PARK IMPACT FEE NEXUS STUDY

JULY 2010
REVISED FINAL REPORT

PREPARED FOR:

BOARD OF DIRECTORS
FAIR OAKS RECREATION AND PARK DISTRICT

PREPARED BY:
SCIConsultingGroup
4745 MANGELS BOULEVARD
FAIRFIELD, CALIFORNIA 94534
PHONE 707.430.4300
FAX 707.430.4319
www.sci-cg.com

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FAIR OAKS RECREATION AND PARK DISTRICT

2010 BOARD OF DIRECTORS

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Todd Sebastian

DISTRICT CONSULTANT

SCI Consulting Group

ACKNOWLEDGMENTS

This Park Impact Fee Nexus Study was prepared by SCI Consulting Group under contract with the Fair Oaks Recreation and Park District.

The work was accomplished under the general direction Maureen Zamarripa, District Administrator for the Fair Oaks Recreation and Park District.

We would like to acknowledge the special efforts made by individuals and organizations to this project:

Rich Blackmarr, Sacramento County Infrastructure Finance Section
Bob Davison, Sacramento County Infrastructure Finance Section
Susan Goetz, Sacramento County Infrastructure Finance Section
Janet Baker, Sacramento County Department of Regional Parks
Holly Gilchrist, Sacramento County Counsel Office
John Costa, North State Building Industry Association
Joshua Wood, Sacramento Regional Builder's Exchange
Sam Crawford, Fair Oaks Recreation and Park District (formerly)
Todd Sebastian, Fair Oaks Recreation and Park District
Margaret Voorhees, Fair Oaks Recreation and Park District
Jeff Fox, Park Construction Manager and Development Consultant
Sacramento County Assessor's Office
Sacramento County Community Development Department

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EXECUTIVE SUMMARY

INTRODUCTION

This Park Impact Fee Nexus Study ("Nexus Study") was prepared pursuant to the "Mitigation Fee Act" as found in Government Code § 66000 et seq. The purpose of this Nexus Study is to establish the legal and policy basis for the imposition of park impact fees ("fees") on new residential and nonresidential development within the Fair Oaks Recreation and Park District ("District").

ABOUT THE FAIR OAKS RECREATION AND PARK DISTRICT

The Fair Oaks Recreation and Park District is located north of the American River Parkway between San Juan Avenue and the Folsom Lake State Recreation Area. Formed in 1945, the independent District provides eight parks for the nearly 34,000 residents and businesses in the District.

OVERVIEW OF THE PARK IMPACT FEE METHODOLOGY / APPROACH

Since the need for park and recreational services is inherently population-driven, this Nexus Study utilizes a per capita standard-based methodology to calculate the District's park impact fees. Under this method, the cost components are based on level of service ("LOS") standards established by the District. These LOS standards are from District's 1999 - 2008 Park Master Plan and are consistent with most other agencies in the greater Sacramento area that provide park and recreation facilities and services.

The total per capita costs for park and recreation facilities needed for new residential and nonresidential development are established within this Nexus Study. For the residential park impact fees, the total per capita costs are applied to five residential land use categories according their respective average household population to establish a cost / fee per unit. For the nonresidential park impact fees, a residential equivalent cost per employee is determined and applied to three nonresidential land uses using average employment densities and relative park usage factors to establish a cost / fee per square foot.

NEXUS REQUIREMENTS

In order to impose park impact fees, this Nexus Study demonstrates that a reasonable relationship or "nexus" exists between new development that occurs within the District and the need for additional developed parkland and recreational facilities as a result of new development. More specifically, this Nexus Study presents the necessary findings in order

to meet the procedural requirements of the Mitigation Fee Act, also known as AB 1600, 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;
- Determine how there is a reasonable relationship between the need for the public facility and the type of development project on which the fee is imposed;
- Determine how there is a reasonable relationship between the amount of the fee and the cost of the public facility or portion of the public facility attributable to the development on which the fee is imposed.

AGREEMENT IN PRINCIPLE AND REVISED PARK IMPACT FEES

On April 29, 2008, the District Board of Directors ("Board") approved a park impact fee program and requested that Sacramento County Board of Supervisors adopted and implement it on behalf of the District. Amidst the significant deterioration of conditions in the housing market through 2008 and into 2009, the eight park district administrators, SCI Consulting Group and Sacramento County IFS staff worked closely with the North State Building Industry Association and area developers to establish reasonable park impact fee programs that would to serve their needs and the needs of the development community as well.

In response to the direction of the Sacramento County Board of Supervisors, the parties engaged in a series of special meetings in late 2009 to review the "Fees, Standards and Costs" relating to proposed eight park impact fee programs. As a result of these meetings, an Agreement in Principle ("Agreement") was reached that outlined a framework for establishing and implementing the new park impact fee programs.

A memorandum has been attached to this Revised Final Report that details the provisions of the Agreement and the modifications to the previously approved fee program. However, the content in this Revised Final Report has not been changed to reflect the revised fees. Instead, the memorandum (attached as Appendix H) serves to outline the Agreement and the District's revised fee program and modifications.

SUMMARY OF GENERAL FINDINGS

Based on a review of the District's Park Master Plan, applicable County code sections, and District construction cost estimates, the following general findings are presented:

1. The District's population enjoys an existing level of service of 4.89 acres of neighborhood and community parkland for every 1,000 residents.
2. The District's adopted Master Plan level of service standard is 5.0 acres of parks for every 1,000 residents.
3. The District does not currently receive development impact fees from new residential or nonresidential development for the construction of parks and recreation facilities.
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. Park impact fees, pursuant to the Mitigation Fee Act, are needed to ensure that the District can build park and recreation facilities and improvements needed for the resident and employee growth created by new development.

SUMMARY OF GENERAL RECOMMENDATIONS

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

1. The County of Sacramento should establish the following park impact fees on behalf of the District in order to fairly allocate the cost of park development and recreational facilities construction to new development:

FIGURE 1 – REVISED PARK IMPACT FEES

Land Use Catergory	Approved Park Impact Fees	Revised Park Impact Fees
Residential	Per Dwelling Unit	
Single-Family Detached Residential	$6,038	$5,662
2 to 4 Unit Attached Residential	$4,531	$4,249
5 + Unit Attached Residential	$4,047	$3,794
Mobile Homes	$4,351	$4,080
Second Residential Units	$2,253	$2,113
Nonresidential	Per Sq. Ft.	
Retail / Other	$0.43	$0.41
Office	$0.71	$0.67
Industrial	$0.30	$0.28

2. Pursuant to the Agreement in Principle between the District and the development community, the revised park impact fees shall be phased over a three-year period as follows:

FIGURE 2 – REVISED PARK IMPACT FEES UNDER THREE-YEAR PHASING PLAN

Land Use Catergory	First Year Fees	Second Year Fees	Third Year Fees
Residential			
Single-Family Detached Residential	$1,887	$3,775	$5,662
2 to 4 Unit Attached Residential	$1,416	$2,832	$4,249
5 + Unit Attached Residential	$1,265	$2,530	$3,794
Mobile Homes	$1,360	$2,720	$4,080
Second Residential Units	$704	$1,408	$2,113
Nonresidential			
Retail / Other	$0.14	$0.27	$0.41
Office	$0.22	$0.45	$0.67
Industrial	$0.09	$0.19	$0.28

3. After the third year, the park impact fees will be automatically adjusted based on the change in the Engineering News Record Construction Cost Index. However, the District should periodically conduct a review of park development and facility construction costs. If costs change significantly in either direction, this Nexus Study should be updated and the park impact fees adjusted accordingly.
4. These park impact fees should be collected from new development in addition to land dedication and in-lieu fees pursuant to the Sacramento County Code Chapter 22.40.
5. The District's new park impact fees should be adopted and implemented in accordance with the applicable provisions of the Mitigation Fee Act (California Government Code § 66000 et seq.).

PER CAPITA COST COMPONENTS

As previously mentioned, this Nexus Study utilizes a per capita standard-based methodology to determine the park impact fees because the need for / demand for park and recreational services is inherently driven by population. Moreover, the future level of development in the District is somewhat uncertain, as it will primarily be in-fill type development that has been becoming more popular over the last several years. The per capita approach used in this Nexus Study has the advantage of continuing to be valid regardless of the actual level of development.

This section presents the per capita cost for park development and construction of community use facilities and other associated costs based on the District's level of service standards for such facilities.

PARKLAND DEVELOPMENT COST PER CAPITA

According to the District, the current level of developed parks is not sufficient to meet the needs of the current population. The District has 163.28 acres of available developed parkland and a current population of 33,582. To achieve the District's adopted Master Plan standard of 5 acres of parks per 1,000 residents, the District will need to develop approximately 3.63 acres of parks to meet the needs of the existing District population. That is, the District has an existing deficiency of 3.63 acres of park serving the current population. These park development costs will be funded by other District funding sources.

Moreover, it is estimated that the District will grow by 2,070 people over the next ten years. To serve these new residents generated by new development, approximately 10 more acres of parkland will be needed.

Figure 3, on the following page, calculates the per capita cost of developing new parks in the District. As presented, the total 5.0 acres per 1,000 population standard is multiplied by the estimated average per acre cost for parkland development to arrive at a per capita cost. The average park development cost per acre shown represents the average construction cost (in 2008 dollars) for a combination of neighborhood and mini parks needed for new development.[1] Any facilities aside from those listed for typical

[1] Appendix B presents the District's typical park construction costs. It is assumed that the District will build 50% 3-acre neighborhood parks and 50% 1-acre mini parks.

neighborhood and mini parks in Appendix B, such as gymnasiums and community centers, are included as separate cost components.

FIGURE 3 – PARKLAND DEVELOPMENT COST PER CAPITA

Cost Component	Acres per 1,000 Population [1]	Acres per Capita [1]	Average Park Development Cost per Acre [2]	Cost per Capita
Park Development	5.0	0.0050	$405,000	$2,025.00

Source: Fair Oaks Recreation and Park District

[1] The District's adopted level of service standard established by the District's Master Plan.

[2] From the Typical Park Construction Cost (See Appendix B for details).

COMMUNITY USE FACILITIES COSTS PER CAPITA

The District is planning the construction of a new community center / gymnasium to replace the McMillan Center. The estimated construction cost for the combined project is over $5.60 million. These facilities will serve the estimated 39,600 residents of the District at buildout; therefore, the buildout level of service ("LOS") for this facility is 1.0 per 39,600 population.

By using the LOS of the District at buildout, new development's fair share of the construction cost for these facilities is consistent with the level of service provided to all beneficiaries of the planned facilities, namely the total population of the District at buildout.

Using the estimated construction cost for the project and the 1/39,600 LOS at buildout, the cost per capita of $141.46 as shown below. The District will fund existing development's share of the new community facility cost from other funding sources.

FIGURE 4 – COMMUNITY USE FACILITIES COST PER CAPITA

Cost Component	Level of Service Standard [1]	Construction Cost Estimate [2]	Cost Per Capita [3]
Community Center	1.0 per 39,600 population	$5,601,816	$141.46

Source: Fair Oaks Recreation and Park District

Notes:

[1] Based on the estimated population of the District at buildout.

[2] Estimated construction cost of the District's new community center / gynnasium facility. (See Appendix C)

[3] Construction cost esimate divided by the buildout level of service.

RESIDENTIAL PARK IMPACT FEE DETERMINATION

This section presents the calculation of the residential park impact fees based on the per capita cost for parkland development, community use facility construction and park impact fee program administrative costs for the different residential land uses in the District.

PARK IMPACT FEE COST COMPONENTS

The figure below summarizes the per capita cost components from the previous section and includes an additional 4 percent for administration of the park impact fee program. As shown, the sum of the four per capita cost components is $2,253.12.

FIGURE 5 – PARK IMPACT FEE COST COMPONENTS

Park Impact Fee Cost Components	Per Capita Costs
Parkland Development	$2,025.00
Community Use Facilities	$141.46
Park Impact Fee Program Administration [1]	$86.66
Total Cost per Capita	$2,253.12

Notes:

[1] Estimated at 4 percent of park development and community use facility costs for the administration of the park impact fee program including periodic nexus study updates, collection, accounting, annual reporting and other associated costs.

LAND USE CATEGORIES

The Mitigation Fee Act requires that development impact fees be determined in a way that ensures a reasonable relationship between the fee and the type of development on which the fee is imposed. Therefore, since the demand for / need for park and recreational services is inherently driven by population and since different residential land uses have varying household sizes, the residential park impact fee is expressed on a per unit basis based on their respective average household size for four residential land use categories.

For the purposes of this park impact fee program, a "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, including mobile homes.

The five residential land use categories are as follows:

- ***"Single-family detached residential"*** means detached one-family dwelling units;
- ***"2 to 4 unit attached residential"*** 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 residential"*** 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 development"*** 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.
- ***"Second residential unit"*** means a second residential 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.

RESIDENTIAL PARK IMPACT FEE DETERMINATION

The figure on the following page presents the calculation of the residential park impact fees. As shown, each per unit fee for four residential land uses are determined by multiplying total per capita cost by their respective average household size.[2]

This Study also incorporates the addition of another residential unit to an existing property as a fourth category (labeled as "Second Residential Units"). Insufficient data exists to calculate the average household occupancy of second residential units in the District; therefore, a conservative estimate of 1.0 person per unit is utilized.

FIGURE 6 – PROPOSED RESIDENTIAL PARK IMPACT FEES

Residential Land Use	Average Household Size [1]	Total Cost per Capita	Total Park Impact Fees per Unit [2]
Single-Family Detached Residential	2.680	$2,253.12	$6,038
2 to 4 Unit Attached Residential	2.011	$2,253.12	$4,531
5 + Unit Attached Residential	1.796	$2,253.12	$4,047
Mobile Homes	1.931	$2,253.12	$4,351
Second Residential Units	1.000	$2,253.12	$2,253

Notes:

[1] Based on District cenus tract figures from the 2000 U.S. Census.

[2] Per capita cost multiplied by the average household size for each residential land use. The fees are rounded to the nearest dollar.

[2] The determination of the average household size is based on figures from the 2000 U.S. Census for the census tract covering the District (see Appendix D for more detail).

NEXUS FINDINGS FOR RESIDENTIAL PARK IMPACT FEES

This section frames the results of Nexus Study in terms of the legislated requirements to demonstrate the legal justification of the park impact fees ("fees"). The justification of the park impact fees on new development must provide information as set forth in Government Code § 66000 et seq. These requirements are discussed below.

IDENTIFY THE PURPOSE OF THE FEES

The purpose of the residential park impact fees is to develop parkland and provide recreational and community use facilities to meet the needs of the new residential population within the District.

IDENTIFY THE USE OF THE FEES

As outlined in the Nexus Study, the general purpose of the fees is to fund the development of park and recreation facilities. Revenue from fees collected on new development may be used to pay for any of the following:

- Construction of park and recreational facilities including community use facilities;
- District and County park impact fee program administration costs including periodic nexus study updates, collection, accounting, annual reporting requirements and other associated costs;
- Other related facility costs resulting from population growth caused by new residential development.

Revenue from the fees collected may not be used to fund the following:

- District operational costs;
- Park maintenance or repair costs.

DETERMINE HOW THERE IS A REASONABLE RELATIONSHIP BETWEEN THE FEES' USE AND THE TYPE OF DEVELOPMENT PROJECT ON WHICH THE FEES ARE IMPOSED

Since the need for park and recreational services is inherently population-driven, new residential development in the District will generate additional need for new parks and recreational services and the corresponding need for various facilities. The fees will be used to develop and expand the District's parks and community use facilities required to serve new development. The fees' use (developing new park and recreational facilities) is therefore reasonably related to the type of project (new residential development) upon which it's imposed.

DETERMINE HOW THERE IS A REASONABLE RELATIONSHIP BETWEEN THE NEED FOR THE PUBLIC FACILITIES AND THE TYPE OF DEVELOPMENT PROJECTS ON WHICH THE FEES ARE IMPOSED

Each new residential development project will generate additional need for park and recreational services and the associated need for developed parkland and community use facilities. The need is measured in proportion to average household size for five housing types. The District's Master Plan parkland standard is 5.0 improved park acres for every 1,000 residents. The level of service standard for community use facilities is the District population at buildout.

DETERMINE HOW THERE IS A REASONABLE RELATIONSHIP BETWEEN THE AMOUNT OF THE FEES AND THE COST OF THE PUBLIC FACILITIES OR PORTION OF THE PUBLIC FACIILITIES ATTRIBUTABLE TO THE DEVELOPMENT ON WHICH THE FEES ARE IMPOSED

The amount of park and recreational facilities needed to serve a unit of development is based on the District's level of service standard for providing such facilities. The cost for park development, community use facilities and administrative costs are defined on a cost per capita basis. These per capita costs are then applied to five housing types based on their respective average household size.

NONRESIDENTIAL PARK IMPACT FEE DETERMINATION

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 park and recreational facilities are required for the future growth in employees within the District. Therefore, this section determines the 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, 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 fulltime 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 is generally limited to shorter periods of time before and after work and during lunch or break times. This period of 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 on the following page.

FIGURE 7 – RESIDENTIAL EQUIVALENT FACTOR

Total Park Hours Available per Year [1]	5,840
Employee Hours within District Boundaries [2]	2,600
Employee Population Factor	0.45
Hours Available to Employees for Park Use [3]	520
Residential Equivalent for Nonresidential	0.09

Notes:

[1] 365 days per year, 16 hours per day.

[2] 52 weeks per year, 5 days per week, 10 hours per day.

[3] 52 weeks per year, 5 days per week, 2 hours per day out of a 10 hour day in the District.

COST PER EMPLOYEE

Figure 8 below presents the calculation of the cost per employee based on the per capita cost for park development, community use construction costs and fee program administrative costs multiplied by the residential equivalent factor for nonresidential land uses. As shown the cost per employee is $200.62, or the equivalent of 9 percent of the per capita cost for a District resident.

FIGURE 8 – COST PER EMPLOYEE

Land Use	Per Capita Costs [1]	Residental Equivalent Factor	Costs per Employee
Nonresidential	$2,253.12	0.09	$200.62

Notes:

[1] Includes park development and community center constructon and fee program adminstration costs.

LAND USE CATEGORIES

As mentioned earlier, the Mitigation Fee Act requires that development impact fees be determined in a way that ensures a reasonable relationship between the fee and the type of development on which the fee is imposed. Since different commercial / industrial 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.

The three nonresidential land use categories are as follows:

- ***"Retail / Other Commercial"*** means all retail, commercial, educational and hotel/motel construction;
- ***"Office"*** means all general, professional and medical office construction;
- ***"Industrial"*** means all manufacturing construction.

NONRESIDENTIAL PARK IMPACT FEE DETERMINATION

In order to determine the nonresidential park impact fees, the cost per employee is applied to nonresidential land uses by their employment density to arrive at nonresidential park impact fees per square foot. The nonresidential park impact fees for retail / other commercial, office and industrial land uses are shown in the table below.

FIGURE 9 – PROPOSED NONRESIDENTIAL PARK IMPACT FEES

Nonresidental Land Use	Cost per Employee [1]	Employees per 1,000 Sq. Ft. [2]	Nonresidential Park Impact Fees per Sq. Ft. [3]
Retail / Other Commercial	$200.62	2.16	$0.43
Office	$200.62	3.56	$0.71
Industrial	$200.62	1.50	$0.30

Notes:

[1] Total per employee cost for nonresidential land uses.

[2] Employment density figures based on the San Diego Association of Goverments Traffic Generator Study.

[3] Fees are rounded to the nearest cent.

The employment density figures are from the San Diego Association of Governments ("SANDAG") Traffic Generator Study. The SANDAG Traffic Generator Study is a commonly used source for employment density statistics for development impact nexus studies. In fact, the California State Legislature has approved its use for justification of commercial and industrial school facilities fees. Therefore, for the purpose of this Nexus Study, these figures are considered to be representative of the employment density within the District.

NEXUS FINDINGS FOR NONRESIDENTIAL PARK IMPACT FEES

This section frames the results of Nexus Study in terms of the legislated requirements to demonstrate the legal justification of the nonresidential park impact fees. The justification of the park impact fees on new development must provide information as set forth in Government Code § 66000 et seq. These requirements are discussed below.

IDENTIFY THE PURPOSE OF THE FEES

The purpose of the nonresidential park impact fees is to develop parkland and provide recreational and community use facilities to meet the needs of new employees created by new commercial and industrial development within the District.

IDENTIFY THE USE OF THE FEES

As outlined in the Nexus Study, the general purpose of the fees is to fund the development park and recreation facilities. Revenue from fees collected on new development may be used to pay for any of the following:

- Construction of park and recreational facilities including community use facilities;
- District and County park impact fee program administration costs including periodic nexus study updates, collection, accounting, annual reporting requirements and other associated costs;
- Other related facility costs resulting from population growth caused by new residential development.

Revenue from the fees collected may not be used to fund the following:

- District operational costs;
- Park maintenance or repair costs.

DETERMINE HOW THERE IS A REASONABLE RELATIONSHIP BETWEEN THE FEES' USE AND THE TYPE OF DEVELOPMENT PROJECT ON WHICH THE FEES ARE IMPOSED

Since the need for park and recreational services is inherently population-driven, new businesses will create new employees in the District which will use and create demand for new developed parks and recreational services and the corresponding need for various facilities. The nonresidential park impact fees will be used to develop and expand the District's parks and community use facilities required to serve new development. The fees' use (developing new park and recreational facilities) is therefore reasonably related to the type of project (new nonresidential development) upon which it's imposed.

DETERMINE HOW THERE IS A REASONABLE RELATIONSHIP BETWEEN THE NEED FOR THE PUBLIC FACILITIES AND THE TYPE OF DEVELOPMENT PROJECTS ON WHICH THE FEES ARE IMPOSED

Each new nonresidential development project will generate additional demand for park services and the associated need for developed parkland and community use facilities. The demand is measured in proportion to residential equivalent factor and the average employment density for retail/other commercial, office and industrial land uses categories.

DETERMINE HOW THERE IS A REASONABLE RELATIONSHIP BETWEEN THE AMOUNT OF THE FEES AND THE COST OF THE PUBLIC FACILITIES OR PORTION OF THE PUBLIC FACIILITIES ATTRIBUTABLE TO THE DEVELOPMENT ON WHICH THE FEES ARE IMPOSED

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

PARK IMPACT FEE PROGRAM IMPLEMENTATION AND ADMINISTRATION

This section contains general recommendations for the adoption and administration of the park impact fee program based on the findings of this Nexus Study and for the interpretation and application of the park impact fees recommended herein. Statutory requirements for the adoption and implementation may be found in the Mitigation Fee Act (California Govt. Code § 66000 et seq.).

ADOPTION REQUIREMENTS

The following are the general requirements for approval and adoption of the Park Impact Fee Nexus Study and proposed park impact fees.

1. The local agency shall conduct at least "one open and public meeting" as part of a regularly scheduled meeting on the proposed fees.
2. At least 14 days before the meeting, the local agency 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 10 days before the meeting, the local agency is to make available to the public the Nexus Study for review.
4. At least 10 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.
5. The park impact fees take effect 60 days after adoption of the resolution or ordinance.

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.

ANNUAL REPORTING REQUIREMENTS

The following information 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 construction 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.

FIVE-YEAR REPORTING REQUIREMENTS

For the fifth fiscal year following the first receipt of any park impact fee proceeds, and every five years thereafter, the District shall make all of the following findings 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;
- Designate the approximate dates on which the funding is expected to be deposited into the appropriate account or fund.

APPENDICES

Appendix A – Current and Projected District Population through 2018

Appendix B – Typical Park Construction Costs

Appendix C – Cost Estimate for Community Use Facility Project

Appendix D – Average Household Size by Housing Type

Appendix E – Inventory of District Park Facilities

Appendix F – Map of District

Appendix G – Memorandum re Revised Park Impact fee Program

APPENDIX A – CURRENT AND PROJECTED DISTRICT POPULATION THROUGH 2018

Figure 10 presents the District's current and population projection through 2018. As shown in Figure 11 on the following page, the District's current population was determined by multiplying the total dwelling units for each residential land use by their respective average household size. The District's population projection through 2018 is based on a percent annual growth rate which is consistent with historical rates over the last three years as shown below.

FIGURE 10 – DISTRICT POPULATION PROJECTION THROUGH 2018

Year	District Population Projection [1]
2008	33,582
2009	33,784
2010	33,987
2011	34,191
2012	34,396
2013	34,602
2014	34,810
2015	35,019
2016	35,229
2017	35,440
2018	35,653
Growth	2,070

Source: Sacramento County Assessor's Office

Notes:

[1] The District's current and projected population are based on data from the Sacramento County Assessor's Office as of July 2007, with an annual growth rate 0.60 percent and a vacancy rate of 3.55% for the unincorporated area of Sacramento County.

FIGURE 11 – DISTRICT 2007 POPULATION ESTIMATE

Housing Type	Total Occupied Housing Units [1]	Average Household Size [2]	Population [3]
Single-Family Detached Residential	9,985	2.680	26,761
2 to 4 Unit Attached Residential	871	2.011	1,751
5 + Unit Attached Residential	2,701	1.796	4,850
Mobile Homes	10	1.931	19
Total	13,567		33,382

Notes:

[1] Based on lien roll data from the Sacramento County Assessor's Office as of July 2007 and a 3.55% vacancy rate for the unincorporated area of Sacramento County.

[2] Based on District census tract figures from the US Census Bureau, 2000 US Census.

[3] Estimated by multiplying total housing units for each housing type by their respective average household size.

APPENDIX B – TYPICAL PARK CONSTRUCTION COSTS

FIGURE 12 – TYPICAL 3-ACRE NEIGHBORHOOD PARK CONSTRUCTION COSTS

Item	Units		Unit Cost	Construction Cost	
Design, Engineering, Fees and Admin					
Design,Eng,Fees and Admin	25%		$883,800	$220,950	
					$220,950
Site Improvements					
On-site Improvements[1]	3.0	AC	$180,000	$540,000	
					$540,000
Improvements					
Street Frontage	300	LF	$150	$45,000	
Play Structures	1	EA	$125,000	$125,000	
Rubber Surfacing	1,300	SF	$10	$13,000	
Basketball Court	1	EA	$40,000	$40,000	
Bantum Soccer Field Small	1	EA	$24,000	$24,000	
Group Shade / Picnic Area	2	EA	$40,000	$80,000	
Entry Sign	1	EA	$6,000	$6,000	
Drinking Fountain	1	EA	$6,000	$6,000	
Benches	6	EA	$800	$4,800	
Total Capital Improvement Cost					$343,800
Total Cost					$1,104,750
Total Cost per Acre (Rounded)					$368,000
Acres per 1000 population					2.50

Notes

[1] On-site improvements includes site grading, utility connections, soil prep & amendments, automatic irrigation, planting, concrete pathways.

Sources:

Fair Oaks Recreation and Park District, SCI Consulting Group, Jerry Fox, park construction manager and development consultant, and other park districts in the Sacramento area.

FIGURE 13 – TYPICAL 1-ACRE MINI PARK CONSTRUCTION COSTS

Item	Units		Unit Cost	Construction Cost	
Design, Engineering, Fees and Admin					
Design,Eng,Fees and Admin	25%		$354,200	$88,550	
					$88,550
Site Improvements					
On-site Improvements[1]	1.0	AC	$180,000	$180,000	
					$180,000
Improvements					
Street Frontage	100	LF	$150	$15,000	
Play Structures	1	EA	$80,000	$80,000	
Basketball Court, one-half	1	EA	$30,000	$30,000	
Group Shade / Picnic Area	1	EA	$40,000	$40,000	
Entry Sign	1	EA	$6,000	$6,000	
Benches	4	EA	$800	$3,200	
Total Capital Improvement Cost					$174,200
Total Project Cost					$442,750
Total Project Cost per Acre (Rounded)					$442,000
Acres per 1,000 Population					2.50

Notes

[1] On-site improvements includes site grading, utility connections, soil prep & amendments, automatic irrigation, planting, concrete pathways.

Sources:

Fair Oaks Recreation and Park District, SCI Consulting Group, Jerry Fox, park construction manager and development consultant, Cordova Park Standards and guidelines for new development by MIG, El Dorado Hills Community Services District Master Plan by MIG, Elverta Specific Plan Financing Plan by EPS, and other park districts in the Sacramento area.

APPENDIX C – COST ESTIMATE FOR COMMUNITY CENTER PROJECT

FIGURE 14 – COST ESTIMATE FOR COMMUNITY CENTER PROJECT

Item	Units	Unit Cost	Construction Cost	
Design, Engineering, Fees and Admin				
Design,Eng,Fees and Admin	20%	$4,668,180	$933,636	
				$933,636
Site Improvements				
Site Grading	130,680 SF	$1.00	$130,680	
Utilities	1 LS	$250,000	$250,000	
Parking - Off-Street Stalls	75 EA	$2,500	$187,500	
Landscaping	1 LS	$200,000	$200,000	
Subtotal Site Improvements				$768,180
Improvements				
Building Area[1]	12,000 SF	$300	$3,600,000	
Furnishing, Fixtures, Equipment	1 LS	$300,000	$300,000	
Total Capital Improvement Costs				$3,900,000
Total Cost				$5,601,816
Population Served				39,600

Notes

[1] A 12,000 square feet building planned for Fair Oaks Park, which would include a large meeting room and a conference room, multi-purpose room, gymnasium, kitchen facilities and storage.

Sources:

Fair Oaks Recreation and Park District, SCI Consulting Group, Jerry Fox, park construction manager and development consultant, and other park districts in the Sacramento area.

APPENDIX D – AVERAGE HOUSEHOLD SIZE BY HOUSING TYPE

Since the park impact fees are based on per capita need and level of service, this Nexus Study recommends the allocation of the park impact fees to four residential land uses (or housing types), since different housing types have different household sizes. Based on 2000 U.S. Census information for the District's census tracts, the figure below presents the average household size calculation for four residential land use categories shown below.

This Study also incorporates the addition of another residential unit to an existing property as a fifth category (labeled as "Second Residential Units"). Insufficient data exists to calculate the average household size of second residential unit in the District; therefore, a conservative estimate of 1.0 person per unit is utilized.

FIGURE 15 – AVERAGE HOUSEHOLD SIZE BY HOUSING TYPE

Land Use	Total Housing Units	Vacant Housing Units	Occupied Housing Units	Total Number of Occupants	Average Household Size
Single-Family Detached Residential	8,332	129	8,203	21,987	2.680
2 to 4 Unit Attached Residential	1,484	57	1,427	2,870	2.011
5 + Unit Attached Residential	1,639	72	1,567	2,814	1.796
Mobile Home [1]	-	-	-	-	1.931
Average (2000 Census)	11,455	258	11,197	27,671	2.471

Source: US Census Bureau, 2000 US Census, District Census Tracts

[1] The 2000 US Census did not show mobile homes in the Fair Oaks CDP area, therefore the average household size for mobile homes for the entire County is used.

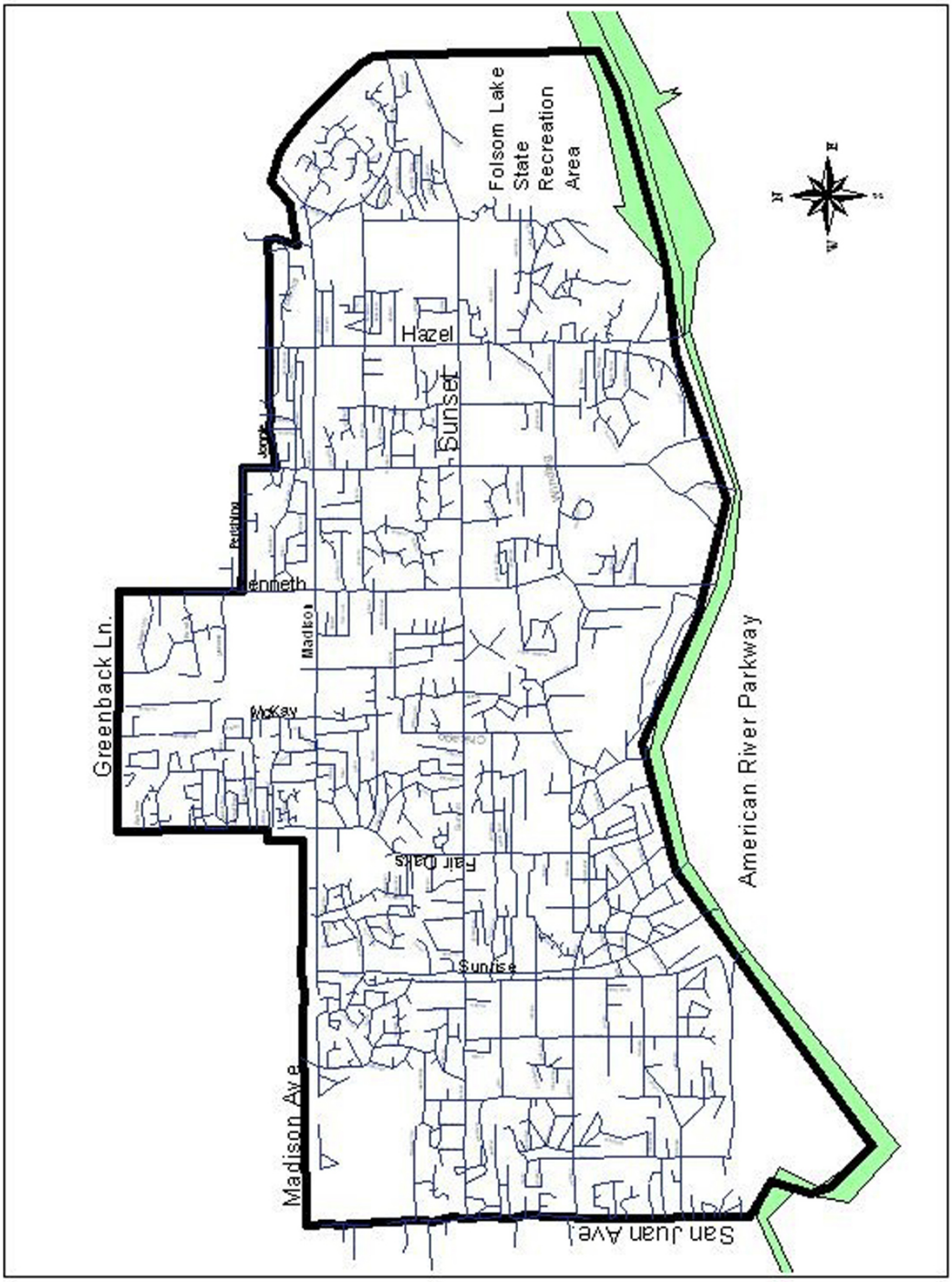
APPENDIX E – SUMMARY OF DISTRICT PARK FACILITIES

FIGURE 16 – SUMMARY OF DISTRICT PARK FACILITIES

Facility	Acres	Location	Features
Bannister Park	9.95	Fair Oaks Blvd. & Bannister Rd.	2 multi-use fields, 1 exercise area, gravel parking lot, restrooms, nature area and informal trail with access to American River Parkway
Fair Oaks Park	29.52	Fair Oaks Blvd. & Madison Ave.	Maintenance yard & office, McMillan Community Center, multi-purpose fields, 2 lighted softball diamonds, 3 parking lots, Community Garden, Community Demonstration Orchard, 2 group picnic areas, 2 horseshoe pits, 1 playground, 2 restroom facilities
Grand Avenue Preschool	0.50	Main St. & Sierra St.	Grand Avenue Preschool Building includes kitchen and restrooms. Preschool Grounds include 2 playground areas, 2 playhouses, sandbox, shed, unpaved parking area
Little Phoenix Park	0.95	Phoenix Ave. & Runway Dr.	Playground & picnic tables
Miller Park	9.27	Sunset Ave. & Kenneth Ave.	8 tennis courts, 2 practice courts, 1 basketball court, 1 playground, arboretum, 1 restroom & tennis storage, pervious concrete parking lot
Montview Park	5.14	Winding Way & Minnesota Ave.	Tot-lot playground, ADA accessible picnic tables, drinking fountain, restrooms, parking lot
Phoenix Park	61.95	Sunset Ave. & Runway Dr.	7 baseball fields, 3 multi-use fields, 2 playgrounds, 1 exercise area, dog park, community garden,picnic tables, horseshoe pits, 10 acre vernal pools, 3 parking lots (2 gravel), undeveloped open space
Village / Plaza Park	3.00	Fair Oaks Blvd. & California Ave.	Veteran's Memorial Amphitheater with seating for 700, Village Plaza, covered bus stop, community clubhouse, arts & crafts center, restrooms, various storage buildings, playground, picnic tables, parking lot
Gum Ranch Park	3.00	Kenneth Ave. south of Manana Way	14.5 acres of open space and storm water detention, with 1 buildable lot. Arcade Creek basin, 2.1 acre park, 0.9 acre flood plain (project under construction)
American River Parkway	40.00	American River	Sacramento Bar and Sailor Bar
Total Park Acres	163.28	acres	
Park Acres	4.89	per 1,000 population	
Master Plan Park Standard	5.00	per 1,000 population	
Current Park Deficit	3.63	acres	

Source: Fair Oaks Recreation and Park District

APPENDIX F – MAP OF DISTRICT



APPENDIX G – MEMORANDUM RE REVISED PARK IMPACT FEE PROGRAM

SCIConsultingGroup
4745 Mangels Boulevard • Fairfield, California 94534 • Tel: 707.430.4300 • Fax: 707.430.4319

MEMORANDUM

TO: Maureen Zamarripa, District Administrator

FROM: Blair Aas, SCI Consulting Group

RE: Revised Park Impact Fee Program

DATE: July 28, 2010

INTRODUCTION

The Fair Oaks Recreation and Park District ("District") retained SCI Consulting Group ("SCI") to prepare a Park Impact Fee Nexus Study ("Nexus Study") to establish district-wide park impact fees on new residential, commercial and industrial development within District. The park impact fees will help fund the future construction of park and recreation facilities within the District.

The District's park impact fee program was prepared in conjunction with the preparation of similar fee programs for seven other Sacramento County recreation and park districts ("park districts"). These park districts include Arcade Creek RPD, Carmichael RPD, Mission Oaks RPD, North Highlands RPD, Orangevale RPD, Rio Linda Elverta RPD and Sunrise RPD. Working with the Sacramento County Infrastructure Finance Section ("IFS"), early outreach to the development community began in December 2007. On April 29, 2008, the District's Board of Directors ("Board") approved a park impact fee program and requested that Sacramento County Board of Supervisors adopt and implement it on behalf of the District.

Throughout 2008, the District's proposed fee program was presented to numerous stakeholders including the North State Building Industry Association ("North State BIA"), the Sacramento Regional Builders Exchange, area real estate developers, the Fair Oaks Community Council and the Fair Oaks Chamber of Commerce.

Amidst the significant deterioration of conditions in the housing market through 2008 and into 2009, the eight park district administrators, SCI and Sacramento County IFS staff continued to work closely with the North State BIA and area developers to establish reasonable park impact fee programs that would to serve their needs and the needs of the development community as well. In response to the direction of the Sacramento County Board of Supervisors, the parties engaged in a series of special meetings in late 2009 to review the "Fees, Standards and Costs" relating to proposed eight park impact fee programs. As a result of these meetings, an Agreement in Principle ("Agreement") was reached that outlined a framework for establishing and implementing the new park impact fee programs.

SCI has prepared this memorandum detailing the Agreement and the fee program modified to be consistent with the Agreement. A paragraph describing the Agreement and the proposed revisions has been inserted into the Nexus Study and this memorandum is attached as well. Based on the modifications to align the fee program with the agreed-upon framework, the previously adopted Nexus Study has been reissued as a Revised Final Report. The content of the Revised Final Report, however, has not been changed to reflect the revised fee program. Instead, this memorandum serves to explain the details of the Agreement and the revised fee program.

AGREEMENT IN PRINCIPLE

Again as an outcome of the "Fees, Standards and Costs" meetings, the Agreement provided the framework for establishing and implementing new park impact fees for the eight participating park districts. The Agreement in Principle was subsequently approved by the Sacramento County Board of Supervisors on March 24, 2010. The specific provisions of the Agreement are provided below.

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)
    a. Reasonable design, engineering, fees and soft costs
    b. On-site improvements including site grading, utility connections, soil preparation and amendments, lighting, automatic irrigation, planting and concrete pathways
    c. Street frontage and off-street parking
    d. Children's play area
    e. Shade structure(s)
    f. Picnic Area(s)
    g. Restroom(s)
    h. Regulation or practice field or court facility(s)

    All costs will be periodically adjusted based on an agreed upon construction cost index.
3. Proposed park 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 fees. Park 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.
4. 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. Park fee programs can only charge new development for its fair share of the cost for such aquatics facilities based on a cost equal or lesser than a community center. The park districts will need to fund the remaining costs for aquatics facilities from other sources.

5. Proposed park 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 an LOS of 4.5 acres of parks per 1,000 residents.
6. The park 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.
7. 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).
8. 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 a credit for such facilities or improvements constructed is provided and there is mutual agreement between the developer and the park district.

SUMMARY OF THE REVISED PARK IMPACT FEE – FORPD

Pursuant to the Agreement reached with the development community, the park districts reviewed cost estimates and construction bids for mini, neighborhood and community parks throughout the greater Sacramento area to help evaluate the average development cost per acre assumed in the approved fee program. The park districts were mindful to take into consideration the highs and lows of the recently volatile bid climate for public construction projects. As a result, it was determined that the District's average park development cost of $405,000 per acre should be revised to $378,000 per acre to be more consistent with the Agreement. (The revised cost estimates for typical mini and neighborhood parks within the District are provided in tables at the end of this memorandum.)

The reduction in the average cost per acre reduces to the park development cost component from $2,253.12 to $2,112.72 per capita. In the table on the following page, the resulting revised fees are compared to the previously approved park impact fees

TABLE 1 – APPROVED AND REVISED PARK IMPACT FEE COMPARISON – FORPD

Land Use Catergory	Approved Park Impact Fees	Revised Park Impact Fees
Residential	Per Dwelling Unit	
Single-Family Detached Residential	$6,038	$5,662
2 to 4 Unit Attached Residential	$4,531	$4,249
5 + Unit Attached Residential	$4,047	$3,794
Mobile Homes	$4,351	$4,080
Second Residential Units	$2,253	$2,113
Nonresidential	Per Sq. Ft.	
Retail / Other	$0.43	$0.41
Office	$0.71	$0.67
Industrial	$0.30	$0.28

PROPOSED PHASING PHASING PLAN

Pursuant to the Agreement with the development community, the implementation of the revised impact fee programs for the eight park districts will be phased over a three-year period similar to the phasing of the recently adopted transportation impact fee adjustment by the Sacramento County Board of Supervisors. The three-year phasing plan call for one third of the revised fee to be implemented upon adoption and increased an additional third each subsequent year until full implementation. The schedule for the District's revised park impact fees under the proposed three-year phasing plan are shown in the table below.

TABLE 2 – THREE-YEAR PHASED PARK IMPACT FEE SCHEDULE

Land Use Catergory	First Year Fees	Second Year Fees	Third Year Fees
Residential			
Single-Family Detached Residential	$1,887	$3,775	$5,662
2 to 4 Unit Attached Residential	$1,416	$2,832	$4,249
5 + Unit Attached Residential	$1,265	$2,530	$3,794
Mobile Homes	$1,360	$2,720	$4,080
Second Residential Units	$704	$1,408	$2,113
Nonresidential			
Retail / Other	$0.14	$0.27	$0.41
Office	$0.22	$0.45	$0.67
Industrial	$0.09	$0.19	$0.28

TABLE 3 – REVISED TYPICAL MINI PARK COSTS

Item	Units		Unit Cost	Construction Cost	
Design, Engineering, Fees and Admin					
Design,Eng,Fees and Admin	25%		$324,200	$81,050	
					$81,050
Site Improvements					
On-site Improvements[1]	1.0	AC	$180,000	$180,000	
					$180,000
Improvements					
Street Frontage	100	LF	$150	$15,000	
Play Structures	1	EA	$80,000	$80,000	
Group Shade / Picnic Area	1	EA	$40,000	$40,000	
Entry Sign	1	EA	$6,000	$6,000	
Benches	4	EA	$800	$3,200	
Total Capital Improvement Cost					$144,200
Total Project Cost					$405,250
Total Project Cost per Acre (rounded)					$405,000
Acres per 1,000 Population					2.50

Notes

[1] On-site improvements includes site grading, utility connections, soil prep & amendments, automatic irrigation, planting, concrete pathways.

Sources:

Fair Oaks Recreation and Park District, SCI Consulting Group, Jerry Fox, park construction manager and development consultant, Cordova Park Standards and guidelines for new development by MIG, El Dorado Hills Community Services District Master Plan by MIG, Elverta Specific Plan Financing Plan by EPS, and other park districts in the Sacramento area.

TABLE 4 – REVISED TYPICAL NEIGHBORHOOD PARK COSTS

Item	Units		Unit Cost	Construction Cost	
Design, Engineering, Fees and Admin					
Design,Eng,Fees and Admin	25%		$843,800	$210,950	
					$210,950
Site Improvements					
On-site Improvements[1]	3.0	AC	$180,000	$540,000	
					$540,000
Improvements					
Street Frontage	300	LF	$150	$45,000	
Play Structures	1	EA	$125,000	$125,000	
Rubber Surfacing	1,300	SF	$10	$13,000	
Bantum Soccer Field Small	1	EA	$24,000	$24,000	
Group Shade / Picnic Area	2	EA	$40,000	$80,000	
Entry Sign	1	EA	$6,000	$6,000	
Drinking Fountain	1	EA	$6,000	$6,000	
Benches	6	EA	$800	$4,800	
Total Capital Improvement Cost					$303,800
Total Cost					$1,054,750
Total Cost per Acre (rounded)					$351,000
Acres per 1000 population					2.50

Notes

[1] On-site improvements includes site grading, utility connections, soil prep & amendments, automatic irrigation, planting, concrete pathways.

Sources:

Fair Oaks Recreation and Park District, SCI Consulting Group, Jerry Fox, park construction manager and development consultant and other park districts in the Sacramento area.