



Financial Strategy Plan

Prepared for:

**City of Riverside,
Park & Recreation Department**

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Prepared by:



**SHILTS
CONSULTANTS, INC.**

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Executive Summary

A community's parks, open spaces, and trails provide important places for recreation and relaxation, but also showcase and preserve the public landscape assets that establish a City's unique identity. Parks, open spaces, and trails make communities more attractive and inviting places to live, work, and play. Numerous research studies link the benefits of recreation and healthy lifestyles with living near, and having access to, quality parks, open space, and trails. Many communities now recognize that these public landscapes provide a broad range of benefits, such as increased psychological health, physical activity, social connections, and economic gain.

The City of Riverside has a history of providing high quality parks and open space within its borders. The Park & Recreation Department is currently responsible for the maintenance and management of forty-one local parks encompassing 677 acres, seven regional parks, reserves and open space encompassing 1,925 acres, eleven community centers, and nine public pools. In addition, the Parks Department maintains over 100,000 street trees for the City of Riverside.

Despite Riverside's tradition of providing high quality public spaces, there have been periods in the City's history when financing of the park system has been insufficient to keep pace with increasing demands. The Department currently faces multiple challenges in meeting the needs of today's citizens, including:

- Aging parks, buildings, and other infrastructure facilities need rehabilitation
- Existing overused parks need increased maintenance and security
- The current parks system does not meet the General Plan standard of three acres per 1,000 population
- Additional sports facilities are needed to accommodate desired league play
- Development fees do not cover actual costs for required acquisition and development of new local and regional/reserve parks, open space, and trails
- Additional open space for habitat linkages is needed
- The City's backbone trail system is less than 50% developed

To address these challenges, The Dangermond Group, working in conjunction with the community and the Park and Recreation Department, has developed the following Financial Strategy Plan which 1) identifies various financing options available to the City along with the degree of support each is likely to receive from the community; 2) quantifies the overall funding needs of the Department to meet its standards; and 3) lays out what are deemed achievable solutions for each of the various funding strategies being recommended. The steps taken to develop this strategic plan include:

- A comparative cost and fee survey of twenty surrounding agencies
- In depth follow-up interviews with the Cities of Stockton, Ontario, and Santa Ana (three cities with demographics and park needs similar to the City of Riverside)
- A random mail-in survey of the public to determine residents' level of support for new financing mechanisms

- Stakeholder workshops to identify their priorities for park and recreation projects
- Meetings with other interested/affected parties, including the BIA and other business owners

This Financial Strategy Plan identifies various strategies for reducing, if not eliminating, the growing gap between the revenue needs of the City of Riverside’s park system and the financing presently available to the Department. The various recommended funding strategies may need to be phased in over time, perhaps extending up to a three-year period. But it is important that work begin immediately, and that those measures that can be put in place quickly be acted upon to avoid falling even further behind. Each strategy will require multiple actions.

Financial Strategies:

A. Consider Ballot Measure for Creation of a Citywide Benefit Assessment District

A key strategy is to place before property owners a request to establish a citywide benefit assessment district to fund park and recreation services. Our survey indicates that a majority of property owners in the City of Riverside are willing to support an assessment of approximately \$19.00 per year/per parcel. Suggested projects funded by the citywide assessment district include, but are not limited to:

- Continue rehabilitation of existing parks, with particular emphasis on Fairmount Park and Mount Rubidoux
- Improve maintenance and security of existing parks, public landscapes, and trails
- Improve/add recreation programs identified by the community
- Develop a project list based upon expressed desires of the community and city council

B. Seek Cooperation and Assistance of Riverside County Regional Conservation Authority (RCA) with Regional and Open Space Needs

As an alternative to the City’s acquiring and developing Regional/Reserve Open Space parks on its own, a portion of this need could be met through coordination with, and the cooperation of, the Riverside County Regional Conservation Authority (RCA). The RCA currently collects impact fees for Multi-Species Habitat Conservation. These fees are used to acquire key open space and habitat linkages that have been identified, many of which fall within the boundaries of, and/or are immediately adjacent to, the City of Riverside.

Two approaches could help both agencies meet their goals. One would be to share information with the City so that as development projects within the City move forward, conditions imposed under the City’s mapping and entitlement processes could assist in assuring the preservation of these open spaces. Secondly, the City Council could request the cooperation of the RCA in assigning higher funding priorities for such open space parcels located within and/or abutting the City in return

for the assistance the entitlement process could provide. In so doing, the City could instead meet its goals for provision of open spaces without duplicating the County's efforts. This could conceivably forestall the need for increasing the Regional/Reserve Park fees once such cooperative procedures were in place.

C. Consider Ballot Measure for a Municipal Parks Bond

Consideration should also be given to placing a ballot measure before the voters for a municipal parks bond if a benefit assessment district is approved. This specific proposal was not evaluated as a part of this study. However, experience has shown that voters are inclined to support a companion measure after one or two years if progress is demonstrated and further need exists. Such a municipal parks bond should target key needed facilities that would decrease the present park deficiencies.

D. Increase User Fees

Traditionally, communities charge user fees for defined recreation services and programs. These can help to defray some of the cost for providing these services. A review of these fees was not a part of this study. However, there appear to be areas where Riverside is either charging less or charging no fee for services provided at higher rates by other communities in the region. It is recommended that the Parks Department initiate a comparative evaluation of such fees and develop recommendations for consideration.

E. Adjust and Index Developer Impact Fees for Local and Regional/Reserve Park Fees

Current assessment rates for both the Local and Regional/Reserve and Open Space Park fees are currently well below the actual costs for acquisition and development of parks of these types. The Local Park fees were last adjusted in 1996 using cost estimates prepared in 1994, and thus are essentially 11 years out of date. The Regional/Reserve and Open Space Park fee was put in place in 1990 and has never been adjusted since its inception, despite acquisition and development costs having risen significantly in the last 15 years. It is therefore recommended that 1) both types of park fees be raised immediately; and 2) to keep pace with ever rising costs, these fees be reviewed annually and pegged to an acceptable real estate and construction cost index as appropriate. The recommended increases in these fees needed at this time are as follows:

	Proposed	Current	%
• LOCAL PARK FEES	Fee per Unit	Fee per Unit	Increase
Single Family			
Detached	\$6,370	\$2,922	118%
Attached (Duplex)	\$5,815	\$2,315	151%
Multi-Family			
Triplex, quads	\$4,990	\$2,315	116%
Residential Condos (5+ units)	\$3,470	\$1,760	97%
Multiple Family Units	\$4,330	\$1,760	146%
Mobile Home Spaces	\$4,090	\$1,574	160%

Non-Residential

No change recommended 0%
 Maintain the present fee of 1% of the first \$100,000 of construction valuation plus 0.50% of such valuation over \$100,000, with a minimum fee of \$700 per unit.

	Proposed Fee	Current Fee	% Increase
• REGIONAL/RESERVE PARK FEES	\$8,442/AC	\$2,535/AC	233%

While the fees have large percentage increases as shown in the table above, the proposed fees as related to a percentage of the value to a house has remained fairly steady since 1991. The table below summarizes median housing costs and related development impact fees from 1991 to 2005.

City of Riverside Median Housing Cost/Fees, 1991 - 2005

	1991	1997	1998	2000	2005	2005
Median Cost of Housing – Single Family	\$133,392	\$105,714	\$112,214	\$157,000	\$403,000	\$403,000
Development Impact Fee – Single Family	\$1,194	\$1,626	\$2,058	\$2,922	(Current) \$2,922	(Proposed) \$6,370
Fee % of Value of House – (Fee/Median Housing Cost)	.009	.015	.018	.019	.007	.016

F. Consider New Supplemental Impact Fees for Regional Trails

Funding for trails is presently not included in the City’s development impact fees. The City’s master plan of trails is quite extensive, but a basic loop regional trail has been identified and suggested for consideration for Regional/Reserve Park fee funding. The fair share amount was calculated by determining the existing trails accomplished by existing development and then assigning a like proportion to the remaining areas in the City yet to be developed. The addition to the Regional/Reserve Park impact fees for trails is recommended at \$156 per acre of new development.

G. Consider Incremental Fee for Pools

The Park and Recreation Department owns and/or operates a total of 9 recreational pools (includes 2 joint-use pools at high schools) for its citizens. Although most of these pools have received extensive renovations over the past 20 years, a new recreational pool has not been built within Riverside’s park system within that time period.

The proposed increases to local park fees as cited above do not include the costs for continuing to provide individual recreational pools per the City’s current standards. To continue to do so at the current service level, a ‘fair-share’ cost calculated at \$161 per resident would be required.

For some years, various members of the community have discussed building a new aquatic center rather than continuing to provide individual pools at selected park sites as has been past practice. Establishing a “nexus” to justify imposition of a new fee for this purpose is beyond the scope of this study. However, it should be noted that the incremental impact fee for pools as recommended above is intended to fund the pool needs of the growing population. Upgraded facilities beyond the basic pool facilities as provided in the past would likely need to be funded from sources other than local park fees. But, as a policy decision, the City Council could elect to impose and set aside this portion of the Local Park Fee revenue stream to serve as seed monies for such an aquatic complex that clusters future pools, rather than building them scattered throughout the park system.

The incremental fee increase for provision of pools as identified below is provided separately to facilitate strategies that may provide opportunities for partial funding of an aquatic center in lieu of continuing to provide individual recreational pools. The supplemental funds could serve as ‘seed’ monies for an aquatics center, provided other funding, beyond the amount of these proposed fees would be needed to fully fund such a facility since it represents a departure from the park systems current met standards.

Local Park Fees Pool Increment

Housing Type	Resident Per Dwelling	Cost per Resident	Supplemental Fee per Unit Increase
Single Family			
Detached	3.2	\$161	\$520
Attached (Duplex)	3.0	\$161	\$480
Multi-Family			
Triplex, quads	2.5	\$161	\$410
Residential Condos (5+ units)	1.75	\$161	\$280
Multiple Family Units	2.2	\$161	\$350
Mobile Home Spaces	2.0	\$161	\$330

Objectives

Key objectives to fully meet the needs of the system are as follows:

1. Rehabilitate aging parks.
2. Improve recreation programs, operation, maintenance and security.
3. Develop existing undeveloped park land.
4. Acquire and develop new parks to keep pace with new growth.
5. Acquire key open space lands.
6. Develop trail linkages.
7. Develop more sports fields and pools or an aquatics facility.

Table 6.1 illustrates the various funding mechanisms and how they can be applied to various park objectives.

Funding Strategies Matrix

	General Fund	Local Park Fees	Regional/Reserve Park Fees	Incremental Pool Fees	Trails Fees	Benefit Assessment District	Bond Measure	MSHCP Fees/Credits	Grants
Park Rehabilitation	●	⊕				●			■
Upgrade of Facilities	●	⊕	●			●	●		■
Operations & Maintenance	●		⊙						
"Catching Up," Completing new park facilities at old sites	●	●		●			●		■
Sports Complex	●	●							■
"Keeping Pace," New parks for new development	●	●							■
Open Space Acquisition	●		●			●		●	■
Trails	●				●				■
Aquatics Center	●			▲			●		■
Recreation Programming	●					●			■



Up to maximum of 15% of fees collected



Portion of funding related to meeting current standards for pools



Portion of funding may be used for capital maintenance items



Grants are typically received specific to the project for which they are received

Priorities

The following specific project priorities were developed through community stakeholder meetings and respondents to the public opinion survey. The top priorities for the survey respondents included the following:

1. Improve the maintenance of existing parks and recreation facilities.
2. Maintain street, neighborhood and park trees.
3. Increase park safety and security patrols.
4. Improve maintenance and trimming frequency of street trees throughout Riverside.
5. Improve recreational and educational programs for kids and teens to help keep them off drugs and away from gangs and crime.

The top priorities that were expressed by the stakeholders were:

1. Develop partnerships with schools, youth groups and developers for both development and maintenance of facilities.
2. Convert Fairmount Park's golf course into a sports complex.
3. Create joint uses between clubs and youth organizations.
4. Expand recreation facilities at all parks to relieve overcrowding.
5. Increase funds to purchase, maintain and operate parks.
6. Work with sports groups to privately fund undeveloped parks.

Chapter 1: Introduction and Background

1.1 Introduction

The Financial Strategy Plan was conceived by the City of Riverside, Park & Recreation Department to form an overall picture of the Department's financial needs and to make recommendations on how to solve those needs. Over the past several years, the Department, as well as the City and other jurisdictions throughout the State, have been facing tightening budgets. These stretched budgets, combined with population growth throughout the City, have led to an increasing gap between needs and funding within the Department. The shortfalls have impacted all aspects of City parks, from acquisition and development, to programming, refurbishment, and operations and maintenance.

This report springboards off the Master Plan update and provides specific recommendations and strategies for the Department to finance the shortfall and achieve its financial goals. General recommendations include seeking additional grant funds, considering a benefit assessment district, exploring general obligation bonds, and updating development impact fees.

This project was designed to address three specific needs of the Department:

1. Conduct a citywide public opinion poll to determine voters' level of support regarding a benefit assessment district and/or a parks bond measure
2. Develop an overall financial strategy to respond to needed acquisition development, maintenance, and refurbishment
3. Update the 1996 Development Impact Fees Report and provide recommendations for updating fees based on current costs

This project is intended to provide a comprehensive economic strategy plan that addresses the major challenges of the Department and presents multiple workable solutions.

1.2 Background

The City of Riverside recognized the value of parks and recreation facilities from its beginnings. In the early part of the 20th Century, Fredrick L. Olmstead's nephews designed Fairmount Park, with Lake Evans as a focal point. White Park, the second oldest in the park system, was dedicated before the city was incorporated. Mt. Rubidoux was given to the City by Frank Miller, where the City's first Easter sunrise service was held at the top of the mountain and soon became known throughout all of southern California.

These three signature parks, Fairmount, White and Mt. Rubidoux, established a strong sense of value for parks and open space and established Riverside as a leader in the

region. In the years that followed many other parks, such as Hunter, Challen, Andulka, and others, were donated by citizens for the benefit of the community.

Beginning in the late 1960's the emphasis from landscaped parklands shifted with public support primarily directed to preserving open spaces around the City. This shift resulted in the acquisition and establishment of Sycamore Canyon Park by the City, the Santa Ana River and Box Springs Mountain preserves being accomplished by the County, and the California Citrus State Historic Park established by State Parks with City assistance. This open space sentiment was also manifested through the passage of Measure R and Proposition C, in which the voters decreed their commitment to open space and managed growth throughout the City.

More recently, however, there have been growing concerns over the condition of the original neighborhood and community parks, most notably Fairmount Park, and the adequacy of basic recreation facilities. A first step in addressing this concern was initiated with the passage of the California Clean Water, Clean Air, Safe Neighborhood Parks and Coastal Protection Act of 2002. This step provided the catalyst for the Park Commission and City Council to initiate a major rehabilitation and expansion program for existing parks of \$35 million, utilizing the State Bond and a variety of outside funding sources.

Next, the Department invested in an update of the Park and Recreation Master Plan, which had not been comprehensively reviewed since 1964. The Master Plan, completed in 2003, recognized numerous community assets, but also problems and shortcomings. Specifically, the park system has a number of needs as pointed out in the Master Plan:

- Existing parks are in need of rehabilitation
- Maintenance is not adequate, due in part to out of date facilities and system inefficiencies
- There are inadequate facilities and acreage to meet present needs, creating over-use of facilities and scheduling problems for sports activities
- Developed local park land comprises less than two acres/1,000 residents, while the City's adopted standard is three acres/1,000
- Funding received from new development is inadequate to acquire and develop parks, causing the Department to fall further behind every year as the city grows
- Open space and habitat areas around the City are incomplete and missing key wildlife corridor linkages
- A trails system has begun to emerge, but even a backbone system is only half complete

1.3 Goals of the Project

The City authorized this project to complete an overall economic evaluation of the park system needs, as well as a public opinion survey assessing property owners' potential support for one or more financial measures.

This Financial Strategy Plan was designed with the following steps:

1. Research with the City – this step included review of existing plans and budgets to determine the current status of the Department in regards to costs, fees, financing, rehabilitation, operations and maintenance, acquisition, and development.
2. Research with other cities and departments – a survey of surrounding jurisdictions was completed and three other city park's departments were visited in order to compare Riverside with its neighbors.
3. Update of Development Impact Fees and Regional/Reserve Park Fees – these fees were last reviewed and updated in 1996 and 1990, respectively. However, inflation of land acquisition, construction, and maintenance costs has made them out of date. The result is that the Department continues to fall further behind each year in creating new parks to match the increase in population.
4. Completion of a survey of City residents – this survey is intended to gauge voter support for the City's parks and recreation efforts and to determine whether residents would support a benefit assessment district in order to provide ongoing funds to the Department.
5. Analysis of Funding Strategies – using the background and comparative information gained, as well as the survey results and our knowledge of park funding, an overall funding strategy was completed for the Department.

Specifically, this study addresses the following areas of need:

- Existing park rehabilitation needs
- Need for improved maintenance and security of existing facilities
- Inadequacy of existing facilities
- Shortfall of developed acreage in meeting City standards
- Development Impact Fees do not cover current acquisition and development costs
- Key habitat and open space corridor linkages and edge parcels are in need of protection
- Less than one half of the backbone trail system has been realized

Specific strategies have been developed to address each of these major challenges faced by the Department.

Chapter 2: Value of Parks & Recreation

2.1 Introduction

Many residents of Riverside utilize the City's parks and recreational facilities. In a phone survey conducted for the 2003 Parks and Recreation Master Plan Update, 70% of the 300 resident interviewees responded that their families are either frequent or moderate users. In 2005, it is expected that 54,000 residents will participate in the recreation swim programs, 12,000 residents will participate in the Pee Wee and Youth Sports Programs such as flag football, basketball, rookie baseball, soccer, track and field, and other sports contests, and an additional 24,000 residents will be registered in senior programs.¹

Recreation is linked to overall happiness, family unity, health, improved educational opportunities, and deterrence of crime and substance abuse. Nationally, in a 2003 survey, 87% of Americans responded that they had participated in an outdoor recreational activity over the past twelve months. Their objectives were fun, relaxation, stress relief, experiencing nature, and exercise. Americans who recreate frequently are notably happier with their lives.² Parks, open space and trails provide important civic places for residents to gather, help define a sense of place, and create community identity. Parks, open space and trails make communities more attractive and inviting places to live and work. Numerous research studies are now linking many benefits with living near, or having access to parks, open space and trails, such as increased psychological health, physical activity, social connections, and economic benefits.³

2.2 Public Health Benefits

Access to parks, open space, and trails increases physical activity and improves physical and mental health of residents by providing places and pursuits to keep people active. Exposure to nature and greenery has been shown to increase psychological health and well being.⁴ A recent study found that the cities with the highest percentage of parkland had the highest percentage of people who walked or bicycled.⁵ Increased physical activity has many positive benefits. Recent studies have linked inactivity to adult and childhood obesity, which is a growing epidemic in the nation. The Centers for Disease Control and Prevention (CDC) has called for the creation of parks and playgrounds to help fight this epidemic.

¹ Riverside Annual Budget 2004 /2005.

² Outdoor Recreation in America 2003: Recreation's Benefits to Society Challenged by Trends, The Recreational Roundtable, 2004.

³ Why America Need More City Parks and Open Space, Trust for Public Lands, 2003.

⁴ Trust for Public Lands, 2003.

⁵ Urban Green Space linked to Walking, Cycling Levels, The Journal of Health Promotion, 2005.

2.3 Economic Benefits

Parks, open space, and trails provide a positive economic benefit by increasing real property value, increasing municipal revenue (i.e. increase in property tax, sales tax, and tourism related benefits), attracting and retaining affluent retirees, attracting knowledgeable and talented workers to the community, and positively influencing a homeowner's decision to purchase.⁶

Increases in real estate values are reflected in both residential and commercial property. In Oakland, California, a three-mile greenbelt around Lake Merritt added \$41 million to the surrounding property values.⁷ In the 1970's, the City of Boulder, Colorado purchased a greenbelt for \$5.4 million adjacent to residential development. The adjacent property generated an additional \$500,000 annually in increased property taxes.⁸ The demand for properties adjacent to preserved open space and trails continues to grow.

2.4 Environmental Benefits

With over 1,900 acres of regional parks and reserve open space, arroyos, wildlife corridors, and 677 acres of local parklands, the City of Riverside has created an impressive network of open space. Environmental benefits of parkland and open space include the protection of biological diversity in the regional ecosystem, which supports the protection and survival of native plant and wildlife habitats. These protected natural areas support, sustain the native ecosystems, and prevent the loss of important biological resources of the region, which supports the goals of Riverside County's Multiple Species Habitat Conservation Program efforts.

Open space and trails can also provide buffers to protect water quality. For example, the City has recognized its six arroyos as important environmental assets. These arroyos provide natural drainages throughout the City that allow the seasonal runoff from the hillsides to create a year-round supply of water for riparian plants to flourish. In addition to their aesthetic benefits, natural vegetation in open space areas reduces the sediment load that enters the Santa Ana River by filtering out toxins and excess nutrients. Other environmental benefits to natural stream systems include reduced erosion and flooding, enhanced wildlife and songbird habitat, and temperature reduction from tree canopies.

2.5 Social Benefits

Parks, open space, and trails provide important social benefits, including the reduction of juvenile crime, the increase of recreational opportunities, and the creation of stronger neighborhoods.

⁶ How Cities Use Parks for Economic Development, American Planning Association, 2002.

⁷ On the Value of Open Space, Scenic America, 1992.

⁸ Economic Benefits of Parks and Open Space, Trust for Public Lands, 2000.

By providing recreational activities for children and teens, at-risk youth are kept off the streets and given safe environments to interact with their peers. In Fort Worth, Texas, crime dropped 28% within a one-mile radius of community centers where midnight basketball was offered. In the areas around five other Fort Worth communities where the program was not offered, crime rose an average of 39% during the same period.⁹

As stated in journals by the American Academy of Pediatrics, Science, Trust for Public Land, and National Center for Health Statistics, to name just a few, recreational activities such as organized sports, provide exercise, help develop muscle strength, teach coordination, teamwork, and leadership skills, help to create positive social interactions with peers, and serve as a catalyst for community bonding and social networks for children, youth, seniors, and families alike. People with increased social contacts and stronger support networks tend to have lower premature death rates, less heart disease and fewer health risk factors. In addition, social networks provide both emotional benefits and actual assistance in time of need.¹⁰

Open space and parks create stronger neighborhoods by helping to establish neighborhood identity, creating neighborhood focal points, and providing gathering places for special events and picnics. Community events provide social connections, encourage positive interaction of residents, and establish community pride.

2.6 Conclusions

Overwhelming evidence supports the importance of Riverside's parks, open space, and trails. Riverside's parks clearly provide a multitude of benefits to public health, the economy, the environment, and the social well-being of the community. By investing in parks and open space, the City of Riverside and its residents will realize numerous benefits for years to come.

⁹Trust for Public Lands, 2003.

¹⁰Social Relationships and Health, Science, 1988.

Chapter 3: Comparison to Other Jurisdictions

3.1 Surrounding Cities and Jurisdictions

Financial information was gathered from neighboring jurisdictions in order to compare the City of Riverside’s park systems and budget with these other communities. Thirty agencies within a 50-mile radius of the City were contacted and asked to respond to a one-page written Parks and Recreation Fee Survey. Twenty agencies responded to this survey. One city was omitted because of inconsistent information. The written survey focused on park development, maintenance, land acquisition costs, and departmental financing mechanisms. Responses were compiled and are attached in Appendix A. Table 3.1 is a summary of the responses and compares Riverside’s data to the average of nineteen surrounding agencies.

Table 3.1: Financial Information Averages of Agencies Within 50-Mile Radius of Riverside

Agencies within 50 mile radius of Riverside	Population	Existing Park Acres / 1000 pop	Developed Local and Regional Park Acres	Parks Budget	Maintenance Budget	Recreation Budget	Admin Budget	Capital Imp Budget	Grants	General Fund Allocation	Maintenance Cost/Acre
Average	107,425	1.9	207.9	\$4.8 Million	\$2.3 Million	\$1.4 Million	\$548K	\$6.4 Million	\$300K	\$1 Million	\$7,766
City of Riverside	279,407	1.7	787	\$25.3 Million	\$7.9 Million	\$4.4 Million	\$ 1.8 Million	\$ 4.2 Million	\$8.7 Million	\$ 7.6 Million	\$10,038

While there were similarities among neighboring agencies, there were also important differences, such as the cities’ and departments’ organizational structure, the availability and condition of recreational amenities, and cities’ funding strategies. Because of these differences, a direct comparison from agency to agency does not provide the best analysis of survey information. However, the survey does reflect different approaches taken by the various agencies to fund parks and recreation, and conclusions can be drawn from the results.

3.1.1 Organizational Structure

Each of the cities had differences in structure and organization. For example, the new City of Chino Hills has approximately seven acres of developed park acreage and another 39.8 acres proposed in their general plan, while Fontana currently has 337 acres of developed park acreage. Smaller towns such as Hemet and San Jacinto are managed by Valley-Wide Recreation District, allowing them to share facilities and market and organize recreational activities more efficiently.

Redlands is an example of one of several small municipalities which either do not have a separate parks and recreation department or have eliminated it. These municipalities are merging several departments together, such as parks and recreation, planning, building, redevelopment, and public works, in order to create a Community Services Department. The intent is to reduce administrative costs by eliminating department heads and administrative support. Another strategy some of the cities have employed is the transfer of park maintenance to Public Works. This transfer allows a city to merge the maintenance crews and helps to reduce costs and redundancies for equipment or storage yards. When a city did not have a parks and recreation department, the specific department in charge of parks and recreation tasks was contacted for information, which is included in Appendix A. This study did not evaluate whether or not cities experienced actual cost savings with the implementation of these mergers. This study also did not evaluate whether or not these merging strategies would be applicable to the City of Riverside.

The planning, building, and maintenance of trails and open space are also handled differently from agency to agency. Trails and open space can be found under public works, parks, or a combination of both, depending on the city.

While all the cities surveyed were within a 50-mile radius of Riverside, each city has unique characteristics and offers a variety of recreational amenities, ranging from new neighborhood parks and sports complexes to aging or outdated facilities in need of major refurbishments.

3.1.2 Funding Strategies

3.1.2.1 Development Impact Fees

With recent increases in land acquisition prices and construction costs there is a growing gap in many jurisdictions between fees collected and actual cost of park acquisition and construction. This widening gap in funding is being felt in many of the jurisdictions, and many agencies are currently reviewing their Development Impact Fees.

Some agencies collect separate fees for Mello-Roos, Quimby, and the Mitigation Fee Act (AB1600), while others use only one funding mechanism, generally either Quimby or AB1600, to collect Development Impact Fees. In addition, the items included in these parks fees vary from agency to agency. Some agencies include costs for recreation centers, aquatic centers, trails, and open space in their parks fees, while the majority includes only basic park and recreation areas. Some agencies have non-residential or separate plan check fees for the development of commercial, industrial, hotel and motel projects. These differences are reflected in the range of fees reported. For example, the Development Impact Fees for single-family homes range from a low of \$414 in the City of Grand Terrace, which has 33 developed park acres, to a high of \$6,000 in the City of Fontana, with 337 developed park acres. Moreno Valley utilizes multiple sources, including

Quimby, Recreation Center Fees, a Park Land Facility fee, and Mello-Roos District fees, for new homes near parks and trails. In addition, all homes are assessed an annual fee of \$87 for park maintenance. Even with its variety of funding sources, Moreno Valley anticipates the need for a significant increase in their fees for 2005/2006.

Riverside does not utilize either Quimby or Mello Roos fees. It instead relies upon AB1600 authorization for its Local and Regional/Reserve Park fees.

3.1.2.2 Assessment Districts

A few agencies utilize assessment districts, such as lighting and landscape (L&L), for park maintenance costs. Most assessments are in new developments to pay for the maintenance cost of the park within their development. The City of Moreno Valley was the only surveyed city with a citywide assessment. The City of Stockton has stipulated that it will no longer build a new park without a lighting and landscape assessment district in the surrounding neighborhood to fund the maintenance of the new park.

Riverside currently has only three viable assessment districts for public landscape areas, but none for parks.

3.1.2.3 Bonds

Four of the surveyed cities have recently passed bond measures to help fund the parks and recreation department. The City of Corona has passed a general obligation bond for land acquisition and utilizes Quimby fees towards the general bond fund obligation. Three other cities, Temecula, Murrieta, and Grand Terrace, also have passed bond measures. The City of Murrieta passed Measure WW in 1997, which generates \$45 dollars of revenue annually per Single Family Equivalent Dwelling Unit.

Riverside has not attempted to pass any municipal park bonds, but has recently passed bond measures for libraries and fire stations.

3.1.2.4 Enterprise Funds

The City of Corona was the only agency surveyed that has an enterprise fund. The Parks and Community Services Department receives revenue from the Corona Airport and, per an agreement with the U.S. Army Corp of Engineers, earmarks the revenue for their park in the Prado Basin.

Like the remaining jurisdictions, Riverside also does not have an enterprise fund.

3.1.2.5 Activity & User Fees

All cities utilize activity and user fees. This funding source generates revenues through facility rentals, activity/program/user fees, and special events. The study of such fees was beyond the scope of this project and therefore, the study did not compare activity and user fees. Both the City of Riverside and other jurisdictions have found that, in general, it is not feasible to set user fees high enough to pay for the actual activity. Activity/program attendance drops with increased fees, offsetting revenue gains. However, these fees can be used to help offset the expense of sports field lighting, departmental staff, administrative costs, etc.

3.1.2.6 Other Revenue

Other sources of revenue were also identified in the survey, such as contracts for vending machines. In addition, many park and recreation departments enlisted fundraising efforts for private donations. The City of Stockton utilizes contracts with wireless telecommunication dealers to generate monies from cell towers placed in parks. Riverside's experience with such installations has been rather unsatisfactory, with costs and staff time exceeding revenue.

3.2 Comparative Cities

More in-depth information was requested from a focus group of three of the twenty cities surveyed. The cities of Ontario, Santa Ana, and Stockton were specifically chosen because of similarities with Riverside in population size, demographics, and age of existing facilities. Additional information was gathered from these agencies, including a two page survey questionnaire (Appendix A), a copy of the parks and recreation department budget, site visits to these cities' facilities, and staff interviews regarding their budget and funding mechanisms, maintenance costs and responsibilities, rehabilitation of older facilities, and contracting out departmental services.

Table 3.2 compares demographic, park acreage, and financial information between Ontario, Santa Ana, and Stockton and Riverside.

Table 3.2: Financial Information Summary

Jurisdiction	Population	Developed Local Park Acres / 1,000 pop	Developed Park Acres	Parks Budget	Maintenance Budget	Recreation Budget	Administration Budget	Capital Imp Budget	General Fund Allocation	Grants	Maintenance Cost/Acre
City of Ontario	167,921	2.8	472	\$17.1 Million	\$ 4.4 Million	\$3.97 Million	\$ 2.14 Million	\$16.6 Million	\$ 603K	\$0	\$ 9K
City of Santa Ana	349,123	0.9	315	\$ 3.5 Million	\$ 3.6 Million	\$2.37 Million	\$ 1.12 Million	\$ 5 Million	\$ 1.7 Million	\$ 5 Million	\$7K
City of Stockton	269,147	2.1	570	\$17.2 Million	\$6.3 Million	\$6.5 Million	1.4 Million	\$ 4.1 Million	\$0	\$0	\$7.8K
City of Riverside	279,407	1.7	787	\$25.3 Million	\$7.9 Million	\$4.4 Million	\$ 1.8 Million	\$ 4.2 Million	\$ 7.6 Million	\$ 8.7 Million	\$10,038

3.2.1 Santa Ana

As the second densest city in California (behind San Francisco), Santa Ana struggles to provide park services to its residents with only 0.9 acres of developed park land per 1,000 population. With a young population that is 80% Hispanic, parks geared toward families and soccer receive the heaviest use and are also the most difficult to maintain.

With so few developed acres per 1,000 population and very little land available for new park development, Santa Ana is looking at new ways to create recreation areas. For instance, a new small park was created using a portion of the Santa Ana River edge and channel area. These efforts have reclaimed approximately three acres of land that is used for passive recreation.

Santa Ana has recently hired a naturalist to assist the Department in grant procurement and nature-based project development in Santiago Park, a small park located on the north banks of Santiago Creek and tucked in behind commercial shopping areas. Plans for the park and this portion of the creek include an interpretive center, a docent, continued native plant revegetation, and nature programs for children and their families.

After a funding measure was rejected by voters in 2003/04, Santa Ana was faced with a \$650,000 shortfall and forced to find creative ways to provide and maintain park services. Before the bond measure was rejected, as a pilot project, the Department had contracted out landscape maintenance for their City Zoo and realized a 66% savings. After the measure failed, contract services for landscape maintenance were then implemented throughout most of the City. Like the experimental project at the City Zoo, great savings in maintenance costs as well as higher maintenance standards were realized by the Department. City staff is still used for some maintenance services. The presence of

contract services staff has created a competitive spirit among remaining City staff to improve and upgrade their services and performance.

Riverside currently contracts out for the bulk of its maintenance services, including pool water chemistry maintenance, janitorial services, park site maintenance, tree trimming and maintenance services, and all public landscape areas.

3.2.2 Ontario

With 2.8 acres of park land for every 1,000 residents, Ontario is very close to achieving its three-acre per 1,000 residents park land standard. A prosperous community since its founding in 1880, Ontario became an economic leader in the region. The City's prosperity and conservative fiscal management style has allowed it to continue to reinvest in the community with projects, such as the new the \$10.5 million Ontario Soccer Sports Complex, the \$2.8 million De Anza Community Center and De Anza Teen Center, and the \$2.5 million Ontario Senior Center.

Ontario's fiscal management style carries over into its departments as well, including the Parks Department. Like the City of Santa Ana, Ontario's parks department has also realized savings by contracting out their maintenance services. These contracts include plant replacement as well as maintenance services. Tree trimming services are also conducted under contract. In addition, the City's golf course is leased out to a private entity that operates and maintains the facility. The City obtains a percentage of the proceeds.

The City believes greater parity will be achieved between its older and new areas of development by having a two-tier fee structure. The fees for development in the older neighborhoods, called the "Old Colony", were set at a lower level than "New Colony" developments (See Table 3.3). This split fee approach may work in Ontario, where the older portion of the City is near build out. It is not advisable for Riverside, however, since remaining undeveloped areas are interspersed throughout the City.

3.2.3 Stockton

The City of Stockton is currently one of the fastest growing communities in California and the twelfth largest city. With 2.1 acres of developed park land per 1,000 residents, Stockton does not achieve the standard of three acres of park land. However, the nearby Delta provides thousands of miles of waterways for water skiing, sailing, and other water activities. In addition, the City is undergoing a tremendous economic expansion and is aggressively revitalizing its downtown waterfront with projects such as the 9.7 acre Weber Point Events Center. Its plaza, children's play area, interactive water feature, and waterfront promenade serves the existing residents, as well as the new residents and visitors from the new housing, apartments, retail, and hotel that have been built or are under construction.

Ten years ago, however, Stockton suffered economic setbacks like many other California cities. At the time, the Parks Department employed 42 full-time staff for park maintenance. Facing budget cuts, the Department reduced maintenance staff to the current level of 26 full-time employees. Instead of using contract landscape services to off-set this loss, Stockton hires seasonal employees during the peak park use months of March through October. In addition, the City works cooperatively with the County Sheriff Department, utilizing inmate work crews to help with turf and landscape maintenance. Riverside employs a more common strategy of utilizing weekend public service crews.

3.3 Summary of Comparisons

Table 3.3 compares development impact fees between Ontario, Santa Ana, Stockton and Riverside.

Table 3.3: Other Jurisdictions Comparison – Development Impact Fees

Jurisdiction	1 Bedroom	2 Bedroom	3 Bedroom	4 Bedroom	5 Bedroom
City of Santa Ana, Last Updated, 2004	\$ 2,190	\$ 2,918	\$ 3,915	\$ 4,335	\$ 4,823
	Single-Family	Multi-Family	Mobile Homes		
City of Ontario, “Old Colony” Last Updated, 2004	\$ 2,374	\$ 1,988	\$ 1,586		
City of Ontario- Annexation Areas Last Updated, 2004	\$ 4,747	\$ 3,976	\$ -		
City of Stockton, Last Updated,	\$ 1,963	\$ 1,240	\$ -		
City of Riverside, Last Updated, 1996	\$ 2,922	\$ 1,760	\$ 1,574		

- Of the four cities, Riverside has the largest budget, though also the largest number of developed park acres.
- Of the four cities, Riverside has the second lowest Capital Improvement Budget.
- Riverside is the only city with Regional/Reserve Parks.
- Development Impact Fees charged by Riverside are low compared with other cities that have updated their fees within the last two years. For example, Ontario’s fee for a single-family home in the “New Colony” is 38% higher than Riverside’s fee. A multi-family fee in the “New Colony” is 55% higher than Riverside’s fee.
- Riverside’s maintenance costs per acre are above average compared to all the surveyed cities. We attribute this to several factors:
 - Equipment, such as the irrigation systems, is out of date. With improved technological upgrades, efficiencies will increase, allowing staff to focus more time toward routine maintenance.
 - The undeveloped Regional/Reserve acreages were not included within the calculation of per acre costs. These lands have minimal maintenance needs, such as fence repair, brush clearance, etc. and it may be that their inclusion would reduce the average cost per acre.

- Street and median tree maintenance costs were removed from the maintenance budget. However, park administrative resources and time are still used to deal with street/median tree complaints.
- A majority of the maintenance staff's time is spent focusing on problems instead of maintenance. With a diminished capital improvement budget, resources are spent on replacement instead of routine maintenance.

3.4 Conclusions

All of the cities surveyed and interviewed are struggling to provide services to a growing population with reduced funds. Cutbacks from the State have worsened their budget woes. Proposed reforms by the Federal government, such as eliminating CDBG funds, will potentially create further hardships upon park and recreation departments.

As noted earlier, while there were similarities among neighboring agencies, differences in the cities' and departments' organizational structure, the availability and condition of recreational amenities, and funding strategies exist. A direct comparison between each agency is difficult to establish. However, the survey revealed different approaches taken by the various agencies to overcome funding difficulties in order to provide the best parks and recreation services possible.

The comparison survey did not reveal any significant new cost savings or revenue generating ideas that are not already being employed by Riverside. The most educational aspect was to witness the overuse impacts on park land occurring in Santa Ana due to their having less than one acre per thousand population.

Chapter 4: Development Impact Fees Update

4.1 Introduction

Development Impact Fees are used by the Park and Recreation Department to acquire, plan, and develop new parks to serve the needs associated with increased population from residential and commercial development within the City. The local park portion of these fees was last reviewed and updated in 1996. The Regional/Reserve Park Fees have not been updated since their inception in 1990. Since these dates, costs for land acquisition and development have increased dramatically, along with increases in utility service fees. In addition, analysis has shown that a number of cost items, such as design and construction management, were not previously included. These shortcomings all combine to limit the City's ability to keep pace with the increasing demand for public park facilities and services.

This study evaluated the current Development Impact Fees and makes recommendations for fee adjustments. First, the fees for local park development were analyzed, taking into account Year 2005 costs for land acquisition, park development costs, and fees. An optional aquatics fee was also calculated for possible inclusion with the local park fees. The Regional/Reserve Park Fees were then evaluated, with updates to acquisition, development, and maintenance costs. The costs of trails were examined in conjunction with the Regional/Reserve Park Fees as a possible addition to these fees. Each topic is discussed in turn below.

Inflation of construction and land costs is mitigated with proposed annual adjustments to the Development Impact Fee. In addition, if the Benefit Assessment District is approved by the voters, funds generated from this funding mechanism will adjust automatically with the inflation rate.

4.2 Local Park Fees

The City of Riverside has a total of 677 acres of local parks, including developed and undeveloped neighborhood, community, and city-wide or special-use parks. Of these acres, almost 446 are developed. Table 4.1 provides a summary of local park acreage.

Table 4.1: Local Park Acreage Summary

Park Acreage Summary	Total Acres	Developed	Undeveloped
Total Neighborhood Parks	166.26	109.40	56.86
Total Community Parks	381.62	209.53	172.09
Total Citywide/Special Use	129.35	126.85	2.5
Total Park Acreage	677.23	445.78	231.45
Current Population	279,407	279,407	279,407
Population / 1,000	279.4	279.4	279.4
Current Acres/1,000	2.42*	1.60*	.83*
<i>Acres / 1,000 Population Standard General Plan Requires</i>		3.00	

*In addition, a portion of regional/reserve park acreage can be credited for local/community needs. Staff estimates these acreages to be 110.51 total acres, 23 developed acres, and 87.51 undeveloped acres. Current acres per thousand would therefore be 2.82 total, 1.68 developed, and 1.14 undeveloped.

The complete list of neighborhood, community, and citywide/special-use local parks with acreage can be found at the end of this chapter in Table 4.18.

With a current population of 279,407, the current total local park acreage, including the credited regional/reserve acres, yields 1.7 acres of developed parks per one thousand residents or 2.8 acres of total local parks per thousand. The current standard for local parks, which has been adopted by the City, is three acres per thousand. Although the City has a shortfall of parks, Development Impact Fees of developed parkland are not to be used to address this need, but rather to apply to the development of new parks as new users are added to the City as population increases through residential or commercial development. These fees are to be applied at the current standard of three acres per thousand.

4.2.1 Local Park Acquisition Cost

To calculate the impact per resident, the cost of acquisition and development of new parks has to be established. The current residential land acquisition cost range of \$3.65 to \$7.00 per square foot within the City was provided by the City of Riverside’s Real Property Services Division of the Department of General Services. The cost for acquisition was then calculated to be, on average, \$5.325 per square foot or \$231,957 per acre. The current fee was calculated on a cost of \$50,000 per acre when the fees were last updated in 1996.

4.2.2 Local Park Development Cost

A number of costs arise that need to be covered in these calculations, including advance planning, preliminary design, surveying, bid document preparation, plan and permit fees and processing, construction testing and management, street improvements, and utility hookups, as well as the construction of the various facilities. When all these costs are

included, the average cost to develop an acre of parkland was determined to be \$424,304. This amount is based on the average cost of a ten-acre neighborhood park¹ and a twenty-acre community park². Table 4.2 lists the different types of amenities and improvements between these categories of parks. Of the three acres of local parks per thousand residents in the City, the 2003 Parks Master Plan Update recommends 1/3 of those acres to be neighborhood parks and 2/3 as community parks. Using this standard, an average construction cost per acre was calculated at \$314,299. The Department's cost for design, administration and permits is 35% of construction costs, yielding a total final cost of \$424,304. Table 4.2 outlines the calculations for total park costs per acre.

These development costs represent actual costs for park development borne by the Department. Fees that were not represented in earlier studies include a portion of community centers, street improvements, and water service. Combined, they represent costs of \$144,000 per acre and a significant portion of the increase in development costs since the 1996 update.

¹ A neighborhood park is intended to serve a population of 3,000 to 5,000 within a convenient walking distance, typically a ½ mile.

² A community park is intended to serve a population of 20,000 to 30,000 within a 1 mile distance. This park should typically be 20 to 30 acres in size.

Table 4.2: Park Improvement Cost Estimates by Park Type

	Unit Cost, Installed		Unit/per acre	10-Acre Neighborhood Park (1/3 standard acres)		20-Acre Community Park (2/3 standard acres)		Average Construction Cost Per Acre
Street Improvements	\$500	LF	160'/acre		\$800,000		\$1,600,000	\$80,000
Water Service	\$4,000	acre			\$40,000		\$80,000	\$4,000
Parking	\$5,000	space	3 spaces/acre	30	\$150,000	60	\$300,000	\$15,000
Building								
Small Restroom	\$200,000	each		1	\$200,000			
Large Restroom	\$300,000	each				1	\$300,000	\$16,667
Equipment Storage Facility	\$60,000	each				1	\$60,000	\$2,000
Restroom/Concession Combo	\$250,000	each					\$250,000	\$8,333
Children Play Area & Equipment	\$24,000	acre			\$240,000		\$480,000	\$24,000
Small Covered Picnic	\$30,000	each		1	\$30,000	10	\$300,000	\$11,000
Large Covered Picnic	\$62,000	each				2	\$124,000	\$4,133
Benches/Tables					\$7,500		\$97,500	\$3,500
Game Courts								
Basketball Court	\$40,000	each		1	\$40,000	2	\$80,000	
Lighted Basketball Court	\$35,000	each				2	\$70,000	\$6,333
Tennis Court (Fenced)	\$60,000	each				2	\$120,000	
Lighted Tennis Court	\$40,000	each				1	\$40,000	\$5,333
Field Sports								
Lighted Baseball	\$375,000	each	1-15 acres avg.					\$25,000
Lighted Soccer	\$360,000	each	1-18 acre avg.					\$20,000
Signage	\$10,000	each		1	\$10,000	2	\$20,000	\$1,000
Landscaping								
Grading, Irrigation, Turf & Trees	\$40,000	acre		9	\$360,000	12	\$480,000	\$28,000
Facilities								
Community Center	\$4,500,000	each	1-75 ac avg. parkland					\$60,000
Subtotal Cost					\$1,877,500		\$4,401,500	\$314,299
Design / Const Mgmt / Permitting Fees @ 35%					\$657,125		\$1,540,525	\$110,005
Total Cost					\$2,534,625		\$5,942,025	\$424,304

4.2.3 Local Park Cost per Resident and Types of Residential Units

Using numbers of \$231,957/acre for acquisition and \$424,304/acre for development yields a total average cost per acre of \$656,261. Multiplying this number by three acres and dividing by 1,000 residents yields a total recommended impact fee per resident of \$1,968.78.

Based on this cost per resident, the average number of residents per dwelling unit is then used to determine the assessment rate per dwelling unit. Based on population numbers

from the Department of Finance and the U.S. Census Bureau, the average residents per dwelling unit was calculated (See Appendix B). The average number of residents per dwelling unit changed at different rates for the different housing types. Therefore, the percentage increase in the fee will be different for each type of dwelling unit. The calculations are shown in Table 4.3.

Table 4.3: Calculation of Local Park Fee

<i>Park Standard: 3 acres/1000 residents for local parks</i>				
<ul style="list-style-type: none"> • <i>Neighborhood Parks 1/3 of acreage</i> • <i>Community Parks 2/3 of acreage</i> 				
Average cost for acquisition		Mean Acquisition. Cost \$5.325./sq. ft \$231,957 /acre		
Average cost for development (see Table 4.2)		\$424,304 /acre		
Average cost for acquisition and development		\$656,261 /acre		
Total Cost per resident = 3 x (Avg. cost for acquisition & dev) /1000		\$1,968.78 /resident		
Housing Type	Resident Per Dwelling*	Proposed Cost per Resident	Proposed Fee per Unit	Recommended Fee per Unit
Single Family				
Detached	3.236	\$1,968.78	\$6,370.98	\$6,370
Attached (Duplex)	2.954	\$1,968.78	\$5,815.79	\$5,820
Multi-Family				
Triplex, quads	2.534	\$1,968.78	\$4,988.90	\$4,990
Residential Condos (5+ units)	1.763	\$1,968.78	\$3,470.96	\$3,470
Multiple Family Units	2.2	\$1,968.78	\$4,331.32	\$4,330
Mobile Home Spaces	2.078	\$1,968.78	\$4,091.13	\$4,090

These fees represent increases of 97% (Residential Condominiums) to 160% (Mobile Homes), with an average increase of 131%. In comparison, the average cost of a home in Riverside/San Bernardino Counties has increased over 157% in the same time period³. Table 4.4 summarizes the calculations and recommended new assessment rates per dwelling unit and compares them against the existing fees.

³ California Association of Realtors, “2005 California Housing Market Annual Historical Data Summary”

Table 4.4: Existing vs. Proposed Local Park Fee by Housing Type

Housing Type	Resident Per Dwelling*	Proposed Cost per Resident	Proposed Fee per Unit	Current Fee per Unit	Percent Increase
Single Family					
Detached	3.236	\$1,968.78	\$6,370.98	\$2,922.00	118%
Attached (Duplex)	2.954	\$1,968.78	\$5,815.79	\$2,315.00	151%
Multi-Family					
Triplex, quads	2.534	\$1,968.78	\$4,988.90	\$2,315.00	116%
Residential Condos (5+ units)	1.763	\$1,968.78	\$3,470.96	\$1,760.00	97%
Multiple Family Units	2.2	\$1,968.78	\$4,331.32	\$1,760.00	146%
Mobile Home Spaces	2.078	\$1,968.78	\$4,091.13	\$1,574.00	160%
<i>*See Appendix B for a calculation of residents per dwelling unit</i>					

4.2.4 Swimming Pool/Aquatics Fee - *Option*

Currently, the City has nine existing Park and Recreation owned and operated pools and six school/joint use pools, for a total of fifteen. Riverside does not have a standard number of residents per pool, and there is not an official state or federal recommendation for such a standard. However, with a current population of 279,407, Riverside’s current level of service is one pool for every 31,045 residents.

It is suggested that this present level of service be maintained, and an aquatics fee will need to be applied to continue this level of service. With an estimated pools replacement cost of \$5 Million, the cost per resident is \$161.05 (\$5,000,000 divided by 31,045 residents – Refer to Table 4.5).

For some years, members of the community have also discussed building an aquatic center instead of another pool. However, the establishment of a nexus to justify the need for an aquatics center was not a part of this study. If the choice is made to build an aquatics center, additional funding beyond the proposed aquatics fee will be needed.

Table 4.5: Pool Costs per Resident

Current pools	
7	Existing Park and Recreation owned and operated pools
2	High School/Joint Use Pools
9	Total
Current Population	279,407
Current Population per pool (current level of service)	
279,407/9	
=31,045 population per pool	
Estimated pool construction/replacement cost	
\$ 5,000,000	
Estimated cost per resident (\$5,000,000/31,045)	
\$ 161.05	

If the City chooses to incorporate this aquatics fee into the local Development Impact Fees, it will result in a new combined cost per resident of \$2,129.83. Using the same number of Residents per Dwelling unit as above, recommended additional fees for each Dwelling Unit are shown in Table 4.6.

Table 4.6: Additional Local Park Development Fee for Pools

Housing Type	Resident Per Dwelling	Cost per Resident	Additional Fee per Unit	Recommended Additional Fee per Unit
Single Family				
Detached	3.236	\$161.05	\$521.15	\$520
Attached (Duplex)	2.954	\$161.05	\$475.74	\$480
Multi-Family				
Triplex, quads	2.534	\$161.05	\$408.10	\$410
Residential Condos (5+ units)	1.763	\$161.05	\$283.93	\$280
Multiple Family Units	2.2	\$161.05	\$354.31	\$350
Mobile Home Spaces	2.078	\$161.05	\$334.66	\$330

4.2.5 Local Park Fees – Non Residential Development

The current non-residential fee rate is equal to the sum of 1% of the first \$100,000 of construction valuation plus 0.50% of such valuation over \$100,000, with a minimum fee of \$700 per unit. Since this fee automatically adjusts with inflation, we recommend no change to this fee structure.

4.2.6 Local Park Fees Recommendations

When the Local Park Development Impact Fees were last determined in 1996, they were calculated at \$906.00 per resident. Table 4.7 compares the components of that calculation with the 2005 breakdown.

Table 4.7: Local Park Fee Component Cost Comparisons

	1996	2005	% Increase
Land Acquisition	\$ 50,000	\$231,957	364%
Basic Park Improvements	\$252,064	\$314,299	25%
Design/Construction Mgmt/Permit Fees Per Acre Total	Not Included	\$110,005	N/A
Aquatics	Not Included	\$268.43/Resident	N/A

As can be seen, the primary reasons for the increased fees are two-fold: the rapid increase in land cost and inclusion of certain actual costs that were excluded in the past.

In 1996, when the last Fees Update was completed, fee rates were recommended to be increased on a four-step basis with the full cost of the fees increase to be adopted in 2000. Table 4.8 summarizes these step increases.

Table 4.8: Past Development Impact Fee Increases per Year

	1997	1998	1999	2000
Residential	Fee	Fee	Fee	Fee
One-family Dwelling Unit	\$1,626	\$2,058	\$2,490	\$2,922
Duplex, Triplex & Quadplex	\$1,474	\$1,754	\$2,035	\$2,315
Multi-family	\$931	\$1,208	\$1,484	\$1,760
Mobile Home	\$885	\$1,115	\$1,344	\$1,574

We recommend that these current fees increase be adopted at one time. The calculated costs represent actual costs the Department must pay in order to develop parks today. At the 2004 growth rate, the annual shortfall in revenue to keep pace with growth is approximately \$1.8 million. By delaying these increases, other funds, such as the City's General Fund, will have to cover the shortfall.

In addition to adopting the recommended fees increase at one time, we also recommend that these fees be reviewed and adjusted on an annual basis, tied to the City's budget cycle. It is recommended that the acquisition costs be calculated by the City's Real Property Services Division, while the development costs are tied to the Producer Price Index for Construction Costs⁴, or some other similar index.

4.3 Regional/Reserve Park Fees

The City of Riverside has a total of 1,925 acres of Regional/Reserve Parks, including developed and undeveloped lands. Of these acres, 165 are developed. In addition, the Department has proposed or is planning to develop another 103 acres of the existing Regional/Reserve Parks throughout the City. Table 4.9 provides a summary of Regional/Reserve Park acreage. The complete list of Regional/Reserves Park acreage can be found at the end of this chapter in Table 4.19.

⁴The Producer Price Index for Construction Costs is calculated monthly by the U.S. Department of Labor, Bureau of Labor Statistics. Details can be found at www.bls.gov.

Table 4.9: Regional/ Reserve Park Acreage Summary

Regional/Reserve Inventory	Developed	Undeveloped
Total Regional/Reserve Acres	165.75	1655.78
Total Acres Proposed for Development		103.62
Total Regional/Reserve Acres		1925.15
Developed/Proposed Acres Percentage		14%

In order to calculate the current Regional/Reserve Park fees per resident, the cost of acquisition, development, and maintenance capital costs of Regional/Reserve Parks had to be established.

4.3.1 Regional/Reserve Park Acquisition Costs

Due to the less urbanized nature of regional parks and reserves, the low end of the range of current acquisition costs of residential land was used for this calculation as provided by the City of Riverside Real Property Services Division. The cost for acquisition was calculated to be \$3.65 per square foot or \$158,994 per acre.

4.3.2 Regional/Reserve Park Development Costs

The cost of Regional/Reserve Park development was calculated by using the estimated subtotal cost of a twenty-acre community park (\$314,299), less half the cost of street improvements (\$40,000), plus the 35% administration cost (\$96,004.65) for a total of \$274,299.09 per acre. The Regional/Reserve Park development subtotal cost was then multiplied by 14%. This percentage reflects the current amount of proposed and developed Regional/Reserve Park acreage that has been set aside by the current population. The 14%, or \$51,843, illustrates the fair share cost to be supported by future Regional/Reserve Park Fees. Refer to Table 4.10.

Table 4.10: Regional/Reserve Park Development Cost

Regional/Reserve Park Development Costs	Cost per Acre
Cost of Development	\$274,299
Design, Permits, Construction Administration, etc (35%)	\$96,005
<i>Subtotal</i>	\$370,304
Percent of Developed/Planned Regional/Reserve Parks	14%
Average Development Cost/ Acre (14%)	\$51,843

4.3.3 Regional/Reserve Park Capital Maintenance Costs

Table 4.11 illustrates calculations used to determine the Regional/Reserve Parks’ share of maintenance facility and equipment costs.

Table 4.11: Regional/Reserve Park Maintenance Cost Calculation

Maintenance Facilities Cost	Acres
Developed Local Parks	445.78
Developed Regional/Reserve Parks	165.75
Total Maintained Park Acreage	611.53
Percent of Maintenance Facilities Cost Applied to Regional/Reserve Parks	
	27%
Park Maintenance - Maintenance Equipment Inventory	
Cost of Current Equipment Inventory	\$693,990
Amount of Cost Applied toward Regional/Reserve Parks (27%)	\$187,377
Park Maintenance - Facility Cost	
Cost of New Maintenance Facility for Total Parks System	\$750,000
Amount of Cost Applied toward Regional/Reserve Parks (27%)	\$202,500
Regional/Reserve Park Maintenance Cost Summary	
Maintenance Equipment Inventory Cost	\$187,377
Current Maintenance Facility Cost	\$202,500
<i>Subtotal</i>	\$389,877
Acres of Currently Maintained Regional/Reserve Parks	166
Cost Per Acre for Capital Equipment and Maintenance Facility	\$2,352

4.3.4 Regional/Reserve Park Cost Summary

Table 4.12 details the calculation of the fees charged for Regional/Reserve Parks. It first adds together the acquisition, development and maintenance capital item costs for an average cost per acre of \$213,189. This amount was multiplied by the variable of .0396. This variable was taken from the 1990 report and is the percentage of the City preserved in open space as Regional/Reserve Parks at that time. This variable is used again for the 2005 calculations to determine a fair share cost for every new acre developed within the City.

Table 4.12: Regional/Reserve Park Fees per Acre Developed

Regional/Reserve Park Acquisition Cost	\$158,994
Average Development Cost/Maintained Acre	\$51,843
Park Maintenance Cost	\$2,352
<i>Subtotal</i>	\$213,189
Percent of Acre Share (1990 Report)	0.0396
Regional/Reserve Park Fee for Every Acre Developed	Total
	\$8,442

4.3.5 Regional/Reserve Park Fees Recommendations

The current Regional/Reserve Park fees were last updated in 1990 (it was not included in the 1996 update), and stands at \$2,535 per acre developed (See Table 4.13). These fees were based on acquisition, development, and maintenance costs of \$64,059 per acre. Since 1990, the fees have become more out of date each year.

Table 4.13: Regional/Reserve Park Fees Cost Comparisons

	1990	2005	% Increase
Land Acquisition	\$ 44,484	\$158,994	257%
Development Costs	\$19,461	\$51,843	166%
Maintenance Capital Costs	\$114	\$2,352	1,963%
Total Fee per Developed Acre	\$2,535	\$8,442	233%

It is recommended that the fees increase be adopted at this time. As costs for land acquisition continue to rise throughout the City, it is important that the City collect fees that represent its actual costs. At the 2004 residential growth rate, the annual shortfall in revenue to keep pace with growth is approximately \$750,000. The costs of purchasing, developing, and maintaining these parks will fall to other funds, such as the General Fund, and will represent an increased burden on the existing City taxpayer.

4.4 Trails Fees

Riverside has a total of approximately 22 miles of regional trails throughout the city. An additional 38 miles of trails would create a loop around the City and become a backbone system for the adopted Park and Recreation Master Plan. Figure 4.1 illustrates locations of existing trails, proposed backbone trails and how these trails link to proposed County trails. Table 4.14 summarizes the City's regional trail inventory.

Table 4.14: Existing and Proposed Regional Trails Inventory

	Miles of Trails	Percentage of Total Miles
Existing	22	36.67%
Proposed	38	63.33%
Total Trail Miles	60	

The primary areas of focus for the additional trails are:

1. Norco Hills/La Sierra Hills
2. Victoria Avenue
3. Gage Canal
4. Box Springs Mountain
5. Springbrook Wash
6. Santa Ana River

4.4.1 Trails Acquisition and Development Costs

Tables 4.15 and 4.16 represent the cost for land acquisition and development of trails. It is estimated that only 10% of the miles are likely to require fee title for acquisition because most trails will be built on existing public land or on rights of way dedicated by new development. Table 4.17 converts miles of trails into acres and utilizes the same cost per acre as Regional/Reserve Parks for acquisition.

Table 4.15: Trails Acquisition Costs

Proposed Trail Acreage (38 miles X 20' width)	92
Amount Needed for Acquisition	10%
Proposed Trail Right of Way in Acres	9.2
Total Cost of Acquisition/Acre (See Table 4.14)	\$158,994

Table 4.16 illustrates the final cost per lineal foot as the average of the cost for a Class I bike path and the cost for equestrian trail development.

Table 4.16: Trails Development Costs

Trail Type	Description	Cost per Linear Foot
Bike Trail/Multi-use Trail Only	Class I, Paved with Stripes	\$60
Equestrian Trail	10' Wide with Mitigation Costs	\$44
Average Development Cost per Linear Foot (LF)		\$52

4.4.2 Trails Fees Calculations

Table 4.17 calculates the trails fees for every acre developed. Using the .0396 “fair share” variable again, of the 60 total miles that will comprise the completed loop trail, only 2.38 miles are needed for the fair share calculation. The miles are converted to lineal feet, which are then divided by the amount of undeveloped acres within the City to come up with 2.63 lineal feet of trail to be developed for each acre of land developed. The final trail fee of \$156 per acre developed is derived by adding together the \$137 trail development cost and the \$19 acquisition cost.

Table 4.17: Trails Fees per Acre Developed

Total Miles of City Loop Trails	60
Percent of Mile Share (1990 Report)	0.0396
Share of Trail Miles to Develop	2.38
Total LF of Trails to Develop (2.38 Mi X 5,280')	12545.28
Total Undeveloped City Acres (from 1990)	4,772
Total LF of Trails per Undeveloped Acre	2.63
Trail Development Cost per Undeveloped Acre (2.63 LF X \$52)	\$137
Trail Acquisition Cost per Undeveloped Acre (2.63 LF) (20' W X 10%) (\$3.65 SF)	\$19
Trail Fee for Every Acre Developed Total	\$156

4.4.3 Trails Fees Recommendations

The trails fees would represent a new fee collected by the City. It is recommended that these fees of \$156 be added into the Regional/Reserve Park fees and be collected on a per acre basis. Using these fees, the Department can begin to meet the trails goals outlined in

the Park and Recreation Master Plan by creating a primary loop of trails throughout the City, connecting signature parks and open spaces.

Table 4.18
Local Parks Inventory and Acreage Summary

PARK SITES		Park Acreage		
		Total Acres	Developed	Undeveloped
Neighborhood Parks				
Existing				
1	Arlington Park (& Pool)	4.77	4.29	0.48
2	Bergamont Park	5.32	5.32	0.00
3	Carlson Park	1.77	1.77	0.00
4	Collett Park	5.60	5.60	0.00
5	Harrison Park	6.49	6.49	0.00
6	Highland Park	5.05	5.05	0.00
7	Islander Park	20.51	1.52	18.99
8	Don Jones Park	5.77	5.77	0.00
9	Lincoln Park	3.25	3.25	0.00
10	Mountain View Park	5.51	5.51	0.00
11	Myra Linn Park	7.89	7.89	0.00
12	North Park	1.23	1.23	0.00
13	Patterson Park	4.27	4.27	0.00
14	Rancho Loma Park	6.48	6.48	0.00
15	Rutland Park	8.63	8.63	0.00
16	Sycamore Highlands	10.46	10.46	0.00
17	Swanson Park	0.80	0.80	0.00
18	Taft Park	7.18	7.18	0.00
19	Thundersky Park	12.65	12.65	0.00
20	Dario Vasquez Park	1.36	1.36	0.00
21	Washington Park	3.90	3.90	0.00
1. Existing Subtotal		128.87	109.40	19.47
Undeveloped				
1	Golden @ Campbell	21.31	0.00	21.31
2	Mt. Vernon Park	8.25	0.00	8.25
3	Victoria / Cross	7.83	0.00	7.83
2. Undeveloped Subtotal		37.39	0.00	37.39
Proposed				
1	Arlington Heights Vicinity	30.00	0.00	30.00
2	Golden Star	19.00	0.00	19.00
3	Tyler Park Site	17.00	0.00	17.00
4	Victoria / Gage	7.00	0.00	7.00
3. Proposed Subtotal		73.00	0.00	73.00
Total Existing Neighborhood Park Acreage (1 + 2)		166.26	109.40	56.86
Total Proposed Neighborhood Park Acreage (3)		73.00	0.00	73.00
Community Parks				
Existing				
1	Bobby Bonds Park (Ceazar Chavez Community Center)	13.67	13.67	0.00
2	Bordwell Park (Stratton Community/ Senior Center)	22.76	22.26	0.50
3	Bryant Park (Aranza Community Center)	19.65	19.65	0.00
4	Castlevew Park	31.46	2.52	28.94
5	Hunt Park (& Pool)	13.92	12.20	1.72
6	Hunter Park	32.20	12.20	20.00
7	La Sierra Park (La Sierra Community Center)	23.15	21.15	2.00
8	Nichols Park (Joyce Jackson Community Center)	14.72	14.72	0.00
9	Orange Terrace	29.81	15.87	13.94
10	Reid Park (Ruth Lewis Community Center & Pool)	42.24	30.24	12.00
11	Shamel Park (& Pool)	9.84	9.84	0.00
12	Villegas Park	17.46	17.21	0.25
1. Existing Subtotal		270.88	191.53	79.35
Undeveloped				
1	Andulka	36.64	2.00	34.64
2	Van Buren/Cleveland	16.00	16.00	0.00
3	Agricultural Park	58.10	0.00	58.10
2. Undeveloped Subtotal		110.74	18.00	92.74
Proposed				
1	N/A	0.00	0.00	0.00
3. Proposed Subtotal		0.00	0.00	0.00
Total Existing Community Park Acreage (1 + 2)		381.62	209.53	172.09
Total Proposed Community Park Acreage (3)		0.00	0.00	0.00
Citywide/Special Use				
Existing				
1	Ab Brown	55.50	55.50	0.00
2	Don Derr Park	21.44	21.44	0.00
3	Don Lorenzi Park	9.08	9.08	0.00
4	Sam Evans Sports Complex (RCC)	11.89	11.89	0.00
5	Parent Navel Orange	0.09	0.09	0.00
6	Riverside Sports Center	17.50	17.50	0.00
7	Streeter Park (Goeske Community Center)	4.42	4.42	0.00
8	White Park (Dale Senior Center)	5.27	5.27	0.00
1. Existing Subtotal		125.19	125.19	0.00
Undeveloped				
1	Boy Scout Camp (Special Use)	2.50	0.00	2.50
2	Low Park (Special Use)	1.25	1.25	0.00
3	Newman Park (Special Use)	0.41	0.41	0.00
2. Undeveloped Subtotal		4.16	1.66	2.50
Proposed				
1	N/A	0.00	0.00	0.00
3. Proposed Subtotal		0.00	0.00	0.00
Total Citywide/Special Use Acreage (1+2)		129.35	126.85	2.50
Total Proposed Citywide/Special Use Acreage (3)		0.00	0.00	0.00
Park Acreage Summary				
Total Neighborhood Parks		166.26	109.40	56.86
Total Community Parks		381.62	209.53	172.09
Total Citywide/Special Use		129.35	126.85	2.50
Total Park Acreage		677.23	445.78	231.45
Total Proposed Acres		73.00	0.00	73.00
Total Population		279,407	279,407	279,407
Population / 1,000		279.4	279.4	279.4
Current Acres/1,000		2.42	1.60	0.83
Acres / 1,000 Population Standard General Plan Requires			3.00	

**Table 4.19
Regional/Reserve Park Development Inventory**

PARK SITES		Park Acreage			
		Total Acres	Developed Acres	Planned for Development	Undeveloped Acres
Regional Reserve Parks / Open Space					
Existing/Undeveloped					
1	Challen Hill	33.01	0.00	5.00	28.01
2	Fairmount Park (Izaak Walton Building, Boathouse, Fairmount Park Adult Center)	209.58	161.30	46.00	2.28
3	Loring	2.45	2.45	0.00	0.00
4	Mt. Rubidoux	161.01	2.00	0.00	159.01
5	Quail Run	26.93	0.00	0.00	26.93
6	Sycamore Canyon Park	1410.91	0.00	0.00	1410.91
7	Tequesquite	43.64	0.00	15.00	28.64
	<i>1. Existing & Undeveloped Subtotal</i>	<i>1,887.53</i>	<i>165.75</i>	<i>66.00</i>	<i>1,655.78</i>
Proposed					
1	Savi Ranch (River Ranch)	37.62	0.00	37.62	0.00
	<i>2. Proposed Subtotal</i>	<i>37.62</i>	<i>0.00</i>	<i>37.62</i>	<i>0.00</i>
	Total Acres	1,925.15	165.75	103.62	1,655.78

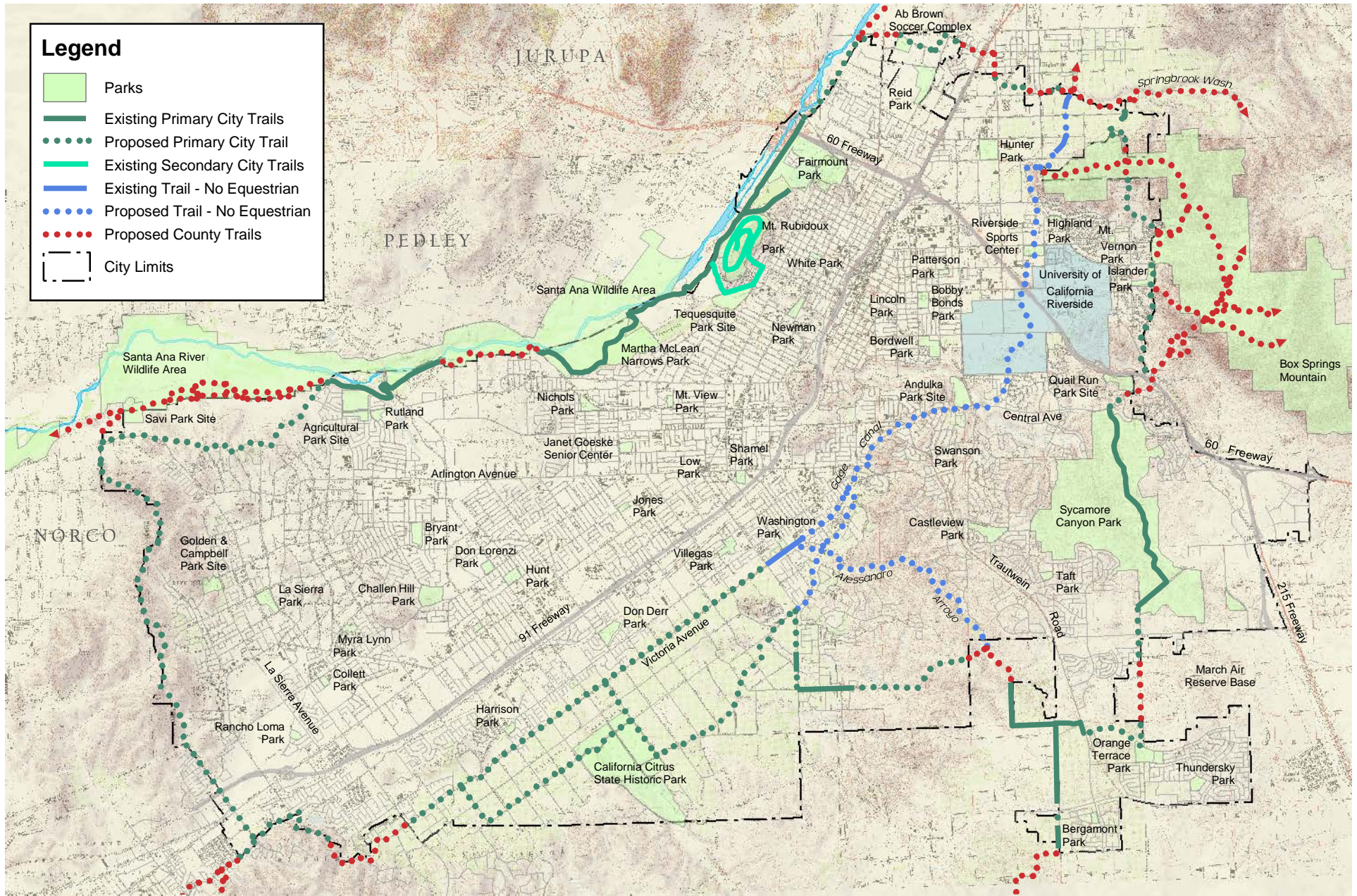
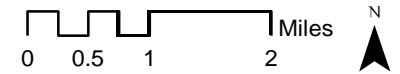


Figure 4.1

Backbone Trails System

City of Riverside Park & Recreation Department
Financial Strategy Plan



November 2005

Chapter 5: Public Use Survey & Public Meetings

5.1 Public Use Survey

Opinion research and a survey were conducted to determine property owner support for a possible park and recreation benefit assessment district within the City of Riverside. Shilts Consultants, Inc. (SCI), specialists in public opinion research and community needs analysis, administered the survey for the City. In late April 2005, over 11,900 surveys were mailed to a randomized and stratified sample pool of property owners and voters. Results were determined from the over 1,565 surveys that were returned, a response rate of 13%.

Property owners were asked whether they would support or oppose a proposal to pay an annual property assessment for park and recreation services. The majority of respondents supported a benefit assessment, with solid support at a proposed rate of \$19. Table 5.1 summarizes the survey findings.

Table 5.1: Overall Support of Benefit Assessment District by Proposed Rate of Assessment

Rate	% Support	% Oppose
\$9.00	61%	39%
\$19.00	57%	43%
\$24.00	53%	47%

Property owners were also asked to indicate their degree of support for a range of different park and recreation services. The top priorities for the respondents included the following:

- Only 5% of the proceeds from a local parks funding measure would be used for administration; 95% would be used for projects
- Improve the maintenance of existing parks and recreation facilities
- Maintain street, neighborhood and park trees
- Increase park safety and security patrols
- Improve maintenance and trimming frequency of street trees throughout Riverside
- Improve recreational and educational programs for kids and teens to help keep them off drugs and away from gangs and crime

Overall, the survey and opinion research indicated that a measure with a maximum \$19 assessment, focused on improving the maintenance and upkeep of existing parks, trees, and recreation facilities, improving safety and security of parks, and maintaining strong fiscal responsibility, has a high likelihood of success.

Appendix C details the report from SCI, including information about methodology, an overview of Benefit Assessment Funding, and more detailed Survey Findings.

5.2 Public Meetings

While this report was being prepared, two community meetings were held with various park and recreation stakeholders, including youth groups, environmental interests, and trails groups, to obtain their input and gauge support for the Department's goals.

At the meetings, a brief overview was provided of the 2003 Park and Recreation Master Plan, budget challenges faced by the Department, and the Financial Strategy Plan currently underway. This presentation was followed by detailed information regarding rehabilitation, development, and construction work currently underway. Break-out sessions were then conducted with the stakeholders to solicit detailed information regarding their priorities for the Department.

Based upon these meetings, several specific needs and issues were identified, from the need for more garbage cans at park sites to a new major sports and aquatics park. The priorities that were expressed by the stakeholders were:

- Developing partnerships with schools, youth groups and developers
- Converting Fairmount Park's golf course into a sports complex
- Creating joint uses between clubs and youth organizations
- Expanding recreation facilities at all parks to relieve overcrowding
- Increasing funds to purchase, maintain and operate parks
- Working with sports groups to privately fund undeveloped parks

The participants were very understanding of the issues faced by the Department and generally supportive of financial solutions described in this report. More detailed information regarding the Stakeholders' Public Meeting can be found in Appendix D.

Chapter 6: Conclusions & Recommendations

6.1 Conclusions

The City of Riverside Park and Recreation Department currently manages and maintains over 677 acres of local parks and 1,925 acres of regional/reserve parks, serving a population of approximately 280,000 residents. This park system is one of the oldest and largest in the Inland Empire and represents a significant investment by the community in recreation and open space.

The City has seen a combination of dramatic population growth and dwindling funding over the past ten years, leading to a growing gap between needs and resources within the Park and Recreation Department. As a result, the Department has had to make several hard choices to determine how to best use available funds. Many programs were placed on hold, leading to a backlog of development and rehabilitation. The Department does not meet its standard of three acres of local parks per 1,000 residents and much of its existing acreage is in need of refurbishment. In addition, many more acres need to be acquired and developed.

The City of Riverside is comparable to its neighbors, as all local parks departments are facing budget shortfalls. Several cities are addressing some of these shortfalls by merging departments to achieve administrative savings or subcontracting maintenance work. Other cities have looked to assessment districts or general obligation bonds for funding. Many of the cities have noted a growing gap between Development Impact Fees collected and actual costs of park acquisition and construction. Likewise, the current fees collected by the City of Riverside are inadequate to cover actual costs.

In summary, the significant financial issues faced by the Department can be grouped as follows:

1. Many of the City's parks have worn out facilities that are inefficient to maintain and in need of rehabilitation and upgrading.
2. Operations, maintenance, and security of the park system has deficiencies.
3. The City is seriously deficient in developed parks and recreation facilities, having less than two acres per 1,000 residents.
4. The City is falling further behind in developed park land every year.
5. Although blessed with preserved open spaces in and around the City, there are still important edges and connecting corridors in need of preservation.
6. Less than one half of the City's backbone trail system has been implemented.
7. The City is particularly deficient in sports facilities and has no aquatic center.

One single comprehensive financial solution for all these issues is not possible. Instead, by developing a grouping of solutions, full coverage can be obtained and the burden on any one approach is reduced. The potential funding sources include:

1. Ask the City property owners to approve a City-wide Benefit Assessment District.
2. Increase recreation user fees.
3. Allocate a portion of potential utility land sales.
4. Allocate a portion of the La Sierra Redevelopment District revenues.
5. Adjust local and regional park development impact fees to match actual costs.
6. Request a portion of the MSHCP fees collected in Riverside be utilized for open space and corridor acquisition projects in and near the City.
7. Add a trail fee component to the Regional/Reserve Park fee.
8. Add an aquatic center fee component to the local park fee.
9. Increase General Fund allocations.
10. Ask the City voters to approve a municipal park bond issue.
11. Seek State and Federal grant sources.

The following section further describes the seven major challenges and the potential funding sources and strategies that best match each challenge and ensures coverage of all the issues.

6.2 Park Challenges

6.2.1 Many of the City's parks have worn out facilities that are inefficient to maintain and in need of rehabilitation and upgrading.

In 2002, a \$35 million capital improvement program budget was created to both rehabilitate and expand neighborhood and community parks throughout the City. This budget was funded through a combination of local and regional park fees, State park bond money, federal grant money, CDBG funds, City general funds, and other miscellaneous funds. The restoration of White Park, expansion of Orange Terrace Park, and the rehabilitation of Shamel Park and several other local parks are just a few of many improvements that have been completed to date.

Approximately \$16 million of the above funds remain to be expended and will be utilized for continued implementation of previously identified projects throughout the City over the next three years. Table 6.2 at the end of this chapter details a list of the Department's refurbishment projects.

After completion of the above referenced facilities, there will still be some minor rehabilitation and maintenance efficiency projects of the local parks within the City and one last significant project, the rehabilitation of Fairmount Park.

Potential Funding Sources and Strategies:

Local Park Units

- Continue existing CIP allocations
- Create Benefit Assessment District and bond portion of income stream
- Increase annual General Fund allocation from \$600,000 to \$1 million
- Working with developers

- Regional/Reserve Parks, Fairmount Park and Mt. Rubidoux*
- Regional Park fees
 - Allocation of portion of utility land sales
 - Seek grant funds to supplement Fairmount Park effort

6.2.2 Operations, maintenance, and security of the park system has deficiencies.

The need to improve the maintenance of the parks and recreation facilities is obvious to the casual observer. Some of the causes include older and worn out facilities in need of rehabilitation, inefficient irrigation systems, and overuse due to system inadequacies. The rehabilitation of existing parks and improvement of undeveloped park lands will be major steps toward the solutions needed.

The only applicable new funding source that could be utilized to improve operations and maintenance would be a benefit assessment district. Operation of the recreation programs is also an area of interest. It appears that a greater percentage of the cost of providing programs could be obtained through fees and charges.

Potential Funding Sources and Strategies:

- Create benefit Assessment District
- Evaluate all user fees annually. Optimize cost recovery.
- Utilize efficiency savings to maintain new park units

6.2.3 The City is seriously deficient in developed parks and recreation facilities, having less than two acres per 1,000 residents.

There are some outside sources of funds that can be earmarked for catch-up, such as grant funds, community development block grants, and the City's share of periodic State Park bond issues. The Department has a good record of obtaining such funds and, if it continues to focus on this issue, can make a significant impact. It is anticipated that a new State Parks bond issue will be on either the 2006 or 2008 ballot.

In addition, there is a strategy that can be utilized to accomplish a measure of catch-up. The City has a number of undeveloped and partially developed parks. The completion of most of these existing park sites can be accomplished by concentrating funding on these lands over the next five years. Figure 6.1 illustrates the distribution of the 114 undeveloped park acres available for potential development.

Potential Funding Sources and Strategies:

- Allocation of a portion of utility land sales
- Allocation of a portion of La Sierra Redevelopment Funds
- Local park fees
- Potential State Park Bond and other grant funds

6.2.4 The City is falling further behind in developed park land every year.

As previously explained, both the local park and regional/reserve park fees have not been updated for many years and need to be increased to keep pace with the City's anticipated growth in coming years. This ensures new residents pay their fair share of the expanding demands placed upon the City's park system. In addition, the fees should be adjusted annually to avoid big jumps in the future and to keep pace.

Potential Funding Sources and Strategies:

- Adjust Development Impact Fees for both local parks and regional/reserve parks as soon as possible, and as frequently as necessary (recommended annually), to keep pace with actual costs for new park acquisition and development.
- In the future, adjust the two fees annually at the time of the City's budget review and approval. Future adjustments should be adjusted utilizing the construction cost price index and the City's estimated average cost of land acquisition.

6.2.5 Although blessed with preserved open spaces in and around the City, there are still important edges and connecting corridors in need of preservation.

Some of the missing pieces of open space are included within the Western Riverside County Multi-Species Habitat Conservation Plan (MSHCP). As an alternative to the City's acquiring and developing Regional/Reserve Open Space parks on its own, a portion of this need could be met through coordination with, and the cooperation of, the Riverside County Regional Conservation Authority (RCA). The City currently collects impact fees for the RCA for Multi-Species Habitat Conservation. These fees are used to acquire key open space and habitat linkages that have been identified, many of which fall within the boundaries of, and/or are immediately adjacent to, the City of Riverside.

Two approaches could help both agencies meet their goals. One would be to share information with the City Planning Department so that as development projects within the City move forward, conditions imposed under the City's mapping and entitlement processes could assist in assuring the preservation of these open spaces. Secondly, the City Council could request the cooperation of the RCA in assigning higher funding priorities for such open space parcels located within and/or abutting the City in return for the assistance the entitlement process could provide. In so doing, the City could instead meet its goals for provision of open spaces without duplicating the RCA's efforts. This could conceivably forestall the need for further increases to the Regional/Reserve Park Fees once such cooperative procedures were in place.

Potential Funding Sources and Strategies:

- Develop fee credit agreement with Regional Conservation Authority

- Allocate percentage of collected fees to acquire eligible properties
- Coordinate with the City Planning Department, the State Department of Fish & Game, and the U.S. Army Corps of Engineers in identifying desired parcels that could be acquired through mitigation for other development projects
- Coordinate with the City Planning Department to utilize clustering of residential housing where possible, in order to preserve desired open space areas
- Seek grant assistance for open space acquisition and development

6.2.6 Less than one half of the City’s backbone trail system has been implemented.

The City Council recently provided a priority to the development of trails within the City by allocating funds for this purpose along with establishing a trail coordinator position. In addition, the City is cooperating with the County in the development of the Santa Ana River Trail through and near the City. Even with these efforts, significant shortfalls remain.

Because of the association of trails with the regional/reserve parks, it is suggested that the City consider adding a fair share portion to these fees and to earmark them for acquisition and development of trails.

Potential Funding Sources and Strategies:

- Continue existing trails program
- Add a trail fee component to the Regional/Reserve Park fee
- Adopt the Trails Fee with the Regional/Reserve Park fees and earmark the funds toward trail acquisition and development
- Seek grant assistance for trails

6.2.7 The City is particularly deficient in sports facilities and has no aquatics center.

The deficiency in sports facilities could be further exacerbated when the lease of the Ab Brown Soccer Complex expires. The overall situation will be partially addressed with the development of the unimproved parkland.

The Parks Department is presently investigating potential sites where clustering of sports fields can be accommodated. These include Fairmount Park, SAVI Ranch and others. Perhaps one or more such complexes could be featured in a general obligation bond.

The Park and Recreation Department owns and/or operates a total of 9 recreational pools (includes 2 joint-use pools at high schools) for its citizens. Although most of these pools have received extensive renovations over the past 20 years, a new recreational pool has not been built within Riverside’s park system within that time period.

The proposed increases to local park fees as cited above do not include the costs for

continuing to provide individual recreational pools per the City's current standards. To continue to do so at the current service level, a 'fair-share' cost calculated at \$161 per resident would be required.

The incremental fee increase for provision of pools as identified below is provided separately to facilitate strategies that may provide opportunities for partial funding of an aquatic center in lieu of continuing to provide individual recreational pools. The supplemental funds could serve as 'seed' monies for an aquatics center, provided other funding, beyond the amount of these proposed fees would be needed to fully fund such a facility since it represents a departure from the park systems current met standards.

Potential Funding Sources and Strategies:





- Continue to include sport field development in new park development
- Continue to search for potential locations for one or more sports complexes
- Either buy the land accommodating the Ab Brown Soccer Complex from City Utilities or find a new location where the complex can be relocated at the end of the lease
- Explore the potential for partnerships with organized sports groups whereby they might assist with construction through volunteers
- Initiate an aquatic fee within the local park fee and earmark funding towards maintaining current levels of service
- Explore additional funding opportunities for an aquatic center
- Continue efforts to obtain funding for sports complex(es) and an aquatic center through grants

Strategies Summary

There are many different funding strategies that can be used by the Park and Recreation Department in order to solve the variety of challenges that it faces. Table 6.1 below presents a matrix summary of the different funding strategies and the financial issues to which they may apply.

Table 6.1 Funding Strategies Matrix

	General Fund	Local Park Fees	Regional/Reserve Park Fees	Incremental Pool Fees	Trails Fees	Benefit Assessment District	Bond Measure	MSHCP Fees/Credits	Grants
Park Rehabilitation	●	+				●			■
Upgrade of Facilities	●	+	●			●	●		■
Operations & Maintenance	●		○						
“Catching Up,” Completing new park facilities at old sites	●	●		●			●		■
Sports Complex	●	●							■
“Keeping Pace,” New parks for new development	●	●							■
Open Space Acquisition	●		●			●		●	■
Trails	●				●				■
Aquatics Center	●			▲			●		■
Recreation Programming	●					●			■

-  Up to maximum of 15% of fees collected
-  Portion of funding related to meeting current standards for pools
-  Portion of funding may be used for capital maintenance items
-  Grants are typically received specific to the project for which they are received

6.3 New Funding Mechanisms

6.3.1 Benefit Assessment District

A public opinion survey conducted in April 2005 indicated that Riverside property owners are generally supportive of a benefit assessment to improve existing park infrastructure and increased park maintenance. The survey recommended a maximum assessment of \$19.00 per household. At this rate approximately \$1.4 million would be generated annually to benefit park and recreation efforts. Funds from such a district can be very useful for improving park maintenance, the rehabilitation of facilities and for recreation programming.

6.3.2 Municipal Parks Bond

The public opinion survey did not assess support for a municipal parks bond. However, the City may want to present a bond measure for the voters' consideration within two years of a successful passing of the benefit assessment. In many cases after a successful passing of a benefit assessment or bond measure, voters are often more likely to pass a subsequent measure to build upon past improvements.

A municipal parks bond could focus on upgrading existing facilities and particularly on improving new parks so as to better catch up with demand.

Recommendations

It is recommended that the following financing mechanisms be implemented:

1. Place before property owners of the City the question of creating a citywide benefit assessment district for parks rehabilitation, development, operations, maintenance, and security in the amount not to exceed \$19.00 per household.
2. In the future, consider placing before the voters of the City a municipal parks bond for park and recreation facility development.
3. Increase the local park Development Impact Fees paid by developers or new housing projects to meet present costs for park acquisition and development.

Housing Type	Resident Per Dwelling*	Proposed Cost per Resident	Proposed Fee per Unit	Current Fee per Unit	Percent Increase
Single Family					
Detached	3.236	\$1,968.78	\$6,370.98	\$2,922.00	118%
Attached (Duplex)	2.954	\$1,968.78	\$5,815.79	\$2,315.00	151%
Multi-Family					
Triplex, quads	2.534	\$1,968.78	\$4,988.90	\$2,315.00	116%
Residential Condos (5+ units)	1.763	\$1,968.78	\$3,470.96	\$1,760.00	97%
Multiple Family Units	2.2	\$1,968.78	\$4,331.32	\$1,760.00	146%
Mobile Home Spaces	2.078	\$1,968.78	\$4,091.13	\$1,574.00	160%

Non-Residential

No change recommended 0%

Maintain the present fee of 1% of the first \$100,000 of construction valuation plus 0.50% of such valuation over \$100,000, with a minimum fee of \$700 per unit.

4. In future years, update the Development Impact Fees annually at budget time in order to avoid major multi-year jumps and to keep pace with rising costs.
5. Increase the Regional/Reserve Park fees to meet present costs for acquisition, development, maintenance, and capital expenditures.

	Proposed Fee	Current Fee	% Increase
• REGIONAL/RESERVE PARK FEES	\$8,442/AC	\$2,535/AC	233%

6. Add to the Regional/Reserve Park fees a fair share cost of acquisition and development of a backbone trail system within the City. The increase to the fees would be as follows:

Trails Fees

Fee per Acre Developed \$ 156

7. Add to the local park Development Impact Fees an incremental amount to cover the fair share cost of new pools or an aquatic center. The increase to the fees would be as follows:

Local Park Fees Pool Increment

Housing Type	Resident Per Dwelling	Cost per Resident	Supplemental Fee per Unit Increase
Single Family			
Detached	3.2	\$161	\$520
Attached (Duplex)	3.0	\$161	\$480
Multi-Family			
Triplex, quads	2.5	\$161	\$410
Residential Condos (5+ units)	1.75	\$161	\$280
Multiple Family Units	2.2	\$161	\$350
Mobile Home Spaces	2.0	\$161	\$330

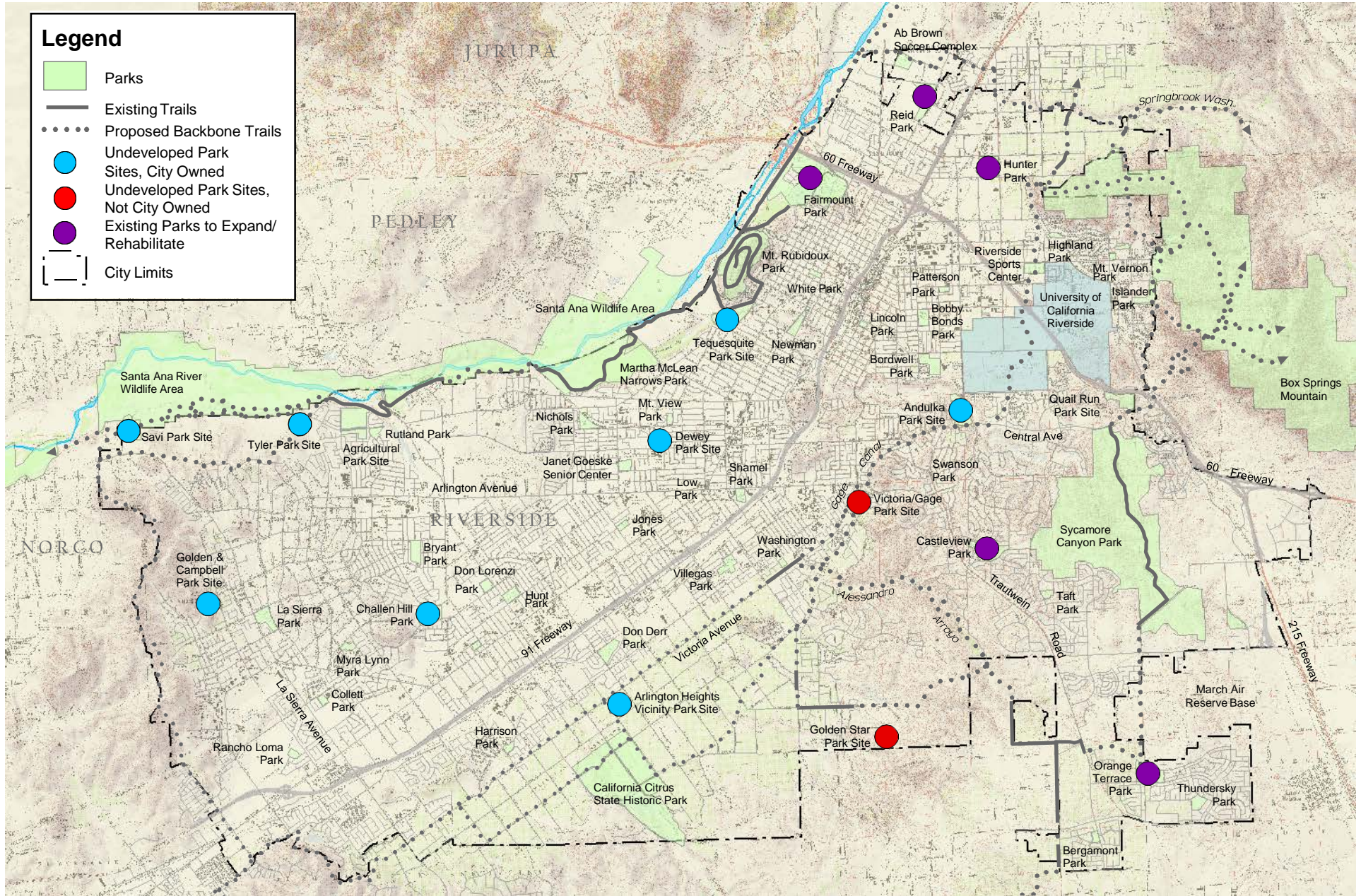


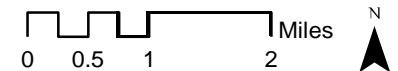
Figure 6.1

Park Acreage Available for Potential Development

City of Riverside Park & Recreation Department
Financial Strategy Plan



November 2005



Appendices

- Appendix A:** Parks and Recreation Fee Survey Questionnaire and Responses
- Appendix B:** Calculations
- Appendix C:** DRAFT Opinion Research and Survey of the City of Riverside Property Owners
- Appendix D:** Park and Recreation Stakeholders Meeting Results

Appendix A: Parks and Recreation Survey Questionnaire

**Please return completed Questionnaire to The Dangermond Group by
October ____, 2004. THANK YOU!!!**

Facsimile: 916-447-5099 e-mail: kwinters@dangermond.com

Name _____ Title _____
Department _____
Agency _____
Address _____
City/State/Zip _____
Phone _____ Fax _____
e-mail _____

(All numbers can be approximate)

1. Total Developed Park Acreage _____
2. Total Parks Department Budget _____
 - a. Parks Maintenance Budget _____
 - b. Recreation Budget _____
 - c. Administration Budget _____
 - d. Acquisition Budget _____
 - e. Capital Improvement Budget _____
3. Maintenance Costs per Acre _____
4. Total Parks Department Revenue _____
 - a. General Fund _____
 - b. Development and/or Quimby Fees _____
 - c. Other Fees (pls. identify) _____
 - d. Grants _____
 - e. Other (pls. identify) _____
5. Park Development Fees per Unit
 - a. Single Family _____
 - b. Multi-Family _____
 - c. Mobile Home _____
 - d. Other (please identify) _____
 - e. Date Fees were last updated _____
6. Do you charge a plan check fee to review development plans for parks and/or street trees? Yes No If so, how much? _____
7. If you have had a recent development project, please provide a brief description of the project with the approx. costs per acre (including arch, eng., & admin separately, if possible): _____

8. Do you have any unique or "cutting edge" financing or fee structures in place? If so, please let us know if we can call you to learn more. Yes! No.

- Page 2 -

(Please attach additional sheets as necessary.)

1. Have there been any local bond measures or assessment districts proposed / passed for the financing of parks? If so, please include a brief description of the measure, what the money was earmarked for, and whether it passed or failed. _____

2. What is your percentage of General Fund recovery (i.e. what portion of revenue generated by your department is returned to the General Fund, versus your department's total amount of General Fund allocation)? _____

3. What have been your city's specific financial trends in the parks and recreation budget over the past 5 years (i.e. declining percentage of general fund revenue, increase dependence on grant funds, creation of special districts, increase in fundraising and marketing efforts, etc.)? _____

4. What have been some of the major impacts (political/financial/other) that have affected the parks and recreation budget within the past 5 years? _____

5. We would also like to request, if possible, current copies of:

- Your parks and recreation department budget (including revenue sources and expenditures)
- If separate, your budget for other funding sources, such as grants, fees, assessment districts
- Latest Park Fee Study (if applicable)
- Estimated Funding Backlog (including acquisition, development, renovation & rehabilitation)
- Other information you feel we may find useful

Thanks!

Appendix A
Table A-1 Parks and Recreation Fee
Survey Questionnaire Responses

Agency	Income	Population	Pop/1000	Current Acres	1	2	2a	2b	2c	2d	2e	3	4	4a	4b	4c.1	4c.1	4c.2	4c.2
City of Riverside	\$41,646	279,407	279.4	1.7	611.53	\$25,254,270	\$7,857,468	\$4,373,551	\$1,782,917	\$0	\$4,206,218	\$8,446	\$30,405,639	\$7,624,946	\$2,009,279	\$0		\$0	
Total Developed Park Acreage					445.78														
Local Park Developed Acreage					165.75														
Regional/Reserve Park Developed Acreage																			
Agency	Income	Population	Pop/1000	Current Acres	1	2	2a	2b	2c	2d	2e	3	4	4a	4b	4c.1	4c.1	4c.2	4c.2
Focus Group																			
1 City of Ontario	\$42,452	167,921	167.9	2.8	472	\$17,137,000	\$4,430,000	\$3,970,000	\$2,142,000	\$0	\$16,583,000	\$9,000	\$703,000	\$603,000	\$100,000	\$0		\$0	
2 City of Santa Ana	\$43,412	349,123	349.1	0.9	315		\$3,578,890	\$2,374,045	\$1,124,140	\$0	\$5,000,000	\$7,543	\$7,656,035	\$1,661,770	\$301,000	\$996,964		\$0	
3 City of Stockton	\$35,453	269,147	269.1	2.1	570	\$7,688,249	\$1,386,827	\$3,712,300	\$1,386,827	\$0	\$4,451,000	\$7,750							
Focus Group Average	\$40,439	262,064	262.1	1.94	452.33	\$12,412,625	\$3,131,906	\$3,352,115	\$1,550,989	\$0	\$8,678,000	\$8,098	\$4,179,518	\$1,132,385	\$200,500	\$498,482		\$0	
Agency	Income	Population	Pop/1000	Current Acres	1	2	2a	2b	2c	2d	2e	3	4	4a	4b	4c.1	4c.1	4c.2	4c.2
Agencies within a 50 Mile Radius																			
4 City of Banning	\$32,076	27,192	27.2	2.2	61		\$432,798	\$427,654	\$0	\$0	\$3,400,000	\$7,095	\$1,496,652	\$791,652	\$700,000	\$68,800	User Fees	\$0	N/A
5 City of Calimesa	\$37,849	7,348	7.3	0.9	6.8	\$5,800	\$5,800	\$0	\$0	\$0	\$0	\$892	\$92,560	\$0	\$0	\$0	\$0	N/A	N/A
6 City of Chino Hills	\$55,401	76,401	7.6	0.0			\$6,965,700	\$2,089,700	\$561,400		\$12,136,100				\$39,015	\$108,990	Parks and Recreation Facilities Fees	\$1,261,800	N/A
7 City of Corona	\$59,615	141,750	141.8	2.4	340	\$10,000,000	\$3,190,000	\$2,000,000	\$1,000,000	\$1,000,000	\$3,000,000	\$10,000	\$4,000,000	\$1,500,000	\$1,000,000	\$250,000	Enterprise Fund - Airport	\$0	N/A
8 City of Fontana	\$45,782	154,789	154.8	2.2	337	\$6,436,800	\$3,168,600	\$3,200,000	\$0	\$0	\$0	See note	N/A	\$6,654,800	\$2,000,000	\$0			
9 City of Grand Terrace	\$53,649	12,227	12.2	2.7	33	\$153,000	\$0	\$0	\$18,000	\$0	\$90,000	\$4,090	N/A	\$0	\$0	\$0	N/A	\$0	N/A
10 City of Highland	\$41,230	49,246	49.2	0.7	32.5	\$202,000	\$197,515	\$0	\$3,308	\$0	\$0	See note	\$6,300	\$0	\$207,500	\$6,300	Assessment Districts	\$0	N/A
11 City of Loma Linda	\$38,204	20,952	21.0	2.7	57.61	\$872,900	\$476,900	\$0	\$0	\$0	\$396,000	\$8,278	\$1,216,300	\$476,900	\$526,500	\$0		\$0	
12 City of Moreno Valley	\$47,387	155,105	155.1	2.0	312	\$4,867,761	\$2,828,771	\$1,620,065	\$418,925	\$0	\$0	\$9,066	\$7,257,121	\$0	\$873,631	\$2,619,105	Park Land Facility DIF	\$1,280,865	Recreation Center Impact Fee
13 City of Murrieta	\$60,911	77,661	77.7	2.1	162	\$6,971,830	\$5,148,379	\$720,170	\$1,103,281	\$0	\$13,456,948	\$9,583	\$5,749,941	\$566,616					
14 City of Pomona	\$40,021	158,360	158.3	1.3	210	\$6,339,809	\$3,501,436	\$1,961,461	\$724,651	\$0	\$8,175,920	\$9,000	\$1,589,531	\$852,616	\$100,000	\$0	N/A	\$0	N/A
15 City of Redlands	\$48,155	68,832	68.8	2.1	145	\$2,232,836		\$1,045,745	\$0	\$0	\$0	\$8,200	\$220,450			\$210,450	Program Fees	\$10,000	Facility Rentals
16 City of Temecula	\$59,516	77,460	77.5	2.5	192		\$1,100,500				\$45,100,000		\$812,800		\$350,805				
17 City of Upland	\$48,734	72,709	72.7	1.8	131	\$0	\$1,016,540	\$443,130	\$558,860	\$0	\$3,136,050	\$7,760	\$0	\$0	\$0	\$0	N/A	\$0	N/A
18 City of Yucaipa	\$39,144	47,427	47.4	2.3	110.1	\$3,019,606	\$1,213,606	\$891,000	\$315,000	\$150,000	\$450,000	\$11,030	\$3,019,006	\$1,567,624	\$420,000	\$660,000	Activity Fees	\$8,000	Rental Fees
Valley-Wide Park & Recreation District - San Jacinto, Hemet, Valle Vista, French Valley, Menifee, Winchester					255	\$6,400,000	\$3,200,000	\$500,000	\$500,000	\$7,600,000	Quimby	\$7,200	\$1,200,000	\$500,000	in lieu	\$1,200,000	Program Fees	\$0	N/A
50 Mile Radius - Average	\$47,178	76,497	71.91	1.9	159.00	\$3,654,026	\$2,163,103	\$993,262	\$346,895	\$625,000	\$5,956,068	\$7,683	\$2,050,820	\$993,093	\$478,265	\$394,127		\$232,788	
Average Total Responses	\$46,055	107,425	104	1.9	207.9	\$4,821,839	\$2,324,570	\$1,386,404	\$547,577	\$514,706	\$6,409,723	\$7,766	\$2,334,646	\$1,011,665	\$441,230	\$408,041		\$196,974	

Appendix A
Table A-1 Parks and Recreation Fee
Survey Questionnaire Responses

Agency	Other Fees - Total 4c	Grants 4d.1	Other Grants - Amount 4d.2	Other Grants - Identify 4d.2	Grants - Total 4d	Other Revenue Sources - Amount 4e.1	Other Revenue Sources - Identify 4e.1	Other Revenue Sources - Amount 4e.2	Other Revenue Sources - Identify 4e.2	Other Revenue Sources - Total 4e
City of Riverside										
Total Developed Park Acreage	\$0	\$8,725,136	\$0		\$8,725,136	\$2,046,278	Special Transit	\$0	N/A	\$2,046,278
Local Park Developed Acreage										
Regional/Reserve Park Developed Acreage										
Agency	4c	4d.1	4d.2	4d.2	4d	4e.1	4e.1	4e.2	4e.2	4e
Focus Group										
1 City of Ontario	\$0	\$0	\$0	N/A	\$0	\$0	N/A	\$0	N/A	\$0
2 City of Santa Ana	\$996,964	\$5,000,000	\$0	Grant monies from CIP Multiple years	\$5,000,000	\$90,000	Donations & Special Fees	\$0	N/A	\$90,000
3 City of Stockton	\$0	\$0	\$0		\$0	\$0		\$0	N/A	\$0
Focus Group Average	\$332,321	\$2,500,000	\$0		\$1,666,667	\$45,000		\$0		\$30,000
Agency	4c	4d.1	4d.2	4d.2	4d	4e.1	4e.1	4e.2	4e.2	4e
Agencies within a 50 Mile Radius										
4 City of Banning	\$68,800	Varies	\$0		\$0	\$5,000	Community Organizational Support	\$0	N/A	\$5,000
5 City of Calimesa	\$0	\$92,560	\$0	N/A	\$92,560	\$0		N/A	\$0	\$0
6 City of Chino Hills	\$1,370,790	\$0	\$0	N/A	\$0	\$8,012,500	L & L Districts Funds			\$8,012,500
7 City of Corona	\$250,000	\$1,000,000	\$0	N/A	\$1,000,000	\$0	General Obligation Bond for Land Acquisition	\$0	N/A	\$0
8 City of Fontana		\$1,200,000				\$49,227,600	see notes			\$49,227,600
9 City of Grand Terrace	\$0	\$612,600	\$0	N/A	\$612,600	\$0		\$0	N/A	\$0
10 City of Highland	\$6,300	\$800,000	\$0	State Grant for Construction	\$800,000	\$0		\$0	N/A	\$0
11 City of Loma Linda	\$0	\$212,900	\$0		\$212,900	\$0				\$0
12 City of Moreno Valley	\$3,899,970	\$599,000	\$0	Childcare Grant	\$599,000	\$0		\$0	N/A	\$0
13 City of Murrieta	\$0	\$0	\$0	N/A	\$0	\$0		\$0	N/A	\$0
14 City of Pomona	\$0	\$142,904	\$0	N/A	\$142,904	\$494,011	Gas Tax	\$0	N/A	\$494,011
15 City of Redlands	\$220,450	\$0	\$0		\$0	\$0		\$0		\$0
16 City of Temecula	\$0				\$0	\$6,126	Special Tax for Parks & Recreation - DIF (Developer Impact Fees) \$2,260.92 Parks & Rec, \$659.00 Open Space & Trails. Update 7/04			\$6,126
17 City of Upland	\$0	\$200,000	\$0	N/A	\$200,000	\$0		\$0	N/A	\$0
18 City of Yucaipa	\$668,000	\$16,549	\$15,000	CDBG	\$31,549	\$200,036	Reimbursements - lights, cross guard services	\$87,000	Misc.	\$287,036
19 Valley-Wide Park & Recreation District - San Jacinto, Hemet, Valle Vista, French Valley, Menifee, Winchester	\$1,200,000	\$790,000	\$0	Community Outreach Teen Project	\$790,000	\$0		\$0	N/A	\$0
50 Mile Radius - Average	\$512,287	\$404,751	\$1,071		\$298,768	\$3,621,580		\$7,250		\$3,627,017
Average Total Responses	\$ 482,293	\$ 666,657	\$ 938		\$ 526,751	\$ 3,224,182		\$ 5,800		\$ 3,059,067

Appendix A
Table A-1 Parks and Recreation Fee
Survey Questionnaire Responses

Agency	5 Parks Development Fees Per Unit	5a Single Family	5b Multi-Family	5c Mobile Home	5d Other (Please Identify)	5e Date Fees were Updated	6 Plan Check Fee? Y/N	6b If so, how much?	
City of Riverside		\$2,922	\$1,760	\$1,574	\$2535/acre Regional/Reserve Park Fees. Non resident = 1% for first 100,00, 0.5% for . 100,000, minimum \$700/unit	1996	Y	Street Tree Check - \$ 55 + \$.25 LF of curb.	
Local Park Developed Acreage									
Regional/Reserve Park Developed Acreage									
Focus Group									
1 City of Ontario		\$2,374	\$1,988	\$1,586	\$1,948 Single Family Attached. Fees are for existing City, for annexation areas: single family = \$4,747 & Multi-Family = \$3,976	6/2003	N	\$0	
2 City of Santa Ana		see Notes				7/2004	Y	\$0	
3 City of Stockton		\$1,963	\$1,240						
Focus Group Average		\$2,168	\$1,614	\$1,586					
Agencies within a 50 Mile Radius									
4 City of Banning		\$999	\$821	\$0	\$530 High density, \$1,233/acre Commercial (building space)	1,996	N		
5 City of Calimesa		\$2,727	\$2,727	\$2,727		N/A	1,995	Y	\$1,268.30 per Acre
6 City of Chino Hills		\$3,289	\$3,289	N/A	\$2,522.00 per dwelling unit + \$867 for Quimby Fees.	2003	Y	\$45 per hour	
7 City of Corona		\$2,903	\$2,094	N/A	Aquatic Facility \$45/unit, Meeting Rooms \$145/unit	2003	N		
8 City of Fontana		\$6,000	\$4,657	\$4,962	\$5,419.80/unit for condo-townhouse	7/2003	Y	\$400/Sheet	
9 City of Grand Terrace		\$414	\$303	\$303	\$100/acre	2000	N		
10 City of Highland		\$1,200	\$1,200	N/A	N/A	1999			
11 City of Loma Linda		\$5,355	\$3,956	\$3,632	Assisted Care \$1754. Open Space \$8126.12 per acre. Additional impact fees for Business uses on hotel/motel rooms per acre, SF pad per Commercial Acre, SF pad per Industrial Acre, SF pad per Medical Acre.	2004	Y	Average \$1,500 + 5% of est. construction cost.	
12 City of Moreno Valley		\$2,557	\$1,910	\$0		N/A	7/2004	Y	4% Project Cost (PC) <\$20,000/ 3.5% PC \$20,000- \$80,000/ 3.25% PC >\$80,000
13 City of Murrieta		\$2,996	\$1,737	\$2,996				N	
14 City of Pomona		\$660					early 90's	N	
15 City of Redlands		1% of building valuation	\$1,000	\$1,000	\$0.14 per SF for commercial/industrial development.	1988	N	Single fee for all off-site plans per development	
16 City of Temecula		\$2,594	\$2,257	\$1,820	Single Family detached garage \$ 2,839.20, Single family attached shown/ Multi-family 5 or more units \$2,220.40 per unit, multi family 2-4 units per unit cost shown.	2002	Y	Plan check fees for Parks, Medians, and Slopes. Rates adjusted by size of project. (i.e.. Acres or SF of site) Example: Parks <5 Acres \$6,826, 5-10 Acres \$ 9,898, > 10 Acres \$15,59.00.	
17 City of Upland		\$2,052	\$2,052	\$0	e negotiated Park Development fee is \$.72 SF for the new "Colonies" development.	7/1993	Y	Parks (for street \$1200 1st sheet & \$ 900 for additional sheets) & Onsite plans based on housing rate + 20% overhead + water & Sewer fees.	
18 City of Yucaipa		\$699	\$0	\$0	N/A		1993		
Valley-Wide Park & Recreation District - San Jacinto, Hemet, Valle Vista, French Valley, Menifee, Winchester		\$1,680	\$880	\$680	N/A		1/2004	Y	\$5,000
50 Mile Radius - Average		\$2,407	\$1,926	\$1,510					
Average Total Responses		\$ 2,379	\$ 1,889	\$ 1,516					

Appendix A
Table A-1 Parks and Recreation Fee
Survey Questionnaire Responses

Agency	Description Recent Project(s)	Cutting Edge Financing? Y/N	Describe	Notes:
City of Riverside	Orange Terrace - 8 Acre Park total \$1,470,947 / \$183,870 per acre (\$ 8,553 design / \$175,316 construct	Y	Regional/Reserve Park Fees based on consumption of vacant lands based on a met standard.	2. Includes Special Transit Services (\$2,046,278) and Janet Goeske Sr. Center (\$332,063)
City of Ontario				
City of Santa Ana		N/A	Cell Tower Revenue, Carnival Revenue, Soccer Surcharge Revenue, Vending Agreements, Gifts & Donations (Friends of Parks, Friends of Zoo)	2a. Excludes buildings & stadium; 5. 1 Bedroom \$2,190, 2 Bedroom \$2,918, 3 Bedroom \$3,915, 4 Bedroom \$4,335, 5 Bedroom \$4,823.
City of Stockton				
City of Banning	Aquatic Center \$3.4 Million	N		2e. Varies w/ year. This year has \$3.4 million Aquatic Center. 5b. \$821 Medium Density, \$530 High Density. 5e. Fee update in progress.
City of Calimesa		N		
City of Chino Hills				1. 225 acres, includes Chino Hills State Park . General Plan goal 26 of 46 sq mi. or 40% gross, 60+ miles of trails. 5a./5b. \$2400 per dwelling unit + \$867 per dwelling unit for Quimby fees. Sent Park Fees and Park Acreage Requirements Form. Neighborhood Park Land Requirement - developer is to provide fully improved, usable parklands or pay an fee in lieu. In lieu fees are based on number of dwelling units x 3.2310 (persons per dwelling unit) = # persons. # persons x .0030 acres per person = total acres.
City of Corona	\$20,000/Acre for master plan, construction docs. & working drawing. \$200,000/Acre for Construction			All Quimby funds to towards paying general obligation fund (of 1 million annually). Development Impact Fees towards new park construction.
City of Fontana	Jack Bulik Park Phase I. 17.6 Acres;\$3,970,000 for construction, \$800,000 for soft costs; \$271,000/Acre			Public Service Department Figures: 2.Operations \$241,400,Park and Landscape Service \$1,988,00,Recreation & Community Services \$2,991,900, Support Service \$ 1,215,500. 4d. \$80,600 Grants, \$ 4,600 Advance Funded State Grant/ support services & \$573,804 CDBG/operations. 4e. Total Funds \$55,882,400 -GF \$6,654,400 (11%) 6% Recreation, 4% Parks & Landscape, 2% Support Service/ Other Funds- \$49,227,600 (88.1%)-17% Enterprise Fund,4% Internal Service Funds, 24% Special Revenue Fund, 5% other General Funds, 43.9% Capital Projects Funds. Next fee update July 2005.
City of Grand Terrace	\$2,250,000 Richard Roland Park Renovation	N		2e. Measure I
City of Highland	20-Acre Community Park w/ sports fields (baseball, softball, soccer) & snack bar. \$200,000/acre	N		2a. \$192.00 GF/\$5,515 Asset Dist. 2c. \$1,618 GF/\$2,690 Assmt Dist. 3. Maintenance cost can not be determined at this time. Most of the parks are just being constructed or are being constructed. 4b. Can not be used for maintenance.
City of Loma Linda	Cotton Wood Park Phase I - 1 Acre Park Clearing \$2,000, Landscape & Irrigation \$49,68, 6' high wrought Iron fence \$16,950, Electric/Water hook up \$2,500, Grand Total \$71,130	N		
City of Moreno Valley	Community Park with 0 depth water feature total cost 7.6 Million / \$400,000/Acre	Y	Agreement with local college to develop 3 phase park on college property w/ college taking over O&M in perpetuity.	2d/2e. No budget because amount is developer driven. 4. Revenue from Zone A Assessments. City is updating DIFs, significant increases are expected.
City of Murrieta	85 Acres under development - rest of parks are developer conditioned to build w/city taking over maintenance.	N	General -Measure WW (1997) All residence pay \$45.00 annually for single family Equivalent Dwelling Units or EDUs . (\$27.45 regional facilities/\$17.55 recreation). Local - Zone A (1997) L&L district for local maintenance. Drainage and flood control - \$45.44 EDUs 39.72 maintenance/\$5.72 street sweeping. Street lighting - \$23.03 per EDU's for homes not in L&L Districts.	1. 1,138 Total acres, Parks, trails, Streetscapes, slope, & open space. 162 developed acres/85 acres under development. 2a. Park maintenance budget includes Parks, slopes, streetscape, open space and street lights. 3. loaded. Quimby fee's not considered part of revenue for budget purposes. 5a. Single Family/Mobile Home Fee breakdown: Open Space Acquisition \$347, Parkland/Facility \$2,511, Community Center \$138=\$2,996 5b. Multi-Family Fee Breakdown: OS Acquisition \$68, Parkland/Facility \$1,582, Comm Center \$87=\$1,737. Sent attachment for other revenue source.
City of Pomona	8.1 Acre Park - Total Project \$ 1,494,230 (Eng/Arch \$67,000, Construction \$1,314,730, Admin \$35,000, Mgmt/Insp \$77,000) \$185,000/Acre	N		2. General Fund
City of Redlands				Parks Division budget is \$1,187,091. Various Grants used, Prop 12, Prot 40 etc.. As they become available for various projects. GF revenue for parks is from facility rentals (total) GF revenue for Recreation is from Program Fees (total). Approx \$500,00 in Development fees are collected annually.
City of Temecula	Children's Museum 3.95 Million	Y	Measure C - Special Parks and Recreation tax passed in 1997.	5. Quimby Fees.
City of Upland		N		6b. Call for clarification.
City of Yucaipa				
Valley-Wide Park & Recreation District - San Jacinto, Hemet, Valle Vista, French Valley, Menifee, Winchester	Rancho Bella Vista - 1800 unit PUD / Developer build Community Center & 10 Acre Park prior to 400th unit. Park & Building dedicated 9/04			2d. & 2e. Land Acquisition & Capital Improvement Budget comes from \$7.6 M for 03/04 Quimby Facilities development in lieu of fees
50 Mile Radius - Average				
Average Total Responses				

Appendix B: Calculations

B.1 Residents per Dwelling Unit

In order to update the number of Residents per Dwelling Unit from the 1996 Fee Update Report, 2000 Census numbers were used from the U.S. Census Bureau. These numbers represent the latest numbers available that represent both the population of the city and the types of dwelling units occupied by that population.

In 2000, the population of the City of Riverside was 247,260. This population was then broken down by the type of housing unit in which they lived and whether that unit was owned or rented (Table B-1).

Table B-1: Total Population in Occupied Housing Units

	Riverside city, California	Percentage
Total population:	247,260	
Owner occupied:	150,717	
1, detached	139,581	56.5%
1, attached	5,690	2.3%
2	408	0.2%
3 or 4	551	0.2%
5 to 9	174	0.1%
10 to 19	29	0.0%
20 to 49	97	0.0%
50 or more	243	0.1%
Mobile home	3,927	1.6%
Boat, RV, van, etc.	17	0.0%
Renter occupied:	96,543	
1, detached	36,859	14.9%
1, attached	6,683	2.7%
2	4,145	1.7%
3 or 4	9,463	3.8%
5 to 9	7,612	3.1%
10 to 19	7,157	2.9%
20 to 49	8,109	3.3%
50 or more	15,538	6.3%
Mobile home	841	0.3%
Boat, RV, van, etc.	136	0.1%
		100.0%

U.S. Census Bureau
Census 2000

The number of occupied dwelling units in the City of Riverside in 2000 was determined to be 82,079. These units were then broken down by owners and renters, and the type of dwelling unit, as depicted in Table B-2.

Table B-2: Tenure by Units in Structure (Occupied Units)

	Riverside city, California
Total Dwelling Units:	82,079
Owner occupied:	46,514
1, detached	42,027
1, attached	1,927
2	128
3 or 4	248
5 to 9	96
10 to 19	28
20 to 49	64
50 or more	120
Mobile home	1,861
Boat, RV, van, etc.	15
Renter occupied:	35,565
1, detached	10,712
1, attached	2,094
2	1,485
3 or 4	3,479
5 to 9	3,291
10 to 19	2,969
20 to 49	3,566
50 or more	7,634
Mobile home	285
Boat, RV, van, etc.	50

U.S. Census Bureau
Census 2000

For single family units, multi-family, 2, 3, or 4 units, and mobile homes, the population and number of dwelling units of renters and owner were each combined as depicted in Table B-3. Using the number of people in each dwelling unit and dividing by the number of units, the average number of residents per dwelling unit was calculated.

For 5 or more units, the population and number of dwelling units was summed across all unit types (5 to 9, 10 to 19, 20-49, and 50 or more), and the average number of residents per dwelling unit was calculated for both owner occupied units (Condominiums) and renter occupied units. Please see Table B-4.

Table B-3: Sum of Renters and Owners in Occupied Dwelling Units

Dwelling Unit	Population Sum	Dwelling Unit Sum	Residents per Dwelling Unit
Single Family			
1, detached	176,440	54,528	3.236
1, attached	12,373	4,188	2.954
Multi Family			
2, 3 or 4	14,567	5,748	2.534
Mobile home	4,768	2,295	2.078

Table B-4: Calculation for 5+ Multi-Family Occupied Dwelling Units

Dwelling Unit	Population Sum	Dwelling Unit Sum	Resident per Dwelling Unit
Multi Family			
5+ (owner occupied)	543	308	1.763
5+ (renter occupied)	38,416	17,460	2.200

As housing prices rise, the average number of residents per dwelling unit seems to be getting larger reflected more people living in smaller units. This trend seems especially evident in multi-family units. Table B-5 compares the Resident per Dwelling unit from the 1996 Fee Update Report to the current numbers.

Table B-5: Comparing 1996 to 2000 Residents per Dwelling Unit

	1996	2000	Percent Change
Single Family			
1, detached	3.155	3.236	2.6%
1, attached	2.5	2.954	18.2%
Multi Family			
2, 3 or 4	2.5	2.534	1.4%
5+ (owner occupied)	2.489	1.763	-29.2%
5+ (renter occupied)	1.9	2.200	15.8%
Mobile home	1.7	2.078	22.2%

As the percentage change in residents per dwelling unit is different for each of the different dwelling unit types, the percentage change in the updated Development Impact Fee will also be different for each unit type.

B.2 Fees Projected to be Collected by 2010

In order to estimate the Fees projected to be collected in the next five years, the population estimate from the Southern California Association of Governments (SCAG) Regional Transportation Plan (RTP) was used. SCAG estimates the population for the

City of Riverside will grow to 307,847 residents by 2010. Using this number and the percentage of the population in types of dwelling units from the 2000 Census, the number of residents, both owners and renters, in each type of dwelling unit was estimated and is presented in Table B-6. Using the number of residents from 2000, the projected difference in 10 years was calculated.

Table B-6: Estimate of 2010 Total Population in Occupied Housing Units

	2010 Population	Percentage	2000 Population	Difference
Total Projected Population:	307,847			
Owner occupied:				
1, detached	173,783	56.5%	139,581	34,202
1, attached	7,084	2.3%	5,690	1,394
2	508	0.2%	408	100
3 or 4	686	0.2%	551	135
5 to 9	217	0.1%	174	43
10 to 19	36	0.0%	29	7
20 to 49	121	0.0%	97	24
50 or more	303	0.1%	243	60
Mobile home	4,889	1.6%	3,927	962
Boat, RV, van, etc.	21	0.0%	17	4
Renter occupied:				
1, detached	45,891	14.9%	36,859	9,032
1, attached	8,321	2.7%	6,683	1,638
2	5,161	1.7%	4,145	1,016
3 or 4	11,782	3.8%	9,463	2,319
5 to 9	9,477	3.1%	7,612	1,865
10 to 19	8,911	2.9%	7,157	1,754
20 to 49	10,096	3.3%	8,109	1,987
50 or more	19,345	6.3%	15,538	3,807
Mobile home	1,047	0.3%	841	206
Boat, RV, van, etc.	169	0.1%	136	33

The difference in population was then summed over the dwelling unit categories for which the fees are collected, similarly to Tables B-3 and B-4. This population difference was then multiplied by 47%, which represents the estimate of the percentage of the population growth that remains from 2005 to 2010. These projected population difference numbers, were then divided by the estimated residents per dwelling unit in order to determine a projection of the number of each type of unit that would need to be built to satisfy the population increase. Multiplying the number of units by the recommended Local Park Fee per unit results in the projected fees to be collected by 2010. Please note that these are rough estimates that may be slightly different from City or SCAG projects. However, for our purposes of determining a general order of


magnitude estimate of collected fees, the numbers are usable. These results are in Table B-7.

Table B-7: Calculation for Projected Local Park Fees to be Collected by 2010

Dwelling Unit	Combined Population Projection Difference	Population Difference Estimate, 2005 - 2010	Combined Population /Unit	Number of New Units Projected to be built	Recommended Local Park Fee per Unit	Projected Local Park Fees to be Collected by 2010
Single Family						
1, detached	43,234	20,320	3.236	6,279.76	\$ 7,239.61	\$ 45,463,009.56
1, attached	3,032	1,425	2.954	482.31	\$ 6,608.72	\$ 3,187,479.99
Multi Family						
2, 3 or 4	3,569	1,678	2.534	661.97	\$ 5,669.09	\$ 3,752,783.87
5+ (owner occupied)	133	63	1.763	35.47	\$ 3,944.20	\$ 139,904.95
5+ (renter occupied)	9,413	4,424	2.200	2,010.79	\$ 4,921.86	\$ 9,896,848.85
Mobile Home	1,168	549	2.078	264.31	\$ 4,648.92	\$ 1,228,734.93
<i>Total</i>	<i>60,550</i>	<i>28,458</i>				<i>\$ 63,668,762.14</i>

Multiplying the estimated change in population (28,458) by three and dividing by 1,000, yields 85.37 acres of parkland that should be acquired and developed for the increase in population. Likewise, dividing the change in population by the current population per pool (28,458/18,627) results in approximately 1.5 pools or aquatic centers that can be built with the funds collected.

**Appendix C: Opinion Research and Survey of the City of
Riverside Property Owners**



OPINION RESEARCH AND SURVEY
of the City of Riverside
Property Owners

FOR
Proposed Park and Recreation Maintenance and Improvements

CONDUCTED FOR
The City of Riverside Park and Recreation Department

June 2005

Prepared by

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I. INTRODUCTION

This report presents the findings of a scientific survey of voters and property owners in the City of Riverside (City) conducted by Shilts Consultants, Inc. (SCI).

The primary purposes of the study were to:

- a. Evaluate property owners' support, desires and priorities with respect to proposed services to maintain and improve park and recreation facilities.
- b. Measure the relative level of support and priorities of the property owners overall in the City by type of property owner.
- c. Measure the level of financial support for the proposed services to maintain and improve parks and recreation facilities.

The survey utilized a mailed survey approach because SCI has found this survey technique to more closely and accurately model actual ballot results for a property owner mailed ballot proceeding. The survey instrument presented three unique rates of assessment: \$9.00 per single family residence (SFE) per year, \$19.00 per SFE per year and \$24.00 per SFE per year. Also, three unique survey forms were used to measure support for maintenance and improvement to existing public landscapes, parks and recreation areas with the following sub-emphases:

- Improvement to existing sports fields and play areas (Version 1)
- Assurance of fiscal responsibility (Version 2)
- Acquisition & preservation of additional open space lands (Version 3)

Two unique informational sheets were used with one including arguments in support and opposition to measure the sensitivity of the community support to outreach campaigns.

After a brief overview of the methodology employed in the survey, this report presents a summary of the key survey findings.

II. METHODOLOGY

A local funding source is required to finance the proposed park and recreation improvements and services. A benefit assessment funding mechanism is anticipated because it is the most commonly used local funding alternative for recreation and park districts and by city park and recreation departments. Currently, park and recreation services are funded by the City of Riverside General Fund. Although the number of park and recreation facilities and the population has increased, the budget for park and recreation has remained static.

The benefit assessment funding mechanism is discussed in further detail in the following section.

The survey was designed to simulate the property owner ballot measure response pool and data collection method of the actual assessment approval procedures as closely as

possible. In this way, the survey results will be predictive in evaluating the support an assessment measure would likely receive in the actual mailed-ballot election.

Sample: SCI created a randomized and stratified sample pool of qualified property owners within the City. The sample was designed to draw from the property owners who would be eligible to participate in the mailed ballot proceeding for this funding mechanism and in proportion to their representation of property ownership throughout the City.

Next, three sub-samples were created from this pool. Each sub-sample was designed to test different levels of support at three assessment rates (\$9.00, \$19.00 and \$24.00 per year per single family dwelling). Similarly, these sub-samples were “cross-sampled” for the three survey versions and two informational sheet versions.

All samples and sub-samples for this research project were created using a randomized, stratified approach designed to replicate the ownership profile of the City.

Data Collection Method: Surveys were designed as a mail-based survey to replicate the mailed-ballot proceeding that would be used if the City proceeds with a benefit assessment measure. Over 11,900 surveys were mailed in late April, 2005. The survey included a general informational sheet about the City’s proposal to maintain and improve park and recreation facilities and a questionnaire (survey) with an enclosed postage-paid return envelope. This data collection method closely mirrors the mailed-ballot proceeding and has proven to be highly reliable for predicting the results from an actual benefit assessment ballot measure.

To date, over 1,565 surveys were received from City property owners, representing a response rate of over 13%. This response rate is generally consistent with SCI’s experience from other similar survey projects and is significantly higher than the typical response rate of approximately 5% for a telephone survey.

Accuracy: The statistical margin of error on the results presented in this report is less than 2.5%. This margin of error means that there is 95% certainty that the actual levels of support in the City are +/- 2.5% from the results presented in this report.

III. BENEFIT ASSESSMENT FUNDING OVERVIEW

A. Benefit Assessment Overview

As noted, the funding mechanism being considered in this study is a benefit assessment. Benefit assessments are the most common local funding alternative for recreation and park services. Benefit assessments are levies on real property that are based on the “special benefit” each property receives from the recreation and parks services to be funded by the assessments. Such assessments for the recreation and parks services have a long history of use in California.

The application of special benefits generally means that the amount of proposed assessment will not be uniform for all properties: properties that are deemed to receive greater benefit (larger properties and properties with higher numbers of dwelling units) will typically have relatively higher assessments.

The benefit assessment is different from other revenue vehicles in its makeup, design, and voter participation. In short, benefit assessments are levied upon parcels of real property, to pay for benefits these parcels receive from local improvements and services. The benefit assessment “charge” is derived from “special benefit” of a particular and distinct benefit over and above general benefits conferred on real property located in the city or to the public at large. Only property owners are legally eligible to vote, as they are directly affected by the assessment. Furthermore, the method of voting is through a mailed ballot procedure by which every property owner receives a ballot indicating the total amount of the proposed assessment for their property. The property owners who cast their ballots are voting based on the total dollar amount of their proposed assessment. Therefore, the results are determined by a weighting of total proposed assessments of the returned ballots. In order for the benefit assessment to pass, a simple majority of the weighted amount of the proposed assessments of the returned ballots is needed.

In other words, the weighting of assessment ballots is the equivalent of one vote per dollar of proposed assessment. If the proposed assessment is \$10 per home and \$5.00 per quarter acre for business properties, an owner of a single home could cast a ballot that is worth \$10 in weighted votes and the owner of a ¼ acre business could cast a ballot that is worth half as much, or \$5.00 in weighted votes.

B. Comparison of Benefit Assessment with Special Tax

The primary local funding alternatives for the proposed services are a special tax (typically a parcel tax) or a benefit assessment. A parcel tax is decided by registered voters in the proposed service areas, typically in a one-day election, and it requires 66.7% voter support. As noted, a benefit assessment is decided by all property owners in the proposed service areas, including business owners, apartment owners and agricultural property owners, and it requires a weighted majority support from property owners.

In an election to approve a parcel tax, only registered voters are eligible to vote. This includes tenants who will not pay the proposed tax and excludes property owners such as business owners, apartment owners and others who are not registered to vote within the proposed taxed area, will have to pay the tax. Because non-owner voters have a significant say in parcel tax elections and many other property owners who would pay the taxes are excluded from the voting, the Howard Jarvis Taxpayers Association

("HJTA"), via Proposition 13, established a 2/3rds (super-majority) requirement for parcel tax elections.

Conversely, all property owners being asked to support an assessment, including the owners of businesses, apartments and agricultural property, can vote on benefit assessments, and these property owners have a "say" that is proportional to the benefit they will receive, and their proposed assessment, accordingly. Therefore, because all property owners who own property within the proposed service areas can vote and each owner's vote is proportional to how much they are being asked to pay, the HJTA established a weighted majority threshold for these mailed ballot measures (via Proposition 218).

The following table provides a further comparison of parcel taxes and benefit assessments:

	<i>Parcel Tax</i>	<i>Benefit Assessment</i>
Who Votes?	Registered Voters	Property Owners
Controlling Legislation	Proposition 13	Proposition 218
Who Sponsored Legislation?	Jarvis Taxpayers	Jarvis Taxpayers
Election Venue	Polling Booth	Mail Ballot
Election Period	1 Day	45 Days
Does Everyone Who Will Pay Get a Vote?	No	Yes
Are Votes Proportional to How Much You Will Pay?	No	Yes
Tax/Assessment Amounts Based on Benefit?	No	Yes
Threshold of Vote Required for Success	Super Majority	Weighted Majority
Most Common for Park Services	No	Yes

C. Survey Results Adjusted to Project Ballot Outcome

This survey was specifically designed to predict the outcome of a benefit assessment mailed-ballot proceeding, including the relatively higher weighted ballots for the owners of larger business and investment properties and the likely participation rates for various types of property owners. Unless otherwise noted, the level of support presented in this study is the projected actual weighted ballot result for the overall measure, including ballots from the owners of businesses, apartments, agriculture and other properties.

IV. SURVEY FINDINGS

Property owners were asked whether they would support or oppose a proposal to pay an annual property assessment for park and recreation services. There were three rates of assessment tested: \$9.00, \$19.00, and \$24.00.

The survey questions were as follows:

“Improve Existing Sport Fields” Emphasis (Version 1)

“In order to:

- Maintain and improve existing public landscapes, parks and recreation areas,*
- Increase park safety and security patrols, and*
- Improve existing sports fields and play areas,*

Would you support an additional annual assessment for your property in the amount of _____?”

“Fiscal Responsibility” Emphasis (Version 2)

“In order to:

- Maintain and improve existing public landscapes, parks and recreation areas,*
- Increase park safety and security patrols, and*
- Ensure fiscal responsibility with a citizen’s oversight committee and independent annual audits*

would you support an additional annual assessment for your property in the amount of _____?”

“Open Space” Emphasis (Version 3)

“In order to:

- Maintain and improve existing public landscapes, parks and recreation areas,*
- Acquire and preserve additional open space lands, and*
- Protect lands around creeks and streams,*

would you support an additional annual assessment for your property in the amount of _____?”

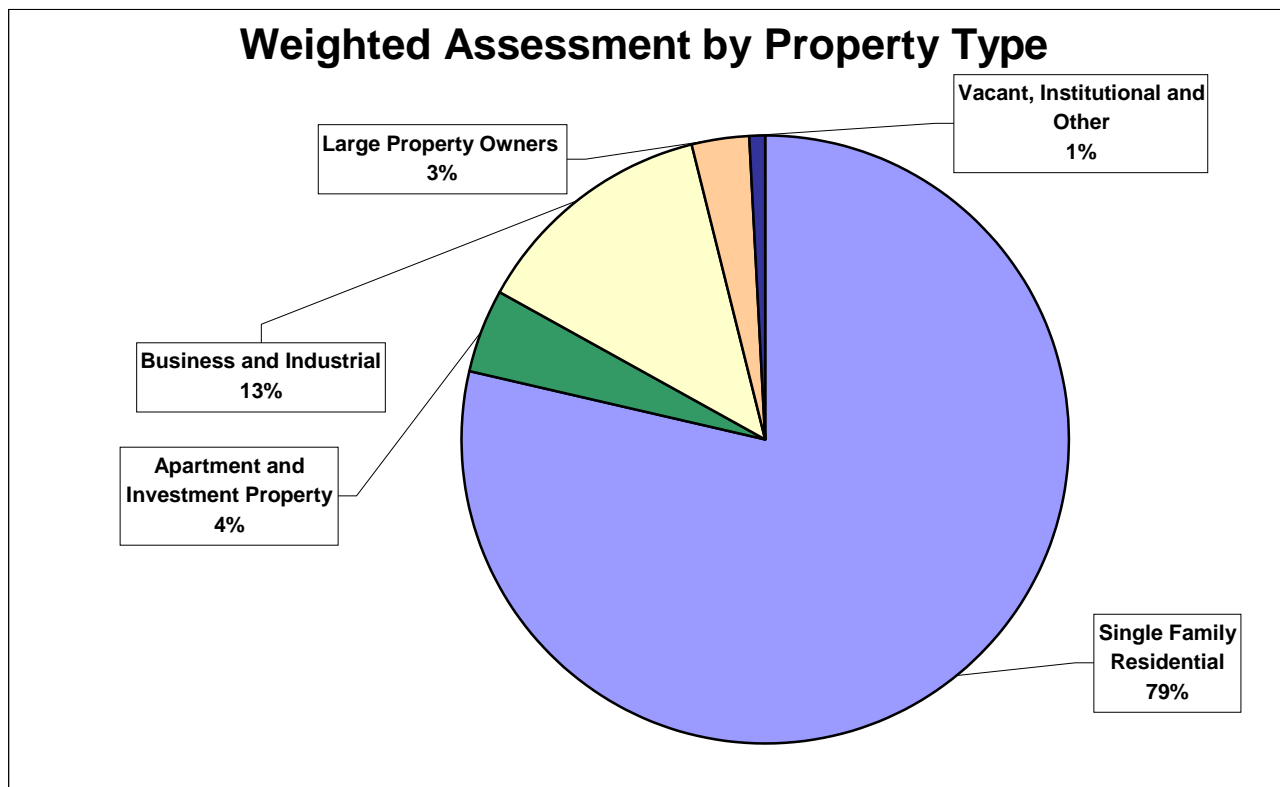
(Note the specific amount of proposed assessment for all of the properties owned by each surveyed owner was printed on each survey in the area underlined)

1. Types of Property and Weighted Votes They Hold

The following chart presents the percentage of overall weighted “votes” for each type of property surveyed. As shown, in the City of Riverside, single family residential owners represent approximately 79% of the overall weighted vote; business and industrial properties represent 13%; vacant, agriculture and institutional properties represent 1%; large property owners represent 3%; and apartments and investment properties represent approximately 4%.

In addition to the property types described above, government and institutional properties located within the City will be subject to charges for the proposed assessment district.

Chart 1 – Weighted Assessment by Property Type – City of Riverside *



* Note: Weighting of assessments and “votes” based on current assessment methodology.

2. Support by Rate, from Single Family Homeowners Only

Table 1 below summarizes the level of support from single-family homeowners only combined across the three proposed versions and annual assessment rates tested (\$9.00, \$19.00, and \$24.00). It is important to note that the percentage of support displayed in these tables does not include other property owners, such as business, agriculture and apartment owners. Single family homeowners serve as an important bellwether for levels of community support for these analyses.

Table 1 - Support by Rate, Single Family Homeowners

Rate	% Support	% Oppose
\$9.00	65%	35%
\$19.00	60%	40%
\$24.00	55%	45%

Table 2 presents further details on the degree of support or opposition from single family owners. This finding shows that overall support is fairly solid, but has a significant sensitivity to price. SCI's experience has found that in absence of significant opposition or negative issues, most respondents who are in the "probably yes" category should vote yes on the actual ballot proceeding. Likewise, it is common for most "definitely no" and "probably no" respondents to vote no.

Table 2 – Detailed Support by Rate, Single Family Homeowners Only

Rate	Definitely Yes	Probably Yes	Probably No	Definitely No
\$9.00	36.6%	28.4%	23.2%	11.8%
\$19.00	29.2%	30.8%	27.2%	12.8%
\$24.00	25.4%	29.6%	30.4%	14.6%

3. Overall Weighted Support and Support by Owner Type

Table 3 summarizes overall (as opposed to single family homeowners, as shown in table 1 and 2) support by property type. As shown, the overall projected, weighted level of support across all versions and rates is projected to be 57%.

Table 3 – Weighted Assessment and Support by Owner Type – City of Riverside

Property Type	Percent of "Vote"	Weighted Support
Single Family Residential	79%	60%
Apartment and Investment Property	4%	48%
Business and Industrial	13%	47%
Large Property Owners	3%	30%
Vacant, Institutional and Other	1%	55%
Overall Weighted Support		57%

Table 4 summarizes the survey findings with regard to the level of support by all property owner types for the three proposed rates (\$9.00, \$19.00 and \$24.00). As shown, the overall projected, weighted level of support is solid at \$9.00 and diminishes significantly at \$24.00.

Table 4 – Overall Support by Rate

Rate	% Support	% Oppose
\$9.00	61%	39%
\$19.00	57%	43%
\$24.00	53%	47%

4. Overall Support by Survey and Informational Sheet Version

As noted previously, three versions of surveys were used for this project. Version 1 focused on improvement to existing sports fields and play areas. Version 2 focused on ensuring fiscal responsibility. Version 3 focused on the acquisition and preservation of additional open space lands. Table 5a, below, shows the overall level of projected weighted support each version received. This data shows that the level of support was similar for all three versions, and slightly lower for the “Open Space” emphasis.

Table 5a – Emphasis of Survey Used and Overall Support Received

Survey Version	% Support	% Oppose
1. "Improve Existing Sport Fields"	57%	43%
2. "Fiscal Responsibility"	58%	42%
3. "Open Space"	55%	45%

Two versions of informational sheets were used for this project. Informational sheet Version A was identical to Version B, except it included arguments in support and opposition of the assessment:

Statement in Support

Supporters say a local parks and recreation funding measure is needed to keep our parks clean and safe. It will help restore, improve and maintain our valuable parks and recreation areas for our children, teens and people of all ages. Also, the proposed property-owner ballot-measure process is commonly used for funding local parks, and it is very fair because it allows every property owner who is being asked to invest in our parks, to have a fair voice in the balloting.

Statement in Opposition

Opponents say that a property-owner ballot-measure for local services is unfair because some voters (e.g. renters) are excluded. The property-owner ballot-measure process only requires 50% support, whereas a registered voter ballot-measure requires two-thirds support and would be more responsible. Finally, with the economy in such bad shape, it is not a good time to be proposing additional taxes - our local taxes are already very high.

This analysis provides insight on the community’s sensitivity to positive and negative outreach and campaigning. Table 5b is a tabulation of these results. As shown, there is not significant decay of support when arguments are presented, indicating that there is less sensitivity to positive and negative outreach and campaigning.

Table 5b – Type of Informational Sheet Used and Overall Support Received

Informational Sheet Version	% Support	% Oppose
A. With Pro and Con Arguments	56%	44%
B. No Pro and Con Arguments	58%	42%

5. Overall Support by Age

Table 6, below, shows tabulated levels of support by age. These results show broad support across all ages. At the \$24.00 rate, the support declines with the younger and older age groups.

Table 6 – Overall Support by Age

Rate	Age 18-29	Age 30-39	Age 40-49	Age 50-64	Age 65+
\$9.00	66%	67%	63%	60%	67%
\$19.00	47%	57%	68%	57%	59%
\$24.00	36%	52%	47%	65%	42%

6. Overall Support by Political Party

Table 7, below, shows tabulated levels of support by political affiliation. These results show broad support across all political affiliation.

Table 7 – Overall Support by Political Party

Rate	Single Democrat	Double Democrat	Single Republican	Double Republican	Other	Mixed
\$9.00	63%	63%	66%	64%	60%	67%
\$19.00	62%	55%	62%	58%	66%	59%
\$24.00	54%	60%	32%	56%	48%	50%

7. Park and Recreational Facilities Priorities

After indicating their degree of support for the measure, property owners were presented with a list of park and recreation services and were asked to indicate their degree of support for each service. These questions were asked even of those owners who indicated that they intended to vote against the measure. This ensures that the recreation and parks services priority ratings reflect the overall community priorities, not just the interests of those who intend to vote for the measure. As the Table 8a illustrates, the top priorities and features were:

- *Only 5% of the proceeds from a local parks funding measure would be used for administration; 95% would be used for projects*
- *Improve the maintenance of existing parks and recreation facilities*
- *Maintain street, neighborhood and park trees*
- *Increase park safety and security patrols*
- *Improve maintenance and trimming frequency of street trees throughout Riverside*
- *Improve recreational and educational programs for kids and teens to help keep them off drugs and away from gangs and crime*

Table 8a, and its continuation, Table 8b on the next two pages, provide a complete tabulation of level of support for each priority.

Table 8a – Recreational Priorities

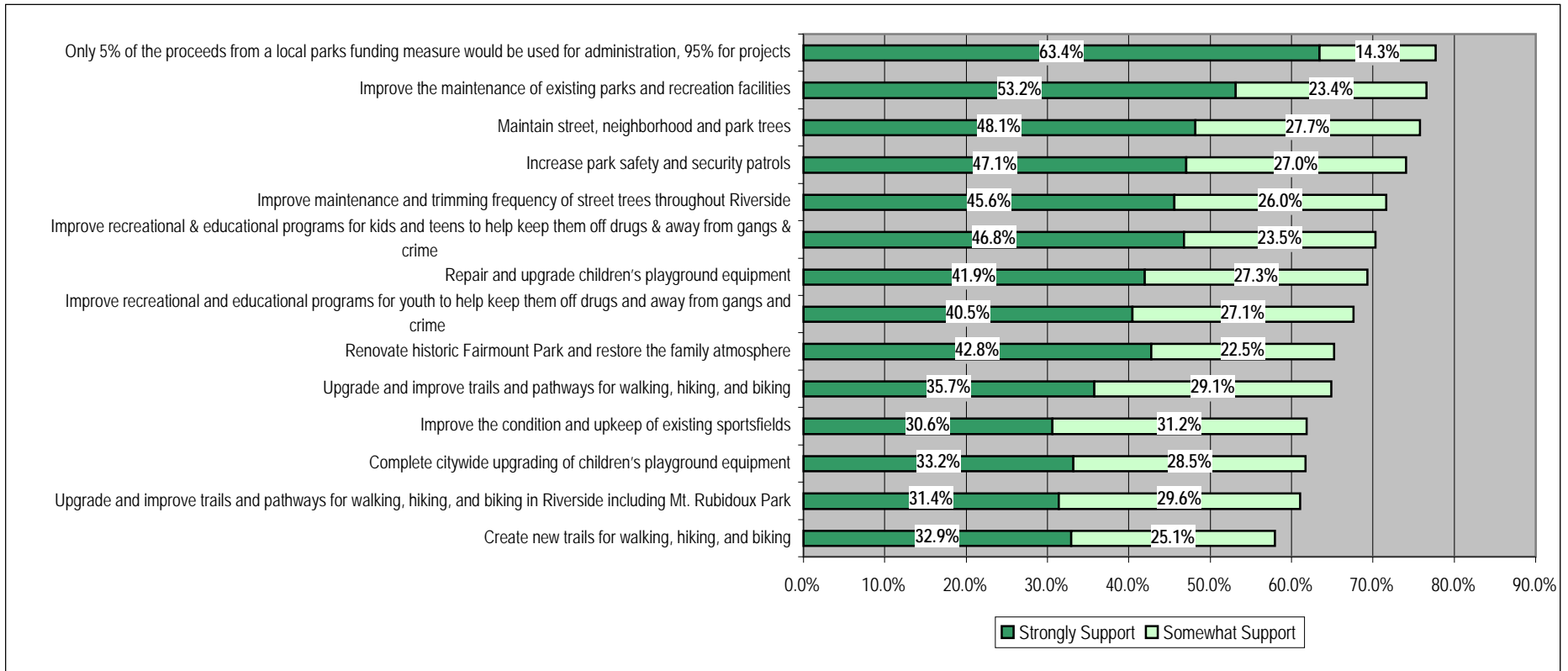
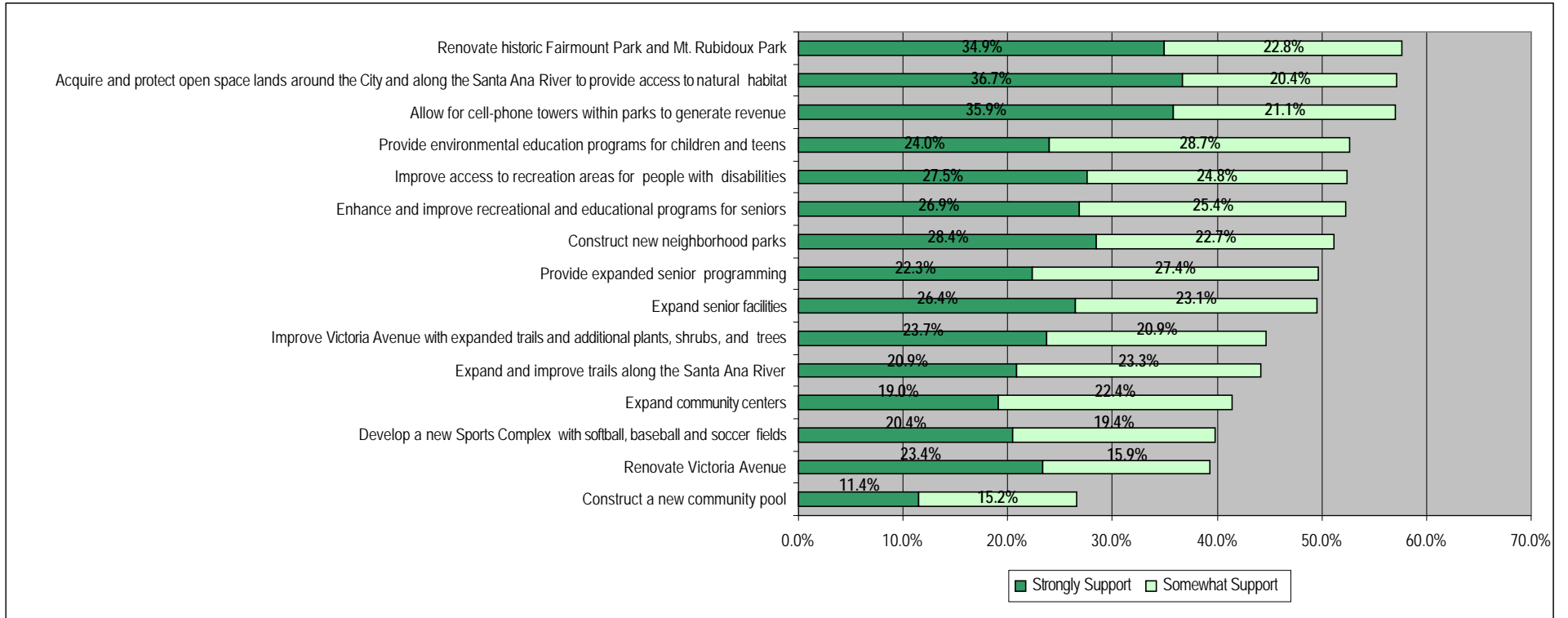


Table 8b – Recreational Priorities, Continued



8. Other Findings

The survey included a section for respondents to indicate their other opinions and feedback regarding the proposed funding measures. Following is a compilation of the comments and feedback. Table 9a is a tabulation of comments from supportive respondents and 9b is a tabulation of comments from respondents who were opposed to the assessment.

Table 9a – Comments in Support

Number of Respondents	Comments in Support
99	improve the maintenance of existing parks and recreation facilities
71	increase park safety and security patrols
63	renovate historic Fairmount Park and Mt. Rubidoux Park and restore family atmosphere
30	improve recreational and educational programs for kids and teens to help keep them off drugs and away from ga
27	improve/renovate Victoria Avenue with expanded trails and additional plants, shrubs and trees
23	acquire and protect open space lands around the City and along the Santa Ana River to provide access to natura
20	construct new neighborhood parks
16	asset for all ages (educational, family, emotional, mental and physical health)
13	upgrade and improve trails and pathways for walking, hiking and biking
11	La Sierra Park
10	enhance and improve recreational and educational programs for seniors
10	Hunt Park
10	improve the condition and upkeep of existing sportsfields
10	repair and upgrade children's playground equipment
8	develop a new sports complex with softball, baseball and soccer fields
7	Andulka Park
7	Orange Terrace Community Park
7	improve maintenance and trimming frequency of street trees throughout Riverside
6	Arlington Park
6	complete citywide upgrading of children's playground equipment
5	install/upkeep restrooms
5	Shamel Park
5	provide expanded senior programming
4	allow for cell-phone towers within parks to generate revenue
4	Bordwell Park
4	Orange Crest
4	support even though not near a park
4	Sycamore Canyon Wilderness Park
4	do not touch Victoria Ave.
3	Bryant Park
3	Challen Park
3	improve city image
3	parking
3	maintain street, neighborhood and park trees
3	preserve nature/wildlife and let others experience it
3	construct a new community pool
3	sports centers for softball/baseball/more sports fields
2	a better Riverside
2	add other amenities (i.e. pool/library) at Orange Terrace Park
2	add walking/hiking trails
2	charge developers for new parks
2	dog park(s)
2	Don Jones Park
2	find other ways to generate revenue (i.e. commercial sources, organized team costs, movie rights, fee for event s
2	get rid of gangs and drugs in the park
2	improve access to recreation areas for people with disabilities
2	more tennis courts
2	only 5% of the proceeds from a local parks funding measure would be used for administration, 95% would be use
2	Rutland Park
2	improved environmental education programs for children and teens
2	expand and improve trails along the Santa Ana River
2	create new trails for walking, hiking and biking
2	expand Orange Terrace Park

Table 9b – Comments in Opposition

Number of Respondents	Comments in Opposition
83	property taxes get raised/spending too much money already/local taxes are too high already/fixed income
36	government doesn't allocate funding properly/don't believe the money will be used for the parks
16	do not use parks/don't benefit from parks/not concerned or interested in parks and rec
16	homelessness/vandalism/theft/crime to existing amenities/unsafe neighborhoods
6	use funds current wisely/too much money is wasted already
5	everyone who lives in this city should help pay for it
6	city has failed to maintain/repair parks (i.e. the fence around Sycamore Canyon Wilderness Park)
4	have developers fund new park projects
5	keep homeless people/gangs/drugs out of family parks
3	charge for park use
3	improve the maintenance of existing parks and recreation facilities
3	no new parks
3	people who live in complexes should also have to bear the burden of financing parks and rec/charge some sort o
3	Victoria Avenue
2	consolidate some parks
2	no parks near residence
2	only 5% of the proceeds from a local parks funding measure would be used for administration, 95% would be use
2	tennis courts would be ideal
2	parks are in locations where there is no safety or security/drugs/gangs

V. RECOMMENDATIONS

This survey found that property owners in the City of Riverside support an additional annual assessment to fund the maintenance and renovation of recreation and parks facilities provided by the City if the proposed rate is near \$19.00 or less and the measure is clearly communicated to the public. The survey respondent pool closely parallels the likely universe of owners who will vote in the mailed-ballot proceeding and the survey results presented in the Report have been adjusted to account for the projected ballot participation and ballot weighting aspects of a benefit assessment ballot proceeding. Therefore, the overall results presented in this survey should be reflective of the actual weighted ballot outcome from a benefit assessment ballot proceeding, assuming the measure does not receive organized opposition.

SCI makes the following recommendations for proceeding with a benefit assessment ballot to fund the proposed services:

1) Recreation and Park Maintenance Services Are Highly Valued and Desired.

The survey findings indicate that a measure to maintain and improve existing parks and recreational facilities, upgrade children's playground equipment and fund park safety and security enhancements is most desired and supported. A measure to construct significant new park and recreation facilities or playfields receives lower levels of support. There is strong interest in renovations to Fairmount Park.

2) Support Is Influenced by the Proposed Rate.

The survey indicates considerable sensitivity to proposed rate. There is strong support for the \$9.00 rate. While support is solid for a proposed rate of up to \$19.00, it is not sufficiently strong for the rate of \$24.00.

3) Recommendation.

Based on the findings from the survey and the financial needs and goals of the City, SCI recommends that any future measure be centered on improving the maintenance and upkeep of existing parks, trees, and recreation facilities, improvement of safety and security in the parks, and strong fiscal accountability. In addition, the proposed rate should not exceed \$19.00.

Since the level of support found in the survey is for the current point in time, the levels of support should be re-tested closer to the date of any future ballot measure, if any such future ballot measure is more than several months from the survey date. In addition, the City should soon begin educational outreach efforts in order to further educate the public about the City's goals and funding obstacles.

4) For Ballot Proceeding, Focus on Education and Outreach.

If the City decides to proceed with a funding measure, efforts must be taken to educate and inform all property owners, including single family homeowners and the business and apartment-owner communities, about the types of services that would be provided, how these services would be provided and why a local funding measure may be proposed.

- D* Address the Key Issues and Form a Consistent Message.** The City will need to address the key issues raised in the survey and form several concise messages to present to the public during the coming months of educational outreach. These messages should be designed to further educate the public about the proposed services and the City.

- Ⓓ **Use Media as Conduit.** Work with local media, particularly newspapers, to raise community awareness of the proposed services. The message to the media should be consistent with the main message summarized previously.
- Ⓓ **Involve Community Leaders.** Identify important community leaders and enlist them to assist with the planning and outreach efforts.
- Ⓓ **Involve the Community Stakeholders.** Community Stakeholders are those who may benefit most significantly from the commencement of new services to provide recreation and park maintenance services. These stakeholders could include leaders from various sports leagues as well as seniors, families with children, and large businesses.
- Ⓓ **Educate the Business and Apartment Communities.** The survey found generally lower levels of support from the owners of businesses and apartments. SCI's experience has shown that providing sufficient information and establishing dialogue with the owners of these types of property can translate into higher levels of understanding and even support for the funding measure. These property owners typically require more detailed information in order to make an informed decision on this issue. SCI's experience has shown that with additional information and even personal contact, such owners will likely better understand the need for the proposed assessment.

**City of Riverside Park and Recreation Additional Analysis
for Possible Special Tax Bond Measure.**

Additional analysis was performed on data collected for the benefit assessment survey, concerning the possibility of a special tax balloting to support a bond measure.

A total of 11,945 mailed surveys were mailed in May and June of 2005, and 1,565 of these mailed surveys were returned. Of the returned surveys, 981 were from registered voters - 629 of these voters are "high-propensity" (likely) voters. An evaluation of the levels of support of registered voters is summarized in the table below:

	Voters in Support		
	Rate Per Single Family Residence per Year		
	\$9.00	\$19.00	\$24.00
All Registered Voters	69%	64%	57%
High Propensity Registered Voters	72%	68%	62%

The threshold for approval of a special tax is two-thirds of the votes must be in support. Therefore, evaluating the high-propensity voter sample, these data indicate that there exists sufficient support for a \$19.00 per year special tax. (e.g. a parcel tax). This tax would generate approximately \$1.3 million per year and support a bond measure of approximately \$15 million.

Many of the other conclusions and recommendations tabulated in the Survey Report should apply, independent of the funding mechanism.

Appendix D: Stakeholder Meeting Results, 05/11/05

PRIORITIES	# of Votes
Partnerships:	
Partner with developers to protect arroyos, hills, hilltops, and trails	6
Joint use for school facilities for recreation programs/partnership between school districts and Park and Recreation to maximize funding opportunities/share fields at schools/Use school fields on Sundays (RUSD)	4
Partner with Park and Recreation to promote organizations and maintain park facilities	4
Joint usage for special education/handicap facilities (i.e. Pachappa)	0
Partnering Park and Rec with libraries to create new programs	0
New Facilities:	
Convert Fairmount Park Golf Course into a sports complex	4
Build parks in the center of the City	2
Additional dog parks	1
Sports complex for soccer, baseball, and aquatics	0
Downtown park	0
Trails:	
Improve and expand bike trails	4
Non-motorized connections/bike and walking trail connections between parks	1
Connections to Santa Ana River Trail	
Recreation Programming:	
Outdoor tournaments for basketball, handball, gootball, boxing, karate	1
More programs June-December	1
Ability to register at park sites	0
Fields:	
Joint use of soccer facilities between club and youth organizations (ie, AYSO)	4
Joint use of fields with college facilities	2
Riverside groups given priority field use, and indoor facility use	1
Center director/coordinators have input on who uses the fields	1
Charge fee to use fields	0
Ballfield reservations at park sites	0
More soccer fields/goals/facilities for practices and games	3
Larger soccer fields	3
A home field for rugby to encourage kids and women	2
Lighted soccer fields	1
More fields for youth and adult sports	1
Game day fields for soccer clubs	1
Lighted ballfields and greenspace	0
General Facility Improvements:	
Expansion of recreation facilities at all parks to relieve overcrowded multi-purpose rooms	6
More boxing programs for kids throughout Riverside	4
Signage to show what parks have, i.e. marquees and readerboards	3
Ice machines	1
More pools	1
More drinking fountains, improve maintenance of existing amenities	1
Handicap accessible parks/playgrounds/playground equip. design for handicapped youth	0
More picnic tables	0
Provide more trash cans	0
More picnic tables	0
More park benches	0
Outdoor basketball	0
Playground lights/parking lot lights/area security lights	0
Maintain facilities better	0
Upgrade lights inside the centers	0
Grass improvement	0
Park Specific Improvements:	
Acoustic improvements at Reid	2
Upgrade P.A. system at Villegas Community Center	2
Restrooms at Lincoln Park	2

Appendix D: Stakeholder Meeting Results, 05/11/05

Improve lighting at Reid Park Gym	1
Computer lab at Hunt Park	1
Add new Bar-B-Que area at Nichols Park, closer to center, and improve existing	1
Enclosed/indoor basketball court at Hunt Park	1
Lights at Shamel Park	1
Support for Lincoln Park Boxing Club	1
Upgrade volleyball at Hunt Park	0
Lighting basketball courts at Hunt Park	0
Resurface Garfield parking lot at Hunt Park	0
Increase storage at Hunt Park	0
More restrooms at Hunt Park	0
Pool at Nichols Park	0
Increased storage at Hunt Park	0
Maintain playground at Hunt Park	0
Develop Lincoln side of Villegas Park	0
Bleacher at Nichols Park baseball fields	0
Outside snack bar at Nichols Park	0
Expand center to have gym and rec room at Hunt Park	
General:	
Increase funds to purchase, maintain, and operate parks	5
Sports group privately fund undeveloped parks	4
Form community sports organization (per park/area, to coordinate uses)	2
Use CDBG money to improve parks	1
Increased media coverage	1
More park space, funding from development	0
Fee assessed to businesses adjacent to parks/trails	0