,176	23.41	5.63	29.04
San Carlos	24,050	170,826	91,615	262,441	7.10	3.81	10.91
Burlingame	25,700	259,637	48,419	308,056	10.10	1.88	11.98
Daly City	57,163	283,030	5,994	289,024	4.95	0.15	5.10
Menlo Park	28,750	219,448	31,616	251,064	7.63	1.10	8.73
Milbrae	19,350	65,761	809	66,570	3.40	0.04	3.44
San Bruno	35,200	256,062	16,080	272,142	7.28	0.46	7.74
San Francisco	755,700	11,953,544	1,550,557	13,504,101	15.80	2.05	17.85
San Leandro	69,600	628,831	1,017,156	1,645,987	9.01	14.60	23.61
Richmond	79,800	986,298	241,446	1,227,744	12.39	3.02	15.41
<u>Cities of 35,000 and under (approx.)</u>							
Manhattan Beach	35,300	181,020	34,961	215,981	5.13	0.99	6.12
Lynwood	35,800	231,833	22,513	254,346	6.46	0.63	7.09
Beverly Hills	34,050	747,472	107,798	855,270	21.95	3.16	25.11
Culver City	33,100	365,790	9,277	375,067	11.02	0.28	11.30
La Mesa	32,800	223,987	7,321	231,308	6.82	0.22	7.04
Huntington Beach	29,920	623,457	282,576	906,033	20.81	9.44	30.25
San Carlos	24,050	170,826	91,615	262,441	7.09	3.81	10.90
Burlingame	25,700	259,637	48,419	308,056	10.10	1.88	11.98
Menlo Park	28,750	219,448	31,616	251,064	7.63	1.11	8.74
Milbrae	19,350	65,761	809	66,570	3.40	0.04	3.44
San Bruno	35,200	256,062	16,080	272,142	7.28	0.46	7.74
Monterey	25,100	434,896	5,038	439,934	17.21	0.20	17.41
Pacific Grove	13,450	237,794	73,370	311,164	17.65	5.45	23.10
<u>Other California Cities</u>							
Pasadena	119,600	2,464,860	345,277	2,810,137	20.30	2.88	23.18
Montebello	41,200	521,294	273,656	794,950	12.68	6.63	19.31
Long Beach	344,168	5,983,991	11,720,237	17,704,228	17.37	34.00	51.37
Inglewood	85,000	694,454	97,620	792,074	8.16	1.15	9.31
Los Angeles	2,702,500	24,885,833	810,087	25,695,920	9.21	0.30	9.51
San Diego	638,900	5,085,253	1,327,706	6,412,959	7.96	2.08	10.04
Whittier	78,939	449,216	53,740	502,956	5.69	0.68	6.37

A comparison was made of 13 cities in California having a population of approximately 35,000 and under with results as shown below:

EXPENDITURES FOR CITIES OF APPROXIMATELY 35,000 AND UNDER  
IN CALIFORNIA FOR RECREATION AND PARKS

	Low	High	Average
Operating Expenditures	3.40	21.95	10.96
Capital Outlay Expenditures	0.04	9.44	1.75
Total Expenditures	3.44	31.39	12.71

A study of certain other cities reveals an even greater range of expenditures for larger cities of \$5.70 per capita for operating expenditures and \$0.60 per capita for capital outlay expenditures to a high of \$20.50 for operating expenditures and \$34.00 per capita for capital outlay expenditures for one city. Since these were selected, an average would serve no purpose.

For all California cities, an average expenditure of 9.4% from the general fund was made for recreation and park services in the 1966-67 fiscal year.

For Foster City, initial expenditures for capital outlay for park land acquisition and development would normally require a proportionately higher expense than for cities where the park system was substantially developed. To a limited degree, this will also apply to operating budgets in establishing and equipping the public recreation service. That is, initial expenses for office equipment, basic recreation equipment for conducting recreation activities such as public address system, record players, motion picture projector and screens, athletic equipment, tools for arts and crafts and such materials will boost the initial expenditures slightly higher than they may be once a department is well equipped. Compensating reductions, however, would be based on the fact that programs may have to be developed as interest and demand dictate, with expenditures for operating budgets for recreation programming showing only a gradual increase.

Finally, one factor which could influence a slightly higher-than-average percentage for expenditures for recreation and parks in Foster City is the high standard established for all other development commensurate with the higher-than-average priced homes. These reflect an average family income which is higher than most cities with which comparisons were made. A study made by Western Mortgage Company and published in a Special Report to the Estero Municipal Improvement District in March, 1966 showed that the average male income was \$11,600 for Tract 827, an increase of \$1,200 over Tract 822 and \$2,100 over Tract 801 and 3.

For the same period of time, the average sale price of one type home had increased from \$24,800 in Tract 801 and 3 to \$29,200 for Tract 827. There is little doubt that this is substantially higher than comparable figures for most of the other California cities studied.

An initial standard of \$16.00-\$18.00 per capita is considered essential to provide for the level and quality of services needed to meet the current demand for recreation in Foster City.

#### Standard for Budget Allocation

Approximately 50% of the budget should be allocated for park maintenance expenditures and 50% for recreation program. Of the recreation budget, the following budget plan is suggested initially:

- Salaries and wages - 65%
- Equipment and supplies - 15%
- General operating expenses - 5%
- Development, maintenance and repairs - 15%

Park maintenance operating expenses fluctuate a great deal, depending on the stage of development and the extent of the recreation programming. For example, when the demand for ball diamond servicing increases, this cost will increase. As a general guide to park maintenance standard, a general division of the budget will allocate approximately 60% of the expenses to labor, the percentage increasing as the budget becomes larger. General estimates of park maintenance costs, for planning purposes, have ranged from \$78.00 per acre to as much as \$5,118 per acre, the latter where intensive care is required. The costs of school-type ground maintenance increases somewhat more (as much as 40%) due to the heavier and more frequent use.

## 9. RECREATION PROGRAM

Criteria for a community recreation program.\* The following may be considered essential criteria for an adequate recreation program regardless of the size or type of community or the agency providing it. They are based upon the principle that all such programs should minister to individual and social needs, afford outlets for creative expression, and contribute to a fuller life for all the people. They take into account the activities which everyone needs and which have a universal appeal, as well as individual differences in recreation tastes and interest. These criteria have been widely accepted by recreation authorities.

Every community recreation program should:

1. Provide equality of opportunity for all. This democratic principle applies particularly in the field of recreation. For example, as far as possible all neighborhoods, not just a favored few, should have adequate playgrounds. Facilities and programs should be sufficiently broad and well distributed to enable all the people to be served.
2. Serve all ages. It should provide for children of all ages, young people and adults, including the aged. Facilities for adults should not be expanded if children's play needs are thereby neglected, and in meeting the demand for youth programs, the older people's needs should not be overlooked.
3. Provide equally for both sexes. Activities for men and boys still receive a lion's share of consideration in many cities. Men and boys and women and girls are entitled to equal opportunities in the recreation program.
4. Provide opportunities for co-recreation. Many activities can be enjoyed most fully when engaged in together by people of both sexes. The program should provide many opportunities for participation in appropriate co-recreational activities. They are especially important in programs for youth and older adults.
5. Encourage family recreation. Many forms of recreation tend to divide or separate the family. Opportunities should be provided for the family to play together, either as a separate unit or with other family groups, in the home and at outside areas and facilities.
6. Provide a wide range of individual choices in different types of activities. The program should not be devoted primarily to a single type of activity such as athletic games and sports, to the neglect of other interests, but should include games, music, arts and crafts, nature, drama, social recreation, and other activities.
7. Include relaxing as well as active forms of recreation. There are times when people do not desire strenuous activity. Some people find their greatest satisfaction in quiet or passive recreation. Programs should provide not only for vigorous participation but for the enjoyment that comes from watching, listening, or contemplation.
8. Offer possibilities for varying degrees of skill and ability. Some measure of success is necessary if the activity is to afford satisfaction and contribute to the individual's personality development. The person of average skill and the "dub" must be provided for as well as the very proficient, since the former are more numerous and need greater encouragement.

9. Provide activities of a progressive nature. Few people keep a long-continuing interest in activities unless they afford challenging goals or objective. Organization of music, drama, or craft groups, for example, which function on different levels of skill or ability offer incentives for individuals to advance to higher achievement.
10. Carry over the leisure-time skills and interests developed in the schools. The recreation program should make it possible and easy for young people who in school have played on athletic teams or taken part in other extracurricular activities to join groups in which their interests and abilities may continue to find satisfactory expression.
11. Include activities that will persist at the adult level. So many activities can be carried on into adult life that they should have an important part in community recreation programs. In the field of sports, for example, swimming, tennis, and volleyball satisfy this criterion, whereas track events and football do not.
12. Continue throughout the year. People need recreation twelve months of the year, and a responsibility rests upon the city to provide a year-round program. Activities are especially needed during seasons when other recreation opportunities are limited.
13. Provide activities for different periods of free time. Noon hours, after-school periods, weekends, holidays, twilight hours, recess-periods, vacations, all afford opportunity for recreation. Unless these periods are utilized, the needs of many people are likely to be neglected and valuable opportunities for service lost. The recreation needs of people who work nights or who have unusual free-time periods must not be overlooked.
14. Represent cooperative planning. This is exceedingly important if recreation is to function in a democratic setting. Program participants and the public should share with the professional staff and the governing bodies in developing the program. Only when this is done does the program truly reflect the desires of the people it is intended to serve.
15. Encourage individuals and groups to provide their own activities. The recreation program should encourage people to use initiative in developing their own program ideas. By stimulating interest and developing self-leadership, individuals can be helped to provide recreation for themselves and the groups to which they belong.
16. Be related to other local programs. Cooperative planning with other organizations providing recreation assures maximum use of available resources and enriches the total recreation opportunities in the community. It also prevents duplication or overlapping in recreation services.
17. Furnish outlets for satisfying group activity. Through the recreation program people should have opportunities to achieve a sense of belonging, to develop social qualities, and to experience the fellowship which results from participating membership in a group.
18. Recognize the different tastes and interests of the individual. Important as group activity is, the needs and personal development of the individual should receive primary consideration. As the well-known recreation leader Ott Romney has said, programs must "shun assembly-line methods, mechanized processes, wholesale production, and specialization in sedatives."
19. Provide outlets for creative expression. Although it is important that large numbers of people be served in activities in which the cre-

- ative factor has little significance, the needs of individuals who desire outlets for their creative ability should not be neglected.
20. Serve the specific interests and needs of the people in different neighborhoods. The racial, economic, and cultural backgrounds of people affect their recreation interests and needs. Consequently neighborhood programs, as well as activities for individuals, need to be diversified and adapted to conditions in the various parts of the city.
  21. Provide for the ill and handicapped. Special consideration should be given to the needs of the ill and handicapped who normally are unable to use the facilities or to participate in the regular activities unless these are adapted for them.
  22. Afford opportunities for developing good citizenship. The program should include activities in which team play is featured rather than individual achievement, cooperation stressed rather than competition, and opportunity afforded for leadership and service. Through the program, people should learn by experience the values of cooperative effort in service to the community.
  23. Utilize fully all existing properties. Indoor and outdoor recreation facilities which are idle or restricted to one or two activities when they are capable of serving many uses represent an economic loss as well as a failure to realize full service potentialities. The program should be planned so facilities can yield the maximum returns in enjoyable activity for the largest number of people.
  24. Make possible the wisest use of available resources. Unwise or extravagant expenditures for special services for a limited number deprive the majority of essential, greatly needed recreation opportunities. In spending money for leadership, facilities, supplies, or other purposes, the best interest of the largest number of people should be considered.
  25. Place recreation opportunities within the financial abilities of all the people. Facilities and activities can render maximum service only if they are free or available on payment of fees or charges which a large part of the population can afford. Many essential services must be free and easily accessible to all.
  26. Conform to recognized program standards. Many national organizations have adopted standards setting forth desirable procedures for the conduct of certain activities, for participation in various events, for organizing competition, and for personal conduct. The program should reflect the adoption of such appropriate standards or their modification to conform to sound local recreation policy.
  27. Assure safe and healthful conditions for recreation activity. The contribution which recreation can make to healthful living is realized only when precautions are taken to protect the health and safety of participants and spectators. Safeguards are of primary importance in program features such as swimming, boating, camping, and in strenuous competitive sports, particularly when engaged in by junior boys and women and girls.
  28. Be subject to continuous evaluation. Only those phases of the program that truly afford satisfactions to the participants, serve basic needs, and produce a response that justifies their cost should be continued. Authorities, staff, and participants should share in a periodic evaluation of the program. Flexibility is essential. Both short-term and

long-range planning are necessary, but programs should be subject to revision as experience proves change to be desirable.

29. Provide opportunity for contact with nature. Sand and water play are primary interests of young children; gardening, nature study and aquatic activities provide city dwellers with direct contact with the earth and water, which have been so important to man's development.

## 10. LEGAL ORGANIZATION FOR RECREATION PARK SERVICES

Local political subdivisions in California are legally permitted to establish public recreation in several ways, including municipal departments, school-administered recreation, or special recreation districts. The statutes which describe the powers and limitations are summarized in a publication entitled Recreation In California, Compilation of Laws Relating To Recreation, State of California Recreation Commission, Sacramento, California.

Among the important laws are those which provide for the free use of public schools for recreation (so-called Civic Center Act), Chapter 9, Articles 1 and 2 of the Education Code.

The law provides for the levying of up to \$.05 per \$100 of assessed value by each school district for community recreation purposes. These monies can be used to contract with other recreation agencies in providing public recreation services on school properties.

The "special district" statutes authorize the establishment of a separate, special district whose boundaries may or may not coincide with the municipal boundaries, and authorizes the levy of a tax for recreation purposes, the acquisition of lands, employment of personnel and administration of recreation programs.

Sufficient enabling legislation exists to permit public recreation and/or park services to be established in the way the political jurisdiction feels is best fitted to meet the needs.

## 11. DEPARTMENTAL ORGANIZATION

Several courses of action are open when structuring public services to meet recreation service demands, including separate departments of Recreation and Parks, however, the national trend is to combine such services under a single department of Recreation and Parks. According to the American Institute of Park Executives report "Trends in Consolidation of Parks and Recreation", 1964, the following advantages are listed according to 50 executives surveyed:<sup>1</sup>

\* "Certain Basic Assumptions Underlying the Work of the National Recreation

<sup>1</sup> Association", Recreation, Vol. 28, no. 7, p. 313, October, 1934  
American Institute of Park Executives, Trends in Consolidation,  
Oglebay Park, Wheeling, West Virginia, 1964, p.15-16



1. Stimulation of long-range planning and concerted effort toward development of more adequate areas and facilities.
2. A reduction in the complexities of government.
3. Simplification of operating procedures.
4. Closer coordination between facilities and program.
5. Reduction of overlapping and duplication of services.
6. An increase in the prestige of the services.
7. A clearer interpretation of the program.
8. Budget savings.
9. Improved services at all levels, particularly in equipment and personnel.
10. Better response from the public through better-planned facilities.
11. Centralization of responsibility and authority.

Thus, the functions of Recreation and the variety of settings, both general and specialized areas and facilities previously described should be coordinated by one executive whose education, experience and personal qualities are such that a smooth, responsible organization is created to meet the demands of the public with the least delay, conflict or waste of effort.

## 12. PERSONNEL

A key to effective departmental operation is the quality of professional and technical personnel selected.

The executive for the Recreation and Park Department is the DIRECTOR OF RECREATION & PARKS. This position demands an educational background, especially for this professional service. The minimum requirement should be a bachelor's degree in Recreation and/or Park Administration from an established college or university which provides such professional preparation. A master's degree is desirable, as is Registration with the Board of Park and Recreation Personnel, California Park and Recreation Society. Five years of progressive administrative experience, three of which shall have been with a public recreation and park service is essential.

Job Specification:<sup>1/</sup>Manages both Recreation and Park functions, including the development of comprehensive recreation programs and the operational and

1/ State of California Department of Parks and Recreation, Standards for Recreation and Park Personnel in Local Public Agencies, Sacramento: 1962, p. 27

developmental phases of parks, boulevards, recreation areas and facilities, playgrounds and specialized areas and structures. Although the basic policies are established by the governing jurisdiction, the Director of Recreation and Parks, in administering the policies, exercised a considerable degree of independent professional judgment in directing the work of the department. Serves as the technical advisor to the Recreation and Park Board, Commission or other authority responsible to the public for the Recreation and Park services.

#### Examples of duties

- \* Organizes and directs the services of a Recreation and Park Department in accord with the general policies established by the public authority.
- \* Prepares and justifies the budget; controls and supervises departmental expenditures.
- \* Recruits, selects and employs (subject to the personnel policies of the jurisdiction) the professional and other personnel needed for the successful operation of the department.
- \* Ascertains present and future needs for areas, facilities and program; prepares long term plans to meet those needs, including budgetary requirements.
- \* Directs the acquisition, planning, construction, improvement, and maintenance of all areas and facilities which are the responsibility of the department.
- \* Develops and administers a broad program of recreation activities for all age groups and interests, taking into consideration the resources and needs of the area.
- \* Counsels with community groups and individuals to determine program needs, area and facility requirements and improvements; to interpret scope and purpose of present operations; and to point out program deficiencies and areas in which expansion and improvements are needed.
- \* Gives direction and guidance to departmental staff by defining standards and principles of operation and, together with staff, establishes agency goals.
- \* Confers with other local, regional, state and national governmental and voluntary agencies concerned with recreation, parks, conservation and other recreation resources, so that cooperative planning and working relationships can be developed.
- \* Establishes procedures to maintain files, correspondence and records of the department; provides for a system of reporting, interpreting, and publicizing the work of the agency to the public.

Secretarial Services: One full-time secretary's services are needed, especially if offices are established in a recreation center. This position is an important one involving meeting the public, answering questions about programs, serving as receptionist, and generally assisting in the conduct of meetings, maintaining files, preparing informational materials and aiding in any way determined essential for effective office-center management. Specifications and qualifications should be established at a level to insure that the executive will not be forced to perform routine clerical services in place of professional duties.

Recreation Staff: Other positions to be considered on a part-time or full-time basis commensurate with program needs include: Supervisor of Boys and Men's Activities, Supervisor of Girls and Women's Activities, Supervisor of Park Maintenance, Swimming Pool Manager, Recreation Center Director, and Activity Specialists. These positions should be established according to the growth of the program, with specifications consistent with professional standards.

The next position to be established after the Director of Recreation and Parks should be the Supervisor of Girls and Women's Activities, who will also be Program Director. The third full-time member of the staff should be the Supervisor of Boys and Men's Activities. All future positions are dependent upon available funds and contingent upon program demands.

Much of the year-round staff needs, and the majority of summer-time staff requirements will be met with part-time personnel, usually teachers and advanced college students majoring in recreation or specialities needed.

Interns: If qualified professional staff are employed on a year-round basis, staff interns (Senior Recreation Majors) can be arranged through one or more Bay Area College Recreation Education Departments such as San Jose State College, thus extending professional services without cost to the taxpayer, and providing in-service training to future recreators.

Volunteers: Effective professional staff working on a year-round basis can recruit, train and utilize numerous volunteers to direct many kinds of recreation events, thus expanding programs while keeping professional staff and attendant costs to a minimum. A Volunteer Bureau is often established to provide an opportunity for retired men and women, housewives, and others to serve the community, thus meeting their own needs for recognition and service.

### 13. RECREATION & PARK ADVISORY COMMISSION

In lieu of a legislative, policy-making board, it is desirable to establish a broad, representative body of citizens to help interpret public needs to the department, and to assist in developing guidelines for the administration of the services. Such a body is often representative of the community as a whole,

rather than to represent any one group or interest. It should be made clear that the commission is purely advisory rather than legislative or administrative. A clear-cut written policy statement stipulates the functions of the Advisory Commission, terms of office and methods of selection.

#### 14. AFFILIATIONS

The department, and its staff should be affiliated with appropriate local, state and national professional agencies and societies to insure that the staff keep abreast of professional developments. The department should be a member of the National Recreation and Park Association for service. Members of the staff and one or more members of the Advisory Board should belong to the California Park and Recreation Commission and the National Recreation and Park Association. In due time, it is desirable to form a community council comprising representatives of schools, youth-serving agencies and public departments, in which education, youth work and community services are coordinated. Such a body is often known as a Council of Social Agencies and is supported by voluntary participation and membership.

# PART III

ANALYSIS & PROJECTIONS

OBJECTIVES FOR RECREATION  
& PARK SERVICES

## OBJECTIVES FOR RECREATION & PARK SERVICES

1. DEVELOP A PARK SYSTEM . . . Develop an attractive, diversified park system comprising imaginatively-designed indoor and outdoor areas and facilities to meet the varying interests of the residents.
2. PROVIDE A PROGRAM . . . Provide a comprehensive, year-round recreation program of high quality, available to all, regardless of race, creed, ethnic or socio-economic background, sex or age.
3. MAINTAIN PARKS . . . Maintain the park system in accordance with high standards to contribute to the beauty, charm and attraction of the city.
4. COOPERATE WITH SCHOOL DISTRICTS . . . Cooperate with school districts in the joint planning, design, development and operation of areas and facilities for the mutual good of both recreation and educational programs at lowest cost to the taxpayer.
5. UTILIZE LAND AND WATER . . . Utilize land and water resources in cooperation with both public and private agencies for the maximum development of recreation programs and services.
6. ENCOURAGE VOLUNTARY LEADERSHIP . . . Encourage individuals and organizations to provide volunteer leadership in expanding recreation programs.
7. COMBAT DELINQUENCY . . . Cooperate with schools, churches, parents and juvenile workers in combatting youth delinquency and behavioral problems, with emphasis on prevention.
8. AID IN GROWTH OF YOUTH . . . Develop an understanding of the special needs of youth and to plan wholesome recreation programs with their help, enthusiasm, and talent to meet these needs.
9. CONTRIBUTE TO PROPERTY VALUES . . . Encourage population stability and preserve property values by helping make Foster City an exciting place to live and raise a family.
10. DEVELOP CHILDREN'S LEISURE SKILLS . . . Provide opportunities to children to develop leisure skills and attitudes and to insure their ability to live full lives as adults and parents.
11. FOUNDATION FOR FRIENDSHIPS . . . Provide opportunities for people to meet and enjoy recreation in groups, thus forming new friendships in Foster City.
12. MAINTAIN HIGH STANDARDS OF FOSTER CITY . . . Maintain high standards of leadership, facilities and equipment consistent with the concepts generally associated with Foster City.
13. DEVELOP CIVIC SPIRIT AND PRIDE . . . Plan and conduct community wide recreation special events in cooperation with other organizations contributing to the development of civic spirit and pride in the community.

14. EVALUATE PROGRAMS AND SERVICES . . . Periodically evaluate the effectiveness of the recreation programs and services through suggestions, complaints, advisory committees, and special research where appropriate.
15. MODIFY TO MEET NEEDS . . . Modify recreation plans and programs as required to keep pace with changing circumstances, research findings and public interest.

# PART III

ANALYSIS & PROJECTIONS

A. ANALYSIS & PROJECTION  
OF DATA



## 1. TRAFFIC & PARKING\*

New kinds of highways will be needed if the region is to solve the growing problem of traffic congestion resulting from the use of private automobiles. Two such highways - super freeways and special expressways - are proposed as part of the transportation element of the Preliminary Regional Plan.

One of the most important features of the proposed transportation system is a coordinated transit system that takes advantage of the high volume carrying potential of mass transit and also allows for a considerable level of personal mobility by car.

The high cost of land in Foster City and the surrounding area should encourage planners and developers to consider the multiple use of paved parking space for such activities as court games, dancing areas, and other activities which can be held while parking spaces are not in use. Parking can also be encouraged under elevated buildings and the like.

## 2. LAND UTILIZATION

THE AMENDED GENERAL PLAN ACREAGE ALLOTMENT, REVISED 7/26/68, has been used throughout the study as the basis for classification of land. Tables 10, 11, & 12 compare the allocation of land for parks, schools and lagoons with accepted standards for recreation and parks and school land utilization. The Master Plan Map has also included land utilization in commercial and industrial uses to present the overall land utilization picture in Foster City.

## 3. PROJECTED TOTAL POPULATION

<u>Neighborhood #1</u>			<u>Population Total</u>
Single Family:	609	$\times 3.81 =$	2,320.3
Town Apartments:	150	$\times 3.18 =$	477.0
Garden Apartments:	529	$\times 2.42 =$	1,280.2
			<u>4,077.5</u>
			4,078
 <u>Neighborhood #2</u>			
Single Family:	730	$\times 3.81 =$	2,781.3
Town Apartments:	198	$\times 3.18 =$	629.6
High Rise	312	$\times 2.21 =$	689.5
			<u>4,100.4</u>
			4,100

\* PRELIMINARY REGIONAL PLAN for the San Francisco Bay Region, Association of Bay Area Governments, November 1966.

Neighborhood #3Population Total

Single Family: 711 x 3.81 = 2,708.9  
Town Apartments: 49 x 3.18 = 155.8  
Garden Apartments: 262 x 2.42 = 634.0  
3,498.7

3,499

Neighborhood #4

Single Family: 311 x 3.81 = 1,184.9  
Town Apartments: 231 x 3.18 = 734.6  
Garden Apartments: 1092 x 2.42 = 2,642.6  
4,562.1

4,562

Neighborhood #5

Single Family: 280 x 3.81 = 1,066.8  
Town Apartments: 340 x 3.18 = 1,081.2  
Hise Rise: 306 x 2.21 = 676.3  
2,824.3

2,824

Neighborhood #6

Single Family: 334 x 3.81 = 1,272.5  
Town Apartments: 182 x 2.18 = 578.8  
1,851.3

1,851

Neighborhood #7

Single Family: 1017 x 3.81 = 3,874.8  
Town Apartments: 159 x 3.18 = 505.6  
4,380.4

4,380

Neighborhood #8

Single Family: 717 x 3.81 = 2,731.8  
Town Apartments: 198 x 3.18 = 629.6  
3,361.4

3,361

Neighborhood #9

Single Family: 291 x 3.81 = 1,108.7  
Town Apartments: 531 x 3.18 = 1,688.6  
Garden Apartments: 633 x 2.42 = 1,531.9  
High Rise: 370 x 2.21 = 817.7  
5,146.9

5,147

Town Center

Town Apartments: 146 x 3.18 = 464.3  
High Rise: 312 x 2.21 = 689.5  
1,153.8

1,154

GRAND TOTAL

34,956

#### 4. RISING COST OF GOVERNMENT

It is common knowledge to the District Board members and the residents of Foster City that all costs have been rising at an accelerated pace over the last few years. The cost of land is rising sharply, cost of development and administration, wherein services are involved, are rising even more rapidly.

It is therefore in the best interest of the residents to acquire land for parks and to set up administrative and program services to affect economy of operation and management as soon as possible.

## 5. YOUTH PROBLEMS

Independent surveys of adults and youth about potential or existing problems of Foster City youth revealed some variance in concern for certain problems. However, both adults and youth ranked boredom for lack of wholesome recreation high. Youth considered it the No. 1 problem while adults considered it the No. 2 problem. Adults ranked use of drugs as their most serious concern, while students ranked it 4th. Young people are concerned for their leisure habits and waste of talent potential, ranking them 2nd and 3rd in concern, while adults rank leisure habits 4th in concern and waste of talent potential at the end of their list.

Both adults or parents rank concern about drinking 7th on the list. And both agree on seriousness of smoking, ranking it 5th.

A comparison of the rankings is shown in the table below:

### COMPARISON OF YOUTH PROBLEMS RANKED IN ORDER OF CONCERN

<u>By Adults</u>	<u>Rank Order</u>	<u>By Youth</u>
Drugs	1	Boredom
Boredom	2	Leisure Habits
Dangerous Driving	3	Waste of Talent Potential
Leisure Habits	4	Drugs
Smoking	5	Smoking
Personality-Phys. Dev.	6	Personality-Phys. Dev.
Drinking	7	Drinking
Waste of Talent Potential	8	Other

Interviews of juvenile authorities and studies of specific problems provide evidence justifying genuine concern by parents and civic leaders about welfare of the youth of Foster City.

Local Law Enforcement: Interviews of Chief Gordon Penfold and Captain Clark Kemske revealed that a careful analysis shows that there has been a relatively high rate of juvenile misbehavior and delinquent acts. Twenty arrests have been made of juveniles for narcotics, mostly marijuana. Some 35 burglaries were recorded in Foster City in 1967, eight of which were cleared. Arrests of juveniles for all causes in 1967 totaled 71.

It is obvious that the number of arrests for narcotics cover a relatively small proportion of those actually engaged in the use of drugs. Reports among teenagers are that from 80-90 per cent of students in one high school attended by Foster City youth have experimented with drugs in one form or another. There are no grounds for concluding that Foster City youth are less involved than other students. Nor is an above-average family income, middle or upper middle class status of parents a guarantee against juvenile delinquency.

Causes of the increases in all types of crime and delinquency in general, and drug use in particular, are not fully understood. No single social factor can be singled out as the one significant contributor. Therefore, it would be misleading to claim that better law enforcement or greater recreation opportunities will eliminate the problems.

Yet, it is well known that lack of wholesome things for youth to do for fun and excitement can aggravate the problem. The incidence of alienated youth seeking thrills, excitement and fun in dangerous ways can be substantially reduced through greater parental concern, personal interest in the activities of their children, and through a system of comprehensive public, private and commercial recreation opportunities.

Professor Melvin Miller, Chairman of the Department of Law Enforcement and Administration, San Jose State College was interviewed about juvenile problems. In answer to a direct question, he stated that there is no question that the availability of sound recreation areas, facilities and programs is one of the best deterrents to juvenile delinquency. He stressed that it makes more sense to spend a relatively small amount to prevent crime and delinquency than the enormous sums necessary to incarcerate and rehabilitate young people who have gotten into serious trouble. The costs of such rehabilitative treatment for an individual in trouble can run up to as much as \$18,000\* per year, according to the Superintendent of a rehabilitative center for boys in the midwest.

Conclusions: There is widespread agreement that a potentially dangerous situation exists with respect to the teenager in Foster City. The possibility exists at any time for tragedy to occur. Parents confronted with the problem of their teenage offspring under arrest for the first time are usually shocked, but generally anxious to keep the matter quiet. But, the fact is that no family, nor can a community, afford to do less than the best in heading off youth problems before they develop.

In perspective, the goals for youth should be of a positive nature, with the result that a great reduction of social problems will result. Nevertheless, it is important to realize consequences of failure to provide a wholesome climate and environment in which children and youth will have the best chances to develop into healthy, well-adjusted young adults.

Teenagers were asked if improved recreation in Foster City might reduce the problems previously described. A high percentage (89%) answered affirmatively, 4% answered No, and 7% had no opinion. Comments of 48% were to the effect of "...give us something to do" in explaining their "Yes" responses.

Miscellaneous comments ranged from: "Keep kids in Foster City . . . keep us out of trouble . . . develop talents . . . provide recreation supervision, etc. . ." to several negative responses to the effect that kids do wrong anyway.

\* Paid for by the parents in many cases.

In interviews and youth meetings, strong pleas were received from responsible youth leaders for better recreation opportunities, or better transportation out of Foster City, so that they might find their own recreation elsewhere. Dr. Paul D. Brown, Summer Recreation Director, stated that it was well known that youth were traveling as far as Los Angeles to seek fun and excitement, with trips to San Francisco, Santa Cruz and other Bay Area points the goals of some youngsters dissatisfied with Foster City. The implications are obvious.

## 6. ORGANIZATION FOR RECREATION & PARK SERVICES

The seasonal part-time recreation program was established as a departmental service of the Estero Municipal Improvement District Board. The Summer Recreation Director and the Part-time Recreation Director were and are responsible to the District Manager.

### RECREATION DEPARTMENT

One alternative to the establishment of a departmental recreation service under a Recreation and Park Department would be to create a separate Recreation Commission, granting all of the powers to levy a tax for recreation, to acquire lands, to expend funds, to employ personnel and to administer recreation programs and services.

The advantages claimed for this independent legal body are:

1. A legal guarantee that recreation would be maintained with stipulated tax support.
2. That funds could not be diverted from recreation to other purposes.
3. To remove recreation from "politics".

Some disadvantages claimed:

1. The city governing body would have less financial flexibility.
2. There would be less cooperation among departments.
3. The recreation programs and services would be limited to the amount of tax levied, and thus could not be increased except by referendum.
4. The public services would tend to be "splintered", the functions of the District Manager (the business office) of the city would have no control over recreation, while often held responsible by citizens for the performance of the recreation service.

Conclusion: Recreation services have become so well-established in most California cities, and are in such strong demand that establishment as a separate public service is not necessary. Consistent with concepts of sound local government, policy-making boards and commissions should be held to a minimum, and the ear-marking of public funds is generally undesirable and unnecessary. Therefore, we recommend that a Recreation & Park Department be established by resolution of the Estero Municipal Improvement District Board with the Recreation & Park Director reporting to the District Manager. Initially, it is recommended that the park maintenance services be continued as a contractual

service of the department of public works to the Recreation and Park Department. When recreation and park facilities become more extensively developed and include such facilities as swimming pools and/or recreation center, in addition to parks, the function of park maintenance, together with equipment, tools and personnel should be transferred to the Recreation and Park Department to be administered by the Director of Recreation and Parks.

Recreation Advisory Commission: In order to provide ample opportunity for residents of Foster City to voice their opinions, and to aid in the development of recreation programs and services in Foster City, a Recreation Advisory Commission should be established, ultimately consisting of 15 members, nine of whom would be appointed as representatives of the respective nine (9) neighborhoods, with six (6) to be appointed "at large". Members would be appointed for three (3) year terms, except that initially staggered terms of office for one (1), two (2) and three (3) year periods would be established. No special attempt should be made to have direct representation from club, athletic leagues or other special interest groups. Rather, the chief aim should be to appoint people having interest in Foster City recreation on a city wide basis.

## 7. PERSONNEL

The reception of residents and participants to the part-time recreation staff has been excellent, to date. The full-time but seasonal (Summer) Recreation Director, Dr. Paul D. Brown, Associated Professor from San Jose State College, made an excellent start in developing a comprehensive recreation program in 1968. Through his initiative and professional ability, plans were developed for the use of part-time leaders working on a self-supporting basis and the use of volunteers to expand opportunities.

The employment of Robert Griffin, San Jose State recreation major, as a part-time Recreation Director, was a sound step in the direction of establishing a full-time staff. He has performed capably and has won the support of teenagers, in spite of the handicap of not having an adequate recreation center for organized activities and informal recreation. His accomplishments reflect the importance of having trained professionals to plan, develop and administer a comprehensive recreation program.

However, not having a full-time Recreation Director has its limitations, chiefly that an experienced professional recreator cannot be employed on a part-time basis. There is a need for a person with extensive knowledge of planning, budgeting, community organization, park and recreation facility management and maintenance. This is likely only when a qualified recreation professional staff of at least one person is employed, assuming full-time responsibility for developing a year-round recreation program and insuring that facilities are planned, developed, and utilized to the maximum advantage of all.



With a full-time recreation administrator, more extensive use of volunteers is possible, thus extending his leadership manyfold.

The survey of households showed that many favored a full-time recreation staff. On the other hand, some either did not favor a full-time staff or expressed the desire for a summer-time staff only. The chief reason for not supporting a full-time professional staff was concern for cost and anticipated affect on taxes.

This suggests that an initial step would be to hire one (1) full-time Recreation & Park Professional.

## 8. FINANCES

Recreation expenditures for recreation program and services administration have lagged behind expenditures for parks: no expenditures in 1964-65 and 1965-66 reflected the fact that Foster City was in its early stages of development.

In 1966-67, recreation program expenditures were 8.6% of the total expenditures for recreation-parks. This percentage increased to 9.7% in 1967-68. It will increase in 1968-69 fiscal year (assuming appropriated funds are expended as budgeted) to approximately 37% of the budget for recreation-parks.

Combined expenditures for recreation and parks have increased steadily since 1965-66 when the per capita expenditure was approximately \$6.49.\* Based on an estimated 4,016 population\*\*, the per capita expenditure for 1966-67 was \$11.81. Based on an estimated average population of 7,500 population for 1967-68, per capita expenditures were \$9.87. They will increase to \$13.45 for the fiscal year 1968-69, assuming expenditures for recreation and parks are consistent with appropriations.

These expenditures can be compared with average operating expenditures of \$9.81 for fourteen (14) selected Bay Area cities surveyed for the fiscal year 1966-67. Similarly, a separate survey and comparison with thirteen (13) California cities of approximately 35,000 population revealed average operating expenditures for recreation and parks of \$10.96.

Total expenditures for recreation and parks in Foster City for the fiscal year 1967-68 represented 13.7% of the total budget for the Estero Municipal Improve-

\* Difficult to calculate accurately due to limited data on average population for that period.

\*\* A Special Report, Estero Municipal Improvement District, March 28, 1966.

T A B L E 3

SUMMARY OF APPROPRIATIONS AND EXPENDITURE FOR RECREATION AND PARKS  
1967-68 FISCAL YEAR

Function	Appropriation Amount	Appropriation Per Capita	Actual Expenditure	Actual Expendi- ture Per Capita
Recreation	33,711	4.49	7,245 (*)	.96
Parks	66,855 (**)	8.91	66,855	8.91
Total For Recreation & Parks	100,566	13.40	74,100	9.87
(*) Balance held in reserve		(**) Estimated		
<u>1968-69 FISCAL YEAR</u>				
Recreation	40,342	5.04	40,342	5.04
Reserve	17,521	2.19		
Total for Recreation	57,863	7.23	40,342	5.04
Parks	67,260	8.41	67,260	8.41
Total for Recreation & Parks	125,123	15.64	107,602	13.45

ment District. This may be compared with a 9.4% average expenditure for recreation-parks by all California cities for the fiscal year 1966-67.\*

Such comparisons are useful in evaluating expenditures but must be reconciled with a number of factors:

1. Anticipated expenditures for Foster City for recreation-park operations include the sum of \$9,000 for capital outlay (equipment). This normally appears in a separate capital outlay budget in the cities with which comparisons were made rather than the operating budgets.
2. Per capita expenditures are of necessity higher during the initial, organizational period of public services.
3. Expenditures for recreation-park services in Foster City reflect the maintenance of areas which will ultimately serve a substantially larger population (boulevards, Central Park, lagoons, etc.). In essence, the current population is financing somewhat more recreational facilities than would be their proportionate share when population is larger.
4. The averages quoted for all California cities reflect numerous small cities where expenditures for recreation-parks are minimal, thus reducing the averages with which comparisons were made.

See Table 3 for a Summary of Appropriations and Expenditures for the fiscal years 1967-68 and 1968-69 for Foster City.

## 9. RECREATION PROGRAM

An excellent start has been made in developing a comprehensive, year-round recreation program, starting in a manner similar to small communities, i.e., first a summer playground-swimming instruction program, followed by a limited after-school-evening program with part-time leadership. The inventory of privately organized recreation groups shows that residents have exercised initiative and provided volunteer leadership for a variety of youth and adult recreation activities. Programs and activities, public and private, have generally met with an enthusiastic response. Limitations on program development are largely due to the factors of:

1. Lack of professional leadership on a full-time basis to plan, organize, coordinate and promote activities.
2. Lack of recreation facilities, especially indoor, to accommodate the demand for space.
3. Insufficient funds.

\* California Controller, Annual Report of Financial Transactions, Concerning Cities of California, Fiscal Year 1966-67.

## EVALUATION

It is not surprising that existing recreation programs, extensive as they are, generally fail to satisfy the adopted Criteria for a Community Recreation Program. A brief explanation of each point illustrates:

1. Equal opportunity: To date, services are not available equally to each neighborhood, nor to each segment of the population.
2. Serve all ages: Services are spotty for each age group, with general agreement that "Teenagers" are most in need of organized recreation.
3. Serve each sex equally: As in most communities, girls are generally neglected in planning activities. Boys sports are not matched by similar girls activities, although both are minimal.
4. Opportunities for co-ed activities: Present programs are a start, but meet only a fraction of the need.
5. Family recreation: Mostly dependent upon private leadership and home-type recreation, with limitations at present.
6. Wide range of choices: Whether for children or adults, the choices of recreation are extremely limited at present. Emphasis on sailing and beach swimming forces people to these activities, if any. The wide range of active and passive activities normally provided in a community are virtually non-existent in Foster City.
7. Relaxing as well as active activities: The fault lies in over-emphasis on passive versus active recreation. Yet, even this form of recreation has few outlets, even with respect to commercial forms (movies, e.g.). Except for adult theatre, cultural events and facilities are not available to date.
8. Opportunities for varying degrees of skills: No plan exists nor is any professional recreator engaged in insuring such programs. Where they exist, it is mostly by accident. However, such instructional programs as swim classes, Little League Baseball, and sailing regattas are examples of what can be offered.
9. Activities of progressive nature: Generally the same comment as Item 8. Advanced baseball is limited example. Hillbarn Theatre is another.
10. Carry-over leisure skills: Generally devoid, although swimming and sailing are notable exceptions. Opportunities for such lifetime sports as golf, tennis, archery, bowling, dancing, and other activities such as woodshop, photography, etc. are missing.
11. Adult-type activities: Team games such as volleyball, individual activities such as tennis, etc. are non-existent for the public. Swimming and sailing are exceptions.
12. Year-round activities: Limited, due to lack of staff and Recreation Center.

13. Activities for different period of time: Summer recreation is most extensive; the balance of the year, people are largely on their own, not typical of a comprehensive program.
14. Cooperative planning: There are too few cooperative efforts among public agencies, private agencies and individuals to develop recreation, although there is little doubt that the potential exists.
15. Encouragement to self-initiated recreation: Individuals and groups have generally met with discouragement in seeking help for developing recreation programs, especially from the District because of lack of resources to date. Yet, there is ample evidence of the enthusiasm of private groups in creating their own recreation to the maximum extent possible.
16. Related to other local programs: Organizations have informal relationships. Public recreation associations are just starting.
17. Group Activities: Provided mostly through private organization.
18. Outlets for Creative expression: Limited opportunities, except through private groups.
19. Varying recreation tastes of individuals recognized: Facilities generally tend to pour everyone into the same mold, completely contrary to the nature of people and their interests. Not enough variety available.
20. Serves various racial, economic and cultural groups: No real problem, except that the more affluent are better served. Apartment dwellers have exclusive recreation opportunities (swimming pool, tennis, sauna, etc.).
21. Provides for ill and handicapped: No provisions made to date; young average age of population precludes senior citizens program now.
22. Opportunities for developing good citizenship: Such activities as Boy Scouts and Girl Scouts, etc. serve this cause. Otherwise, same limitations as with other criteria.
23. Utilize existing resources: Use of Wells Fargo Bank for improvised Recreation Center, makeshift ball diamonds, and limited use of Audubon School are favorable. Yet, with professional leadership, much more could be done with what exists.
24. Wise use of resources: Funds and resources appear to be used to benefit as many as possible. No evidence of waste.
25. Financially feasible recreation: Fee programs tend to restrict some, though people generally seem able to pay when required. The more costly forms of recreation (sailing, golf, power boating have limited participants.) More concern needs to be given to recreation programs available to all.
26. Conforms to recognized program standards: Little evidence of the use of standards in program planning to date. The limited part-time staff is too busy trying to meet the demand to do much long-range planning, involving standards.

27. Safe and healthful conditions: Evidence exists of conditions which require regular professional attention. Lagoons are not fully satisfactory, at least from an aesthetic standpoint (muddy bottom, black material soils swimsuits etc.). Lifeguard sign erroneously informs public beaches are guarded daily. Minor hazards exist in play areas (equipment and facilities in disrepair, unsanitary sandboxes). Generally, however, conditions reflect regular maintenance.
28. Continuous evaluation: None to date on organized basis. Complaints and suggestions from public constitute a form of evaluation of recreation in Foster City, with most comments quite critical. The survey of youth and of adults provided the most organized effort to subject the services and system to evaluation.
29. Opportunity for nature contact: Since the area is virtually man-made, little natural or scenic attractions exist, water the chief exception. Little use made to date of the potential of Bay Area wildlife study in recreation programs.

## 10. RECREATION & PARK SURVEY FINDINGS

A sampling of about 435 households, spread over all neighborhoods, surveyed the activities most frequently participated in by adults, with their spouses, families, friends, and alone.

Men showed strong participation in sailing, bowling, golf and fishing in addition to swimming, which ranked first in almost all categories. Women, ranking swimming first choice generally, also participated most in tennis, golf, bike riding, bowling, card playing and golf.

Although the survey did not determine where adults engaged in recreation the activities themselves would indicate that much of it was outside of Foster City (golf, tennis, bowling, picnicking, dancing, basketball, snow skiing, camping and to considerable extent, swimming). Foster City was obviously the main locale for sailing, bicycling, gardening, walking, reading, and sewing.

Swimming ranked first among men and women in all categories except in "participation with friends", in which it ranked third, and in male adult "alone", where it ranked second.

In contrast, only 3.6% of the high school youth swam regularly and another 29.4% occasionally at Foster City beaches; the objections to this activity at Foster City beaches were in rank order: Dirty water, cold water and weather, dirty beaches, mucky bottom, and salt water.

Participation by younger children in swimming activities was strong, especially in organized classes. Beaches were well patronized during hot summer days. Mothers, however, complained about the dirty condition of their children's swim suits when they returned from beaches. In numerous interviews, adult women especially expressed objections to swimming in the lagoons. Similarly, interviews and meetings with teenagers revealed dissatisfaction with swimming conditions at the Gull and Erckenbrack Park beaches.

Sailing ranked, next to swimming, with men as an activity with their wives, families, friends (second to golf, however), and alone. Women were somewhat less active in sailing, except with their husbands.

The real impact of sailing among Foster City residents is difficult to fully determine. Estimates of the percentage of residents owning sailboats have ranged from low estimates of 5% to a high of 29% reported by teenagers surveyed.

There is little doubt that, among those owning sailboats especially, interest in sailing is an influential factor in recreation patterns within many families.

Membership in the Island Sailing Club and participation in sailing regattas reflect the enthusiasm. Furthermore, the panorama of colorful sailboats on the lagoons is generally enjoyed even by those who do not sail.

Participation in power boating is apparently considerably less, only 10% of teenagers reporting ownership of a boat in their family.

Some indication of youth recreation activities is shown in their travel away from Foster City for fun and excitement, 31% reporting that they travel to nearby cities and 22% to more distant places. The primary activity stimulating such travel was swimming at beaches (ocean) and beach parties. Movies ranked second, followed by miscellaneous (visiting friends, parks, shopping, sports, bowling, dances, and many others).

Teenagers indicated their disappointment with living in Foster City, 265 reasons are shown in rank order: Nothing to do; lack of recreation facilities; distance from "something to do" - 66%; Wind - 12%; No transportation - 8%; Disliked salt water - 5%; Cops - 5%; Appearance - 4%; and miscellaneous - 14%, noisy planes, no shops, crowded, dust and many others.

NOTE: These do not necessarily add up to 100% due to multiple responses.

Adults expressed disappointment in the failure of the District to match the "potential of plans described to them" (137 responses), lack of recreation facilities (81 responses) and inadequate sailing facilities (13).

When asked what they liked about Foster City, teenagers responded as follows:

Nothing - 29%; Water/lagoons - 26%; the people - 16%; homes - 9%; parks - 4%; sailing - 4%; climate - 4%; miscellaneous - 10%; newness, plans proposed, location, youth center, wind, convenient stores, sand and others - 1-5 responses each.

NOTE: Totals more than 100% due to multiple responses.

When asked what effect lack of well-planned recreation facilities and programs would have on their future plans, adult responses were:

	NUMBER OF RESPONSES/PERCENT	
1. Will travel out of Foster City for recreation	264	60%
2. Will probably spend more money in other cities	190	43%



NUMBER OF RESPONSES/PERCENT

3. Will adjust to available recreation	140	32%
4. Will leave Foster City for more vacations away from Foster City	122	28%
5. Will seriously consider moving out of Foster City	48	11%
6. Will oppose funds for further general development	46	10%
7. Will acquire a second home in resort area	46	10%
8. Miscellaneous responses: Satisfied (9); recreation not a problem (3); no need for facilities (4); no time for recreation (2); no youngsters, interested in home environment (1); present recreation facilities adequate - not used (2).		

11. RECREATION DEMAND, ADULTS

The Household Survey did not attempt to analyze specific recreation activities desired by adults, but rather the general categories of opportunities desired. The following list indicates their choices in order of frequency:

1. Recreation Center	211	4. Sports Facilities	155
2. Swimming Facilities	172	5. Landscaping Improvements	139
3. School Facilities	169	6. Neighborhood Parks	137

In a further refinement of adult responses, the following order of importance was expressed for recreation services.

1. Teenage Recreation	148
2. General Recreation Programs and Services	131
3. Adult Recreation	90
4. Pre-School & Elementary School Recreation	63
5. Young Adult Recreation	59

12. RECREATION DEMAND, YOUTH

When asked what recreation facilities are most needed for Foster City youth, responses were as follows: (Multiple responses result in percentages exceeding 100%).

	NUMBER	PERCENT
1. Swimming Pools	89	40
2. Recreation Center	67	30
3. Dance Hall	48	22
4. Pool Tables	43	19
5. Movies	31	14
6. Tennis Courts	28	13
7. Snack Bar	25	11
8. Stores-Shops	16	7
9. Games Room	15	7
10. Bowling Alleys	12	5
11. Athletic Fields	11	4
12. Miscellaneous-	50	23
Gymnasium (8), Football Field (8), Baseball Fields (6), Water Sports (4), Parks, Camping Areas (3), Golf Courses (2), Cycle Track (2), Library (2), Rifle Range (2), Transportation (2), Crafts (2), Kitchen (1), Basketball Courts (1), Clubs (1), Boat Rental (1), Ping Pong (1), Ice Rink (1).		

As previously indicated, 90% of the teenagers surveyed expressed a desire for swimming pools, ranking first among the free responses in preferred facilities in the above list. Twenty-three (23) per cent preferred pools to be located in each neighborhood, 15% central, 13% "anywhere", and 25% near recreation center.

### 13. RECREATION CENTER

In reference to a youth recreation center, 91% of the teenagers said Foster City was in need of such a facility. When asked for their views on the factors to consider in planning and constructing such a recreation center, the following were listed as most important in order of choice:

1. Large enough to serve many teenagers at the same time.
2. Central Location
3. Designed for teenagers.
4. Varied facilities for many activities.

In still another question testing views on planning a recreation center, the following reactions are listed in order of preference by teenagers:

- |  |     |
|--|-----|
| 1. Provide as soon as possible         | 21% |
| 2. Make it adequate for all interests  | 18% |
| 3. Plan for long-range needs           | 16% |
| 4. Provide for teenage privacy         | 15% |
| 5. Make facilities simple and flexible | 11% |
| 6. Plan easy-to-maintain facilities    | 10% |
| 7. Provide attractive surroundings     | 9%  |

With respect to the specific spaces and facilities in such a recreation center, the following were selected as most important, in order of preference:

1. Game Room
2. Large (meeting) Room
3. Indoor Pool
4. Outdoor Pool
5. Meeting Place
6. Food Area
7. Music Area
8. Craft Shops
9. Lounge Room
10. Barbecue Facilities
11. Library
12. Small (club) Rooms
13. Stage

#### 14. SPORTS FACILITIES

In a separate question, 77% of the teenagers responding expressed a need for improved outdoor sports facilities in the following order of preference:

	NUMBER	PERCENT*
1. Tennis Courts	74	33
2. Football Field	66	30
3. Swimming Pool	56	25
4. Basketball Court	16	7
5. Athletic or Turfed Fields	14	6
6. Miscellaneous-	63	28
Car race track (8), parks (7), soccer (6), gymnasium (4), beaches (4), driving range (4), marina (4), boat rental (3), volleyball (3), pingpong (2), track and field area (2), miniature golf (2), badminton (2), handball courts (2), croquet (1), sail carts (1), barbecue (1), hockey field (1), rifle range (1), all sports (1).		

Fifty-seven percent (57%) of the respondents expressed a preference for the following sports facilities in addition to those to be located at the future Marina High School

	NUMBER	PERCENT*
1. Swimming Pools	67	30
2. Tennis Courts	51	23
3. Football Fields	29	13
4. Baseball Fields	19	9
5. Gymnasiums	17	8
6. Miscellaneous-	19	9
Basketball courts (7), track and field areas (3), golf course (2), grassy fields (2), driving range (2), everything (2), dragstrip (1).		

\* Does not equal 100% due to multiple responses.

T A B L E 4

RECREATION ACTIVITIES OF MOST FREQUENT PARTICIPATION <sup>1/</sup>

A. Participation with Spouse

<u>Per Husband</u>	<u>Responses</u>	<u>Per Wife</u>	<u>Responses</u>
1. Swimming	46	1. Swimming	80
2. Sailing	44	2. Tennis	37
3. Bowling	36	3. Bowling	34
4. Tennis	32	4. Cards, esp. bridge	33
5. Golf	27	5. Sailing	30
6. Cards, esp. bridge	30	6. Dancing, esp. square	21
7. Dancing, esp. square	23	7. Golf	18
8. Bike Riding	10	8. Bike Riding	13
9. Fishing	10	9. Snow Skiing	7
10. Gardening	7	10. Backyard Play	5
11. Walking-Jogging	7		

B. Participation with Family

<u>By Adult Males</u>		<u>By Adult Females</u>	
1. Swimming	68	1. Swimming	80
2. Sailing	59	2. Bike Riding	29
3. Bike Riding	21	3. Sailing	29
4. Tennis	19	4. Tennis	19
5. Bowling	15	5. Picnicking	15
6. Fishing	15	6. Bowling	10
7. Golf	12		
8. Baseball	11		
9. Backyard Play	10		
10. Cards, esp. bridge	10		

C. Participation with Friends

<u>By Adult Males</u>		<u>By Adult Females</u>	
1. Golf	64	1. Cards, esp. bridge	55
2. Sailing	48	2. Bowling	52
3. Swimming	42	3. Swimming	45
4. Tennis	39	4. Tennis	31
5. Cards, esp. bridge	36	5. Golf	23
6. Bowling	34	6. Sailing	18
7. Baseball	31	7. Dancing, esp. square	11
8. Fishing	20	8. Picnicking/Walking	6
9. Dancing, esp. square	12	9. Snow Skiing	6
10. Basketball	10		

D. Participation Alone

<u>By Adult Male</u>		<u>By Adult Female</u>	
1. Sailing	25	1. Swimming	20
2. Swimming	19	2. Bike Riding	9
3. Golf	13	3. Needlecraft	9
4. Fishing	9	4. Art Work	9
5. Reading	8	5. Walking-Hiking	8
6. Bike Riding	7	6. Sailing	6
		7. Gardening	6

<sup>1/</sup> Based on sampling of 435 households (adults), October 1968

Table 5

Comparison of Returns of Questionnaires in Recreation Surveys

A. April Household Survey N=69\*

	<u>Percent of return by neighborhood</u>	<u>Est. Distribution of Population by neighborhood</u>
Neighborhood 1	18%	25.4%
Neighborhood 2	42%	35.0%
Neighborhood 3	36%	30.2%
Neighborhood 4	4%	8.4%
	<u>100%</u>	<u>100.0%</u>

Comment: With limited total responses, several observations are in order: (1). Neighborhood #1 showed less interest in the questionnaire than other neighborhoods. (2). Neighborhood #2 showed most interest; followed by Neighborhood #3. The low response of Neighborhood #1 was probably due to apartment dwellers, in part.

B. October Household Survey N=431\*

	<u>Percent of Return by neighborhood</u>	<u>Est. Distribution of Population by neighborhood</u>
Neighborhood 1	31.3%	95%
Neighborhood 2	33.0%	95%
Neighborhood 3	21.0%	95%
Neighborhood 4	8.1%	95%
No answer	6.5%	

Comment: With substantially more responses, Neighborhood #2 showed more interest than Neighborhood #1, while Neighborhood #4 responded proportionately less than the population. Same trend as in April survey.

C. Youth Survey N=221

	<u>Percent of total questionnaire by neighborhood</u>	<u>Est. Distribution of Population by neighborhood</u>
Neighborhood 1	24.0%	32%
Neighborhood 2	9.0%	24%
Neighborhood 3	6.0%	18%
Neighborhood 4	6.8%	25%

Comment: In contrast to the Household (adult) Surveys, a proportionately higher response was received from Neighborhood #1 than other neighborhoods. Youth are apparently more concerned than adults in Neighborhood #1.

\*Reflects households, not individuals

## 15. SURVEY OF ORGANIZATIONS

An inventory of Foster City organizations was made and spokesmen from many of them were interviewed relative to their purposes, membership, meeting places, persons served, organizational needs, facilities recommendations and other reactions about Foster City Recreation & Parks. The following are conclusions from the interview data:

1. Adults as well as young people are extremely active in Foster City, with a great deal of volunteer leadership and widespread interests. Adults have a way of finding interests of their choice, either in Foster City, or in nearby San Mateo. Some 29-35 organizations exist, serving a membership estimated in excess of 1500 adults and 100 children at periodic intervals.
2. Adults tend to be more fully served than children or youth, partly due to mobility.
3. Most activities are typically private in nature, as in other communities, i.e., not a total public responsibility.
4. Lack of meeting places handicaps most organizations.
5. Concern was expressed for the inadequate recreation facilities of Foster City.
6. Dissatisfaction with the developer's alleged lack of cooperation and interest in the wishes of the people was noted. Many expressed the feeling that cooperation and understanding was generally non-existent.
7. Resentment toward the Estero Municipal Improvement District was expressed especially with regard to "unkept promises" about building recreation facilities.
8. The following were recommendations frequently expressed:
  - A. A multipurpose community recreation center is the overwhelming selection for most needed facilities. The chief needs for such a building include: Large meeting-banquet hall; small club-class meeting rooms; a teenage center; adequate parking; library; swimming pool; multi-purpose space.
  - B. Strong interest in swimming pool facilities was expressed.
  - C. An enlarged Central Park with improvements permitting a variety of sports is desired, including: Tennis courts, baseball-softball fields, etc.
  - D. A full-time staff was considered a necessity for maximum development and use of available facilities for recreation.
  - E. More land for adequate parks was desirable.

- X
- F. Improved sailing facilities, especially launching and docking facilities were desired.
  - G. More shops, such as hardware stores, are desired.
9. Definite concern was shown for the tax rate and the need to attract industrial and commercial development in order to spread the tax base.
  10. Some reservation was expressed on the use of schools for recreation due to the requirement of advance reservations etc. On the other hand, many believe that schools must be better planned for recreation purposes.
  11. A feeling of the need for more cooperation and unity among residents, the District, and the developer was expressed.

T A B L E 6

PARTICIPATION IN SELECTED OUTDOOR ACTIVITIES  
IN THE WESTERN UNITED STATES

<u>Activity</u>	<u>Percent of Popula- tion Participating at least once a Year*</u>	<u>Annual Participation Days per 1000 people</u>
<u>Activities Utilizing Natural or Park-Like Areas:</u>		
Walking for Pleasure	42	16,670
Sightseeing	55	7,460
Picnicking	54	4,300
Nature Walking	24	2,880
Camping	17	2,000
Bicycling	10	4,640
Horseback Riding	11	1,980
Playing Outdoor Games or Sports	28	14,440
<u>Activities Requiring Water Surface Access:</u>		
Swimming	48	7,630
Fishing	30	3,930
Power Boating	23	1,780
Water Skiing	9	620
Sailing	2	130

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\* Population over 12 years of age

Source: ORRRC Report No. 19



T A B L E 7

ESTIMATES OF POTENTIAL DEMAND FOR SELECTED  
RECREATION ACTIVITIES IN PARTICIPATION DAYS

San Francisco Bay Area\*

Activity	Participation Days (in millions)		
	1960	1970	1980
Activities utilizing natural settings or park-like development:			
Walking for Pleasure	89.2	118.7	161.1
Sightseeing	34.9	50.7	66.4
Picnicking	17.9	25.9	32.7
Nature Walks	8.2	11.4	15.5
Bicycling	20.5	32.0	43.4
Horseback Riding	3.9	5.5	7.2
Total	174.6	244.2	326.3
Water access activities:			
Swimming	40.6	67.7	87.1
Fishing	11.6	15.4	18.0
Power Boating	9.6	13.9	18.9
Water Skiing	3.0	5.4	6.9
Sailing and Canoeing	1.3	2.0	2.6
Total	66.1	104.4	133.5
Total for activities relevant to Bay planning	<u>240.7</u>	<u>348.6</u>	<u>459.8</u>

\* Includes Alameda, Contra Costa, Marin, Napa, San Francisco, San Mateo, Santa Clara, Solano, and Sonoma Counties.

Source: State Department of Parks and Recreation, Planning Monograph 3, Outdoor Recreation Outlook to 1980, San Francisco Bay Area Metropolitan Complex, Table 20 (figures corrected to BCDC population projections, per App. F).

T A B L E 8

PROJECTIONS OF RECREATION DEMAND  
FROM 1980 TO 2020

<u>Year</u>	<u>Population</u> <u>(millions)</u>	<u>Annual per capita</u> <u>Potential demand</u>	<u>Participation days</u> <u>(millions)</u>
Sailing, canoeing and other boating:			
1960	3.639	1.25	4.408
1970	4.869	1.33	6.457
1980	6.071	1.44	8.724
2020	10.000	2.18	21.800
Swimming:			
1960	3.639	4.54	16.520
1970	4.869	5.66	27.550
1980	6.071	5.84	35.450
2020	10.000	11.26	112.600
Pier and beach fishing:			
1960	3.639	.18	0.667
1970	4.869	--	--
1980	6.071	.15	0.891
2020	10.000	.13	1.30

TABLE 9

ACREAGE ALLOCATION  
Foster City Master Plan\*

CLASSIFICATION OF LANDS	TOWN CENTER	INDUSTRIAL	NEIGHBORHOODS									TOTAL
			1	2	3	4	5	6	7	8	9	
<b>I. TAXABLE</b>												
A. RESIDENTIAL												
1. Single Family (1a. Single Family Lots)	---	---	97.5 (630)	107 (716)	106.6 (711)	46.6 (306)	54.8 (309)	29.2 (169)	154.8 (954)	123.7 (855 <sup>c</sup> )	53.1 (350)	773.3 <sup>h</sup> (5,000 <sup>h</sup> )
2. Multi Family (2a. Multi Family Units)	33.6 743	---	41 (686)	25.9 (351)	29.9 <sup>b</sup> (263)	46.6 (1144)	38.4 (629)	53.5 (375)	15.9 (159)	19.8 (495)	64.8 (1255)	369.4 <sup>b</sup> (6,000)
B. COMMERCIAL	171	---	---	17.5	3.1	12.4	---	---	20.5	13.4	0.5	238.4
C. INDUSTRIAL	---	224	---	---	---	---	---	---	---	---	---	224
D. CHURCHES	---	---	2	5	2	6.2	2	2	2	4	6	31.2
E. PG&E EASEMENTS	11.4	49	---	---	---	21	---	---	---	---	---	81.4
Sub Total	216	273 <sup>f</sup>	140.5	155.4	141.6	132.8	95.2 <sup>d</sup>	84.7 <sup>d</sup>	193.2 <sup>e</sup>	160.9 <sup>c</sup>	124.4	1,717.7
<b>II. NON-TAXABLE</b>												
A. SCHOOLS	40.0	---	7.4	7.3	20.9	9.1	---	---	21.0	9.0	9.0	123.7
B. PARKS	13.3	---	5.3	7.1	8.2	4.6	---	---	4.0	2.2	3.3	48.0
C. LAGOONS	51.5	---	24.4	16.2	10.1	7.3	18.6	29.9	19.1	1.5	5.4	184.0 <sup>a</sup>
D. STREETS	32.8	76.0	50.4	40.0	42.2	32.2	18.4	10.5	55.7	47.4	29.9	435.5
E. PG&E EASEMENTS	16	---	---	---	---	---	---	---	---	---	---	16.0
F. STATE FREEWAY	---	52	---	---	---	---	---	---	---	---	---	52.0
G. MUNICIPAL SERVICES	2.3	7	---	---	---	---	---	---	---	---	---	9.3
Sub Total	155.9	135	87.5	70.6	81.4	53.2	37.0	40.4	99.8	60.1	47.6	868.5
GRAND TOTAL	371.99	408 <sup>f</sup>	228	226	223 <sup>b</sup>	186	132.2 <sup>d</sup>	125.1 <sup>d</sup>	293 <sup>e</sup>	221 <sup>c</sup>	172	2,586.2

- Footnotes: a. The actual total acreage in lagoons is 223 acres of which 184 is District owned and 39 acres consist of easements on waterfront taxable properties.  
b. Includes 14.5 acres of marginal Bay land.  
c. Includes 58.1 acres unreclaimed land not under development. 292 lots of the 855 shown will come from this area.  
d. Area filled but not developed.  
e. Area partially filled and not developed.  
f. Includes 63 acres fully developed and balance only partially filled.  
g. Includes 104 acres fully developed and balance only partially filled.  
h. Provides 6.47 lots per net acre.

\*Revised 7/26/68

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Larry R. Klar, B. A., San Jose State College--Psychology  
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San Mateo Union High School District  
Dr. Carl M. Hammer, Acting Superintendent  
Morris Winward, Administrative Assistant

San Mateo Elementary School District  
Dr. Norman Naegele, Deputy Superintendent  
Mrs. Delores Jackson, Principle of Audubon Elementary School  
Mrs. Patricia Holsten, Principle of Foster City Elementary School

San Mateo Recreation Department  
William H. Shumard, Superintendent of Recreation  
Charles B. Hoefer, Assistant Superintendent of Recreation

San Mateo Parks Department  
Stanley P. Pitcher, Superintendent of Parks  
Allen W. Hammer, Assistant Superintendent of Parks

San Mateo County Department of Parks and Recreation  
Ralph H. Shaw, Director  
Richard P. Wilkins, Range Master, Coyote Point Range

San Mateo Planning Commission

San Mateo County Librarian: Virginia Ross

State of California, Department of Parks and Recreation  
Russell Porter, Supervisor of State Grants Program

San Francisco Bay Conservation and Development Commission

Bay Area Transportation Study Committee

Bureau of Outdoor Recreation, U. S. Department of Interior,  
Pacific Southwest Regional Office, San Francisco

Department of Housing and Urban Development, San Francisco Office

PRIVATE

Foster City Community Association, Dr. Kenneth Elder, President  
Recreation Committee, Albert T. Bergeron, Chairman  
Government Committee, William Walker, Chairman

T. Jack Foster and Sons  
T. Jack Foster, President  
H. T. Troutman, Vice President  
W. G. Clark, Vice President

William Spangle and Associates, City and Regional Planners

Daniel, Mann, Johnson & Mendenhall, Architects

Foster City Progress, Rosemary Buren, Editor

Franciscan Apartments

Commodore Apartments

Tradewinds Apartments

San Mateo Times

San Mateo Advance Star

Hilbarn Theatre

Island Sailing Club

Art League

Newcomers Club

Teenagers Group

Lions Club

..... and many other individuals and groups too numerous to mention here.

List of Teenagers Who Worked on the Recreation Survey

Walt Hobbs, Phil Tinsley, Russ Edwards, Diane Selph, Patti Brown, Deborah Morehouse,  
Denise Passeri, Dick Gardner, Les Holbrook, Jan Brown, Judy McLaughlin, Steve Blaauw,  
Paul Diatlovich, Larry Rabin, Barber Spielman, Andy Ferrari, Jack Lever, and  
Carol Lefountain



