



PARKS & RECREATION SERVICES DEPARTMENT CAPITAL INVESTMENT DEPARTMENT POLICY

OBJECTIVE

The objective of this Capital Investment Department Policy of the Parks and Recreation Services Department (which may be referred to herein as this “Department Policy”) is to establish and implement programs for evaluating investment in infrastructure and physical assets in the City of Napa’s parks system, as well as setting priorities within the context of the long-term tax investment necessary to address strategic service delivery needs.

As shown in Appendix A from the City of Napa 2040 General Plan, the City of Napa Parks and Recreation System includes 67 parks, recreation facilities, and trail segments. Additional public recreational facilities in Napa owned by the Napa Valley Unified School District are made available for public use through a Joint Use Agreement between the City and the District. For planning purposes, parks are classified by type based on the size, use, and physical characteristics of the land. Napa residents have access to 955.5 acres of existing City parks, which include the following categories: Natural Areas & Open Space, Community Parks & Facilities, Neighborhood Parks, Mini Parks, Special Use Parks & Facilities, Civic Spaces, and Trails. As per guidelines provided by the American Planning Association and National Recreation and Park Association, the 2040 General Plan sets a park service ratio standard of 10 acres per 1,000 residents. Given the City’s population of approximately 80,000 people, the current overall parkland service ratio exceeds this standard with approximately 12 acres per 1,000 residents. Additionally, the buildout of the City could result in a population increase to approximately 97,200. Based on existing parks, the future overall park service ratio under the buildout scenario would be 10 acres per 1,000 residents. This policy document is an implementation step of the following 2040 General Plan policies:

- CS-PR 9-3: Given that the City has sufficient parkland to meet the needs of the City’s existing and projected population, focus capital projects on sustaining or improving existing parks and facilities to ensure long-term services to the community.
- CS-PR 11-3: Develop an asset management plan that prioritizes improvements to existing parks, and access to existing parks from residential neighborhoods, while maintaining prescribed park acreage per capita standards.

- CSPR 11-4: Focus infrastructure improvements or access improvement projects in existing parks and facilities to meet the diversified and long-term needs of residents of all ages.
- CSPR 14-2: Develop an asset management program and funding plan that maintains and improves upon existing parkland and facilities, and that is periodically revised to reflect improvements, funding availability, and changing recreational needs.
- CSPR 14-6: Update the City's park development and parkland dedication impact fee ordinances to reflect the City's new policy direction of prioritizing park improvements, updated park access guidelines, and consideration of impact fees for commercial and industrial development.

As the City of Napa meets its parkland needs, it is positioned to primarily focus capital improvements on investing in existing assets, and secondly on considering expansion projects, to ensure long-term services to the community. Moving forward, it is essential to develop and implement a Capital Investment Policy that sets guiding principles for maintaining and developing existing assets and managing limited resources. A systematic assessment of priorities will help ensure that funds for capital, operations, and maintenance are adequate and targeted to address key needs.

This Department Policy intends to:

- inform the development of a Nexus Study for a parks-focused Citywide Development Impact Fee and Ordinance update;
- provide a framework for managing the investment in or expansion of existing assets in the City of Napa's parks and recreation system by way of a Citywide Asset Management Plan;
- inform the development of a capital investment strategy for managing the investment in or expansion of existing assets in the City of Napa's parks and recreation system;
- identify the financial resources necessary for the investment in or expansion of park and recreation's physical assets and plan for the current and future needs of sustaining the assets through their useful service life;
- demonstrate that the proposed capital investment delivers the greatest possible quality service outcomes and community impact while minimizing the compounding of future capital funding required;
- provide quality condition of infrastructure and physical assets by way of Citywide Conditions Assessment;
- provide for a robust and impartial conditions appraisal and priority-based system for allocating finite resources for investment in infrastructure and assets, as per the provided conditions assessment and social equity determinants;
- advise that capital investment is undertaken in a financially sustainable manner and in accordance with best practice asset management principles (e.g., lifecycle cost evaluation that identifies the asset's design, construction and maintenance costs and operating cash flow requirements and depreciation, over the course of the asset's life span);
- advise that expansion projects are undertaken if facility needs are addressed, and public/private partnership funding is considered;
- consider long-term maintenance costs or staffing needs for any expansion projects to help sustain the life of the asset; and

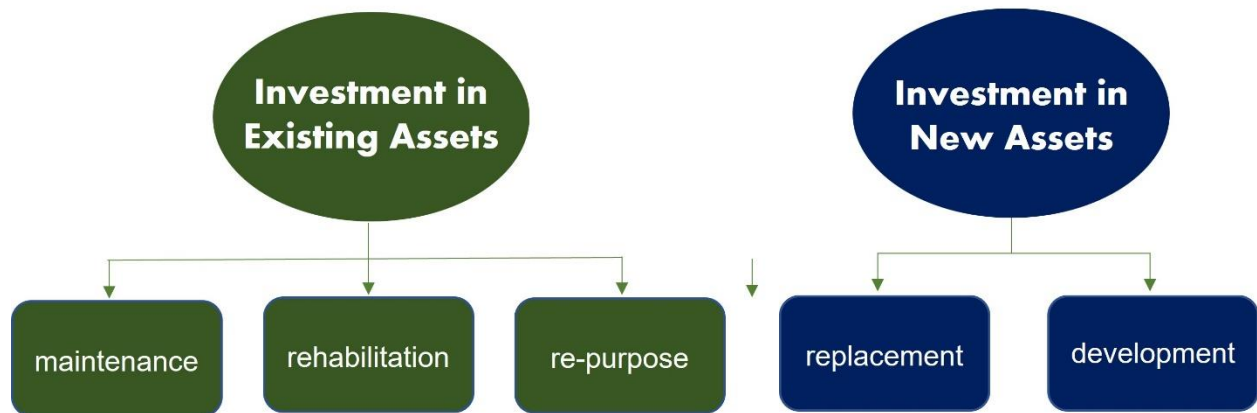
- enhance transparency and public confidence in decision-making process surrounding capital investment.

This Department Policy identifies important factors that will inform analyses and recommendations that will be made by Department staff to City decision-makers in the preparation of Citywide policies and implementing actions (including the City Council approved Budget, Fiscal Policy, and priority of capital improvement projects). While this Department Policy will guide the efforts of Department staff, it does not supersede any requirements of law. While this Department Policy may be a basis for recommending updates to Citywide policies, this Department Policy does not supersede any Citywide policies until approved by the relevant City decision-maker.

POLICY STATEMENT

The decision to invest in infrastructure and physical assets imposes a responsibility on the City of Napa to provide requisite funds over the asset’s life for preventative, short and long-term care of existing assets, or for the replacement or expansion of new assets. Therefore, investment decisions must be considered within the context of the City’s overall budget capacity. Capital expenditure can be classified as Investing in Existing Assets or Investment in New Assets depending on the anticipated impact on future budgets. Of note, ‘Maintenance’ is defined below under ‘Investment of Existing Assets’ for the purposes of developing a comprehensive list of project types; however, it is not considered a capital expenditure.

Allocation of funds to infrastructure & physical assets



Investment in Existing Assets – take care of existing assets

- Maintenance – the process of keeping a physical asset in good, safe, and operable condition extending the life of the asset to meet a defined level of service
- Rehabilitation – return a physical asset to a former condition and extend or reset the physical assets useful life
- Re-purpose – adapt or utilize an existing asset for a new purpose or use

Investment in New Assets – providing new/additional/enhanced assets

- Replacement – replace a physical asset with like infrastructure or enhanced capacity when said asset meets the end of its useful life
- Development – design and construct a new physical asset or parkland infrastructure that is not existing to meet a need, demand, or interest

As an alternative to the above investment strategies, the City may consider divestment or removal of a physical asset that no longer meets a community need or increases the City’s liability due to diminishing condition.

POLICY PRINCIPLES

This Policy is underpinned by the following principles:

- Capital investment proposals are based on current and future needs of the community to enable improved social, health, environmental and economic outcomes.
- Evaluation of proposals is underpinned and informed, by sound business, investment, and risk assessment practices to maximize public value of infrastructure investment.
- Proposed development of new assets is considered in the context of existing infrastructure, the City’s strategic direction and best value for tax dollars and other financial resources.
- Proposed development of new assets is subject to rigorous assessment to ensure short- and long-term feasibility of proposed assets. At most, new development projects should not exceed 10% of the overall capital investment in a five-year CIP budget cycle.
- New capital investment options are proposed after objective consideration of its merits relative to other more cost-effective alternatives. This supports effective project prioritization.
- Transparency in the decision - making process surrounding the investment of capital.

IMPLEMENTATION PRINCIPLES

Priority-based Capital Investment Criteria

Criteria that the Department will use to analyze these assets and determine priority-based capital investments include a combination of neighborhood and population characteristics using multiple data sources as well as asset condition characteristics. These characteristics were included to address equity gaps developed by one’s socio-economic status, as well as needed improvements based on condition.

Equity Criteria

- Neighborhood characteristics include income; poverty rate; and race/ethnicity.
- Population characteristics include population density; percent of residents within the service area of the asset who are 17 & under; and percent of residents within the service area of the asset who are 65 & over.
- Park access within a 10-minute walk and ease of access by bus line or auto.

Asset Criteria

- Conditional characteristics include park condition, asset’s lifespan, and park type.

Project Type by Funding Source – reliance on definitions above

Future projects will be funded through a variety of mechanisms, and funding sources are dependent on the type of project, as described below. The cells that are shaded in Yellow indicate the primary method for funding various projects.

Investment Type	General Fund - Operating	General Fund – Capital Improvement Program	General Fund – Non-recurring	City Development Impact Fees	Grants	Public/Private Partnerships
Maintenance	X		X		X	
Rehabilitation	X	X	X		X	X
Repurpose	X	X	X	X	X	X
Replacement		X	X	X	X	X
Development		X	X	X	X	X

Prioritized Project Accounts

The Department should consider the following project categories in capital investment funding plans to address the variety of improvement needs citywide:

- Recreational Facility & ADA Compliance
- Park Site Amenities
- Playground Equipment
- Parking Lots and Pathways
- Park Restrooms
- Sports Courts
- Park Irrigation & Infrastructure
- Green Infrastructure (e.g. Urban Forestry or Park Turf)

Key objectives moving forward for implementing this Policy are to address the following questions:

- Catch Up – What levels of work, resources, and budget are required to raise capital infrastructure back to the required level to meet the safety, regulatory, and level of service requirements?
- Keep Up – Once capital infrastructure is caught up, what levels of work, resources, and budget are required to maintain or keep up the level of service?
- Moving Forward – What levels of work, resources, and budget are required to sustain the level of service?

APPENDIX A – TABLE OF CRITERIA & SOURCE INFORMATION

Table 4-4: Existing Parks and Facilities in the Planning Area (2021)

PARK	ACREAGE
NATURAL AREA & OPEN SPACES	422.3
Alston Park	160.0
Westwood Hills	125.0
Timberhill Park	20.0
Trancas Crossing	35.0
Oxbow Commons	10.0
Oxbow Preserve	15.0
South Jefferson	57.3
COMMUNITY PARKS & FACILITIES	407.0
Kennedy Park ¹	362.4
Century Oaks Park	12.4
Fuller Park	10.6
Las Flores Park	3.1
Las Flores Community Center	5.0
Pelusi Center	5.0
O'Brien Park	8.5
NEIGHBORHOOD PARKS	70.3
Abruzzini Park	2.8
Buhman Park	3.5
Camille Park	4.9
Dry Creek Park	2.4
Esther Deaver Park	1.9
Fairview Park	2.2
Hidden Glen (undeveloped)	2.2
Kensington Park	1.5
Klamath Park	2.4
Lake Park	9.1
Lakeview Park	9.5

Table 4-4: Existing Parks and Facilities in the Planning Area (2021)

PARK	ACREAGE
Laurel Park	2.3
Monarch Park	1.3
Shurtleff Park	5.0
Solomon Park	1.8
Springwood Park	2.4
Summerfield Park	1.3
Sunrise Park	2.1
Sutherland Park	2.9
Valley Park	2.0
Vinehill Park	4.2
Vineyard Park	2.6
MINI PARKS	3.2
Beckworth Tot Lot	0.1
Evans Tot Lot	0.4
Harkness Park	0.6
Knolls (undeveloped)	0.8
Monroe (undeveloped)	0.1
Montclair Tot Lot	0.1
Norfolk Tot Lot	0.2
North Jefferson Park	0.6
Jefferson Park (undeveloped)	0.1
Sequoia Tot Lot	0.1
Tallac Tot Lot	0.1
SPECIAL USE PARKS AND FACILITIES	24.4
Kiwanis Park	1.7
Main Street Boat Dock	0.1
Riverside Park	2.0

Table 4-4: Existing Parks and Facilities in the Planning Area (2021)

PARK	ACREAGE
Playground Fantástico	1.8
Napa Senior Center	3.2
Garfield Park	14
Downtown Skate Park & Playground	1.6
CIVIC SPACES	4.3
Brown Street Plaza	0.1
Coombs Street Plaza	0.4
China Point Park	0.6
Opera House Plaza	0.7
Dwight Murray Plaza	0.2
9/11 Memorial Garden	0.3
Napa Riverfront Green	0.8
Heritage Park	0.3
Veterans Memorial Park	0.9
TRAILS²	24.0
Napa River Trail ³	3.1
Vine Trail	12.2
San Francisco Bay Ridge Trail (within City Limits)	5.3
Harry T. Price Riverwalk	0.5
Other City-Wide Trails	2.9
SCHOOL SITES⁴	130.9
Alta Heights Elementary	0.9
Bel-Aire Park Elementary	2.6
Browns Valley Elementary	5.0
Willow Elementary	3.2
McPherson Elementary	2.5
Northwood Elementary	2.7
Phillips Elementary	2.4
Pueblo Vista Elementary	2.5
Shearer Elementary	2.3
Snow Elementary	3.4
West Park Elementary	2.7
Napa Valley Language Academy Elementary	5.2
Silverado Middle School	13.8
Redwood Middle School	10.3
Harvest Middle School	9.0
River Middle School	2.2
Valley Oak High School	1.0
Napa High School	7.9
Vintage High School	10.5
Memorial Stadium	36.6

Table 4-4: Existing Parks and Facilities in the Planning Area (2021)

PARK	ACREAGE
Napa Valley College	4.2
LANDSCAPE ASSESSMENT DISTRICTS⁷	N/A
Oak Ridge Subdivision	-
Hillview Park Subdivision	-
Sunrise Meadows Subdivision	-
Foxridge Subdivision	-
Trancas Street Median Landscaping	-
Oxford Gardens Subdivision	-
Glencar Estates Subdivision	-
Dry Creek Village Subdivision	-
Rancho Las Flores Subdivision	-
Woodside Gardens Subdivision	-
Hyde Park II Subdivision	-
Walnut Grove Subdivision Unit 1	-
Vineyard Vista Estates Subdivision	-
Orchard Estates Subdivision	-
Chaudhary Estates Subdivision	-
Mills Subdivision	-
OVERALL ACREAGE^{5,6}	1,086.4

Notes:

1. Kennedy Park includes Skate Park and Golf Course.
2. Trail acreage is calculated based on an average 8-foot-wide trail.
3. Acreage for Napa River Trail does not include section that overlaps with Vine Trail (starting at Coombsville Road and terminating at the southern end of Kennedy Park).
4. Acreage included for School Sites is 50 percent of actual acreage given that facilities are open to the public after school hours; and 20 percent of Napa Valley College is included given that a joint use agreement is to be developed.
5. Numbers may not sum due to rounding.
6. Additional parkland is anticipated to be built as part of future private development projects such as Napa Pipe. This parkland would contribute to the overall park service ratio.

Sources: Napa Valley Unified School District, 2019; California Department of Education, 2021.