

PARKS AND RECREATION COMMISSION  
Special Meeting (virtual)

February 8, 2021, 7:00 p.m.- 9:00 p.m.

**Public Participation Guidelines**

Based on guidance from the California Department of Public Health, the California Governor's Office, and Santa Cruz County Health Officer, in order to minimize the spread of the COVID-19 virus, please do the following:

- The public may conference into the meeting by clicking the link below or calling in (audio only) using the Conference ID:

**Join on your computer or mobile app**

[Click here to join the meeting](#)

**Or call in (audio only)**

(916) 318-9542  
Conference ID: 682 242 630#

[Find a local number](#)

- Once in the conference, please mute your microphone when you are not speaking.
- If disruptive sound is coming from your device/phone line, the moderator will mute your device and you will have to unmute yourself to participate.
- You will NOT be able to attend the meeting in person as per Governor Newsom's Executive Order N-29-20 and N-25-20.
- RELATED CORRESPONDENCE: Written comments may also be sent to the Parks & Recreation Commission in care of Jennifer Mead, County Parks Secretary, either by Email or U.S Mail. Please include the agenda item number.

Email: [jennifer.mead@santacruzcounty.us](mailto:jennifer.mead@santacruzcounty.us)

Call: (831) 454-7905

U.S. Mail:

Parks & Recreation Commission  
c/o Jennifer Mead  
979 17<sup>th</sup> Avenue  
Santa Cruz, CA 95062

**(AGENDA to follow)**



# County of Santa Cruz

## DEPARTMENT OF PARKS, OPEN SPACE & CULTURAL SERVICES

979 17<sup>TH</sup> AVENUE, SANTA CRUZ, CA 95062

(831) 454-7901 FAX: (831) 454-7940 TDD/TTY: call 711

JEFF GAFFNEY  
DIRECTOR

### PARKS AND RECREATION COMMISSION AGENDA

Monday, February 8, 2021  
7:00pm – 9:00pm  
Special Meeting (virtual)

[Click here to join the meeting](#)  
Or call: (916) 318-9542  
Enter Conference ID: 682 242 630#

**I. CALL TO ORDER / ROLL CALL**

**II. AGENDA MODIFICATIONS OR LATE ADDITIONS**

**III. ORAL COMMUNICATIONS**

Opportunity for persons to address the Commission on matters which are within the scope of responsibility of the Commission or on today's Agenda. Presentations must not exceed three (3) minutes in length, and individuals may speak only once during Oral Communications. Commissioners will not take actions or respond immediately to any public communications presented regarding topics not on the Agenda but may choose to follow up later, either later, or on a subsequent Commission Agenda.

**IV. CONSENT AGENDA**

- a. Approve minutes from December 7, 2020.....Page 4-5
- b. Consider Reports:
  - 1. Aquatics Section Report.....Page 6
  - 2. Maintenance Section Report.....Page 7-8
  - 3. Planning Section Report.....Page 9-10
  - 4. Recreation Section Report.....Page 11
  - 6. Volunteer Section Report.....Page 12-13

**V. COMMISSIONER REPORTS**

**VI. DIRECTOR'S REPORT**

**VII. REGULAR AGENDA – Information Items**

- a. Presentation from County Park Friends

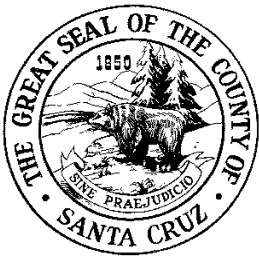
**VIII. REGULAR AGENDA – Action Items**

- a. Approve Chanticleer Park Phase 2 Conceptual Site Plan (Page 14-17)
- b. Review Park Dedication Fees and Ordinance Updates (Page 18-27), and recommend the Board of Supervisors take the following actions:
  - i. Consider and approve in concept the attached ordinance including Park Land Dedication or Fees In Lieu Therof; Parks and Recreation Development Impact Fees; and Trails and Beach Access Dedication, Standards and Review; amending Santa Cruz County Code Chapter 15.01 and adding Chapters 15.03 and 15.05
  - ii. Schedule Second reading and final adoption of the ordinances
  - iii. Hold a public hearing on proposed amendments to the Unified Fee Schedule

iv. Adopt Unified Fee Schedule updates

**IX. WRITTEN CORRESPONDENCE LISTING (Page 28)**

**X. ADJOURNMENT**



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(831) 454-7901 FAX: (831) 454-7940

JEFF GAFFNEY  
DIRECTOR

### PARKS & RECREATION COMMISSION Minutes of Dec 7, 2020, 7:00 p.m. meeting 979 17<sup>th</sup> Avenue Santa Cruz, CA 95062

#### I. ROLL CALL

Present: Jim Rapoza, Mariah Roberts, Maggie Duncan-Merrell, Kate Minott, Steven Bennett  
Staff: Jeff Gaffney, Jennifer Mead

#### II. AGENDA MODIFICATIONS (none)

#### III. ORAL COMMUNICATIONS (none)

#### IV. CONSENT AGENDA

Motion: Minutes & reports approved (Rapoza/Roberts 5/0)

#### V. COMMISSIONER REPORTS

Minott 2nd District: Not a lot to report. I look forward to discussing the items on our agenda.

Rapoza 5th District: Nothing much to report either. I want to wish the staff and commissioners Happy Holidays. Hope you and your families are well.

Bennett 4<sup>th</sup> District: I share those sentiments also. I've had a couple meetings with Supervisor Caput, it sounds like he is looking at properties for a south county soccer field which would be awesome for the community.

Roberts 1st District: The number of people surfing and in parks is amazing. It goes to show that parks are critical to people and our community right now.

Duncan-Merrell 3rd District: There was large scale graffiti at Moore Creek Reserve. "TRUMP" was spelled in big letters. I received several emails and calls and contacted City parks who had it removed immediately the next day. I am grateful to our City Parks employees for working so hard to keep things beautiful.

#### VI. DIRECTOR'S REPORT

- There are probably some questions around the impending lock down. It is possible playgrounds may shut down. We've been allowing ceremonies and certain gatherings outdoors. The Board of Supervisor's will be discussing the Stay at Home order tomorrow.
- Heart of Soquel is close to being opened up.
- We are working on plans for Hidden Beach and Moran Lake – we received grants for both. We are also doing some improvements at Pinto Lake.

- Looking into the potential for fields in South County area. We don't have many parks in that area so we are excited about possibly finding land to build some.
- We've been working with the Tannery and County Park Friends on Black Health Matters programs. They are getting a lot accomplished in their partnership.

**VII. REGULAR AGENDA – Action Items**

- a. Motion: Meeting schedule was approved for 2021 (Roberts/Rapoza 5/0)

**VIII. REGULAR AGENDA – Information Items**

- a. Director Gaffney shared updates regarding dog waste bags in County Parks
- b. The Commission discussed increased dog use in parks and beaches
- c. Director Gaffney and the Commission reviewed the agenda process

**IX. WRITTEN CORRESPONDENCE LISTING (none)**

**X. ADJOURNMENT – Meeting adjourned at 7:56 p.m. (Bennet/Roberts 5/0)**



# County of Santa Cruz

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979 17<sup>TH</sup> AVENUE, SANTA CRUZ, CA 95062

(831) 454-7901 FAX: (831) 454-7940

JEFF GAFFNEY  
DIRECTOR

Date: Jan 22, 2021  
To: Parks and Recreation Commission  
From: Max Friedmann, Aquatics Supervisor  
Subject: Aquatics Section Report

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### Lap Lane and Pool Space Reservations

- The Swim Center is offering pool use by reservation only at this time in order to restrict the amount of people using the facility and maintain a safe environment in light of COVID-19.
- Many other additional safety measures have been adopted such as frequent cleaning of touched surfaces and the pool layout has been modified to allow for social distancing.



JEFF GAFFNEY  
DIRECTOR

# County of Santa Cruz

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979 17<sup>TH</sup> AVENUE, SANTA CRUZ, CA 95062  
(831) 454-7901 FAX: (831) 454-7940

Date: Jan 22, 2021  
To: Parks and Recreation Commission  
From: Rebecca Hurley, Parks Superintendent  
Subject: Maintenance Section Report

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### North County

- Maintenance installed a new gate to the field at Highlands Park and replaced rotten beams on the covered porch at the main house.
- Homeless encampment trash was picked up at Brommer Street Park.
- Fencing was placed on the lawns at 701 Ocean Street facility and was subsequently removed due to vandalism from the neighboring homeless camp residents on Santa Cruz City property
- A new Right of Entry contract has been established between County Parks and PG&E for use of Graham Hill Showgrounds for the next three months for their use of the site as a base camp for any infrastructure work needed from possible debris flow events.
- Parks staff worked on removal of eucalyptus duff and poison oak from the parcel adjacent to Moran Way at Moran Lake County Park.
- A new retaining wall and railing were installed at Felton Covered Bridge park.
- Two large trees fell at the entrance to Highlands County Park and had to be cleared and removed by County Parks staff.



## **South County**

- Maintenance assembled and installed 10 new picnic tables at the Heart of Soquel Plaza.
- Maintenance repaired frozen pipes on several drinking fountains in parks.
- Staff repaired multiple down fences on park property at Mesa Village Park and Pinto Lake County Park.
- Field renovations including aerating, re-seeding, adding soil amendments and repairing any irrigation issues occurred at Pinto Lake, Polo Grounds and Anna Jean Cummings athletic fields.



## **Mid County / Swim Center**

- Staff assisted the Opal Cliff Recreation District with emergency repairs of their staircase when a large plank went missing from the lower landing.
- Tree pruning and annual maintenance occurred in the parking lot at the Swim Center.
- Staff made repairs to the thermostat for the boiler at the Swim Center after the facility had to be closed for multiple days due to low water temperature.
- Staff are working on beginning the RFP process for fabrication and installation of a new boiler at Simpkins Swim Center.
- A volunteer group with County Park Friends will be working on installing a river walk pathway in some of the landscaped areas of Felt Street Park





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(831) 454-7901 FAX: (831) 454-7940

JEFF GAFFNEY  
DIRECTOR

Date: Jan 22, 2021  
To: Parks and Recreation Commission  
From: Will Fourt and Michael Hettenhausen, Park Planners  
Subject: Planning Section Status Report

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**Chanticleer Park:** Staff is working on the application for Prop 68 Statewide Park Program grant application for Phase 2, and has worked with consultants to prepare a draft Phase 2 Site Plan for the park based on the input received at the community meetings in September – October of 2020.

### **Heart of Soquel Phase 2 & 3**

Construction of the new trail and restoration landscaping is mostly complete and staff expects that trail to be open in February.

### **Hidden Beach**

Parks Department Planning staff continue to review proposals from play structure manufacturer representatives to replace the existing play structure. The Parks Department has entered into a contract with a consultant to prepare a conceptual plan, produce 30% design drawings, and host one public meeting, likely to be held in Spring 2021, for the siting and design of the new permanent restroom.

### **Moran Lake**

The Coastal Conservancy has informed the Parks Dept that staff is recommending award of the planning grant for the Moran Lake Restoration Plan for Water Quality Improvements to the Coastal Conservancy Board in March 2021. The planning grant scope includes detailing water quality improvements (e.g., native plant installations, creation of bioswales, and trail improvements), completing the state environmental review, and developing materials for development permit submission.

### **Greyhound Rock**

Parks Department staff continues to work with the state Coastal Conservancy and state Department of Fish and Wildlife staff on the grant application for planning and development of minimalist overnight accommodations and indoor programming facilities at the park.

### **Live Oak Library Annex**

Parks Department staff is participating on the Technical Advisory Group with County Department of Public Works and Library staff as well as an architectural firm to produce interior and exterior design plans for the Live Oak Library Annex, proposed for construction along the north wall of the Simpkins Family Swim Center. The TAC is currently incorporating historical references of the Live Oak community into the draft designs.

### **Farm Future Phase 2**

Park Department Planning Staff and Consultants are working on preparing a Master Plan

Amendment Application to include a bike pump/jump track as an additional alternative feature and revise the development permit expiration date. The MPAA will be submitted to the County Planning for review and consideration. Planning staff is finalizing a grant application for the Statewide Park Program for funding to complete implementation of Phase 2.



JEFF GAFFNEY  
DIRECTOR

# County of Santa Cruz

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(831) 454-7901 FAX: (831) 454-7940

Date: Jan 22, 2021  
To: Parks and Recreation Commission  
From: Max Friedmann, Interim Recreation Supervisor  
Subject: Recreation Section Report

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### **Learning and Enrichment Camps**

- We have continued to offer our Learning and Enrichment Camps at various sites throughout the County.
- At these sites, Recreation Staff provide assistance with remote learning as well as various active games, arts and crafts, nature and science enrichment activities for stable groups of up to 12 elementary school aged children.

### **Partnerships with Local Recreation Departments**

- We have formed partnerships with the City of Watsonville, Capitola, PVUSD and Boulder Creek and are assisting them with their remote learning programming.
- With our support they have been able to open and operate multiple distance learning programs akin to our Learning and Enrichment Camps.



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(831) 454-7901 FAX: (831) 454-7940

JEFF GAFFNEY  
DIRECTOR

Date: Jan 22, 2021  
To: Parks and Recreation Commission  
From: Margaret Ingraham, Volunteer Program Coordinator  
Subject: Volunteer Program Report

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### **Felton Discovery Park**

The Friends group for the Felton Library and park are dedicated to supporting monthly volunteer days at the park and we will be starting with the monthly community volunteer days on March 6<sup>th</sup> from 10:00 am – 12:00 pm. We will hold monthly volunteer days on the first Saturday of the month. Bring your own gloves and garden tools and meet us in the park!

Several independent volunteers continue to spend time in the park (when the weather allows), pulling invasive plants.

### **Anna Jean Cummings Park**

One of our independent volunteers, Meta Rhodes, is almost finished with painting the upper restrooms and maintenance shop. She has also installed new rain gutters on the building, just in time for the rain! Look for pictures of the finished product in the next report.

Two other independent volunteers at AJ have been pulling lots of trash out of the park on their own and they both reported a new camp. Maintenance staff has been notified of the camp.

### **Quail Hollow Ranch**

The volunteer trail crew continues to maintain the trails throughout the park which is getting increased use during the pandemic. The crew changed their group days to individual days during the latest SIP order change. This crew is dedicated to keeping the trails at Quail Hollow safe and accessible!

An independent volunteer at Quail, Ralph Miljanich, has made good progress on a new walkway at the front of the ranch house. He has added a block border along the path and is installing slate steps surrounded by DG for a finished look. Look for pictures in the next report!

### **Interns**

Intern Alyssa Schaer is working with staff on a small grant from the National Environment Education Foundation (NEEF). We are grateful for her thorough work and are hopeful we will be awarded the grant. If awarded, the grant will fund additional trash clean-up efforts on the North Coast.

### **Jose Ave. Park**

Volunteers at Jose Ave. Park have helped prune some of the perimeter bushes and trees. We appreciate their help.

**Miller Property**

Volunteers for the Miller Property in Boulder Creek are working with staff to increase the volunteer presence on the trails and organize some volunteer days for trail maintenance. Miller property volunteers have also reached out to our Quail Hollow trail crew for guidance on proper trail maintenance techniques.

**Chanticleer Park**

The Mountain Bikers of Santa Cruz will be holding a volunteer maintenance event for the bike pumptrack at Chanticleer Park on February 25th from 8:00 am – 10:00 am. Visit their website for more information. [MBOSC.org](http://MBOSC.org)



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(831) 454-7901 FAX: (831) 454-7940 TDD: (831) 454-7978

JEFF GAFFNEY  
DIRECTOR

February 1, 2021

Parks and Recreation Commission  
County of Santa Cruz  
979 17<sup>th</sup> Avenue  
Santa Cruz CA 95062

### **SUBJECT: Chanticleer Park Phase 2 Site Plan**

Dear Commissioners,

The Parks Department has conducted community outreach related to the site plan and scope of park improvements to be included in a grant application for the Statewide Park Program for construction of Phase 2 at Chanticleer Park. On October 5, 2010, staff presented an overview of the outreach efforts and preliminary findings. The following community outreach activities and meetings have been completed for the Phase 2 planning and grant application:

- **September 30, 2020**: Phase 2 grant application scope public meeting, at the park, 1975 Chanticleer Ave
- **October 3, 2020**: Phase 2 grant application scope public meeting, at the park, 1975 Chanticleer Ave
- **October 5, 2020**: Parks and Recreation Commission Meeting, held via video chat
- **October 20, 2020**: Cradle to Career Live Oak School District Parent Leader Meeting
- **October 21, 2020**: Second Harvest Food Bank “Passion for Produce” distribution at Del Mar Elementary

The attached Phase 2 Site Plan includes the following scope of improvements that address specific ideas, priorities and design ideas generally suggested by participants at these various community meetings:

- **Shaded Picnic Pavilions:** The master plan concept of installing reservable shaded picnic areas next to the playground is desired by the community and would be included.
- **Restoration of historic site features:** When asked how the park could be made more beautiful, many meeting participants were most interested in restoring and upgrading the two historic buildings or features on the site which are currently in a dilapidated condition, including the historic tank house monument structure and the historic residence.
- **Community Garden Expansion:** Participants were interested in additional opportunities for participation in the community garden.
- **Walking Paths:** The master plan concept of walking loop trails is desired by the community and would be included.
- **Off-leash dog area improvements:** shade and benches would be added, the gates would be improved, and dog drinking fountains would be relocated to interior of the off-leash areas where they would be most easily accessed by active dogs.
- **Pump track improvements:** shade would be added at the entrance area, a variety of user levels would be catered to including beginners and young riders, the size of the pump track would remain similar to the existing track, and drainage would be improved in the track area.
- **Landscaping:** Additional planted areas with flowers, trees and perennial shrubs would be added throughout the park to address common desires to add vegetation to the park to make it more beautiful, and to add shade.
- **Skate Feature:** Making the skate feature best for beginner riders and younger kids was most desired by meeting participants.
- **Sport Court:** Meeting participants expressed desire for tennis, pickleball and basketball facilities. Because of this, the tennis court design from the master plan would be reoriented and would include shared space for basketball, and other court uses such as pickleball could be allowed as well.
- **Flexible Open Space Area:** Meeting participants were interested in having improved flexible area but were concerned about the high water demand of traditional turf. To address these two realities, the master plan turf area would be reconsidered to be an area of lower-water turf equivalent such as species certified by the Turfgrass Water Conservation Alliance or an alternative such as Kurapia. These alternatives are expected to use less than half the water of conventional turf.
- **Interpretive panels:** To promote education, connection to the landscape and history, and interest in learning about park history and development, a series of five artistic and easy-to-read interpretive panels would be added to the park concept and would be done in English and Spanish.
- **Outdoor Fitness Area:** Several meeting participants had the idea of adding outdoor fitness equipment along the walking trail, which would be added to the

park concept and would be inclusive and accessible to people of all physical abilities.

- **Indoor Community-Oriented Space**: The master plan concept of improving and converting the historic residence into a small community-oriented space is desired by the community and would be included.
- **Public Art**: Participants were interested in adding more color, murals, and community-based public art. Additional public art would be added to the park through the Percent For Art program.

This Phase 2 Site Plan is generally consistent with the approved Park Site Master Plan as approved by the Planning Commission on June 8, 2011 and presented at these recent community meetings. However, the Phase 2 Site Plan incorporates the following differences as compared to the Park Site Master Plan, reflecting input received at these meetings:

- **Re-orientation of the tennis court, striping as a shared sport court, and elimination of practice court.** In response to several comments at the meetings that basketball use, along with tennis, is desired at the park, the proposed court in the Phase 2 Site Plan is a shared court rather than a tennis court. The re-orientation of the court does not affect the size, location or functionality of the court. Additionally, the separate practice court was not a use that was specifically important to meeting participants. The court changes are recommended to allow for the bike pump track to stay the current size and to use park space more efficiently.
- **Expansion of the bike pump track footprint to more closely match the existing footprint.** Preservation of the existing footprint of the bike pump track was important to many meeting participants, and so it is preserved in the proposed Phase 2 Site Plan. Maintaining the current footprint requires reorienting the sport court and eliminating the bocce court.
- **Elimination of the bocce court.** There was some limited support for the bocce court from some meeting participants. However, due to minimal use of bocce courts at nearby Felt Street Park, and the more overwhelming support for maintaining the current size of the bike pump track, the bocce court are is not included in the proposed Phase 2 Site Plan.
- **Addition of small picnic area by sport court, skate area and bike pump track.** Many meeting participants expressed the concern that flexible open areas were being lost with the proposed improvements. To address this concern, an additional open area that could be used as an additional picnic area is included in the proposed Phase 2 Site Plan. This area also could have opportunities for public art.
- **Addition of a small outdoor fitness station along the walking trail.** Many participants expressed unsolicited interest in a small fitness area along the walking trail, and so this has been included in the Phase 2 Site Plan.



- **Addition of Interpretive signage.** Many participants suggested educational opportunities and so a series of approximately five interpretive panels have been included in the Phase 2 Site Plan.
- **Additional parking spaces for parking related to use of the converted historic residential building.** Since parking was a primary concern for meeting participants, the Phase 2 Site Plan includes proposed additional limited parking to limit additional demand associated with new uses of the converted residential building. These spaces are pending approval from the Department of Public Works. These spaces would be dedicated to visitors associated with the building and not for general park users.

If approved by the Parks Commission, Parks staff will submit the grant application to the Statewide Parks Program to include the scope of improvements indicated in the Phase 2 Site Plan. If the grant is awarded, Parks staff will submit work with consultants and the County Planning Department to design, permit, and construct phase 2. If the grant is not awarded, resources will not be available to pursue a complete Phase 2 development project until other funds are identified. Parks staff recommends that the Parks Commission approve the Chanticleer Park Phase 2 Site Plan as attached.

**Recommended Action:**

Approve Chanticleer Park Phase 2 Conceptual Site Plan

Regards,



Jeff Gaffney  
Director of Parks, Open Space & Cultural Services

Attachment: [Chanticleer Park Phase 2 Site Plan \(online\)](#)



# County of Santa Cruz

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JEFF GAFFNEY  
DIRECTOR

Parks and Recreation Commission  
County of Santa Cruz  
979 17<sup>th</sup> Avenue  
Santa Cruz CA 95062

### **SUBJECT: Park Dedication Fees and Ordinance Updates**

Dear Commissioners,

Please see the following letter and attachments for your consideration.

### **Recommended Action(s):**

Recommend the Board of Supervisors take the following actions:

1. Consider and approve in concept the attached ordinance including Park Land Dedication or Fees In Lieu Therof; Parks and Recreation Development Impact Fees; and Trails and Beach Access Dedication, Standards and Review; amending Santa Cruz County Code Chapter 15.01 and adding Chapters 15.03 and 15.05.
2. Schedule Second reading and final adoption of the ordinances
3. Hold a public hearing on proposed amendments to the Unified Fee Schedule;
4. Adopt Unified Fee Schedule updates

### **Executive Summary**

The Parks Department recommends updates to the Park Dedication Fees including updating the underlying County ordinances, administrative changes to eliminate fee zones and districts, and updating the fees in the Unified Fee Schedule. The resulting restructuring of fees would result in complying with current State statute including the Mitigation Fee Act, aligning fees with General Plan requirements, and increasing social equity in how fees are applied.

### Background

The County has required dedication of new parkland and/or payment of park in-lieu fees for new residential development since 1973, similar to other jurisdictions throughout California. These Park Dedication Fees are intended to allow the County Park system to grow proportionally to the increase in demand for park facilities created by new development. Park Dedication Fee requirements are codified in County Code Section 15.01.

There are two sections of California Code related to parkland dedication or in-lieu fees and park and recreation development impact fees:

1. The Quimby Act (Section 66477 of the California Government Code) requires residential projects that require approval of a tentative map or parcel map to either dedicate land, pay a fee in lieu of dedication, or both. The fees may be used to develop new or rehabilitate existing neighborhood or community parks or recreational facilities within the neighborhood that serves the project.
2. The Mitigation Fee Act (Section 66000 – 66008 of the California Government Code) permits local jurisdictions to adopt parks and recreation development impact fees on new development to fund the associated, additional costs of providing parks and recreation capital facilities.

The County's current Park Dedication Fee program is based on the provisions of the Quimby Act. Parkland dedication in-lieu fees are based on the cost of acquiring new parkland and developing park facilities, based on the market value of comparable land sales and park facility construction costs. As the market conditions fluctuate and the cost of acquiring parkland and construction change over the years, fees should be updated periodically to reflect this increase in costs. The structure and rates of the current Park Dedication Fees were last updated on June 25, 1998, by Board adoption of Resolution 301-98 revising the Unified Fee Schedule.

Park Dedication Fees are currently applied per residential bedroom in original developments and later additions, with a separate fee per bedroom for multi-family units and single-family units. Current fees, and a comparison to neighboring jurisdictions, are shown in the table below.

	Fees	Fee for average single family home (3 bedrooms or 2,375 sq ft)	Year fee last updated
Santa Cruz County	Zone 1: \$1,000 per single-family bedroom, \$750 per multi-family bedroom; Zone 2: \$800 per single-family bedroom,	\$2,400	1998

	\$600 per multi-family bedroom; Zone 3: \$578 per single-family bedroom, \$434 per multi-family bedroom		
City of Santa Cruz	\$3.00 per square foot of each unit.	\$7,125	1994
City of Watsonville	\$1,500 per bedroom for 1-2 bedroom unit; \$1,667 per bedroom for 3-bedroom unit; \$1,875 per bedroom for 4-bedroom unit; \$0.50 per square foot for commercial and industrial	\$5,001	2008
City of Scotts Valley	R-MT-5 (mountain) - \$10,978/unit R-R-2.5 (rural) - \$10,978/ unit R-1-40(estate) - \$10,978/ unit R-1-20 (low density) - \$10,978/ unit R-1-10 (sf, detached) - \$10,978/ unit R-1-10 (sf, attached) - \$8,494/ unit R-M-6/R-M-8 (MF) - \$8,547/ unit R-H MF - \$5,487/ unit Mobile Homes and 2nd DU - \$5,706/ unit	\$10,794	2020
City of Capitola	No fee	-	-

Currently, fees are collected, accounted and disbursed within each of nineteen Park Dedication Districts, which cover the entire unincorporated County and include the County's fifteen Planning Areas, plus the four independent recreation and park districts in the County. There are also three fee "zones," which are groups of Park Dedication Districts which had similar land values at the time they began being used in 1982.

Park Dedication Fees are used to develop new or rehabilitate existing park and recreation facilities to serve new development and growth in the County. The Capital Improvement Program 2020-2021 identifies \$94,270,400 in unfunded identified parks projects that could serve increased population and park demand resulting in growth from new development.

As the County grows, the provision of adequate parks and green space in the community is crucial as parks provide a variety of community benefits. Parks provide opportunities for people of all ages to come together across economic and cultural divides, enjoy cultural offerings, and experience the outdoors. Parks support greater mental and physical health by providing community activities, relief from stress, and opportunities to be physically active. Parks and open space can also support functional ecosystems, biodiversity, and environmental health. In this community our parks, beaches, open spaces, arts and cultural offerings and recreational opportunities are an

important part of the local economy and why people love to live, visit, and do business in Santa Cruz County.

Parks and recreational opportunities are an important contributor to quality of life, or what makes a particular community a “great place to live.” According to the Gallup-Healthways Well-Being Index, Santa Cruz County was the community with the highest overall well-being in California, and the second highest in the Country in 2015-2016. Two of the five criteria for this study directly relate to the provision of public parks and programs and access to outdoors community spaces. Quality of life is a primary motivator for why people want to live, work and visit a particular place.

### **Analysis**

As the County Parks system has grown, some issues with the Park Dedication Fee Ordinance, Fee Schedule and its implementation are apparent. These issues and recommended solutions are described in each section below.

#### Park Acreage Standard

The County’s General Plan and Local Coast Program (General Plan) includes standards for park acreage per 1,000 people, including a standard of at least 5 acres of parkland per 1,000 people in all parts of the unincorporated County. The recommended fee update is based on the standard of providing 5 acres per 1,000 new service population.

Currently, County Code Section 15.01.070 establishes a previous standard of 3 acres per 1,000 people, which is not consistent with the current General Plan. Revisions to this section of Code to make it consistent with the General Plan and to establish a standard of providing 5 acres of parkland per 1,000 service population are included in the recommended ordinance revision.

#### Parkland Dedication In-Lieu Fees and Parks and Recreation Development Impact Fees

The current Park Dedication Fee ordinance is for both acquisition of parkland and for development of new park facilities on parkland. In compliance with both the Mitigation Fee Act, and the Quimby Act, the recommended fee update includes two separate types of fees:

1. In-Lieu Fees: for residential subdivision projects that do not dedicate parkland, fees are in lieu of dedicating parkland under the Quimby Act
2. Impact Fees: for residential and non-residential development projects, impact fees are to fund associated additional costs of providing additional parks and recreation facilities under the Mitigation Fee Act

#### Fees by District and Zone

The County Parks system works as a network of parks that are used by all residents, workers and visitors in the County. According to a park user intercept survey (see attached Report) 87 percent of park visitors surveyed lived, worked or were staying somewhere in Santa Cruz County. However, 69 percent did not live, work or stay in the

same Park Dedication District as the park they were visiting. Survey data demonstrate that each County Park serves more than the Park Dedication District where it is located, and park visitors frequent parks throughout the County.

Grouping fees by nineteen districts results in less efficient and effective use of park impact fee revenues for parks projects than they would result if revenues were combined for the entire unincorporated County, excluding the four recreation districts. Currently, fee balances in each district often remain small enough that they are not sufficient to fund a new park or improvement. There may not be an opportunity to fund a new park in a given district. A park in another district may benefit that district but funds are restricted unnecessarily and cannot be used to the benefit of that district.

Having differing fee amounts set by zone creates an inequitable application of park fees. Currently, Park Dedication Fees for each district are calculated according to which “zone” the District belongs. Districts and zones were established by the Board of Supervisors in the Unified Fee Schedule. They have been grouped by different boundaries over the years, are administrative and established for accounting purposes only, and are not a requirement of the underlying County Ordinance or enabling State statute. In practice, the differing fees in differing “zones” reflect differences in land values that are related to average parcel size when they were created in 1982. Areas that had larger parcels had lower per square foot land values than areas with smaller parcels. These areas may have higher home values and at the same time have lower Park Dedication Fees, which has created inequity in how fees are applied. For example, the current Park Dedication fees for the Aptos Hills is \$578 per bedroom for single family, while in Pajaro Valley it is \$1,000 per bedroom. At the same time, parts of the Aptos Hills District have a median income of \$161,875, while parts of the Pajaro Valley District have a median income of \$57,553.<sup>1</sup> Further, since the park system works as a countywide network across districts, the impact fee system should reflect the average costs associated with acquiring and developing parkland throughout the unincorporated county, rather than where the residence is located.

For these reasons, restricting Park Dedication Fees to be disbursed only within the same Park Dedication District is unnecessarily limiting the ability of the Parks Department to invest in the parks that most need it and to respond to opportunities for expanding park facilities in all areas throughout the unincorporated County. The recommended fee update includes one fee schedule that would be applied throughout the unincorporated County, and would be collected, accounted or disbursed throughout the unincorporated County, excluding the four recreation districts. Fees within each of the four recreation districts will continue to be collected by the County and disbursed to that recreation district.

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<sup>1</sup> California State Parks, Community FactFinder Report, accessed at <https://www.parksforcalifornia.org/communities> on January 7, 2021.

### Fees for Visitor, Commercial and Industrial Development

Currently, Park Dedication Fees are charged to new residential and hotel development at the same rate, but are not collected on new commercial, retail, office, industrial or R&D development. According to the park user intercept survey completed by staff (see attached Report), people who work in Santa Cruz County use the County Parks system a similar amount as residents (1.1 times as much), and people staying in visitor accommodation use the County Parks 3.8 times as much as residents. As such, new development that increases the number of employees in the County, or the number of visitors staying in the County, will increase the demand for County Parks facilities. For this reason, the recommended ordinance revision includes changes to allow fees for nonresidential development, and the recommended fee update includes separate fees for commercial and office, industrial and R&D, and hotel development. Park Impact Fees for nonresidential development are based on average square foot per employee estimates per the calculations outlined in the Parkland Dedication In-Lieu Fee and Parks and Recreation Development Impact Fee Study (Report). Recommended fees per square foot of nonresidential development are recommended to be set at \$0 at this time to be sensitive to the current economic situation for commercial development in the context of the coronavirus pandemic. However, the ordinance revision allows these fees to be added by the Board through future updates to the Unified Fee Schedule.

### Affordable Housing and Accessory Dwelling Unit Exceptions

Currently, park impact fees are not charged on deed-restricted affordable housing projects, to incentivize the development of much-needed affordable housing. The revised ordinance does not change the affordable housing exception. Additionally, accessory dwelling units smaller than 750 square feet will continue to be exempt from park impact fees.

### Fees by Square Foot

Currently, in-lieu fees are calculated per new additional bedroom for residential structures. However, the County's Housing Advisory Commission (HAC) made the recommendation on May 2, 2018 that impact fee structures be modified to charge by square foot rather than per bedroom. The County's Child Care Fee is applied by square foot rather than by bedroom or unit. This is consistent with the State Housing and Community Development recommendation in order to provide incentives for building smaller units to improve market affordability. Applying fees by square foot would also increase equity because development of smaller homes would result in lower fees than development of larger homes. For these reasons, the impact fees in the recommended fee update are calculated by square footage rather than by unit or bedroom.

### Accounting Consolidation and Loans

After the creation of one Park Dedication Fund for the unincorporated County, park impact fees collected in the unincorporated County, excluding the four recreation districts, would all be deposited into that one Fund. Existing fund balances in each of the 15 Park Dedication Funds by district will be combined into the one countywide Park Dedication Fund. Funds already designated for a particular Parks project by the Board of Supervisors will remain designated to that project.

Because of the misalignment between overall park system needs and the division of capital project acquisition and development funds into 15 separate funds, funds in one district fund have occasionally been loaned to another district fund, in order to complete a certain project. Currently, there are two loans outstanding.

In fiscal year 2006/07, \$150,000 was loaned from Skyline Park Dedication Fund to San Lorenzo Valley Park Dedication Fund for Highland Park Improvements. As part of the transition to one Park Dedication Fund in the unincorporated County, the existing loan between park dedication districts will be forgiven with no net change to the combined park dedication fund balance.

The other outstanding loan is also related to the San Lorenzo Valley Park Dedication Fund for the purchase of Quail Hollow Ranch County Park. In 1987, the County bought two regional parks, Quail Hollow Ranch and Polo Grounds, with bond funds. Each Park Dedication Fund was assigned a portion of the bond debt to pay back, based on the number of residential units per Park Dedication District. The bond debt has been paid. However, the San Lorenzo Valley Park Dedication Fund was unable to meet this debt obligation and began borrowing from the CERTS Reserve Fund to pay it. This created a debt owed by the San Lorenzo Valley Park Dedication Fund to the CERTS Reserve Fund. In 2015/16, the Board directed that General Fund monies be used to repay the debt to the CERTS Reserve Fund, with the result that the debt of the San Lorenzo Valley Park Dedication Fund is now owed to the General Fund. The current principal debt amount is \$462,939, as of June 30, 2020. Annual repayment amounts have fluctuated, dependent on the amount of park impact fees collected in San Lorenzo Valley Park Dedication District each year. The existing loan from the General Fund to the San Lorenzo Valley Park Dedication fund will be repaid through a repayment plan, using park dedication fee revenue, over the next 20 years, resulting in an annual payment of \$23,146.95 to the General Fund.

### Fee Rates

The maximum supported fees in the Park Dedication In-Lieu Fee and Parks and Recreation Development Impact Fee Study (Fee Study) represent the fees that would be adequate to provide the current park service standard with the current costs of acquiring and developing park land. However, these maximum supported fees are substantially higher than the current fees, which have not been increased since 1998, and would be a large increase if adopted in a single year. For example, the maximum fee supported according to the Fee Study for a new three-bedroom residence of average size of 2,375 sq ft would be \$9.05 per square foot or a total of \$21,493.75, while the current fee if located in Zone 1 would be \$3,000. This would be an increase of \$18,493.75 from existing rates.

To avoid a large fee increase, the proposed new fees are comparable to existing fees but incorporate the changes described in this letter and in the attached study. These changes are as close to the equivalent to the existing fees, based on averages, as is possible. Non-residential fees are proposed to be set at zero to reflect current fees and



not increase in the current economic conditions. Fees have been added for projects that do dedicate parkland, based on the cost of developing parkland, at the same percentage of the maximum fee as projects that do not dedicate parkland. The fee zones have been eliminated and the proposed fees are by square foot rather than bedroom. For these reasons, the proposed fees cannot be identical to existing in all cases and may represent an increase in some situations and a decrease in some situations.

The Park In-Lieu and Impact fee schedule must also be updated regularly to match inflation and resulting rising costs of acquiring parkland and developing park facilities. Since fees have not been updated since 1998, when inflation is taken into account, they are essentially lower now than they were in 1998 when they were last updated. As the cost of both land and park construction is likely to continue to increase, the Park fee schedule in the Unified Fee Schedule should also be increased annually based on the calculated construction cost index, such as the Engineering News Record. Furthermore, land acquisition costs, which are an important component of the total fee, and actual facility construction costs should be reviewed by the County at least every five years.

### **Parks Strategic Plan Elements**

- 1.3 Accessible Facilities
- 1.5 Underserved Areas
- 2.3 Sustained Funding

### **Financial Projection**

Park Dedication Fee revenues have averaged \$175,298 annually over the past 5 fiscal years, but with a distinct downward trend averaging 12.60% less each fiscal year. For this reason, projections are based on the last complete Fiscal Year 2019/20 and incorporate the 12.60% annual reduction, with total 2021/22 revenue projected at \$102,000 with no change in fee structure or rates.

With adoption of the updated fees, overall revenues from development are expected to remain about the same at \$102,000 in 2021/22, depending on the number, location, size and type of applicable projects.

### **Financial Impact**

The 2021/22 revenue for parks capital projects is projected to remain approximately the same at about \$102,000.

### **County Strategic Plan Elements**

- 2.B Community Development
- 4.A Outdoor Experience
- 5.B Community Vitality
- 6.C County Infrastructure
- 6.D Continuous Improvement

Regards,

A handwritten signature in blue ink, appearing to read "JGaffney".

Jeff Gaffney  
Director of Parks, Open Space & Cultural Services

Attachments:

- a. [Parkland Dedication In-Lieu Fee and Parks and Recreation Development Impact Fee Study \(online\)](#)
- b. [Proposed Ordinance Amending Chapters 15.01 and Creating Chapters 15.03 and 15.05 of Santa Cruz County Code \(online\)](#)
- c. Proposed Park Dedication Fee Schedule

**ATTACHMENT C: PROPOSED PARKLAND DEDICATION IN-LIEU FEE AND PARK IMPACT FEE SCHEDULE**

Parkland In-Lieu Fees		Park Impact Fees						
Residential Subdivision Projects, per unit (Maximum supported fee: \$21,503)		Residential – Projects that do not dedicate land or pay a fee in-lieu of land dedication, per SF of livable area (Maximum supported fee: \$9.05)		Residential – Projects that dedicate land or pay an in-lieu fee, Per SF of livable area (Maximum supported fee: \$1.12)		Retail, Restaurant and Office, per SF (Maximum supported fee: \$11.15 to \$13.01)	Hotel, Motel and Short-Term Rentals, per SF (Maximum Supported Fee: \$13.31)	Industrial and R&D, Per SF (Maximum Supported Fee: \$5.20)
Zoned Single Family	Zoned Multi-Family	Single Family	Multi-Family	Single Family	Multi-Family			
\$3,000.00	\$2,250.00	\$1.42	\$1.06	\$0.16	\$0.12	\$0	\$0	\$0

## WRITTEN CORRESPONDENCE LISTING:

The Written Correspondence Listing is established to act as a report of materials received by the Commission as a whole, but may also include items requested for inclusion by individual Commissioners.

The Parks and Recreation Commission has received the following items of correspondence which require no official action by the Commission at this time:

1. Letter from JP Saunders, dated November 18, 2020, about off-leash dogs at Jose Ave park
2. Letter from Jean Brocklebank, dated December 13, 2020, suggesting a press release about County leash laws
3. Letter from Jean Brocklebank, dated January 20, 2021, stating concerns over off leashed dogs appearing in County Parks video
4. Letter from Georgina Monahan, dated January 30, 2021, about concerns over off leashed dogs appearing in County Parks video
5. Letter from John and Linda Brown, dated January 31, 2021, expressing concerns over off-leashed dogs in the community