RESOLUTION NO. 48-17

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF OAKLEY ADOPTING THE PARK IMPACT FEE UPDATE ESTABLISHED BY RESOLUTION NO. 19-03 AND AUTHORIZED BY ORDINANCE'S NO. 05-00 AND NO. 03-03 TO PROVIDE FOR PARK IMPROVEMENT AND DEDICATION FOR FUTURE DEVELOPMENT

WHEREAS, on April 10, 2000, by Ordinance Number 05-00, the City Council of the City of Oakley established a development impact fee dealing with parks; and

WHEREAS, on April 28, 2003, by Ordinance Number 03-03, the City Council of the City of Oakley adopted new requirements for the dedication of park land or payment of fees in lieu; and

WHEREAS, on April 14, 2003, by Resolution 19-03, the City Council of the City of Oakley adopted the Park Impact Fee to provide for the acquisition and improvement of park land necessary to serve new development. This fee was based on the City of Oakley Park Land Dedication Fee Analysis and Park Facility Improvement Fee Analysis dated March 30, 2003 prepared by Sinclair and Associates; and,

WHEREAS, on September 9, 2016, the City entered in an agreement with Goodwin Consulting to prepare the Park Impact Fee Update Nexus Study; and,

WHEREAS, on March 6, 2017, staff presented the updated Park Fee Analysis memo dated December 1, 2016 prepared by Goodwin Consulting to the Building Industry Association and Bay Area East Bay and received comments; and,

WHEREAS, on March 14, 2017, staff presented the updated Park Fee Analysis memo dated December 1, 2016 prepared by Goodwin Consulting to the City Council during a Work Session; and,

WHEREAS, the "Project" is within the scope of the Certified General Plan Environmental Impact Report (SCH #2002042134); and

WHEREAS, on April 13, 2017, the Notice of Public Hearing for the Project was duly noticed in the Contra Costa Times, a newspaper of general distribution. On April 11, 2017, the Notice of Public Hearing was posted at Oakley City Hall located at 3231 Main Street, outside the gym at Delta Vista Middle School located at 4901 Frank Hengel Way and outside the library at Freedom High School located at 1050 Neroly Road; and

WHEREAS, in accordance with Government Code Section 66016 and 66019, at least 14 days prior to the public hearing at which this Resolution was adopted, notice of the time and place of the hearing was mailed to eligible interested parties who filed written requests with the City for mailed notice of meetings on new or increased fees or service charges; and

WHEREAS, in accordance with the Government Code, the Report was available for public review and comment for 10 days prior to the public hearing at which this Resolution was adopted; and

WHEREAS, the definitions and findings established in Resolution No. 19-03 will remain in effect except for the amount of the fee which has been updated and set forth in Exhibit B; and,

NOW, THEREFORE, BE IT RESOLVED AND ORDERED, by the City Council of the City of Oakley approve the Park Impact Fee Update Nexus Study attached as Exhibit A and adopt the new Park Impact Fee amount in Exhibit B.

PASSED AND ADOPTED by the City Council of the City of Oakley at a meeting held on the 25th April, 2017 by the following vote:

AYES:

Alaura, Higgins, Pope, Romick

NOES:

ABSTENTIONS:

ABSENT:

ATTEST

Hardcastle

APPROVED:

Sue Higgins, Mayor

Libby Vreonis, City Clerk

Date



OAKLEY CALIFORNIA

CITY OF OAKLEY
PARK IMPACT FEE PROGRAM
UPDATE NEXUS STUDY

April 14, 2017

CITY OF OAKLEY PARK IMPACT FEE PROGRAM UPDATE NEXUS STUDY

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BACKGROUND

Incorporated in 1999, the City of Oakley (the "City") is located in the eastern Contra Costa County, approximately 55 miles south of Sacramento and 55 miles east of San Francisco. The City has a population of approximately 40,000 residents and an employment base of over 4,000 jobs.

Oakley is a full-service city with police, fire, planning, economic development, public works, utilities, library, and parks and recreation services. The City's Parks and Recreation Department manages 38 parks totaling approximately 144 developed acres. The wide variety of community and neighborhood parks, include both indoor and outdoor basketball courts, a football field, outdoor stages/band stands, skate areas, baseball fields, play structures, a swimming pool, tennis courts, and soccer fields.

PURPOSE OF FEE STUDY

As the City grows, additional parks and recreation facilities will be required to serve the new development. The City's current park fees were implemented in 2003 through the adoption of the Park Land Dedication Fee Analysis and the Park Facility Improvement Fee Analysis study, dated March 2003. Since then, however, the park fees have been updated only for inflation.

In 2007 the City adopted its Parks, Trails, and Recreation Master Plan 2020 (the "Master Plan"). The Master Plan provides policies and recommendations for maintaining and planning for future parks and recreation facilities. In 2016 the City of Oakley retained Goodwin Consulting Group to update the City's park impact fee program so that it would be consistent with the Master Plan requirements. This revised park impact fee program will be implemented by the City of Oakley through the adoption of this Park Impact Fee Program Update Nexus Study.

PLANNED FACILITIES

Table ES-1 summarizes the estimated costs for the park facilities in the park fee program. The total cost of these facilities is approximately \$69.5 million and includes the cost of constructing neighborhood and community park facilities. Costs for acquiring park land are also included in this analysis. The total cost of park land acquisition included in this fee program is approximately \$8.0 million.

Table ES-1
Park Facilities Cost Summary

ltem	Acres	Cost per Acre	Total Cost
Neighborhood Park Facilities	53.33	\$302,953	\$16,156,500
Dutch Slough Community Park	55.00	\$800,000	\$44,000,000
Other Community Parks	25.00	\$375,000	\$9,375,000
Open Space Facilities	26.67	\$0	\$0
Total	160.00	:: NA 6	\$69,531,500

PARK FEES

Table ES-2 shows the proposed Park Facility Improvement Fees calculated in this Nexus Study. The facilities portion of the proposed Park Fee for a Single Family residential unit is \$7,500 and \$4,900 for a Multi-Family unit. For nonresidential development, the proposed Fees for facilities range from \$883 to \$2,209 per 1,000 building square feet.

Table ES-2
Park Facility Improvement Fee - Cost Allocation

Cost Allocated to Future Deve Future Growth - Total Reside Cost per Resident Equivale	nt Equivalents			\$69,531,500 30,223 \$2,301
Land Use Category	Residents per Unit or Employees per 1,000 SF	Resident Equivalent	Cost per Person Served	Cost per Unit or 1,000 SF
Residential	Residents			per Unit
Single Family	3.26	3.26	\$2,301	\$7,500
Multi-Family	2.13	2.13	\$2,301	\$4,900
Non-Residential	Employees	per 1,000 SF		per 1,000 SF
Commercial	2.0	0.48	\$2,301	\$1,104
Commercial Recreation	1.6	0.38	\$2,301	\$883
Business Park	4.0	0.96	\$2,301	\$2,209
Light Industrial	1.7	0.41	\$2,301	\$939
Utility Energy	1.7	0.41	\$2,301	\$939

Table ES-3 shows the proposed Park Land Dedication Fees. The Park Fee for a Single Family residential unit is \$863 and \$564 for a Multi-Family unit. For non-residential development, the proposed Park Land Dedication Fees range from \$102 to \$254 per 1,000 building square feet.

Table ES-3
Park Land Dedication Fee - Cost Allocation

Land Cost Per Acre: Neighborhood Park Land Acre Total Parks Land Cost: Future Growth - Total Resider Cost per Resident Equivaler	ı		\$150,000 53.33 \$8,000,000 30,223 \$265	
Land Use Category	Residents per Unit or Employees per 1,000 SF	Resident Equivalent	Cost per Person Served	Cost per Unit 1,000 SF
Residential	Residents			per Unit
Single Family	3.26	3.26	\$265	\$863
Multi-Family	2.13	2.13	\$265	\$564
Non-Residential	Employees	per 1,000 SF		per 1,000 SF
Commercial	2.0	0.48	\$265	\$127
Commercial Recreation	1.6	0.38	\$265	\$102
Business Park	4.0	0.96	\$265	\$254
Light Industrial	1.7	0.41	\$265	\$108

Table ES-4 shows the total combined proposed Park Fees including the Park Facility Improvement Fee, the Park Land Dedication Fee, and the 3.0% fee program administration fee.

Table ES-4
Total Proposed Park Fees

	Park Facilities Improvement Fee	Park Land Dedication Fee	Administration (3%)	Total Fee	
Land Use Category	Α	В	$C = (A + B) \times .03$	D = A + B + C	
Residential		Per Res	idential Unit		
Single Family	\$7,500	\$863	\$251	\$8,614	
Multi-Family	\$4,900	\$564	\$165	\$5,629	
Non-Residential		Per 1,000 Buil	ding Square Feet		
Commercial	\$1,104	\$127	\$38	\$1,269	
Commercial Recreation	\$883	\$102	\$29	\$1,014	
Business Park	\$2,209	\$254	\$73	\$2,536	
Light Industrial	\$939	\$108	\$31	\$1,078	
Utility Energy	\$939	\$108	\$31	\$1,078	

Table ES-5 below shows a comparison of the proposed Park Fees in this Nexus Study to the City's current park fees, as of April 2017. This comparison is based on the fees for Single Family and Multi-Family land uses. For a Single Family unit, the proposed Park Fee, \$8,614 per unit, is \$828 less than the City's current park fee, \$9,442. For a Multi-Family unit, the proposed Park Fee, \$5,629 per unit, is approximately \$541 less than the City's current park fee, \$6,170. Table ES-5 also shows that the proposed Park Facility Improvement Fee is actually 32% higher than the current Park Facility Improvement Fee and the proposed Park Land Dedication Fee is 75% less than the current Park Land Dedication Fee. Overall the proposed Park Fee is about 8.8% less than the City's current park fees.

Table ES-5 Residential Fee Comparison

Land Use Category	Proposed Oakley Fees	Existing Oakley Fees	Difference	Percent Change
Residential				
Single Family				
Park Facilities Fee	\$7,725	\$5,863	\$1,862	31.8%
Park Acquisition Fee	\$889	\$3,579	(\$2,690)	-75.2%
Total	\$8,614	\$9,442	(\$828)	-8.8%
Multi-Family				
Park Facilities Fee	\$5,048	\$3,831	\$1,217	31.8%
Park Acquisition Fee	\$581	\$2,338	(\$1,758)	-75.2%
Total	\$5,629	\$6,170	(\$541)	-8.8%

PARK FEE ADJUSTMENTS

The Park Fees should be adjusted in future years via updates to the Nexus Study to reflect revised or updated facilities or costs, or receipt of funding from alternative sources that were not anticipated in the Nexus Study. Inflation will increase the cost of construction and acquisition of facilities and improvements and therefore, the Park Fees should be increased each year to keep up with these costs. The Park Fee shall be adjusted each fiscal year by a percentage equal to the change in construction costs since the prior fiscal year, as determined based on the Engineering News Record (or similar publication) construction cost index.

BACKGROUND

Incorporated in 1999, the City of Oakley (the "City") is located in the eastern portion of Contra Costa County, approximately 55 miles south of Sacramento and 55 miles east of San Francisco. The City has a population of approximately 40,000 residents and an employment base of over 4,000 jobs. Oakley is a full-service city with police, fire, planning, economic development, public works, utilities, library, and parks and recreation services. The City's Parks and Recreation Department manages 38 parks totaling approximately 144 developed acres. The wide variety of community and neighborhood parks include indoor and outdoor basketball courts, a football field, outdoor stages/band stands, skate areas, baseball fields, play structures, a swimming pool, tennis courts, and soccer fields.

Future development in the City is envisioned to provide a wide range of land uses that will include a mix of residential, commercial, recreation, business park, light industrial, and utility energy development. Total future development in the City is estimated to generate an additional 26,666 residents and 14,821 employees.

PURPOSE OF FEE STUDY

As the City fully develops its remaining vacant land, additional parks and recreation facilities will be required to serve the new development. The City's current park fees were originally implemented in 2003 through the adoption of the Park Land Dedication Fee Analysis and the Park Facility Improvement Fee Analysis (the "Prior Park Fee Studies"), dated March 2003. Since then, however, the park fees have not been updated other than inflationary adjustments.

In 2007 the City adopted its Parks, Trails, and Recreation Master Plan 2020 (the "Master Plan"). The Master Plan provides policies and recommendations for maintaining and planning for future parks and recreation facilities. In 2016 the City of Oakley retained Goodwin Consulting Group to update the City's park impact fee program so that it would be consistent with the Master Plan requirements. This updated park impact fee program will be implemented by the City of Oakley through the adoption of this Park Impact Fee Program Update Nexus Study (the "Nexus Study").

This Nexus Study demonstrates through the incorporated fee analysis and nexus findings that the park impact fees (the "Park Fee") contained herein are compliant with the requirements set forth in the Mitigation Fee Act, and ensures that a rational nexus exists between the impact from future development in the City and the Parks Fees developed in this Nexus Study.

MITIGATION FEE ACT (AB 1600)

The Mitigation Fee Act, commonly known as Assembly Bill (AB) 1600, was enacted by the State of California in 1987 and created Section 66000 et. seq. of the Government Code. AB 1600 requires that all public agencies satisfy the following requirements when establishing, increasing, or imposing a fee as a condition of approval for a development project:

- 1. Identify the purpose of the fee
- 2. Identify the use to which the fee will be put
- 3. Determine how there is a reasonable relationship between:
 - A. The fee's use and the type of development project on which the fee is imposed
 - B. The need for the public facility and the type of development project on which the fee is imposed
 - C. 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

The purpose of this Nexus Study is to demonstrate that the Park Fees calculated herein comply with the law created by the Mitigation Fee Act. The assumptions and cost allocation methodology that are used to establish the nexus between the Park Fee and development are summarized in the subsequent chapters of this report.

ORGANIZATION OF REPORT

The remainder of this report has been organized into the following sections:

Section II	Discusses the existing and future land uses and the fee categories used in the calculation of the Park Fees
Section III	Discusses the existing and planned park and recreation facilities and their related costs
Section IV	Provides a detailed explanation of the fee calculation methodology used in this Nexus Study to calculate the Park Fees
Sections V	Summarizes the Park Fee calculation for each land use category

Sections VI Explains the nexus findings, as required by law, for the Park Fee

Section VII Addresses implementation of the Park Fee program, future fee

adjustments, credit/reimbursement policies, and required

administrative duties

EXISTING DEVELOPMENT

Data from the California Department of Finance and the City of Oakley provide an estimate of the existing development in the City in 2016. That estimate is summarized in Table II-1 on the following page and shows that the City of Oakley has a total household population of 40,038. The total number of employees/jobs in the City is estimated at 4,168 based on data from the Nielsen Company.

FUTURE DEVELOPMENT

City staff estimated future remaining development in the City through a review of the remaining vacant land in the City. Based on this review, the City expects an additional 26,666 residents by build out of the City. In addition, 592.5 acres of vacant nonresidential zoned land in the City will produce approximately 6.5 million square feet of nonresidential development, including 3.3 million square feet of commercial development, 165,000 square feet of recreation development, 1.2 million square feet of business park development, 1.2 million square feet of light industrial development, and 479,000 square feet of utility energy space. It is estimated that future nonresidential development will create an additional 14,821 jobs by build out of the City.

TABLE II-1

LAND USE SUMMARY

Existing	Development as	of January 1,	2016	
Residential				Residents
Residential				40,038
Non-Residential				Employees
Commercial/Business Par	k/Industrial/Utility	Energy		4,168
Total Persons Served (Reside	nts + 24% of Emp	oloyees)		41,038
Future	Development in	the City of Oa	kley	
				Residents
Residential				26,666
	Floor-to-			20,000
Non-Residential	Area Ratio	Acres	Sq. Ft.	Employees
Commercial	0.25	303.9	3,309,471	6,619
Commercial Recreation	0.25	15.1	164,657	263
Business Park	0.25	114.8	1,249,736	4,999
Light Industrial	0.25	114.8	1,249,736	2,125
Utility Energy	0.25	44.0	479,160	815
Total		592.5	6,452,761	14,821
Total Persons Served (Reside	nts + 24% of Emp	oloyees)		30,223
Total Existing & F	uture Residents	and Employee	es at Build O	ut
Total Estimated Residents				66,704
Total Estimated Employees				18,989

Source: City of Oakley; Nielsen Company; Goodwin Consulting Group, Inc.

LAND USE CATEGORIES

The Mitigation Fee Act requires that a reasonable relationship exist between the need for public facilities and the type of development on which an impact fee is imposed. The need for park facilities is related to the level of service demanded, which usually varies in proportion to the number of residents or employees generated by a particular land use type. Therefore, land use categories have been defined in order to distinguish between relative impacts on the proposed park and recreation facilities. Park Fees in this Nexus Study have been calculated per dwelling unit for residential land use categories and per 1,000 square foot of building space for nonresidential land use categories. The following land use categories are described below:

Single Family:

means a building designed for occupancy as a residence by one family. This includes residential uses which fall under the Single Family Residential, Very Low Density (SV); Single Family Residential, Low Density (SL); Single Family Residential, Medium Density (SM); and Single Family Residential, High Density (SH) land use designations.

Multi-Family:

means a building designed for occupancy as a residence by two or more families. This includes residential uses which fall under the Multi-Family Residential, Low Density (ML) and Multi-Family Residential, High Density (MH) land use designations.

Commercial:

means those business activities which are permitted or allowed in the RB (Retail Business) and C (General Commercial) District as described in the Oakley Municipal Code ("OMC") 9.1.504 and 9.1.506.

Commercial Recreation:

means those business activities which are permitted or allowed in the CR-A (Commercial Recreation – Aquatic) and CR-NA (Commercial Recreation – Non-Aquatic) District as described in the OMC 9.1.512 and 9.1.514.

Business Park: means those business activities which are permitted or

allowed in the BPH (Business Park High) District or BPL (Business Park Low) District as described in the OMC

9.1.508 and 9.1.510.

Light Industrial: means those business activities which are permitted or

allowed in the LI (Light Industrial) District as described

in the OMC 9.1.602.

Utility Energy: means those business activities which are permitted or

allowed in the UE (Utility Energy) District as described

in the OMC 9.1.604.

City staff will make the final determination as to which land use category a particular development type will be assigned. Staff will determine the land use category that corresponds most directly to the development.

MASTER PLAN

The City completed the Parks, Trails, and Recreation Master Plan in 2007. This document defines the City's goals and strategies related to the provision of parks and recreational facilities in the City. The purpose of the Master Plan is to review the status of the park and recreation facility needs against the existing facilities and project the remaining park facility development required to meet the City's need. The Master Plan provides policies and recommendations for maintaining and planning for future parks and recreation facilities. These policies and recommendations include:

- Develop and maintain a park system at the rate of 6 acres of park land per 1,000 residents which is split between 3 acres of community park, 2 acres of neighborhood park, and 1 acre of open space and greenbelt per 1,000 residents
- Offer a wide variety of indoor and outdoor recreational opportunities in proximity to all
 residents of the City, enabling residents to enhance their quality of life through
 participation in a wide variety of activities
- Maintain existing parks and develop additional neighborhood and community parks and playfields in new residential neighborhoods as growth occurs
- Make the most of park resources through the planning and development of multi-use park and recreation facilities
- Coordinate and provide a safe recreational and transportation trail system linking open space, neighborhood parks, community parks and recreation centers, libraries and schools, public transportation nodes, governmental buildings, and commercial areas
- Pursue a variety of financing mechanisms for the acquisition, development, long-term operation and maintenance of parks, trails, and recreational system

In order to provide the parks and recreation service standards established in the Master Plan, the City's parks and recreation facilities will need to grow at a rate which corresponds with the growth in demand generated by new development. The Master Plan identifies the park and recreation improvements needed to serve future development within the City. A summary of the City's existing and planned park facilities follows.

EXISTING PARK FACILITIES

City staff developed inventory estimates of existing City parks facilities. Currently, the City maintains 38 parks totaling approximately 144 developed acres. The wide variety of community and neighborhood parks include both indoor and outdoor basketball courts, a football field, outdoor stages/band stands, skate areas, baseball fields, play structures, a swimming pool, tennis courts, and soccer fields.

Based on a population of 40,038 residents and 144 developed park acres, the City currently provides approximately 3.6 acres of neighborhood and community park land per 1,000 residents. The City has identified a standard of 5.0 neighborhood and community park acres per 1,000 residents. Based on this standard, the City is currently deficient in its park facilities.

The Master Plan also identifies a park standard of 1.0 acre of open space per 1,000 residents. The City currently does not own a significant amount of open space park land, but approximately 46 acres of regional parks and trails within the City provide sufficient open space park land to meet the required open space level of service standard. In particular, the East Bay Regional Park District's Big Break Regional Shoreline provides approximately 40 acres and Oakley/Antioch Regional Shoreline provides approximately 6 acres of open space park land.

Table III-1 identifies the City's existing park and recreation facilities along with the acreage of these facilities. These parks are developed and operational, either as City owned facilities or joint-use facilities that are developed and operated under joint-use agreements between the City and the Oakley School District.

In order to provide a balance of park and recreation facilities, the Master Plan identifies different park categories in terms of their function and sizes. The categories include:

- Neighborhood Parks Generally located in residential areas and have amenities such as
 play areas, picnic areas, gathering areas, and open turf. These parks have areas suitable
 for informal play, practices, scrimmages, and formal games. When possible, the designs
 of neighborhood parks shall be consistent with the needs and preferences of the
 neighborhood residents. The preferred size for neighborhood parks is between 5 and 6
 acres with a minimum size of 2 acres.
- Community Parks Are designed to serve the needs of several neighborhoods or the whole community and should be located within 2 miles of all Oakley residents. The

Master Plan has defined four separate sub-categories of community parks and are described in detail below:

- Multi-Purpose Community Parks Generally 40 to 50 acres in size, with a minimum of 10 acres and should host formal and organized recreation activities for both children and adults. At least 65% of the land in the Multi-Purpose Community Park should be available for active recreation to include, but not limited to: multiple play fields; multiple play courts; separate play areas for school age and pre-school children; special features such as skate parks or playgrounds with water play; areas for special events; group and individual picnic areas; restrooms and concessions; parking and equipment storage.
- Civic Community Parks Are designed to include community gathering areas of any size for special family events and festivals.
- Sports and Recreation Activities Community Parks Generally 5 to 10 acre sports and recreation activities parks that are intended to host formal athletic leagues and tournaments to accommodate recreation opportunities that require larger fields and larger sites.
- Joint-Use School/Community Parks Are designed to serve both public schools and the community at large. These parks are used exclusively by the schools during school hours and are available for public use after school hours and on weekends.
- Open Space (and Special Recreation Areas) Are generally land or water that is
 essentially unimproved or with few improvements and devoted to open-space use. Open
 Space areas serve passive recreational needs but are not used in the same way as
 neighborhood or community parks. Open space shall be connected whenever possible by
 trails and paths.

Table III-1 Existing Parks

Facility	Acres
Community Parks	
Laurel Ball Fields Park	13.60
Summer Lake Community Park	17.00
Creekside Park	10.00
Freedom Basin Park	8.50
Civic Center and Plaza	2.00
Total Community Parks	51.10
Neighborhood Parks	
"World of Discovery" at Crockett Park	4.70
Cypress Grove Park	11.00
Daffodil Park	1.70
Riata Park	1.70
Holly Creek Park	6.70
Magnolia Park	5.00
Marsh Creek Glenn Park	2.40
Novarina Park	2.20
Nunn-Wilson Family Park	3.00
Nutmeg Park	2.60
Briarwood Park	2.00
Shady Oak Park	5.00
Lakeside Park	1.60
Emerson Ranch Park	5.00
Total Neighborhood Parks	54.60
Small Parks	
Catamaran Park	0.60
Civic Center Park	1.0
Claremont Bay Park	0.2
Dewey Park	0.2
Heartwood Park	1.5
Harvest Park	0.0
Heather Park	0.16
Lakewood Park	0.60
Live Oak Ranch Park	1.00
Main Street Park	0.40
Manresa Park	0.26
Oak Grove Park	0.80
Simoni Ranch Open Space	1.0
Sycamore Park	0.2
Leeward Park	0.7
Total Small Parks	8.8
School Parks/Grounds (Joint Use)	Cagneers
Gehringer School	4.20
Oakley Elementary School	4.00
O-Hara School	17.00
Vintage School	4.00
Total Small Parks	29.20
Open Space/Regional Parks	
Oakley/Antioch Regional Shoreline	6.00
Big Break Regional Shoreline Total Open Space/Regional Parks	40.00
Total Developed Acres: Total Acreage:	143.7° 189.7°
i otal Acreage.	109.7

PLANNED PARK FACILITIES

Table III-2 summarizes the future planned parks identified in the Master Plan. This list is comprehensive and includes planned parks that will serve future development beyond Oakley's existing city limits. This Nexus Study, however, includes only the costs for park land and facilities that will serve the future residents identified in this Nexus Study.

Table III-2 Planned Park Facilities

Facility	Acres
Community Park	4
East Cypress Corridor Community Parks (Excluding Summer Lake)	41.00
Dutch Slough Community Park	55.00
Laurel Crest Park Site	10.00
Laurel Road at Marsh Creek Park Site	9.00
Moura Park Site	6.00
Simoni Ranch Community Park	5.00
Total	126.00
Neighborhood Park	
East Cypress Corridor Neighborhood Parks	66.00
Pheasant Meadows	1.50
Ponderosa Park	2.91
Rialto Park	1.50
Stonewood Park	1.95
Teakwood Basin Park	5.20
Total	79.06
Joint-Use School/Community Parks	
Delta Vista Elementary and Middle Schools	19.00
Total	19.00
Open Space	
Del Antico Detention Basin Site	2.95
East Cypress Corridor Open Space	152.00
Las Dunas Detention Basin Site	1.00
Live Oak Detention Basin Site	2.30
Ponderosa Park	2.65
Dutch Slough Tidal Marsh Wetland Restoration Project	1,178.00
Total	1,338.90
Total	1,562.96

When impact fees are calculated, an analysis must be presented in enough detail to demonstrate that a logical and thorough consideration was applied to determine how the fees relate to the impacts from new development. Various findings pursuant to impact fee law must be made to ensure that there is a reasonable relationship between the fee amount and the impact to park and recreation facilities from development. This chapter outlines the methodology used to calculate the Park Fees.

FEE METHODOLOGY

The method used to calculate the Park Fee ensures that each land use category funds its equitable share of future park improvements and that a reasonable relationship exists between the Park Fee and the cost of park and recreation facilities attributable to new development. Following is a summary of the steps used to calculate the Park Fee:

A. Park Facility Improvement Fee:

- Determine the number of future residents and employees that will require park facilities.
- 2. Based on the City's park service standards, determine the amount of future neighborhood parks, community parks, and open space parks and facilities that will serve the population identified in item 1 above. Because the City has an excess of open space park land in a sufficient amount to service all development in the City through build out, only the costs for neighborhood and community park facilities are included in the calculation of the park facility improvement fee. Park facilities and costs are identified in Tables V-1 and V-2 in this report.
- 3. Estimate the cost of future park facilities needed to serve new development based on the level of service standards identified in the Master Plan.
- 4. Determine the park facility improvement cost per resident equivalent by dividing the total cost of park facilities costs by total resident equivalents. Total resident equivalents equal the sum of the total future residents plus 24% of the total future employees. The impact of employees on parks is generally understood to be less than that of residents since they have less time than residents to use these facilities. The City's Prior Park Fee Studies established a weighting factor of 24% to reflect the employee's impact on parks as compared to the impact of a resident. In other words, an employee impacts parks only 24% as much as a resident does.

 Multiply the cost per resident equivalent, as determined in Step 4, to determine the total cost allocated to each land use category in the Park Fee program. This allocated amount is the Park Facility Improvement Fee for each residential and non-residential land use category.

B. Park Land Dedication Fee:

- Based on the City's park service standards, determine the amount of park land needed to serve future development in the City.
- 2. Based on the current supply of parks in the City, determine the net amount of park land to be included in the fee program. The City owns enough undeveloped community and open space park land to serve all additional residents and employees through build out of the City. As a result, costs for these types of park land can be excluded in the Park Fee program; only the cost of land for neighborhood parks is included in the fee calculation.
- 3. Estimate the total cost of park land that is needed to serve future development based on the level of service standards identified in the Master Plan.
- 4. Determine the cost per resident equivalent by dividing the total park land cost by the total resident equivalents.
- 5. Multiply the cost per resident equivalent, as determined in Step 4, to determine the total cost allocated to each land use category in the Park Fee program. This allocated amount is the Park Land Dedication Fee for each residential and non-residential land use category.

By applying this methodology, the total Park Fee for each residential and non-residential land use is based on the benefit received from park facilities and thus a nexus, or a reasonable relationship, is established between the amount of the Park Fee and the cost of the facilities attributable to each type of development.

RESIDENT EQUIVALENTS FACTORS

New development in the City will create demand for additional park facilities. For purposes of this Nexus Study, demand is measured by the number of potential park users anticipated in the City. By allocating facilities costs to each land use category based on its anticipated demand for park facilities, this Nexus Study ensures that each land use category will fund its fair-share of the required park facilities.

The resident equivalent factor provides a way to quantify impacts to parks from different land use types in terms of their relative equivalence to the impact from a residential unit. The number of park resident equivalents is based on the average persons per household factor for residential land uses and number of employees per 1,000 building square feet for nonresidential land uses. For nonresidential land use categories, because employees have less potential time to use park facilities than residents, an employee is shown in Table IV-1 to equal to 0.24 resident equivalents whereas a resident equals 1.0 resident equivalents. The average persons per household assumptions used in this Nexus Study are derived from the California Department of Finance and are consistent with the average persons per household used in the Prior Park Fee Studies.

Table IV-1 Service Standard Summary

Residential		Persons per Household	Resident Equivalent
Single Family		3.26	3.26
Multi-Family		2.13	2.13
		Employee	
	Employees per	Weighting	Resident
Non-Residential	1,000 Bldg. SF	Factor	Equivalent
Commercial	2.0	0.24	0.48
Commercial Recreation	1.6	0.24	0.38
Business Park Light	4.0	0.24	0.96
Industrial	1.7	0.24	0.41
Utility Energy	1.7	0.24	0.41

SERVICE AREA

The Park Fees calculated in this Nexus Study will apply to all new development in the City of Oakley. All residential, commercial, commercial recreation, business park, light industrial, and utility energy development in the Park Fee service area will be subject to the Park Fees unless a developer has entered into a development agreement with the City that includes park mitigation or if the City Council has waived the fees for certain land uses as a matter of City policy.

Park facilities and park land funded through the fee program will serve future development in the City; no facilities or land included in this fee program will cure existing park deficiencies in the City. The Park Fee calculation is based on the City's level of service for parks which is identified in the City's General Plan and Master Plan. Table V-1 shows that with the estimated 26,666 additional residents by build out, the City will require 53.3 acres of neighborhood parks, 80.0 acres of community parks, and 26.7 acres of open space, for a total of 160 acres of park land to serve future development. As discussed previously, because the City has sufficient open space park land to service existing and future development in the City, the additional 26.7 acres of open space parks shown in the table will not be required for future development and is therefore not included in the calculation of the Park Fee.

Table V-1
Future Park Land Requirement

	Future	Acres per 1,000	Park
<u>Parks</u>	Residents	Residents	Acreage
Neighborhood Parks	26,666	2.0	53.33
Community Parks	26,666	3.0	80.00
Open Space	26,666	1.0	26.67
Total		6.0	160.00

FUTURE PARK COSTS

Park improvement costs estimated for neighborhood park facilities were developed by City staff and are based on a weighted average of future neighborhood parks. The City estimates that neighborhood parks greater than 2.5 acres will cost, on average, \$300,000 per acre to develop. Neighborhood parks less than or equal to 2.5 acres, on the other hand, will cost \$375,000 per acre to develop. Since a large majority of the planned neighborhood parks will be greater than 2.5 acres, the weighted average cost of the planned parks is approximately \$302,784 per acre. Based on the improvement cost, the total cost of the 53.3 acres of future neighborhood parks is approximately \$16.2 million, as shown in Table V-2.

The level of service standard for community parks in the City is 3.0 acres per 1,000 residents. Based on this service standard and an estimated 26,666 future residents, the City will need to develop a total of 80.0 acres of community parks. The total cost for community park facilities includes 55.0 acres for Dutch Slough Community Park. This community park is proposed for development in the near term. The City's cost estimate to develop the park, based on a concept plan from Callander Associates Landscape Architecture, is approximately \$1.0 million per acre but estimated funding from alternate sources will reduce the net cost to \$800,000 per acre. The total net cost of Dutch Slough Community Park assigned to the park fee program is \$44.0 million.

The site for the remaining 25 acres of the required future community park land has not been identified at this time and will depend on where future growth in the City will occur. Since the City does not have specific costs for these parks, staff used an estimate of \$375,000 per acre to determine the total cost of developing these parks. Table V-2 shows the total estimated cost for developing the future neighborhood and community parks comes to \$69.5 million.

Table V-2 Future Park Facilities Cost Summary

ltem	Acres	Cost per Acre	Total Cost
Neighborhood Park Facilities	53.33	\$302,953	\$16,156,500
Dutch Slough Community Park	55.00	\$800,000	\$44,000,000
Other Community Parks	25.00	\$375,000	\$9,375,000
Total	133.33		\$69,531,500

PARK FACILITY IMPROVEMENT FEE

Table V-3 shows the cost allocation of the future park facilities. The total cost of park improvements is allocated among future development in the City. The total estimated future residents is 26,666 and total estimated employees is 14,821. By multiplying the total estimated employees by the 0.24 employee weighting factor and adding this amount to the future residents, the total resident equivalents comes to 30,223. Next the total cost of the park improvements is divided by the total resident equivalents to arrive at the \$2,301 cost per resident equivalent. This cost is then multiplied by each land use's applicable resident equivalent to determine the cost per unit or 1,000 building square foot. The costs per unit shown in Table V-3 are also the proposed Park Facility Improvement Fees calculated in this Nexus Study.

Table V-3
Park Facility Improvement Fee - Cost Allocation

Cost Allocated to Future Deve Future Growth - Total Reside Cost per Resident Equivale		\$69,531, 30, \$2,			
Land Use Category	Residents per Unit or Employees per 1,000 SF	Resident Equivalent	Cost per Person Served	Cost per Unit or 1,000 SF	
Residential	Residents			per Unit	
Single Family	3.26	3.26	\$2,301	\$7,500	
Multi-Family	2.13	2.13	\$2,301	\$4,900	
Non-Residential	Employees	per 1,000 SF		per 1,000 SF	
Commercial	2.0	0.48	\$2,301	\$1,104	
Commercial Recreation	1.6	0.38	\$2,301	\$883	
Business Park	4.0	0.96	\$2,301	\$2,209	
Light Industrial	1.7	0.41	\$2,301	\$939	
Utility Energy	1.7	0.41	\$2,301	\$939	

PARK LAND DEDICATION FEE

Table V-4 shows the cost allocation of the future park land dedications. The City has determined that it has sufficient surplus or vacant park land so as to be able to provide the required open space and community parks for future development through build out of the City. As such, the cost of land acquisition for all 26.7 acres of open space and 80.0 acres of community parks is not included in the calculation of the Park Land Dedication Fee. As a result, only the 53.3 acres of neighborhood park land is included in this fee calculation. City staff estimates that the average cost of park land acquisition is \$150,000 per acre. Based on this cost estimate, the total cost for park land acquisition included in this fee program is approximately \$8.0 million. The total cost of the park land is divided by the total resident equivalents to arrive at the \$265 cost per resident equivalent. This cost is then multiplied by each land use's applicable resident equivalent to determine the cost per unit or 1,000 building square foot. The costs per unit shown in Table V-4 are also the proposed Park Land Dedication Fees calculated in this Nexus Study.

Table V-4
Park Land Dedication Fee - Cost Allocation

Land Cost Per Acre:	\$150,000			
Neighborhood Park Land Acre	53.33			
Total Parks Land Cost:	\$8,000,000			
Future Growth - Total Residen	t Equivalents			30,223
Cost per Resident Equivaler		\$265		
Land Use Category	Residents per Unit or Employees per 1,000 SF	Resident Equivalent	Cost per Person Served	Cost per Unit/ 1,000 SF
	25 - 27 - 27 - 27 - 27 - 27 - 27 - 27 -			9.65 =
Residential	Residents	0.00	****	per Unit
Single Family	3.26	3.26	\$265	\$863
Multi-Family	2.13	2.13	\$265	\$564
Non-Residential	Employees	per 1,000 SF		per 1,000 SF
Commercial	2.0	0.48	\$265	\$127
Commercial Recreation	1.6	0.38	\$265	\$102
Business Park	4.0	0.96	\$265	\$254
	1.7	0.41	\$265	\$108
Light Industrial	1.7	0.41	Ψ 2 00	Ψ100

Table V-5 shows the total combined proposed Park Fees including the Park Facility Improvement Fee, the Park Land Dedication Fee, and the 3.0% fee program administration fee.

Table V-5
Proposed Park Fees

	Park Facilities Improvement Fee	Park Land Dedication Fee	Administration (3%)	Total Fee		
Land Use Category	Α	В	$C = (A + B) \times .03$	D = A + B + C		
Residential	Per Residential Unit					
Single Family	\$7,500	\$863	\$251	\$8,614		
Multi-Family	\$4,900	\$564	\$165	\$5,629		
Non-Residential		Per 1,000 Bui	Iding Square Feet			
Commercial	\$1,104	\$127	\$38	\$1,269		
Commercial Recreation	\$883	\$102	\$29	\$1,014		
Business Park	\$2,209	\$254	\$73	\$2,536		
Light Industrial	\$939	\$108	\$31	\$1,078		
Utility Energy	\$939	\$108	\$31	\$1,078		

PARK FEE COMPARISON

Table V-6 below shows a comparison of the proposed Park Fees is this Nexus Study to the City's current park fees, as of April 2017. This comparison is based on the fees for residential and non-residential land uses. For a Single Family unit, the proposed Park Fee, \$8,614 per unit, is \$828 less than the City's current park fee, \$9,442. For a Multi-Family unit, the proposed Park Fee, \$5,629 per unit, is approximately \$541 less than the City's current park fee, \$6,170. Overall the proposed Park Fee for residential land use categories is about 8.8% less than the City's current park fees. For the non-residential land uses, the proposed Park Fee is approximately 16.3% to 16.5% less than the City's current park fees.

Table V-6 Fee Comparison

Land Use Category	Proposed Oakley Fees	Existing Oakley Fees	Difference	Percent Change
Residential				
Single Family	\$8,614	\$9,442	(\$828)	-8.8%
Multi-Family	\$5,629	\$6,170	(\$541)	-8.8%
Non-Residential				
Commercial	\$1,269	\$1,516	(\$247)	-16.3%
Commercial Recreation	\$1,014	\$1,214	(\$199)	-16.4%
Business Park	\$2,536	\$3,036	(\$500)	-16.5%
Light Industrial	\$1,078	\$1,291	(\$213)	-16.5%
Utility Energy	\$1,078	\$1,291	(\$213)	-16.5%

Development in the City will create demand for additional park and recreation facilities to serve future residents and employees. The park fee program will provide funding for park and recreation facilities in accordance with the policies and goals set forth in the General Plan and Master Plan. As required pursuant to the Mitigation Fee Act, the Park Fees calculated in this Nexus Study meet the nexus requirements of the law, as outlined below.

Purpose of Fee

The purpose of the Park Fee is to fund park facilities and park land acquisition in accordance with the level of service prescribed in the General Plan and Master Plan to serve future residents and employees that reside within the City.

Use of Fee

Park Fee revenue will be used to fund the construction and/or acquisition of park and recreation facilities required to serve new residential and non-residential development within the City.

Reasonable Relationship between the Fee's Use and the Type of Development

New development in the City will generate additional residents and employees who will require parks and recreation facilities. These additional park and recreation facilities will be funded by Park Fees collected from residential and non-residential development since these types of development create a demand for these facilities. The collection and use of fee revenue to fund the construction and/or acquisition of park and recreation facilities ensures that the level of park service identified in the General Plan and Master Plan will be maintained for future residents and employees in the City.

Reasonable Relationship between the Need for the Facility and the Type of Development

Residential and non-residential development in the City will generate residents and employees that will require park and recreation facilities. A resident and an employee, however, will not create the same level of demand for park and recreation facilities. To estimate the relative amount of demand from each, residents and employees are converted into resident equivalents, which quantify the relative demand between residential and non-residential types of development.

Reasonable Relationship between the Amount of the Fee and the Cost of the Facility Attributable to the Type of Development

The park fee program provides funding for park and recreation facilities needed to serve new development in the City. The relationship between the amount of the fee and the portion of the facilities cost attributable to the development type is based on resident equivalents. Both residents and employees benefit from the park and recreation facilities. As such, a fair-share portion of the cost of these facilities has been allocated to residential and non-residential development based on an estimate of the number of resident equivalents for each development type. By assigning the demand for parks based on its resident equivalent for each land use and quantifying that demand in the calculation of the Park Fee in this Nexus Study, a reasonable relationship is established between the amount of the Park Fee and the cost of the park and recreation facilities attributable to the different types of residential and non-residential development.

FEE IMPLEMENTATION

According to California Government Code, prior to levying a new fee or increasing an existing fee, a public agency must hold at least one open and public meeting. At least 10 days prior to this meeting, the agency must make data on facility costs and funding sources available to the public. Notice of the time and place of the meeting, and a general explanation of the matter, are to be published in accordance with Section 6062a of the Government Code, which states that publication of notice shall be posted over a 10-day period in a newspaper regularly published once a week or more. Two publications, with at least five days intervening between the dates of the first and last publication, not counting such publication dates, are sufficient.

The Nexus Study and fees established herein will be adopted through a City ordinance and/or resolution. Once the Park Fee is adopted by the Oakley City Council, the Park Fee shall become effective no sooner than sixty days after the final legislative action.

FEE ADJUSTMENTS

The Park Fees should be adjusted in future years via updates to the Nexus Study to reflect revised or updated facilities or costs, or receipt of funding from alternative sources that were not anticipated in the Nexus Study. Inflation will increase the cost of construction and acquisition of facilities and improvements and therefore, the Park Fees should be increased each year to keep up with these costs. The Park Fee shall be adjusted each fiscal year by a percentage equal to the change in construction costs since the prior fiscal year based upon the Engineering News Record (or similar publication) Construction Cost Index. The City Council shall make such adjustment by resolution.

FEE CREDITS OR REIMBURSEMENTS

Pursuant to OMC 9.2.212, et seq., if a developer provides park and recreational improvements to the dedicated land, as authorized by the City, the value of the park and recreational improvements, together with any equipment located thereon, as approved by the City, shall be a credit against the payment of fees or dedication of land otherwise required by this article. To be authorized and approved by the City, park and recreational improvements and equipment provided by the developer shall be generally consistent, as determined by the City, with applicable principles and standards for local and neighborhood parks contained in the park and

open space element of the General Plan and the Master Plan. Such applicable principles and standards shall include, but not be limited to, relevant portions of the Master Plan establishing standards for neighborhood and community parks and open space.

Common interest developments such as community apartments, condominiums, and stock cooperatives, as defined in Section 1351 of the Civil Code, shall be eligible to receive a credit not to exceed 25%, as determined by the City, against the land required to be dedicated, or the amount of the fee imposed pursuant to this article, for the value of private open space within the development which is usable for active recreational uses.

PARK FEE EXEMPTIONS

The Park Fee shall not be imposed on:

- (a) Any alteration or addition to a residential structure, except to the extent that a residential unit is added to a single family residential unit or another unit is added to an existing multi-family residential unit
- (b) Any replacement or reconstruction of an existing residential structure that has been destroyed or demolished; provided that, the building permit for reconstruction is obtained within one year after the building was destroyed or demolished, unless the replacement or reconstruction increase the square footage of the structure by 50 percent or more

ANNUAL ADMINISTRATIVE DUTIES

The Government Code requires a public agency to report, every year and every fifth year, certain financial information regarding their impact fees. Within 180 days after the last day of each fiscal year the public agency must make the following information available for the past fiscal year:

- (a) A brief description of the type of fee in the account or fund
- (b) The amount of fee revenue
- (c) The beginning and ending balance of the account or fund
- (d) The amount of fee revenue collected and interest earned
- (e) An identification of each public improvement on which fees were expended and the amount of expenditures on each improvement, including the total percentage of the cost of public improvement that was funded with fees

- (f) An identification of an approximate date by which time construction on the improvement will commence if the local agency determines that sufficient funds have been collected to complete financing on an incomplete public improvement
- (g) A description of each interfund transfer or loan made from the account or fund, when it will be repaid and at what interest rate
- (h) The amount of any refunds made once it is determined that sufficient monies have been collected to fund all projects

The public agency must make this information available for public review and must also present it at the next regularly scheduled public meeting not less than 15 days after this information is made available to the public.

FIFTH-YEAR ADMINISTRATIVE DUTIES

For the fifth year following the first deposit into the fee account and every five years thereafter, the public agency must make the following findings with respect to any remaining funds in the fee accounts:

- (a) Identify the purpose to which the fee is to be put
- (b) Demonstrate a reasonable relationship between the fee and the purpose for which it is charged
- (c) Identify all sources and amounts of funding anticipated to complete financing incomplete improvements
- (d) Designate the approximate dates on which funding is expected to be deposited into the appropriate accounts or funds

As with the annual report, the five-year report must be made public within 180 days after the end of the public agency's fiscal year and must be reviewed at the next regularly scheduled public meeting. The public agency must make these findings; otherwise the law states that the City must refund the fee revenue to the then current owners of the development project.

Table 1 Proposed Park Fees

	Single Family per unit	Multi- Family per unit	Commercial per 1,000 sq. ft.	Recreation per 1,000 sq. ft.	Park per 1,000 sq. ft.	Light Industrial per 1,000 sq. ft.	Utility Energy per 1,000 sq. ft.
Park Facility Improvement Fee	\$7,725	\$5,048	\$1,138	\$909	\$2,274	\$967	\$967
Park Land Dedication Fee	\$889	\$581	\$131	\$105	\$262	\$111	\$111
Total Fee	\$8,614	\$5,629	\$1,269	\$1,014	\$2,536	\$1,078	\$1,078

Source: City of Oakley, Goodwin Consulting Group, Inc.

Table 1 Proposed Park Fees

Land Use Category	Community Park	Neighborhood Park B	Open Space C	Administration (3%) D = (A + B + C) x .03	Total Park Fee <i>E = A + B + C + D</i>			
Residential		1	Per Residential Un	iit				
Single Family								
Park Facility Improvement Fee	\$5,757	\$1,743	\$0	\$225	\$7,725			
Park Land Dedication Fee	\$0	\$863	\$0	\$26	\$889			
Total Fee	\$5,757	\$2,606	\$0	\$251	\$8,614			
Multi-Family								
Park Facility Improvement Fee	\$3,762	\$1,139	\$0	\$147	\$5,048			
Park Land Dedication Fee	\$0	\$564	\$0	\$17	\$581			
Total Fee	\$3,762	\$1,703	\$0	\$164	\$5,629			
Non-Residential	Per 1,000 Building Square Feet							
Commercial								
Park Facility Improvement Fee	\$848	\$257	\$0	\$33	\$1,138			
Park Land Dedication Fee	\$0	\$127	\$0	\$4	\$131			
Total Fee	\$848	\$384	\$0	\$37	\$1,269			
Commercial Recreation								
Park Facility Improvement Fee	\$678	\$205	\$0	\$26	\$909			
Park Land Dedication Fee	\$0	\$102	\$0	\$3	\$105			
Total Fee	\$678	\$307	\$0	\$30	\$1,014			
Business Park								
Park Facility Improvement Fee	\$1,695	\$513	\$0	\$66	\$2,274			
Park Land Dedication Fee	\$0	\$254	\$0	\$8	\$262			
Total Fee	\$1,695	\$767	\$0	\$74	\$2,536			
Light Industrial								
Park Facility Improvement Fee	\$721	\$218	\$0	\$28	\$967			
Park Land Dedication Fee	\$0	\$108	\$0	\$3	\$111			
Total Fee	\$721	\$326	\$0	\$31	\$1,078			
Utility Energy								
Park Facility Improvement Fee	\$721	\$218	\$0	\$28	\$967			
Park Land Dedication Fee	\$0	\$108	\$0	\$3	\$111			
Total Fee	\$721	\$326	\$0	\$31	\$1,078			