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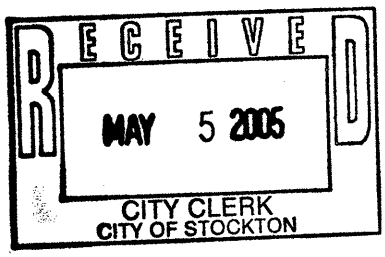

PUBLIC FACILITIES FEE UPDATE

CITY OF STOCKTON

APRIL 19, 2005

MuniFinancial

Oakland Office

1700 Broadway
6th Floor
Oakland, California 94612
Tel: (510) 832-0899
Fax. (510) 832-0898

Temecula, CA
Sacramento, CA
Lancaster, CA

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Agenda Item II

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EXECUTIVE SUMMARY

This report summarizes an analysis of the need for public facilities and capital improvements to support future development within the City of Stockton through 2025. It is the City's intent that the costs representing future development's share of these facilities and improvements be imposed on that development in the form of a development impact fee, also known as a public facilities fee. The public facilities and improvements included in this update to the City's public facilities fee program are divided into the following fee categories listed below:

- City office space;
- Fire station;
- Police station expansion;
- Library; and
- Community recreation center.

Background and Study Objectives

The primary policy objective of a public facilities fee program is to ensure that new development pays the capital costs associated with growth. To fulfill this objective public agencies should review and update their fee programs periodically to incorporate the best available information.

The City originally adopted the public facilities fees addressed by this current study in 1988. The fees adopted at this time remained in place at the 1988 level until 2003. In 2003 the City increased each fee by 35 percent to reflect an inflation increase from 1988 to 2003 based on the *Engineering New Record* (ENR) building cost index.

The primary purpose of this report is to adjust fees to incorporate current facility plans to serve a 2025 service population. The growth increment, although beyond the final year of the 1990 General Plan, can be accommodated by the acreage included with the 1990 General Plan boundary. The City has not reconsidered the anticipated facility needs since the original fees were adopted in 1988. A secondary purpose of this report is to confirm the inflation cost update adopted last year by reviewing and adjusting as needed unit costs to reflect actual recent construction cost experience.

The report documents the collection of public facilities fees for a single citywide fee area rather than by zone in the current fee schedule. The City's public facilities act as a citywide system. They are interrelated and provide back up assistance when needed. For example, firefighters from one station will back up another in the City in an emergency. The City's current park facilities fee adopted in 2002 is also collected citywide.

The City imposes public facilities fees under authority granted by the *Mitigation Fee Act*, contained in *California Government Code* Sections 66000 through 660025. This report

provides the necessary findings required by the *Act* for adoption of the revised fees presented in the fee schedules contained herein.

Development Projections

To estimate facility needs this study uses growth projections published by the San Joaquin County Council of Governments (SJCOG). The development projections used for this analysis are summarized in **Table E.1**.

Table E.1: City of Stockton Growth Projection

	2004	2025	2004-2025 Increase
Residents	264,400	406,500	142,100
Workers	93,900	123,900	30,000

Sources: California Department of Finance; San Joaquin County Council of Governments; City of Stockton; MuniFinancial.

Facility Standards and Costs of Growth

This fee analysis uses standards based on city policy to determine the cost of facilities required to accommodate growth. A standard for each facility category considered in this study is derived from the City's facility plans for 2025. Depending on the level of the policy or master plan standard, the City currently may or may not have sufficient facilities to serve existing development. If the City's current facilities are below standard, then a deficiency exists. In this case, the portion of the cost of planned facilities associated with correcting the deficiency must be allocated to funding sources other than the fee. The public facilities fees can only fund the planned facilities needed to accommodate new development at the adopted master plan standard.

The master plan standard is calculated based on all existing and projected new development, and all existing and planned facilities designed to serve that development. The standard represents the average per capita cost of all facilities to serve the entire service population (existing and new). The key variable affecting the standard is the amount and cost of planned facilities. Using a per capita facility standard ensures an equitable distribution of the cost of planned facilities between existing and new development.

The City must distinguish between planned facilities needed to accommodate growth and planned facilities that serves existing residents and businesses. New

development can only fund its fair share of planned facilities. Fair share is based on application of the same facility standard to both new and existing development. The types of public facilities funded by these fees are each part of a citywide network or system of facilities. As a result it is not possible to determine what portion of each public building, whether existing or planned, serves existing development or growth. The City must ensure that it funds existing development's share of planned facilities needed to accommodate growth.

Fee Schedules and Revenues

Table E.2 summarizes the schedule of maximum justified public facilities fees based on the analysis contained in this report.

Table E.2: Proposed Public Facilities Fee Summary

Land Use	City Office Space	Fire Station	Police Station Expansion	Libraries	Community Recreation Center	Total
Residential		*(Fee per Dwelling Unit)*				
Single Family Unit	$ 394	$ 660	$ 499	$ 763	$ 406	**$ 2,722**
Multi-family Unit	332	556	421	642	342	**2,293**
Nonresidential		*(Fee per 1,000 Building Square Feet)*				
Retail	$ 61	$ 128	$ 146	$ 132	$ 54	**$ 521**
Office	101	212	245	220	91	**869**
Industrial	43	91	105	94	39	**371**

Sources: Tables 4.4, 5.6, 6.5, 7.4, and 8.4; MuniFinancial.

Planned facilities cost and fee revenues to 2025 by facility category are summarized in **Table E.3**. The net contributions from non-fee revenue sources shown in the last line of the table represent costs associated with existing development's fair share of new facilities based on the master plan standards used in the analysis.

Table E.3: Allocation of Facilities Costs to New Development

	City Office Space	Fire Station	Police Station Expansion	Libraries	Community Recreation Center	Total
Total Fee Revenues	$ 17,993,000	$ 30,522,000	$ 23,805,000	$ 35,008,000	$ 18,425,000	**$ 125,753,000**
Total Planned Facilities Costs	18,102,000	52,700,000	23,890,100	39,000,000	25,228,000	**158,920,100**
Surplus/Deficit	$ (109,000)	$ (22,178,000)	$ (85,100)	$ (3,992,000)	$ (6,803,000)	**$ (33,167,100)**

Sources: Tables 4.3, 5.5, 6.4, 7.3, and 8.3; MuniFinancial.

Fee Comparison

Table E.4 presents the increase by fee category for a single family unit. The proposed fee schedule will approximately double the total current fees collected for public facilities fee categories listed below.

Table E.4: Fee Comparison - Single Family Unit

Land Use	City Office Space	Fire Station	Police Station Expansion	Libraries	Community Recreation Center	Total
Single Family Unit						
Proposed	$ 394	$ 660	$ 499	$ 763	$ 406	**$ 2,722**
Existing	173	164	362	334	258	**1,290**
Difference	$ 222	$ 496	$ 137	$ 429	$ 148	**$ 1,432**

Sources: Tables 4.4, 5.6, 6.5, 7.4, and 8.4; City of Stockton; MuniFinancial.

1. INTRODUCTION AND SUMMARY

This report presents an analysis of the need for public facilities to accommodate new development in the City of Stockton. This chapter explains the study approach and summarizes results under the following sections:

- Background and study objectives;
- Public facilities financing in California;
- Organization of the report;
- Facility inventories, plans, and standards;
- Fee schedules and revenues; and
- Fee comparison.

Background and Study Objectives

The primary policy objective of a public facilities fee program is to ensure that new development pays the capital costs associated with growth. To fulfill this objective public agencies should review and update their fee programs periodically to incorporate the best available information.

The City originally adopted the public facilities fees addressed by this current study in 1988. The fees adopted at this time remained in place at the 1988 level until 2003. In 2003 the City increased each fee by 35 percent to reflect an inflation increase from 1988 to 2003 based on the *Engineering New Record* (ENR) building cost index.

The primary purpose of this report is to adjust fees to incorporate current facility plans to serve a 2025 service population. The growth increment, although beyond the final year of the 1990 General Plan, can be accommodated by the acreage included with the 1990 General Plan boundary. The City has not reconsidered the anticipated facility needs since the original fees were adopted in 1988. A secondary purpose of this report is to confirm the inflation cost update adopted last year by reviewing and adjusting as needed unit costs to reflect actual recent construction cost experience.

The report documents the collection of public facilities fees for a single citywide fee area rather than by zone in the current fee schedule. The City's public facilities act as a citywide system. They are interrelated and provide back up assistance when needed. For example, firefighters from one station will back up another in the City in an emergency. The City's current park facilities fee adopted in 2002 is also collected citywide.

The City imposes public facilities fees under authority granted by the *Mitigation Fee Act*, contained in *California Government Code* Sections 66000 through 660025. This report provides the necessary findings required by the *Act* for adoption of the revised fees presented in the fee schedules contained herein.

Public Facilities Financing In California

The changing fiscal landscape in California during the past 30 years has steadily undercut the financial capacity of local governments to fund infrastructure. Three dominant trends stand out:

- The passage of a string of tax limitation measures, starting with Proposition 13 in 1978 and continuing through the passage of Proposition 218 in 1996;
- Declining popular support for bond measures to finance infrastructure for the next generation of residents and businesses; and
- Steep reductions in federal and state assistance.

Faced with these trends, many cities and counties have had to adopt a policy of "growth pays its own way". This policy shifts the burden of funding infrastructure expansion from existing rate and taxpayers onto new development. This funding shift has been accomplished primarily through the imposition of assessments, special taxes, and development impact fees also known as public facilities fees. Assessments and special taxes require approval of property owners and are appropriate when the funded facilities are directly related to the developing property. Development fees, on the other hand, are an appropriate funding source for facilities that benefit all development jurisdiction-wide. Development fees need only a majority vote of the legislative body for adoption.

Organization of the report

The five statutory findings required for adoption of the proposed public facilities fees in accordance with the *Mitigation Fee Act* (codified in *California Government Code* Sections 66000 through 66025) are summarized in Chapter 2.

The determination of a public facilities fee begins with the selection of a planning horizon and development of projections for population and employment. These projections are used throughout the analysis of different facility categories, and are summarized in Chapter 3.

Chapters 4 through 8 are devoted to documenting the maximum justified public facilities fee for each of the following seven facility categories:

- City Office Space;
- Fire Stations;
- Police Stations;
- Libraries; and
- Community Recreation Centers.

Chapter 9 presents the implementation requirements necessary for the establishment of the fees.

Facility Inventories, Plans & Standards

A facility standard is a policy that indicates the amount of facilities required to accommodate service demand. Examples of facility standards include building square feet per capita, traffic level of service (a measure of congestion), and park acres per capita. Standards also may be expressed in monetary terms such as the replacement value of facilities per capita. The adopted facility standard is a critical component in determining new development's need for new facilities and the amount of the fee. Standards determine new development's fair share of planned facilities and ensure that new development does not fund deficiencies associated with existing development.

The most commonly accepted approaches to determining a facility standard are described below.

- The **existing inventory method** uses a facility standard based on the ratio of existing facilities to the existing service population. Under this approach new development funds the expansion of facilities at the same rate that existing development has provided facilities to date. By definition the existing inventory method results in no facility deficiencies attributable to existing development. To increase facility standards the jurisdiction must secure funding in addition to development fees.
- The **master plan method** calculates the standard based on the ratio of all existing plus planned facilities to total future demand (existing and new development). This method is used when (1) the local agency anticipates increasing its facility standard above the existing inventory standard discussed above, and (2) planned facilities are part of a system that benefit both existing and new development. Using a facility standard that is higher than the existing inventory standard creates a deficiency for existing development. The jurisdiction must secure non-fee funding for that portion of planned facilities required to correct the deficiency.
- The **planned facilities method** calculates the standard solely based on the ratio of planned facilities to the increase in demand associated with new development. This method is appropriate when planned facilities only benefit new development, such as a sewer trunk line extension to a previously undeveloped area. This method also may be used when there is excess capacity in existing facilities that can accommodate new development. In that case new development can fund facilities at a standard lower than the existing inventory standard and still provide an acceptable level of facilities.

This study is based on the master plan method described above to determine facility standards for each of the five fees analyzed in this report. The master plan standard for each fee is based on a citywide standard incorporating all existing and planned facilities

designed to serve all existing and projected development in 2025. Facility standards are expressed in terms of replacement value per capita.

The facility standard for each fee category represents a policy decision by the City primarily driven by the list of planned facilities documented in this report. A smaller amount of planned facilities (fewer and/or less costly ones) would result in a lower master plan standard and a lower fee. A larger amount of planned facilities would cause the opposite result. The City has the flexibility to alter the list of planned facilities shown in this report as conditions change. If the overall cost of planned facilities in this report related to the amount of anticipated development is altered significantly then the City should update this fee program to incorporate those changes.

As described above, the master plan method ensures an equitable distribution of planned facility costs between existing and new development. The method ensures that new development is not unfairly burdened should City policy result in a higher per capita standard than the City's existing inventory standard. A higher facility standard creates a deficiency that the City must fund by a source other than public facilities fees. Each fee documented in this report clearly identifies the cost of this deficiency, if any.

Fee Schedules and Revenues

Table 1.1 summarizes the schedule of maximum justified public facilities fees based on the analysis contained in this report.

Table 1.1: Proposed Public Facilities Fee Summary

Land Use	City Office Space	Fire Stations	Police Stations	Libraries	Community Recreation Centers	Total
Residential		*(Fee per Dwelling Unit)*				
Single Family Unit	$ 394	$ 660	$ 499	$ 763	$ 406	**$ 2,722**
Multi-family Unit	332	556	421	642	342	**2,293**
Nonresidential		*(Fee per 1,000 Building Square Feet)*				
Retail	$ 61	$ 128	$ 146	$ 132	$ 54	**$ 521**
Office	101	212	245	220	91	**869**
Industrial	43	91	105	94	39	**371**

Sources: Tables 4.4, 5.6, 6.5, 7.4, and 8.4; MuniFinancial.

As discussed above the use of the master plan method to calculate facility standards can result in deficiencies that must be corrected with revenue sources other than public facilities fees. The funding required to correct deficiencies is shown in **Table 1.2**. These costs represent the net cost of planned facilities after allocating to new development its fair share. The City's planned fire station costs include the greatest deficiency of about $22.2 million. Across all five public facilities fees the cost of deficiencies represents about $33.2 million, or about 21 percent of total planned facilities costs.

Table 1.2: Allocation of Facilities Costs to New Development

	City Office Space	Fire Stations	Police Stations	Libraries	Community Recreation Centers	Total
Total Fee Revenues	$ 17,993,000	$ 30,522,000	$ 23,805,000	$ 35,008,000	$ 18,425,000	**$ 125,753,000**
Total Planned Facilities Costs	18,102,000	52,700,000	23,890,100	39,000,000	25,228,000	**158,920,100**
Surplus/Deficit	$ (109,000) (1%)	$ (22,178,000) (42%)	$ (85,100) (0%)	$ (3,992,000) (10%)	$ (6,803,000) (27%)	**$ (33,167,100)** (21%)

Sources: Tables 4.3, 5.5, 6.4, 7.3, and 8.3; MuniFinancial.

Fee Comparison

Table 1.3 compares the maximum justified public facilities fee documented by this report to the City's current fees for a typical single family unit. Adoption of the maximum justified fees would approximately double current fees.

Table 1.3: Fee Comparison - Single Family Unit

Land Use	City Office Space	Fire Stations	Police Stations	Libraries	Community Recreation Centers	Total
Single Family Unit						
Proposed	$ 394	$ 660	$ 499	$ 763	$ 406	**$ 2,722**
Existing	173	164	362	334	258	**1,290**
Difference	$ 222	$ 496	$ 137	$ 429	$ 148	**$ 1,432**

Sources: Tables 4.4, 5.6, 6.5, 7.4, and 8.4; City of Stockton; MuniFinancial.

2. *MITIGATION FEE ACT* FINDINGS

Public facilities fees, are one-time fees typically paid when a building permit is issued and imposed on development projects by local agencies responsible for regulating land use (cities and counties). To guide the widespread imposition of public facilities fees, the State Legislature adopted the *Mitigation Fee Act* (the *Act*) with Assembly Bill 1600 in 1987 and subsequent amendments. The *Act,* contained in *California Government Code* Sections 66000 through 66025, establishes requirements on local agencies for the imposition and administration of fee programs. The *Act* requires local agencies to document five findings when adopting a fee.

The five statutory findings required for adoption of the maximum justified public facilities fees documented in this report are presented in this chapter and supported in detail by the report that follows. All statutory references are to the *Act.*

Purpose of Fee

For the first finding the City must:

> Identify the purpose of the fee. (§66001(a)(1))

The policy of the City of Stockton is that new development will not burden existing development with the cost of public facilities required to accommodate growth citywide. The purpose of the public facilities fee is to implement this policy by providing a funding source from new development for capital improvements to serve that citywide development. The fee advances a legitimate interest of the City by enabling the City to provide municipal services to new development.

Use of Fee Revenues

For the second finding the City must:

> Identify the use to which the fee is to be put. If the use is financing public facilities, the facilities shall be identified. That identification may, but need not, be made by reference to a capital improvement plan as specified in Section 65403 or 66002, may be made in applicable general or specific plan requirements, or may be made in other public documents that identify the public facilities for which the fee is charged. (§66001(a)(2))

The public facilities fee will fund expanded facilities to serve new development. All planned facilities will be located within the City of Stockton. These facilities included in the findings presented here include:

- City office space and related administrative facilities;
- Fire stations and related facilities;
- Police stations and related facilities;
- Library facilities; and
- Community recreation centers and related facilities.

Planned facilities are identified in this report. This report provides the size and cost estimate for each planned facility. More detailed descriptions of certain planned facilities, including their specific location if known at this time, are included in various facility master plans and other City planning documents. The City may change the list of planned facilities to meet changing circumstances and needs, as it deems necessary. The fee program should be updated if these changes result in a significant change in the fair share cost allocated to new development.

Planned facilities to be funded by the fee are described in the *Facilities, Inventories, Plans and Standards* section within each facility chapter.

Benefit Relationship

For the third finding the City must:

> Determine how there is a reasonable relationship between the fee's use and the type of development project on which the fee is imposed. (§66001(a)(3))

The City will restrict fee revenues to the acquisition of land, construction of public buildings, and purchase of related equipment, furnishings, vehicles, and services that serve new development. Public facilities funded by the fee will provide a citywide network of services accessible to the additional residents and workers associated with new development. Thus, there is a reasonable relationship between the use of fee revenues and the residential and nonresidential types of new development that will pay the fee.

The planned facilities that will be funded by the fee are described in the *Facilities, Inventories, Plans and Standards* section within each facility chapter.

Burden Relationship

For the fourth finding the City must:

> Determine how there is a reasonable relationship between the need for the public facility and the type of development project on which the fee is imposed. (§66001(a)(4))

Service population an indicator of the demand for the facilities needed to accommodate growth. Service population is calculated based on residents associated with residential

development and employment associated with nonresidential development. To calculate a single per capita standard, one worker is weighted less than one resident based on an analysis of the relative demand.

The need for the fee is based on the facility standards identified in this report and the growth in citywide service population projected through 2025. Facilities standards represent the level of service that the City plans to provide its residents and businesses in 2025. Standards are based on the City's total inventory of public facilities in 2025 (existing plus planned) allocated across the City's total service population in 2025.

By calculating standards based on all facilities planned for 2025 and the associated service population, new development will only be responsible for its fair share of those facilities. The public facilities fee will not unfairly burden new development with the cost of facilities associated with serving existing development

See the *Growth Projections* chapter for a description of how service population and growth projections are calculated. Facility standards are described the *Facilities, Inventories, Plans and Standards* section of each fee chapter.

Proportionality

For the fifth finding the City must:

> Determine how there is a reasonable relationship between the amount of the fee and the cost of the public facility or portion of the public facility attributable to the development on which the fee is imposed. (§66001(b))

This reasonable relationship between the public facilities fee for a specific development project and the cost of the facilities attributable to that project is based on the estimated size of the service population that the project will accommodate. The total fee for a specific project is based on its size as measured by dwelling units or building square feet. The fee schedule converts the estimated service population that a development project will accommodate into a fee based on the size of the project. Larger projects of a certain land use type will have a higher service population and pay a higher fee than smaller projects of the same land use type. Thus, the fee schedule ensures a reasonable relationship between the public facilities fee for a specific development project and the cost of the facilities attributable to that project.

See the *Growth Projections* chapter for a description of how service population is determined for different types of land uses using occupancy density factors. See the *Fee Schedule* section of each facility chapter for a presentation of the public facilities fee schedule.

3. GROWTH PROJECTIONS

This chapter explains how development projections are used to calculate public facilities fees, and summarizes estimates of existing development and projections of growth used throughout this study. Existing development is estimated for 2004 and the planning horizon is 2025.

Use of Growth Projections for Impact Fees

Estimates of existing development and projections of growth are critical assumptions used throughout the public facilities fee chapters that follow in this report. These estimates are used as follows:

- Estimates of total development at the 2025 planning horizon are used to determine the total amount of public facilities required to accommodate growth, and to allocate those costs on a per unit basis, for example costs per capita.
- Estimates of growth from 2004 to 2025 are used to allocate to new development its fair share of total planned facility needs.

To measure existing development and future growth, we use population and employment, also identified as residents and workers, respectively, for all fee categories. We use these measures because numbers of residents and workers are reasonable indicators of the level of demand for public facilities. The City builds public facilities primarily to serve these populations and, typically, the greater the population the larger the facility required to provide a given level of service.

Service Population

Different types of development use public facilities at different rates in relation to each other, depending on the services provided. In each succeeding chapter, a specific service population or other measure of demand are identified for each facility type to reflect this. The service population weights one land use category against another based on each category's demand for services. Different service populations or other measures of demand are used to estimate impacts for different types of fees. See the *Appendix* for further detail.

Land Use Categories

Measuring the impact of growth requires land use types for summarizing different types of new development. The residential land use types used in this analysis are defined below.

- **Single family:** Attached and detached one-family dwelling units; and
- **Multi-family:** All attached single family dwellings such as duplexes and condominiums, plus mobile homes, apartments, and dormitories.

The following land uses are the land use types for nonresidential used in this analysis.

- **Commercial:** All commercial, retail, educational, and hotel/motel development.
- **Office:** All general, professional, and medical office development.
- **Industrial:** All manufacturing and warehouse development.

Some developments may include more than one land use category, such as an industrial warehouse with living quarters (a live-work designation) or a planned unit development with both single and multi-family uses. In these cases the public facilities fee would be calculated separately for each land use category.

The City should have the discretion to impose the public facilities fee based on the specific aspects of a proposed development regardless of zoning. The guideline to use is the probable occupant density of the development, either residents per dwelling unit or workers per building square foot. The fee imposed should be based on the land use category that most closely represents the probable occupant density of the development.

Occupant Densities

Occupant densities ensure a reasonable relationship between the increase in service population and amount of the fee. To do this, the must vary by the estimated service population generated by a particular development project. Developers pay the fee based on the number of additional housing units or building square feet of nonresidential development, so the fee schedule must convert service population estimates to these measures of project size. This conversion is done with average occupant density factors by land use category, shown in **Table 3.1**.

The residential occupancy density factors shown in the table are derived from the 2000 Census and from Department of Finance estimates for January 1, 2004 (the most recent state data available.) The nonresidential factors are based on a *Basis for Public Facilities Fee*, prepared by Recht Haursrath & Associates in August 1988. For example, the industrial density factor represents an average for light industrial, heavy industrial, and warehouse uses likely to occur in Stockton.

Table 3.1: Occupant Density

Residential		
Single Family	3.13	Residents Per Single Family Unit
Multifamily	2.63	Residents Per Multi-family Unit
Nonresidential		
Retail	500	Bldg. Sq. Ft. Per Worker
Office	300	Bldg. Sq. Ft. Per Worker
Industrial	700	Bldg. Sq. Ft. Per Worker

Note: Population densities based on 2000 Census data by dwellling unit type adjusted based on 2003 DOF estimate of average population per dwelling unit excluding group quarters.

Source: 2000 Census, Tables H31-H33; California Department of Finance (DOF), Table E-5; *Basis for Public Facilities Fee*, report prepared by Recht Hausrath & Assoc for the City of Stockton, August 1988; MuniFinancial.

Growth Projections for Stockton

The base year for this study is the year 2004. The existing facilities in 2004 combined with the planned facilities in 2025 will make up the master plan standard in our study.

Base year residential estimate is calculated using the California Department of Finance (DOF) January 1, 2004 estimates. Base year employment estimates are from the San Joaquin County Council of Government's latest projection series and updated to 2004 by MuniFinancial.

Table 3.2 show estimates of the growth in terms of residents and workers. The substantial level of anticipated growth would require a significant expansion of public facilities to accommodate new development.

Table 3.2: Public Facilities Service Population

	Residents	Workers
Existing (2004)	264,400	93,900
New Development (2004-2025)	142,100	30,000
Total (2025)	406,500	123,900

Sources: California Department of Finance; City of Stockton; San Joaquin Council of Governments (SJCOG); MuniFinancial

4. CITY OFFICE SPACE

This chapter presents an analysis of the need for city office space and related administraitve facilities to accommodate new development in the City of Stockton. A fee schedule is presented based on the cost of these facilities to ensure that new development provides adequate funding to meet its needs.

Service Population

The City's city office space facilities serve both residents and businesses. Demand for services and associated facilities is based on the City's service population including residents and workers.

Table 4.1 shows the estimated service population in 2004 and 2025. In calculating the service population, workers are weighted less than residents to reflect lower per capita service demand. Nonresidential buildings are typically occupied less intensively than dwelling units, so it is reasonable to assume that average per-worker demand for services is less than average per-resident demand. The 0.24-weighting factor for workers is based on a 40-hour workweek divided by a total of 168 hours in a week.

Table 4.1: City Office Space Service Population

	Residents	Workers	Service Population
Existing (2004)	264,400	93,900	286,900
New Development (2004-2025)	142,100	30,000	149,300
Total (2025)	406,500	123,900	436,200
Weighting factor	1.00	0.24	

Source: Tables 3.2 and A.1; MuniFinancial.

Facility Inventories, Plans & Standards

The City owns 201,000 square feet of building space situated on approximately 18 acres. These existing facilities house the City Council chambers, the City Manager and City Clerk's offices, and other governance and administrative functions such as Finance, Human Resources, and Community Development.

Planned facilities are based on city staff estimates. For administrative offices the City intends to expand based on the existing standards of office space per employee and employees per capita. The approach is conservative because city staff estimate that there is a current deficiency of city office space. The City also plans to expand its corporation yard and warehouse facilities. See the *Appendix* for further detail.

Table 4.2 summarizes existing and planned city office space facilities. The table also shows the master plan facility standard expressed in terms of costs per capita for all facilities in 2025.

Table 4.2: City Office Space Master Plan Standard

	Inventory	Unit Cost[1]	Value	Total
Existing Facilities				
Existing Fund Balance	N/A	N/A	$ 29,000	
Land				
Permit Center	0.35	$ 130,000	$ 46,000	
Stewart Eberhardt Building[2]	0.47	130,000	62,000	
City Hall	1.75	130,000	227,000	
City Hall Annex	0.23	130,000	30,000	
Corporation Yard	15.30	130,000	1,989,000	
Subtotal	18.10		$ 2,354,000	
Buildings				
Permit Center	12,365	$ 165	$ 2,040,000	
Stewart Eberhardt Building[2]	31,200	175	5,460,000	
City Hall	68,000	165	11,220,000	
City Hall Annex	10,201	165	1,683,000	
Shops and Offices	22,000	165	$ 3,630,000	
Boiler and Locker	2,600	140	364,000	
Metal Over Hang/Garage	2,200	140	308,000	
Garage and Storage	21,700	140	3,038,000	
E Stall & Storage	9,200	140	1,288,000	
N. Stall & Storage	18,000	140	2,520,000	
Paint Shop	3,400	140	476,000	
Service Station	400	140	56,000	
Subtotal	201,266		$ 32,083,000	
Total Existing Facilities				$ 34,466,000
Planned Facilities				
Land				
City Office Space	5.79	$ 130,000	$ 752,000	
Satellite Corp Yard	2.00	130,000	260,000	
Subtotal	7.79		$ 1,012,000	
Buildings				
City Office Space	63,000	$ 180	$ 11,340,000	
Corp Yars Office	2,000	175	350,000	
Warehouse	10,000	140	1,400,000	
Subtotal	75,000		$ 13,090,000	
Additional Facilities/Financing Costs (to be identified)			$ 4,000,000	
Total Planned Facilities				$ 18,102,000
Total Facilities				$ 52,568,000
2025 Service Population				436,200
Cost per Capita				$ 121
Facility Standard per Resident				$ 121
Facility Standard per Worker[3]				29

[1] Unit costs based on current market value.
[2] Represents 30 percent of total building space allocated to City Office Space.
[3] Based on a weighing factor of 0.24.

Sources: Tables 4.1 and A.3; City of Stockton; MuniFinancial.

Facility Costs to Accommodate Growth

The allocation of costs for planned facilities between existing and new development is shown in **Table 4.3**. The table shows an estimate of the total costs of facilities associated with new development based on the facility standard shown in Table 4.2.

Table 4.3: Allocation of Planned City Office Space Costs To New Development

Facility Standard Per Capita	$ 121
New Development Service Population (2004-2025)	149,300
New Development Contribution to Planned Facilities	$ 17,993,000
Total Cost of Planned Facilities	18,102,000
Deficiency To Be Funded By Non-fee Revenue Sources	$ (109,000)

Sources: Tables 4.1 and 4.2; MuniFinancial.

The importance of Table 4.3 is the bottom line that shows the share of planned facility costs that must come from revenue sources other than public facilities fees. This amount represents the remainder after allocating to new development its share of those costs. The City can raise the funding needed to complement public facilities fee revenues over the planning horizon (through 2025). This funding is necessary to justify the fee imposed on new development using the master plan standard documented here. If this funding does not materialize, then new development would have paid too high a fee.

Fee Schedule

Table 4.4 shows the city office space public facilities fee based on the master plan standard shown in Table 4.2. The cost per capita is converted to a fee per unit of development based on dwelling unit and building space densities (persons per dwelling unit for residential development and workers per 1,000 square feet of building space for nonresidential development).

Table 4.4: City Office Space Public Facilities Fee

Land Use	Costs per Capita	Density[1]	Fee[2]	Public Art[3]	Admin Fee[2,4]	Total Fee[2]
Residential						
Single Family Unit	$ 121	3.13	$ 377	$ 8	$ 10	$ 394
Multi-family Unit	121	2.63	317	6	8	332
Nonresidential						
Retial	$ 29	500	$ 58	$ 1	$ 1	$ 61
Office	29	300	97	2	2	101
Industrial	29	700	41	1	1	43

[1] Persons per dwelling unit or square feet per worker.

[2] Fee per dwelling unit, per 1,000 square feet.

[3] Public Art fee of 2.0 percent.

[4] Administration fee of 2.5 percent.

Sources: Tables3.1 and 4.2; MuniFinancial.

5. FIRE STATIONS

This chapter summarizes an analysis of the need for fire stations and related facilities to accommodate new development in the City of Stockton. The chapter documents a reasonable relationship between new development and the maximum justified public facilities fee for funding of those facilities.

Service Population

The fire department serves both residents and workers in the service area. Service population is used as a measure of the need for fire station facilities because calls for service are generated increasingly by people in need of medical assistance, rather than structures requiring fire suppression. The demand for fire service is correlated with the distribution of residents and workers within the service area.

Table 5.1 shows the estimated service population for 2004 and 2025. In calculating the service population, residents are given a weight of 1.0 and workers are weighted at 0.30 to reflect lower per capita service usage. Nonresidential buildings are typically occupied less intensively than dwelling units, so it is reasonable to assume that average per-worker usage of services is less than average per-resident usage.

Table 5.1: Fire Stations Service Population

	Residents	Workers	Service Population
Existing (2004)	264,400	93,900	292,600
New Development (2004-2025)	142,100	30,000	151,100
Total (2025)	406,500	123,900	443,700
Weighting factor	1.00	0.30	

Source: Tables 3.2 and A.1; MuniFinancial.

The 0.30 per-worker weighting used here is derived from a study carried out by staff in the City of Gilroy, and is one of the best source of this data that we are aware of. We used data from that study to calculate a per capita factor that is independent of land use patterns. Relative demand for fire service between residents and workers does not vary substantially on a per capita basis across communities, enabling us to use this data for all the communities we assist in the documentation of a fire stations public facilities fee.

Facility Inventories, Plans & Standards

The fire department presently provides 24-hour protection to the City of Stockton from twelve stations. As growth occurs the City will require additional facilities to serve new development. Specifically, the City will require eight new stations and all related vehicles and equipment.

Table 5.2 provides detailed data on the department's existing vehicles and equipment, including equipment needed to stock each vehicle. **Table 5.3** provides a summary of the planned vehicles and equipment needed to serve new development.

Table 5.2: Existing Fire Vehicles

	Vehicle	Equipment	Total
Administration			
Chevy Impala	$ 30,000	$ -	$ 30,000
Buick La Sablre	30,000	-	30,000
Chevy Lumina	30,000	-	30,000
Ford Taurus	30,000	-	30,000
Subtotal	$ 120,000	$ -	$ 120,000
Emergency Medical Service			
Ford Expedition	$ 50,000	$ -	$ 50,000
Ford Taurus	30,000	-	30,000
Ford E-450	100,000	75,000	175,000
Ford E-450	100,000	75,000	175,000
Ford E-450	100,000	75,000	175,000
Ford E-450	100,000	75,000	175,000
Ford E-450	100,000	75,000	175,000
Ford E-450	100,000	75,000	175,000
Ford E-450	100,000	75,000	175,000
Ford E-450	100,000	75,000	175,000
Subtotal	$ 880,000	$ 600,000	$ 1,480,000
Fire Prevention Division			
Lumina	$ 30,000	$ -	$ 30,000
Corsica	30,000	-	30,000
Chevy Malibu	30,000	-	30,000
Cavalier	30,000	-	30,000
Chevy Malibu	30,000	-	30,000
Cavalier	30,000	-	30,000
Ford 1/2 Ton P/U	30,000	-	30,000
Subtotal	$ 210,000	$ -	$ 210,000
Hydrant Division			
Int. Dump Truck	$ 60,000	$ -	$ 60,000
Ford 4X4 Truck	30,000	-	30,000
Seagrave	400,000	200,000	600,000
Ford Van	30,000	-	30,000
Ford Van	30,000	-	30,000
Grand Marquis	30,000	-	30,000
Chevy Malibu	30,000	-	30,000
Subtotal	$ 610,000	$ 200,000	$ 810,000

Table 5.2: Existing Fire Vehicles (continued)

	Vehicle	Equipment	Total
Suppression			
Dodge Durango	$ 50,000	$ 25,000	$ 75,000
Dodge Durango	50,000	25,000	75,000
Dodge Durango	50,000	25,000	75,000
Mac Ladder Truck	800,000	400,000	1,200,000
Gruman Engine	400,000	200,000	600,000
Gruman Engine	400,000	200,000	600,000
VanPelt Engine	400,000	200,000	600,000
GMC 1-ton Dispatch	30,000	-	30,000
VanPelt Engine	400,000	200,000	600,000
GMC 1-ton Dispatch	30,000	-	30,000
GMC 1-ton Dispatch	30,000	-	30,000
GMC 1-ton Dispatch	30,000	-	30,000
LTI Simon Truck Ladder	800,000	400,000	1,200,000
3-D Engine	400,000	200,000	600,000
3-D Engine	400,000	200,000	600,000
3-D Engine	400,000	200,000	600,000
3-D Engine	400,000	200,000	600,000
3-D Engine	400,000	200,000	600,000
Westates OES Engine	400,000	200,000	600,000
3-D Engine	400,000	200,000	600,000
3-D Engine	400,000	200,000	600,000
3-D Engine	400,000	200,000	600,000
3-D Engine	400,000	200,000	600,000
LTI Simon Truck Ladder	800,000	400,000	1,200,000
Ford 1-ton P/U Dispatch	30,000	-	30,000
1/4-ton P/U (P/U 2)	30,000	-	30,000
GMC 4x4 Grass Rig	110,000	15,000	125,000
GMC 4x4 Grass Rig	110,000	15,000	125,000
GMC 4x4 Grass Rig	110,000	15,000	125,000
GMC 4x4 Grass Rig	110,000	15,000	125,000
GMC 4x4 Grass Rig	110,000	15,000	125,000
GMC 4x4 Grass Rig	110,000	15,000	125,000
GMC 4x4 Grass Rig	110,000	15,000	125,000
GMC 4x4 Grass Rig	110,000	15,000	125,000
GMC 4x4 Grass Rig	110,000	15,000	125,000
Taco Wagon	30,000	-	30,000
Dispatch Chevy	30,000	-	30,000
Spartan	400,000	200,000	600,000
Chevy 1-ton	30,000	-	30,000
Chevy 1-ton 4x4	30,000	-	30,000
Westates Ladder Truck	800,000	400,000	1,200,000
Foam Trailer	60,000	-	60,000
Ford Motor Home	100,000	-	100,000
Pierce Engine	400,000	200,000	600,000
1-ton Dodge	30,000	-	30,000
Super 1-ton Dodge	30,000	-	30,000
Pierce Engine	400,000	200,000	600,000
Pierce Engine	400,000	200,000	600,000
Dispatch	30,000	-	30,000
Dispatch	30,000	-	30,000
Dispatch	30,000	-	30,000
Dodge P/U Quad Cap	30,000	-	30,000
Subtotal	$ 12,180,000	$ 5,410,000	$ 17,590,000
Total	$ 14,000,000	$ 6,210,000	$ 20,210,000

Source: City of Stockton Fire Department; MuniFinancial

Table 5.3: Planned Fire Vehicles

	Vehicle	Equipment	Total
Fire Station 15			
Engine	$ 400,000	$ 200,000	$ 600,000
Ambulance	100,000	75,000	175,000
Subtotal	500,000	275,000	775,000
Fire Station 17			
Engine	$ 400,000	$ 200,000	$ 600,000
Ambulance	100,000	75,000	175,000
Subtotal	500,000	275,000	775,000
Fire Station 18			
Engine	$ 400,000	$ 200,000	$ 600,000
Ambulance	100,000	75,000	175,000
Subtotal	500,000	275,000	775,000
Fire Station 22			
Engine	$ 400,000	$ 200,000	$ 600,000
Ambulance	100,000	75,000	175,000
Subtotal	500,000	275,000	775,000
Fire Station 23			
Engine	$ 400,000	$ 200,000	$ 600,000
Ambulance	100,000	75,000	175,000
Subtotal	500,000	275,000	775,000
Fire Station 13			
Engine	$ 400,000	$ 200,000	$ 600,000
Ambulance	100,000	75,000	175,000
Ladder Truck	800,000	400,000	1,200,000
Subtotal	$ 1,300,000	$ 675,000	$ 1,975,000
Incident Command Vehicle	$ 200,000	$ 10,000	$ 210,000
Total	$ 4,000,000	$ 2,060,000	$ 6,060,000

Source: City of Stockton Fire Department; MuniFinancial

Table 5.4 provides a summary of the existing and planned facilities provided by City staff to serve a 2025 service population. The table also shows the planned facility standard expressed in terms of costs per capita for all facilities in 2025.

Table 5.4: Fire Stations Master Plan Standard

	Inventory	Unit Cost[1]	Value	Total
Existing Facilities				
Existing Fund Balance	N/A	N/A	$ 388,000	
Land				
Fire Station #1	0.65	$ 130,000	$ 85,000	
Fire Station #2	3.58	130,000	465,000	
Fire Station #4[2]	N/A	N/A	N/A	
Fire Station #5	0.52	130,000	68,000	
Fire Station #6[3]	N/A	N/A	N/A	
Fire Station #7[4]	N/A	N/A	N/A	
Fire Station #10	0.67	130,000	88,000	
Fire Station #12[5]	N/A	N/A	N/A	
Fire Station #14	0.55	130,000	72,000	
Stewart Eberhardt Building[6]	0.22	130,000	29,000	
Subtotal	6.20		$ 807,000	
Buildings				
Fire Station #1	5,000	$ 265	$ 1,325,000	
Fire Station #2	12,275	265	3,253,000	
Fire Station #3	4,300	265	1,140,000	
Fire Station #4	7,300	265	1,935,000	
Fire Station #5	5,000	265	1,325,000	
Fire Station #6	1,900	265	504,000	
Fire Station #7	4,900	265	1,299,000	
Fire Station #10	4,700	265	1,246,000	
Fire Station #12[2]	3,161	265	838,000	
Fire Station #14	5,100	265	1,352,000	
Stewart Eberhardt Building[6]	14,560	175	2,548,000	
Subtotal	68,196		$ 16,765,000	
Vehicles & Equipment	N/A	N/A	$ 20,210,000	
Total Existing Facilitites				$ 38,170,000

Table 5.4: Fire Stations Master Plan Standard (continued)

	Inventory	Unit Cost[1]	Value	Total
Planned Facilities				
Land				
Fire Station 3[7]	1.50	$ 130,000	$ 195,000	
Fire Station 9[7]	1.50	130,000	195,000	
Fire Station 11[7]	1.50	130,000	195,000	
Fire Station 15	1.50	130,000	195,000	
Fire Station 17	1.50	130,000	195,000	
Fire Station 18	1.50	130,000	195,000	
Fire Station 22	1.50	130,000	195,000	
Fire Station 23	1.50	130,000	195,000	
Fire Station 13	2.00	130,000	260,000	
Subtotal	9.50		$ 1,235,000	
Buildings				
Fire Station 3[7]	10,000	$ 444	$ 4,440,000	
Fire Station 9[7]	10,000	444	4,440,000	
Fire Station 11[7]	10,000	444	4,440,000	
Fire Station 15	10,000	444	4,440,000	
Fire Station 17	10,000	444	4,440,000	
Fire Station 18	10,000	444	4,440,000	
Fire Station 22	10,000	444	4,440,000	
Fire Station 23	10,000	444	4,440,000	
Fire Station 13	16,000	438	7,000,000	
Station 7, 10, & 11 Expansion	N/A	N/A	2,300,000	
Subtotal	66,000		$ 31,500,000	
Vehicles & Equipment	N/A	N/A	$ 6,060,000	
Total Planned Facilities				$ 52,700,000
Total Facilities				$ 89,730,000
2025 Service Population				443,700
Cost per Capita				$ 202
Facility Standard per Resident				$ 202
Facility Standard per Worker[8]				61

[1] Unit costs based on current market value.
[2] Station #4 land leased from San Joaquin Delta College
[3] Station #6 at Victory Park. Land included in parks public facilities fee.
[4] Station #7 at Stuart Gibbons Park. Land included in parks public facilities fee.
[5] Station #12 land leased from San Joaquin County.
[6] Based on 14 percent of building square feet allocated to fire services.
[7] Assumes relocation of existing stations.
[8] Based on a weighing factor of 0.30.

Sources: Tables 5.1, 5.2, and 5.3; City of Stockton; MuniFinancial.

Facilities to Accommodate New Development

The allocation of planned facilities costs between existing and new development is shown in **Table 5.5**. The table shows an estimate of the total cost of facilities associated with new development based on the facility standard shown in Table 5.4.

Table 5.5: Allocation of Planned Fire Stations Costs To New Development

Facility Standard Per Capita	$ 202
New Development Service Population (2004-2025)	151,100
New Development Contribution to Planned Facilities	$ 30,522,000
Total Cost of Planned Facilities	52,700,000
Deficiency To Be Funded By Non-fee Revenue Sources	$ (22,178,000)

Sources: Tables 5.1 and 5.4; MuniFinancial.

The importance of Table 5.5 is the bottom line that shows the share of planned facility costs that must come from revenue sources other than public facilities fees. This amount represents the remainder after allocating to new development its share of those costs. The City can raise the funding needed to complement public facilities fee revenues over the planning horizon of this study (through 2025). This funding is necessary to justify the fee imposed on new development using the master plan standard documented here. If this funding does not materialize, then new development would have paid too high a fee.

Fee Schedule

Table 5.6 shows the fire station facilities public facilities fee based on the master plan facility standard shown in Table 5.4. The cost per capita is converted to a fee per unit of development based on dwelling unit and building space densities (persons per dwelling unit for residential development and workers per 1,000 square feet of building space for nonresidential development).

Table 5.6: Fire Stations Public Facilities Fee

Land Use	Costs per Capita	Density[1]	Fee[2]	Public Art[3]	Admin Fee[2,4]	Total Fee[2]
Residential						
Single Family Unit	$ 202	3.13	$ 631	$ 13	$ 16	$ 660
Multi-family Unit	202	2.63	532	11	14	556
Nonresidential						
Retail	$ 61	500	$ 122	$ 2	$ 3	$ 128
Office	61	300	203	4	5	212
Industrial	61	700	87	2	2	91

[1] Persons per dwelling unit or square feet per worker.
[2] Fee per dwelling unit, per 1,000 square feet.
[3] Public Art fee of 2.0 percent.
[4] Administration fee of 2.5 percent.

Sources: Tables 3.1 and 5.5; MuniFinancial.

6. POLICE STATIONS

This chapter presents an analysis of the need for police stations and related facilities to accommodate new development in the City of Stockton. A fee schedule is presented based on the cost of these facilities to ensure that new development provides adequate funding to meet its needs.

Service Population

The City's police station expansion facilities serve both residents and businesses. The need for these services and associated facilities is measured by the City's service population, which is the number of residents and workers within its service area.

Table 6.1 shows the estimated service population for 2004 and 2025. In calculating the service population, residents are given a weight of 1.0 and workers are weighted at 0.46 to reflect lower per capita service usage. Nonresidential buildings are typically occupied less intensively than dwelling units, so it is reasonable to assume that average per-worker usage of services is less than average per-resident usage.

Table 6.1: Police Stations Service Population

	Residents	Workers	Service Population
Existing (2004)	264,400	93,900	307,600
New Development (2004-2025)	142,100	30,000	155,900
Total (2025)	406,500	123,900	463,500
Weighting factor	1.00	0.46	

Source: Tables 3.2 and A.1; MuniFinancial.

The 0.46 per-worker weighting used here is derived from a study carried out by staff in the City of Gilroy, and is one of the best sources of this data that we are aware of. We used data from that study to calculate a per capita factor that is independent of land use patterns. Relative demand for fire service between residents and workers does not vary substantially on a per capita basis across communities, enabling us to use this data for all the communities we assist in the documentation of a police stations public facilities fee.

Facility Inventories, Plans & Standards

The police department occupies 134,000 square feet of building space on 6 acres. The department has primary responsibility of providing local law enforcement and those community services that promote a strong sense of welfare and safety for its citizens. As growth continues to push the geographic limits of the City, the department will construct three additional satellite stations to serve growth within the City of Stockton.

Table 6.2 summariezes the existing and planned equipment associated with police facilities. **Table 6.3** summarizes existing and planned police station expansion facilities, including vehicles associated with police functions. The table also shows the planned facility standard expressed in terms of costs per capita for all facilities in 2025.

Table 6.2: Police Vehicles & Equipment

	Unit	Value	Total
Existing Facilties			
Main Police Station			
Vehicles	250	$ 40,000	$ 10,000,000
Audio/video equip	N/A	N/A	25,000
Subtotal			$ 10,025,000
Stewart Eberhardt Building			
Vehicles	110	$ 30,000	$ 3,300,000
Crime Lab Equip	N/A	N/A	1,500,000
Subtotal			$ 4,800,000
Northeast Police Facility			
Vehicles	57	$ 40,000	$ 2,280,000
Computer Equipment	N/A	N/A	103,700
Audio/video equip	N/A	N/A	25,000
Subtotal			$ 2,408,700
Police Range			
Vehicles	2	$ 40,000	$ 80,000
Fire Arms Training System (F.A.T.S.)	1	30,000	30,000
Subtotal			$ 110,000
Total Existing Facilities			$ 17,343,700
Planned Facilities			
Southwest Police Facility			
Vehicles	30	$ 40,000	$ 1,200,000
Computer Equipment	N/A	N/A	103,700
Audio/video equip	N/A	N/A	25,000
Subtotal			$ 1,328,700
Northwest Police Facility			
Vehicles	30	$ 40,000	$ 1,200,000
Computer Equipment	N/A	N/A	103,700
Audio/video equip	N/A	N/A	25,000
Subtotal			$ 1,328,700
Southeast Police Facility			
Vehicles	30	$ 40,000	$ 1,200,000
Computer Equipment	N/A	N/A	103,700
Audio/video equip	N/A	N/A	25,000
Subtotal			$ 1,328,700
Additional Equipment			
Boats	2	50,000	$ 100,000
Helicopter	1	500,000	500,000
Moblie Command Post	1	250,000	250,000
Subtotal			$ 850,000
Total Planned Facilities			$ 4,836,100

Source: City of Stockton Police Department; MuniFinancial

Table 6.3: Police Stations Master Plan Standard

	Inventory	Unit Cost[1]	Value	Total
Existing Facilities				
Existing Fund Balance	N/A	N/A	$ 489,000	
Land				
Stewart Eberhardt Building[2]	0.88	$ 130,000	$ 115,000	
Animal Shelter	1.32	50,000	66,000	
Main Police Facility	2.07	130,000	269,000	
Northeast Police Facility	1.21	130,000	157,000	
Police Satellite Station	0.11	130,000	14,000	
Subtotal	5.59		$ 621,000	
Buildings				
Stewart Eberhardt Building[2]	58,240	$ 175	$ 10,192,000	
Animal Shelter	17,700	140	2,478,000	
Main Police Facility	48,120	250	12,030,000	
Northeast Police Facility	8,800	400	3,520,000	
Police Satellite Station	1,200	175	210,000	
Subtotal	134,060		$ 28,430,000	
Vehicles & Equipment	N/A	N/A	$ 17,343,700	
Total Existing Facilities				$ 46,883,700
Planned Facilities				
Land				
Southwest Police Facility	8.00	$ 130,000	$ 1,040,000	
Northwest Police Facility	3.00	130,000	390,000	
Northeast Police Facility	1.80	130,000	234,000	
Southeast Police Facility	3.00	130,000	390,000	
Subtotal	15.80		$ 2,054,000	
Buildings				
Southwest Police Facility	8,800	$ 400	$ 3,500,000	
Northwest Police Facility	8,800	400	3,500,000	
Northeast Police Facility	N/A	N/A	500,000	
Southeast Police Facility	8,800	400	3,500,000	
Subtotal	26,400		$ 11,000,000	
Vehicles & Equipment	N/A	N/A	$ 4,836,100	
Additional Facilities/Financing Costs (to be identified)[3]			$ 6,000,000	
Total Planned Facilities				$ 23,890,100
Total Facilities				$ 70,773,800
2025 Service Population				463,500
Cost per Capita				$ 153
Facility Standard per Resident				$ 153
Facility Standard per Worker[4]				70

[1] Unit costs based on current market value.

[2] Based on 56 percent of building square feet to police services.

[3] Estimate provided for City staff that could include a new training facility and an additional substation.

[4] Based on worker per capita weighing factor of 0.46.

Sources: Tables 6.1 and 6.2; City of Stockton; MuniFinancial.

Facility Costs to Accommodate Growth

The allocation of costs for planned facilities between existing and new development is shown in **Table 6.4**. The table shows an estimate of the total costs of facilities associated with new development based on the facility standard shown in Table 6.3.

Table 6.4: Allocation of Planned Police Station Expansion Costs To New Development

	Total
Facility System Standard Per Capita	$ 153
New Development Service Population (2004-2025)	155,900
New Development Contribution to Planned Facilities	$ 23,805,000
Total Cost of Planned Facilities	23,890,100
Deficiency To Be Funded By Non-fee Revenue Sources	$ (85,100)

Sources: Tables 6.1 and 6.3; MuniFinancial.

The importance of Table 6.4 is the bottom line that shows the share of planned facility costs that must come from revenue sources other than public facilities fees. This amount represents the remainder after allocating to new development its share of those costs. The City can raise the funding needed to complement public facilities fee revenues over the planning horizon (through 2025). This funding is necessary to justify the fee imposed on new development using the master plan standard documented here. If this funding does not materialize, the new development would have paid too high a fee.

Fee Schedule

Table 6.5 shows the police stations public facilities fee based on the master plan standard shown in Table 6.3. The cost per capita is converted to a fee per unit of development based on dwelling unit and building space densities (persons per dwelling unit for residential development and workers per 1,000 square feet of building space for nonresidential development).

Table 6.5: Police Stations Public Facilities Fee

Land Use	Cost per Capita	Density[1]	Fee[2]	Public Art[3]	Admin Fee[2,4]	Total Fee[2]
Residential						
Single Family Unit	$ 153	3.13	$ 477	$ 10	$ 12	$ 499
Multi-family Unit	153	2.63	402	8	10	421
Nonresidential						
Retial	$ 70	500	$ 140	$ 3	$ 4	$ 146
Office	70	300	234	5	6	245
Industrial	70	700	100	2	3	105

[1] Persons per dwelling unit or square feet per worker.
[2] Fee per dwelling unit or per 1,000 square feet.
[3] Public Art fee of 2.0 percent.
[4] Administration fee of 2.5 percent.

Sources: Tables 3.1 and 6.4; MuniFinancial.

7. LIBRARIES

This chapter presents an analysis of the need for libraries and related facilities to accommodate new development in the City of Stockton. A fee schedule is presented based on the cost of these facilities to ensure that new development provides adequate funding to meet its needs.

Service Population

The City's library facilities serve both residents and businesses. The need for these services and associated facilities is measured by the City's service population, which is the number of residents and workers within its service area.

Table 7.1 shows the estimated service population for 2004 and 2025. In calculating the service population, residents are given a weight of 1.0 and workers are weighted at 0.27 to reflect lower per capita service usage. Nonresidential buildings are typically occupied less intensively than dwelling units, so it is reasonable to assume that average per-worker usage of services is less than average per-resident usage.

Table 7.1: Libraries Service Population

	Residents	Workers	Service Population
Existing (2004)	264,400	93,900	289,800
New Development (2004-2025)	142,100	30,000	150,200
Total (2025)	406,500	123,900	440,000
Weighting factor	1.00	0.27	

Source: Tables 3.2 and A.1; MuniFinancial.

The 0.27 per-worker weighting used here is derived from a study carried out by staff in the City of Phoenix, and is one of the best sources of this data that we are aware of. We used data from that study to calculate a per capita factor that is independent of land use patterns. Relative demand for fire service between residents and workers does not vary substantially on a per capita basis across communities, enabling us to use this data for all the communities we assist in the documentation of a library public facilities fee.

Facility Inventories, Plans & Standards

The City is presently served through a system of four libraries. The City intends to construct thre new libraries to serve growth in the developing portions of the City. The City has already acquired the land to construct the libraries to serve growth in northeast and northwest Stockton.

Table 7.2: Libraries Master Plan Standard

	Inventory	Unit Cost[1]	Value	Total
Existing Facilities				
Existing Fund Balance	N/A	N/A	4,719,000	
Land				
Maya Angelou SE Library	1.72	$ 130,000	$ 224,000	
Fair Oaks Library	0.64	130,000	83,000	
Troke Library	1.05	130,000	137,000	
Caesar Chavez Main Library	1.55	130,000	202,000	
Northeast Stockton Library	4.97	101,000	502,000	
Northwest Stockton Library	5.82	86,000	501,000	
Subtotal	15.75		$ 1,649,000	
Buildings				
Maya Angelou SE Library	10,500	$ 350	$ 3,675,000	
Fair Oaks Library	9,600	350	3,360,000	
Troke Library	14,000	350	4,900,000	
Caesar Chavez Main Library	70,000	350	24,500,000	
Subtotal			$ 36,435,000	
Volumes	830,000	$ 25	$ 20,750,000	
Total Existing Facilties				$ 63,553,000
Planned Facilities				
Land				
Southwest Stockton Library	3.50	$ 86,000.00	$ 300,000	
Buildings				
Northeast Stockton Library	36,000	$ 272	$ 9,800,000	
Northwest Stockton Library	36,000	272	9,800,000	
Southwest Stockton Library	23,000	283	6,500,000	
Subtotal			$ 26,100,000	
Volumes & Equipment				
Volumes	304,000	$ 25	$ 7,600,000	
Library Equipment	N/A	N/A	5,000,000	
Subtotal			$ 12,600,000	
Total Planned Facilities				$ 39,000,000
Total Facilities				$ 102,553,000
2025 Public Facilities Service Population				440,000
Cost Per Capita				$ 233
Facility Standard per Resident				$ 233
Facility Standard per Worker[2]				63

[1] Unit costs based on current market value.

[2] Based on worker per capita weighting factor of 0.27.

Sources: Table 7.1; City of Stockton; MuniFinancial.

Table 7.2, shown above, summarizes existing and planned library facilities. The table also shows the planned facility standard expressed in terms of costs per capita for all facilities in 2025.

Facility Costs to Accommodate Growth

The allocation of costs for planned facilities between existing and new development is shown in **Table 7.3**. The table shows an estimate of the total costs of facilities associated with new development based on the facility standard shown in Table 7.2.

Table 7.3: Allocation of Planned Library Facilities Costs To New Development

	Total
Facility Standard Per Capita	$ 233
New Development Service Population (2004-2025)	150,200
New Development Contribution to Planned Facilities	$ 35,008,000
Total Cost of Planned Facilities	39,000,000
Deficiency To Be Funded By Non-fee Revenue Sources	$ (3,992,000)

Sources: Tables 7.1 and 7.2; MuniFinancial.

The importance of Table 7.3 is the bottom line that shows the share of planned facility costs that must come from revenue sources other than public facilities fees. This amount represents the remainder after allocating to new development its share of those costs. The City can raise the funding needed to complement public facilities fee revenues over the planning horizon (through 2025). This funding is necessary to justify the fee imposed on new development using the master plan standard documented here. If this funding does not materialize, then new development would have paid too high a fee.

Fee Schedule

Table 7.4 shows the library public facilities fee based on the master plan facility standard shown in Table 7.2. The cost per capita is converted to a fee per unit of development based on dwelling unit densities.

Table 7.4: Libraries Public Facilities Fee

Land Use	Cost per Capita	Density[1]	Fee[2]	Public Art[3]	Admin Fee[2,4]	Total Fee[2]
Residential						
Single Family Unit	$ 233	3.13	$ 729	$ 15	$ 19	$ 763
Multi-family Unit	233	2.63	614	13	16	642
Nonresidential						
Retail	$ 63	500	$ 126	$ 3	$ 3	$ 132
Office	63	300	210	4	5	220
Industrial	63	700	90	2	2	94

[1] Persons per dwelling unit or square feet per worker.
[2] Fee per dwelling unit or per 1,000 square feet.
[3] Public Art fee of 2.0 percent.
[4] Administration fee of 2.5 percent.

Sources: Tables 3.1 and 7.3; MuniFinancial.

8. COMMUNITY RECREATION CENTERS

This chapter presents an analysis of the need for community recreation centers and related facilities to accommodate new development in the City of Stockton. A fee schedule is presented based on the cost of these facilities to ensure that new development provides adequate funding to meet its needs.

Service Population

The City's community recreation center facilities serve both residents and businesses. The need for these services and associated facilities is measured by the City's service population, which is the number of residents and workers within its service area.

Table 8.1 shows the estimated service population for 2004 and 2025. In calculating the service population, residents are given a weight of 1.0 and workers are weighted at 0.21 to reflect lower per capita service usage. Nonresidential buildings are typically occupied less intensively than dwelling units, so it is reasonable to assume that average per-worker usage of services is less than average per-resident usage.

Table 8.1: Community Recreation Centers Service Population

	Residents	Workers	Service Population
Existing (2004)	264,400	93,900	284,100
New Development (2004-2025)	142,100	30,000	148,400
Total (2025)	406,500	123,900	432,500
Weighting factor	1.00	0.21	

Source: Tables 3.2 and A.1; MuniFinancial.

The 0.21 per-worker weighting used here is derived from a study carried out in the City of Phoenix, and is one of the best source of this data that we are aware of. We used data from that study to calculate a per capita factor that is independent of land use patterns. Relative demand for fire service between residents and workers does not vary substantially on a per capita basis across communities, enabling us to use this data for all the communities we assist in the documentation of a community recreation centers public facilities fee.

Facility Inventories, Plans & Standards

The City owns and operates, or has agreements with other agencies to use, various community center facilities. School facilities are available for use by City residents through agreements with the school districts.

To calculate new development's need for new community centers cities commonly uses a ratio expressed in terms of building square feet per 1,000 residents. The current Stockton General Plan policy standard for community centers is building square feet per 1,000 residents. The adopted standard for new community recreation center space is 500 square feet per 1,000 residents.

Table 8.2 summarizes existing and planned community center facilities the serve the City.

Table 8.2: Community Recreation Centers Master Plan Standard

	Inventory	Unit Cost[1]	Value	Total
Existing Facilities				
Existing Fund Balance	N/A	N/A	$ 1,474,000	
Buildings				
McKinley Community Center	8,325	$ 200	$ 1,665,000	
Seifert Community Center	11,795	200	2,359,000	
Stribley Community Center	9,943	200	1,989,000	
Oak Park Senior Center	10,708	200	2,142,000	
Van Buskirk Community Center	4,963	200	993,000	
Sierra Vista Community Center	7,500	200	1,500,000	
Lincoln Middle School	10,000	200	2,000,000	
Stockton Middle School	5,500	200	1,100,000	
Hamilton Middle School	9,000	200	1,800,000	
Marshall Middle School	9,000	200	1,800,000	
Webster Middle School	9,000	200	1,800,000	
Fremont Middle School	9,000	200	1,800,000	
Delta Sierra Community Center	6,240	200	1,248,000	
Rod and Gun Club	5,000	200	1,000,000	
Teen Center	10,000	200	2,000,000	
Weston Ranch Gym	9,000	200	1,800,000	
Subtotal	134,974		$ 26,996,000	
Total Existing Facilities				$ 28,470,000
Planned Facilities				
Land	N/A	N/A	N/A	
Buildings				
Community Centers[2]	74,200	$ 340	$ 25,228,000	
Total Planned Facilities				$ 25,228,000
Total Facilities				$ 53,698,000
2025 Public Facilities Service Population				432,500
Cost Per Capita				$ 124
Cost Per Resident				$ 124
Cost Per Worker[3]				26

[1] Unit costs based on current market value.
[2] Based on growth in service population and a General Plan standard of 500 square feet per 1,000 capita.
[3] Based on worker per capita weighting factor of 0.21.

Sources: Table 8.1; City of Stockton; MuniFinancial.

Facility Costs to Accommodate Growth

The allocation of costs for planned facilities between existing and new development is shown in **Table 8.3**. The table shows an estimate of the total costs of facilities associated with new development based on the facility standard shown in Table 8.2.

Table 8.3: Allocation of Planned Community Recreation Centers Costs To New Development

	Total
Facility System Standard Per Capita	$ 124
New Development Service Population (2004-2025)	148,400
New Development Contribution to Planned Facilities	$ 18,425,000
Total Cost of Planned Facilities	25,228,000
Deficiency To Be Funded By Non-fee Revenue Sources	$ (6,803,000)

Sources: Tables 8.1 and 8.2; MuniFinancial.

The importance of Table 8.3 is the bottom line that shows the share of planned facility costs that must come from revenue sources other than public facilities fees. This amount represents the remainder after allocating to new development its share of those costs. The City can raise the funding needed to complement public facilities fee revenues over the planning horizon (through 2025). This funding is necessary to justify the fee imposed on new development using the master plan standard documented here. If this funding does not materialize, then new development would have paid too high a fee.

Fee Schedule

Table 8.4 shows the community recreation centers public facilities fee based on the master plan facility standard shown in Table 8.2. The cost per capita is converted to a fee per unit of development based on dwelling unit and building space densities (persons per dwelling unit for residential development and workers per 1,000 square feet of building space for nonresidential development).

Table 8.4: Community Recreation Centers Public Facilities Fee

Land Use	Cost per Capita	Density[1]	Fee[2]	Public Art[3]	Admin Fee[2,4]	Total Fee[2]
Residential						
Single Family Unit	$ 124	3.13	$ 388	$ 8	$ 10	$ 406
Multi-family Unit	124	2.63	327	7	8	342
Nonresidential						
Retail	$ 26	500	$ 52	$ 1	$ 1	$ 54
Office	26	300	87	2	2	91
Industrial	26	700	37	1	1	39

[1] Persons per dwelling unit or square feet per worker.
[2] Fee per dwelling unit or per 1,000 square feet.
[3] Public Art fee of 2.0 percent.
[4] Administration fee of 2.5 percent.

Sources: Tables 3.1 and 8.2; MuniFinancial.

9. IMPLEMENTATION

This chapter identifies tasks that the City should complete when implementing the fee programs.

Programming Revenues and Projects with the CIP

The City should update its Capital Improvement Plan (CIP) to program fee revenues to specific projects. Use of the CIP in this manner documents a reasonable relationship between new development and the use of fee revenues.

The City may alter the scope of the planned projects listed in each chapter, or substitute new projects as long as the project continues to represent an expansion of the City's facility capabilities. If the total cost of all planned projects varies from the total cost used as a basis for the fee, the City should revise the fee accordingly.

For the five-year planning period of the CIP, the City should allocate all existing fund balances and projected fee revenue to specific community recreation center facilities projects. The City can hold funds in a project account for longer than five years if necessary to collect sufficient funds to complete a project.

Identify Non-fee Revenue Sources

The City must identify non-fee revenue sources to fully fund the planned facilities and justify the maximum public facilities fee. The City should take any actions necessary to secure those funds.

Inflation Adjustment

The City should identify appropriate inflation indexes in the fee ordinance and adopt an automatic inflation adjustment to the fee annually. The City should use separate indexes for land and construction costs. Calculating the land cost index may require use of a property appraiser every several years. The construction cost index can be based on the City's recent capital project experience or taken from any reputable source, such as the *Engineering News Record.* To calculate the fee increases, each index should be weighted by the share of total planned facility costs represented by land or construction, as appropriate.

Reporting Requirements

The City should comply with the annual and five-year reporting requirements of *Government Code 66000* et seq. For facilities to be funded with a combination of public facilities fees and other revenues, the City must identify the source and amount of the other revenues. The City must also identify when the other revenues are anticipated to be available to fund the project.

APPENDIX

The appendix provides information on the calculation of per capita demand factors by type of land use, existing public facility fee fund balances, and city office space projections.

Demand Factors

Table A.1 calculates per capita facility demand factor for residential and nonresidential development by facility type. The purpose of this table is to convert raw demand factors available for the five specific land use types (single family, multifamily, retail, office, and industrial) into a single weighted factor for nonresidential development. Table A.1 presents the demand factors per capita that calculate the service population for each public facilities fee category. The factors are weighted to a 2025 service population and normalized reflect a residential weighting of 1.0.

Table A.1: Demand Factors Per Capita

	Per Capita	Per Capita Factors Weighted for 2025 Service Population: 2025 Pop. or Emp.	Per Capita Demand Factor: Weighted	Per Capita Demand Factor: Index To Resid. = 1.0
City Office Space & Corporation Yard				
Single Family	1.00	104,300		
Multifamily	1.00	37,800		
Residential		142,100	1.00	1.00
Retail	0.24	39,700		
Office	0.24	29,000		
Industrial	0.24	55,200		
Nonresidential		123,900	0.24	0.24
Fire Station				
Single Family	0.09	104,300		
Multifamily	0.13	37,800		
Residential		142,100	0.10	1.00
Retail	0.05	39,700		
Office	0.05	29,000		
Industrial	0.01	55,200		
Nonresidential		123,900	0.03	0.30
Libraries				
Single Family	1.00	104,300		
Multifamily	0.69	37,800		
Residential		142,100	0.92	1.00
Retail	0.25	39,700		
Office	0.25	29,000		
Industrial	0.25	55,200		
Nonresidential		123,900	0.25	0.27
Police Station Expansion				
Single Family	1.48	104,300		
Multifamily	2.40	37,800		
Residential		142,100	1.72	1.00
Retail	1.37	39,700		
Office	1.37	29,000		
Industrial	0.06	55,200		
Nonresidential		123,900	0.79	0.46
Community Recreation Center				
Single Family	1.00	104,300		
Multifamily	0.61	37,800		
Residential		142,100	0.90	1.00
Retail	0.19	39,700		
Office	0.19	29,000		
Industrial	0.19	55,200		
Nonresidential		123,900	0.19	0.21

Sources: Table 3.3; *Phoenix Park and Library EDU Factors*, Hausrath Economics Group, September 1998; *2002 - 2003 Development Impact Fees,* City of Gilroy; City of Stockton; MuniFinancial

Public Facility Fee Fund Balances

Table A.2 summarizes the existing fund balances by fee category as of June 30, 2003.

Table A.2: PFF Existing Fund Balance as of June 30, 2003

Description	Fund Balance as of 6/30/03	Outstanding Loans	Amount Available
Community Rec Center			
City Wide	$ 507,195	$ -	$ 507,195
Fee Area #1/2	1,391,077	-	1,391,077
Fee Area #3/4	779	-	779
Fee Area #5/6	(425,378)	-	(425,378)
Subtotal	$ 1,473,673	$ -	$ 1,473,673
City Office Space			
City Wide	$ 29,099	$ -	$ 29,099
Fire Station			
City Wide	$ 87,330	$ -	$ 87,330
Fee Area #1/2	(291,383)	526,962	235,579
Fee Area #5/6	(1,576,708)	1,641,650	64,942
Subtotal	$ (1,780,761)	$ 2,168,612	$ 387,851
Library			
City Wide	$ 477,874	$ -	477,874
Fee Area #1/2	1,895,495	-	1,895,495
Fee Area #5/6	2,345,292	-	2,345,292
Subtotal	$ 4,718,661	$ -	$ 4,718,661
Police Station			
City Wide	$ (3,761,700)	$ 4,250,763	$ 489,063

Source: City of Stockton; MuniFinancial

City Office Space Projection

Table A.3 presents the projection for the need of city office space based on the existing standard of building square feet and city employees per 1,000 capita.

Table A.3: City Hall Square Feet Per Capita

	Allocation 2002-03
Existing	
Existing Building Sq. Ft.	
Permit Center	12,365
Stewart Eberhardt Building	31,200
City Hall	68,000
City Hall Annex	10,201
Total	121,766
2002-03 Employees	480
Sq. Ft. Per Employee	**254**
2002-03 Employees	480
2003 Service Population	286,900
Employees Per 1,000 Capita	**1.67**
Planned	
Employees Per 1,000 Capita	1.67
Growth in Service Population	149,300
New Employees	250
Sq. Ft. Per Employee	254
Total New Square Feet	63,000

Sources: City of Stockton; MuniFinancial