



MEMORANDUM

Community Services Department

DATE: April 28, 2021

TO: Parks and Recreation Commission

FROM: Brady Ruebusch, Senior Management Analyst
John R. Marchant, Community Services Director

SUBJECT: Fiscal Year 2021-22 Park Land Dedication Fund Recommendation

RECOMMENDATION

1. Provide a recommendation to the City Council to appropriate \$7,428,000 from the Park Land Dedication Fund (Fiscal Year 2018-19 Refunds, Fiscal Year 2018-19 Investment Earnings, Fiscal Year 2019-20 Refund, and Park Land Dedication In-Lieu fees from June 2017, November 2017, and July 2020) for five projects as shown in Attachment 1.
2. Provide a recommendation to the City Council to schedule the parks-related capital improvement projects in the new five-year plan as shown in Attachment 2.

BACKGROUND

Projects Funded by the Park Land Dedication Fund

The City Code requires residential developments to dedicate a certain amount of park land and/or pay an in-lieu fee, based on the number of net new, market-rate units (affordable units are exempt) in a proposed development to offset the impacts on existing parks and open space facilities. Chapter 41 sets forth the City's process for calculating, collecting, committing, and allocating in-lieu fees to parks and recreation projects. The Park Land Dedication Ordinance was adopted in 1971 as part of the City's Subdivision Ordinance pursuant to California Government Code Section 66477, also known as the Quimby Act.

Based on the City's Park Land Dedication (PLD) In-Lieu Policy (Council Policy K-15), PLD funds are currently allocated based on the following prioritization:

1. Acquisition
2. Development
3. Rehabilitation

Within each priority, first consideration goes to parks, trails, and recreation projects that are located within one mile of the development generating the fee. Next, consideration goes to projects that provide a communitywide asset, which can be located anywhere in the City. An example of a communitywide asset is the Community Center renovation.

The PLD fees are also tracked by planning areas that are defined in the City's Parks and Open Space Plan. The City's goal is to achieve three acres of park land per 1,000 residents in each of these planning areas. Fees can be committed to open space acquisition by planning area to achieve this. Attachment 3 provides a map of the planning areas.

Every April or May, the Parks and Recreation Commission (PRC) reviews staff's recommendation for committing PLD In-Lieu fees. The PRC then forwards a recommendation to the City Council for consideration as part of the annual Capital Improvement Program (CIP). The PLD In-Lieu fees must be committed within five years of the City receiving them according to State law. The PRC cannot commit expected or projected fees because it may unnecessarily influence a development proposal or Council's approval. Only funds that have been received can be committed.

The PRC is only being asked to commit moneys from the PLD Fund to projects recommended to be scheduled in Fiscal Year 2021-22. The projects in the outer years will be brought back to the PRC for funding in the future.

Projects Funded by Other Sources than the PLD Fund

A five-year CIP plan is adopted biennially. Fiscal Year 2021-22 is the start of another five-year plan. In addition to the projects funded by the PLD Fund, the PRC is being asked to provide a recommendation to the City Council for the other Community Services-related projects to be scheduled in the next five-year plan. This is an opportunity for the PRC to provide a recommendation for their priorities for parks-related projects. Based on direction received from the PRC and City Council, the final proposal for projects will be brought to the City Council in June, taking into account available funding and staff workload. Attachment 2 provides a schedule of the projects being proposed that fall

under the purview of the Community Services Department but are not to be funded by the PLD Fund.

ANALYSIS

Amended Projects Funded by the PLD Fund

Table 1					
Project	Current Funding	Requested Amount	Total Funding	Planning Area	Priority
Sylvan Park Trellis	\$600,000	\$250,000	\$850,000	Sylvan-Dale	3
Rengstorff Park–Maintenance and Tennis Building Construction	\$600,000	\$2,840,000	\$3,440,000	San Antonio	2
TOTAL	\$1,200,000	\$3,090,000	\$4,290,000		

For Fiscal Year 2020-21, staff is recommending to commit \$3,090,000 from the PLD Fund for two current projects that already have PLD funds appropriated (Attachment 1). The Sylvan Park Trellis project has required additional engineering work and review which have increased the cost. This project is recommended to be funded from in-lieu fees in the Sylvan-Dale planning area.

The Rengstorff Park–Maintenance and Tennis Building project is currently funded for design. The additional funds are for the construction phase of the project. This project was brought as its own standalone item at the last PRC meeting but is being recommended for funding through the CIP process so that the PRC could review the commitment in coordination with other projects. This project is being recommended for funding from in-lieu fees in the San Antonio Planning Area.

In addition, the Rengstorff Park Aquatics Center will be returning to the PRC in the fall at the completion of design and in preparation to bid for construction. At this time, the final cost for construction can be better estimated. Therefore, the PRC is not being asked to commit funds to this project as part of this meeting's action. That project is currently estimated at \$21,900,000 and located in the San Antonio Planning Area. There are enough in-lieu fees in this area to cover the estimated cost.

New Projects Funded by the PLD Fund

Table 2			
Project	Requested Amount	Planning Area	Priority
Parks and Recreation Strategic Plan	\$600,000	Citywide	2
Stevens Creek Trail Bridge Rehabilitation over Central Expressway	\$3,638,000	Citywide	3
Trash Enclosure Improvements at Cuesta and Sylvan Parks	\$100,000	Castro-Miramonte and Sylvan-Dale	3
TOTAL	\$4,338,000		

For Fiscal Year 2020-21, staff is recommending to commit \$4,338,000 from the PLD Fund to three new projects (Attachment 1). The Parks and Recreation Strategic Plan will be a new document combining the updates to the current Parks and Open Space Plan and the current Recreation Plan. As part of updating these plans, the Strategic Plan will review existing maintenance and service levels, explore a maintenance management plan, and analyze an update to the Recreation Cost Recovery Policy. Since this project does not fall under the traditional Acquisition, Development, or Rehabilitation categories in our PLD policies, staff is recommending to fund this item from investment earnings from the PLD Fund rather than In-Lieu fees. An additional \$150,000 is being recommended for this project from the Shoreline Fund to cover the work in the North Bayshore Area for a total project cost of \$750,000.

The Stevens Creek Trail Bridge Rehabilitation over Central Expressway is a project to update the floor paneling and paint the pedestrian and bicycle bridge over Evelyn Avenue, Caltrain, and Central Expressway that is part of the Stevens Creek Trail. This work is viewed as preventative before the bridge reaches a state of needed repair. This project is located within one mile of the 1720 Villa Street development and is recommended to be funded from the in-lieu fees from that development. The trail is considered a Citywide asset, but the largest available in-lieu fee in the PLD Fund is the 1720 Villa Street in-lieu fee, and commitment of this fee should not affect any other projects in the Sylvan-Dale area. An additional \$1,212,000 is being recommended from the Shoreline Fund for a total project cost of \$4,850,000 due to this section of trail's proximity to connecting to the North Bayshore Area.

The Trash Enclosure Improvements are structural improvements to the dumpster areas at Cuesta and Sylvan Parks in order to make them safe for Parks Maintenance Workers to unload trash from their trucks into the dumpsters while still making them easily accessible for pick-up. Due to this project having multiple locations in different parks

and open space planning areas, it is recommended to be funded from investment earnings from the PLD Fund to avoid any possible conflicts with geographic requirements of in-lieu fees.

Future Projects and Commitments for Projects to Be Funded by PLD Funds

In addition to the projects being recommended for funding in Fiscal Year 2021-22, staff anticipates a number of projects coming to the PRC and Council in the next five years for which staff is forecasting funding but not recommending to have funds committed at this meeting. These projects include the following:

Table 3			
Project	Planning Area	Fiscal Year/ CIP Year	Priority
Callahan Field Lighting Upgrade	Stierlin	FY 2023-24/ Year 3	3
Evelyn Avenue Mini-Park Construction	Central	FY 2023-24/ Year 3	2
Villa Street Mini-Park Construction	Sylvan-Dale	FY 2023-24/ Year 3	2
California/Showers Park Design and Construction	San Antonio	FY 2024-25/ Year 4	2
Turf Replacement – Crittenden Field	Stierlin	FY 2025-26/ Year 5	3
Future Park Projects Associated with Developments	Multiple Areas	–	–

In an attempt to utilize PLD Funds as efficiently and responsibly as possible, staff is only recommending commitment of in-lieu fees to projects scheduled in Year 1 of the Five-Year CIP plan. However, staff wants to communicate proactively about projects for which PLD funds are being forecasted for PRC and City Council consideration in terms of workload and funding. If the timing of a project requires commitment of in-lieu fees outside of the annual CIP process, staff will bring those projects as individual items. This approach helps prevent overcommitment or undercommitment of funds for projects due to timing, scope change from public input, or any number of factors.

In addition, staff is now requesting commitment of fees in multiple stages for projects that have extensive design and construction phases. Projects such as the Villa Street and Evelyn Avenue parks will come to the PRC to commit additional funds for the construction phase after conceptual designs have been developed and better estimates for construction costs are known.

The Callahan Field Lighting Upgrade will update the lights at the Callahan ball field located next to the Crittenden turf field. The lighting system is still working, so this project may be rescheduled for a year further out based on staff workload. However, staff wants to primarily upgrade the lights to provide improved nighttime lighting as well as have increased energy savings. The system would also provide remote controllability, similar to other lighted fields in the City. The Crittenden Turf Field Replacement is to replace the turf on Crittenden field at its estimated end-of-life. Staff is scheduling all larger maintenance projects, such as turf field replacements, so that funds are earmarked for those projects and not utilized elsewhere. Therefore, we have two projects scheduled at the Crittenden site but in different years and for adjacent fields.

The Evelyn Avenue and Villa Street mini-parks were brought to the PRC in February for commitment of funds for design. These projects will be brought back to the PRC for commitment of funds to the construction phase. The California and Showers Parks are the two-acre sites for a future park that will be adjacent to the future Los Altos School District school site. The land was acquired as part of the school district site acquisition, and now the exact location and layout in conjunction with the school are being determined.

Lastly, there are at least two parks that staff is tracking which are associated with a residential development. A number of residential developments had their timelines and/or scope affected by COVID-19. Therefore, some parks which were anticipated to be developed in conjunction with these developments have also been delayed with their timing still uncertain. Staff will continue to track these parks and should have a better timeline in two years as part of the development of the next five-year plan.

Projects Funded by Other Sources than the PLD Fund

In addition to the PLD Fund projects addressed in this report, staff is requesting PRC input on other CIPs that are not funded by the PLD Fund. Staff is confident in the current schedule based on funding availability and staff workload. However, if the PRC determines that a particular project is of a much higher importance, then staff can provide the recommendation to the City Council to adjust the scheduling of projects. However, if a project is moved up to an earlier year in the schedule, staff would recommend bumping another project to an outer year to help with balancing funding and workload.

Table 4				
Project	Current Funding	Requested Amount	Total Funding	Fiscal Year/ CIP Year
Annual Forestry Maintenance Program One-Time Increase for Trail Work	\$449,000	\$80,000	\$529,000	FY 2021-22/ Year 1
Rengstorff House Restoration Design	\$0	\$430,000	\$430,000	FY 2021-22/ Year 1
Shoreline Play Structure (Scow) Replacement	\$650,000	\$190,000	\$840,000	FY 2021-22/ Year 1
Biennial Turf and Bunker One Time Increase for Bunker Renovation Project	\$312,000	\$1,470,000	\$1,782,000	FY 2022-23/ Year 2
El Camino Real Median Renovation	\$0	\$180,000	\$180,000	FY 2023-24/ Year 3
Signage Program for Shoreline at Mountain View	\$0	\$1,000,000	\$1,000,000	FY 2023-24/ Year 3
Rengstorff House Restoration Construction	\$0	\$660,000	\$660,000	FY 2025-26/ Year 5
TOTAL	\$1,411,000	\$4,010,000	\$5,421,000	

This table provides scheduled projects that are recommended for amendments as well as new projects. The new projects have “\$0” in the Current Funding column. The projects recommended for amendment include two projects where one-time funds are recommended for nondiscretionary (recurring) CIPs and one discretionary project that has experienced an increase in costs.

The first nondiscretionary (recurring) project recommended for amendment is the annual Forestry Maintenance Program One-Time Increase for Trail Work. The Annual Forestry Maintenance Program CIP is a nondiscretionary (recurring) CIP that is used primarily to cover the costs of contracted tree services. The additional funding is for specialized tree work, above and beyond the normal scope for our tree contractor, along Stevens Creek Trail to make the trail safer and improve sight lines for trail users. Staff requested these funds last fiscal year as well for a section of trail near Shoreline at Mountain View. This request covers the next section of trail from Creekside to Landels.

The second nondiscretionary (recurring) project recommended for amendment is the Biennial Turf and Bunker Renovation One-Time Increase for Bunker Renovation Project. This project is a newly created nondiscretionary project that is used for improvements and maintenance costs, such as replacing turf when an irrigation main line breaks or replacing sand if the landfill settles under a bunker (sand trap). The one-time request is

recommended to perform an extensive renovation to every bunker on the golf course that will include reshaping, lining each bunker with capillary concrete, and replacing the sand. The project is expected to be funded from the Shoreline Fund.

The one discretionary project recommended for amendment is the Shoreline Play Structure (Scow). The project is recommended for an increase in Year 1, Fiscal Year 2021-22, to address cost escalation for materials. This amendment is also expected to be funded from the Shoreline Fund.

The discretionary project, El Camino Real Median Renovation, is recommended for Year 3. This project is for an extensive renovation of the El Camino Real median from Sunnyvale to Calderon Avenue. There are other roadway improvements occurring along this section of road that are recommended to occur before renovation of the median. Therefore, it is scheduled in Fiscal Year 2023-24/Year 3.

The remaining three new projects are all projects within Shoreline at Mountain View. The Shoreline Signage CIP is a new project that will build upon a North Bayshore Signage project to design and install new, consistent signage throughout Shoreline at Mountain View. The Rengstorff House is celebrating its 30th anniversary since being renovated and moved near the Shoreline at Mountain View area. Like the Civic Center Plaza Rehabilitation CIPs, the restored Rengstorff House has reached a stage that some larger projects, such as floor and roof replacement, will need to happen. Therefore, staff is scheduling design and construction for a reresoration to ensure that the Rengstorff House remain a premier facility and well-maintained historic home.

ALTERNATIVES

1. The PRC may choose to commit PLD fees to open space acquisition or other proposed projects not included in staff's recommendation.
2. The PRC may choose to not commit any PLD fees at this time.
3. The PRC can recommend to schedule projects not funded by PLD fees in a different year than proposed.

NEXT STEPS

The PRC's recommendation will be forwarded to the City Council on June 9, 2020 as part of the Public Hearing for the Proposed Budget and CIP.

JRM-BR/1/CSD

240-04-28-21M

- Attachments:
1. Park Land Fund Commitments by Project for Fiscal Year 2020-21
 2. Park Land Fund Summary
 3. Parks and Open Space Acres Assessment Table and Map