



# **PLEASANT VALLEY RECREATION AND PARK DISTRICT**

## **PARK IMPACT FEE NEXUS STUDY**

APRIL 2021  
FINAL REPORT V1.2

PREPARED FOR:

**BOARD OF DIRECTORS  
PLEASANT VALLEY RECREATION AND PARK DISTRICT**  
AND  
**CITY COUNCIL  
CITY OF CAMARILLO**

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**PLEASANT VALLEY RECREATION AND PARK DISTRICT**

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## ACKNOWLEDGMENTS

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This Park Impact Fee Nexus Study was prepared by SCI Consulting Group ("SCI") under contract with the Pleasant Valley Recreation and Park District. The work was accomplished under the general direction of Mary Otten, General Manager for the District.

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

Anthony Miller, Pleasant Valley Recreation and Park District  
Joseph Vacca, City of Camarillo

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## 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 a new park impact fee program on new development not subject to the City of Camarillo (“City”) Quimby ordinance. The park impact fee would fund the one-time cost of expanding the District’s parks and recreational facilities in order to meet the impact of new development.

The Quimby Act and the City Quimby Ordinance authorize the City, on behalf of the District, 1) to require the dedication of parkland in the amount of 217.8 square feet per resident, 2) the payment of fees in lieu of a parkland dedication (“Quimby in-lieu fees”), 3) or a combination thereof for new residential subdivisions.<sup>1</sup> Recent Quimby in-lieu fees for the District have averaged approximately \$8,300 per single-family lot, based on a fair market land value of \$12.00 per square foot.

Quimby Act land dedication and in-lieu fee requirements apply to parcels created by a major residential subdivision (five or more parcels). They may also apply to parcels created by a minor residential subdivision (four parcels or less), but only if a building permit is requested within four years of the approval of the parcel map. The Quimby Act requirements do not apply to 1) existing residential lots, 2) minor subdivisions that do not seek building permits within four years of receiving parcel map approval, 3) or any nonresidential development projects.

Residents who will occupy future residential units that are not subject to the City’s Quimby Ordinance will nonetheless create demand for park and recreational facilities. Similarly, but to a lesser extent, employees who work in future nonresidential projects will also impact park facilities (lunchtime activity and picnic areas, before and after work activities, sports leagues, and other recreational activities). To address this demand, the District requests that the City adopt and collect a park impact fee from new development projects that are not subject to the Quimby Act.

For purposes of this Nexus Study, “parks” shall mean mini-parks, neighborhood parks, community parks, and trails. The term “recreational facilities” shall mean, but not be limited to, playground equipment, fields, courts, shade structures, restrooms buildings, and community use buildings.

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<sup>1</sup> California Government Code Section 66477 and Camarillo Municipal Code Chapter 18.30.

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

- Identify the **purpose** of the fee.
- Identify the **use** to which the fee is to be put. If the use is funding public facilities, the facilities must be identified. Identifying the public facilities may be a broad class of projects<sup>2</sup>, or made by reference to a capital improvement plan, made in applicable general or specific plan requirements, or made in other public documents<sup>3</sup>.
- Determine how there is a reasonable relationship between the fee’s use and the type of development project on which the fee is imposed (“**benefit relationship**”).
- Determine how there is a reasonable relationship between the need for parks and recreational facilities and the type of development project on which the fee is imposed (“**impact relationship**”).
- Determine how there is a reasonable relationship between the amount of the fee and the cost of the facilities or portion of the facilities attributable to the development on which the fee is imposed (“**proportional relationship**”).

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

Since the Act also prohibits development impact fees from being used to fund existing deficiencies in public facilities, the fees must be used to fund only new or expanded parks and recreational facilities that add to the District’s park and recreational service capacity.

The use of fee proceeds for rehabilitation of existing parks and recreational facilities is limited in that they may only cover the portion of an improvement that expands service capacity. For example, suppose the District planned to replace a shade structure with an existing park with a significantly larger shade structure. In that case, park impact fee proceeds could fund the portion equal to the percentage increase in the square footage of the larger shade

<sup>2</sup> According to Government Code § 66000(b) and validated by Homebuilders Association of Tulare/Kings Counties, Inc. v. City of Lemoore in 2010.

<sup>3</sup> According to Gov’t Code Section 66001(a)(2).

structure or by another reasonable measurement of facility capacity. (See Figure 9 for more information.)

## METHODOLOGY / APPROACH

To establish the park impact fee program consistent with the **substantive requirements** of the Act, this Nexus Study utilizes a districtwide, per capita standard-based methodology. A standard-based methodology is the most used method for the calculation of park impact fees. It was also upheld by the Homebuilders Association of Tulare/Kings Counties, Inc. v. City of Lemoore in 2010.

Under this method, the cost components are based on the District's existing level of service ("LOS") standards and defined on a per capita basis. For the residential park impact fee, the total per capita costs are applied to three residential land use categories according to their respective dwelling unit occupancy factor to establish a cost/fee per new dwelling unit. For the nonresidential park impact fee, an equivalent cost per employee is determined and applied to three nonresidential land uses according to their respective employment density factors to establish a cost/fee per square foot of new nonresidential building area.

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

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

## SUMMARY OF KEY FINDINGS

The following key findings are presented:

1. The Quimby Act requirements do not apply to existing residential lots, minor subdivisions that do not seek building permits within four years of receiving parcel map approval, or any nonresidential development projects.

2. For subdivided residential land, the District receives the dedication of land, payment of fees-in-lieu of land, or combination thereof under the Quimby Act and City Municipal Code Chapter 18.30. The average Quimby in-lieu fee is approximately \$8,300 per single-family lot.
3. According to the City's General Plan, the goal is to provide 5.0 acres of neighborhood parks and community for every 1,000 residents.
4. Based on the District's current population and existing park acres, the District's existing level of service is 3.56 acres of developed parks for every 1,000 residents.
5. Consistent with the Act's nexus requirements, this Nexus Study demonstrates a reasonable relationship between new development, the amount of the proposed fee, and parks and recreational facilities funded by the fee.
6. The District may approve, and the City may adopt the fees in Figure 1 at or below the maximum levels determined by this Nexus Study. If the District and City choose to adopt lower fees, the adopted fee for each land use category must be reduced by the same percentage.

**FIGURE 1 – MAXIMUM PARK IMPACT FEE SCHEDULE**

Land Use Category	Unit <sup>1</sup>	Maximum Park Impact Fee <sup>2</sup>
Single-Family Housing	DU	\$6,983
Multi-Family Housing	DU	\$4,914
Mobile Homes	DU	\$4,326
Accessory Dwelling Unit	See Note 3	
Retail / Commercial	BSQFT	\$0.35
Office	BSQFT	\$0.55
Industrial	BSQFT	\$0.24

Notes:

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

<sup>2</sup> See Figures 8 and 13.

<sup>3</sup> Pursuant to Govt. Code § 65852.2(f)(3)(A), the park impact fee for an accessory dwelling unit shall be imposed proportionately in relation to the square footage of the primary dwelling unit. Accessory dwelling units less than 750 square feet of living area are exempt.

**SUMMARY OF KEY RECOMMENDATIONS**

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

1. The park impact fee should be collected from new development not subject to the City Municipal Code Chapter 18.30.
2. The cost estimates presented in this Nexus Study are in January 2021 dollars. The park impact fee should be adjusted automatically without further action by the District Board or the City Council on the first day of each fiscal year by the previous calendar percentage change in the Engineering News-Record Construction Cost Index (20-City Average) or its successor publication.

## EXISTING PARK FACILITIES AND LEVEL OF SERVICE STANDARDS

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This Nexus Study utilizes a per capita-standard based methodology to determine the park impact fee because the need for and demand for park and recreational services is driven by its service population. Using this open-ended approach, park and recreational facility costs are reduced to a cost per capita based on the District's existing LOS standards for such facilities. This section first determines the District's LOS standard for park and recreational facilities. Then, the per capita cost for park and recreational facilities for the District is established based on their respective LOS standard and the estimated development cost per acre.

### POPULATION PROJECTION

Figure 2 presents the District's current and projected population through 2040. The District's current population was determined using figures from the Ventura County Assessor's Lien Roll as of July 2020. The District's 2040 population was projected based on figures from the Southern California Association of Governments ("SCAG"), which results in an annual growth rate of 0.7, or about 210 housing units per year. As shown below, it is estimated that the District's population, as of January 2021, is approximately 72,000. It is projected that the District will grow by 10,205 residents to a household population of 82,205 by 2040.

FIGURE 2 – CURRENT AND PROJECTED DISTRICT POPULATION

Population Projection	2021	2025	2030	2035	2040	Growth 2020 thru 2040
Pleasant Valley RPD	72,000	74,038	76,666	79,387	82,205	10,205

Source: 2016-2040 RTP/SCS Final Growth Forecast by Jurisdiction; SCI Consulting Group

## LEVEL OF SERVICE STANDARDS

Figure 3 below presents a summary of the District's existing and master plan level of service standards for developed parks and trails.

FIGURE 3 – LEVEL OF SERVICE STANDARDS

Type of Park	Existing Facilities	Level of Service ("LOS") Standard per 1,000 residents		
		District Master Plan	Existing	Nexus Study
	<u>Acres</u>		<u>(Acres per 1,000 Residents)</u>	
Developed Parks	256.05	5.00	3.56	3.56
	<u>Miles</u>		<u>(Miles per 1,000 Residents)</u>	
Developed Trails	2.00	NA	0.03	0.03

Source: Pleasant Valley Recreation and Park District

## DEVELOPED PARKS

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

The District has a total of twenty-one developed neighborhood parks and seven developed community parks totaling 256.05 acres, or 3.56 acres for every 1,000 residents. However, the City's General Plan standard for developed parks is 5.0 acres per 1,000 residents. Therefore, to accommodate the anticipated population growth of 10,205 new residents by 2040, an additional 36.33 acres of developed park area will be required in order to maintain its existing level of service and 140.28 additional acres needed to achieve the 5 acres per 1,000 resident standard.

## DEVELOPED TRAILS

The District owns and maintains 2.00 miles of trails (or 0.03 acres for every 1,000 residents) within the District. It is the District's intention to maintain its existing level of service of trails. Therefore, to accommodate the anticipated population growth of 10,205 new residents by 2040, 0.29 miles of developed trails will be required to maintain its existing service level.

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



## PER CAPITA COST COMPONENTS

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

### PARK DEVELOPMENT COST PER CAPITA

Figure 3 below calculates the per capita cost of developing new parks in the District. As presented, the 3.56 acres per 1,000 population existing standard is multiplied by the estimated average per acre cost for park development to arrive at a per capita cost. The average park development cost per acre shown represents the weighted average construction cost per acre (in 2021 dollars) for neighborhood and community parks. Besides those listed for typical parks in Appendix A, other facilities, such as community use facilities and trails, are included as separate cost components.

FIGURE 3 – PARK DEVELOPMENT COST PER CAPITA

Cost Component	Acres per 1,000 Population <sup>1</sup>	Acres per Capita <sup>1</sup>	Average Development Cost per Acre <sup>2</sup>	Cost per Capita
Calc	a	b = a / 1,000	c	d = b * c
Developed Parks	3.56	0.00356	\$455,500	\$1,621.58

Source: Pleasant Valley Recreation and Park District

Notes:

<sup>1</sup> Based on District's existing level of service.

<sup>2</sup> See Appendix A.

## TRAIL DEVELOPMENT COST PER CAPITA

Figure 5 calculates the per capita cost of developing paved trails in the District.

FIGURE 5 – TRAIL DEVELOPMENT COST PER CAPITA

Cost Component	Miles per 1,000 Population <sup>1</sup>	Miles per Capita <sup>1</sup>	Average Development Cost per Mile <sup>2</sup>	Cost per Capita
Calc	a	b = a / 1,000	c	d = b * c
Trails	0.03	0.00003	\$300,000	<b>\$8.40</b>

Source: Pleasant Valley Recreation and Park District; SCI Consulting Group

Notes:

<sup>1</sup> Based on the District's existing level of service for trails.

<sup>2</sup> Cost estimate assumes a 10 ft. wide asphalt trail.

## COMMUNITY USE FACILITIES COSTS PER CAPITA

The residents of the District currently have the use of six community use facilities. As shown in the figure below, the District's six community use facilities provide 40,592 square feet of useable community use space to the District's service population. Therefore, the existing level of service ("LOS") for community use facilities is 563.8 square feet per 1,000 residents.

FIGURE 4 – COMMUNITY USE FACILITIES LEVEL OF SERVICE

Facility	Existing Space (BSQFT)	Current Population <sup>1</sup>	Existing Sq. Ft. Per 1,000 Population
Calc	a	b	c = (a * b) / 1,000
Community Center	17,815	72,000	247.4
Senior Center	3,974	72,000	55.2
Freedom Center	6,638	72,000	92.2
Freedom Gymnasium	10,065	72,000	139.8
Nature Center	1,200	72,000	16.7
Dos Caminos Center	900	72,000	12.5
<b>Total Community Use Facilities</b>	<b>40,592</b>		<b>563.8</b>

Source: Pleasant Valley Recreation and Park District

Notes:

<sup>1</sup> See Figure 3.

The District is planning a 30,728 square foot expansion of the District's community center. The estimated construction cost in 2021 dollars for the combined project is over \$34 million. Based on the District's architect's recent cost estimates, the construction cost of \$1,119 per square foot, the cost of a new community center to serve new development is \$630.89 per capita, shown below. The construction cost estimate for the project by LPA is provided in Appendix A.

**FIGURE 5 – COMMUNITY USE FACILITIES COST PER CAPITA**

Cost Component	Calc	Estimated Cost		
		LOS Standard <sup>1</sup>	Per Sq. Ft. <sup>2</sup>	Cost per Capita
		a	b	c = (a * b) / 1,000
Community Center		563.83 sq. ft. per 1,000 pop.	\$1,119	\$630.89

Notes:

<sup>1</sup> See Figure 4.

<sup>2</sup> See Appendix A for cost details.

The District will need to fund existing development share of these improvements and any other improvements not currently identified with other funding sources. Other potential sources of funds include, but are not limited to, Quimby In-Lieu fees, a general obligation bond measure, state and federal grants, the District's general fund, and existing or new special tax and assessment proceeds, if allowable.

## DETERMINATION OF THE RESIDENTIAL PARK IMPACT FEE

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

### PARK IMPACT FEE COST COMPONENTS

The figure below summarizes the per capita cost components from the previous section and includes an additional four percent for the park impact fee program administration. The fee program administrative cost component is designed to recover the cost collection, documentation, annual reporting requirements, five-year report requirements, periodic nexus studies, and other costs reasonably related to compliance with the Act. As shown, the total per capita cost is \$2,351.30.

**FIGURE 6 – PARK IMPACT FEE COST COMPONENTS**

<b>Cost Component</b>	<b>Per Capita Cost</b>
Park Development	\$1,621.58
Trail Development	\$8.40
Community Use Facilities	\$630.89
Fee Program Administration (4%) <sup>1</sup>	\$90.43
<b>Total Cost per Capita</b>	<b>\$2,351.30</b>

Notes:

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

## RESIDENTIAL LAND USE CATEGORIES

The Act requires that development impact fees be determined in a way that ensures a reasonable relationship between the amount of the fee and the cost of the facilities or portion of the facilities attributable to the development on which the fee is imposed. Since the demand for / need for park and recreational services is inherently driven by service population and since different residential land uses have varying household occupancies, the residential park impact fee is expressed on a per dwelling unit basis based on their respective dwelling unit occupancy factor for three residential land uses.

This Nexus Study also incorporates the addition of another residential unit to a single-family parcel as a fourth category labeled as "Accessory Dwelling Unit."

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

The four residential fee categories are as follows:

- ***"Single-Family Housing"*** means detached or attached one-family dwelling units.
- ***"Multi-Family Housing"*** means buildings or structures designed for two or more families for living or sleeping purposes and having kitchen and bath facilities for each family.
- ***"Mobile Home"*** means a development area for residential occupancy in vehicles that 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.
- ***"Accessory Dwelling Unit"*** means a dwelling unit, or "granny flat," either a detached or attached dwelling unit, which provides complete, independent living facilities for one or more persons with provisions for living, sleeping, eating, cooking, and sanitation on the same parcel as the primary residence.

## DWELLING UNIT OCCUPANCY FACTOR

Figure 7 below presents the calculation of the dwelling unit occupancy factor for the three residential land uses. The calculation is based on information from the 2015-2019 *American Community Survey 5-Year Estimate* from the 2010 U.S. Census for the Camarillo Census-County Subdivision, which is found to be representative of the boundaries of the District.

**FIGURE 7 – DWELLING UNIT OCCUPANCY FACTOR**

Land Use Categories	Occupied		Total Number of Occupants	Dwelling Unit
	Calc	Dwelling Units		Occupancy Factor
		a	b	c = a / b
Single-Family Housing		19,263	57,115	2.97
Multi-Family Housing		4,579	9,581	2.09
Mobile Homes		885	1,629	1.84
Average (2010 Census)		24,727	68,325	2.76

Source: 2010 U.S. Census for the Camarillo CCD.

## RESIDENTIAL PARK IMPACT FEE DETERMINATION

Figure 8 below presents the calculation of the maximum park impact fee. As shown, the per dwelling unit fees for three residential land uses are determined by multiplying the total cost per capita by their respective dwelling unit occupancy factor.

Pursuant to 65852.2(f)(3)(A), the park impact fee for an accessory dwelling unit of 750 square feet or more must be charged proportionately in relation to the square footage of the primary dwelling unit. For example, the calculation of the maximum park impact fee for the construction of a 750 square foot accessory dwelling unit on a single-family parcel with a 2,250 square foot single-family home would be  $(750 / 2,250) * \$6,983 = \$2,327$ .

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

**FIGURE 8 – MAXIMUM RESIDENTIAL PARK IMPACT FEE**

Land Use Category	Unit	Total Cost Per Capita <sup>1</sup>	Dwelling Unit	Maximum Park Impact Fee <sup>3</sup>
			Occupancy Factor <sup>2</sup>	
Calc		a	b	c = a * b
Single-Family Housing	DU	\$2,351.30	2.97	<b>\$6,983</b>
Multi-Family Housing	DU	\$2,351.30	2.09	<b>\$4,914</b>
Mobile Homes	DU	\$2,351.30	1.84	<b>\$4,326</b>
Accessory Dwelling Unit				See Note 4

Notes:

<sup>1</sup> See Figure 6.

<sup>2</sup> See Figure 7.

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

<sup>4</sup> Pursuant to Govt. Code § 65852.2(f)(3)(A), the park impact fee for an accessory dwelling unit shall imposed proportionately in relation to the square footage of the primary dwelling unit. Accessory dwelling units less than 750 square feet of living area are exempt.

## NEXUS FINDINGS FOR RESIDENTIAL PARK IMPACT FEE

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

### PURPOSE OF THE FEE

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

### USE OF FEE REVENUE

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

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

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



#### BENEFIT RELATIONSHIP

The fee will be collected as development occurs. Fee revenue will be used to fund new and expanded parks and recreational facilities to meet the additional demand generated by the new residents created by new development projects. Fee revenue will be deposited into a separate park impact fee account or fund in a manner to avoid any commingling of the fees with other revenues and funds. The fee revenue will be restricted to the uses described in the “Use of Fee Revenue” finding. Additionally, the Act ensures that fees are either expended expeditiously or refunded. These actions ensure that a development project paying the park impact fee will benefit from its use.

#### IMPACT RELATIONSHIP

Since the need for park and recreational services is inherently population-driven, new residential development in the District will generate the need for additional park and recreational services and the corresponding need for various facilities. The need is measured in proportion to the dwelling unit occupancy factor for three residential land use categories. The District’s existing standard is 3.56 improved park acres for every 1,000 residents. The District’s standard for community use facilities is 563.8 building square feet per 1,000 residents. The fees’ use (funding new or expanded park and recreational facilities) is therefore reasonably related to the type of project (new residential development) upon which it is imposed.

#### PROPORTIONALITY

The park and recreational facilities needed to serve a unit of development are based on the District’s level of service standards for such facilities. The cost of new and expanded park and recreational facilities and fee program administrative costs are defined on a cost per capita basis. These per capita costs are then applied to three residential land use categories based on their respective dwelling unit occupancy factor.

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

## DETERMINATION OF THE NONRESIDENTIAL PARK IMPACT FEE

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

### RESIDENTIAL EQUIVALENT FACTOR

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

In general, residents of the District can use the District's park and recreation facilities year-round. Conversely, park and recreation facility use by employees in the District is generally limited to shorter periods before and after work and during lunch or break times. This time available for park usage within the District is estimated to be 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 in Figure 10 below.

**FIGURE 10 – RESIDENTIAL EQUIVALENT FACTOR**

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

Notes:

<sup>1</sup> 365 days per year, 16 hours per day.

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

## NONRESIDENT EMPLOYEE FACTOR

In order to isolate the impact from nonresident employees that do not live in the District, a nonresident employee factor. For the purposes of this Nexus Study, it is assumed that 75 percent of employees generated by new nonresidential development with the District will reside outside the District.

## COST PER EMPLOYEE

Figure 11 below presents the calculation of the cost per employee based on the per capita cost multiplied by the residential equivalent factor and the nonresident employee factor for nonresidential land uses. As shown, the cost per nonresident employee is \$157.02, or the equivalent of 6.7% of the per capita cost for a District resident.

FIGURE 11 – COST PER EMPLOYEE

Land Use	Per Capita Costs <sup>1</sup>	Residential Equivalent Factor <sup>2</sup>	Nonresident Employee Factor	Cost per Employee
Calc	a	b	c	d = a * b * c
Nonresidential	\$2,351.30	0.09	0.75	\$157.02

Notes:

<sup>1</sup> See Figure 6.

<sup>2</sup> See Figure 10.

## NONRESIDENTIAL LAND USE CATEGORIES

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

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

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

- **“Industrial”** means a building to be used for manufacturing, fabrication, assembly, storage, distribution, and similar nonresidential purposes.

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

#### NONRESIDENTIAL PARK IMPACT FEE DETERMINATION

In order to determine the nonresidential park impact fees, the cost per employee is applied to the three nonresidential land uses by their employment density to arrive at nonresidential park impact fees per square foot. The nonresidential park impact fees for retail/commercial, office, and industrial land uses are shown in Figure 12 below. The District may approve, and the City may adopt fees lower than the maximum amounts justified by this Nexus Study provided that they are reduced by the same percentage for each land use category.

**FIGURE 12 – MAXIMUM NONRESIDENTIAL PARK IMPACT FEE**

Nonresidential Land Use Category	Calc	Cost per	Employees per	Maximum
		Employee <sup>1</sup>	1,000 Sq. Ft. <sup>2</sup>	Nonresidential Park Impact Fee <sup>3</sup>
		a	b	c = a / (1,000 / b)
Retail / Commercial		\$157.02	2.25	\$0.35
Office		\$157.02	3.50	\$0.55
Industrial		\$157.02	1.50	\$0.24

Notes:

<sup>1</sup> See Figure 11.

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

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

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

## NEXUS FINDINGS FOR NONRESIDENTIAL PARK IMPACT FEE

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

### PURPOSE OF THE FEE

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

### USE OF FEE REVENUE

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

### BENEFIT RELATIONSHIP

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

### IMPACT RELATIONSHIP

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

### PROPORTIONALITY

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

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

## PROJECTED PARK IMPACT FEE REVENUE

Figure 13 projects park impact fee revenue through 2040. Total residential fee revenue (in 2021 dollars) is estimated by multiplying the total cost per capita by the projected resident population growth from residential projects not subject to the City's Quimby ordinance. Note that future residential development not subject to the Quimby Act is unknown, and therefore, the projected resident growth is likely understated. The projection reflects anticipated population growth from Camino Ruiz Apartments and Lustra Apartments only. Nonresidential development is estimated by multiplying the total cost per employee by the projected number of new employees, which assumes 4,018 new housing units and a jobs-to-housing ratio of 1.5. As shown, it is projected the District will generate conservatively \$3.4 million (in 2021 dollars).

It is also important to note that the projected population growth and fee revenue are merely estimates for planning purposes. The maximum fee amounts do not depend upon the timing and level of development.

**FIGURE 13 – PROJECTED PARK IMPACT FEE REVENUE**

Land Use Category	Cost per Capita / Per Employee <sup>1</sup>		Projected Resident and Employee Growth (2040)	Projected Park Impact Fee Revenue (2020\$)
	Calc	a	b	c = a * b
Residential Development <sup>2</sup>		\$2,351.30	1,073	\$2,522,945
Nonresidential Development <sup>3</sup>		\$157.02	5,546	\$870,833
<b>Total</b>				<b>\$3,393,778</b>

Notes:

<sup>1</sup> See Figure 7 and 11.

<sup>2</sup> Based on projected new residents from the proposed Camino Ruiz Apartments and Lustra Apartments. Future development not subject to the Quimby Act is unknown and therefore, the projected resident growth is likely understated.

<sup>3</sup> Assuming 4,018 new housing units and job-to-housing ratio of 1.5.

The fee revenue must be deposited into a separate park impact fee account or fund in a manner to avoid any commingling of the fees with other revenues and funds. The fee revenue will be restricted to the funding of new or expanded parks and recreational facilities needed to serve new residential development. Additionally, fee revenue will be used to cover fee program administration costs such as collection, documentation, annual reporting requirements, five-year report requirements, periodic nexus studies, and other costs reasonably related to compliance with the Act. Fee revenue may not be used to fund 1) the renovation or replacement of existing facilities and 2) operational, maintenance or repair costs.



## **FEE PROGRAM ADOPTION REQUIREMENTS**

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The following is a summary of the statutory procedural requirements for approval of the Nexus Study and proposed park impact fee program ("fee program") by the District Board of Directors and adoption by the City Council on behalf of the District. The specific statutory procedural requirements for the adoption of the fee program may be found in the California Government Code Sections 66016, 66017, and 66018, and City Code Chapter 16.155.

It is recommended that the notice and hearing requirements be satisfied by the District and the City.

### **PLEASANT VALLEY RECREATION AND PARK DISTRICT**

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

### **CITY OF CAMARILLO**

1. The City Council shall conduct at least "one open and public meeting" as part of a regularly scheduled meeting on the requested fee program.
2. At least 14 days before the meeting, the City shall mail out a notice of the meeting to any interested party who filed a written request for notice of the adoption of new or increased fees.
3. At least ten days before the meeting, the City shall make available to the public the Nexus Study for review.

4. At least ten days before the public hearing, a notice of the time and place of the meeting shall be published twice in a newspaper of general circulation with at least five days intervening between the dates of first and last publication, not counting such publication dates.
5. After the public hearing, the City Council shall adopt an ordinance and resolution establishing the proposed fee program on behalf of the District.
6. The fee shall become effective 60 days after the adoption of the resolution or longer as specified by the resolution.

## FEE PROGRAM ADMINISTRATION REQUIREMENTS

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

### ACCOUNTING REQUIREMENTS

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

### REPORTING REQUIREMENTS

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

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

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

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

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

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

### TRANSPARENCY REQUIREMENTS

Pursuant to AB 1483 enacted in 2019, the District must clearly post the following information on the District's website regarding the fee program:

- The current fee schedule indicated the effective date when approved by the City Council.
- Current and five previous annual accounting reports.
- Park Impact Fee Nexus Study, Final Report

### ANNUAL INFLATIONARY ADJUSTMENT

The fee should be adjusted automatically without any further action by the District Board or City Council on the first day of each fiscal year by the net percentage change during the preceding calendar in the Engineering News-Record Construction Cost Index (20-City Average) or its successor publication.

### FEE EXEMPTIONS

The following are exempted from payment of the fee:

- Construction of a structure owned by a governmental agency.
- Development projects for which the District has received a Quimby land dedication requirement or Quimby in-lieu fees.
- Construction of an accessory dwelling unit less than 750 square feet.

### FEE CREDITS

Pursuant to the Act and recent court cases, the following circumstances must receive a fee credit:

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

## APPENDICES

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Appendix A – Cost Estimates for Parks and Recreational Facilities

Appendix B – Inventory of District Park Facilities

Appendix C – District Map

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

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FIGURE 14 – TYPICAL 5-ACRE NEIGHBORHOOD PARK CONSTRUCTION COSTS

Item	Units		Unit Cost	2021 \$
	Calc	a	b	c = a * b
Basic Park Development		5 acre	\$291,000	\$1,455,000
Parking Lots		20 stall	\$5,000	\$100,000
Soccer Field		1 each	\$17,000	\$17,000
Restroom Building		1 each	\$317,000	\$317,000
Playground Equipment - Large		1 each	\$383,000	\$383,000
Basketball Court (1/2 Court)		1 each	\$50,000	\$50,000
Shade Structure - Large (50 people)		1 each	\$97,000	\$97,000
<b>Total Project Cost</b>				<b><u>\$2,419,000</u></b>
<b>Cost Per Acre (rounded)</b>				<b>\$484,000</b>

Source: Pleasant Valley RPD and SCI Consulting Group

**FIGURE 15 – TYPICAL 20-ACRE COMMUNITY PARK CONSTRUCTION COSTS**

Item	Units		Unit Cost	2021 \$
	Calc	a	b	c = a * b
Basic Park Development		20 acre	\$230,000	\$4,600,000
Playground Equipment - Small		2 each	\$194,000	\$388,000
Playground Equipment - Large		1 each	\$383,000	\$383,000
Soccer Field		2 each	\$17,000	\$34,000
Youth Baseball / Softball Fields		3 each	\$67,000	\$201,000
Tennis Court with Fence (Set of 2)		4 each	\$108,000	\$432,000
Sports Lighting		1 each	\$43,000	\$43,000
Basketball Court (1/2 Court)		3 each	\$50,000	\$150,000
Shade Structure - Large (50 people)		2 each	\$99,000	\$198,000
Shade Structure - Small (25 people)		2 each	\$51,000	\$102,000
Restroom Building		4 each	\$317,000	\$1,268,000
Parking Lots		150 stall	\$5,000	\$750,000
<b>Total Project Cost</b>				<b><u>\$8,549,000</u></b>
<b>Cost Per Acre (rounded)</b>				<b>\$427,000</b>

Source: Pleasant Valley RPD and SCI Consulting Group

**FIGURE 16 – COST ESTIMATE FOR COMMUNITY CENTER PROJECT**

Item	2021 \$
Direct Costs	\$24,662,697
Indirect / Soft Costs (35%)	\$8,632,038
FF&E (\$35/SF)	<u>\$1,075,480</u>
<b>Total Project Cost</b>	<b><u>\$34,370,215</u></b>
<b>Total Building Square Footage</b>	<b>30,728</b>
<b>Total Cost Per Building Sq. Ft. (rounded)</b>	<b>\$1,119</b>

Source: LPA ROM Construction Budget Estimate Option D.1,  
September 9, 2019



## APPENDIX B – DISTRICT PARK INVENTORY

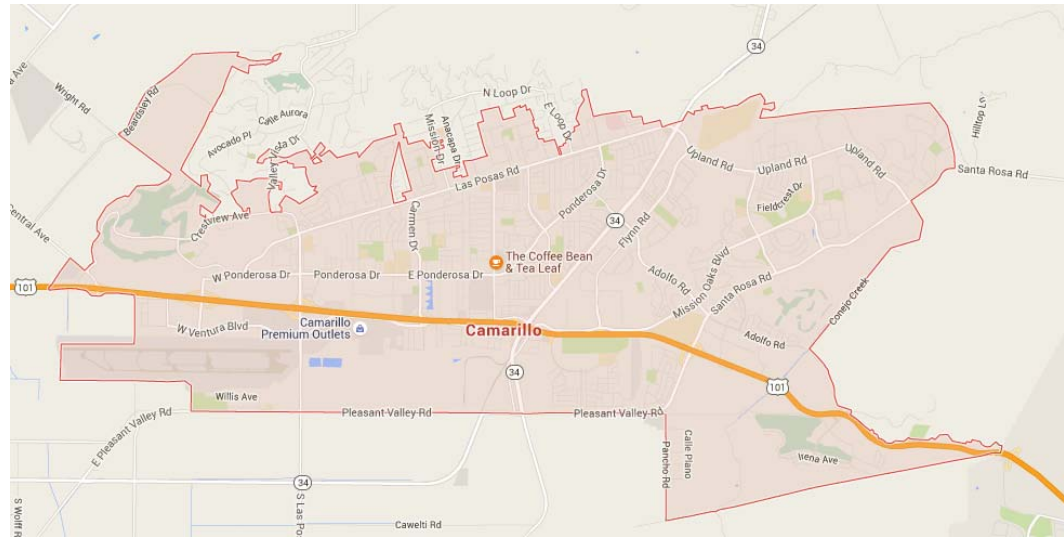
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FIGURE 17 – DISTRICT PARK INVENTORY

Name of Park / Area	Type of Park	Improved Acres
Adolfo Park	Neighborhood	3.00
Arneill Ranch Park	Neighborhood	5.00
Birchview Park	Neighborhood	0.70
Bob Kildee Community Park	Community	13.00
Calleguas Creek Park	Neighborhood	3.00
Camarillo Oak Grove Park	Community	24.55
Carmenita Park	Neighborhood	1.00
Charter Oak Park	Neighborhood	5.70
Community Center Park	Community	12.90
Dos Caminos Park	Neighborhood	4.40
Encanto Park	Neighborhood	3.00
Foothill Park	Neighborhood	2.30
Freedom Park	Community	33.90
Heritage Park	Neighborhood	9.00
Las Posas Equestrian Park	Neighborhood	2.00
Laurelwood Park	Neighborhood	1.50
Lokker Park	Neighborhood	7.00
Mel Vincent Park	Neighborhood	5.00
Mission Oaks Park	Community	20.20
Nancy Bush Park	Neighborhood	3.40
Pitts Ranch Park	Neighborhood	10.00
Pleasant Valley Fields	Community	55.00
Quito Park	Neighborhood	5.00
Springville Park	Neighborhood	5.00
Trailside Park	Neighborhood	0.50
Valle Lindo Park	Community	10.00
Woodcreek Park	Neighborhood	5.00
Woodside Park	Neighborhood	5.00
<b>Total Parks</b>		<b>256.05</b>

## APPENDIX C – DISTRICT MAP AND FEE PROGRAM AREA

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