CHAPTER TEN

RECREATION
10. Recreation

Granite Bay has an extensive system of parks, trails, and open spaces that form an important component of the community identity. Not only is the recreational system important to health and fitness, but it also provides a variety of activity choices to residents and visitors of Placer County including league sports, water activities at the Folsom Lake State Recreation Area, walking, cycling, horseback riding, golf, and private indoor fitness facilities.

The Recreational Element of the Granite Bay Community Plan has served the community through a period of rapid growth since its first adoption in 1987. Implementation of the Recreational Element has been successful and has resulted in the development of seven active recreation parks and the Miners Ravine Nature Reserve where no County parks existed in 1987. As of 2011, the Granite Bay area had achieved and maintained the General Plan standard of 5 acres of developed active parkland per one thousand residents, up from zero acres per thousand in 1987. In addition, plans for an interconnected system of bike routes and natural surface trails have been adopted, and segments of these trail routes are acquired as adjacent development comes forward.

The fulfillment of the 1987 Recreational Element vision owes its remarkable success to the following aspects that give testimony to the energy, resources, and commitment of the Granite Bay community:

• **Community volunteer, service organization, and sports league support.** The County mission is to provide construction, operation, and maintenance of Placer County’s recreation facilities. The commitment of the community sports leagues and volunteers has provided programming of league sports and other art and recreation activities that would not have otherwise been available through County resources. Those who give their weekends and evenings without pay to organize and serve the participants of the numerous leagues and activities should take pride in knowing that the successful recreation system of Granite Bay cannot function without them. Volunteers have also been successful in providing resources for facility improvements. These contributions have served as matching leverage for grant funding. Service clubs have raised significant capital for park development and initiated construction of park improvements.

• **The adoption of the Granite Bay Parks, Trails, and Open Space Maintenance and Recreation Improvement District in 2001.** This voter-approved Lighting and Landscape Assessment District provides dedicated improvement and ongoing maintenance funding for County facilities. Ongoing maintenance funding is the most difficult element of recreation funding to identify. With maintenance funding in place, the County was able to secure over $2 Million in grant funding to complete park development. This Improvement District is the largest voter approved district of its kind in unincorporated Placer County and displays the commitment of Granite Bay residents to their park and recreation system.

• **The County Park Dedication Fee Program.** The current form of the County Park Dedication Fee Program was adopted by the Board of Supervisors in 2004 and ensures the mitigation of recreation impacts of new development. Proposals for use of fees collected within the Granite Bay area undergo a public vetting process to ensure they are spent to the benefit of the Granite Bay community.
• **School district partnerships.** Joint Use Agreements between the County and local school districts for the construction, maintenance and shared use of recreation facilities have resulted in savings on land costs, streamlining of administration, and efficient maintenance.

• **Use of proven new technology to reduce water and maintenance costs and provide increased usability.** The use of synthetic turf, underground watering systems, and rubberized playground matting have led to significant savings in water, and maintenance and increased the number of usable hours.

This Recreation section serves as the guide to incrementally develop facilities to meet the needs of existing and future residents of the area and outlines the tools available to implement the plan and specific proposals for park improvements and management.

As development of Granite Bay continues, the County will use this chapter as a guide to require that new development assists in the implementation through the payment of fees and/or dedication of land for public recreation facilities. The Recreation section will also guide the County in identifying revenue and partners to assure adequate maintenance and administration of facilities and recreational activities.

Policies aimed at promoting healthy, active communities through the safe, equitable and accessible planning of public spaces as well as the provision of opportunities for pedestrian and non-motorized travel (addressed in the trails section) are in accordance with the Community Plan General Goals and Policies.

Development of parks, recreation facilities, and trails for use by equestrians, hikers and cyclists over the past two decades has increased the level of active recreation facilities to the approximate General Plan standard service level (5 acres of active and 5 acres of passive developed recreation area per 1000 residents). Additional recreational amenities are expected to continue to grow at the pace of development.

### 10.1 GOALS

1. Maintain recreational service level standards of the General Plan in order to meet the needs of all segments of the population living in the Granite Bay Community Plan area.

2. Designate, protect and conserve the natural resources of the area where such resources can add to the variety of recreation activities in the area.

3. Identify adequate and equitable funding to maintain and operate public recreation areas, open space, and landscape areas.

4. Continue to work with sports leagues, school districts and other public agencies and the private sector as partners in the provision of shared recreational facilities and programming, while the County remains focused on the development and maintenance of parks and trails.

5. Ensure that new recreational development is consistent with adjacent land use.
10.2 POLICIES

1. Develop, operate and maintain park facilities in accordance with park standards contained in the General Plan.

2. Continue to work with the schools in the area on the development of joint-use recreation facilities.

3. Where legally appropriate and efficient, encourage developer-built public recreational amenities.

4. Continue to work with sports leagues and schools for the provision of league sports and recreational programs for area residents.

5. Where appropriate to the character of a new development, encourage private recreation amenities within residential developments to offset the demand for public facilities.

6. Require the dedication of land and/or payment of fees, in accordance with applicable laws, in order to acquire and develop public recreation facilities to maintain recreational service levels of the General Plan.

7. Encourage compatible recreational uses near riparian areas along streams and creeks where feasible.

8. Coordinate the development of trails and other recreation facilities with other public agencies.

9. Consistent with State Law and County Code, continue to recognize and use the distinct Granite Bay Recreation Fee Area for the purpose of collecting park dedication fees generated from new development projects within the Granite Bay area. Fees collected within the Granite Bay Recreation Fee Area shall be spent on recreational amenities clearly benefitting the residents of Granite Bay.

10. Require the inclusion of new subdivision lands in a County Service Area or Lighting and Landscape District to generate funds to improve, operate, and maintain specified public park, trail, and landscape facilities in this area.

11. Improvement and maintenance funding should be secured through one or more of the following methods prior to the development of parks, trails, landscaped areas, and recreational facilities:
   a. Development fees paid by new private development.
   b. Voter-approved assessment fees, either new or increase to existing assessment programs such as a Community Services District Zone of Benefit or the Granite Bay Parks, Trails, and Open Space Maintenance and Recreation Improvement District (Lighting and Landscape District).
   c. Grants
   d. Other legal and sustainable sources

12. Where recreational land dedication is required of new development projects, ensure the dedication of land is in locations that are compatible with adjacent and use and to not pose excess regulatory or maintenance burden.
10.3 EXISTING FACILITIES

Placer County supports a comprehensive array of parks, arts, recreation, leisure and cultural programs to a diverse population with differing recreational needs (see Parks Map Six at rear of document).

As Granite Bay has developed, Placer County government began to create the present public park and open space system through dedications and purchases. The County has relied on grants, land dedication from developers, park fees, volunteer contributions, and dedicated assessments to construct and maintain the park system.

One of the missions of Placer County is to “provide construction, operation, and maintenance of Placer County’s parks, beaches, open space, landscaped grounds, and recreational trails for the use and enjoyment of residents and guests of Placer County.” Placer County does not offer programs and, therefore, relies on community partners to provide organized recreational activities. These activities have been successfully and efficiently undertaken by local school districts, sports leagues, churches, and private businesses.

Table 10.3.1
Existing Recreational Facilities in Granite Bay

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<th>State Park/Passive Park</th>
<th>Playground</th>
<th>Picnic Area</th>
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<th>Baseball Field</th>
<th>Multi-Use Trail</th>
<th>Track/Stadium</th>
<th>Swimming</th>
<th>Parking Area</th>
<th>Location</th>
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<td>Total Acres</td>
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</table>
Significant capital projects completed since the 1987 Recreation Element was adopted include the development of each of the following County parks:

**Douglas Ranch Park**  
4.5 acres  
5250 Sterling Street  
**Facilities:** Baseball diamond, picnic area, tot lot

**Franklin School Community Park**  
4.4 acres  
7050 Franklin School Road  
**Facilities:** Synthetic turf baseball/soccer field, walking trail

**Granite Bay Community Park**  
14.3 acres  
6010 Douglas Boulevard  
**Facilities:** BBQ Pavilion, picnic areas, tot lots, two baseball/soccer fields, restrooms, snack bar and cycle/pedestrian trails

**Miners Ravine Nature Reserve**  
24.6 acres  
7530 Auburn Folsom Road  
**Facilities:** Passive park, interpretive nature trail, two self-guided trails with interpretive signs

**Ronald L. Feist Park**  
16.3 acres  
9180 Twin Schools Road  
**Facilities:** Three Little League Baseball fields with two overlaying multi use fields, three soccer fields, two tot lots, a covered pavilion and six tennis courts

**Sterling Point Park**  
6 acres  
9688 Sterling Point Court  
**Facilities:** Baseball field, playground and picnic area

**Treelake Park**  
8 acres  
5255 Parkford Circle  
**Facilities:** Family picnic area, tot lot, baseball field, soccer field, large sports court for tennis and basketball

**Treelake Terrace Park**  
2.6 acres  
9720 Swan Lake Drive  
**Facilities:** 2 acre turf area, trail, benches

**Folsom State Recreation Area**

Granite Bay is fortunate to have a major regional facility with unique physical and natural characteristics in the community, the Folsom Lake State Recreation Area. It provides nature-based land and water recreational opportunities within a diverse natural environment.

California State Parks manages the Folsom Lake State Recreation Area. State Parks first entered into an agreement with the U.S. Bureau of Reclamation (BOR) in 1956 to manage recreation facilities at Folsom Lake.

The Folsom Lake State Recreation Area is one of the most heavily used facilities within the California State Parks System. It offers
12,000 water surface acres for water-oriented use including swimming, sailing, boating, water skiing and fishing. Its 85 miles of shoreline provide opportunities for picnicking, swimming, camping, horseback riding, hiking and cycling along the scenic lake.

According to the Folsom Lake State Recreation Area Resource Inventory, total park attendance in 2000 was 1.57 million. Of that, 508,000 accessed via the Granite Bay entrance and an additional 220,000 utilized Beals Point. Forty-six percent of users accessed the State Park through Granite Bay.

The most popular day use facility in the Folsom Lake State Recreation Area at Granite Bay with a series of facilities spread over three distinct subareas. The Main Beach area includes a 1,200-foot long guarded swim beach (summer season only), snack bar and beach equipment concessions, restrooms, a grassy picnic area, tot lot, and a paved parking area for vehicles. The North Granite area is popular for fishing, horseback riding, and hiking. This area includes an informal beach area at Oak Point and an equestrian staging area.

The main launch facilities on Folsom Lake are located at Granite Bay. The ramp facility is designed for powerboat, personal watercraft, and sailboat launching. They are fully hard surfaced, have demarcated lanes and turnaround areas, as well as adjacent parking areas. The trail system in the Folsom Lake State Recreation Area is extensive, linking most of the park’s facilities, and accommodating a variety of users including walkers and hikers, horseback riders, cyclists, and mountain bikers. In all, there are over 90 miles of trails within the recreation area, including eight miles of dirt multiple use trails in the sprawling Granite Bay section.

The Pioneer Express Trail connects the cities of Auburn and Sacramento and passes through the Folsom Lake State Recreation Area. This segment of the Pioneer Express Trail is also part of the American Discovery Trail, the nation’s first coast-to-coast non-motorized recreation trail. This 21-mile segment of dedicated dirt trail is for equestrian and pedestrian users only. From Beal’s Point west, the Pioneer Express Trail follows the American River Bike Trail along the western shore of Lake Natoma to Nimbus Dam (10 miles), and continues west along the American River Parkway 23 miles to Discovery Park in Downtown Sacramento.

Capacity is a concern at Granite Bay, particularly during peak season weekends when the day use parking area at Main Beach and the parking area and launch ramps at the launch area fill by midday. There is one entrance to Granite Bay at Douglas Boulevard and one entrance to Beals Point at Oak Hill Drive. Significant backups occur along the roadway and onto Auburn-Folsom Road when the parking areas fill.

Private Facilities
Private recreation facilities such as private schools, golf courses, tennis clubs and health and fitness facilities also provide a community benefit. The County does not program or control private facilities, therefore these important recreation resources are not credited toward satisfaction of the General Plan acreage goals for public parks. However, since they do fill a recreation role, their availability of recreation is important to recognize.

Figure 10.3.3: Several private recreation facilities are located in Granite Bay including the Granite Bay Golf Club. Photo by Jeff Glazner.
School Facilities
The Eureka Union School District, Loomis Union School District, and Roseville Joint Union High School District are the districts serving the Granite Bay community. While giving priority to school activities, particularly during school hours, the outdoor school district facilities are generally open to the public after school hours. In cases where school districts utilize County funds in development of recreational facilities, formalized use agreements are entered into that specify the rights of limited public access.

School facilities play an important role in family life and routine. The distribution of school facilities throughout Granite Bay suggests that these facilities also play an important role in neighborhood green space and recreation programming, especially in areas not currently served conveniently by County park facilities. In the calculation of General Plan park facility standards, schools that have facilities open to the public are counted.

Public school and parks facilities are critical to promoting physical activity and accommodating demand for recreation opportunities. When school activities are not scheduled, the grassy areas, sports fields, courts, and children’s play areas can potentially be used informally in much the same manner as neighborhood parks. This use is dependent on whether the campus is fenced and gated during non-school hours. In the absence of a joint use agreement specifying open public hours, public use is dependent on the policy of an individual school's administration. In some cases, individual sports groups and/or leagues have arranged to schedule games and practices at school sites.

Partnerships with school districts often provide efficient delivery of public recreation amenities. In 2009, Franklin School Community Park (Franklin Park) was opened to the public. In the case of Franklin Park, the Loomis Union School District allocated land for a park at no cost to the County. The District also agreed to provide on-site staffing for maintenance of the park. Placer County provided development funding and oversight as well as maintenance funding through locally collected “Improvement District” funds (see discussion of “Improvement District” in Section 10.4). Construction was funded through park dedication fees from the Granite Bay and Loomis Basin areas and state grants. A use agreement stipulates public access to the park fields and trails after school hours.

At the County-owned Ronald L. Feist Park, adjacent to Granite Bay High School, the Roseville Joint Union High School District paid for and administered the construction of six tennis courts. A use agreement stipulates public access to the tennis courts outside of specified high school tennis events. The High School provides tennis programming for its students and much of the routine court maintenance.
10.4 PARK ACQUISITIONS

Park improvements and acquisitions have historically been primarily funded through Park Dedication Fees and grants. Mechanisms to fund new park and recreation facilities include:

Park Dedication Fees (PDF's): PDF is the collective term for in-lieu recreation mitigation fees collected under two sections of state law, the Subdivision Map Act (“Quimby Fees”) and the Mitigation Fee Act (“AB1600 Fees”), and enabled by ordinance passed by the Placer County Board of Supervisors.

Subdivision Map Act: The Subdivision Map Act (Government Code section 66410 et seq.) gives cities and counties authority to impose fees or dedications of land for specific uses as conditions of subdivision map approval. The Map Act provides that certain types of exactions may only be imposed if a local subdivision ordinance contains specific enabling language to do so. While the Map Act contains language specific to exactions, the impacts of a project need to justify that exaction. The following sections of the Map Act provide enabling authority for such local ordinances:

- Section 66477 (Quimby Act) – Since 1979, the County has implemented the Quimby Act through County Code Section 16.080.100. This provides for the dedication of land or payment of an in-lieu fee to provide park and recreation facilities to serve the subdivision. The amount of the exaction is limited by statute and must be based upon the policies and standards contained in an adopted general or specific plan. Land dedication can only be required when a proposed subdivision contains 50 or more lots. The Miner's Ravine Park site was partly acquired through the provisions of the Quimby Act. Quimby Fees are generally collected at the time of residential lot creation.

- Section 66479 - Areas within the subdivision may be reserved for parks, recreational facilities, fire stations, libraries, and other public uses based upon the policies and standards of an adopted general or specific plan. The local jurisdiction must enter into an agreement with the subdivider that specifies when the jurisdiction will purchase the reserved land.

- Section 66411.1 - Limits the improvements that may be required of a subdivision of five or fewer lots to the dedication of rights-of-way, easements, and the construction of offsite and onsite improvements.

Mitigation Fee Act: Since July 2004, the County has implemented Assembly Bill 1600 “The Mitigation Fee Act” (Government Code section 66000 et seq.) through adoption of County Code Section 15.34 et seq. While Quimby fees focus on the value of land dedication for active park facilities, the Mitigation Fee Act generates funding for the cost of active and passive park development. Cities, Counties, and special districts are allowed to collect AB1600 Fees. They are generally collected at the time a residential building permit is issued.

With the enactment of the Mitigation Fee Act to supplement Quimby exactions, the County commissioned an engineering study (Placer County Park and Recreation Facilities Impact Fee Study, Haustral Economics Group, September 2003) to evaluate an equitable fee schedule taking into consideration existing facilities in the service population area, park land and construction costs, and the proportionate cost to new residential units required to maintain service levels. The Haustral Study was adopted by the Board of Supervisors in May 2004 and serves as the basis for the current fee collection program that took effect July 1, 2004.
Park Dedication Fees (PDF’s) are collected in 16 geographic areas throughout the county. Area #10 collects fees generated within the Granite Bay area. The boundaries do not legally bind the funds to be strictly spent on amenities within the boundary, but serve as a guide in establishing a nexus between payer and benefit. In order to ensure the land tenure and ongoing operation of PDF funded amenities, only public agencies are allowed to apply for use PDF’s. A public process of vetting proposals for PDF expenditure is made through the local MAC and Parks Commission before the Board of Supervisors makes a final determination of PDF disposition. Standards for reviewing and prioritizing PDF funding requests are recommended by the Parks Commission.

PDF’s are one-time fees (as opposed to ongoing assessments) intended for development of new recreational amenities and major renovation of existing amenities in order to maintain service levels of both active and passive recreation facilities as new development increases demand. They are not to be used for ongoing maintenance.

Credit against PDF’s can be realized by developers for the dedication and construction of recreational amenities within the development. Partial credit can be applied to facilities within subdivisions that are restricted to private use. Greater credit can be realized for provision of public facilities. During the entitlement process, subdivision proposals are analyzed for suitability of on-site recreation amenities. Conditions of recreation facility delivery within subdivisions are presented to the approving hearing body. Where appropriate within a subdivision, developer-built facilities can be an efficient delivery method of both public and private recreation amenities.

Planned Developments: Section 17.54.100(D) requires recreational amenities specific to Planned Development (PD) subdivisions. When developers utilize PD designated zoning, additional on-site private recreation amenities are required in subdivisions larger than 20 units. In smaller PD’s, or where on-site recreation amenities are infeasible, developers pay the equivalent of a second PDF.

Grants: Prior to enactment of the Mitigation Fee Act, exactions from new subdivisions were limited to the value of park land. Development of active park facilities to keep up with service level standards relied heavily on state and federal grant funding. A series of voter approved park bonds at the state level provided consistent park development funding during the rapid growth period of park facilities in Granite Bay prior to 2009. In recent years, however, the trend in active park development grants has focused on underserved and inner-city communities reducing the availability of grant funding in the Granite Bay area.

Placer County has been successful in acquiring grant funding for acquisition and development of passive recreation facilities throughout unincorporated areas of the County. The County’s commitment to the Placer Legacy Open Space and Agricultural Conservation Program (Placer Legacy) has leveraged over $4 Million in grant funding since the Placer Legacy’s inception in 2001. Due to large parcel availability, most Placer Legacy acquisitions have been located north of Granite Bay in the Lincoln, Sheridan, and Big Hill Areas. The acquisition and development of Hidden Falls Regional Park near Lincoln has provided residents with a large scale passive park in western Placer County.

Grant programs that have served the acquisition and development of open space and passive recreation include the River Parkway Grant Program (Natural Resources Agency), Riparian & Riverine Grant Program (State Parks), Recreational Trails Program (State Parks), Proposition 84 Sierra Nevada Grant Funding (Sierra Nevada Conservancy), and others.

The future of active and passive park development grant programs is uncertain and will require legislative action for their continuance beyond 2012. Each grant program is accompanied by a detailed set of guidelines that specify requirements, administrative burden, eligible reimbursements, and other factors that must be carefully considered before applying for grants. In each case, a matching commitment is required of the grantee (direct match or scope/administrative requirements above reimbursable limits). A source for these matching commitments must be identified. The strategic evaluation and application of grant programs should continue.
Granite Bay Parks, Trails, and Open Space Maintenance and Recreation District

The Improvement District provides funding for improvement and maintenance of specific recreational facilities currently serving approximately 8,000 parcels within the Granite Bay area. The Improvement District was established by the Board of Supervisors in 2001 following an assessment ballot proceeding in accordance with the requirements of Article XIIID of the California Constitution (“The Taxpayer's Right to Vote on Taxes Act”) and the Landscape and Lighting Act of 1972.

The Improvement District Boundary generally approximates the Granite Bay Community Plan boundary with the addition of the Sterling Point subdivision and Sterling Point Park to serve residents in the northeast portion of the District. As land division occurs within the District, new parcels are annexed into the District. As vacant parcels are developed, a higher assessment is applied to the developed parcels. Therefore, revenue generated from the Improvement District increases proportionately with development. In addition, each year, the Board of Supervisors may increase the assessment by an amount not to exceed the Bay Area consumer price index upon preparation of and updated Engineer’s Report, budgets, and proposed assessments for the upcoming fiscal year. The Improvement District, as approved, will support the incremental addition of public recreation amenities at the pace of growth. If higher level amenities are desired, a new ballot process would need to be successfully undertaken, or alternate funding identified.

The Improvement District’s current facilities are summarized as follows:

- Granite Bay Community Park
- Douglas Ranch Park
- Franklin School Community Park
- Miners Ravine Nature Reserve
- Ronald L. Feist Park
- Treelake Terrace Park
- Treelake Village Park
- Sterling Point Park and Trail Staging Area
- Multiple Use Trails

The County should identify and consider alternate funding sources such as:

- Corporate sponsorship and partnerships;
- Expanded coordination with schools and private recreation providers; and,
- Expanded coordination with other communities.

The County should also nurture existing community partnerships with businesses, service groups such as Rotary, Kiwanis, Lions, and other organizations to minimize facility and maintenance costs. Looking to public school facilities to act as community parks through partnerships and cooperation should continue and can include the provision of flexible indoor spaces to meet changing demographics or specific geographic needs. In addition, creative solutions may include working with institutions like the San Juan Water District and California State Parks to partner in the creation of open spaces or recreational facilities.
10.5 IMPLEMENTATION

Review development projects for compliance with the goals and policies contained in the General Plan, Recreation Element, and throughout the Community Plan. Ensure proposed recreational land is in a location that is compatible with adjacent land use and does not impose an excessive regulatory or maintenance burden. Recommend conditions, consistent with standards, to the approving hearing body.

Responsibility: Facility Services  
Time Frame: Ongoing  
Funding: Application Fees

Maintain and encourage partnerships, formal agreements, and schedules with school districts, sports leagues, service organizations and other public and private partners in the efficient delivery of recreation amenities and activities.

Responsibility: Facility Services  
Time Frame: Ongoing  
Funding: Application Fees

The County shall continue to implement the Park Dedication Fee Program according to state law and County Code. Update the Program as needed to assure equitable mitigation of recreational impacts of new development. Engage the public, MAC, and Parks Commission in the review of proposals for allocating Park Dedication Fees, and make recommendations to the Board of Supervisors for final allocation.

Responsibility: Board of Supervisors / Facility Services / MAC / Parks Commission  
Time Frame: Ongoing / as needed  
Funding: Application Fees / General Fund

The County shall administer the Granite Bay Parks, Trails, and Open Space maintenance and Recreation Improvement District in accordance with Landscape and Lighting Act of 1972 and/or other applicable laws including periodic updates to the Engineer’s Report and oversight of ballot proceeding should a viable request of the community be made for amenities above the scope of the existing Improvement District Budget.

Responsibility: Board of Supervisors / Facility Services / Elections  
Time Frame: Yearly / Ongoing / as Needed  
Funding: Improvement District Fees / General Fund

Recognizing changing demographics, needs, and opportunities, work with development community, MAC, and Parks Commission to identify of best new recreation facilities in order to maintain General Plan Standards.

Responsibility: Facility Services / MAC / Parks Commission  
Time Frame: In accordance with General Plan standards for facility delivery  
Funding: Application Fees / General Fund

Evaluate state and federal grant programs for applicability to active and passive park development in the Granite Bay area. Upon identification of appropriate grants and approval of the Board of Supervisors, submit applications and administer successful grant contracts.

Responsibility: Facility Services / Planning Services Division  
Time Frame: As available  
Funding: General Fund / Grant Funds