



Public Safety AB1600 Development Impact Fee Technical Memo

To: Kul Sharma
From: Alison Bouley
cc:
Date: May 2013
Re: **City of Tracy
2013 Public Safety Master Plan
AB1600 Development Impact Fee Study**

BACKGROUND

On April 16, 2013, the “Citywide Public Safety Master Plan” was adopted by City Council. The public safety master plan evaluated current conditions; space standards and function flow; staff and space need projections; alternative facility plans and comparative cost estimates. The Public Safety Master Plan is intended to be used as a guideline document for the identification of public safety facilities needed to serve future land development projects under the build-out condition for the City’s Sphere of Influence. The public safety master plan is also a guideline document for the identification of public safety upgrades needed to adapt existing spaces to new or expanded uses.

The purpose of this memo is to calculate the public safety fee and provide the findings necessary under Government Code Section 66000, et seq., also known as Assembly Bill 1600 (AB1600). This memo utilizes the facilities, costs, and fees from the “Citywide Public Safety Master Plan” prepared by Indigo as the basis and further makes the findings as required under AB1600. These public safety fees will become the basis for all new development within the City of Tracy who is not already covered under an adopted fee program.

LEVEL OF SERVICE

At build-out, Tracy will have 54,500 new residents and 147,200 new workers. Currently, The City has 217 full time equivalent public safety workers located in facilities that total 83,504 square feet. The facilities are organized in an efficient manner, although space deficiencies in both Police and Fire Departments and the use of a former fire station for Fire Department headquarters have resulted in some adjacency problems in existing facilities.

There is currently a staffing ratio of 1.19 approved positions per 1000 resident equivalents. This same level of service was used in projecting future staffing needs.

Table 1 summarizes the current staffing and space needs. There is currently 83,504 square feet of public safety building space. There is a current need for 88,107 square feet of space.

Table 1 – Existing Staffing and Space

Departments	FY 10/11 Budget Listed Staff (FTE)	FY 10/11 Space Need (SF)
Police		39,130
Sworn	96.94	
Civilian	40.8	
Police Subtotal	137.74	39,130
Fire		
Certified Firefighters/Fire Stations	74.45	43,187
Civilian/Administration	5	5,790
Fire Subtotal	79.45	48,977
Public Safety Total	217.19	88,107

COST ESTIMATES

Indigo Architects prepared cost estimates for the facilities necessary to serve build-out of the sphere of influence. The costs were then split between existing development and new development. This step is imperative in that new development cannot be required to fix any existing deficiencies. The cost estimates as well as the share attributable to new development are shown in Table 2.

Table 2 – Cost Estimates

Facility Name	Program Area at Buildout	Construction Subtotal	Total Construction + Indirect	FF&E & Vehicles	Land Acquisiton	Total Project Cost	Total Cost Atributable to New Dev.
Fire Headquarters Station "A"	14831	\$ 2,086,380	\$ 2,920,932	\$ 972,000	\$ -	\$ 3,893,000	\$ 2,477,552
Fire Station "B"	7401	\$ 2,600,250	\$ 3,640,350	\$ 972,000	\$ 150,000	\$ 4,763,000	\$ 2,572,020
Fire Station "C"	7401	\$ 2,600,250	\$ 3,640,350	\$ 972,000	\$ 150,000	\$ 4,763,000	\$ 4,000,920
Fire Station "D"	7401	\$ 2,600,250	\$ 3,640,350	\$ 972,000	\$ 150,000	\$ 4,763,000	\$ 1,857,570
Fire Station "E"	7401	\$ 2,600,250	\$ 3,640,350	\$ 972,000	\$ 150,000	\$ 4,763,000	\$ 3,048,320
Fire Station 91	7401	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Fire Station 92	1841	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Fire Station 93	6147	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Fire Station 94	5552	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Fire Station 96	3336	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Fire Station 97	3009	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Fire Station 98	8500	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Subtotal Fire Station	80221	\$ 12,487,380	\$ 17,482,332	\$ 4,860,000	\$ 600,000	\$ 22,945,000	\$ 13,956,382
Police Department Service Center	40990	\$ 13,947,000	\$ 19,525,800	\$ 1,906,000	\$ 450,000	\$ 21,882,000	\$ 21,317,200
Subtotal Police Department	40990	\$ 13,947,000	\$ 19,525,800	\$ 1,906,000	\$ 450,000	\$ 21,882,000	\$ 21,317,200
Public Safety Center + EOC	25497	\$ 4,619,750	\$ 6,467,650	\$ 46,000	\$ -	\$ 6,514,000	\$ 6,514,000
Training Facility	15590	\$ 5,339,100	\$ 7,474,740	\$ 50,000	\$ 380,000	\$ 7,905,000	\$ 7,905,000
Radio Communications Tower		\$ 1,782,990	\$ 2,496,186	\$ -	\$ 300,000	\$ 2,797,000	\$ 2,797,000
Subtotal Joint Police and Fire Departments	41087	\$ 9,958,850	\$ 13,942,390	\$ 96,000	\$ 380,000	\$ 14,419,000	\$ 17,216,000
Total Public Safety	162298	\$ 36,393,230	\$ 50,950,522	\$ 6,862,000	\$ 1,430,000	\$ 59,246,000	\$ 52,489,582

FEE CALCULATIONS

The public safety fee is comprised of two components; police and fire. The fee is calculated based on population and employment projections. For purposes of the calculation it is assumed that a new low density residential dwelling unit has a density of 3.3 people per unit, a medium density unit is assumed to have 2.7 people per unit and a high density unit is assumed to have 2.2 people per unit. Based on these assumptions 54,457 new residents are being generated through growth in the sphere of influence.

In addition, new employees are being added as part of commercial development. It is assumed that there are 300 worker per square foot of building for office, 500 employees per square foot of building for retail, and 1500 employees per square foot for industrial. This equates to 147,145 new employees. The impact of an employee as compared to a resident is considered to be 0.5 times that of a new resident consistent with the methodology used in the existing Citywide public building study. The total number of resident equivalents is calculated using this formula and then a total number of equivalent dwelling units (EDU's) are determined. These assumptions are summarized in Table 3.

Table 3 – EDU Calculation

Land Use Type	Number of Units/Bldg. sf	Density(a)	Resident/Worker Projections	Resident Equivalents	Equivalent EDU's (b)	EDU Factor
Residential						
Low-Density	7,555	3.3	24,932	24,932	7,555	1
Medium-Density (attached 2-4)	7,457	2.7	20,134	20,134	6,101	0.82
High-Density (attached 4+)	4,270	2.2	9,394	9,394	2,846	0.67
Subtotal Residents			54,459	54,459	16,502	
Commercial						
Office	15,912,904	300	53,043	26,522	8,037	0.51
Retail	18,015,545	500	36,031	18,016	5,459	0.30
Industrial	87,106,932	1500	58,071	29,036	8,799	0.10
Subtotal Commercial Employees			147,145	73,573	22,295	
Total				128,032	38,797	

Once the EDU equivalents are determined, the cost per EDU is then calculated for each facility. These calculations are summarized in Table 4 below:

Table 4 – Fee per EDU

Category	Cost	Total EDU's	Cost/EDU Residential	Cost/EDU Commercial
Fire	\$ 13,956,382	38,797	\$ 360	\$ 360
Police	\$ 21,317,200	38,797	\$ 549	\$ 549
Joint Facilities	\$ 17,216,000	38,797	\$ 444	\$ 444
Total	\$ 52,489,582		\$ 1,353	\$ 1,353

The cost per EDU is then converted into a fee per dwelling unit type based on the EDU factors in Table 3. The fees for each landuse type are summarized in Table 5.

Table 5 – Impact Fee Calculation

Land Use Type	Fire	Police	Shared Facilities	Total
Residential				
Low-Density	\$ 360	\$ 549	\$ 444	\$ 1,353 per unit
Medium-Density (attached 2-4)	\$ 294	\$ 450	\$ 363	\$ 1,107 per unit
High-Density (attached 4+)	\$ 240	\$ 366	\$ 296	\$ 902 per unit
Subtotal Residents				
Commercial				
Office	\$ 181.68	\$ 277.50	\$ 224.11	\$ 683.30 per 1000 sf
Retail	\$ 109.01	\$ 166.50	\$ 134.47	\$ 409.98 per 1000 sf
Industrial	\$ 36.34	\$ 55.50	\$ 44.82	\$ 136.66 per 1000 sf

AB 1600 FINDINGS

This section proves the nexus findings for establishing development impact fees for public safety facilities pursuant to the **Mitigation Fee Act**, California Government Code sections 66000, et seq., AB 1600.

Description of assumptions and design criteria regarding existing level of service, including a description of the existing public safety facilities and the existing users.

The City of Tracy has 217 full time equivalent public safety staff located in 83,504 square feet of building. The existing number of employees per 1000 residents forms the basis in determining future staffing levels.

Description of assumptions regarding the type of development planned for the City of Tracy.

There are 19 service areas anticipated to develop within the City’s sphere of influence, which will include approximately 54,459 new residents at build-out and another 147,145 workers.

Description of the impacts that new development will have on the level of service to existing City residents.

The City of Tracy will build new facilities to serve new residents. A detailed analysis of the existing buildings, level of service and future facilities has been completed. New residents will pay their fair share of these future facilities.

Description of the facilities required for the new development to meet the City's design criteria and level of service standards

The following facilities are needed to serve new residents' and employees' demands on City facilities:

- Five new fire stations
- Police Department Service Center
- Public Safety Center and Emergency Operations Center
- Training Facility
- Radio Communications Tower

Description of how new development will benefit from the public facilities

New development will benefit from the new police and fire facilities that will be funded through the public safety fee. The new fire stations and police facilities are needed to meet response times and provide facilities for additional police officers needed to serve new development.

Pursuant to Government Code section 66005(a), an estimate of the total cost for providing the required public facilities necessary to support the buildout condition

New residents and employees will benefit from the facilities in this study. Table 2 contains the cost estimates for the required facilities. This study funds the following:

- Five new fire stations including a combined fire station/headquarters.
- A new Police Department Service Center.
- A new Public Safety Center and Emergency Operations Center.
- A new training facility.
- A new radio communications tower.

Description of the basis upon which the total estimated cost of providing the required public safety facilities will be allocated

The total estimated cost of providing the required public safety facilities to serve new development is allocated to new development based on a per capita basis. Employees are considered to utilize public safety services equal to 0.5 that of a resident which is consistent with the methodology established in the 2000 Citywide Public Building Study for public safety facilities.

Findings with Respect to the Mitigation Fee Act

This sub-section provides findings which comply with the requirements of California Government Code Section 66000, et seq. The capital improvements to be funded by impact fees are required to mitigate the impacts of new development within the City, consistent with the land use and policies set forth by the City. The public safety facilities impact fees are not being imposed to improve or correct deficiencies in existing condition service levels. The impact fees

are based on a fair share cost analysis which: 1) determines capital improvements required to mitigate impacts of new development, and 2) equitably distributes the costs of improvements to the new development areas that cause the impacts, per the provisions of the *Mitigation Fee Act*.

The *Mitigation Fee Act* requires mitigation fee programs incorporate the following basic requirements and information relating to reasonable relationship:

- Identification of the purpose of the fee.
- Identification of how the fee will be used.
- Determination of how there is a reasonable relationship between the fees use the type of development projects on which the fee is imposed.
- Determination of how there is a reasonable relationship between the need for the park facilities and the type of development projects on which the fee is imposed.
- Determination of how there is a reasonable relationship between the amount of the fee and the cost of the park facilities (or portion of facilities) attributable to new development.

The following findings address these requirements on reasonable relationship:

1. Identify the purpose of the fee. The purpose of the fee is to provide a source of funding to be used to construct public safety facilities to serve new development in the City.
2. Identify how the fee will be used. The impact fees will be used to construct the needed facilities to serve increased fire and police demands.
3. Determine how there is a reasonable relationship between the fees use and the type of development projects on which the fee is imposed. New residents and employees in the proposed developments will generate additional demand for public safety facilities. The establishment of fees to fund the facilities required to serve and mitigate the impact of new development is directly related to both residential and commercial development.
4. Determine how there is a reasonable relationship between the need for public safety facilities and the type of development on which the fee is imposed. Each new resident and employee in the City creates additional needs for public safety facilities. The public safety impact fee is based on the cost of creating new public safety facilities to maintain a standard level of service service within the City. This fee is based on a cost per capita for new developments. Employees are charged a fraction of the cost of a resident.
5. Determine how there is a reasonable relationship between the amount of the fee and the cost of the public safety facilities attributable to new development. The estimated costs of public safety improvements that are needed to serve new development have been prepared. The Public Safety Impact Fee allocates the fair share of the estimated costs and benefits to the various proposed land uses associated with new development based on the estimated number of people per residential unit or new employees per square foot or non-residential.