



***HAYWARD AREA RECREATION AND  
PARK DISTRICT  
MUNICIPAL SERVICE REVIEW  
PUBLIC REVIEW DRAFT***

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*June 5, 2013*

Prepared for the  
Local Agency Formation Commission of Alameda County  
by  
Baracco and Associates,  
Policy Consulting Associates, LLC

# ***TABLE OF CONTENTS***

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<b>1. AGENCY OVERVIEW .....</b>	<b>2</b>
FORMATION .....	2
BOUNDARY .....	2
SPHERE OF INFLUENCE .....	3
ACCOUNTABILITY AND GOVERNANCE.....	5
MANAGEMENT AND STAFFING .....	6
GROWTH AND POPULATION PROJECTIONS.....	7
FINANCING .....	8
<b>2. MUNICIPAL SERVICES.....</b>	<b>11</b>
PARK AND RECREATION SERVICES .....	11
<b>3. MSR DETERMINATIONS .....</b>	<b>16</b>
<b>4. SPHERE OF INFLUENCE UPDATE.....</b>	<b>19</b>

# 1. AGENCY OVERVIEW

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The Hayward Area Recreation and Park District (HARD) provides park and recreation services. The most recent Municipal Service Review (MSR) for the District was adopted in May 2006.

## FORMATION

HARD was formed on December 11, 1944 as an independent special district. HARD was formed to provide park and recreation services to the City of Hayward and surrounding areas. HARD's initial activities were centered on recreation programs at school playgrounds.

The principal act that governs HARD is the Recreation and Park District Law.<sup>1</sup> The principal act empowers Recreation and Park Districts to 1) organize, promote, conduct, and advertise programs of community recreation, including, but not limited to, parks and open space, parking, transportation, and other related services that improve the community's quality of life, 2) establish systems of recreation and recreation facilities, including, but not limited to, parks and open space, and 3) acquire, construct, improve, maintain, and operate recreation facilities, including, but not limited to, parks and open space, both inside and beyond the district's boundaries.<sup>2</sup> Districts must apply and obtain LAFCo approval to exercise latent powers, that is, those services authorized by the principal act but not provided by the district by the end of 2000.<sup>3</sup>

## BOUNDARY

HARD's boundary area includes the City of Hayward and the unincorporated areas of Castro Valley, San Lorenzo, Cherryland, Ashland, and Fairview and the Crow Canyon and Palomares areas. The total land area within the boundary of HARD is 105.6 square miles.

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## Extra-territorial Services

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One of HARD's facilities (Rowell Ranch) lies partially outside of its bounds; the District's boundaries run through the middle of the ranch. Otherwise, HARD does not directly

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<sup>1</sup> Public Resources Code, Div. 5, Ch. 4, comprising §§ 5780-5791.

<sup>2</sup> California Public Resources Code §5786.

<sup>3</sup> Government Code §56824.10.

provide park and recreation service outside its bounds, although anyone is allowed to use district facilities. Fees for non-resident use of facilities and recreational programs are higher than fees for residents. Non-residents pay an additional \$10 per class, \$2 per round of golf at Mission Hills, \$4 per round at Skywest, and \$35-\$50 per hour for facility rentals.

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## Unserved Areas

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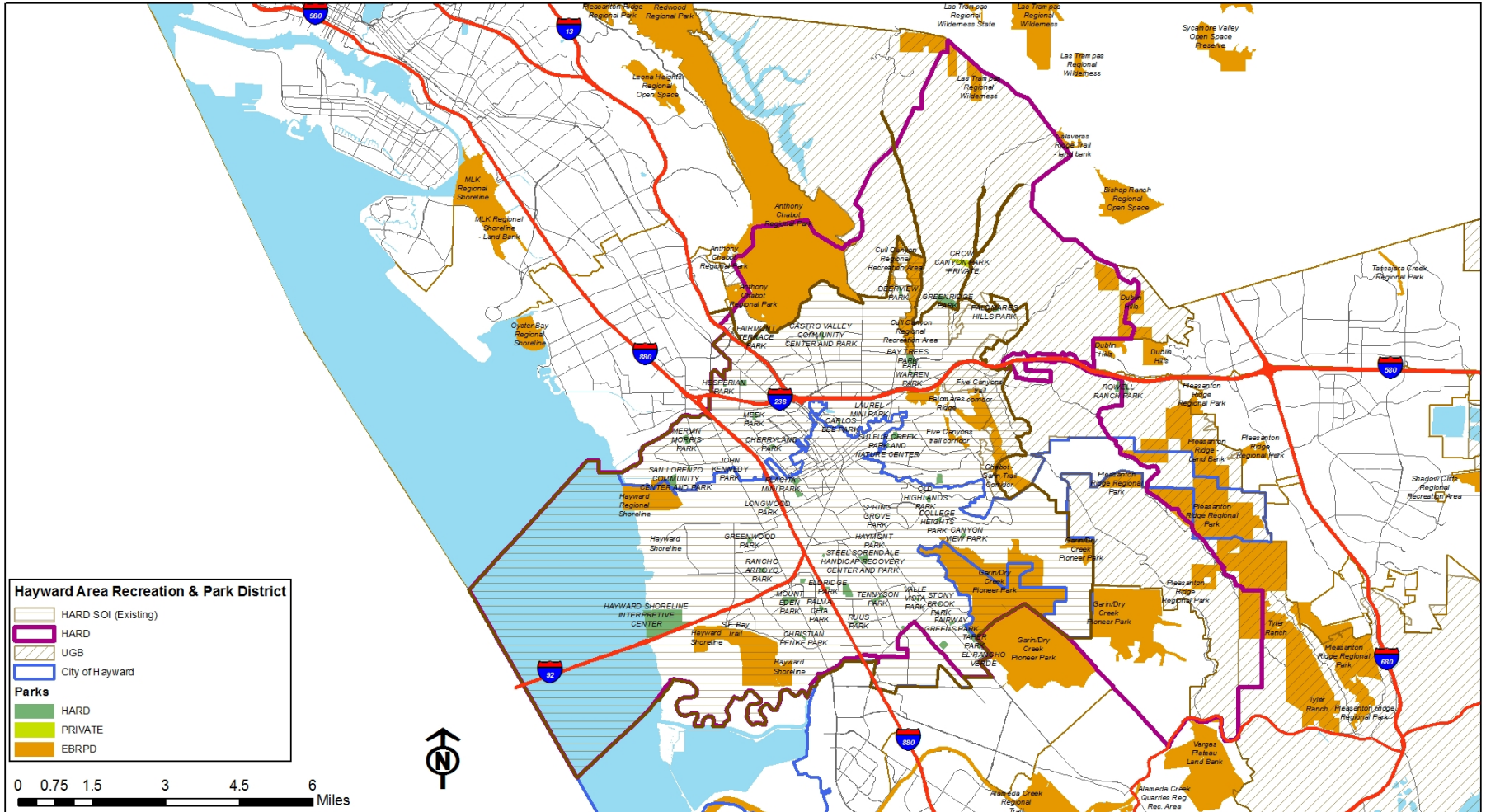
There are no areas within HARD's bounds that appear to lack services offered by the District.

## **SPHERE OF INFLUENCE**

HARD's sphere of influence (SOI) was first established on May 19, 1983. The SOI was most recently updated in 2006. The updated SOI reflected two areas that had previously been annexed into the City of San Leandro and detached from HARD. There is a single area in the SOI that presently lies outside of HARD's bounds—an industrial area in southern Hayward southeast of Industrial Parkway. The existing SOI also excludes certain areas within district bounds to the east, which consist of regional park and watershed lands in the Crow Canyon and Palomares Hills areas. LAFCo stated in the HARD SOI establishment resolution findings (in 1983) that services provided by HARD are generally limited to urbanized areas and areas that are not planned for urbanization should not be within the SOI; consequently, these areas were excluded when the SOI was first established and continue to be excluded in the existing SOI. Figure 1.1 depicts HARD's current boundary and SOI.

Figure 1-1: Hayward Area Recreation and Park District Boundaries and SOI

Hayward Area Recreation & Park District Current Boundary and SOI\*  
 April 2013



\*Agency sphere differs from the service area boundary

Created for Alameda LAFCo by the Alameda County Community Development Agency

## ACCOUNTABILITY AND GOVERNANCE

Accountability of a governing body is signified by a combination of several indicators. The indicators chosen here are limited to 1) agency efforts to engage and educate constituents through outreach activities, in addition to legally required activities such as agenda posting and public meetings, 2) a defined complaint process designed to handle all issues to resolution, and 3) transparency of the agency as indicated by cooperation with the MSR process and information disclosure.

HARD is governed by a five member Board of Directors elected at-large to serve four-year terms. Current board member names, positions, and term expiration dates are shown in Figure 1-2.

The Board of Directors meets twice a month on the second and fourth Monday. The meetings are not broadcast on local television or the internet. Public meeting notices are posted at the district office and on its website. The most recent meeting agenda and minutes are also posted on HARD's website.

**Figure 1-2: Hayward Area Recreation and Park District Governing Body**

<b>Hayward Area Recreation and Park District</b>				
<i><b>District Contact Information</b></i>				
<b>Contact:</b>	John Gouveia, General Manager			
<b>Address:</b>	1099 E Street, Hayward, CA 94541			
<b>Telephone:</b>	510-881-6700			
<b>Email/website:</b>	<a href="http://www.haywardrec.org">www.haywardrec.org</a>			
<i><b>Board of Directors</b></i>				
Member Name	Position	Term Expiration	Manner of Selection	Length of Term
Dennis M. Waespi	President	November 2016	Elected	4 years
Louis M. Andrade	Vice President	November 2016	Elected	4 years
Carol A. Pereira	Secretary	November 2014	Elected	4 years
Minane Jameson	Director	November 2016	Elected	4 years
Paul W. Hodges Jr.	Director	November 2014	Elected	4 years
<i><b>Meetings</b></i>				
<b>Date:</b>	Second and fourth Mondays of each month at 7:00 pm.			
<b>Location:</b>	District Office			
<b>Agenda Distribution:</b>	Posted at the District Office and on its website.			
<b>Minutes Distribution:</b>	Minutes from the most recent meeting are available on the website.			

To keep constituents informed of district activities, HARD maintains a website with information on district services and projects. HARD has posted its master plan update on its website, as well as its budget and audited financial statements. Since the District's last MSR, HARD has made substantially more information and documents available on its website. HARD publishes a quarterly brochure and recreation guide. Information can also be obtained by contacting the District's office.

Formal customer complaints are received by phone or in writing. The complaints are made for a variety of reasons and are received by the Business Department and then forwarded to the appropriate department for resolution. In 2010, there were approximately eight complaints received, primarily related to conditions at district parks and facilities. All of these complaints were addressed and resolved.

HARD demonstrated accountability in its disclosure of information and cooperation with LAFCo questionnaires and document requests. The agency cooperated with map inquiries and draft document review.

## **MANAGEMENT AND STAFFING**

While public sector management standards vary depending on the size and scope of the organization, there are minimum standards. Well-managed organizations evaluate employees annually, track employee and agency productivity, periodically review agency performance, prepare a budget before the beginning of the fiscal year, conduct periodic financial audits to safeguard the public trust, maintain relatively current financial records, conduct advanced planning for future service needs, and plan and budget for capital needs.

HARD employs a total of 265 full-time equivalent staff, of which 115 are full time and 500 are part-time or seasonal employees. HARD consists of four divisions—business operations, parks, golf operations, and recreation. The heads of each of the divisions report to the general manager who reports to the Board of Directors. HARD has reduced its workforce by about 10 percent since 2005 and continues to provide the same basic services, although in some cases not at the same level as in previous years.

HARD evaluates its performance through ongoing district-wide evaluations. HARD does not conduct benchmarking or performance-based budgeting (where budgets are based on achievement of previously set goals). Additionally, as part of its Master Plan Update in 2006, the District conducted a telephone survey of HARD residents. Results of the survey showed that 85 percent of those responding gave HARD a favorable rating and 74 percent gave HARD parks and facilities an overall positive rating.<sup>4</sup>

HARD monitors workload in each respective department on a daily basis. All employees are required to submit timesheets and employees in the field turn in daily logs of tasks accomplished.

HARD has adopted a mission statement and a Park Master Plan (2006) with a planning time horizon of 15 years. Additionally, HARD adopted a five-year strategic plan in 2009. All of these documents are available on the District's website.

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<sup>4</sup> HARD, Master Plan, 2006, p. 94.

With regard to financial planning documents, HARD performs annual financial audits and adopts annual budgets. Capital improvement planning is incorporated into HARD's Master Plan and the annual budgets.

In 2006, 2009 and 2010, the District received awards from the California Association of Park and Recreation Districts (CARPD) for Best Renovated Facility for the Sulphur Creek Nature Center Wildlife Hospital, Cannery Park and Adobe Park, respectively. In 2007, the California Park and Recreation Society (CPRS) gave HARD an Outstanding Facility Award for its Hillcrest Knolls Park Expansion, and in 2009 gave an Award of Excellence for the Explore Your Shore program at the Hayward Shoreline.

All special districts are required to submit annual audits to the County within 12 months of the completion of the fiscal year, unless the Board of Supervisors has approved a biennial or five-year schedule.<sup>5</sup> In the case of HARD, the District must submit audits annually. HARD has submitted its audit to the County for FY 11-12 within the required 12-month period.

## **GROWTH AND POPULATION PROJECTIONS**

This section discusses the factors affecting service demand, such as land uses, and historical and anticipated population growth.

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### **Land Use**

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HARD's boundary area is approximately 126 square miles which includes areas that extend out into the San Francisco Bay. The City of Hayward is the primary land use authority for the incorporated areas within HARD's bounds. The County is the land use authority for those areas outside of city limits. HARD encompasses every land use designated by the City and encompasses residential, commercial, and industrial uses in the unincorporated developed communities of San Lorenzo, Castro Valley and Ashland, as well as rural and agricultural areas outside of the Alameda County voter approved urban growth boundary.

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### **Existing Population**

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As of 2010, the population of the area within the District is 279,713, of which 52 percent is within the City of Hayward. Its population density—2,220 residents per square mile—is higher than the countywide density of 1,840 people per square mile.

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<sup>5</sup> Government Code §26909.

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## Projected Growth and Development

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Based on Association of Bay Area Governments (ABAG) growth projections, the population of the area within HARD is anticipated to reach 343,592 by 2035, with an average annual growth rate of 0.86 percent for the portion of the population within the City of Hayward and a growth rate of 0.8 in the unincorporated areas. Between the period 2010 and 2035, it is anticipated that the population will grow by a total of 24 percent in the City of Hayward and 22 percent in the unincorporated areas.

HARD indicated that population growth had resulted in increased demand for its services over recent years. Although, HARD does not conduct formal population projections, it generally anticipates continued moderate growth in population, similar to recent historical growth, which will be reflected in demand for district services.

Planned and proposed developments within the City of Hayward that may impact the growth potential of HARD are discussed in detail in the City of Hayward MSR.

HARD is not a land use authority and did not identify growth strategies. However, as part of its Master Plan, the District has outlined strategies with regard to program and facility development, as well as community outreach, to address the anticipated growth in demand. HARD reported that due to the limitation of available land within the urban area that is appropriate for park/facility uses, the District will take the following actions to maximize the potential of available space:

- ❖ Building under/over freeways in the form of trail connections to overcome barriers caused by infrastructure to provide community connections and access to neighborhood parklands,
- ❖ Purchase key parcels as they come available to expand park acreage and more importantly, increase visibility into the park and/or provide links across barriers where access is currently too dangerous for older people and children, and
- ❖ Take advantage of redevelopment opportunities to create new plazas, parks, and recreation centers to meet recreation needs.

## FINANCING

The financial ability of agencies to provide services is affected by available financing sources and financing constraints. This section discusses the major financing constraints faced by HARD and identifies the revenue sources currently available to the District.

Similar to other park and recreation providers in the County, HARD reported that financing was inadequate to maintain the same level of services as seen prior to the recession. A decline in property tax revenue, which is the District's primary source of revenue, has forced cutbacks to staff and therefore services. Staff reductions have forced HARD to assign more responsibility to individual employees, which ultimately reduces the level of service provided by the District.

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## Revenues

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In FY 10-11, HARD had \$28.663 million in total revenues, which is up by 41 percent since 2006. The District's primary revenue sources are property taxes and assessments, which accounted for 56 percent of revenue. The increase in revenues can be attributed to an increase in service charge income and additional grant funds and capital contributions. While a portion of the increase in revenues can also be attributed to an overall increase in property tax income since 2006, revenue from property taxes rose dramatically until 2008 have since declined. The special assessment was approved by voters in 1997, and amounts to \$28.54 per household. Charges for services, such as rents, concessions and fees, contributed 28 percent of revenues. Other sources of revenue include in-lieu fees from developers, grants for capital projects and operations, private donations, block grants, and interest funds.

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## Expenditures

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HARD expenses in FY 10-11 totaled \$27.992 million. Park and recreation program costs, including staffing, maintenance and equipment, consisted of 66 percent of expenditures. Operation and maintenance of the golf courses accounted for 12 percent of expenditures. Administration made up 11 percent of expenditures. The remaining expenses included depreciation, other post-employment benefits (OPEB) funding, and interest on long-term debt.

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## Liabilities and Assets

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Unrestricted reserves at the end of FY 10-11 were \$8.962 million, which is equivalent to almost four months of district expenditures. By comparison, the District maintained just over one month of expenditures in reserves in 2004.

In FY 10-11, HARD's gross long-term debt, excluding unamortized discount and issuance costs, increased by \$1.213 million, mainly due to the addition of new loans of \$761,000, a new capital lease of \$702,000, OPEB obligations of \$307,000, and an increase of compensated absences of \$38,000, which were offset by the \$595,000 pay down of existing debt and capital lease.

At the end of FY 10-11, the District had long-term of \$4.1 million. The District renewed a capital lease agreement with EZ-Go/Textron for the lease of new golf cart fleets at Skywest Golf Course, Mission Hills of Hayward Golf Course and Mission Hills of Hayward Driving Range for \$702,000 over a period of 50 months. The District also acquired two new loans for \$761,000 for the Via Toledo Property acquisition with the Bank of the West. Additionally, due to using an earlier version of the Other Post-Employment Benefits (OPEB) funding schedule, the District underfunded \$182,000 of the annual required amount in FY 11. Based on the final funding schedule with an adjustment for the under-funded amount, the net OPEB obligation at the end of the year was \$307,000.

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## Financing Efficiencies

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The District engages in several joint financing arrangements. As a member of the California Association for Park and Recreation Indemnity Joint Powers Authority (JPA), the District receives comprehensive liability insurance coverage, as well as workers' compensation insurance coverage. The District has relied on the California Special District Finance Corporation in the past for bond issuance. Employees are eligible to participate in pension plans offered by California Public Employees Retirement System—a multiple-employer defined benefit pension plan. The District leases the Skywest and the Mission Hills of Hayward Golf Courses from the City of Hayward, and has Master Agreements for facility use with the City of Hayward, as well as the Castro Valley Unified School District, Hayward Unified School District, New Haven Unified School District and San Lorenzo Unified School District.

## 2. MUNICIPAL SERVICES

### PARK AND RECREATION SERVICES

#### Service Overview

HARD maintains and operates community and neighborhood parks, recreation and community centers, senior centers, golf courses, sports fields, school park areas, pools, gymnasiums, and other facilities. The District provides recreational programs at its facilities and at school facilities shared with HARD. The District provides maintenance of park areas, trees, landscaping, buildings, and other structures at the District's park sites and facilities.

#### Demand for Services

Knowledge of how, when and where people use parks is helpful in guiding managers in directing staff time, funding and many other decisions. However, like most providers of park facilities, HARD does not track the number of park visitors, due to the challenges that an open park poses in collecting accurate counts.

Tracking recreation and program use is more easily done through sign up and registration requirements. Tracking recreation and program use has advantages in terms of justification of funding, helping managers assess operational success, and in guiding performance improvement. In 2011, HARD staff reported that there were 55,264 registrations for classes or programs.

**Figure 2-1: HARD Program Registration (2011)**

Recreation Program Area	Registration -2011 <sup>1</sup>
Special Events - all ages	1,200
Adult Programs /Classes	3,509
Aquatics- all ages	24,518
Nature Programs- all ages	980
Pre-school Programs	5,536
School -age programs	3,991
Senior Programs	2,393
Summer Camps	4,076
Theater -Douglas Morrisson	9,061
Total	55,264
Notes:	
1) HARD Active registration system reports	

Recreation Department attendance is tracked through an online registration program. Due to the transition to a new registration software program that was implemented in 2009, data for prior years is not available. Shown in Figure 2-1 are registration figures for recreation programs and services during 2011.

Recreation Programs have seen a rise in demand and interest in the areas of summer programming and specialty youth camps and programs. This increase in demand can be

directly tied to a local school district’s elimination of summer school programming and reduction of the school year calendar. The District has maintained program fees at low rates to ensure that programs are accessible and affordable to district residents. Scholarships funded through the Greater Hayward Area Recreation Park Foundation provided 75 low income residents with fee assistance during 2011.

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## Infrastructure and Facilities

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The District’s key infrastructure includes 621 acres of park space, two golf courses, an amusement park, an indoor aquatics center, a theater, 12 community and/or recreation centers, a sports park, two senior centers, four public school swim centers, a nature center, interpretive center, and limited and special use facilities including a darkroom, rodeo grounds, historic mansions, and rental facilities. Community centers and special use facilities and their conditions are listed in Figure 1-3.

**Figure 2-2: HARD Facilities**

Name	Location	Condition	Year Built
Adobe Art Center	20395 San Miguel	Fair	1936
Ashland Community Ctr.	1530 167th Ave.	Good	1984
Castro Valley Community Ctr.	18988 Lake Chabot	Good	1977
Fairview Park Recreation Ctr.	2841 Romagnola	Fair	1957
Kenneth C. Aitken Senior & Community Ctr.	17800 Redwood	Good	1988
Matt Jimenez Community Ctr.	28299 Ruus Rd.	Excellent	2001
Ruus Park Recreation Ctr.	Dickens & Folsom	Good	1996
San Felipe Park Recreation Ctr.	2058 D St.	Good	1972
San Lorenzo Recreation Ctr.	1970 Via Buena Vista	Good	1968
Sorensdale Recreation Ctr.	275 Goodwin	Good	1953
Southgate Park Recreation Ctr.	26780 Chipley	Good	1975
Weekes Park Community Ctr.	27182 Patrick	Good	1963
Hayward Area Senior Ctr.	North Third & Crescent	Good	1976
Kenneth C. Aitken Senior Ctr.	17800 Redwood	Good	1988
Kennedy Amusement Park	19501 Hesperian Blvd.	Good	1960s
Hayward Plunge Swim Ctr.	24176 Mission Blvd.	Fair	1933
Mission Hills Golf Course	275 Industrial Pkwy. West	Excellent	1999
Skywest Golf Course	1404 Golf Course Rd.	Good	1963
Douglas Morrison Theatre	22311 North Third St.	Good	1978
Sulphur Creek Nature Ctr.	1801 D St.	Good	1970
Hayward Shoreline Interpretive Ctr.	4901 Breakwater Ave.	Good	1985
Photo Central Public Darkroom	1099 E St.	Excellent	2003
Rowell Ranch Rodeo Grounds	9711 Dublin Canyon Rd.	Good	NP
Eden Mansion	2451 W. Tennyson Rd.	Good	1929
Japanese Garden	Next to Hayward Senior Ctr.	Good	1977
Meek Estate	240 Hampton Rd.	Good	1868
Arroyo High School Swim Ctr.	15701 Lorenzo	Good	1958
Castro Valley High School Swim Ctr.	California St.	Good	1957
Mt. Eden High School Swim Ctr.	2300 Panama	Good	1959
Sunset Swim Ctr.	410 Laurel St.	Good	1971

The District has added four parks since the last MSR, increasing its local park acreage from 450 acres to 621 acres. Since its last review, HARD has opened several new facilities including Lewis Park in Hayward, Castro Valley Creek Park and Jack Holland Sr. Park, which is located in the Ashland area, and has expanded or renovated Adobe Park in Castro Valley and Hillcrest Knolls Park in San Leandro. HARD also no longer operates the Hayward High School Swim Center.

Of the 85 local parks in the District, 54 are owned by another entity and managed by HARD. The majority of these leased facilities are located within the City of Hayward on lands owned by the City. Within the unincorporated county communities of Ashland and Castro Valley, most of these leased facilities are owned by the school districts and managed wholly, or in part by HARD. In all, HARD manages 29 school park sites totaling 72 acres that are owned wholly or in part by one of the four school districts within HARD's jurisdiction, as well as 343 acres that are owned wholly or in part by HARD's other agency partners.

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## Infrastructure Needs or Deficiencies

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The District reported that it has millions of dollars in deferred maintenance at its 100 plus parks and facilities. Priority is given to projects that are needed for improved safety or accessibility, and are completed as funds are made available.

Plans for the near future include an Americans with Disabilities Act (ADA) kitchen upgrade at the Hayward Area Senior Center to be completed in August 2012 at a cost of \$600,000 and renovation of the bocce courts at Silver Star Veterans Park. Currently underway is the renovation of one of the greens at Skywest Golf Course, which will cost approximately \$112,000.

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## Shared Facilities and Regional Collaboration

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The District has joint use agreements with area school districts to use facilities for after school recreation activities. The District offers priority access to its facilities for local school district and government sponsored activities.

The District works closely with all of its partner school districts plus the City of Hayward and Alameda County on collaboration opportunities. The most recent example is the Jack Holland Sr. Park project which involved HARD, the Alameda County Redevelopment Agency, the San Lorenzo Unified School District and the State of California and netted over \$4 million in grants and other funding. The end result is a new park, plus upgrades to Edendale Park and Edendale Middle School, and the eventual Ashland Youth Center.

HARD is a member of the Hayward Area Shoreline Planning Agency (HASPA), a joint powers agency, with the City of Hayward and East Bay Regional Park District (EBRPD). These three agencies each own and maintain property along the Hayward Shoreline. HASPA was formed in 1970 and acts in an advisory role to each of the three member agencies regarding development of the area. The primary purpose of HASPA, with the

support of the Hayward Area Shoreline Citizens Advisory Committee (HASCAC), is to coordinate agency planning activities and adopt and carry out policies for the improvement of the Hayward Shoreline for future generations. HARD owns and operates the Shoreline Interpretive Center, as well as part of the shoreline and trails. HARD reported that it is interested in EBRPD taking on ownership of its land in the area, given the regional draw to the coast. Operating this area may be more aligned with EBRPD's regional mission; however, EBRPD has reported that it would not take on additional space without a revenue source to ensure continued financing for maintenance. In the event that EBRPD did take over operation of the shoreline territory, HARD indicated that it would continue to own and operate the interpretive center.

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## Service Adequacy

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This section reviews indicators of service adequacy, including park acreage per 1,000 residents, recreation center hours per week, number and scope of facilities and the breadth of recreation services offered.

The amount of park acreage available to district residents is one determinant of service adequacy. HARD has adopted minimal and optimal standards for park acreage per 1,000 residents. Local parks and school parks should at a minimum each offer one acre of park space per 1,000 residents with an optimal level of two acres per 1,000 residents. At present, HARD owns and maintains 1,691 acres of local parkland, including natural, developed and undeveloped acreage, equating to 6.1 acres of parks per 1,000 residents, which exceeds the District's higher optimal standard. HARD makes available, through agreements with local school districts, 72 acres of school parks or 0.26 acres of school parks per 1,000 residents, which does not meet its minimum standards. For district-wide parks (consisting of community parks and centers, special use facilities and athletic fields that serve neighborhood and community needs) the District has a minimum standard of three acres per 1,000 capita. HARD offers 1,129 acres of what would be considered district-wide parks, which is equal to 4.1 acres per 1,000 residents.

HARD recreation center hours per week have remained constant at 43 hours per recreation center since 2006, indicating that the District's centers are open similar hours even with reduced staffing.

Recognizing the need to reflect local conditions, HARD conducted a telephone survey of HARD residents. Information gathered from this survey indicates that the overall community impression of HARD's facilities is very good, and that a high level of maintenance and quality of the park facilities and program experiences are provided by the

District.<sup>6</sup> Survey results indicated that the community was generally satisfied with the selection of facilities and activities offered.

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<sup>6</sup> HARD, Master Plan, 2006, p. 93.

## **3. MSR DETERMINATIONS**

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### **Growth and Population Projections**

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- ❖ As of 2010, the population within Hayward Area Park and Recreation District (HARD) is 279,713, of which 52 percent is within the City of Hayward.
- ❖ Based on Association of Bay Area Governments (ABAG) growth projections, the population of HARD is anticipated to be 343,592 by 2035.
- ❖ HARD indicated that population growth had resulted in increased demand for its services over recent years. Although, HARD does not conduct formal population projections, it generally anticipates continued moderate growth in population which will be reflected in demand for district services.

### **Location and Characteristics of Any Disadvantaged Unincorporated Communities Within or Contiguous to the Sphere of Influence**

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- ❖ Based on Census Designated Places, Alameda LAFCo determines that there are no disadvantaged unincorporated communities that meet the basic state-mandated criteria. Alameda LAFCo recognizes, however, that there are communities in the County that experience disparities related to socio-economic, health, and crime issues, but the subject of this review is municipal services such as water, sewer, and fire protection services to which these communities, for the most part, have access.

### **Present and Planned Capacity of Public Facilities and Adequacy of Public Services, Including Infrastructure Needs and Deficiencies**

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- ❖ HARD has adopted minimal and optimal standards for park acreage per 1,000 residents. Local parks and school parks should at a minimum each offer one acre of park space per 1,000 residents with an optimal level of two acres per 1,000 residents. Local parks meet the optimum acreage standard; however, HARD does not meet adopted minimum school park acreage standards.
- ❖ There are limited sites available within the developed portions of HARD that are appropriate for future community needs for new facilities and parks.
- ❖ Based on park acreage, hours that the recreation centers are open to the public, and public satisfaction with HARD's services, it appears that the services offered by the District are adequate. One area where HARD could make improvements is by

making available more existing school park facilities to the public through joint-use agreements to meet its established standard for school park acreage.

- ❖ The District reported that it has a significant amount of deferred maintenance at its 100 plus parks and facilities; however, the District has not yet itemized all necessary improvements and was unable to provide the exact anticipated cost of needed improvements. Priority is given to projects that are needed for improved safety or accessibility, and are completed as funds are made available.

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### Financial Ability of Agency to Provide Services

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- ❖ Financing is reportedly inadequate, due to a decline in property tax revenue, and the District has been forced to make cost reductions in the form of staff cut backs.
- ❖ HARD has reduced its workforce by about 10 percent since 2005 and continues to provide the same basic services, although in some cases not at the same level. Staff reductions have forced HARD to assign more responsibility to individual employees, which ultimately reduces the level of service provided by the District.
- ❖ Since the last MSR, HARD has amassed a healthy fund balance to weather any short-term contingencies.

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### Status and Opportunities for Shared Facilities

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- ❖ The District collaborates with all of its partner school districts plus the City of Hayward and Alameda County. The District has joint use agreements with area school districts to use facilities for after school recreation activities. These agencies also collaborate on joint financing of new or improved facilities.
- ❖ HARD is a member of the Hayward Area Shoreline Planning Agency (HASPA) with the City of Hayward and East Bay Regional Park District (EBRPD). These three agencies, along with several other agencies, each own and maintain property along the Hayward Shoreline. HASPA acts in an advisory role to its member agencies regarding development of the area.

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### Accountability for Community Services, Including Governmental Structure and Operational Efficiencies

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- ❖ HARD practices good governance and accountability. HARD makes efforts to engage and educate constituents through outreach activities in addition to legally required activities such as agenda posting and public meetings. HARD has a defined complaint process designed to handle all issues to resolution. HARD is transparent as indicated by cooperation with the MSR process and information disclosure.
- ❖ There is the potential for overlap of regional park services with EBRPD along the Hayward shoreline. A potential governance structure option may be to transfer

ownership and maintenance of HARD's property along the shoreline to EBRPD. However, EBRPD has indicated that it is not interested in taking on the property unless some kind of financing mechanism is in place to maintain the property.

## ***4. SPHERE OF INFLUENCE UPDATE***

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### **Existing Sphere of Influence Boundary**

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HARD's existing SOI excludes areas within district bounds to the east, which consist of regional park and watershed lands in the Crow Canyon and Palomares Hills areas, and extends beyond the District's bounds to the south in an industrial area in southern Hayward southeast of Industrial Parkway.

### **SOI Options**

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Seven options were identified with respect to HARD's SOI.

#### **Option #1** – Revise SOI to generally follow urban growth boundaries

Should the commission wish to continue to indicate that HARD's services are generally limited to urbanized areas, then it may be appropriate to align the SOI with the adopted urban growth boundaries (UGB). The current SOI was established prior to the adoption of the UGB and does not follow a particular pattern or readily identifiable line. The UGB is shown in Figure 4-1.

#### **Option #2** – Revise SOI to include residential and commercial land uses and district facilities

There are certain areas outside of the UGB that may be exceptions which need to be taken into consideration. Two of HARD's facilities are located outside of the UGB and should be considered for inclusion in the District's SOI; however, one of the facilities (Rowell Ranch) is remotely located and may be challenging to include in a logically drawn SOI. Additionally, there are some concentrated parcels with residential and commercial uses where residents may make use of HARD's services and facilities. It may be appropriate to add these areas into the updated SOI as well. These areas are reflected in Figure 4-2.

#### **Option #3** – SOI reduction to exclude industrial area outside of HARD's bounds

Presently, HARD's SOI includes an industrial area in southern Hayward, southeast of Industrial Parkway, that lies outside of the District's bounds. At present there are no plans to make use of this area by HARD. The area in question is within the City's limits and its SOI. The District has indicated that it would like its SOI to be closely aligned with that of the City of Hayward's; however, the area is limited to industrial uses, which does not influence demand for HARD's services. An overview of this area is shown in Figure 4-3, with additional detail provided in Figure 4-4.

**Option #4** – Service specific SOI zone along shoreline to eliminate duplication of services

Government Code §56425 states that LAFCo shall adopt a single SOI for each agency. However, the law also allows for the designation of “areas” within the SOI. Alameda LAFCo’s local policies allow for a service specific zone within a SOI that would accommodate situations where territory within an agency’s SOI may require some, but not all of the services that an agency is authorized to provide.

HARD owns property and provides services along the Hayward Shoreline, as does East Bay Regional Park District (EBRPD). HARD has indicated that EBRPD may be the more appropriate service provider in the area given the regional draw to these facilities. An option to clearly indicate that EBRPD is the appropriate provider may be to designate a service specific zone within the SOI which would continue to include the shoreline in HARD’s SOI for the express purpose of providing only local park and recreation services and eliminating any regional park services from the description of services that may be provided. This option is reflected in Figure 4-5. This option would indicate LAFCo’s support of EBRPD taking on the operations and maintenance of those areas along the shoreline. However, such a decision to ultimately transfer ownership of these facilities would lie with the two agencies in question, and the ability of EBRPD to identify a regular revenue source to finance continued maintenance of the land area and trails. Additionally, clearly defining what are considered local as opposed to regional park and recreational services would pose a particular challenge to enacting this option.

**Option #5** – Exclude EBRPD facilities

There is one EBRPD regional park (Garin Regional Park) that is within HARD’s existing SOI and bounds. Additionally, EBRPD’s Lake Chabot Regional Park is located within HARD’s existing SOI but outside of its current boundaries. In order to minimize duplication of services by the two agencies, an option may be to exclude these parks from HARD’s SOI. However, HARD has indicated that there has been in the past, and may continue to be in the future, opportunities for collaboration between HARD and EBRPD at the EBRPD parks. For example, HARD building and maintaining a developed play area within the regional park. For this reason, the Commission may wish to keep this territory within HARD’s SOI.

**Option #6** – Maintain existing SOI

Another option is to continue to retain the SOI as it was adopted more than 30 years ago, in order to reflect the continued need to exclude regional park and watershed lands and those other uninhabited areas where no property tax payments are justified, given that there are no residents to make use of the services. A particular issue with this option is that the existing SOI does not follow an easily identifiable line. Additionally, LAFCo should take into consideration that the existing SOI excludes two HARD facilities, which are located within the District’s bounds in the northeast.

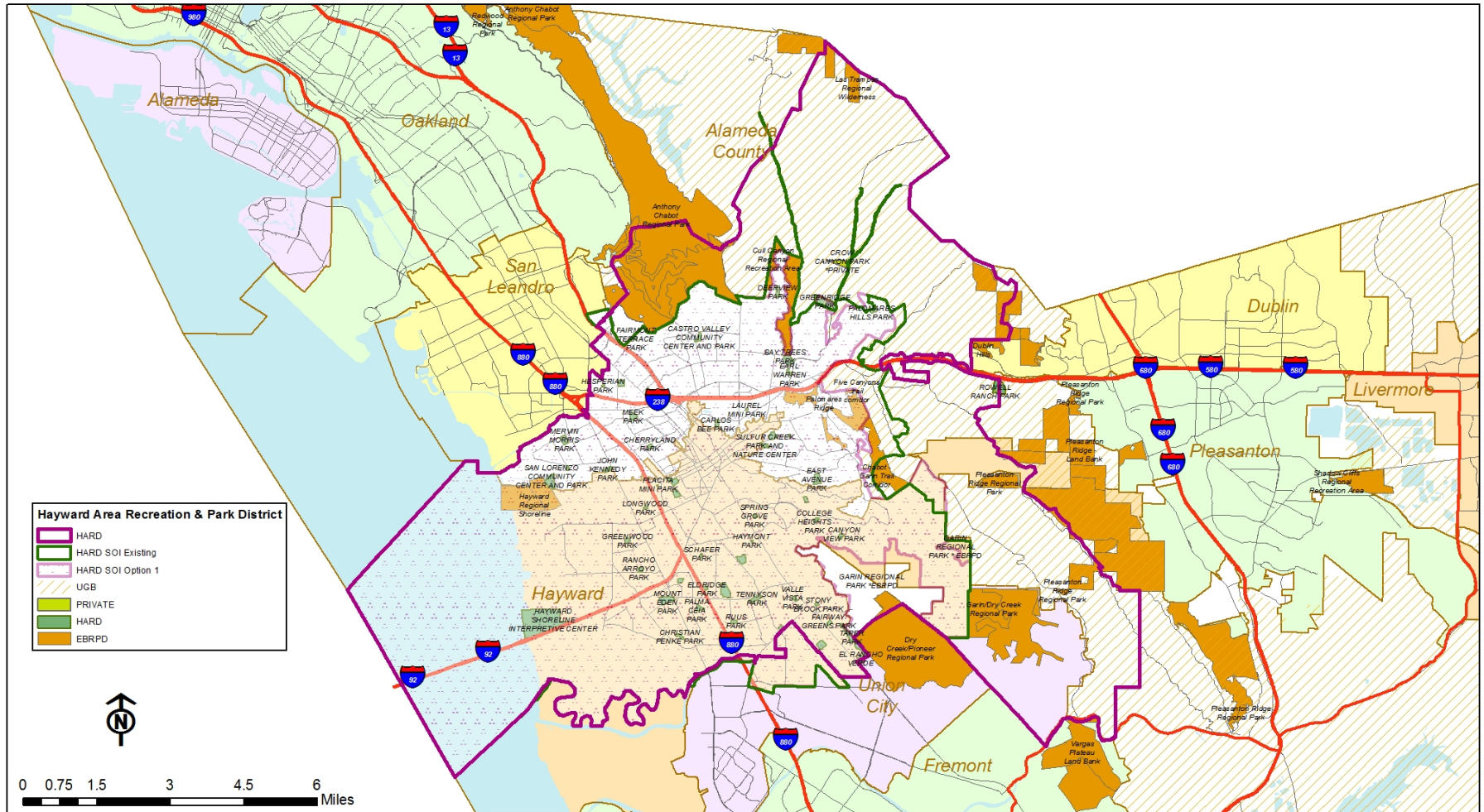
**Option #7** – SOI expansion to make the SOI coterminous with the District’s bounds

A final option that the Commission may consider for the HARD SOI is making the SOI coterminous with the District’s bounds. This would indicate that HARD’s existing

boundaries adequately reflect an appropriate service area for the services that it is providing or may provide in the future. This option is shown in Figure 4-6.

Figure 4-1: HARD SOI Option 1

Hayward Area Recreation & Park District Boundary and SOI\*  
 June 2013, Option 1

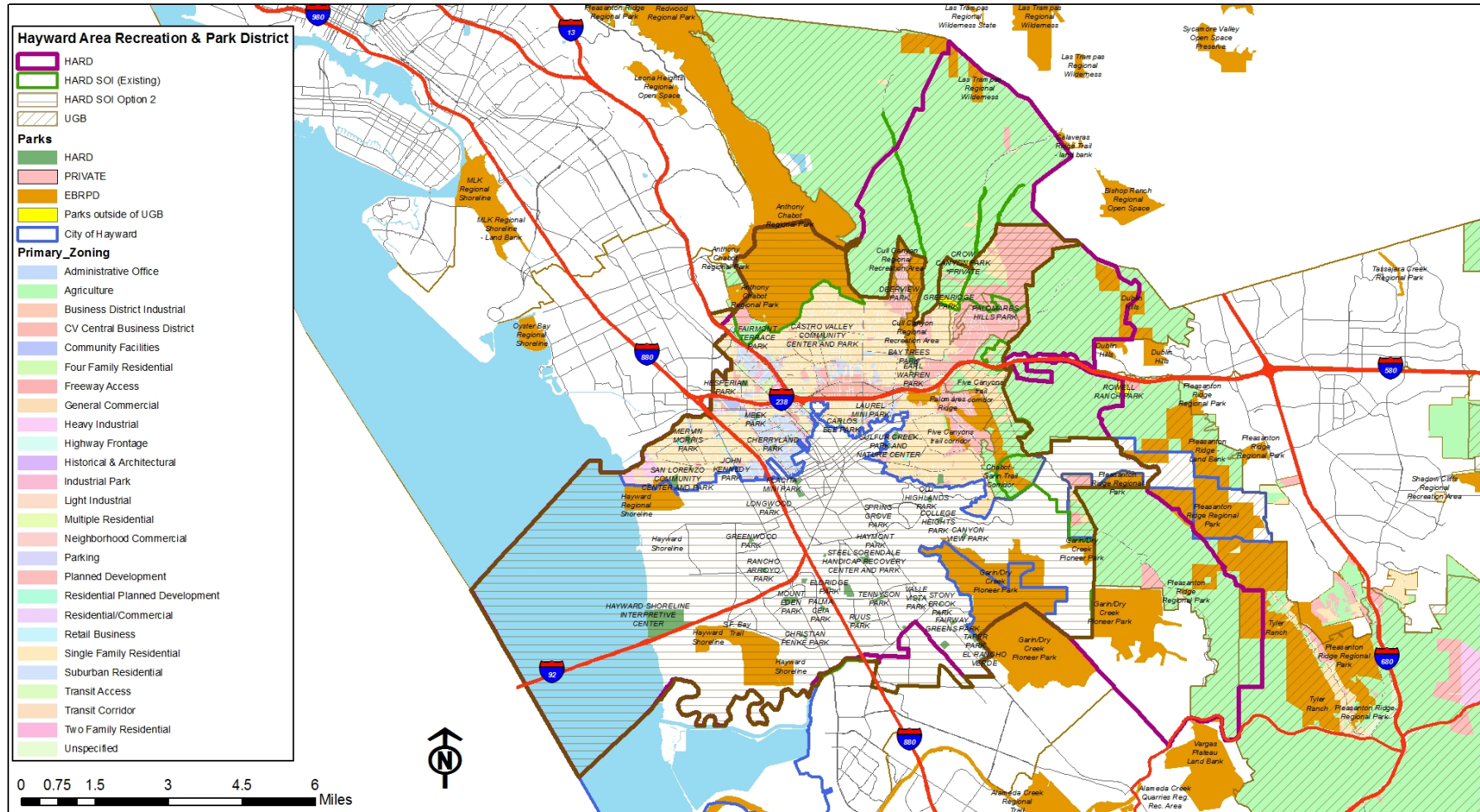


\*Agency sphere differs from the service area boundary

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Figure 4-2: HARD SOI Option 2

Hayward Area Recreation & Park District Boundary and SOI\*  
 February 2013, Option 2

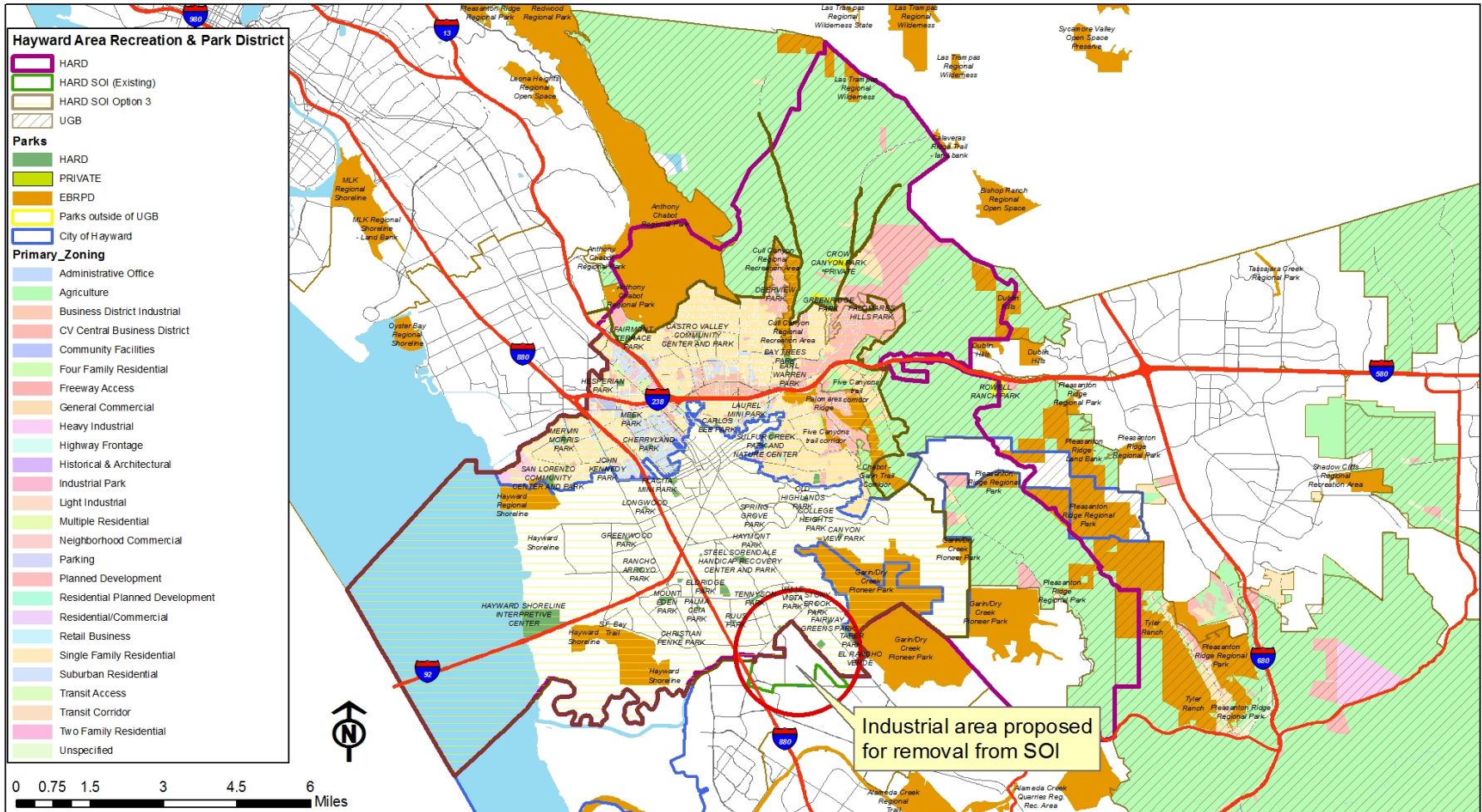


\*Agency sphere differs from the service area boundary

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Figure 4-3: HARD SOI Option 3 - Overview

Hayward Area Recreation & Park District Boundary and SOI\*  
 June 2013, Option 3



\*Agency sphere differs from the service area boundary

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Figure 4-4: HARD SOI Option 3 - detail

Hayward Area Recreation & Park District Boundary and SOI\*  
 February 2013, Option 3

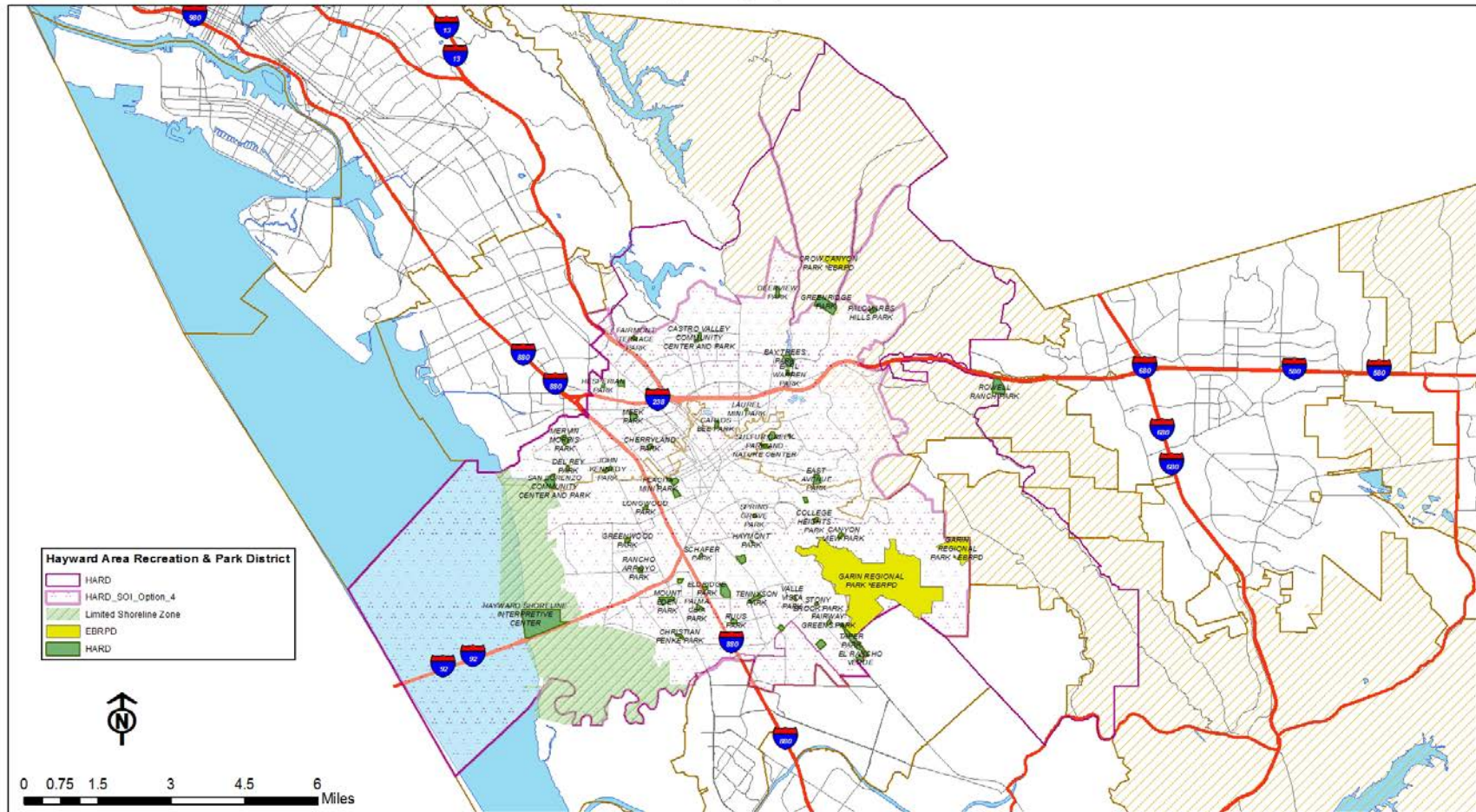


\*Agency sphere differs from the service area boundary

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Figure 4-5: HARD SOI Option 4

Hayward Area Recreation & Park District Boundary and SOI\*  
 January 2013, Option 4

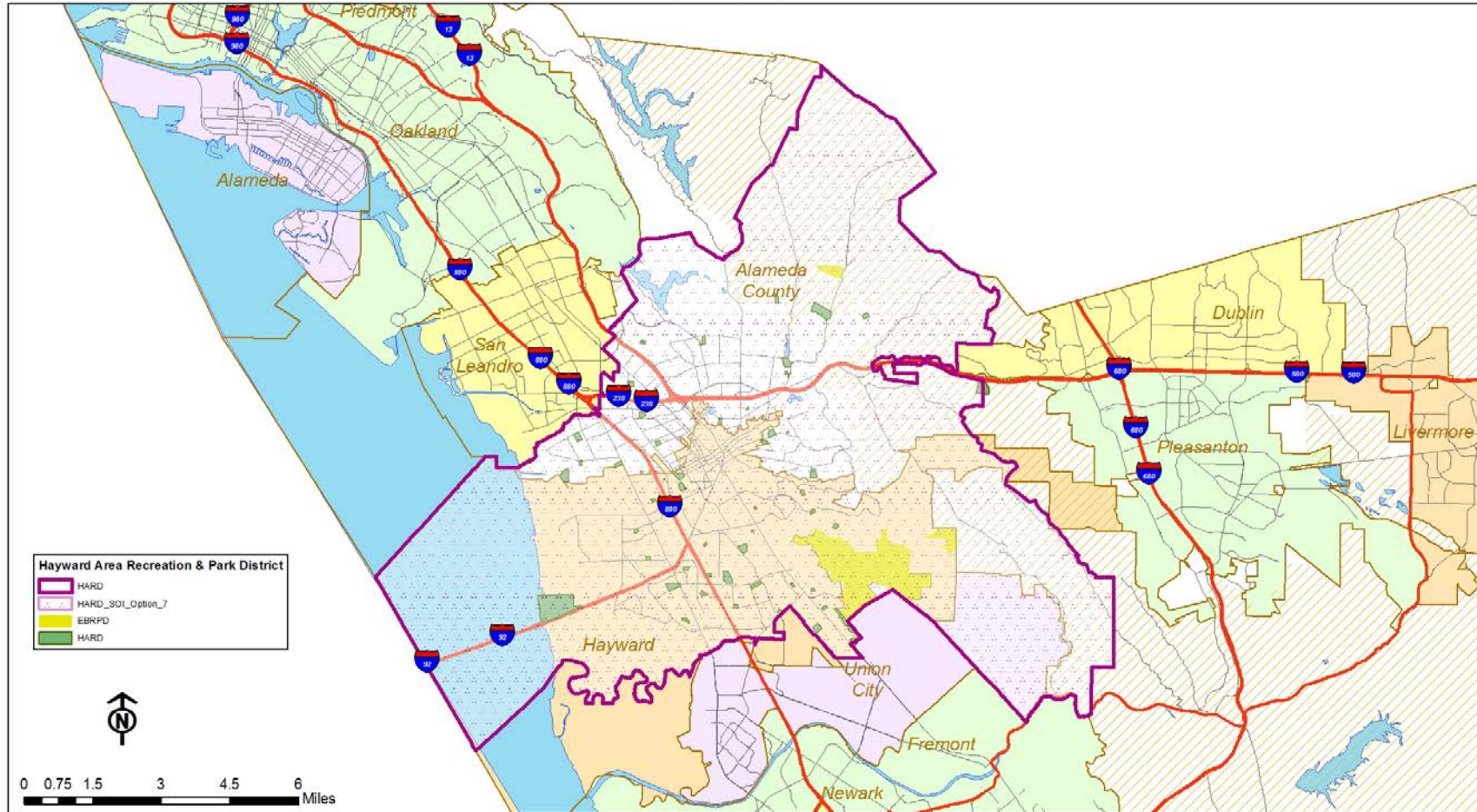


\*Agency sphere differs from the service area boundary

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Figure 4-6: HARD SOI Option 7

Hayward Area Recreation & Park District Boundary and SOI\*  
January 2013, Option 7



\*Agency sphere differs from the service area boundary

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## Recommended Sphere of Influence Boundary

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The current SOI excludes outlying regional park and watershed territory northeast of Lake Chabot. LAFCo stated in the HARD SOI establishment resolution findings that services provided by HARD are generally limited to urbanized areas and areas that are not planned for urbanization should not be within its SOI.<sup>7</sup> Therefore, the Commission excluded from the HARD SOI regional park and watershed lands.

A 1979 LAFCo staff report found no justification for property tax payments to be made on undeveloped areas not served by the District.<sup>8</sup> However, LAFCo staff determined that most of the properties excluded from the HARD SOI were Williamson Act lands assessed at reduced levels for property tax purposes.

In addition, the 1979 LAFCo staff report stated the large regional coverage of HARD's boundary duplicates the services provided by EBRPD, and that any service overlap areas should be eliminated. All park maintenance and recreation services within the City of Hayward are provided by either HARD or EBRPD. There is no overlap of services between HARD and the City of Hayward, although the City maintains City-owned landscaped areas including street medians and the grounds of public buildings.

To continue in the tradition of excluding rural and undeveloped areas, it would make sense to continue to exclude those areas within agency boundaries where future development is limited. For the most part, the SOI is consistent with the County UGB. However, HARD's SOI extends beyond the County UGB in Crow and Cull Canyons. The County UGB extends beyond HARD's SOI in the vicinity of Lake Chabot and eastern Hayward (the portion outside the City of Hayward's eastern SOI) areas.

It is recommended that the Commission consider a combination of options #1, #2 and #3 as illustrated in Figure 4-7. These options would continue to exclude areas that are not intended for development and that therefore do not benefit from district services. This option would closely follow the UGB with exceptions made for district facilities and other identified residential and commercial areas outside of the UGB. This option would exclude industrial territory that is inside the City of Hayward, but outside of HARD's bounds. Should the District desire to keep this area in its SOI, then it is recommended that LAFCo encourage HARD to annex the territory. Should the District desire to include additional territory within its SOI at a future date to incorporate additional facilities (i.e, a potential golf course), then LAFCo may consider an SOI modification when the District presents a justification for the SOI adjustment or during the next SOI update in five years.

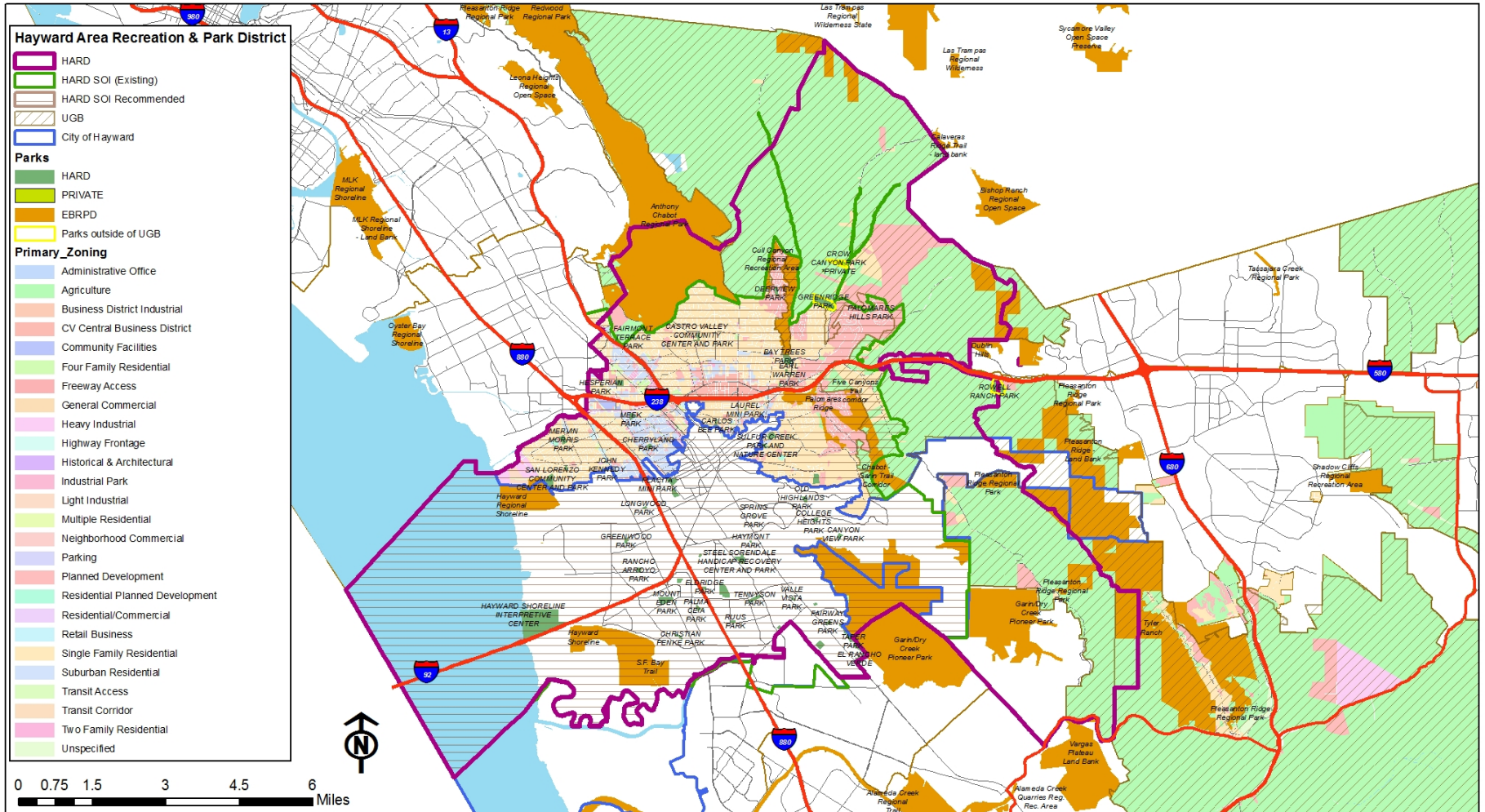
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<sup>7</sup> LAFCo Resolution No. 83-7, May 19, 1983.

<sup>8</sup> Alameda LAFCo, *Spheres of Influence for Special Districts of Eden Township*, May 1979.

Figure 4-7: HARD SOI Recommendation

Hayward Area Recreation & Park District Boundary and SOI\*  
 Recommended Option



\*Agency sphere differs from the service area boundary

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## Proposed Sphere of Influence Determinations

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### Nature, location, extent, functions, and classes of services provided

- ❖ Hayward Area Recreation and Park District (HARD) services include operation and maintenance of community and neighborhood parks, recreation and community centers, senior centers, golf courses, sports fields, school park areas, pools, gymnasiums, and other facilities, and recreational programs at its own facilities as well as school facilities shared with the District.
- ❖ HARD's boundary area includes the City of Hayward, and the unincorporated areas of San Lorenzo, Ashland, Castro Valley, Cherryland, Fairview, Crow Canyon and Palomares.

### Present and planned land uses, including agricultural and open-space lands

- ❖ The recommended SOI does not conflict with planned land uses. County and City of Hayward policies support the provision of adequate park and recreation services for residents. County and City plans envision continued growth in population needing park services.
- ❖ While some agricultural and open space lands exist in the area, no impacts on agricultural and open space lands or Williamson Act contracts will occur as a result of the recommended SOI.

### Present and probable need for public facilities and services

- ❖ Based on current demand and anticipated population growth, it is concluded there will be future demand for HARD parks, facilities and services.
- ❖ The District wishes to continue to provide services within its boundary and SOI.

### Present capacity of public facilities and adequacy of public services that the agency provides or is authorized to provide

- ❖ HARD has adopted minimal and optimal standards for park acreage per 1,000 residents. Local parks and school parks should at a minimum each offer one acre of park space per 1,000 residents with an optimal level of two acres per 1,000 residents. Local parks meet the optimum acreage standard; however, HARD does not meet adopted minimum school park acreage standards.
- ❖ There are limited sites available within the developed portions of HARD that are appropriate for the needs of the community for future development into new facilities and parks.
- ❖ Based on park acreage, hours that the recreation centers are open to the public, and public satisfaction with HARD's services, it appears that the services offered by the District are adequate. One area where HARD could make improvements is by

making available more school park facilities to the public to meet its established standard for school park acreage.

*Existence of any social or economic communities of interest*

- ❖ Services are provided throughout the City of Hayward, the unincorporated areas of San Lorenzo, Ashland, Castro Valley, Cherryland, and Fairview. The Crow Canyon and Palomares Hills areas lie within HARD boundaries and are affected communities.