

# CITY OF FREMONT

## COMPREHENSIVE DEVELOPMENT IMPACT FEE UPDATE

### PARKLAND AND PARK FACILITIES FEES TECHNICAL REPORT

**MAY 17, 2021**



*Oakland Office*

66 Franklin Street  
Suite 300  
Oakland, CA 94607  
Tel: (510) 832-0899

*Corporate Office*

27368 Via Industria  
Suite 200  
Temecula, CA 92590  
Tel: (800) 755-6864  
Fax: (888) 326-6864

*Other Regional Offices*

Aurora, CO  
Orlando, FL  
Phoenix, AZ  
Plano, TX  
Seattle, WA  
Washington, DC

[www.willdan.com](http://www.willdan.com)

This page intentionally left blank.

# TABLE OF CONTENTS

---

EXECUTIVE SUMMARY .....	1
PARKLAND AND PARK FACILITIES FEES .....	3
Service Population	3
Existing Parkland and Park Facilities Inventory	3
Parkland and Park Facilities Unit Costs	7
Parkland and Park Facility Standards	7
Parkland Needed to Accommodate New Development	8
Park Facilities Needed to Accommodate New Development	8
Parks Cost per Capita	9
Use of Fee Revenue	10
Maximum Justified Fee Schedule	10
APPENDIX .....	12

# Executive Summary

---

This report documents an analysis of development impact fees needed to support future development in the City of Fremont through 2035.

This report is accompanied by a *Comprehensive Development Impact Fee Update Background Report*. The *Background Report* documents common assumptions to this report, and technical reports for the City's other impact fees that are also being comprehensively updated at this time. The *Background Report* also summarizes the analysis contained in this report, provides implementation guidelines and presents the findings required by the Mitigation Fee Act (Cal. Gov't Code Section 66000 *et seq.*).

**Table E.1** displays the maximum justified parkland and park facilities fees based on the analysis contained in this report.

**Table E.1: Maximum Justified Parkland and Park Facilities Impact Fees Schedule**

Land Use	A	B	C = A x B	D = C x 0.02	E = C + D
	Cost Per Capita	Density	Base Fee	Admin Costs <sup>1</sup>	Total Fee
<u>Zero Bedrooms</u>					
Parkland	\$ 7,052	1.19	\$ 8,392	\$ 168	\$ 8,560
Park Facilities	<u>7,129</u>	1.19	<u>8,484</u>	<u>170</u>	<u>8,654</u>
Total	\$14,181		\$ 16,876	\$ 338	\$ 17,214
<u>One Bedroom</u>					
Parkland	\$ 7,052	1.61	\$ 11,354	\$ 227	\$ 11,581
Park Facilities	<u>7,129</u>	1.61	<u>11,478</u>	<u>230</u>	<u>11,708</u>
Total	\$14,181		\$ 22,832	\$ 457	\$ 23,289
<u>Two Bedrooms</u>					
Parkland	\$ 7,052	2.39	\$ 16,854	\$ 337	\$ 17,191
Park Facilities	<u>7,129</u>	2.39	<u>17,038</u>	<u>341</u>	<u>17,379</u>
Total	\$14,181		\$ 33,892	\$ 678	\$ 34,570
<u>Three Bedrooms</u>					
Parkland	\$ 7,052	3.06	\$ 21,579	\$ 432	\$ 22,011
Park Facilities	<u>7,129</u>	3.06	<u>21,815</u>	<u>436</u>	<u>22,251</u>
Total	\$14,181		\$ 43,394	\$ 868	\$ 44,262
<u>Four Bedrooms</u>					
Parkland	\$ 7,052	3.59	\$ 25,317	\$ 506	\$ 25,823
Park Facilities	<u>7,129</u>	3.59	<u>25,593</u>	<u>512</u>	<u>26,105</u>
Total	\$14,181		\$ 50,910	\$ 1,018	\$ 51,928
<u>Each Bedroom Above Four: ADD These Amounts to Four Bedroom Fee</u>					
Parkland	\$ 7,052	0.71	\$ 5,007	\$ 100	\$ 5,107
Park Facilities	<u>7,129</u>	0.71	<u>5,062</u>	<u>101</u>	<u>5,163</u>
Total	\$14,181		\$ 10,069	\$ 201	\$ 10,270

<sup>1</sup> Administrative costs of 2.0 percent for (1) legal, accounting, and other administrative support and (2) impact fee program administrative costs including revenue collection, revenue and cost accounting, mandated public reporting, and fee justification analyses.

Sources: Table 2.2 from the *Comprehensive Development Impact Fee Update Background Report*, Table 7, Willdan Financial Services.

# Parkland and Park Facilities Fees

---

The purpose of the parkland acquisition and park facilities impact fees is to fund the acquisition of parkland and the development of park facilities, respectively, needed to serve new development. The maximum justified impact fees in this report are presented based on the existing standard of parkland and park facilities per capita.

The City operates a unified park system in which all park facilities serve all residents of the City. While the City makes every effort to equitably spread parks throughout the City, not every park offers every type of facility. In some cases, rather than duplicate an existing park facility at more than one location, the City builds new kinds of park facilities as it grows. Therefore, rather than maintaining a standard for each type of facility (i.e., swimming pool, sports park, etc.), as the City grows the City attempts to maintain its systemwide standard for parkland (measured in acres per 1,000 residents) and park facilities (measured in acres of parkland improved with park facilities per 1,000 residents).

## Service Population

Parks primarily serve residents. Therefore, demand for parks is based on the City's resident population. **Table 1** shows the existing and future projected residents in Fremont, from Table 2.1 of the *Background Report*.

**Table 1: Parkland and Park Facilities Service Population**

	Residents
Existing (2020)	232,600
New Development (2020-2035)	30,600
Total - (2035)	263,200

Sources: *Comprehensive Development Impact Fee Update Background Report*, Table 2.1; Willdan Financial Services.

The following analysis quantifies new parkland and park facilities needed to serve new development at the City's existing level of service standard. This analysis complies with the requirements of the Mitigation Fee Act.

## Existing Parkland and Park Facilities Inventory

The City of Fremont maintains parks (and associated park facilities) throughout the city. **Table 2** summarizes the City's existing parkland inventory in 2020. All facilities are located within the City limits. The inventory also includes undeveloped land that is earmarked by the City to be developed into parks but has not yet been developed. For the purposes of this analysis "undeveloped land" is land that has been acquired for park purposes and planned for development as a park for public use but will not be immediately developed and open to the public. "Developed Parkland" includes all land that is open to the public for parks use and land that is the location of a current park development project. A portion of the City's developed parkland (10.2%) is open space that is open to the public. The park facilities cost model used in

this report reflects that park facilities acreage is a mix of acreage improved with conventional park facilities and acreage that is “developed” as open space.

Parks are divided into several categories depending on common characteristics: Citywide Parks, Neighborhood Parks, Mini Parks, Historic Parks, Civic Parks and Linear Parks. The categories are used to estimate the cost of park facilities currently provided by the City. In total, the inventory includes a total of 1,214.12 acres of developed and undeveloped parkland.

**Table 2: Park Inventory**

Park	Developed		Total Acreage
	Parkland	Undeveloped Land	
<i>Citywide Parks</i>			
Centerville Community	19.95	-	19.95
Central Park	435.10	-	435.10
Irvington Community	12.06	-	12.06
Los Cerritos Community	12.97	-	12.97
Mission San Jose Community	9.82	-	9.82
Niles Community	33.76	-	33.76
Nordvik Community	11.45	-	11.45
Northgate Community	17.68	-	17.68
Old Mission Community	24.70	-	24.70
Pacific Commons Sports Park	-	40.00	40.00
Palm (Avenue) Community	11.80	-	11.80
Sylvester P. Harvey Community	11.66	-	11.66
Warm Springs Community	13.15	-	13.15
Subtotal - Citywide Parks	614.10	40.00	654.10
<i>Neighborhood Parks</i>			
Arroyo Agua Caliente	8.63	-	8.63
Azevada	7.67	-	7.67
Blacow	8.30	-	8.30
Booster	10.06	-	10.06
Brookvale	2.37	-	2.37
Buena Vista	5.47	-	5.47
Crandall Creek	4.96	-	4.96
David Jones	3.89	-	3.89
Deep Creek	12.08	-	12.08
Frank Fischer	12.20	-	12.20
Gomes	13.17	-	13.17
Isherwood	14.60	-	14.60
Lone Tree Creek	8.84	-	8.84
Lowry	5.10	-	5.10
Marshall	13.16	-	13.16
Patterson	3.82	-	3.82
Patterson Ranch	-	8.00	8.00
Dusterberry	3.82	-	3.82
Plomosa	4.51	-	4.51
Rancho Arroyo	4.52	-	4.52
Rix	10.71	-	10.71
Westridge	3.90	-	3.90
Subtotal- Neighborhood Parks	161.78	8.00	169.78

Source: City of Fremont.



**Table 2: Park Inventory (Continued)**

Park	Developed	Undeveloped	Total Acreage
	Parkland	Land	
<i>Mini Parks</i>			
Ardenwood Trail	6.23	-	6.23
Brookvale Trail	4.79	-	4.79
Cabrillo Trail	5.53	-	5.53
California Terrace	1.67	-	1.67
Noll	2.79	-	2.79
Northgate Trail	5.55	-	5.55
Peregrine	0.74	-	0.74
Plaza	1.07	-	1.07
Surry	0.14	-	0.14
Warbler	1.16	-	1.16
Subtotal - Mini Parks	29.67	-	29.67
<i>Historic Parks</i>			
Ardenwood Regional Preserve	204.60	-	204.60
California Nursery	19.93	-	19.93
Irvington Plaza	0.30	-	0.30
Niles Depot	-	1.50	1.50
MSJ Bicentennial Park	0.18	-	0.18
Rancho Higuera Historical	9.58	-	9.58
Sabercat Historical	98.00	-	98.00
Shinn Park	4.61	-	4.61
Vallejo Mill Historical	12.45	-	12.45
Weibel Historical	-	1.04	1.04
W. Burdette Williams Historical	0.92	-	0.92
Subtotal - Historic Parks	350.57	2.54	353.11
<i>Civic Parks</i>			
Bill Ball	0.51	-	0.51
Downtown	1.00	-	1.00
Niles Town Plaza	2.10	-	2.10
State Street	0.25	-	0.25
Subtotal - Civic Parks	3.86	-	3.86
<i>Linear Parks</i>			
Central Park South	3.60	-	3.60
Subtotal - Linear Parks	3.60	-	3.60
<b>Total</b>	<b>1,163.58</b>	<b>50.54</b>	<b>1,214.12</b>

Source: City of Fremont.

## Parkland and Park Facilities Unit Costs

**Table 3** shows the assumptions for parkland acquisition and facilities development in Fremont. The unit cost of \$2.5 million per acre for land is the median sales price per acre of a sample of 27 land sales comparisons within the City of Fremont since 2018 as reported by CoStar. This unit cost is consistent with other land cost assumptions within the City's impact fee program.

The City provided the estimated cost per acre for the development of facilities for six categories of parks (Citywide Parks, Neighborhood Parks, Civic Parks, Historic Parks, Mini Parks and Linear Parks) based on its recent experience improving such parks with park facilities. The \$1,566,100 cost per acre of park improvements was calculated by blending the cost per acre for each of the six classes of parks in proportion to each class' share of the total park inventory. That calculation is shown in **Appendix Table A.1**.

**Table 3: Parkland and Park Facilities  
Unit Costs**

Item	Cost per Acre
Park Facilities	\$ 1,566,100
Land Acquisition	2,500,000

Sources: City of Fremont, Costar; Appendix Table A.1, Willdan Financial Services.

## Parkland and Park Facility Standards

**Table 4** shows the City's existing level of service standard for parkland and for park facilities.

In total the City has an existing parkland standard of 5.0 acres per 1,000 residents. The City's park facilities standard is 5.0 acres of park facilities per 1,000 residents.

The maximum justified fee analysis in this report will be based on maintaining a standard of 5.0 parkland acres per 1,000 residents and a park facilities standard of 5.0 acres per 1,000 residents as new development adds demand for parks in Fremont.

**Table 4: Existing Level of Service Standards**

	Parkland	Park Facilities
Developed Park Acreage	1,163.58	1,163.58
Service Population (Residents)	232,600	232,600
Existing Standard (Acres per 1,000 Residents)	5.00	5.00

Sources: Tables 1 and 2.

## Parkland Needed to Accommodate New Development

**Table 5** shows the parkland needed to accommodate new development through 2035 at a 5.0 acre per 1,000 residents level of service.

Existing parkland fee fund balances are converted into an equivalent amount of park acres and subtracted from the land acquisition needs. All existing parkland, including the undeveloped land planned for use as parkland from Table 2 is subtracted from the parkland needs. The remainder is the net amount of parkland needed to be acquired by 2035 to maintain the City's existing 5.0 acre per 1,000 residents level of service as new development occurs. The net land needs are then multiplied by the unit cost to determine the total cost of parkland needed to serve new development.

**Table 5: Parkland Needed to Accommodate New Development - Existing Standard**

	Calculation	
<i>Parkland (Mitigation Fee Act)</i>		
Facility Standard (acres/1,000 residents)	A	5.00
Total Residents 2035	B	<u>263,200</u>
Total Parkland Needs (acres)	$C = (B / 1,000) \times A$	1,316.00
<i>Parkland Adjustments</i>		
(Less Existing Fund Balance Acreage Equivalent) <sup>1</sup>	D	(15.56)
(Less Existing Developed Park Acres)	E	(1,163.58)
(Less Existing Undeveloped Park Acres)	G	<u>(50.54)</u>
Net Parkland Needs (acres)	$H = C + D + E + F + G$	86.32
Land Acquisition per Acre	I	<u>\$ 2,500,000</u>
Cost of Parkland Needed to Serve New Development	$J = H \times I$	\$ 215,800,000

<sup>1</sup> Existing fund balance of \$42,281,818 divided by total cost per acre from Table 3 to determine the amount of acres equivalent to the fund balance.

Sources: Tables 1, 2, 3 and 4; Willdan Financial Services.

## Park Facilities Needed to Accommodate New Development

**Table 6** shows the park facilities needed to accommodate new development through 2035 at a 5.0 acre per 1,000 residents level of service.

Existing park facilities fee fund balances net of costs programmed to the development of Palm Community Park are converted into an equivalent amount of acres of park facilities and subtracted from the facility needs. Existing developed parkland acreage from Table 2 is also subtracted from the park facility needs. The remainder is the net amount of park facilities needed by 2035 to maintain the City's 5.0 acre per 1,000 residents standard as new development occurs.

The net facility needs are then multiplied by the unit cost per acre to determine the total cost of park facilities needed to serve new development at the existing level of service.

**Table 6: Park Facilities to Accommodate New Development - Existing Standard**

	Calculation	Total
<i>Park Facilities</i>		
Facility Standard (acres/1,000 residents)	A	5.00
Total Residents 2035	B	<u>263,200</u>
Total Facility Needs (acres)	$C = (B / 1,000) \times A$	1,316.00
<i>Park Facility Adjustments</i>		
(Less Existing Fund Balance Acreage Equivalent) <sup>1</sup>	D	(13.12)
(Less Existing Developed Park Acres)	E	<u>(1,163.58)</u>
Net Park Facility Needs (acres)	$F = C + D + E$	139.30
Facilities Cost Per Acre	G	<u>\$ 1,566,100</u>
Facilities Needed to Serve New Development	$H = F \times G$	\$ 218,157,730

<sup>1</sup> Existing fund balance of \$39,449,271 less \$18,903,000 programmed to the improvement of Palm Community park was divided by total cost per acre from Table 3 to determine the amount of acres equivalent to the fund balance.

Sources: Tables 1, 2, 3 and 4; Willdan Financial Services.

## Parks Cost per Capita

**Table 7** shows the cost per capita of providing new parkland and park facilities at the existing level of service standards. The cost per capita is shown separately for parkland and facilities. The total cost of parkland and facilities needed to maintain the City's standards, respectively, are divided by the growth in service population to determine the cost needed to serve one resident.

**Table 7: Parkland and Facilities Cost per Capita**

	Calculation	Parkland	Park Facilities
Cost to Serve New Development	A	\$ 215,800,000	\$ 218,157,730
Resident Growth to 2035	B	<u>30,600</u>	<u>30,600</u>
Cost per Resident	$C = A / B$	\$ 7,052	\$ 7,129

Sources: Tables 1, 5 and 6.

## Use of Fee Revenue

Parkland Fee revenues will be used to fund the acquisition and preparation of land for park development and Park Facilities Fee Revenues will be used to fund the development, construction, and improvement of parkland to expand the capacity of the City's park and recreation system to meet the needs of new development. Revenues will not be used to remedy existing deficiencies.

## Maximum Justified Fee Schedule

To calculate fees by land use type, the cost per resident for parkland acquisition and park facilities, respectively, is multiplied by the assumed number of residents per dwelling unit, as identified by number of bedrooms in a dwelling unit. The occupancy density assumptions are detailed in the City's *Comprehensive Development Impact Fee Update Background Report*.

The City anticipates that the park fees would be the primary revenue source to fund new development's responsibility for parkland and park facilities. **Table 8** shows the combined parkland and park facilities fees based on the costs per resident identified in Table 7.

The total fee includes an administrative charge to fund costs that include: (1) legal, accounting, and other administrative support and (2) impact fee program administrative costs including revenue collection, revenue and cost accounting, mandated public reporting, and fee justification analyses. In Willdan's experience with impact fee programs, two percent of the base fee is a low estimate of cost of fee program administration. Per the City's finance department, two percent of total project costs is a low estimate of anticipated administration costs.

**Table 8: Maximum Justified Parkland and Park Facilities Impact Fees Schedule**

Land Use	A	B	C = A x B	D = C x 0.02	E = C + D
	Cost Per Capita	Density	Base Fee	Admin Costs <sup>1</sup>	Total Fee
<u>Zero Bedrooms</u>					
Parkland	\$ 7,052	1.19	\$ 8,392	\$ 168	\$ 8,560
Park Facilities	<u>7,129</u>	1.19	<u>8,484</u>	<u>170</u>	<u>8,654</u>
Total	\$14,181		\$ 16,876	\$ 338	\$ 17,214
<u>One Bedroom</u>					
Parkland	\$ 7,052	1.61	\$ 11,354	\$ 227	\$ 11,581
Park Facilities	<u>7,129</u>	1.61	<u>11,478</u>	<u>230</u>	<u>11,708</u>
Total	\$14,181		\$ 22,832	\$ 457	\$ 23,289
<u>Two Bedrooms</u>					
Parkland	\$ 7,052	2.39	\$ 16,854	\$ 337	\$ 17,191
Park Facilities	<u>7,129</u>	2.39	<u>17,038</u>	<u>341</u>	<u>17,379</u>
Total	\$14,181		\$ 33,892	\$ 678	\$ 34,570
<u>Three Bedrooms</u>					
Parkland	\$ 7,052	3.06	\$ 21,579	\$ 432	\$ 22,011
Park Facilities	<u>7,129</u>	3.06	<u>21,815</u>	<u>436</u>	<u>22,251</u>
Total	\$14,181		\$ 43,394	\$ 868	\$ 44,262
<u>Four Bedrooms</u>					
Parkland	\$ 7,052	3.59	\$ 25,317	\$ 506	\$ 25,823
Park Facilities	<u>7,129</u>	3.59	<u>25,593</u>	<u>512</u>	<u>26,105</u>
Total	\$14,181		\$ 50,910	\$ 1,018	\$ 51,928
<u>Each Bedroom Above Four: ADD These Amounts to Four Bedroom Fee</u>					
Parkland	\$ 7,052	0.71	\$ 5,007	\$ 100	\$ 5,107
Park Facilities	<u>7,129</u>	0.71	<u>5,062</u>	<u>101</u>	<u>5,163</u>
Total	\$14,181		\$ 10,069	\$ 201	\$ 10,270

<sup>1</sup> Administrative costs of 2.0 percent for (1) legal, accounting, and other administrative support and (2) impact fee program administrative costs including revenue collection, revenue and cost accounting, mandated public reporting, and fee justification analyses.

Sources: Table 2.2 from the *Comprehensive Development Impact Fee Update Background Report*, Table 7, Willdan Financial Services.

# Appendix

---

**Table A.1: Weighted Facilities Cost per Acre**

---

<b>Park Category</b>	<b>Assumed Cost per Acre</b>	<b>Existing Park Facility Acres</b>	<b>Total</b>
Community	\$1,541,000	614.10	\$ 946,328,100
Neighborhood	1,525,000	161.78	246,714,500
Mini Park <sup>1</sup>	1,525,000	29.67	45,246,750
Historic Park	1,629,000	350.57	571,078,530
Civic Plaza Park	2,252,000	3.86	8,692,720
Trail Park	1,184,000	3.60	4,262,400
Total		1,163.58	\$ 1,822,323,000
Weighted Average Cost per Acre			\$ 1,566,100

---

<sup>1</sup> Costs for mini parks costs were not calculated by the City based on recent experience. These costs are assumed to be the same cost per acre as neighborhood parks.

Sources: City of Fremont; Willdan Financial Services.

---