



# **ARCADE CREEK RECREATION AND PARK DISTRICT**

## **PARK IMPACT FEE NEXUS STUDY UPDATE**

FEBRUARY 2021  
FINAL REPORT

PREPARED FOR:

**BOARD OF DIRECTORS  
ARCADE CREEK RECREATION AND PARK DISTRICT**

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**ARCADE CREEK RECREATION AND PARK DISTRICT**

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## ACKNOWLEDGMENTS

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TABLE OF CONTENTS

---

- EXECUTIVE SUMMARY..... 1**
  - INTRODUCTION..... 1
  - AGREEMENT IN PRINCIPLE..... 2
  - METHODOLOGY / APPROACH ..... 3
  - SUMMARY OF KEY FINDINGS..... 4
  - SUMMARY OF KEY RECOMMENDATIONS..... 6
- PER CAPITA COST COMPONENTS ..... 7**
  - POPULATION PROJECTION..... 7
  - DEVELOPED PARKS ..... 7
  - PARK DEVELOPMENT COST PER CAPITA..... 8
- DETERMINATION OF THE RESIDENTIAL PARK IMPACT FEE ..... 9**
  - PARK IMPACT FEE COST COMPONENTS..... 9
  - RESIDENTIAL LAND USE CATEGORIES ..... 10
  - DWELLING UNIT OCCUPANCY FACTOR ..... 11
  - RESIDENTIAL PARK IMPACT FEE DETERMINATION..... 12
  - PROJECTED PARK IMPACT FEE REVENUE ..... 13
  - NEXUS FINDINGS FOR RESIDENTIAL PARK IMPACT FEE ..... 14
- DETERMINATION OF THE NONRESIDENTIAL PARK IMPACT FEE ..... 16**
  - RESIDENTIAL EQUIVALENT FACTOR..... 16
  - NONRESIDENT EMPLOYEE FACTOR ..... 17
  - COST PER EMPLOYEE ..... 17
  - NONRESIDENTIAL LAND USE CATEGORIES ..... 18
  - NONRESIDENTIAL PARK IMPACT FEE DETERMINATION ..... 18
  - NEXUS FINDINGS FOR NONRESIDENTIAL PARK IMPACT FEE..... 19
- COMPARISON OF CURRENT AND MAXIMUM PARK IMPACT FEES..... 21**
- FEE PROGRAM ADOPTION REQUIREMENTS ..... 22**
- FEE PROGRAM ADMINISTRATION REQUIREMENTS..... 23**
  - ACCOUNTING REQUIREMENTS ..... 23
  - REPORTING REQUIREMENTS ..... 23
  - ANNUAL INFLATIONARY ADJUSTMENT ..... 25
  - FEE EXEMPTIONS..... 25
  - FEE CREDITS..... 25

TABLE OF CONTENTS (CONTINUED)

---

APPENDICES ..... 26

    APPENDIX A – AGREEMENT IN PRINCIPLE ..... 27

    APPENDIX B – COST ESTIMATES FOR PARK AND RECREATION FACILITIES ..... 29

    APPENDIX C – DISTRICT PARK INVENTORY ..... 31

    APPENDIX D – DISTRICT MAP ..... 32

LIST OF FIGURES

---

FIGURE 1 – CURRENT PARK IMPACT FEE SCHEDULE..... 4

FIGURE 2 – MAXIMUM PARK IMPACT FEE SCHEDULE..... 5

FIGURE 3 – CURRENT AND PROJECTED DISTRICT POPULATION..... 7

FIGURE 4 – PARK DEVELOPMENT COST PER CAPITA..... 8

FIGURE 5 – PARK IMPACT FEE COST COMPONENTS..... 9

FIGURE 6 – DWELLING UNIT OCCUPANCY FACTOR..... 11

FIGURE 7 – MAXIMUM RESIDENTIAL PARK IMPACT FEE ..... 12

FIGURE 8 – PROJECTED PARK IMPACT FEE REVENUE ..... 13

FIGURE 9 – SUMMARY OF ALLOWABLE AND PROHIBITED USES OF FEE REVENUE ..... 14

FIGURE 10 – RESIDENTIAL EQUIVALENT FACTOR..... 16

FIGURE 11 – NONRESIDENT EMPLOYEE FACTOR ..... 17

FIGURE 12 – COST PER EMPLOYEE ..... 17

FIGURE 13 – MAXIMUM NONRESIDENTIAL PARK IMPACT FEE ..... 19

FIGURE 14 – COMPARISON OF CURRENT AND MAXIMUM PARK IMPACT FEES ..... 21

FIGURE 15 – TYPICAL 5-ACRE NEIGHBORHOOD PARK CONSTRUCTION COSTS..... 29

FIGURE 16 – TYPICAL 20-ACRE CONSTRUCTION PARK CONSTRUCTION COSTS ..... 30

FIGURE 17 – DISTRICT PARK INVENTORY ..... 31

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## EXECUTIVE SUMMARY

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### INTRODUCTION

Since December 1, 2010, the County of Sacramento ("County"), on behalf of the Arcade Creek Recreation and Park District ("District") has imposed a park impact fee on new residential and nonresidential development within the service area of District. The purpose of the park impact fee is to fund the one-time cost of expanding the District's parks and recreational facilities to meet the impact of new development.

The legal and policy basis for imposing the current park impact fee is supported by the District's Park Impact Fee Nexus Study, Revised Final Report dated July 2010, which was approved by the District Board of Directors on July 22, 2010, by Resolution No. 2010-08 and later adopted by the Sacramento County Board of Supervisors on September 14, 2010, by Resolution No. 2010-0714. This fee program was adopted in conjunction with the adoption of similar fee programs for seven other Sacramento County Recreation and Park Districts ("Park Districts" or "RPD"). These RPDs include Carmichael RPD, Fair Oaks RPD, Mission Oaks, North Highlands RPD, Orangevale RPD, Rio Linda Elverta RPD, and Sunrise RPD.

This Park Impact Fee Nexus Study Update ("Nexus Study") was prepared pursuant to the "Mitigation Fee Act," as found in Government Code § 66000 et seq. and Sacramento County Code Chapter 16.155. The purpose of this Nexus Study is to establish the legal and policy basis for the continued imposition and update of the District's park impact fee. For purposes of this Nexus Study, "parks" shall mean mini-parks, neighborhood parks, and community parks. The term "recreational facilities" shall mean, but not be limited to, playground equipment, fields, courts, shade structures, and restroom buildings.

In order to impose such fees, this Nexus Study will demonstrate that a reasonable relationship or "nexus" exists between new development and the need for additional parks and recreational facilities with the District as a result of new development. More specifically, this Nexus Study will present findings in order to meet the substantive requirements of the Act, which are as follows:

- Identify the **purpose** of the fee.
- Identify the **use** to which the fee is to be put.
- Determine how there is a reasonable relationship between the fee's use and the type of development project on which the fee is imposed ("**benefit relationship**").

- Determine how there is a reasonable relationship between the need for the parks and recreational facilities and the type of development project on which the fee is imposed (“**impact relationship**”).
- Determine how there is a reasonable relationship between the amount of the fee and the cost of the facilities or portion of the facilities attributable to the development on which the fee is imposed (“**proportional relationship**”).

Additionally, the Act specifies that the fee shall not include costs attributable to existing deficiencies in public facilities but may include the costs attributable to the increased demand for public facilities reasonably related to the development project in order to refurbish existing facilities to maintain the existing level of service or achieve an adopted level of service that is consistent with the general plan.

#### **AGREEMENT IN PRINCIPLE**

In late 2009 thru early 2010, the eight RPD administrators, SCI Consulting Group, and Sacramento County Special Districts staff worked closely with the North State Building Industry Association and area developers to establish reasonable park impact fee programs that would serve the RPDs needs and the needs of the development community as well. From these meetings, an Agreement in Principle was reached that outlined a framework for establishing and implementing the park impact fee programs. The Agreement in Principle was subsequently approved by the County Board of Supervisors on March 24, 2010.

The provisions of the Agreement in Principle are summarized below and provided in detail in Appendix A.

1. The park impact fee programs shall be reflective of current average park development costs.
2. In general, the calculation of the average park development cost per acre shall be limited to certain costs and amenities.
3. The park impact fee programs may include a community use facility cost component.
4. The park impact fee programs may include an aquatics facility of equal or lesser cost in lieu of a community use facility.
5. The park impact fee programs shall be based on District Master Plan levels of service.
6. The RPDs shall work with the school district(s) and/or other public entities within their respective boundaries to achieve joint use by combining parks with school and/or other public sites when possible.
7. Implementation of any new infill park fee programs shall be phased.

8. A credit for facilities or improvements constructed in-lieu of the park impact shall be provided based upon the provisions and unit prices in the park impact fee program.

This Nexus Study Update and updated fee program complies with the terms of the Agreement in Principle.

#### METHODOLOGY / APPROACH

To update the District's park impact fee program consistent with the **substantive requirements** of the Act and the Agreement in Principle, this Nexus Study utilizes a per capita standard-based methodology. Under this method, the cost components are based on the District's level of service ("LOS") standards and defined on a per capita basis. For the residential park impact fee, the total per capita costs are applied to five residential land use categories according to their respective dwelling unit occupancy factor to establish a cost/fee per new dwelling unit. For the nonresidential park impact fee, an equivalent cost per employee is determined and applied to three nonresidential land uses according to their respective employment density factors to establish a cost/fee per square foot of new nonresidential building area.

It is important to note that the maximum park impact fee determined by this Nexus Study is not directly influenced by the level of development in the District. The park impact fee is determined with an open-end approach based on the District's level of service standards rather than a definite facility plan and a definite level of future development. Therefore, if the actual level of development is significantly higher or lower rate than projected, no revision of the park impact fee program would be necessary.

The Nexus Study also details the **procedural requirements** for the adoption of the Nexus Study and updated park impact fee program ("fee program"). Also, the Act contains specific requirements for the **annual administration** of the fee program. These statutory requirements and other important information regarding the imposition and collection of the fee are provided in the last two sections of the Nexus Study.

SUMMARY OF KEY FINDINGS

The following key findings are presented:

- 1. Park impact fees are needed to ensure that the District can develop park and recreation facilities and improvements needed for the resident and nonresident employee growth created by new development in the communities served by the District.
- 2. Sacramento County, on behalf of the District, currently imposes the following park impact fees on new residential and nonresidential development in the District's service area.

FIGURE 1 – CURRENT PARK IMPACT FEE SCHEDULE

Land Use Category	Unit <sup>1</sup>	Current Park Impact Fee <sup>2</sup>
Single-Family Detached Housing	DU	\$7,322
2 to 4 Unit Attached Housing	DU	\$7,014
5 + Unit Attached Housing	DU	\$5,578
Mobile Homes	DU	\$4,332
Accessory Dwelling Unit	See Note 3	
Retail / Commercial	BSQFT	\$0.52
Office	BSQFT	\$0.84
Industrial	BSQFT	\$0.35

Notes:

<sup>1</sup> DU means dwelling unit; BSQFT means building square feet.

<sup>2</sup> To become effective March 1, 2021; established by Sacramento County Board of Supervisors on September 4, 2010 by Resolution No. 2010-0714.

<sup>3</sup> ADUs 850 square feet or less and multi-bedroom ADUs 1,000 square feet or less are exempt from the park impact fee. For all other ADUs, the park impact fee shall be imposed proportionately in relation to the square footage of the primary dwelling unit.

- 3. Since 2010, the District has collected \$987,821.92 in park impact fees and has expended \$532,128.57 on various recreational improvements at existing District parks. These improvements include Oakdale Park Soccer Field & Restroom, Oakdale Park Bollard, Jo Smith Pedi Bridge, Hamilton Street Park public water Hookup, playground, restroom improvement and Arcade Creek Park picnic awning. After accounting for interest earned and administrative costs, the District's unexpended park impact fee fund balance was \$450,937.05 as of June 30, 2020.

- 4. For subdivided residential land, the District receives the dedication of land, payment of fees-in-lieu of land, or combination thereof under the Quimby Act and Sacramento County Code Chapter 22.40.
- 5. According to the District’s adopted Master Plan and the Sacramento County’s General Plan, the District’s goal is to provide 5.0 acres of neighborhood parks and community for every 1,000 residents.
- 6. Based on the District’s current population and existing park acres, the District’s existing level of service is 1.64 acres of developed parks for every 1,000 residents.
- 7. Consistent with nexus requirements of the Act, this Nexus Study demonstrates that there is a reasonable relationship between new development, the amount of the proposed fee, and parks and recreational facilities funded by the fee.
- 8. The District may approve, and the County may adopt the fees in Figure 2 at or below the maximum levels determined by this Nexus Study. If the District and County choose to adopt lower fees, the adopted fee for each land use category must be reduced by the same percentage.

FIGURE 2 – MAXIMUM PARK IMPACT FEE SCHEDULE

Land Use Category	Unit <sup>1</sup>	Maximum Park Impact Fee <sup>2</sup>
Single-Family Detached Housing	DU	\$6,741
2 to 4 Unit Attached Housing	DU	\$6,467
5 + Unit Attached Housing	DU	\$5,347
Mobile Homes	DU	\$4,936
Accessory Dwelling Unit	See Note 3	
Retail / Commercial	BSQFT	\$0.39
Office	BSQFT	\$0.61
Industrial	BSQFT	\$0.26

Notes:

<sup>1</sup> DU means dwelling unit; BSQFT means building square feet.

<sup>2</sup> See Figures 7 and 13.

<sup>3</sup> ADUs that are 850 square feet or less and multi-bedroom ADUs 1,000 square feet or less are exempt from the park impact fee. For all other ADUs, the park impact fee shall be imposed proportionately in relation to the square footage of the primary dwelling unit.

**SUMMARY OF KEY RECOMMENDATIONS**

Based on the findings presented in the Nexus Study, the following key recommendations are presented:

1. The park impact fee should be collected from new development in addition to land dedication and in-lieu fees pursuant to the Sacramento County Code Chapter 22.40.
2. The park impact fee should be adopted in accordance with Government Code Sections 66016, 66017, and 66018.
3. The District and the County should comply with the annual reporting requirements under Government Code § 66006(b).
4. Following the fifth fiscal year after the first deposit of fee revenue and every five years thereafter, District and the County should comply with the reporting requirements under Government Code § 66001(d).
5. The cost estimates presented in this Nexus Study are in January 2021 dollars. The adopted park impact fee should be adjusted annually by averaging the net percentage change in the Engineering News-Record Construction Cost Index for San Francisco and the Engineering News-Record 20 U.S. Cities Construction Cost Index for the preceding year.
6. In order to comply with the Act and recent court decisions, a fee credit must be given for demolished existing dwelling units or existing nonresidential building square footage as part of a new development project.

**PER CAPITA COST COMPONENTS**

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The Act requires that development impact fees be determined in a way that ensures a reasonable relationship between the amount of the fee and the cost of the parks and recreational facilities attributable to the new development on which the fee is imposed. This section presents the calculation of the total cost per capita for developed parks based on the District’s master plan level of service for such facilities.

**POPULATION PROJECTION**

Figure 3 presents the District’s current and projected population through 2036 for the District. The District’s current population is based on projected population figures from the District’s 2017 Parks and Recreation Master Plan Update. The District’s 2036 population was projected based on the District’s recent historical annual growth rate of 0.23% or about 50 housing units per year. As shown below, it is estimated that the District’s population, as of January 2021, is approximately 22,216. It is projected that the District will grow by 1,050 residents to a household population of 22,995 by 2036.

**FIGURE 3 – CURRENT AND PROJECTED DISTRICT POPULATION**

Population Projection	2021	2025	2030	2036	Growth 2021 thru 2036
Arcade Creek RPD	22,216	22,420	22,680	22,995	1,050

Source: Parks and Recreation Master Plan Update 2017-2030

**DEVELOPED PARKS**

According to the District’s Master Plan, neighborhood parks are typically a combination of playground and park designed primarily for non-supervised, non-organized recreational activities. They are typically 2 – 10 acres in size. Community parks, ranging from 10 acres to 100 acres in size, are designed for organized groups or team sports, while also providing facilities for individual and family activities.

The District has two (2) developed neighborhood parks, and one (1) developed community park totaling acres or 1.64 acres for every 1,000 residents. However, the District’s adopted Master Plan standard for developed parks is 5.0 acres per 1,000 residents. Therefore, to accommodate the anticipated population growth of 1,050 new residents by 2036, an additional 5.25 acres of developed parks will be required.

To achieve their adopted Master Plan goal, the District will need to fund existing development share of needed parks, and any other improvements not identified, with other funding sources. Other potential sources of funds include, but are not limited to, a general obligation bond measure, state and federal grants, the District's general fund, and existing or new special tax and assessment proceeds, if allowable.

**PARK DEVELOPMENT COST PER CAPITA**

Figure 4 below calculates the per capita cost of developing new parks in the District. As presented, the 5.0 acres per 1,000 population Master Plan standard is multiplied by the estimated average per acre cost for park development to arrive at a per capita cost. The average park development cost per acre shown represent the weighted average construction cost per acre (in 2021 dollars) for neighborhood and community parks per recent cost estimates.

**FIGURE 4 – PARK DEVELOPMENT COST PER CAPITA**

Cost Component	Acres per 1,000		Average	Cost per
	Population <sup>1</sup>	Acres per Capita <sup>1</sup>	Development Cost per Acre <sup>2</sup>	Capita
Calc	a	b = a / 1,000	c	d = b * c
Developed Parks	5.00	0.00500	\$439,500	\$2,197.50

Source: Arcade Creek Recreation and Park District, Master Plan Update 2012

- Notes:
- <sup>1</sup> Based on District's Master Plan Level of Service.
  - <sup>2</sup> See Appendix B.



**DETERMINATION OF THE RESIDENTIAL PARK IMPACT FEE**

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This section presents the calculation of the total cost per capita for parks and recreational facilities. The total cost per capita for each is then applied to five residential land use categories in proportion to the demand they create as measured by their respective dwelling unit occupancy factor.

**PARK IMPACT FEE COST COMPONENTS**

The figure below summarizes the per capita cost components from the previous section and includes an additional four percent for the administration of the park impact fee program. The fee program administrative cost component is designed to recover the cost collection, documentation, annual reporting requirements, five-year report requirements, periodic Nexus Study updates, and other costs reasonably related to compliance with the Act. In 2010, the District had planned for the construction of a new gymnasium/community center. This facility is no longer part of the District’s current long-term facility plan, and therefore, is not included as a cost component in this fee update. As shown, the total per capita cost component is \$2,285.40.

**FIGURE 5 – PARK IMPACT FEE COST COMPONENTS**

<b>Cost Component</b>	<b>Per Capita Cost</b>
Park Development	\$2,197.50
Fee Program Administration (4%) <sup>1</sup>	\$87.90
<b>Total Cost per Capita</b>	<b>\$2,285.40</b>

Notes:

<sup>1</sup> Collection, accounting, documentation, annual reporting requirements, five-year report requirements, periodic Nexus Study updates and other costs reasonably related to compliance with the Act.

## RESIDENTIAL LAND USE CATEGORIES

The Act requires that development impact fees be determined in a way that ensures a reasonable relationship between the amount of the fee and the cost of the facilities or portion of the facilities attributable to the development on which the fee is imposed. Since the demand for / need for park and recreational services is inherently driven by population and since different residential land uses have varying household occupancies, the residential park impact fee is expressed on a per dwelling unit basis based on their respective dwelling unit occupancy factor for four residential land uses. This Nexus Study also incorporates the addition of another residential unit to a single-family property as a fifth category (labeled as "Accessory Dwelling Unit").

For the purpose of this fee program, a "dwelling unit" means one or more rooms in a building or structure or portion thereof designed exclusively for residential occupancy by one or more persons for living or sleeping purposes and having kitchen and bath facilities.

The five residential land use categories are as follows:

- ***"Single-family detached housing"*** means detached one-family dwelling units;
- ***"2 to 4 unit attached housing"*** means buildings or structures designed for two through four families for living or sleeping purposes and having a kitchen and bath facilities for each family, including two-family, group and row dwelling units;
- ***"5 + unit attached housing"*** means buildings or structures designed for five or more families for living or sleeping purposes and having kitchen and bath facilities for each family, including condominiums and cluster developments;
- ***"Mobile home"*** means a development area for residential occupancy in vehicles which require a permit to be moved on a highway, other than a motor vehicle designed or used for human habitation and for being drawn by another vehicle; and
- ***"Accessory dwelling unit"*** means a dwelling unit, or "granny flat," either a detached or attached dwelling unit, which provides complete, independent living facilities for one or more persons with provisions for living, sleeping, eating, cooking, and sanitation on the same parcel as the primary residence.

**DWELLING UNIT OCCUPANCY FACTOR**

Figure 6 below presents the calculation of the dwelling unit occupancy factor for the four residential land uses. The calculation is based on information from the *2013-2017 American Community Survey 5-Year Estimate* from the 2010 U.S. Census for Census Tracts 74.13,75.03,75.04 and 76.01, which are found to be representative of the boundaries of the District. However, the occupancy density for mobile homes is based on the countywide average due to inadequate sample size.

**FIGURE 6 – DWELLING UNIT OCCUPANCY FACTOR**

Land Use Categories	Occupied		Total Number of Occupants	Dwelling Unit Occupancy Factor
	Calc	a		
Single-Family Detached Housing		2,952	8,708	2.95
2 to 4 Unit Attached Housing		2,348	6,645	2.83
5 + Unit Attached Housing		2,014	4,705	2.34
Mobile Homes <sup>1</sup>		NA	NA	2.16

Source: 2010 U.S. Census for Census Tracts 74.13,75.03,75.04 and 76.01

Notes:

<sup>1</sup> Occupancy density for mobile homes is based on the countywide average due to inadequate sample size.

**RESIDENTIAL PARK IMPACT FEE DETERMINATION**

Figure 7 below presents the calculation of the maximum park impact fee. As shown, the per dwelling unit fees for four residential land uses are determined by multiplying the total cost per capita by their respective dwelling unit occupancy factor. The park impact fee for an ADU greater than 850 square feet and a multi-bedroom ADU that is greater than 1,000 square feet shall be imposed proportionately in relation to the square footage of the primary dwelling unit. All other ADUs are exempt from the park impact fee. For example, the calculation of the maximum park impact fee for the construction of a 900 square foot accessory dwelling unit on a single-family parcel with a 2,250 square foot single-family home would be  $(900 / 2,250) * \$6,741 = \$2,696$ .

The District may approve, and the County may adopt fees lower than the maximum, justified amounts shown below, provided that they are reduced by the same percentage for each land use category.

**FIGURE 7 – MAXIMUM RESIDENTIAL PARK IMPACT FEE**

Land Use Category	Unit	Total Cost Per Capita <sup>1</sup>	Dwelling Unit	Maximum Park Impact Fee <sup>3</sup>
			Occupancy Factor <sup>2</sup>	
	Calc	a	b	c = a * b
Single-Family Detached Housing	DU	\$2,285.40	2.95	\$6,741
2 to 4 Unit Attached Housing	DU	\$2,285.40	2.83	\$6,467
5 + Unit Attached Housing	DU	\$2,285.40	2.34	\$5,347
Mobile Homes <sup>1</sup>	DU	\$2,285.40	2.16	\$4,936
Accessory Dwelling Unit <sup>2</sup>		NA	NA	See Note 4

Notes:

<sup>1</sup> See Figure 5.

<sup>2</sup> See Figure 6.

<sup>3</sup> Maximum park impact fee is rounded down to the nearest dollar.

<sup>4</sup> ADUs 850 square feet or less and multi-bedroom ADUs 1,000 square feet or less are exempt from the park impact fee. For all other ADUs, the park impact fee shall be imposed proportionately in relation to the square footage of the primary dwelling unit.

**PROJECTED PARK IMPACT FEE REVENUE**

Figure 8 projects park impact fee revenue through 2036. Total fee revenue (in 2021 dollars) is estimated by multiplying the total cost per capita by the resident population growth estimated for the period for the District. As shown, it is projected the District may generate approximately \$2.4 million (in 2021 dollars) by 2036. Certainly, arguments can be made for higher or lower population growth. However, the projected population growth and fee revenue are merely estimates for planning purposes. The maximum fee amounts do not depend upon the timing and level of development.

**FIGURE 8 – PROJECTED PARK IMPACT FEE REVENUE**

Land Use Category	Total Cost per Capita <sup>1</sup>	Projected Population Growth (2036) <sup>2</sup>	Projected Park Impact Fee Revenue (2021\$)
Calc	a	b	c = a * b
Residential Development	\$2,285.40	1,050	\$2,399,670

Notes:  
<sup>1</sup> See Figure 5.  
<sup>2</sup> See Figure 3.

The fee revenue must be deposited into a separate park impact fee account or fund in a manner to avoid any commingling of the fees with other revenues and funds of the County.

The fee revenue will be restricted to the funding of new or expanded parks and recreational facilities that add to the park and recreational service capacity of the District. Additionally, the use of fee proceeds for rehabilitation of existing parks and recreational facilities is limited in that they may only cover the portion of an improvement that expands service capacity. For example, if the District planned to replace a shade structure with an existing park with a significantly larger shade structure, park impact fee proceeds could fund the portion equal to the percentage increase in the square footage of the larger shade structure, or by another reasonable measurement of capacity. (See Figure 9 for more information.)

Fee revenue will also be used to cover fee program administration costs such as collection, documentation, annual reporting requirements, five-year report requirements, periodic Nexus Study updates, and other costs reasonably related to compliance with the Act.

Fee revenue may not be used to fund 1) the renovation or replacement of existing facilities and 2) operational, maintenance or repair costs.

**NEXUS FINDINGS FOR RESIDENTIAL PARK IMPACT FEE**

This section summaries the nexus findings required to demonstrate the legal justification of the residential park impact fee.

**PURPOSE OF THE FEE**

The purpose of the residential park impact fee is to fund new or expanded parks and recreational facilities, to meet the needs of the new resident population generated by new residential development in the District.

**USE OF FEE REVENUE**

Park impact fee revenue will be used to fund the development and/or acquisition of new or expanded parks and recreational facilities to serve new development. A summary of the allowable and prohibited uses of the fee revenue is provided in figure 9 below.

**FIGURE 9 – SUMMARY OF ALLOWABLE AND PROHIBITED USES OF FEE REVENUE**

<u><i>Allowable Uses</i></u>	<u><i>Prohibited Uses</i></u>
<ul style="list-style-type: none"> <li>▪ <i>The cost of new or expanded parks and recreational facilities (100%)</i></li> <li>▪ <i>The cost of new recreational facilities in <u>existing</u> parks that that expand service capacity (100%)</i></li> <li>▪ <i>Parks and recreational facility costs already incurred that provide growth-related capacity (100%)</i></li> <li>▪ <i>The proportional cost of parks and recreational facility renovation projects that expand service capacity</i></li> <li>▪ <i>Collection, accounting, documentation, annual reporting requirements, five-year report requirements, periodic Nexus Study updates, and other costs reasonably related to compliance with the Act.</i></li> </ul>	<ul style="list-style-type: none"> <li>▪ <i>Existing deficiencies, such as renovation or replacement of existing recreational facilities that do not expand service capacity</i></li> <li>▪ <i>Parkland acquisition, construction of indoor community use facilities, swimming pools, and purchase or lease of vehicles.<sup>1</sup></i></li> <li>▪ <i>Operational, maintenance or repair costs</i></li> </ul>

<sup>1</sup> Swimming pool and community use facility construction costs are a prohibited use of fee revenue under this proposed fee program. However, in a future fee program update, the District may include a community use facility cost component or an aquatics facility cost component of equal or lesser cost in lieu of a community use facility cost component.

#### BENEFIT RELATIONSHIP

The fee will be collected as development occurs. To maintain its level of park and recreation services, fee revenue will be used to fund new and expand the parks and recreational facilities, to meet the additional demand generated by the new residents created by new development projects.

Fee revenue will be deposited into a separate park impact fee account or fund in a manner to avoid any commingling of the fees with other revenues and funds of the District or County. The fee revenue will be restricted to the uses described in the "Use of Fee Revenue" finding. These actions ensure that a development project paying the park impact fee will benefit from its use.

#### IMPACT RELATIONSHIP

Since the need for park and recreational services is inherently population-driven, new residential development in the District will generate the need for new park and recreational services and the corresponding need for various facilities. The need is measured in proportion to average household occupancy for five residential land use categories. The District's Master Plan park standard is 5.0 improved park acres for every 1,000 residents. The fees' use (funding new or expanded parks and recreational facilities) is therefore reasonably related to the type of project (new residential development) upon which it is imposed.

#### PROPORTIONALITY

The amount of park and recreational facilities needed to serve a unit of development is based on the District's LOS standard for such facilities. The cost of new and expanded parks and recreational facilities, community use facilities, and fee program administrative costs are defined on a cost per capita basis. These per capita costs are then applied to five residential land use categories based on their respective dwelling unit occupancy factor.

The use of average dwelling unit occupancy for five residential land use categories to determine the park impact fee schedule achieves proportionality across the types of development on which the fee is imposed. In general, a single-family home will generate a higher number of persons than a multifamily unit, and as a result, will pay a higher fee. Thus, the application of the park impact fee schedule to a specific project ensures a reasonable relationship between the fee and the cost of the parks and recreational facilities attributable to that residential development project.

**DETERMINATION OF THE NONRESIDENTIAL PARK IMPACT FEE**

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In addition to the residents of the District, employees who work in the District also use and place demands upon the District’s park facilities. Just as future growth in the residential population will impact park facilities, future growth in the District’s employee population will also impact park facilities and additional parks, and recreational facilities are required for the future growth in employees within the District. Therefore, this section determines a park impact fee for nonresidential land uses.

**RESIDENTIAL EQUIVALENT FACTOR**

Employees use park and recreational facilities in a variety of ways. They participate in lunchtime activities, gym use, community center functions, before-work and after-work group functions, weekend company functions, company-sponsored sports leagues, lunchtime trail use, etc. However, one employee is generally not considered to have the same demand for or impact upon park facilities as one resident. Therefore, this Nexus Study utilizes a residential equivalent factor which is determined by the number of hours an employee is within the District divided by the number of hours in a year available to a full-time employee to use the District’s park and recreation facilities while in the District as the ratio of the demand one employee will have on park facilities, as compared to one resident.

In general, residents of the District can use the District’s park and recreation facilities year-round. Conversely, park and recreation facility use by employees in the District is generally limited to shorter periods before and after work and during lunch or break times. This time available for park usage within the District is estimated to be 2 hours per day, 5 days per week. In order to establish an employee park usage factor of equivalence with residents, each resident is assumed to be able to use parks 16 hours per day, 365 days per year. Thus, for purposes of this Nexus Study, one employee is considered to have the equivalent park facilities demand of 0.09 residents, as shown in figure 10 below.

**FIGURE 10 – RESIDENTIAL EQUIVALENT FACTOR**

Total Park Hours Available per Year <sup>1</sup>	5,840
Hours Available to Employees per Year for Park Use <sup>2</sup>	520
<b>Residential Equivalent Factor</b>	<b>0.09</b>

Notes:  
<sup>1</sup> 365 days per year, 16 hours per day.  
<sup>2</sup> 52 weeks per year, 5 days per week, 2 hours per day out of a 10 hour day.



**NONRESIDENT EMPLOYEE FACTOR**

In order to measure the impact from nonresident employees that do not live in the District, a nonresident employee factor is determined using figures from the 2000 U.S. Census for census tracts 74.13,75.03,75.04, and 76.01. (Unfortunately, the 2010 U.S. Census does not provide similar data.) This factor was not included in the 2010 park impact fee program. As shown below, of the 8,207 employees who worked in the District in 2000, 6,980 were not residents of the District. Therefore, for purposes of this Nexus Study, it is assumed that 85 percent of employees generated by new nonresidential development with the District will reside outside the District. 2000 Census figures are found to be reasonably representative of the same ratio today.

**FIGURE 11 – NONRESIDENT EMPLOYEE FACTOR**

	Calc	
Work In Place of Residence	a	1,227
Work Outside Place of Residence	b	6,980
<b>Total Workers in Place</b>	<b>c = a + b</b>	<b>8,207</b>
<b>Nonresident Employee Factor</b>	<b>d = b / c</b>	<b>0.85</b>

Source: 2000 U.S. Census for Census Tracts 74.13,75.03,75.04, and 76.01

**COST PER EMPLOYEE**

Figure 12 below presents the calculation of the cost per nonresident employee based on the per capita cost multiplied by the residential equivalent factor and nonresident employee factor. As shown, the cost per nonresident employee is \$173.07, or the equivalent of 7.6% of the per capita cost for a District resident.

**FIGURE 12 – COST PER EMPLOYEE**

Land Use	Per Capita	Residential	Nonresident	Cost per Employee	
	Costs <sup>1</sup>	Equivalent Factor <sup>2</sup>	Employee Factor <sup>3</sup>		
	Calc	a	b	c	d = a * b * c
Nonresidential	\$2,285.40	0.09	0.85	\$173.07	

Notes:  
<sup>1</sup> See Figure 5  
<sup>2</sup> See Figure 10  
<sup>3</sup> See Figure 11

## NONRESIDENTIAL LAND USE CATEGORIES

As mentioned earlier, the Act requires that development impact fees be determined in a way that ensures a reasonable relationship between the amount of the fee and the cost of the facilities or portion of the facilities attributable to the development on which the fee is imposed. Since nonresidential land uses have varying employment densities, the nonresidential park impact fee is expressed on a per square footage basis based on their respective employment density for three nonresidential land use categories.

Pursuant to County Code Section 16.155.020, nonresidential development means a permit for the original construction or installation of three categories of structures, including retail and commercial, office, and industrial or similar nonresidential occupancy. These categories are defined below.

- *“Retail / Commercial”* means buildings to be used for retail, general commercial, hotel/motel, private school, and similar nonresidential occupancy.
- *“Office”* means a building to be used for general business services, professional office, medical office, and similar nonresidential occupancy.
- *“Industrial”* means a building to be used for manufacturing, fabrication, assembly, storage, distribution, and similar nonresidential purposes.

The nonresidential fee shall be charged for “covered and enclosed space” within the perimeter of a nonresidential structure. Any storage areas incidental to the principal use of the development, garages, parking structures, unenclosed walkways, or utility or disposal areas shall not be subject to the fee.

## NONRESIDENTIAL PARK IMPACT FEE DETERMINATION

In order to determine the nonresidential park impact fees, the cost per employee is applied to the three nonresidential land uses by their employment density to arrive at nonresidential park impact fees per square foot. The nonresidential park impact fees for retail/commercial, office, and industrial land uses are shown in Figure 13 on the following page. The District may approve, and the County may adopt fees lower than the maximum amounts justified by this Nexus Study provided that they are reduced by the same percentage for each land use category.

FIGURE 13 – MAXIMUM NONRESIDENTIAL PARK IMPACT FEE

Nonresidential Land Use Category	Cost per Employee <sup>1</sup>	Employees per 1,000 Sq. Ft. <sup>2</sup>	Maximum Nonresidential Park Impact Fee <sup>3</sup>
	Calc a	b	c = a / (1,000 / b)
Retail / Commercial	\$173.07	2.25	\$0.39
Office	\$173.07	3.50	\$0.61
Industrial	\$173.07	1.50	\$0.26

Notes:

<sup>1</sup> See Figure 12.

<sup>2</sup> Employment density figures based on the SCAG "Employment Density Study" dated October 31, 2001 prepared by The Natelson Company, Inc.

<sup>3</sup> Fee is rounded to the nearest cent.

The employment density figures are based on the commonly cited Southern California Association of Government ("SCAG") "Employment Density Study" dated October 31, 2001, prepared by The Natelson Company, Inc. The previous employment density figures were based on a now outdated San Diego Association of Governments ("SANDAG") Traffic Generator Study. All density figures are expressed in terms of the number of employees per 1,000 square feet of building area. For the purpose of this Nexus Study, these figures are considered to be representative of the employment density of future nonresidential development.

**NEXUS FINDINGS FOR NONRESIDENTIAL PARK IMPACT FEE**

This section summarizes the nexus findings required to demonstrate the legal justification of the nonresidential park impact fee.

**PURPOSE OF THE FEE**

The purpose of the nonresidential park impact fees is to fund new or expanded parks and recreational facilities, to meet the needs of new employees created by new nonresidential development within the District.

**USE OF FEE REVENUE**

Park impact fee revenue will be used to fund the development and/or acquisition of new or expanded parks and recreational facilities to serve new nonresidential development. A summary of the allowable and prohibited uses of the fee revenue is provided in Figure 9 previously.

#### BENEFIT RELATIONSHIP

The fee will be collected as new nonresidential development occurs. Fee revenue will be used to fund new and expanded parks and recreational facilities to meet the additional demand generated by the employees created by new development projects. Fee revenue will be deposited into a separate park impact fee account or fund in a manner to avoid any commingling of the fees with other revenues and funds. The fee revenue will be restricted to the uses described in the "Use of Fee Revenue" finding. These actions ensure that a nonresident development project paying the park impact fee will benefit from its use.

#### IMPACT RELATIONSHIP

Since the need for park and recreational services is inherently service population-driven, new nonresidential development will generate additional demand for park services and the associated need for new or expanded parks and recreational facilities. The demand is measured in proportion to the residential equivalent factor, the nonresident employee factor, and the average employment density for retail/other commercial, office, and industrial land use categories. The fees' use (funding new or expanded parks and recreational facilities) is therefore reasonably related to the type of project (new nonresidential development) upon which it is imposed.

#### PROPORTIONALITY

The amount of park and recreational facilities needed to serve a unit of nonresidential development is determined by dividing the cost per employee by the employment density for retail/other commercial, office, and industrial land uses.

The use of employment density to determine the nonresidential park impact fee schedule achieves proportionality across the types of nonresidential development on which the fee is imposed. In general, an office will generate a higher number of employees than an industrial facility on a square footage basis, and as a result, will pay a higher fee. Thus, the application of the park impact fee schedule to a specific nonresidential project ensures a reasonable relationship between the fee and the cost of the parks and recreational facilities attributable to that nonresidential development project.

**COMPARISON OF CURRENT AND MAXIMUM PARK IMPACT FEES**

The figure below compares the current park impact fee schedule, to be adjusted on March 1, 2021, with the maximum park impact fee schedule justified by this Nexus Study. The decrease is largely due to no community use facilities cost component and the addition of the nonresident employee factor for the nonresidential park impact fees. The increase in mobile homes is due to an increase in the dwelling unit occupancy factor from 1.63 persons per mobile home in 2010 to the countywide average of 2.16 persons per mobile home in 2021.

**FIGURE 14 – COMPARISON OF CURRENT AND MAXIMUM PARK IMPACT FEES**

Land Use Category	Unit <sup>1</sup>	Current Park	Maximum	\$ Change	% Change
		Impact Fee <sup>2</sup>	Park Impact Fee		
	Calc	a	b	c = a - b	d = c / a -1
Single-Family Detached Housing	DU	\$7,322	\$6,741	(\$581)	-7.9%
2 to 4 Unit Attached Housing	DU	\$7,014	\$6,467	(\$547)	-7.8%
5 + Unit Attached Housing	DU	\$5,578	\$5,347	(\$231)	-4.1%
Mobile Homes	DU	\$4,332	\$4,936	\$604	13.9%
Accessory Dwelling Unit		----- See Note 3 -----			
Retail / Commercial	BSQFT	\$0.52	\$0.39	(\$0.13)	-25.0%
Office	BSQFT	\$0.84	\$0.61	(\$0.23)	-27.4%
Industrial	BSQFT	\$0.35	\$0.26	(\$0.09)	-25.7%

Notes:

<sup>1</sup> DU means dwelling unit; BSQFT means building square feet.

<sup>2</sup> To become effective March 1, 2021; established by Sacramento County Board of Supervisors on September 4, 2010 by Resolution No. 2010-0714.

<sup>3</sup> ADUs that are 850 square feet or less and multi-bedroom ADUs 1,000 square feet or less are exempt from the park impact fee. For all other ADUs, the park impact fee shall be imposed proportionately in relation to the square footage of the primary dwelling unit.

## FEE PROGRAM ADOPTION REQUIREMENTS

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The following is a summary of the statutory procedural requirements for adoption of the fee program by the County Board of Supervisors on behalf of the District. The specific statutory procedural requirements for the adoption of the fee program may be found in the California Government Code Sections 66016, 66017 and 66018, and County Code Chapter 16.155.

1. The Board of Supervisors shall conduct at least "one open and public meeting" as part of a regularly scheduled meeting on the requested fee program.
2. At least 14 days before the meeting, the County shall mail out a notice of the meeting to any interested party who filed a written request for notice of the adoption of new or increased fees.
3. At least ten days before the meeting, the County shall make available to the public the Nexus Study for review.
4. At least ten days before the public hearing, a notice of the time and place of the meeting shall be published twice in a newspaper of general circulation with at least five days intervening between the dates of first and last publication, not counting such publication dates.
5. After the public hearing, the County Board of Supervisors shall adopt a resolution updating the proposed fee program on behalf of the District.
6. The fee shall become effective 60 days after the adoption of the resolution or longer as specified by the resolution.

## FEE PROGRAM ADMINISTRATION REQUIREMENTS

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This section summarizes the statutory requirements and general recommendations for the annual administration of the park impact fee program. The specific statutory requirements for the administration of the fee program may be found in California Govt. Code § 66000 et seq.

### ACCOUNTING REQUIREMENTS

Proceeds from the park impact fee should be deposited into a separate fund or account so that there will be no commingling of fees with other revenue. The park impact fees should be expended solely for the purpose for which they were collected. Any interest earned by such account should be deposited in that account and expended solely for the purpose for which originally collected.

### REPORTING REQUIREMENTS

The following information, entitled "*Annual Report*," must be made available to the public within 180 days after the last day of each fiscal year:

- a brief description of the type of fee in the account;
- the amount of the fee;
- the beginning and ending balance of the account;
- the fees collected that year and the interest earned;
- an identification of each public improvement for which the fees were expended and the amount of the expenditures for each improvement;
- an identification of an approximate date by which development of the improvement will commence if the local agency determines that sufficient funds have been collected to complete financing of an incomplete public improvement;
- a description of each inter-fund transfer or loan made from the account or fund, including the public improvement on which the transferred or loaned fees will be expended, the date on which any loan will be repaid, and the rate of interest to be returned to the account; and
- the amount of money refunded under section Govt. Code § 66001.

The District and County shall review the Annual Report at the next regularly scheduled public meeting, not less than 15 days after the Annual Report is made available to the public. Notice of the time and place of the meeting, including the address where this information may be reviewed, shall be mailed, at least 15 days prior to the meeting, to any interested party who files a written request with the County for mailed notice of the meeting. Any written request for mailed notices shall be valid for one year from the date on which it is filed unless a renewal request is filed. Renewal requests for mailed notices shall be filed on or before April 1 of each year. The District Board may establish a reasonable annual charge for sending notices based on the estimated cost of providing the service.

For the fifth fiscal year following the first receipt of any park impact fee proceeds, and every five years thereafter, the District must comply with Government Code Section 66001(d)(1) by affirmatively demonstrating that the District still needs unexpended park impact fees to achieve the purpose for which it was originally imposed and that the District has a plan on how to use the unexpended balance to achieve that purpose. Specifically, the District shall make the following findings, entitled "*Five-Year Findings Report*," with respect to that portion of the account or fund remaining unexpended, whether committed or uncommitted:

- Identify the purpose to which the fee is to be put;
- Demonstrate a reasonable relationship between the fee and the purpose for which it is charged;
- Identify all sources and amounts of funding anticipated to complete financing in incomplete improvements; and
- Designate the approximate dates on which the funding is expected to be deposited into the appropriate account or fund.

The County shall provide for the refund of all or any part of such unexpended or unappropriated fee revenue, together with any actual interest accrued thereon, in the manner described in Government Code § 66001 (e) of the, to the current record owner of any property for which a fee was paid; provided that if the administrative costs of refunding such fee revenue exceed the amount to be refunded.



### ANNUAL INFLATIONARY ADJUSTMENT

All costs and the associated park impact fees determined by this Nexus Study are in January 2021 dollars. Pursuant to County Municipal Code Section 16.155.190, the park impact fee shall be adjusted with notice to the District Administrators automatically without any further action by the Board of Supervisors on March 1 by averaging the net percentage change Engineering News-Record Construction Cost Index for San Francisco and the 20 U.S. Cities Index for the preceding year.

### FEE EXEMPTIONS

Pursuant to County Municipal Code Section 16.155.150, the following are exempted from payment of the fee:

- Any replacement or reconstruction of an existing dwelling unit; and
- Additions to single-family residential structures provided no change in use occurs and a second full kitchen is not added; and
- Additions to multifamily residential structures that do not create additional units; and
- Supporting use square footage in multifamily projects, such as the office and recreation areas required to directly serve the multifamily project; and
- Nonhabitable residential structures such as decks, pools, pool cabanas, sheds, garages, etc., and
- Construction of ADUs that are 850 square feet or less and multi-bedroom ADUs that are 1,000 square feet or less; and
- Mobile or manufactured homes with no permanent foundation.

### FEE CREDITS

Pursuant to County Municipal Code § 16.155.170, the Act, and recent court cases, the following circumstances must receive a fee credit:

- Demolished existing dwelling units or building square footage as part of a development project.
- If a developer dedicates land or builds specific park facilities under a turn-key agreement, the fee imposed on that development project may be adjusted to reflect a credit for the parks and recreational facilities constructed.

## APPENDICES

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Appendix A – Agreement-In-Principle

Appendix B – Cost Estimates for Parks and Recreational Facilities

Appendix C – Inventory of District Park Facilities

Appendix D – District Map

## APPENDIX A – AGREEMENT IN PRINCIPLE

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1. The estimate of costs within the eight proposed park fee programs relating to infill development shall be reflective of current average park construction costs. The park districts will compare recent cost estimates and bids to the cost estimates within the proposed fee programs and adjust the fee programs as appropriate to reflect current costs, taking into consideration the highs and lows of the recently volatile bid climate for public construction projects.
2. In general, the average park development cost component within the proposed fee programs of the park districts may include the following costs and amenities (as appropriate to park size and function per park district master plans)
  - Reasonable design, engineering, fees, and soft costs
  - On-site improvements including site grading, utility connections, soil preparation and amendments, lighting, automatic irrigation, planting, and concrete pathways
  - Street frontage and off-street parking
  - Children's play area
  - Shade structure(s)
  - Picnic Area(s)
  - Restroom(s)
  - Regulation or practice field or court facility(s)
3. All costs will be periodically adjusted based on an agreed-upon construction cost index.
4. Park impact fee programs may include a community center facility cost component. Construction of community centers will be phased depending on the availability of funding from anticipated sources, including park impact fees. Park impact fee programs can only charge new development for its fair share of the cost for community centers. The park districts will need to fund the remaining costs for community centers from other sources.
5. At the discretion of each park district, proposed park fee programs may include in its park fee program proposal an aquatics facility of equal or lesser cost in lieu of a community center facility. Construction of aquatics facilities will be phased depending on the availability of funding from anticipated sources, including park fees. The Fee Programs can only charge new development for its fair share of the cost for such aquatic facilities based on a cost equal or lesser than a community center. The Districts will need to fund the remaining costs for aquatics facilities from other sources.

6. The Fee Programs shall be based on each park district's master plan level of service ("LOS"), which is 5.0 acres of parks per 1,000 residents for each district except for Sunrise RPD (Foothill Farms) with a LOS of 4.5 acres of parks per 1,000 residents.
7. The Districts shall work with the school district(s) and/or other public entities within their respective boundaries to achieve joint use by combining parks with school and/or other public sites when possible.
8. Implementation of any new infill park fee programs shall be phased. The parties have discussed a three-year phasing plan similar to the phasing plan for the recently adopted transportation impact fee adjustment (that specified one-third of the justified fee implemented upon adoption and increased an additional one-third each subsequent year until full implementation).
9. If a development project is conditioned (or otherwise agreement is achieved by mutual consent between the developer and park district) to construct park and recreation facilities or improvements that are included within an implemented park fee program, a credit for such facilities or improvements constructed shall be provided based upon the provisions and unit prices in the park fee program. A development project shall not be conditioned to construct park and recreation facilities that are not included within the proposed fee program unless a funding source is identified and credit for such facilities or improvements constructed is provided, and there is a mutual agreement between the developer and the park district.

## APPENDIX B – COST ESTIMATES FOR PARK AND RECREATION FACILITIES

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FIGURE 15 – TYPICAL 5-ACRE NEIGHBORHOOD PARK CONSTRUCTION COSTS

Item	Units		Unit Cost <sup>1</sup>	2021 \$ <sup>1</sup>
	Calc	a	b	c = a * b
Basic Park Development		5 acre	\$283,000	\$1,415,000
Parking Lots		20 stall	\$4,000	\$80,000
Soccer Field		1 each	\$16,000	\$16,000
Restroom Building		1 each	\$310,300	\$310,300
Playground Equipment - Large		1 each	\$374,500	\$374,500
Basketball Court (1/2 Court)		1 each	\$48,100	\$48,100
Shade Structure - Large (50 people)		1 each	\$96,600	\$96,600
<b>Total Project Cost</b>				<b><u>\$2,340,500</u></b>
<b>Average Cost Per Acre (rounded)</b>				<b>\$468,000</b>

Sources: County of Sacramento and SCI Consulting Group

Notes:

<sup>1</sup> Based on park and recreation capital improvement estimates for the Florin Vineyard Community Plan as of January 1, 2019 and adjusted 5.9% for cost inflation based on the average change in ENR CCI SF from January 2019 (12114.87) to January 2021 (13097.91) and the ENR CCI 20-Cities from January 2019 (11206) to January 2021 (11628).

FIGURE 16 – TYPICAL 20-ACRE CONSTRUCTION PARK CONSTRUCTION COSTS

Item	Units		Unit Cost <sup>1</sup>	2021 \$ <sup>1</sup>
	Calc	a	b	c = a * b
Basic Park Development		20 acre	\$224,600	\$4,492,000
Playground Equipment - Small		2 each	\$187,200	\$374,400
Playground Equipment - Large		1 each	\$374,500	\$374,500
Soccer Field		2 each	\$16,000	\$32,000
Youth Baseball / Softball Fields		3 each	\$64,200	\$192,600
Tennis Court with Fence (Set of 2)		4 each	\$107,000	\$428,000
Sports Lighting		1 each	\$41,700	\$41,700
Basketball Court (1/2 Court)		3 each	\$48,100	\$144,300
Shade Structure - Large (50 people)		2 each	\$96,600	\$193,200
Shade Structure - Small (25 people)		2 each	\$49,400	\$98,800
Restroom Building		4 each	\$310,300	\$1,241,200
Parking Lots		150 stall	\$4,000	\$600,000
<b>Total Project Cost</b>				<b><u>\$8,212,700</u></b>
<b>Average Cost Per Acre (rounded)</b>				<b>\$411,000</b>

Sources: County of Sacramento and SCI Consulting Group

Notes:

<sup>1</sup> Based on park and recreation capital improvement estimates for the Florin Vineyard Community Plan as of January 1, 2019 and adjusted 5.9% for cost inflation based on the average change in ENR CCI SF from January 2019 (12114.87) to January 2021 (13097.91) and the ENR CCI 20-Cities from January 2019 (11206) to January 2021 (11628).

APPENDIX C – DISTRICT PARK INVENTORY

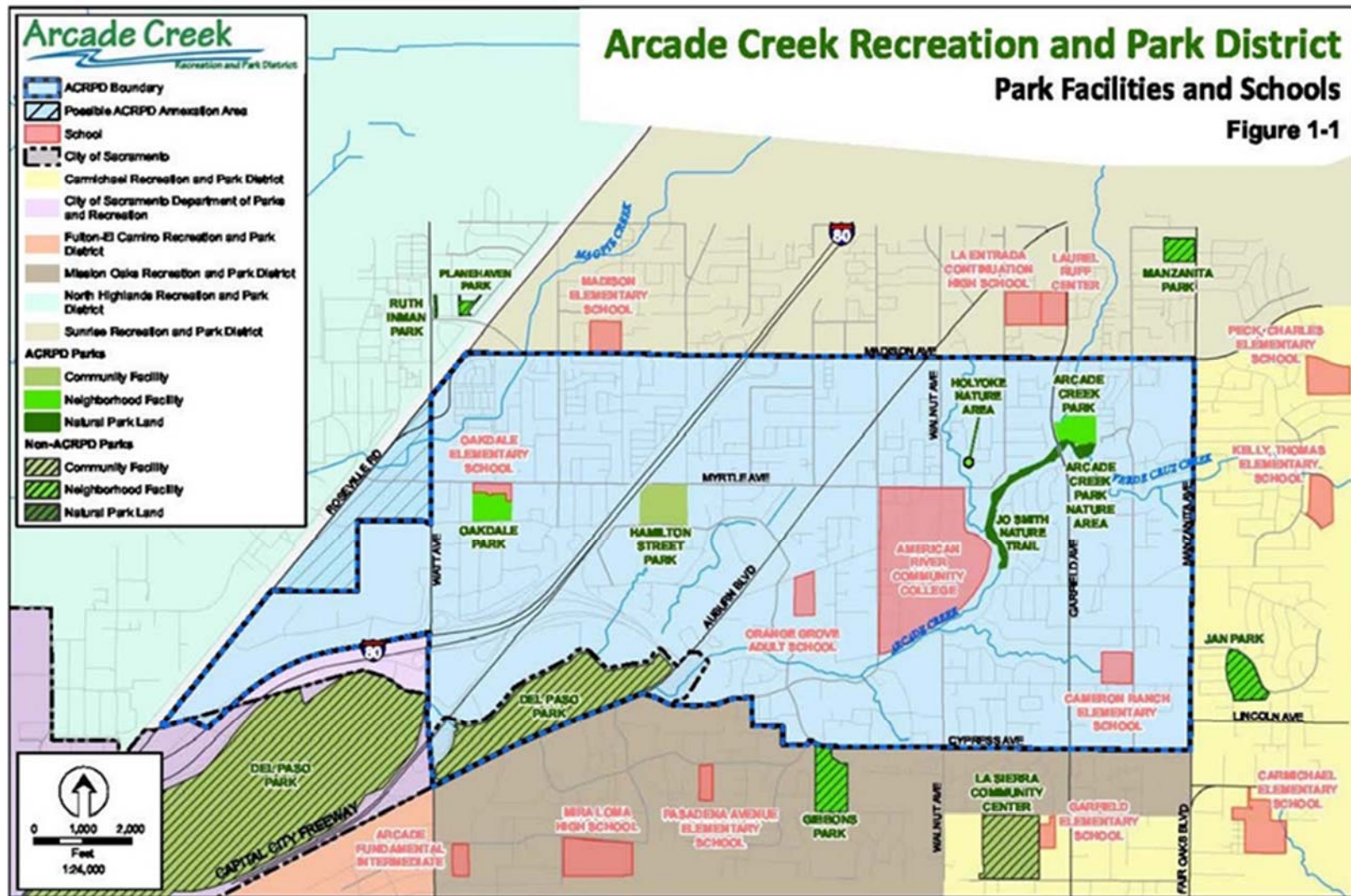
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FIGURE 17 – DISTRICT PARK INVENTORY

Name of Park / Area	Total Acres	Improved Acres	Unimproved Acres
Arcade Creek Park	9.05	9.05	
Arcade Creek Nature Area	2.15		2.15
Hamilton Street Park	17.02	17.02	
Jo Smith Nature Trail	9.90		9.90
Oakdale Park	10.00	10.00	
<b>Total Parks</b>	<b>48.12</b>	<b>36.07</b>	<b>12.05</b>

Source: Arcade Creek Recreation and Park District, Parks and Recreation Master Plan Update 2017-2030

APPENDIX D – DISTRICT MAP





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