

**FINAL**

**MUNICIPAL SERVICE REVIEW AND SPHERE OF INFLUENCE UPDATE  
FOR ARCADE CREEK RECREATION AND PARK DISTRICT**

**JUNE 2009**

**Sacramento Local Agency Formation Commission  
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# Contents

## Introduction

Background Information.....	4
History .....	4
Service Area.....	4
Management and Employment Structure.....	5
Determination .....	5

## District Services

Services Provided .....	6
Parks .....	7
Facilities.....	7
Service Demand.....	8
Determination .....	9

## Infrastructure

Capital Improvement .....	10
Infrastructure Duplication.....	10
Determination .....	10

## Finance

Revenue Sources.....	11
Expenditures .....	11
Revenue Constraints .....	11
Joint Facilities.....	11
Other Cost Avoidance Strategies.....	12
Revenue Opportunities .....	13
Determination .....	13

<b>Summary of Determinations .....</b>	<b>14</b>
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<b>Conclusion .....</b>	<b>15</b>
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<b>District Profile .....</b>	<b>16</b>
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## Attachments

<i>Attachment A</i> .....	District Organization Chart
<i>Attachment B</i> .....	Current and Previous Grant Awards
<i>Attachment C</i> .....	Parks and Facilities Map
<i>Attachment D</i> .....	District Area Map

## INTRODUCTION

### Background Information

The Arcade Creek Recreation and Park District is an independent Special District.

- **Mission:** To contribute to and enhance life and create a better living environment for District residents. This requires meaningful recreation experiences, the acquisition, development, maintenance and operation of quality parks and recreation facilities, and the preservation of district natural resources.
- **Setting:** Located in northeastern Sacramento County, the district is bounded by Madison Avenue on the north, Manzanita Avenue on the east, Cypress Avenue and Winding Way on the south and Roseville Road on the west.  
(Please see Attachment D for the Map of the District Boundary)
- **Population:** 21,308 in an area of approximately 5 square miles.

### History

The District was formed in 1959 by a vote of the area residents and named the Del Paso Recreation and Park District<sup>1</sup>. The District was established to provide park and recreation services to what was then a rural community with a relatively low population and large open spaces. The District was expanded in 1970 to take in the Orange Grove and Pasadena Avenue areas, and again in 1974 to extend north to Madison Avenue. The District changed its name in 1974 from the Del Paso Recreation and Park District to the Arcade Creek Recreation and Park District.

### Service Area

The District is located in the Sacramento metropolitan area and encompasses portions of the unincorporated Arden-Arcade, Carmichael, Foothill Farms, and North Highlands communities. The District offers a wide variety of services and facilities.

When the District was formed in 1959 it was primarily rural with large ranchettes. Subdivisions were developed in the sixties and seventies changing the nature of the area. Growth in the district from 1990 to 2000 was approximately 8%. Growth will continue as the District continues to see in-fill development on remaining properties of one to ten acres available for development. Future development and changing demographics will bring more people who will have various recreation and social requirements the District will try to fulfill.

The District meets the many recreation and rental needs of the people who live beyond the District's boundaries. They take advantage of District programs and facility use. Approximately 70% of class participants live outside the District. Most facility renters live outside the district's boundaries.

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<sup>1</sup> Enabling Act: Public Resources Code Section 5780

## **Management and Employment Structure**

### **Management Structure**

The Board of Directors for Arcade Creek Recreation and Park District is made up of 5 elected officials. Each member serves a four-year term and the terms are staggered so as to have three members' term expire in one election and the remaining members on the alternate date. A candidate for the position of Board Director must be a qualified voter of the District or a qualified voter California and an owner of real property within the District.

Board meetings are held the third Thursday of each month at 5:30 p.m. The public is encouraged to attend these meetings and provide input and ideas related to District operations. The meetings are held in the District Office located at the Hamilton Street Park, 4855 Hamilton Street.

### **Outreach**

The District maintains a website (<http://www.arcadecreekrecreation.com/>) with current program information and also circulates a bi-annual Activities Guide. Both the website and the guide also note upcoming employment opportunities. The District works directly with residents and local organizations through workshops and events.

### **Employment Structure**

The District employs:

- One District Administrator
- One Community Resources Director
- One Office Manager
- One Park Supervisor
- Two Park Maintenance Workers

In addition, the District employs on average ten part-time positions (recreation leaders and additional maintenance personnel).

For more detailed information on the employment structure, please see Attachment A.

### **Determination**

Regarding structure and management, the Commission determines that the District has an adequate management structure and staffing arrangements to ensure efficient management and provide parks and recreational service to the community at a reasonable cost. The District is efficiently structured and organized. The District provides the public with adequate information and opportunity for input and involvement in District activities.

## DISTRICT SERVICES

### Services Provided

Since the establishment of a full-time recreation program in 1974, the District has broadened its program to include activities for all age groups and varied recreational desires. This program is constantly appraised and adjusted to meet the desires of the District residents. The District is always looking for opportunities to provide new and exciting programs to its residents.

To properly accommodate future population growth and to ensure that new residential development does not erode the level of parks and recreation facilities that are currently available to serve the needs of the existing population, the District requires adequate parkland acquisition and parkland development fees, based on a standard of 5 acres per 1000 additional population. The District currently has a service ratio of 4.64 acres of park land per 1,000 residents. Some services and programs offered by the District are integrated with other agencies.

The District has developed a park adjacent to Oakdale Elementary School which is part of the Twin Rivers Unified School District (TRUSD). These facilities include turf play fields, a baseball diamond, parking lot and a gymnasium. Facilities were made possible through a 30 year lease with the school district. Construction was completed through grant funding. In addition, the District has a joint use agreement with the TRUSD and utilizes school facilities for a variety of youth and adult programs. This co-operative relationship is highly successful in programming, special events and facility development. The district also co-sponsors programs with neighboring recreation agencies such as Carmichael and Mission Oaks Recreation and Park Districts. These co-sponsored classes include: bowling, roller skating, CPR, digital photography and more. The co-operational efficiency of the District is further discussed in the Finance section under Joint Facilities.

The District offers various recreational, educational and social-service programs. Classes are available for all age groups and range from:

- Children's (Beginning Piano, Roller Skating, Bowling)
- Teen (Beginning Glass Blowing, Driver Education, Babysitting Safety)
- Adult (Fitness, Dance, Dog Training)
- Senior (Nutrition, Arthritis, T'ai Chi)

The District also provides special events that are free and open to the public. Special seasonal events such as the "The Elves Workshop Holiday Craft Faire" and "Spring Park Carnival" bring great crowds together. Sports programs (Open Gym Basketball and Volleyball), as well as summer Day Camps (Science or Soccer) are also provided by the District. The District welcomes volunteers to help with events and other programs.

The Arcade Creek Recreation and Park District has two community parks, one neighborhood park and two natural creek trail areas.

- Hamilton Street Park
- Arcade Creek Park
- Oakdale Park
- Arcade Creek
- Holyoke Nature Area

The District also has a variety of facilities available for rental for special events.

### Parks

NAME	LOCATION	SIZE (Acres)	AMENITIES	DESCRIPTION
Hamilton Street Park	4855 Hamilton Street, Sacramento	18	Community Center, Tennis Courts, Soccer Fields, Group Picnic Area, Basketball Court, Horseshoe Pits, Tot Lot, Play Lot, Multi-use Sports Field, Picnic Tables and Barbecues	This inviting 18 acre park has many mature trees that provide an oasis in a suburban area.
Oakdale Park	3708 Myrtle Avenue, North Sacramento	10	Community Center, Gymnasium, Library-Media Center, Multi-use fields, Baseball diamond	This ten acre park is undergoing improvements. Originally developed in 1980, future improvements will include soccer fields, restroom, group picnic area, play lots, a splash park, and walkways.
Holyoke Nature Area	End of Holyoke Way to Myrtle Avenue	0.75	A pathway connects residences of the subdivision to the north from Holyoke Way to Myrtle Avenue and across to American River College.	Undeveloped nature area – pathway connecting Holyoke homes to Myrtle Avenue and American River College
Arcade Creek Nature Area-Jo Smith Nature Trail	Between Arcade Creek Park and American River College	10.25	Interpretive exhibits highlighting habitat of the area and info about the area highlight a trail that runs along Verde Cruz Creek and Arcade Creek. It connects to the trail system at American River College.	Ten-acre natural riparian wetland rich in native habitat.
Arcade Creek Park	End of Omni Drive, Sacramento	12	Tennis Courts, Basketball Court, Tot Lot, Play Lot, Picnic Tables, Multi-use fields, Restroom, Natural Riparian Area along Verde Cruz Creek and Arcade Creek	Nestled between Arcade Creek and Verde Cruz Creek, this 12-acre park has a real natural feel. Mature Oaks and Eucalyptus trees make this park a beautiful oasis among a residential community.

(Please see Attachment C for Facilities Map)

### Facilities

Facility	Location	Amenities	Capacity	Type of Use
Oakdale Park and Oakdale Elementary School	3708 Myrtle Avenue, North Highlands	Two play areas, Community Center complex with amphitheater, baseball diamond, and multi-use fields. Gym, stage, restroom, tables, and chairs. Kitchen	Community building: 133 people for banquets or 285 for meetings. Gymnasium: 224 for banquets and 479 for meetings	Outdoor weddings, indoor weddings and receptions, private dances, birthday and anniversary parties, Holiday parties, club functions and meetings
Madison School	5241 Harrison Ave., North Highlands	A Twin Rivers Unified School District elementary school	A population of 460 students	The district advertises it recreation programs at this school. Some of the student population lives in the park district.

Hamilton Street Park	4855 Hamilton St. Sacramento, CA	Two Soccer Fields, Horseshoe Courts, Sand Volleyball Courts, Two Lighted Double Tennis Courts, Basketball Court, Multiuse Sports Field, and Children's Play Areas. Community Center: two Large Rooms, each with Kitchen, Restroom, Tables, Chairs.	Community Center: Large room: 300 people assembly, 150 sitting; Small room: 157 assembly, 75 sitting	Outdoor Recreation. Community Center: Outdoor weddings, indoor weddings and receptions, private dances, birthday and anniversary parties, Holiday parties, club functions and meetings.
Arcade Creek Park	End of Omni Drive, Sacramento	4-table picnic area		
Cameron Ranch Elementary School	4333 Hackberry Lane, Carmichael	A San Juan Unified School District elementary school located in the park district.	A population of 430 students.	The district advertises it recreation programs at this school.
Aero Haven Elementary School	5450 Georgia Dr. North Highlands	A Twin Rivers Unified School District elementary school	A population of 514 students	The district advertises it recreation programs at this school. Some of the student population lives in the park district.
Pasadena Elementary School	4330 Pasadena Ave., Sacramento	A San Juan Unified School District elementary school	A population of 331 students	The district advertises it recreation programs at this school. Some of the student population lives in the park district.

### Service Demand

The demand for parks continues to grow as does the need to enhance existing park facilities. A master plan survey of the District's existing parks was completed in 2001. The survey determined the residents' demand for particular amenities and services within the District's parks. It was determined that the following were in high demand:

- More seating
- More walkways
- More lighting
- A swimming pool
- Water splash parks
- Nicer picnic areas
- Updated play equipment
- A skate park
- Bike park
- Climbing wall
- Lighted basketball courts
- An amphitheater
- Exercise stations
- Gymnasium and community center
- More restrooms
- More parking

The District did not look at future land for parks other than trail easements and property to continue the hiking trail from the Arcade Creek Nature Area to Del Paso Park and from Arcade Creek Park to Madison Avenue. The Board's main concern was redeveloping existing parks to meet changing needs of the community.



Demand for new services is rising primarily from the availability of new facilities, as well as, the sophistication of the new residents. Families want more opportunities for their children. The District is able to respond through providing community classes at a set cost, the classes include self defense, afterschool care, summer Day-Camps, and many more. The District also provides special events that are free and open to the public. Special seasonal events such as the Holiday Craft Faire, Elves Workshop, and Spring Park Carnival bring great crowds together. The demand for services is healthy and the District is able to respond accordingly.

The District encourages the residents to provide feedback regarding the services available, as well as feedback on the possibility of new recreational activities, based on demand. The demand for services is healthy and the District is able to respond accordingly.

The District's provisions are also guided by regulations from consumer agencies and federal regulations such as the Americans with Disabilities Act. The District is able to accommodate any individual with a disability as far as employment or the use of any services, activities, or classes.

### **Determination**

Regarding the services provided by the District, the Commission determines that the District is able to appropriately gauge the demand and provide parkland, recreational facilities, and recreational programming to meet the needs of the community. The District provides adequate levels of service for parks and recreational facilities. The District effectively meets the needs of existing and future populations of the service area.

## **INFRASTRUCTURE**

### **Capital Improvement**

The Board of Directors approves the Capital Improvement Schedule annually as part of the budget process. The annual plan reflects District plans for park improvements and long term maintenance needs.

The District has implemented a schedule in order to maximize improvements and maintenance of infrastructure, for example: equipment replacement occurs three years (based on wear and tear), buildings are repainted every 8-10 years, and HVAC systems are examined routinely every 6 months and replaced every 10-20 years.

The district considers park land acquisition whenever suitable parcels come available. However, any acquisition is dependant on the availability of parkland dedication (Quimby) funds or grants from the state bond acts.

The District has been focusing on long term maintenance needs over the last six years. Much of the recent state grant funding has been used to re-roof buildings, repair buildings, replace decking, replace irrigation heads and controllers, and replace playgrounds. General funds were used to replace a well pump and associated equipment. Long term maintenance projects focus on continued improvement of the irrigation systems, parking lots, tennis courts, and buildings. The District will complete energy efficient improvements (new windows, venting, and solar) if grant funding can be obtained. The district tries to use grant funding whenever possible to perform long term maintenance.

### **Infrastructure Duplication**

None of the District's facilities are underutilized or redundant with other agencies. Some facilities are shared with the Twin Rivers Unified School District and the San Juan Unified School District.

### **Determination**

Regarding infrastructure, the Commission determines that the District provides adequate levels of service and park maintenance. A Capital Improvement plan is used to plan for ongoing replacement of vehicles and equipment. The level of infrastructure provided by the District is adequate to support local demand.

## FINANCE

### Revenue Sources

<b>Fiscal Year</b>	<b>2005/06</b>	<b>2006/07</b>	<b>2007/08</b>	<b>2008/09</b>
Property Taxes	443,793	513,269	528,626	538,005
Interest	3,758	14,815	2,693	2,500
Rental Income	56,703	46,813	86,989	98,804
HPTR	7,244	7,084	6,751	6,800
In-Lieu Fees	0	25,385	39,738	1,159
State & Federal Grants	213,449	2,128,305	646,219	931,021
Recreation Fees & Grants	34,464	38,182	186,569	176,000
Miscellaneous	3,401	4,841	17,219	20,000
Fund Balance Available	159,273	181,509	(165,970)	(57,660)
<b>Total</b>	<b>\$922,085</b>	<b>\$2,960,203</b>	<b>\$1,348,834</b>	<b>\$1,716,629</b>

### Expenditures

<b>Fiscal Year</b>	<b>2005/06</b>	<b>2006/07</b>	<b>2007/08</b>	<b>2008/09</b>
Salaries & Wages	256,725	329,864	410,744	440,205
Services & Supplies	143,721	207,063	264,556	290,444
Long-Term Debt	45,572	53,458	32,292	30,932
Capital Improvements <sup>2</sup>	294,236	2,531,997	695,574	908,794
Equipment	320	3,791	3,328	2,000
Contingency <sup>3</sup>	0	0	0	44,254
<b>Total</b>	<b>\$740,574</b>	<b>\$3,126,173</b>	<b>\$1,406,494</b>	<b>\$1,716,629</b>

### Revenue Constraints

The District adjusted staffing levels and services to cope with the ERAF property tax shift.

The ERAF I property tax shift started during the 1992-1993 fiscal year to help solve the State budget crisis. The ERAF I shifts property tax revenues, designed for special districts, to community colleges and schools K-12. The accumulated total property tax revenues shifted from Arcade Creek Recreation and Park District from the 1993 fiscal year through the 2008 fiscal year was \$503,610. (Data provided by District)

### Joint Facilities

The District has worked with Twin Rivers Unified School District (TRUSD) to jointly develop facilities. The TRUSD constructed a community center/childcare facility and a library-media center. The District built a gymnasium and other park improvements at the adjacent park. This has been accomplished through a 30 year land lease by the District as well as an operational agreement

<sup>2</sup> The Capital Improvements line item varies based on proposed and existing grant funded projects

<sup>3</sup> The Contingency shows 0 for years 2005/06-2007/08. Since 2008/09 has not completed, the District shows a contingency of 44,254 in case addition funds are needed.

between the two agencies. The TRUSD maintains the buildings while the ACRPD cares for the land. Both agencies share in the use and operational costs of these new buildings.

The District also operates an After School Education and Safety program (ASES) for Oakdale Elementary School children in coordination with the TRUSD. This program is funded through the Department of Education. This cooperative relationship is highly successful in programming, special events and facility development.

The District shares facilities with the San Juan Unified School District (SJUSD), which operates a seniors program at the district's Hamilton Street Park. The district is not currently using any SJUSD facilities.

### **Other Costs Avoidance Strategies**

District has recently begun an online registration system for all of the activities, classes and facility rentals. This has made it easier for the public to sign up for classes and pay for rentals and has saved the District valuable staff time.

The District replaced the irrigation heads and controllers for all of its parks through grant funding. Grant funding also paid for new roofs at all of the buildings at Hamilton Street Park. The District is planning to upgrade the computerized irrigation system. The District has been very successful in obtaining grant funding to develop its parks. The District has obtained \$5,174,605 in grant funding over the last thirty-four years. Some grants were issued on a per capita basis. The rest were competitive. The District has been fortunate that staff is very competent in preparing successful grant applications. The District's demographics have helped in this success. Most important is that staff applies for any grant opportunity available that meets their needs. For further information, please see Attachment B, Past and Current Park Grants.

Volunteers have been a valuable resource for the District. Volunteers have painted buildings, weeded, planted and maintained flower beds, built and installed kiosks, installed shade fabric on the picnic structure, and installed a deck. Volunteers also help with Sacramento Area Creek Council's annual Creek Week, a clean-up project designed to improve and enhance the local urban waterways by cleaning trash and debris as well as removing invasive species. California Rush Soccer members fertilize district parks, redevelop soccer fields, and installed irrigation. California Rush Soccer (formerly Capital Valley United Soccer Club) is a youth competitive soccer league. A local church group donated a swing set. Volunteers have assisted in the afterschool recreational program, summer camp, and special events. All volunteers are covered under the district's workers compensation program.

The District participates in the Sacramento County Stormwater Quality Program. The Stormwater program provided signs and containers for the "Scoop the Poop" program in district parks. The District is participating in the new "River Friendly Carwash" program. This program directs car wash fundraisers to area parks for car washes. The Stormwater program is mandated to stop car washes that direct water to street drains. This association provides opportunities for both agencies to meet their mission.

The District has worked with the Sacramento Municipal Utility District to improve the overall energy-efficiency of the buildings and outside park lighting.

The District partnered in a lighting project developed through the U.C. Davis California Lighting Technology Center with financing provided by the Sacramento Municipal Utility District. Guardco Lighting Corporation has manufactured the first LED light bollards in participation with the Lighting Technology Center. Fifteen 42-inch bollards were placed along the sidewalks connecting the parking lots to the recreation buildings at Hamilton Street Park. This demonstration project is the first in the country using LED bollards. The District is very excited to participate in this project as part of the new green technology movement. The bollards provide plenty of light for walkers at greatly reduced energy costs.

### **Revenue Opportunities**

In order to achieve and maintain the established standards for park acreage and recreational facilities to serve the residents, the District must assemble financing strategies that combine development exactions (e.g., Quimby in lieu fees) with assessments, grants, donations, and other sources of funds.

The District is planning to join seven other north area recreation and park districts in adopting park impact fees for new development. These fees will provide the additional parks and recreation facilities needed to serve growth from new development. These fees will ensure that parks and people in infill areas are not disadvantaged relative to other areas of development in the County and will create equity with nearly every other urbanized and developing area in the County.

The following Park and Recreation Districts: Arcade Creek, Carmichael, Fair Oaks, Mission Oaks, North Highlands, Orangevale, Rio – Linda Elverta, Sunrise have all adopted Nexus Studies and are planning to bring the topic before the Sacramento County Board of Supervisors to adopt and implement the proposed park impact fees on behalf of the Districts. The District hopes the Board will adopt the fee request with implementation set to occur at a date when the economy recovers. The park impact fee will aid the District in completing its Master Plan to meet future community needs. (For further information please see the attached Arcade Creek Recreation and Park District Park Impact Fee Nexus Study)

### **Determination**

Regarding finances, the Commission determines that the District is currently financially well-positioned and exercises adequate financial planning practices. The District is planning to bring the adopted Nexus Studies on Impact Fees to the County Board of Supervisors for adoption and implementation. Though there are various revenue constraints such as the ERAF, the District is able to utilize Cost Avoidance strategies as well as Joint-Use agreements to minimize in-house costs. The District partners with various local agencies including TRUSD and SJUSD to share the costs of new facilities and ensure the preservation of viable park land. The District is able use volunteers for various projects to reduce staffing and labor costs. The District also takes advantage of available state and federal grants to improve infrastructure and services provided.

## **SUMMARY OF DETERMINATIONS**

### **Structure and Management**

Regarding structure and management, the Commission determines that the District has an adequate management structure and staffing arrangements to ensure efficient management and provide parks and recreational service to the community at a reasonable cost. The District is efficiently structured and organized. The District provides the public with adequate information and opportunity for input and involvement in District activities.

### **District Services**

Regarding the services provided by the District, the Commission determines that the District is able to appropriately gauge the demand and provide parkland, recreational facilities, and recreational programming to meet the needs of the community. The District provides adequate levels of service for parks and recreational facilities. The District effectively meets the needs of existing and future populations of the service area.

### **Infrastructure**

Regarding infrastructure, the Commission determines that the District provides adequate levels of service and park maintenance. A Capital Improvement plan is used to plan for ongoing replacement of vehicles and equipment. The level of infrastructure provided by the District is adequate to support local demand.

### **Finance**

Regarding finances, the Commission determines that the District is currently financially well-positioned and exercises adequate financial planning practices. The District is planning to bring the adopted Nexus Studies on Impact Fees to the County Board of Supervisors for adoption and implementation. Though there are various revenue constraints such as the ERAF, the District is able to utilize Cost Avoidance strategies as well as Joint-Use agreements to minimize in-house costs. The District partners with various local agencies including TRUSD and SJUSD to share the costs of new facilities and ensure the preservation of viable park land. The District is able use volunteers for various projects to reduce staffing and labor costs. The District also takes advantage of available state and federal grants to improve infrastructure and services provided.

## CONCLUSION

*Arcade Creek Recreation and Park District* effectively meets the current recreational and park demand in its 5 square-mile service area and is capable of continuing to provide recreational services in the future. The District satisfies infrastructure needs by providing adequate services and facilities. It strives to understand the local service demand and shows dedication to communicating with local residents to provide services that best reflect the interest of the local residents. The District has a variety of programs and offers activities for every age-group in the district. Though all the Recreation and Park Districts have been heavily impacted by the ERAF, this particular District has shown impressive ability to obtain Grants and utilize the available Federal and State funds to further enhance the services provided and facilities administered by the District.

**ARCADE CREEK RECREATION & PARK DISTRICT**

(Park and Recreation - Urban)

Address: 4855 Hamilton Street  
Sacramento, CA 95841-3414

Phone: (916) 482-8377  
Fax: (916) 483-1320  
Web site: [www.arcadecreekrecreation.com](http://www.arcadecreekrecreation.com)

Administrative Officer: Jane A. Steele, District Administrator

Fiscal Data: (2005-06)

Budget:	\$882,766
Gann Limit:	\$996,312
Appropriations subject to limit	\$519,301

No. of Acres Developed/Underdeveloped 49.25/ 0.75

No. of Parks: 5

Locations:

1. Hamilton Street Park - 4855 Hamilton Street, Sacramento
2. Arcade Creek Park - End of Omni Drive, Sacramento
3. Oakdale Park - 3708 Myrtle Avenue, North Sacramento
4. Arcade Creek Nature Area - Between Arcade Creek Park and American River College
5. Holyoke Trail – End of Holyoke Way to Myrtle Avenue

Square Miles: 5  
Population: 21,308

Service and Operation Data:

1. Authorized and actually performed: local recreation and park services.
2. Latent powers: fire protection, garbage collection and disposal, and street lighting; if not otherwise provided and if authorized by the Board of Supervisors.

Location: Arcade, Carmichael, Foothill Farms, North Highlands  
Remarks: Formerly Del Paso Recreation and Park District.

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Historical and Political Data:

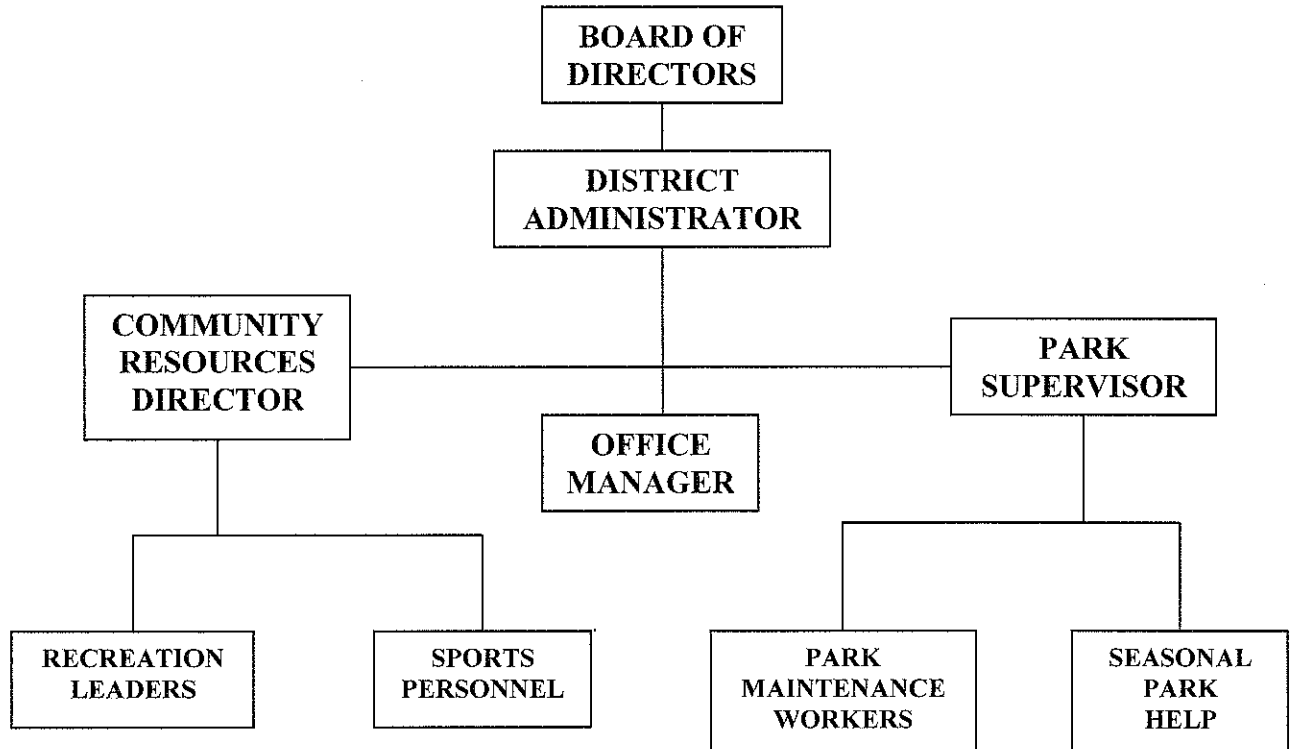
1. Established August 31, 1959.
2. Enabling Act: Public Resources Code, Section 5780.
3. Governing Body: Board of Directors.
4. No. on Governing Body: 5 with 4-year staggered terms.
5. Elected in November General Election.
6. Board meets 3rd Thursday of the month at 5:30 p.m. in the District Office.
7. Registered Voters: 8,702.



## **ATTACHMENTS**

**ATTACHMENT A**

**ARCADE CREEK RECREATION AND PARK DISTRICT  
ORGANIZATION CHART**



**CURRENT AND PREVIOUS GRANT AWARDS**

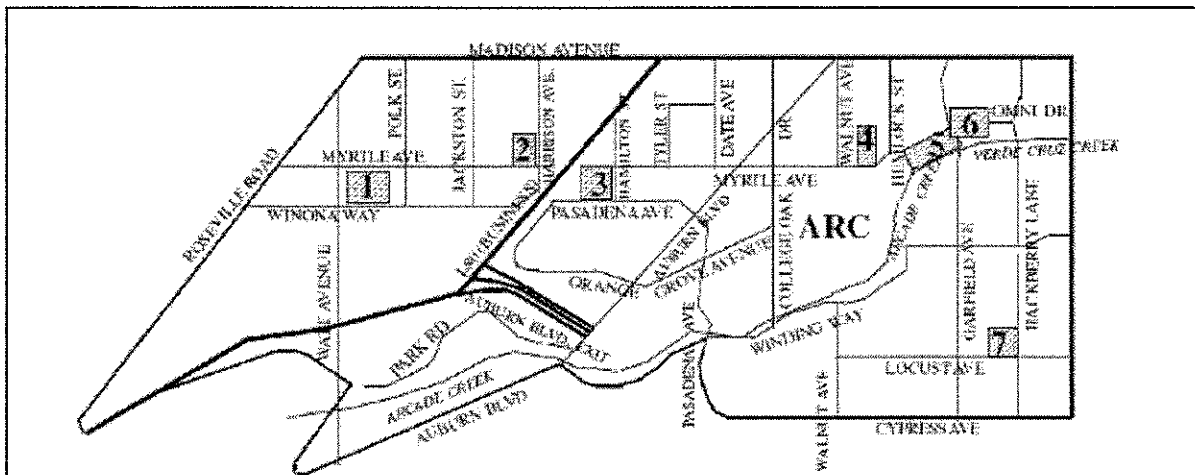
<u>Year</u>	<u>Completed</u>	<u>Park Development Grant</u>	<u>Grant Amount</u>	<u>Purpose</u>	<u>Park</u>
1974	1977	California State Park Bond	36,913.00	Tennis courts, restroom, parking lot	Hamilton Street Park
75/76	1977	Federal Revenue Sharing	39,690.00	Tennis courts, restroom, parking lot	Hamilton Street Park
1976	1979	Z/Berg	14,989.00	Tennis court, lights, irrigation & turf	Hamilton Street Park
1976	1979	California State Park Bond	32,962.00	Tennis court, lights, irrigation & turf	Hamilton Street Park
1977	1980	Land and Water	47,642.00	Tennis courts, lights, parking lot	Arcade Creek Park
1977	1980	Federal Revenue Sharing	39,690.00	Tennis courts, lights, parking lot	Arcade Creek Park
77/78	1981	Z/Berg	14,968.00	Irrigation and turf	Oakdale Park
78/79	1981	Z/Berg	8,737.00	Irrigation and turf	Hamilton Street Park
79/80	1981	Z/Berg	6,241.00	Irrigation and turf	Arcade Creek Park
1980	1981	Community Development Grant	211,000.00	Phase I park development	Oakdale Park
1980	1982	California State Park Bond	39,945.00	Irrigation and turf	Arcade Creek Park
81-82	1983	1980 State Park Bond	12,154.00	Recreation building	Hamilton Street Park
81/82	1983	Z/Berg Energy & Resources	1,676.00	Gamefield purchase & installation	Hamilton Street Park
82/83	1983	Z/Berg Energy & Resources	1,903.00	Recreation building	Hamilton Street Park
83/84	1985	Z/Berg Energy & Resources	913.00	Phase II development	Oakdale Park
84/85	1986	Roberti-Z/Berg Open Space	8,003.00	Irrigation and turf	Hamilton Street Park
85/86	1988	Roberti-Z/Berg Open Space	8,368.00	Irrigation, turf, and backstops	Hamilton Street Park
87/88	1988	Sacramento County Unmet Needs	19,565.00	Redevelop well	Hamilton Street Park
87/88	1989	Urban Streams Restoration	10,000.00	Stream bank stabilization	Arcade Creek Nature Area
1986	1991	Community Parklands Act of 86	25,000.00	Recreation facilities	Hamilton Street Park
1988	1990	California Park Bond- Trails	35,000.00	Trail development	Arcade Creek Nature Area
1988	1991	Community Parklands Act of 86	55,000.00	Recreation building	Hamilton Street Park
1988	1991	Roberti-Z/Berg-Harris Open Space	6,867.00	Parking lot additions	Hamilton Street Park
89/90	1991	Community Parklands Act of 86	22,000.00	Recreation building	Hamilton Street Park
2000	2004	Sacto. Housing & Redevelopment	40,000.00	Playground redevelopment	Hamilton Street Park
2000	2007	TEA21	82,000.00	Trail development	Arcade Creek Nature Area

**CURRENT AND PREVIOUS GRANT AWARDS**

2000	2007	California Park Bond - Per Capita	222,000.00	Park improvements	All parks
2000	2009	Roberti-Z/Berg-Harris Open Space	71,245.00	Park improvements	All parks
2002	2007	Urban Parks and Open Space Grant	3,000,000.00	Gymnasium/Community Center	Oakdale Park
2000	2007	Riparian and Riverine Grant	71,500.00	Nature Area Interpretive	ACP & ACNA
2000	2007	Trails Grant	87,452.00	ACP & ACNA Trails	ACP & ACNA
2002		Roberti-Z/Berg Harris Open Space	57,732.00	Park improvements	All parks
2002	2008	Park Bond	220,000.00	Park improvements	All parks
2003	2006	Sacto. Housing & Redevelopment	17,000.00	Handicap improvements	Hamilton Street Park
2008	2008	SMUD	25,000.00	Light bollards	Hamilton Street Park
2004		Youth Soccer Competitive Grant	581,450.00	Lighted soccer fields, restroom, walks	Oakdale Park
			<u>\$ 5,174,605.00</u>		
1986	1991	Certificates of Participation	250,000.00	Building and street improvements	Hamilton Street Park

## ATTACHMENT C

### ARCADE CREEK RECREATION AND PARK DISTRICT PARKS AND FACILITIES MAP



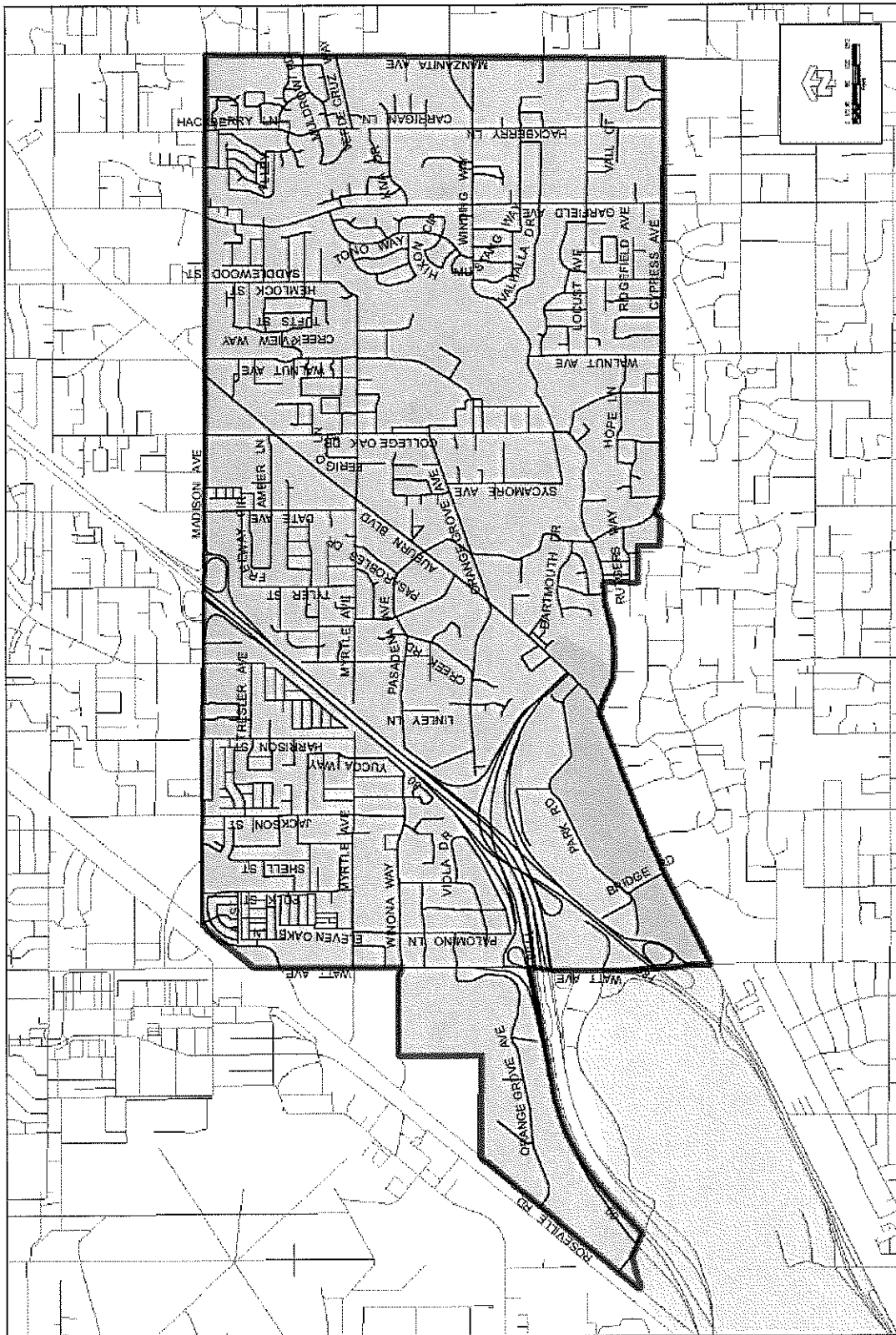
#### FACILITY INFORMATION

- 1 Oakdale Park & Oakdale Elementary School
- 2 Madison Elementary School
- 3 Hamilton Street Park
- 4 Holyoke Trail
- 5 Arcade Creek Nature Area - Jo Smith Nature Trail
- 6 Arcade Creek Park
- 7 Cameron Ranch Elementary School

#### PARKS

- 1 OAKDALE PARK**  
Community Center · Gymnasium · Library-Media Center · Multi-use fields · Baseball diamond
- 3 HAMILTON STREET PARK**  
Community Center · Tennis Courts · Soccer Fields · Group Picnic Area · Basketball Court · Horseshoe Pits · Tot Lot · Play Lot · Multi-use Sports Fields · Picnic Tables and Barbecues
- 4 HOLYOKE TRAIL**  
Undeveloped nature area - Pathway connecting Holyoke homes to Myrtle Avenue and American River College
- 5 ARCADE CREEK NATURE AREA – THE JO SMITH NATURE TRAIL**  
This ten-acre natural riparian wetland is rich in native habitat. The Jo Smith Nature Trail begins at Arcade Creek Park, the eastern terminus connecting to the American River College trail, to the west. The trail runs along the south side of Arcade Creek Park and in the Verde Cruz Creek floodplain. Newly installed interpretive exhibits highlight the habitat of the area as well as providing information about Arcade Creek Watershed and volunteer information and area wetland activities.
- 6 ARCADE CREEK PARK**  
Tennis Courts · Basketball Court · Tot Lot · Play Lot · Picnic Tables · Multi-use fields · Restroom · Natural Riparian Areas along Verde Cruz Creek and Arcade Creek

# ATTACHEMNT D



Arcade Creek Recreation and Park District



University of Wisconsin - Stevens Point  
Stevens Point, WI 54481

Map 13, 2008, PLANNING DIVISION, UNIVERSITY OF WISCONSIN - STEVENS POINT



# ARCADE CREEK RECREATION AND PARK DISTRICT

## PARK IMPACT FEE NEXUS STUDY

MARCH 2008  
PUBLIC REVIEW DRAFT V2

PREPARED FOR:

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

PREPARED BY:

**SCI Consulting Group**

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## **ARCADE CREEK RECREATION AND PARK DISTRICT**

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### **BOARD OF DIRECTORS**

Iris Bachman, Chairperson  
Linda Kimura, Vice Chairperson  
Victoria Roy, Secretary/Treasurer  
Jerry Fox, Director  
Margi Herzog, Director.

### **DISTRICT ADMINISTRATOR**

Jane A. Steele

### **DISTRICT CONSULTANT**

Blair Aas, Senior Planning Consultant  
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## **ACKNOWLEDGMENTS**

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

The work was accomplished under the general direction of Jane Steele, District Administrator of the Arcade Creek 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

Holly Gilchrist, Sacramento County Counsel Office

Carol Gregory, Sacramento County Planning Department

Ione DeMorales, Sacramento County Planning Department

Sacramento County Building Department

Sacramento County Assessor's Office

Sacramento County Auditor's Office

## TABLE OF CONTENTS

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<b>EXECUTIVE SUMMARY .....</b>	<b>1</b>
INTRODUCTION.....	1
ABOUT THE ARCADE CREEK RECREATION AND PARK DISTRICT .....	1
OVERVIEW OF THE PARK IMPACT FEE METHODOLOGY / APPROACH .....	1
NEXUS REQUIREMENTS.....	1
SUMMARY OF GENERAL FINDINGS.....	2
SUMMARY OF GENERAL RECOMMENDATIONS.....	3
<b>PER CAPITA COST COMPONENTS.....</b>	<b>4</b>
PARKLAND DEVELOPMENT COST PER CAPITA .....	4
COMMUNITY USE FACILITIES COSTS PER CAPITA.....	6
<b>RESIDENTIAL PARK IMPACT FEE DETERMINATION .....</b>	<b>7</b>
PARK IMPACT FEE COST COMPONENTS.....	7
LAND USE CATEGORIES .....	7
RESIDENTIAL PARK IMPACT FEE DETERMINATION .....	9
NEXUS FINDINGS FOR RESIDENTIAL PARK IMPACT FEES .....	10
<b>NONRESIDENTIAL PARK IMPACT FEE DETERMINATION .....</b>	<b>12</b>
RESIDENTIAL EQUIVALENT FACTOR.....	12
COST PER EMPLOYEE .....	13
LAND USE CATEGORIES.....	13
NONRESIDENTIAL PARK IMPACT FEE DETERMINATION.....	14
NEXUS FINDINGS FOR NONRESIDENTIAL PARK IMPACT FEES.....	15
<b>PARK IMPACT FEE PROGRAM IMPLEMENTATION AND ADMINISTRATION .....</b>	<b>17</b>
<b>APPENDICES.....</b>	<b>19</b>
APPENDIX A – CURRENT AND PROJECTED DISTRICT POPULATION THROUGH 2017 .....	20
APPENDIX B – TYPICAL PARK CONSTRUCTION COSTS .....	22
APPENDIX C – COST ESTIMATE FOR COMMUNITY CENTER PROJECT.....	24
APPENDIX D – AVERAGE HOUSEHOLD SIZE .....	25
APPENDIX E – SUMMARY OF DISTRICT PARK FACILITIES .....	26
APPENDIX F – MAP OF DISTRICT .....	27
APPENDIX G – PROJECTION OF REVENUE AND EXPENDITURES.....	28

## LIST OF FIGURES

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FIGURE 1 – PROPOSED PARK IMPACT FEES .....	3
FIGURE 2 – PARKLAND DEVELOPMENT COST PER CAPITA.....	5
FIGURE 3 – COMMUNITY USE FACILITIES COST PER CAPITA.....	6
FIGURE 4 – PARK IMPACT FEE COST COMPONENTS.....	7
FIGURE 5 – PROPOSED RESIDENTIAL PARK IMPACT FEES.....	9
FIGURE 6 – RESIDENTIAL EQUIVALENT FACTOR.....	13
FIGURE 7 – COST PER EMPLOYEE .....	13
FIGURE 8 – PROPOSED NONRESIDENTIAL PARK IMPACT FEES .....	14
FIGURE 9 – DISTRICT POPULATION PROJECTION THROUGH 2017.....	20
FIGURE 10 – DISTRICT POPULATION ESTIMATE.....	21
FIGURE 11 – COST ESTIMATE FOR COMMUNITY CENTER PROJECT.....	24
FIGURE 12 – AVERAGE HOUSEHOLD SIZE .....	25
FIGURE 13 – SUMMARY OF DISTRICT PARK FACILITIES.....	26

## EXECUTIVE SUMMARY

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### 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 district-wide park impact fees ("fees") on new residential and nonresidential development within the Arcade Creek Recreation and Park District ("District").

### ABOUT THE ARCADE CREEK RECREATION AND PARK DISTRICT

The Arcade Creek Recreation and Park District, covering approximately five square miles within Sacramento County, is located south of Madison Avenue along Interstate 80. Formed in 1959, the independent District provides one community park, two neighborhood parks and two creek trail areas for the nearly 23,000 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 determine the District's park impact fees. Under this method, the cost components are based on level of service ("LOS") standards established by the District. 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 uses 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.

#### SUMMARY OF GENERAL FINDINGS

Based on a review of the Arcade Creek Recreation and Park District Master Plan; the District's level of service standards; 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 4.6 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 developed parks for every 1,000 residents.
3. For subdivided residential land, the District receives the dedication of land, payment of fees in-lieu of land or combination under the Quimby Act and the Sacramento County Code Chapter 22.40.
4. The District does not currently receive development impact fees from new residential or nonresidential development for the construction of parks and recreation facilities.
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. Park development impact fees should be established to fund the cost of developing and improving parks and recreation facilities needed for new development.
2. 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 attributable to new development.

**FIGURE 1 – PROPOSED PARK IMPACT FEES**

Land Use Category	Proposed Park Impact Fees
<b>Residential</b>	<b>Per Unit</b>
Single-Family Detached Residential	\$6,199
2 to 4 Unit Attached Residential	\$5,939
5 + Unit Attached Residential	\$4,722
Mobile Homes	\$3,668
Second Residential Units	\$2,246
<b>Non-Residential</b>	<b>Per Sq. Ft.</b>
Retail / Other Commercial	\$0.43
Office	\$0.71
Industrial	\$0.30

3. The park impact fees will be automatically adjusted based on the annual change in the Engineering News Record Construction Cost Index. However, the District should periodically conduct a review park development and facility construction cost. 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 land dedication and in-lieu fees received pursuant Sacramento 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

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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, construction of community use facilities and other associated costs based on the District's level of service standard 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 99.72 acres of available developed parks and an estimated 2008 population is 21,667. 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 8.61 acres of parks to meet the needs of the existing District population. That is, the District has an existing deficiency of 8.61 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 882 people over the next ten years. To serve these new residents, approximately 4 more acres of parkland will be need to be development to serve the new residents generated by new development.

The figure on the following page calculates the per capita cost of developing new parks in the District. As presented, the total 5.0 acre per 1,000 Master Plan 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 typical neighborhood parks and mini parks similar to those in existing District parks. Any facilities other than restrooms, such as gymnasiums and community centers, are included as separate cost components.

---

<sup>3</sup> The determination of the average household size is based on figures from the 2000 U.S. Census for the census tracts covering the District. (See Appendix D for more detail).



FIGURE 2 – PARKLAND DEVELOPMENT COST PER CAPITA

Cost Component	Acres per 1,000 Population <sup>1</sup>	Acres per Capita <sup>1</sup>	Average Park Development Cost per Acre <sup>2</sup>	Cost per Capita
Neighborhood Parks	25	0.0025	\$343,000	\$857.50
Mini Parks	25	0.0025	\$442,000	\$1,105.00
<b>Total</b>	<b>5.0</b>	<b>0.0050</b>	<b>\$392,500</b>	<b>\$1,962.50</b>

Source: Arcade Creek Recreation and Park District

<sup>1</sup> Adopted Master Plan park standard of 5 acres per 1,000 population.

<sup>2</sup> From the Typical Park Construction Costs (See Appendix B for details).

### COMMUNITY USE FACILITIES COSTS PER CAPITA

The District is currently planning the construction of a new gymnasium / community center. The estimated construction cost for the combined project is over \$4.5 million. These facilities will serve the estimated 23,000 residents of the District at buildout; therefore, the buildout level of service ("LOS") for this facility is 1.0 per 23,000 population.

By using the LOS of the District at buildout, new development pays an equivalent cost (on a per capita basis) as those of existing development. Moreover, new development's fair share of the construction cost for these facilities are consistent with the level of service provided to all beneficiaries of the facilities, namely the total population of the District at buildout.

Using the estimated construction cost for the project and the 1/23,000 LOS at buildout, the cost per capita of \$197.31 as shown below. The District will fund existing development's share of the new community facility costs from other funding sources.

**FIGURE 3 – COMMUNITY USE FACILITIES COST PER CAPITA**

<b>Cost Component</b>	<b>Level of Service Standard <sup>1</sup></b>	<b>Construction Cost Estimate <sup>2</sup></b>	<b>Cost Per Capita <sup>3</sup></b>
Gymnasium	1.0 per 23,000 population	\$3,394,192	\$147.57
Community Center	1.0 per 23,000 population	\$1,143,826	\$49.73
<b>Total Project</b>		<b>\$4,538,018</b>	<b>\$197.31</b>

Source: Arcade Creek Recreation and Park District

Notes:

<sup>1</sup> Based on the estimated population of the District at buildout.

<sup>2</sup> Estimated site development and construction costs of the District's new community center and gymnasium facilities. (See Appendix C.)

<sup>3</sup> Construction cost estimate divided by the level of service standard for the project.

## 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 three per capita cost components is \$2,246.20.

**FIGURE 4 – PARK IMPACT FEE COST COMPONENTS**

<b>Park Impact Fee Cost Components</b>	<b>Per Capita Costs</b>
Parkland Development	\$1,962.50
Community Use Facilities	\$197.31
Park Impact Fee Program Administration <sup>1</sup>	\$86.39
<b>Total Cost per Capita</b>	<b>\$2,246.20</b>

Notes:

<sup>1</sup> 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 the five residential land uses are determined by multiplying total per capita cost by their respective average household size.<sup>3</sup>

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 5 – PROPOSED RESIDENTIAL PARK IMPACT FEES**

Residential Land Use	Average Household Size <sup>1</sup>	Total Cost per Capita	Total Park Impact Fees per Unit <sup>2</sup>
Single-Family Detached Residential	2.760	\$2,246.20	\$6,199
2 to 4 Unit Attached Residential	2.644	\$2,246.20	\$5,939
5 + Unit Attached Residential	2.102	\$2,246.20	\$4,722
Mobile Homes	1.633	\$2,246.20	\$3,668
Second Residential Units	1.000	\$2,246.20	\$2,246

Notes:

<sup>1</sup> Based on District census tract figures from the 2000 U.S. Census.

<sup>2</sup> Per capita cost multiplied by the average household size for each residential land use category. The fees are rounded to the nearest dollar.

## 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 parks 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 period 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 parkland standard is 5.0 improved park acres for every 1,000 residents. The per capita standard for community use facilities is the population at buildout of the District.

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 FACILITIES 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 fee program 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**

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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 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 in a year available to a fulltime employee to use the District's park and recreation facilities while in the District divided by the number of hours an employee is within 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 two hours per day, five 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 6 – RESIDENTIAL EQUIVALENT FACTOR**

Total Park Hours Available per Year <sup>1</sup>	5,840
Employee Hours within District Boundaries <sup>2</sup>	2,600
Employee Population Factor	0.45
Hours Available to Employees for Park Use <sup>3</sup>	520
<b>Residential Equivalent for Nonresidential</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, 10 hours per day.

<sup>3</sup> 52 weeks per year, 5 days per week, 2 hours per day out of a 10 hour day in the District.

### COST PER EMPLOYEE

The figure 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 by the residential equivalent factor for nonresidential land uses. As shown the cost per employee is \$200.00, or the equivalent of 9 percent of the per capita cost for a District resident.

**FIGURE 7 – COST PER EMPLOYEE**

Land Use	Per Capita Costs <sup>1</sup>	Residential Equivalent Factor	Costs per Employee
Nonresidential	\$2,246.20	0.09	\$200.00

Notes:

<sup>1</sup> Includes park development, community use and administration per capita 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 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 8 – PROPOSED NONRESIDENTIAL PARK IMPACT FEES**

Nonresidential Land Use	Cost per Employee <sup>1</sup>	Employees per 1,000 Sq. Ft. <sup>2</sup>	Nonresidential Park Impact Fees per Sq. Ft. <sup>3</sup>
Retail / Other Commercial	\$200.00	2.16	\$0.43
Office	\$200.00	3.56	\$0.71
Industrial	\$200.00	1.50	\$0.30

Notes:

<sup>1</sup> Total per employee cost for nonresidential land uses.

<sup>2</sup> Employment density figures based on the San Diego Association of Governments Traffic Generator Study.

<sup>3</sup> 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 parks and provide recreational and community use facilities to meet the needs 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 development park and recreation facilities. Revenue from fees collected on new development will be used to pay for the following:

- Construction of park and recreational facilities including community use facilities;
- District and County park impact fee program administration costs including period 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 FACILITIES 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**

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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. At least 14 days before the regularly scheduled meeting, mail out notice to any interested party who requests notice of the adoption of new or increased impact fees.
2. At least 10 days before the "open and public meeting" the local agency is to make available to the public the Park Impact Fee Nexus Study.
3. The local agency shall conduct at least "one open and public meeting" as part of a regularly scheduled meeting.
4. 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 not 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

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Appendix A – Current and Projected District Population through 2018

Appendix B – Park Construction Costs

Appendix C – Cost Estimate for Community Center Project

Appendix D – Average Household Size by Housing Type

Appendix E – Inventory of District Park Facilities

Appendix F – Map of District

Appendix G – Projection of Revenue and Expenditures

## APPENDIX A – CURRENT AND PROJECTED DISTRICT POPULATION THROUGH 2018

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Figure 9 presents the District's current and population projection through 2018. As shown in Figure 10 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 0.4 percent annual growth rate which is consistent with historical rates over the last three years.

**FIGURE 9 – DISTRICT POPULATION PROJECTION THROUGH 2018**

Year	District Population
	Projection <sup>1</sup>
2008	21,667
2009	21,753
2010	21,840
2011	21,928
2012	22,015
2013	22,103
2014	22,192
2015	22,281
2016	22,370
2017	22,459
2018	22,549
<b>Growth</b>	<b>882</b>

Source: Sacramento County Assessor's Office

Notes:

<sup>1</sup> The District's current and projected population are based on data from the Sacramento County Assessor's Office as of July 2006 and an annual growth rate 0.4 percent.



FIGURE 10 – DISTRICT POPULATION ESTIMATE (2007)

Residential Land Use	Total Housing Units <sup>1</sup>	Average Household Size <sup>2</sup>	Population <sup>3</sup>
Single-Family Detached Residential	3,350	2.760	9,246
2 to 4 Unit Attached Residential	1,930	2.644	5,103
5 + Unit Attached Residential	2,551	2.102	5,362
Mobile Homes	1,092	1.633	1,783
<b>Total</b>	<b>8,923</b>		<b>21,494</b>

## Notes:

<sup>1</sup> Based on lien roll data from the Sacramento County Assessor's Office as of July 2006.

<sup>2</sup> Based on District census tract figures from the US Census Bureau, 2000 US Census.

<sup>3</sup> Estimated by multiplying total housing units for each housing type by their respective average household size.

## APPENDIX B – TYPICAL PARK CONSTRUCTION COSTS

**FIGURE 14 – TYPICAL 5-ACRE NEIGHBORHOOD PARK CONSTRUCTION COSTS**

Item	Units	Unit Cost	Construction Cost
<b>Design, Engineering, Fees and Admin</b>			
Design, Eng, Fees and Admin	18%	\$1,454,750	\$261,855
			\$261,855
<b>Site Improvements</b>			
On-site Improvements <sup>1</sup>	5 AC	\$180,000	\$900,000
			\$900,000
<b>Improvements</b>			
Street Frontage	425 LF	\$150	\$63,750
Off street parking per stall	20 EA	\$2,500	\$50,000
Play Structures	1 EA	\$125,000	\$125,000
Bantum Soccer Field Small	1 EA	\$24,000	\$24,000
Basketball Court	1 EA	\$40,000	\$40,000
Small Restrooms	1 EA	\$150,000	\$150,000
Group Shade Structure	2 EA	\$30,000	\$60,000
Picnic/BBQ Area Small	2 EA	\$10,000	\$20,000
Players Benches	4 EA	\$500	\$2,000
Bleachers	2 EA	\$3,000	\$6,000
Entry Sign	1 EA	\$6,000	\$6,000
Benches	10 EA	\$800	\$8,000
<b>Total Capital Improvement Cost</b>			\$554,750
<b>Total Cost</b>			\$1,716,605
<b>Total Cost per Acre (Rounded)</b>			\$343,000
<b>Arcres per 1,000 Population</b>			2.5

**Notes**

<sup>1</sup> On-site improvements includes site grading, utility connections, soil prep & amendments, automatic irrigation, planting, concrete pathways.

**Sources:**

Arcade Creek 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.

FIGURE 14 – TYPICAL 1-ACRE MINI PARK CONSTRUCTION COSTS

Item	Units	Unit Cost	Construction Cost
<b>Design, Engineering, Fees and Admin</b>			
Design, Eng, Fees and Admin	25%	\$354,200	\$88,550
			\$88,550
<b>Site Improvements</b>			
On-site Improvements <sup>1</sup>	1.0 AC	\$180,000	\$180,000
			\$180,000
<b>Improvements</b>			
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
<b>Total Capital Improvement Cost</b>			\$174,200
<b>Total Project Cost</b>			\$442,750
<b>Total Project Cost per Acre (Rounded)</b>			\$442,000
<b>Acres per 1,000 Population</b>			2.50

## Notes

<sup>1</sup> On-site improvements includes site grading, utility connections, soil prep & amendments, automatic irrigation, planting, concrete pathways.

## Sources:

Arcade Creek 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 11 – COST ESTIMATE FOR COMMUNITY CENTER PROJECT

	Quantity	Gymnasium	Community Center
<b>Capital Improvements</b>			
Multipurpose Building	5,779 sq. ft.	\$2,004,539	
Child Care / Community Center	2,880 sq. ft.		\$395,060
Site Work	3 acres	\$300,000	\$300,000
Electrical Infrastructure			\$30,000
Voice, Data, Alarms, Low Voltage		\$35,000	\$15,000
Furniture, Fixtures and Equipment		\$117,000	\$111,000
<b>Subtotal</b>		<b>\$2,456,539</b>	<b>\$851,060</b>
<b>Project Soft Costs</b>		<b>\$343,426</b>	<b>\$198,873</b>
<b>Project Contingency</b>		<b>\$230,564</b>	<b>\$93,893</b>
<b>Cost Escalation from Sept. 2005 (12%)</b>		<b>\$363,663</b>	<b>\$137,259</b>
<b>Total Project Costs</b>		<b>\$3,394,192</b>	<b>\$1,143,826</b>

Source: Arcade Creek Recreation and Park District

## APPENDIX D – AVERAGE HOUSEHOLD SIZE

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 five 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 12 – AVERAGE HOUSEHOLD SIZE

Residential Land Use	Total Housing Units	Vacant Housing Units	Occupied Housing Units	Total Number of Occupants	Average Household Size
Single-Family Detached Residential	2,813	47	2,766	7,633	2.760
2 to 4 Unit Attached Residential	2,465	102	2,363	6,247	2.644
5 + Unit Attached Residential	2,524	175	2,349	4,938	2.102
Mobile Homes	732	103	629	1,027	1.633
Average (2000 Census)	8,534	427	8,107	19,845	2.448

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

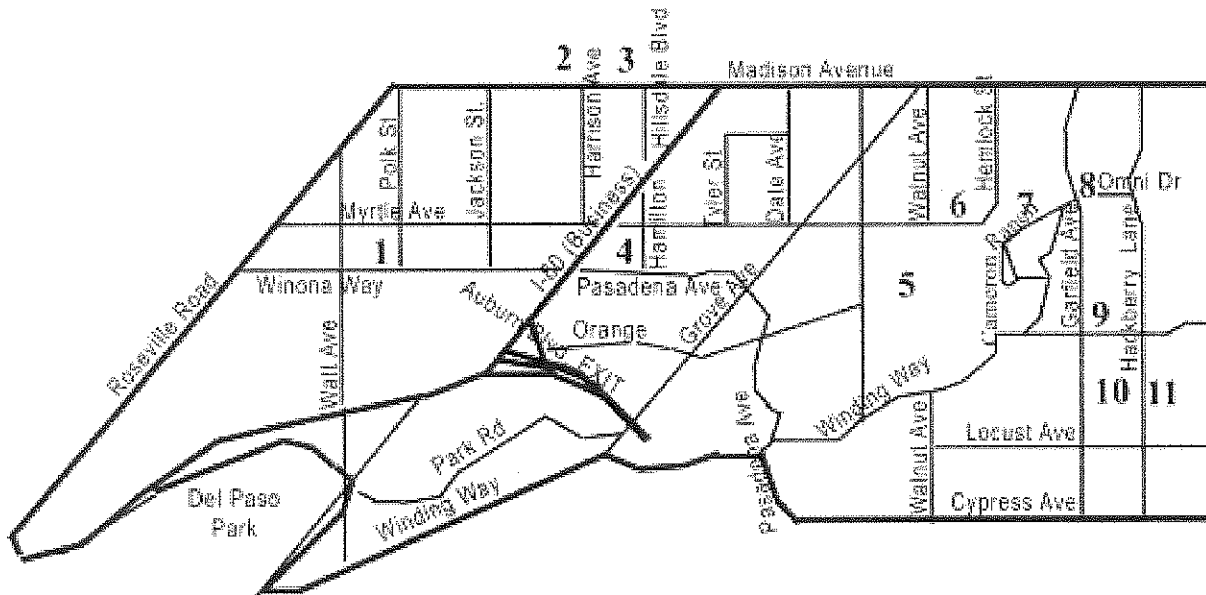
## APPENDIX E – SUMMARY OF DISTRICT PARK FACILITIES

FIGURE 13 – SUMMARY OF DISTRICT PARK FACILITIES

Facility	Acres	Features
Arcade Creek Park	10.22	Double tennis court, basketball court, children's play area, open grass fields and picnic tables
Arcade Creek Nature Area	7.98	Trail System
Hamilton Street Park	16.62	Hamilton Street Park Recreation Center (5,000 sq. ft.) , Group Picnic Pavilion, horseshoe courts, sand volleyball courts, double lighted tennis courts, basketball court, multiuse sports field and children's' play areas.
Holyoke Nature Area	0.43	Trail System
American River College Park Acres	50.00	Approximately 50 acres of the 151-acre campus is developed parkland available for public use.
Arcade Creek Parkway Trails	4.47	Trail System
Oakdale School Park	10.00	Community Center, Gym, multi-use sports fields and baseball diamond
<b>Total Available Park Acreage</b>	<b>99.72</b>	
<b>Park Acres (Per 1,000 population)</b>	<b>4.64</b>	
<b>Master Plan Park Acres Standard (Per 1,000 population)</b>	<b>5.00</b>	
<b>Current Park Deficit</b>	<b>8.61</b>	

Source: Arcade Creek Recreation and Park District

**APPENDIX F – MAP OF DISTRICT**



- 1 Oakdale Park & School
- 2 Madison School
- 3 Trinity Christian School
- 4 Hamilton Street Park
- 5 American River College
- 6 Holyoke Trail
- 7 Arcade Creek Nature Area
- 8 Arcade Creek Park
- 9 Sacramento Adventist Academy
- 10 Cameron Ranch School
- 11 Saint John's School

## APPENDIX G – PROJECTION OF REVENUE AND EXPENDITURES

### Projection of Revenue and Expenditures Fund No. \_\_\_\_ - Park Impact Fees

Fund No. ____ - Park Impact Fees	FY 08-09	FY 09-10	FY 10-11	FY 11-12	FY12-13
<b>REVENUES</b>					
<b>Park Impact Fee Revenue</b>	<b>\$187,000</b>	<b>\$202,270</b>	<b>\$211,837</b>	<b>\$224,749</b>	<b>\$241,746</b>
Current Fiscal Year	\$187,000	\$199,000	\$205,000	\$223,000	\$236,000
Interest Earned / Other (Estimate)	\$0	\$3,270	\$6,837	\$1,749	\$5,746
<b>Inter-Fund Transfer</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$0</b>	<b>\$1,298,252</b>
(Other Sources of Funds)	\$0	\$0	\$0	\$0	\$1,298,252
<b>Carryover (Prior Year)</b>	<b>\$0</b>	<b>\$163,520</b>	<b>\$341,830</b>	<b>\$87,467</b>	<b>\$287,296</b>
<b>Total Revenue Fund No. ____</b>	<b>\$187,000</b>	<b>\$365,790</b>	<b>\$553,667</b>	<b>\$312,216</b>	<b>\$1,827,294</b>
<b>EXPENDITURES</b>					
<b>Capital Outlay <sup>1</sup></b>	<b>\$0</b>	<b>\$0</b>	<b>\$442,000</b>	<b>\$0</b>	<b>\$1,716,605</b>
New Mini Park (1 acre)	\$0	\$0	\$442,000	\$0	\$0
New Neighborhood Park (5 acres)	\$0	\$0	\$0	\$0	\$1,716,605
<b>Inter-Fund Transfer</b>	<b>\$16,000</b>	<b>\$16,000</b>	<b>\$16,000</b>	<b>\$16,000</b>	<b>\$16,000</b>
Community Center Fund	\$16,000	\$16,000	\$16,000	\$16,000	\$16,000
<b>Fee Program Administration</b>	<b>\$7,480</b>	<b>\$7,960</b>	<b>\$8,200</b>	<b>\$8,920</b>	<b>\$9,440</b>
<b>Total Expenditures Fund No. ____</b>	<b>\$23,480</b>	<b>\$23,960</b>	<b>\$466,200</b>	<b>\$24,920</b>	<b>\$1,742,045</b>
<b>FUND BALANCE (FY Ending)</b>	<b>\$163,520</b>	<b>\$341,830</b>	<b>\$87,467</b>	<b>\$287,296</b>	<b>\$85,249</b>

#### Assumptions

Annual Adjustment		3.00%	3.00%	3.00%	3.00%
New Residential Growth (# of units)	30	30	30	30	30
New Commercial Growth (sq. ft.)	10,000	10,000	10,000	10,000	10,000
Ave. Residential Fee (per unit)	\$6,100	\$6,283	\$6,471	\$6,666	\$6,866
Ave. Nonresidential Fee (per sq. ft.)	\$0.43	\$0.44	\$0.46	\$0.47	\$0.48

#### Notes:

<sup>1</sup> The capital outlay schedule is based on the growth assumptions used in this Nexus Study. The actual capital outlay schedule will be modified to match the actual timing of development within the District and the availability of funding for each project.



Arcade Creek Recreation and Park District  
Park Impact Fee Nexus Study  
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As of April 9, 2008  
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