5.1 Goals, Policies, and Actions
5.2 Prioritization
5.3 Assessment and Recommendations
5.4 Proposed Project Types

5.1 GOALS, POLICIES, AND ACTIONS

INTRODUCTION

Goals, policies, and actions were established to guide the recommendations of El Cerrito’s Parks and Recreation Facilities Master Plan. Through the planning process, themes relating to the City’s recreation network, and their maintenance and enhancement emerged. In combination with these themes, previous planning effort additionally guides this Master Plan.

The Parks and Recreation Facilities Master Plan is directly guided by the City’s Strategic Plan 2015-2020, 2015, Urban Greening Plan, 2014, Climate Action Plan, 2013, and General Plan, 1999. These previous planning efforts provide direction and inform the future planning, maintenance, and development of the City’s recreation network. Below are the symbols used to reference these plans in the goals, policies, and actions of this Master Plan. Additionally, ‘CP’ denotes where a goal, policy, or action aligns with an identified Community Priority, per the needs assessment and community outreach process.

- SP: Strategic Plan 2015-2020, 2015
- UGP: Urban Greening Plan, 2014
- GP: General Plan, 1999
  - CD: Community Design Element
  - CF: Recreation Facilities Element
  - PR: Public Facilities and Services Element
  - LU: Land Use Element
  - TI: Transportation and Circulation Element
- CP: Community Priority

GOAL A: ENHANCE EL CERRITO’S PARK NETWORK

Policy A1. Support park enhancements, where feasible, to meet community demands in recreation and maximize park use (UGP, Objective 4)

- Action A1.1. Identify funding for Parks to ensure investment in projects that make parks more multipurpose and meet multiple community benefits (UGP, 4.3)
  - Acquire right-of-way or private parcels, where possible, to expand park network
  - Incorporate currently underutilized spaces that could support a broader diversity of uses (UGP, 4.3)
  - Lighted outdoor recreation facilities and playing fields, located adjacent to residences, may have field lights on until 10pm. Outdoor lighting will follow the International Dark Sky Association guidance and certification process to the extent feasible. Downward lighting and full cutoff fixtures shall be used to the extent feasible. A photometric diagram shall be reviewed and approved by the Public Works Director prior to installation of lighting.
  - Projects shall avoid any disturbance to the known cultural resources. Limits of work shall exclude the sites of known cultural resources and the known cultural resources shall be protected during demolition, grading, and construction activities. Project plans shall be subject to review and approval by the Public Works Director to ensure compliance with this policy.
• **Action A1.2.** Develop and implement the San Pablo Avenue Specific Plan Open Space In-Lieu program (UGP, 5.3)
  o Develop green, multi-purpose open spaces, such as pocket parks and plazas, that create active social gathering spaces and streetscape amenities to increase walkability and connectivity

• **Action A1.3.** Support park expansion and improvement in high density neighborhoods
  o Provide additional tot-lots, playgrounds, active recreation, urban agriculture and community gathering opportunities in higher density neighborhoods (UGP, 6.2)

**Policy A2.** Rehabilitate existing parks to meet operational and safety standards (GP, PR1.1) (SP, Goal D), maximize their use (UGP, Objective 4) to meet community demand, and support community identity (SP)(CP)

• **Action A2.1.** Ensure park amenities are accessible to all users (GP, PR1.13)
  o Update or replace play areas to create unique park identities and for ADA compliance
  o Correct identified site deficiencies from the 2009 ADA Transition Plan in conjunction with site enhancements as they are implemented

• **Action A2.2.** Improve park amenities to maximize community use and to create attractive recreation areas with a ‘sense of place’ (GP, CD1)(SP)(CP)
  o Improve group picnic areas for opportunities to gather and create revenue generation through rentals
  o Improve playfields to meet high demand and unmet needs in recreation
  o Improve outdoor sport courts – basketball, tennis courts, pickleball amenities, and futsal amenities
  o Support the provision of park amenities including seating areas, bicycle parking, water fountains, play areas, etc.

• **Action A2.3.** Implement clear park signage
  o Provide signage for park rules and regulations
  o Provide interpretive signage for cultural and environmental resources within the City’s park system
  o Provide entry and wayfinding signage

• **Action A2.4.** Ensure that the City’s parks network supports a safe community (GP, LU4)
  o Activate parks through multipurpose programming and activities to promote public safety (GP, LU4.1)
  o Encourage planning, design, lighting, and landscaping features that promote crime prevention (GP, LU4.2)
  o Support the El Cerrito-Kensington Wildfire Action goals and policies by creating defensible spaces, increasing weed abatement, managing dead or diseased trees and other vegetation especially in the Hillside Natural Area including the Motorcycle Hill and Madera Open Space areas.
Policy A3. Continue regular inspection and maintenance of park facilities to prolong life of equipment, ensure facility safety and accessibility, and enhance the enjoyment of park users (GP, PR1.2) (CP)

- **Action A3.1.** Improve maintenance of existing parks and open space to meet high demand and usage (CP)
  
  o Identify funding for parks to ensure continued maintenance (UGP, 4.3) and to upgrade the level of routine and annual maintenance, including trash/litter pick-up, landscaping and urban forest management

  o Continue to identify trash generation hot spots per the Municipal Regional Stormwater process (UGP, 4.4)

  o Continue to encourage community organizations and private citizens to help maintain public parks and open space (GP, PR1.6)

    ♦ Continue to support and publicize the City’s Adopt-a-Park program to encourage residents, community organizations and businesses to become involved in improving City parks and landscaped public areas

    ♦ Develop and coordinate the Trail Maintenance Volunteer Program proposed in the Urban Greening Plan

    ♦ Expand the Green Teams program per the Urban Greening Plan

    ♦ Continue to co-sponsor nonprofits and community organizations per the Urban Greening Plan

    ♦ Explore “Adoption” programs to encourage community members to take responsibilities for public open space per the Urban Greening Plan

- **Action A3.2.** Ensure that maintenance practices are environmentally and fiscally sustainable
  
  o Update irrigation system/network for water efficiency

  o Use Water Smart irrigation systems, practices and technologies (CAP, M-2.3)

  o Utilize sustainable landscape maintenance practices to conserve natural resources and reduce costs (CAP, M-2.4, UGP)

    ♦ Implement the proposed Sustainable Landscape Maintenance Policies from the Urban Greening Plan

**Figure 15. Tassajara Park Playground**
GOAL B: ENHANCE EL CERRITO’S RECREATION FACILITIES

Policy B1. Support new or expanded recreation facilities to meet community demands in recreation services (GP, CF1.5) (GP CF1.6) (CP)

- **Action B1.1.** Investigate the acquisition of property to build a facility to accommodate multi-generational and recreational programming
- **Action B1.2.** Renovate and expand existing recreation facilities to support unmet needs in recreation (CP)

Policy B2. Rehabilitate existing recreation facilities to meet operational and safety standards (GP, PR1.1) (SP, Goal D), maximize their use (UGP, Objective 4) to meet community demand, and support community identity (GP, CF1) (CP)

- **Action B2.1.** Improve recreation facilities to maximize community use and create an attractive ‘sense of place’ (GP, CD1) (CP)
  - Encourage higher-quality design through well-crafted and maintained buildings (GP, CD1.3)
  - Renovate and upgrade existing facilities to allow for an increase in programmable uses
  - Retrofit existing recreation facilities to reduce energy and water consumption (CAP, M-2.1)
  - Improve restroom accessibility – address current key system
  - Provide alternative/additional locations for City and recreation storage
- **Action B2.2.** Ensure existing recreation facilities are accessible to all users (GP, PR1.13)
  - As part of project implementation, correct identified deficiencies from the 2009 *ADA Transition Plan* and the update to the 2004 Structural Facilities Management Plan, the Recreation Facilities component of the 2018 Inventory and Deficiencies Assessment
  - **Action B2.3.** Ensure the safety of existing community facilities, including seismic retrofits and necessary upgrades (GP, CF1.1)
  - Correct identified deficiencies from the update to the 2004 Structural Facilities Management Plan, the Recreation Facilities component of the 2018 Inventory and Deficiencies Assessment
  - Seek renewal of Measure A (Swim Center) to fund replacement of capital equipment and identified future renovation needs, implement recommended projects, and build a reserve fund to address unforeseen issues and account for rising costs at the Swim Center and other identified parks and recreation facilities.

Policy B3. Provide regular maintenance of community facilities to ensure their continued usability and prevent deferred maintenance, which add to long-term costs (GP, CF1.2) (CP)

- **Action B3.1.** Upgrade the level of routine and annual maintenance
- **Action B3.2.** Ensure that money is set aside for major repairs, renovations, and replacement of public facilities (GP, CF1.7)

Policy B4. Create additional recreation facility access through reliable partnerships

- **Action B4.1.** Continue to coordinate with the WCCUSD school district and other agencies in providing adequate recreational facilities (GP, PR1.7)
  - Partner with the WCCUSD and private schools to maximize benefits provided by their schoolyards (UGP, Objective 10) and facilities
Implement the proposed Green Schoolyard Design Guidelines from the Urban Greening Plan to encourage school-design and programming to better integrate facilities into neighborhoods (UGP, 10.2)

- **Action B4.2.** Continue to coordinate with adjacent cities and other agencies to provide adequate recreational facilities for El Cerrito residents (GP, PR1.8)

- **Action B4.3.** Continue to explore the possibility of using semi-public and private facilities for additional indoor recreational space (GP, PR1.9)
  - Investigate potential to develop outdoor recreation opportunities and environmental stewardship, such as native plant cultivation, hiking and biking trails, along PG&E property easements

- **Action B4.4.** Seek opportunities for joint use of community facilities and shared maintenance operation agreements with other service providers, including the WCCUSD and Contra Costa County (GP, CF1.8)

**GOAL C: SUPPORT RECREATION PROGRAMS**

**Policy C1.** Maintain and expand existing recreation programs to meet needs of City residents (GP, PR1.16)

- **Action C1.1.** Continue to support programming in high demand by the El Cerrito community (CP)
  - Support before and after-school care services for youth
  - Support youth and adult enrichment programming
  - Continue to host community events such as El Cerrito’s Earth Day and 4th of July celebrations
    - Consider community events and activities along the Greenway to provide recreational, environmental stewardship and community development opportunities (UGP, 3.3)
  - Support, and expand where possible, aquatic programming

- **Action C1.2.** Expand existing recreation programming to address unmet needs for the El Cerrito community (CP)
  - Provide additional programming for teens
  - Provide additional programming for active aging – adults and seniors
    - Insert adult fitness stations where possible
    - Extend hours of operation to include daytime programming for adults, particularly at the El Cerrito Community Center
    - Support access to sport courts, playfields, and organized sports for adults
Provide additional environmental education programming

- Develop wilderness classroom and other outdoor education programs that incorporate natural elements into schoolyards, parks, and open space (UGP, 10.1) per the Urban Greening Plan.

**GOAL D: IMPROVE PATHWAYS AND TRAILS**

**Policy D1.** Strengthen the Ohlone Greenway through public projects and adjacent private developments that increase connectivity, create community gathering spaces, and improve community health and safety (UGP, Objective 3)(CAP) (CP)

- **Action D1.1.** Implement the Ohlone Greenway Master Plan (UGP, Objective 3)
  - Develop activity nodes that address community recreation priorities and community recreation needs, particularly proposed play areas, gathering areas, sport courts, and non-vehicular connectivity
  - Incentivize community events and activities along the Greenway

- **Action D1.2.** Implement the Ohlone Greenway Crossing Improvements proposed in the Active Transportation Plan

**Policy D2.** Continue to invest in bicycle, pedestrian, trail, and pathway improvements to reduce reliance on automobiles (CAP), provide active recreation opportunities (UGP, Objective 1), and contribute to a fully connected and accessible transportation network (GP, CD2.4, CD2.8, TI1.4) (CP)

- **Action D2.1.** Maintain, support, and repair where necessary, pedestrian facilities for an attractive, accessible and functional pedestrian network (CP)
  - Repair park pathway paving
  - Encourage signage for pedestrian, wayfinding connections
  - Implement the El Cerrito Trails Signage Plan
IMPLEMENT THE CITYWIDE WAYFINDING PROJECT PER THE *ACTIVE TRANSPORTATION PLAN*

IMPLEMENT THE PEDESTRIAN IMPROVEMENT PROJECTS OF THE *ACTIVE TRANSPORTATION PLAN* — PARK TRAILS CONNECTORS, HILLSIDE PATHWAYS AND STAIRS, PUBLIC TRAILS (EXISTING IMPASSABLE TRAILS), AND CERRITO CREEK TRAIL/BART TO BAY TRAIL PROJECTS

**Action D2.2.** Develop a Master Plan for Trails to specify design criteria and standards that strengthen environmental benefits, identify trail improvement projects, specify type(s) of usage and identify where new trails are needed (UGP, 1.3)

- Repair and enhance un-paved trails
- Support multi-use trails
- Support the Blue to Green trail network per the *Urban Greening Master Plan*

- Trail locations shall be selected and design standards identified to minimize erosion and loss of healthy trees, vegetation, and habitat; and facilitate drainage, while accommodating access and connectivity for visitors. Trail construction shall be timed to avoid grading activities during the rainy season and avoid impacts on habitat.

- The bike park location shall be selected and features designed to minimize erosion and facilitate drainage. Construction shall be timed to avoid grading activities during the rainy season and avoid impacts on habitat.

**Action D2.3.** Continue to identify funding for creeks and trails projects, and to ensure continued maintenance of existing trails and construction of trail connectors, paths, and stairs (UGP, 1.7)
GOAL E: IMPROVE NATURAL AREAS

Policy E1. Develop projects that enrich the City’s natural areas (CP)

- Action E1.1. Strengthen and, where needed, restore natural areas in existing open spaces to support natural function, wildlife habitat, biodiversity, and ecological resilience
  
  o Celebrate and preserve creek corridors, diverse plant and animal communities, forests, and grasslands

- Action E1.2. Develop a Hillside Natural Area Management Plan to enhance and improve the City’s largest open space per the Urban Greening Master Plan
  
  o Improve trail connections between natural areas, schools and other community assets using best practice trail building techniques (CP)

  o Integrate the recently-purchased Madera property and investigate opportunities to acquire privately-owned, in-holdings. Explore opportunities for access, recreation and/or conservation easements on adjacent properties

  o Reconcile potential conflict between recreational uses and environmental protection/mitigation

  o Create more welcoming park gateways and trailheads per the El Cerrito Trail Signage Plan

  o Enhance opportunities for active recreation by constructing bicycle trails, parks and other amenities (CP)

5.2 PRIORITIZATION

FACTORS FOR CONSIDERATION

Recommendations for projects made in the Parks and Recreation Facilities Master Plan are prioritized based on identified factors for consideration. These factors weight the recommendations based on the following: their standing as a:

- Their standing as a high priority of the community
- Their ability to address unmet needs
- The extent of the service area they will serve
- Their potential to generate revenue to support recreation and maintenance programming
- Their inclusion in previous planning efforts
- Their role in code and regulation compliance.

HIGH PRIORITY OF THE COMMUNITY

Based on the community survey, the following are high priorities of the community. See Appendix A for complete survey results. (Percentages reflect combined very and fairly important).

PARK FACILITY IMPROVEMENTS

- Addressing infrastructure maintenance (77.4%)
- Provision of more park amenities (76.1%)
- Improved lighting for safety and pathways (75.4%)
- Improve litter maintenance (74.2%)

CLUBHOUSE AND RECREATION FACILITY IMPROVEMENTS

- Additional after school services (68.6%)
- Creation of a teen center (63.6%)
- Environmental learning space (62.7%)
Recreational Programming

- Adult and youth sports (78.0%)
- Community events (77.8%)
- Aquatic programming (74.6%)
- Teen programs (74.5%)
- Childcare services (74.0%)
- Nature programming (70.3%)

Recreation Amenities

- Parks, trails, and pathways for walking, biking, and hiking (90.8%)
- Facilities for Seniors (77.9%)
- Sport courts (77.5%)
- Playgrounds/tot-lots (76.6%)

Recommendations that address these identified priorities are weighted heavily, as they stem from the community outreach process of this Master Plan and are of importance to the community’s interests in recreation.

Unmet Need

Based on El Cerrito’s demographics and recreational trends, the Recreation Programs Assessment, as outlined in Chapter 4, has found gaps in El Cerrito’s recreational programming. These include:

- Recreation programming for adults and active aging
- Recreation programs for teens
- Environmental programming

Recommendations that address these needs are also weighted heavily, as they help address these gaps.

Service Area

Recommendations that will serve a large population or are located in high density areas of the City are prioritized. Included in this are park and recreation assets that are frequently visited or community serving. Parks and/or recreation facilities that serve a large population and/or are frequently visited include:

- Arlington Park and Clubhouse
- Castro Park and Clubhouse
- Casa Cerrito Childcare
- Cerrito Vista Park and Recreation Facility
- El Cerrito Community Center
- El Cerrito Swim Center
- Hillside Natural Area

Parks and/or recreation facilities located in high density areas include:

- Central Park
- Creekside Park
- Parks along the Ohlone Greenway (Bruce King Memorial Dog Park, Baxter Creek Gateway Park, Centennial Park)
- Hillside Natural Area

Potential Revenue Generation

Recommendations that create revenue and support funding for recreation services and the continued sustainability of the Recreation Department.

Inclusion in Previous Planning Efforts

The City of El Cerrito has completed extensive planning work that relates to the City’s recreation network. In this planning work, recommendations have previously been made for various park and recreation assets. This Master Plan supports and reiterates these recommendations. Proposed
projects, recommendations, or actions items support goals and objectives from the following planning documents:

- *Active Transportation Plan, 2016*
- *Strategic Plan 2015-2020, 2015*
- *Urban Greening Plan, 2015*
- *Climate Action Plan, 2013*
- *ADA Transition Plan, 2009*
- *Ohlone Greenway Master Plan, 2009*
- *General Plan, 1999*

**CODE AND REGULATION COMPLIANCE**

Proposed projects, recommendations, or action items that address code and regulations compliance, for risk management and safety, are a factor for consideration. Code compliance is a standard, and thus all new projects will incorporate required code compliance updates.

**RANKING**

Further refinement in ranking provides additional guidance in the *Master Plan’s* recommendations. Aligning recommendations with the established needs and goals produced in this planning process ensures that recommendations address identified priorities.

The top tier factors for consideration, weighted first, are high community priority and unmet needs. These are weighted first as they help resolve recreation inadequacies and address interests identified in this planning process. Middle tier factors for consideration include service area, revenue generation, and inclusion in previous planning efforts. These are weighted second as they will service a large portion of the community, support funding for recreation services and reiterate previous planning work. However, because they are less specific to the findings of this planning process, they carry less weight in prioritizing projects. Code and regulation compliance are weighted after the first and second tier factors for consideration as they are a planning standard that must be addressed when developing any project. See Appendix E to see how each recommendation aligned with the factors for consideration.

**Figure 19. Factors for Consideration Ranking**

- High priority of the community
- Fulfill unmet need
- Service Area
- Potential revenue generation
- Included in previous planning efforts
- Code and regulation
5.3 ASSESSMENT AND RECOMMENDATIONS

The following section reviews the recommendations proposed in the *Parks and Recreation Facilities Master Plan*. This section is organized alphabetically per asset or City park. They include the asset or park’s location and size, specific project recommendations, recommendation type, alignment with the overarching goals of the *Master Plan*, and the cost of recommendation implementation at a schematic level. Some items are not costed out due to scope or need for further design refinement.

Proposed recommendations are categorized as:

- **(IWP) Immediate Work Priorities**—items/assets that are failing and have reached the end of their useful life (assessed as ‘poor’ in the Inventory and Deficiencies Assessment)
- **(P) Policy/Program**—recommendations related to park or asset program or City policy
- **(EW) Early Wins**—recommendations with an implementation cost of $20,000 or less
- **(DEF) Deficiencies**—recommendations related to code, regulation compliance, ADA accessibility, or amenity failure
- **(ENP) Enhancements/New Projects**—recommendations that support park and asset enhancement or the creation of a new amenity

These categories are created to aid the City in the phased implementation of recommendations, discussed further in the next chapter.

The implementation of the proposed recommendations will address the Immediate Work Priorities and existing deficiencies at each park site or recreation asset and enhance the recreation network based on community needs and priorities.

Baseline improvements recommended for all of the City’s parks and recreation facilities include:

- Improved maintenance – Policy A2, Action A2.3, Policy B3, Action B3.1, Action B3.2
- Improved landscaping and vegetation management, inclusive of the urban forest – Policy A3, Action A3.1, Action A3.2

Table 8 shows the identified deficiency costs (in-kind replacement of failing features) and the total cost of recommendations at each asset and/or park.

The listed costs reflect hard-costs only. In developing projects, a 20% contingency for hard costs and 15% for soft costs should be added in future project developments. Additionally, escalation for every year following 2018 and ongoing maintenance costs should be considered in future project developments.

The following Appendices clarify the priority score, cost and schematic phasing of the *Master Plan*’s proposed recommendations:

- **Appendix D, Inventory and Deficiencies Assessment**, provides an inventory of the City’s existing recreation network conditions and establishes the in-kind replacement cost for failing features. The deficiencies identified in Appendix D are absorbed into all of the proposed recommendations of the *Master Plan*.
- **Appendix E, Recommendations by Factor for Consideration and Type**, provides the complete list of *Master Plan* recommendations organized by site, priority score and recommendation type.
• **Appendix F, Opinion of Probable Cost** provides a detailed breakout of cost for recommendations with known scopes.

• **Appendix I, Schematic Phasing**, is an illustrative phasing strategy that phases recommendations with known costs over 20 years.

**Table 8. Cost of Deficiencies and Recommendations**

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<tr>
<th>Site</th>
<th>As-Is Deficiencies</th>
<th>Recommendations</th>
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<tbody>
<tr>
<td>Adult/Multi-Generation Programming Space</td>
<td>NA</td>
<td>$5,000,000</td>
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<tr>
<td>Arlington Park and Clubhouse</td>
<td>$704,180</td>
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<td>Baxter Creek Gateway Park</td>
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<td>Bruce King Memorial Dog Park</td>
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<td>Canyon Trail Park and Clubhouse</td>
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<td>Castro Park and Clubhouse</td>
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<td>Centennial Park</td>
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<td>Dorothy Rosenberg</td>
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<td>Fairmont Playfield and Clubhouse</td>
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| 35% Contingency                                           | $30,066,847        |
| Swim Center Capital Projects*                             | $7,643,370         |
| **Grand Total**                                           | **$37,650,217**    |

* A more detailed analysis was conducted for anticipated Swim Center Projects, please see page 137.