

Dept: Planning

THE BOARD SUPERVISORS OF THE COUNTY OF STANISLAUS
STATE OF CALIFORNIA

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Date: December 19, 1989

No. 89-1724

On motion of Supervisor Blom, Seconded by Supervisor Paul
and approved by the following vote,
Ayes: Supervisors: Paul, Blom, Simon, Cannella and Chairman Starn
Noes: Supervisors: None
Excused or Absent: Supervisors: None
Abstaining: Supervisor: None

9:45 a.m.

THE FOLLOWING RESOLUTION WAS ADOPTED:

IN RE: ESTABLISHING A PUBLIC FACILITIES FEE FOR DEVELOPMENT WITHIN
STANISLAUS COUNTY

WHEREAS, the Board of Supervisors of the County of Stanislaus has
adopted Ordinance No. CS-360 to add Title 23 to the Stanislaus County Ordinance
Code creating and establishing the authority for imposing and charging a Public
Facilities Fee;

WHEREAS, pursuant to a public hearing, at which oral or written pre-
sentations can be made, as part of a regularly scheduled meeting;

WHEREAS, notice of the public meeting and a general explanation of the
matter to be considered was published two times within 10 days according to
California Government Code Section 6062a; and,

WHEREAS, a detailed Fiscal and Public Facilities study of the impacts
of contemplated future development on existing public facilities in Stanis-
laus County through the year 2010, along with an analysis of the need of
new public facilities and improvements required by future developments, has
been prepared by Recht Hausrath & Associates entitled "Stanislaus County
Public Facilities Fee Program" dated December, 1989. It is attached and
labeled Exhibit A.

ATTEST: CLAUDIA LEONG, Clerk
Stanislaus County Board of Supervisors,
State of California.

Patricia A. Minton
By: PATRICIA A. MINTON, Assistant Clerk

WHEREAS, said study also sets forth the relationship between contemplated future development, the needed facilities, and the estimated costs of those improvements;

WHEREAS, these studies were available for public inspection and review for more than ten (10) days prior to this public hearing; and,

WHEREAS, the Board of Supervisors finds as follows:

A. The purpose of this fee is to finance public facilities to reduce the impact caused by future developments in Stanislaus County. Such improvements includes the expansion and construction of public improvements, public services and community amenities.

B. The fees collected pursuant to this resolution shall be used to finance the public facilities identified in Exhibit A attached hereto and incorporated by reference.

C. After considering the studies and analysis prepared by Recht Hausrath & Associates, and the testimony received at this public hearing, the Board of Supervisors approves and adopts said studies, and incorporates such herein, and further finds that the future development in Stanislaus County will generate additional demands on public facilities;

D. As development occurs there will be a need in Stanislaus County for expanded, improved or newly constructed public facilities. Said facilities have been called for in, or are consistent with, the County's General Plan;

E. The studies and the testimony establish:

(1) that there is a reasonable relationship between the need for the public facilities designated in Exhibit A and the impacts of the types of development for which the corresponding fee is charged,

(2) that there is a reasonable relationship between the fee's use and the type of development for which the fee is charged,

(3) that 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, and

(4) that the cost estimates set forth in Exhibit A are reasonable cost estimates for constructing these facilities, and the fees expected to be generated by future developments will not exceed the total costs of constructing the public facilities identified in Exhibit A.

F. The Recht Hausrath Stanislaus County Public Facilities Fee Program dated December, 1989 is a detailed analysis of how public services will be affected by development within Stanislaus County, the existing deficiencies, and the public facilities required to accommodate that development and those deficiencies.

G. The method of allocation of the public facilities fee to a particular development bears a fair and reasonable relationship to each development's burden on, and benefit from, the facilities to be funded by the fee.

WHEREAS, this study finds that Public Facilities Fees are necessary to mitigate impacts caused by new development within the County and that the fees are needed to finance Public Facilities and to assure that new development pays its fair share for these improvements;

WHEREAS, the California Government Code provides that Public Facilities Fees may be enacted and imposed on development projects;

WHEREAS, the Board of Supervisors finds that the public health, safety, peace, morals, convenience, comfort, prosperity and general welfare will be promoted by the adoption of Public Facilities Fees for construction expansion or improvement of Public Facilities; and,

WHEREAS, failure to enact Public facility Fees will subject County residents to conditions perilous to their health and/or safety.

NOW, THEREFORE, BE IT RESOLVED by the Board of Supervisors of Stanislaus County that:

1. Definitions.

(a) "Development" shall mean the construction, alteration, addition, occupancy or use of any building or structure within Stanislaus County.

(b) "Dwelling Unit" shall mean a structure as defined in the Uniform Building Code (UBC) as adopted by Stanislaus County.

(c) "Residential"

(1) "Senior Housing" includes retirement communities restricted to adults or senior citizens, congregate care facilities, and similar residential uses.

(2) "Single Family" is typically single family detached homes on individual lots, such as in residential subdivisions, but could also be in planned developments. Density of development may vary, but is typically ten (10) dwellings per acre or less.

(3) "Multiple" includes multiple family dwelling units of several types, including high and low rise apartments, high and low rise condominium, and multi-family residential planned unit developments. This category also applies to mobile homes.

(d) "Industrial" means the manufacture, fabrication, reduction or destruction of any article, substance or commodity or any other treatment thereof in such a manner as to change the form or character thereof, but excluding mini-warehouses which are treated separately.

(e) "Office"

(1) "Medical" means buildings and clinics devoted to the practice of medical and dental professions or providing medical or dental services, including pseudo-medical services, but excluding hospitals and nursing homes, which are treated separately.

(2) "General" is all other types of general and professional offices, including but not limited to business parks, corporate headquarters, insurance sales, and research centers, and excluding government and US Postal Service.

(f) "Commercial"

(1) "Convenience Market" is retail grocery sales, off-site sale of beer and wine, often with on-site gasoline pumps, and usually open 24-hours or extended hours.

(2) "Restaurants"

(i) "Fast Foods" are eating establishments with or without sit-down facilities and with or without drive-up windows; generally food is ordered and taken to be consumed outside the building, although some on-site seating is usually provided.

(ii) "High Turnover" is sit-down eating establishments where food is ordered and consumed on the premises, and customers generally stay less than one hour; frequently belong to chains and typically serve breakfast, lunch and dinner.

(iii) "Quality" is sit-down eating establishments which generally have turnover rates of one hour or longer, typically do not serve breakfast, and may or may not serve lunch.

(3) "Retail" includes a wide range of retail and service uses, both free-standing and in shopping centers, including but not limited to supermarkets, drug stores, department stores, general merchandise, building materials or lumber stores, specialty retail stores, discount stores, hardware/paint stores, garden centers or nurseries, wholesale markets, apparel stores, furniture stores, video arcades, and new car sales. Does not include the following uses which shall be considered separately:

restaurants, convenience markets, banks, savings and loans, movie theaters, and other uses specifically defined as a separate category for streets fee purposes.

(g) "Financial"

(1) "Banks" are full service financial institutions with or without drive-up windows.

(2) "Savings and Loans" are financial institutions, with or without drive-up windows, which typically offer fewer financial services than banks and are typically smaller in gross floor area than banks. If a given Savings and Loan is 5,000 gross square feet or more, or provides full banking services, it should be treated as a bank.

(h) "Miscellaneous": the uses in this category are generally self-explanatory. Service station uses are uses which sell automotive fuels and possibly also provide automotive repair service, but do not have small retail shops (such as convenience markets). For fee calculation, a pump is defined as a fuel dispensing station, regardless of the number of pump machines or nozzles provided. The number of "pumps" using this definition will be the maximum number of standard passenger cars which can be served at the fuel dispensing islands on the site at one time.

(i) "Recreational": The uses in this category are generally self-explanatory. Golf courses do not include miniature golf uses.

(j) For purposes of fees set forth in subparagraphs 1(a) through 1(i), the following definitions shall apply:

(1) "Low Density Residential Use" shall mean a detached building designed for occupancy by one family.

(2) "Medium Density Residential Use" shall mean a mobile home or an attached building designed for occupancy by two families or two detached buildings designed for occupancy on a single lot.

(3) "Medium High Density Residential Use" shall mean one or more buildings on a single lot designed for occupancy by three or more families.

(4) "Care Home Use" shall mean structures designed for use as a convalescent hospital, or a retirement home, or a twenty-four hour care center for seven or more persons in addition to members of the family, or a child day care center.

(5) "Church Use" shall mean structures primarily designed as a place for public worship.

(6) "School Use" shall include those uses offering educational services and/or vocational training to students aged five years or older but excluding child care facilities.

(7) "Professional Office Use" shall mean structures designed for use in which business, clerical or professional activities are conducted, including medical or dental offices and laboratories, (excluding retail or wholesale sales and banking institutions), and pharmacies (excluding manufacture and distribution of pharmaceuticals).

(8) "Commercial Use" shall mean those uses designated as permitted or conditional uses in the C-1 and C-2 Zones of Title 21 of the Stanislaus County Ordinance.

(9) "Fast Food Restaurant Use" shall mean those restaurant structures frequently designed with drive-in or drive-through facilities with menus to accommodate fast ordering and receipt of food with no, or a limited number of, sit down facilities.

(10) "Convenience Mart Use" shall include those structures of approximately one to five thousand square feet in size which are designed to be open for retail use between fifteen and twenty-four hours a day and which commonly sell fuel for motorized vehicles.

(11) "Industrial Use" shall mean those uses designated as permitted or conditional uses in the M, LM and PI Zones of Title 21 of the Stanislaus County Ordinance Code, excluding all those uses which are permitted in any of the other zones as set forth in Title 21 excepting mini-warehouses.

(12) "Capital Improvement" shall mean the following:

(i) Any structure of other improvement constructed or renovated by the County upon property owned by or under its control.

(ii) Any initial equipment or piece of equipment necessary to service new growth or new development.

(13) "Hospital" shall mean a structure designed for health services, both in-patient and out-patient; that includes surgical care of the sick or injured or the physically ill and/or therapeutic treatment for the mentally ill. Included as an integral part of a hospital are laboratories, out-patient departments, training facilities, central service facilities, and hospital staff offices on the same site. The preceding ancillary uses are considered "professional offices" if located off-site, unless a multi-site campus is covered by a P-D Zone for hospital uses. A separate set of offices on the same site for physicians is considered "professional offices".

(k) Capital Facilities Fees Administrative Fee

2.5% of the sum of the fees specified in subparagraphs 3(a) and 3(b).

2. Fee Imposed.

A Public Facilities Fee shall be charged and paid at the time of issuance of a building permit for development. The fee shall be determined by the fee schedule in effect on the date the vesting tentative map or vesting parcel map

is approved, or the date a permit is issued. The fee shall not be levied upon any building permit application, deemed complete, if submitted on or before December 29, 1989.

3. Amount of Public Facilities Fee.

(a) The fee for county-wide development shall be the following:

<u>LAND USE</u>	<u>TOTAL FEE</u>
RESIDENTIAL	
Single-family	\$ 4,957 per unit
Multi-family	3,275 per unit
Senior Housing	2,459 per unit
<u>LAND USE</u>	<u>TOTAL FEE</u>
NON-RESIDENTIAL	
Office	
General Office/office Park	5,232 per 1,000 sq. ft.
Medical Offices	8,687 per 1,000 sq. ft.
Industrial	
High Density Industrial	2,560 per 1,000 sq. ft.
Low Density Industrial	1,754 per 1,000 sq. ft.
Commercial/Retail	
Convenience Market	74,169 per 1,000 sq. ft.
Retail (50,000 sq. ft.)	18,141 per 1,000 sq. ft.
Retail (50-100,000 sq. ft.)	11,243 per 1,000 sq. ft.
Retail (100-300,000 sq. ft.)	6,492 per 1,000 sq. ft.
Shopping Mall	5,454 per 1,000 sq. ft.
Restaurants	
Fast Food	49,239 per 1,000 sq. ft.
High Turnover	28,909 per 1,000 sq. ft.
Sit Down	14,275 per 1,000 sq. ft.
Financial	
Bank	27,730 per 1,000 sq. ft.
Savings and Loan	10.919 per 1,000 sq. ft.
Miscellaneous Land Uses	
Manual Car Wash (stall)	7,388 per 1,000 sq. ft.
Church	1,771 per 1,000 sq. ft.
Day Care Center	7,523 per 1,000 sq. ft.
Hospital	3,549 per 1,000 sq. ft.
Mini-Warehouse	1,053 per 1,000 sq. ft.
Nursing Home	1,071 per 1,000 sq. ft.
Gas Station	4,021 per pump
Motel/Hotel	1,771 per room

Recreational	
Golf Course	1,518 per acre
Movie Theater	15,637 per 1,000 sq. ft.
Racquet Club	10,235 per court
Tennis Courts	8,983 per court

Notes:

(i) If the development is within any sphere of a city or town which has established a road fee, then the City/County Road fee of the County-wide Fee shall be replaced by the city or town road fee.

(ii) Uses included in each land use type are specified in Section 1. Definitions.

(iii) Uses not specified in Section 1. Definitions shall be charged at rates determined by the Director of Public Works, using trip generation estimates found in the most recent edition of Trip Generation Factors prepared by the Institute of Transportation Engineers (ITE) as used by Recht Hausrath during the preparation of the Public Facilities Fee Program or from other data sources acceptable to the Director. The formula used to derive the road fee portion of each category is the following:

INTER CITY ROAD FEE

Peak Hour Trip End Generation x Diverted Trip Factor x Trip Length Factor x Single Family Residential Adjusted Fee (\$1,428) = Technical Adjustment Fee.

CITY/COUNTY ROAD FEE

Trip Hour Trip End Generation x Diverted Trip Factor x Trip Length Factor x Single Family Residential Adjusted Fee (\$967) = Technical Adjustment Fee.

SOURCES FOR FORMULA DATA

Peak Hour Trip End Generation: Applicant Traffic Studies

Diverted Trip Factor: Institute of Transportation Engineers (ITE)

Trip Length Factor: Choice by category

Residential 1.23

Non-residential

Office and Industrial .88

Commercial/Retail, Restaurants .77

Financial and Miscellaneous

Recreational 1.00

Composite Technical Factor: Diverted Trip Factor x Trip Length Factor

(iv) Peak Hour Trip Rate is expressed in trip ends per unit of development (i.e., per DU, per 1,000 sf, etc.).

(v) Adjustment Factor includes adjustment for trip length pass-by trips, and linkage to residential uses as estimated by the Director of Public Works.

(b) The fee for unincorporated development shall be the following:

<u>LAND USE</u>	<u>UNINCORP SERVICES</u>
RESIDENTIAL	
Single-family	\$607 per unit
Multi-family	393 per unit
Senior Housing	393 per unit
<u>LAND USE</u>	<u>UNINCORP SERVICES</u>
NON-RESIDENTIAL	
Office	
General Office/office Park	318 per 1,000 sq. ft.
Medical Offices	318 per 1,000 sq. ft.
Industrial	
High Density Industrial	136 per 1,000 sq. ft.
Low Density Industrial	45 per 1,000 sq. ft.
Commercial/Retail	
Convenience Market	191 per 1,000 sq. ft.
Retail (50,000 sq. ft.)	191 per 1,000 sq. ft.
Retail (50-100,000 sq. ft.)	191 per 1,000 sq. ft.
Retail (100-300,000 sq. ft.)	191 per 1,000 sq. ft.
Shopping Mall	191 per 1,000 sq. ft.
Restaurants	
Fast Food	191 per 1,000 sq. ft.
High Turnover	191 per 1,000 sq. ft.
Sit Down	191 per 1,000 sq. ft.
Financial	
Bank	191 per 1,000 sq. ft.
Savings and Loan	191 per 1,000 sq. ft.
Miscellaneous Land Uses	
Manual Car Wash (stall)	191 per 1,000 sq. ft.
Church	191 per 1,000 sq. ft.
Day Care Center	191 per 1,000 sq. ft.
Hospital	191 per 1,000 sq. ft.
Mini-Warehouse	191 per 1,000 sq. ft.
Nursing Home	191 per 1,000 sq. ft.
Gas Station	191 per pump
Motel/Hotel	191 per room
Recreational	
Golf Course	191 per acre
Movie Theater	191 per 1,000 sq. ft.
Racquet Club	191 per court
Tennis Courts	191 per court

4. Exemptions from Fee.

(a) The public facilities fees shall not be imposed on any of the following:

(1) any alteration or addition to a residential structure, except to the extent that additional units are created;

(2) any alteration or addition to a non-residential structure if the square footage of the structure is increased less than ten percent, unless the alteration or addition changes the use of the structure to a higher density category or will result in the generation of additional peak hour trip ends;

(3) any replacement or reconstruction of any residential, commercial or industrial development project that is damaged or destroyed as a result of a natural disaster as declared by the Governor.

(b) Whenever the alteration, addition, replacement or reconstruction is not exempt, the fee shall be imposed only on the additional units or guestrooms, change in use, or additional trips generated.

5. Payment of Other Fees Required.

(a) Notwithstanding any other provision of this resolution, every development within the unincorporated area of Stanislaus County is responsible for the payment of all other applicable fees adopted by the County.

(b) Nothing in this resolution affects the obligation of any person to pay area of benefit fees established pursuant to Stanislaus County Ordinance Code so long as this fee shall not result in a duplicate fee for any development or portion thereof included in an area of benefit listed in Exhibit A.

6. Use of Fee Revenues.

(a) The revenues collected by payment of the public facilities fee shall be placed in the Public Facilities Fund and shall be segregated in separate and special accounts as provided herein and such revenues, along with any interest earnings on each account, shall be used for the following purposes:

(1) to pay for design and construction of designated public facilities and reasonable costs of outside consultant studies related thereto;

(2) to reimburse developers who have designed and constructed designated public facilities which are oversized with supplemental size, length, or capacity; and

(3) to pay for and/or reimburse costs of program development and ongoing administration of the Public Facilities Fee program.

7. Expenditure of the Fees.

(a) Fees in the Public Facilities Accounts shall be expended only for those facilities listed in Exhibit A and only for the purpose for which the fee was collected.

(b) The standards upon which the needs for facilities are based are the standards of the County. The County has undertaken an extensive capital improvement program to implement these standards and the County will remedy existing deficiencies without using proceeds of the public facilities fee.

8. Administrative Regulations. The Chief Administration Office shall develop rules and regulations for the effective implementation and administration of the public facilities fee and to annually review and update the Fee Schedule.

9. Annual Review.

(a) No later than June 30 of each year, the Auditor-Controller shall prepare a report for the Board of Supervisors identifying the balance of fees in the public facilities accounts, the facilities constructed and the capital facilities to be constructed. In preparing the report, the Auditor-Controller shall adjust the estimated costs of the public improvements in accordance with the Engineering Construction Cost Index as published by Engineering News Record for the elapsed time period from the previous July 1 or the date that the cost estimate was developed. The annual report shall also include a review of the administrative charge.

(b) The Board shall review the report at a noticed public hearing and shall make findings identifying the purpose to which the existing fee balances are to be put and demonstrating a reasonable relationship between the fee and the purpose for which it is charged. The Board may revise the public facilities fee to include increased construction costs.

10. Exemption from California Environmental Quality Act (CEQA). In addition to the other findings made by this resolution, the Board of Supervisors further finds that CEQA does not apply to the adoption of this resolution. Pursuant to the provisions of Sections 15061 and 15273 of the State CEQA guidelines because:

(a) the fees established by this resolution will be collected, in part, for the purposes of obtaining funds to be used for development projects and improvements which are necessary to maintain the current level of service in terms of street capacity within the County as well as the purchase of certain items of capital equipment;

(b) to a limited extent, the fees established by this resolution will be used to fund some new facilities, such as traffic signals, park and ride lots, bike paths and pedestrian foot paths in new neighborhoods outside existing service areas. However, the addition of public facilities to new neighborhoods will not take place until there has been CEQA review of the development projects which will pay for said public facilities via the public facilities fee mechanism established by this resolution. The construction of each public facility will be subject to CEQA review. It is, therefore, reasonably certain that this resolution which establishes public facilities fees will not, by itself, have any possibility of causing a significant effect on the environment.

11. Subsequent Analysis of Fee. The Fee established herein is adopted and implemented by the Board in reliance on the comprehensive studies that have

been prepared by the County. When additional information is available, the Board shall review this fee to determine that the fee amounts are reasonably related to the impacts of developments, and to consider whether the fee should be more specifically refined. The Board may revise the fee to incorporate the findings and conclusions of further studies and any revised standards in the County's General Plan.

12. Effective Date of Public Facilities Fee. This resolution is effective sixty (60) days after passage.

Attachment A

**STANISLAUS COUNTY
PUBLIC FACILITIES FEE
PROGRAM**

Prepared for:
THE COUNTY OF STANISLAUS

Prepared by:
**RECHT HAUSRATH & ASSOCIATES
URBAN ECONOMISTS**

1212 Broadway, Suite 1700
Oakland, California 94612

December 19, 1989

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I. INTRODUCTION AND SUMMARY

Reason For Fees

Several events during the past ten years have undercut the financial capacity of local governments to build infrastructure: passage of Proposition 13, difficulty passing bond initiatives, and severe reductions in federal and state assistance. As an immediate response to their funding crisis, cities and counties throughout California cut back services, deferred maintenance, and slashed capital investment.

As a longer-term response, most cities and counties are shifting the burden of financing the capital costs of additional infrastructure from tax revenues and general obligation bonds to new development. This shift has primarily been accomplished through the imposition of development impact fees, within city boundaries. Some fee programs address only a few specific facilities, such as sewer, fire, or storm drainage, while other municipal fee programs are comprehensive, requiring developers to pay for all additions to municipal facilities needed to accommodate new development.

As a result of wide-spread imposition of development fees, the State Legislature passed AB 1600 which spells out some ground rules for imposition and on-going administration of impact fees. The law, which became effective in January 1989, requires local governments to document the *nexus* between the amount new development and the facilities that will be built to it. The legal requirements restrict how local governments may impose and use impact fees. But it has also made local governments less vulnerable to litigation and has given developers a more predictable environment in which to build.

In contrast to most cities in the State, California counties have been far less aggressive imposing comprehensive fees that will fund the full costs of all additional infrastructure

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serving new growth. As will be explained below, a comprehensive county-wide program for development fees is more complex than an equivalent municipal program. In order to give the reader a clear understanding of this complexity, the first chapter discusses the following topics before presenting the detailed analysis used to calculate the fees for each type of facility.

- Process of Fee Determination
- Fee Schedules (Tables)
- Implementation and Administration
- Existing Deficiencies
- County Fees in Urban Spheres and City Annexation Policies

The introduction is intended to provide the reader with a general understanding of the concepts and methodology used to design the specific fees. The succeeding chapters each contain a detailed analysis of the specific costs, benefits, and assumptions involved in the calculation of each group of facility fees.

Process of Fee Determination

The design of a development fee program follows a five step process: (1) Selecting a time period (or area of development, e.g., city limits); (2) Projecting new development; (3) Identifying the facilities to accommodate new development; (4) Estimating their cost; (5) Selecting an appropriate and equitable means to allocate costs among new development (and, if applicable, existing deficiencies).

- (1) Time Period - The determination of development fees begins with the selection of the time period over which population growth and development will be measured. The county's capital improvements plan and the official population and economic forecasts are central to the impact fee study. Therefore, it is convenient to have the

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time period aligned with these documents. The county's recently adopted forecasts are projected to the year 2010. Since the capital improvement plan was based on the population forecast, it also forecasts facility requirements out to 2010. This data is therefore used for fee determination purposes.

- (2) Growth Projection - The requirements for new facilities are based on a forecast by QED Research, Inc. (*A Strategic Planning Approach for a County in Change, Population and Economic Forecasts 1988-2010*, June 1988) which forecasts county-wide population and employment reaching approximately 610,000 and 207,600 by the year 2010, respectively. The unincorporated population and employment, based on a synthesis of forecasts from the Planning Department, State Department of Finance (DOF), and SAAG, will reach about 119,300 residents and approximately 20,200 workers by 2010.
- (3) Facilities to Accommodate Growth - The determination of the quantity of new facilities required to serve the forecasted population growth requires the adoption of standards. These standards establish the level of service (L.O.S.) for existing and future county infrastructure. Standards are often stated in terms of a departments staff per capita or some amount of facilities per capita (e.g., acres of park land). The amount of new facilities that new development must fund is calculated according to the projected population growth.

In most cases, the county can adopt its own standards that reduce, maintain, or increase the present level of service being provided to the existing population. In some cases, however, the standards are mandated by state or federal regulations (e.g. minimum number of jail cells with single bunks). New development cannot be held accountable for higher standards than the current population provides for itself; thus, if present facilities are not up to a chosen standard, the county may establish a

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higher standard only if the county funds the necessary improvements to its existing facilities.

The standards and type of facilities required to serve existing population and new development were established through a two part process. Initial standards were recommended during extensive consultations with each county department. These standards were then reviewed by a policy group composed of elected policy-makers and key county staff. The final determination is the responsibility of the County Board of Supervisors.

- (4) Estimating Cost of Facilities - Each department provided cost estimates for the new facilities it will require to serve new growth and, if necessary, to remedy existing deficiencies. Additional sources for cost estimates include the Capital Improvements Plan (CIP) and the departments of planning, purchasing, auditor/controller, and Chief Administrative Officer (CAO). Careful review was given to the determination as to which facilities, and their costs, were appropriately included as part of the development fee program.
- (5) Allocating Total Facility Costs - There are three steps required to formulate an equitable allocation of the capital costs for county infrastructure: (a) the cost of remedying existing deficiencies must be separated from the financing of facilities to accommodate new growth; (b) costs for county-wide services (e.g., criminal justice system) must be distinguished from county services provided only in the unincorporated areas (e.g., sheriff's patrol); and finally, (c) costs for new facilities must be distributed among different types of development (e.g., residential, retail, etc.).

The first step separates the cost of (1) bringing existing infrastructure up to standard and (2) the amount calculated to fund improvements to accommodate new growth

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out to the end of the forecast period. The amount required to cure existing deficiencies cannot be included in development fees. Thus the capital investment for a single facility that both remedies an existing deficiency and provides additional capacity to accommodate growth must be allocated according to the shares that benefit each group. For example, a county might build a new 20,000 square foot jail for \$10 million. In order to reduce the current overcrowding, a county might need to construct 5,000 square feet, leaving 15,000 square feet to jail the forecasted increase in inmates through 2010. Development fees could provide \$7.5 million and the remaining \$2.5 million would come from other sources, perhaps the county's general fund or a one-time federal grant. If the entire project were being financed with bonds, new development could not be made responsible for more than three-quarters of the debt service.

The second allocation divides the cost for new facilities that will benefit growth county-wide versus growth exclusively in unincorporated areas (e.g., sheriff's patrols in unincorporated areas versus county-wide jails for all inmates). A county service delivered exclusively to unincorporated areas will be charged in a separate fee to development specifically in those areas. In the case of traffic fees, for example, three divisions will be necessary. These are the road construction necessary for secondary county roads to serve remote developments, the improvements to major county arteries that benefit growth county-wide and, where arranged with cities, roads within the cities' urban spheres.

The final allocation distributes the cost of new facilities that will serve growth among five land use categories (i.e., single-family residential; multi-family residential; office; retail; and low and high density industrial). For most types of facilities, development fees for residential projects are based upon an average number of residents per dwelling unit for each land use type, and non-residential projects are charged on the average number of employees per 1,000 square feet.

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Traffic impact fees are based on trips generated and thus differentiated even more finely among land uses.

Summary of Facility Costs and Proposed Fee Schedules (Tables I-2 and I-3)

The three tables below summarize the facilities cost and fees necessary for the next twenty years of new development. Tables I-1 presents the cost of facilities that will serve forecasted growth out to 2010.

TABLE I - 1

COST OF FACILITIES TO ACCOMMODATE GROWTH (Millions of 1989 Dollars)

<u>County Facilities</u>	<u>County-Wide</u>	<u>Unincorporated</u>	<u>Total</u>
Inter-City Roads	\$267.3	0	\$267.3
City/County Roads ¹	53.1	0	\$53.1
Criminal Justice System	12.5	0	12.5
Jails & County-Wide Sheriff Services	103.4	0	103.4
Sheriff's Patrol & Investigation	0	1.3	1.3
County Fire Warden	0	2.2	2.2
Parks & Recreation	11.0	0	11.0
Out-Patient Care	5.9	0	5.9
Libraries	30.7	0	30.7
Public & Mental Health	8.8	0	8.8
Other County Facilities	8.9	2.6	11.5
Fee Administration (2.5 percent)	<u>12.5</u>	<u>1.5</u>	<u>14.0</u>
TOTAL	\$514.1	\$7.6	\$521.7

¹ The distribution of the cost for City/County road projects (\$53.1 million) includes new development in all unincorporated areas and eight cities, excluding Modesto and its urban sphere and the Salida Planned Development (see page VI-4).

Source: Stanislaus County and Recht Hausrath & Associates

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Table I-2 on the following page presents the proposed *county-wide* fees that would be charged to each type of land use. These fees apply to all new development that will occur county-wide including development with the nine cities. The one exception is the city/county road fee, which would not be imposed on new development that occurs within a city's sphere of influence that has implemented a *sphere* fee. A *sphere* fee includes the cost of street improvements throughout the city and its sphere (e.g., Modesto). Thus when a city imposes its own sphere fee, the county would collect the sphere fee for the city instead of the county's city/county fee. The two fees are mutually exclusive. Table I-3 presents the proposed fees paid by new development that will occur in the unincorporated areas of the county. The following examples presents typical applications of the county's two fee schedules plus a city's own fee program:

New development located inside the city limits of any city except Modesto would pay the county-wide fees listed in Table I-2 plus any city fees that the particular city requires.

New development outside the city limits of the eight cities (exclusive of Modesto and its sphere of influence) would pay both the county-wide fees show in Table I-2 plus the unincorporated fees shown in Table I-3.

New development within Modesto's sphere of influence (and outside Modesto's city limits) will pay both the county-wide fees (Table I-2) plus the unincorporated fees (Table I-3) except that the *city/county* road fee will be replaced with Modesto's own streets fee.

- New development within the City of Modesto would pay all Modesto's city fees and all of the county-wide fees (Table 1-2).

The two county road fees, *inter-city* and *city county*, are presented in Table I-2 as approximate averages of the land-use specific fees, shown at the conclusion of Chapter VI in Tables VI-10 and VI-11. The actual fees listed in Tables VI-10 and VI-11 are determined by the number of trips generated by specific types of land-use.

TABLE I - 2

COUNTY-WIDE CAPITAL FACILITIES FEES*(Fees apply to all new development county-wide)*

FACILITIES	LAND USE CATEGORIES					
	RESIDENTIAL		Office ²	NON - RESIDENTIAL		
	Single Family ¹	Multi-Family ¹		Retail ²	Industrial ² (high density) ³	Industrial ² (low density) ³
Inter-City Roads ⁴	\$1,757	\$1,177	\$2,513	\$6,220	\$1,257	\$942
City/County Roads ⁵	1,189	797	1,702	4,212	851	638
Criminal Justice	128	83	67	40	29	10
Jails	1,066	689	533	332	237	79
Libraries	314	203	163	98	70	23
Parks	138	89	n/a	n/a	n/a	n/a
Out-Patient Care	61	39	32	20	14	5
Public & Mental Health	93	60	48	29	21	7
Other County Facilities	90	58	47	28	20	7
Fee Administration (2.5 percent)	<u>120</u>	<u>80</u>	<u>128</u>	<u>274</u>	<u>64</u>	<u>43</u>
TOTAL	\$4,956	\$3,275	\$5,233	\$11,253	\$2,563	\$1,754

1 Fees per dwelling unit

2 Fee charge per gross thousand usable square feet.

3 High density industrial is defined as building under 100,000 square feet with employment densities of 700 square feet per employee. Low density building are over 100,000 square feet and are assumed to have employment density of 2,100 square feet.

4 Actual fees for specific types of non-residential land use categories depends upon specific trip generation and technical adjustments for each type of development. The fees have all been calculated using a technically adjusted cost per peak hour tripend of \$1,428 (see page VI-13).

5 This fee is calculated using an adjusted cost per peak hour tripend of \$967. This fee is replaced by a city's own sphere fee the includes traffic planning in the city's urban sphere.

Source: Recht Hausrath & Associates

TABLE I - 3

UNINCORPORATED AREA CAPITAL FACILITIES FEES

(Development in unincorporated areas is subject to both county-wide and unincorporated fees)

FACILITIES	LAND USE CATEGORIES					
	RESIDENTIAL		Office ²	NON - RESIDENTIAL		
	Single Family ¹	Multi-Family ¹		Retail ²	Industrial ² (high density) ³	Industrial ² (low density) ³
Sheriff's Patrol	\$134	\$87	\$70	\$42	\$30	\$10
Fire	192	124	100	60	43	14
Other County Facilities	266	172	140	84	60	20
Fee Administration (2.5 percent)	<u>15</u>	<u>10</u>	<u>8</u>	<u>5</u>	<u>3</u>	<u>1</u>
TOTAL	\$607	\$393	\$318	\$191	\$136	\$45

1 Fees per dwelling unit

2 Fee charge per gross usable thousand square feet

3 High density industrial is defined as building under 100,000 square feet with employment densities of 700 square feet per employee. Low density building are over 100,000 square feet and are assumed to have employment density of 2,100 square feet.

Source: Recht Hausrath & Associates

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Implementation and Administration

A small part of the cost of supplying the facilities to accommodate development consists of the documentation, administration and implementation expenses of the fee program. An estimate of 2.5 percent of all fees collected appears to be a reasonable estimate for these costs. The county is therefore justified in adding a 2.5 percent surcharge on all fees collected to cover these overhead costs. The actual expenses incurred will be monitored and compared with this estimate; the fee will be adjusted as necessary to insure that excess funds are not collected. Experience shows administrative costs decline over time as the Public Works Department becomes more proficient at processing permits and annual fee updates become more automatic.

The county will undertake annual and longer-term (perhaps five-year) reviews of its facilities fee program. The annual review will verify that the assumptions on which the fees are based remain generally applicable; it will also involve adjustments for inflation. The longer-term reviews will allow for re-examination of previous assumptions with regard to growth forecasts, development trends, facilities needs, annexation, inflation, land costs, etc. Such reviews will help attune long-range infrastructure planning to the county's changing needs and ensure that the county is proceeding with remedying its current deficiencies.

Administrative Guidelines

The actual implementation and administration of an impact fee program will involve adopting a host of new procedures, training personnel, tracking facility costs and accounting for fee revenues. In addition, county staff will be frequently confronted with particular situations in which they must interpret the program's criteria and render special judgements. Just a few examples include determining what type of building permits do or do not require fee payment (e.g., residential remodeling), fees for

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temporary uses (e.g. model homes), conversions of property from one type of land use to another (e.g., retail to office space), and the timing and method of updating the cost assumptions and inventory of additional infrastructure needed to serve growth.

Furthermore, the accounting involved in the program is likely to require more attention than a municipal fee program does because of the added complexity of the county-wide fee program compared to fees collected by cities.

Many cities implementing comprehensive fee programs (as well as specific traffic, park, and public safety fees) have adopted administrative guidelines that provide staff and the development community with guidance during the initial implementation and on-going operation of the program. The guidelines are intended to maintain consistent standards regardless of city personnel turnover or updates to the fee program. While the preparation of administrative guidelines is outside the scope of this report, we recommend the county begin to consider what steps must be taken to implement and administer the fee program once adopted by the Board of Supervisors.

Existing Deficiencies

The law establishing the right of local governments to collect development fees (Government Code 66000 *et. seq.*) states that funds collected can only be used for facilities to accommodate new development. Furthermore, existing deficiencies must be brought up to the same level of service required for facilities serving new development. If facilities do not currently meet the established level of service, the county should document how it plans to remedy the existing deficiencies with funding sources independent of development fees in order to be able to impose development fees based on the higher level of service. This is usually done through the capital improvements program (CIP). The CIP may include projects that both remedy existing deficiencies and build additional capacity to accommodate new development. Some projects are jointly funded by (1) fees on new development and (2) other county sources.

Introduction

Table I-4 summarizes the existing deficiencies in each fee category. The amounts listed are all net costs; in other words they are derived by reducing the total cost of each department's projects by the amount benefiting growth. In some cases, existing facilities have capacity to accommodate new growth. In some cases, the county may estimate the original cost of constructing such additional capacity and charge new development a "buy-in" fee.

TABLE I - 4

SUMMARY OF COUNTY FACILITY DEFICIENCIES

<u>FACILITY TYPE</u>	<u>Estimated Cost (1989 Dollars)</u>
Jail & County-Wide Sheriff's Services	\$25.8 ¹
Justice System	6.3
Sheriff Patrol & Investigation	3.9 ¹
Fire	3.2 ¹
Parks	0.6
Public & Mental Health	0.5
Libraries	0
Out Patient Care	0
Traffic and Roads	0
Other County Facilities	<u>0</u>
TOTAL	\$40.3

¹ These services involve significant replacement of the existing facilities with new construction. The cost estimate of these deficiencies does not include any deductions for the salvage value of the existing facilities.

Source: Recht Hausrath & Associates

The total cost of the county's deficiencies, approximately \$40.3 million (1989 dollars), must be remedied if the county chooses to impose the fees as structured in this report.

Introduction

While there is no legal requirements dictating how quickly the county must remedy its deficiencies, the "rule-of-thumb" commonly applied suggests 5 percent of the deficiency, or about \$2 million, be remedied each year over the 20 year planning horizon.

County Fees in Each of the Urban Spheres and Cities' Annexation Policies

Future county infrastructure constructed to accommodate development in one of the nine cities' spheres of influence requires special consideration, because there is a probability that these areas will be annexed into the city eventually. At the time of annexation, the facility capacity developed by the county to provide unincorporated area services (e.g., sheriff's office space) is no longer needed while the annexing city needs facilities (e.g., police station space) to provide its services. The county and the cities will have to negotiate a procedure to accommodate such transactions.

II. NEW DEVELOPMENT

Introduction

This chapter describes how the officially adopted forecasts of county population and employment growth are used to calculate the amount of new development in each of five land use categories: single family residential, multi-family residential, office, retail and industrial. These net additions to residential and non-residential development are then weighted to adjust each category's utilization of the new infrastructure necessary to serve the next 20 years of future growth.

We assume demand for most facilities will increase at the same rate as the population served. The notable exceptions are criminal justice facilities. Historically, demands on the county's criminal justice system have increased more rapidly than the growth in population. This phenomenon will be discussed in greater detail in the section on criminal justice fees. With the exception of criminal justice fees, however, we will assume that demand for all other county infrastructure will increase at the same rate as the number of persons served.

Fees are based on the forecasted population and employment growth over a twenty year time period: 1990 to 2010. We selected this period for this study because it corresponds to the latest forecast adopted by the county. This principal demographic/economic forecast served as a basis for projecting the need for additional facilities to serve new growth. The latter part of this chapter explains how we applied the principal forecast to our specific growth projections for each type of land use.

This chapter will explain how the official county-wide forecast of population and employment growth will be used to measure the demand for county services from five

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types of land use: single family residential, multi-family residential, office, retail, and industrial. The chapter is organized into the following four sections.

- Forecasted Population Growth
- Forecasted Employment Growth
- County Land Use Trends and Policies
- Allocation of Growth to Land Use Categories

The first two of four sections present the official county forecast of population and employment in more detail. The third section discusses county land use trends and policies and their effects of future development. The fourth section describes (1) how forecasted population and employment are used to calculate the amount of new development in each of the five land use categories and (2) how these amounts are weighted according to their burden on county facilities.

Forecasted Population Growth

Three forecasts of county population growth have been completed since 1985 and differ substantially in their estimates of population. The county has officially adopted the third and latest set of forecasts, the QED Research Inc., Population and Economic Forecasts: 1988-2010. This study has developed two growth forecasts that form lower and upper bounds given the uncertainties of economic cycles, public policies, and commuting patterns. The primary differences between the two scenarios are assumptions about the increase of Bay Area commuters and the growth of county employment. The lower growth scenario assumes commuting will peak at 20,000 in the year 2000 and then remain constant, while an estimated 80,000 new residents moving into the county between 2000 and 2010 will find local employment. The higher growth scenario forecasts Bay Area commuters will peak at 30,000 in the year 2000 and then decline to 27,000 as some county residents switch to jobs in the local economy. This

scenario also forecasts 108,000 new residents will move into the county between 2000 and 2010, with all of the growth being accommodated by the growing local employment base.

In order to develop an impact fee for services provided only to specific areas (e.g., unincorporated areas) or particular types of land use (e.g., residential), more specialized forecasts were needed than provided by the QED county-wide demographic projections. Demographic and economic data from a variety of sources (e.g., SAAG, Department of Finance, County of Stanislaus, City of Modesto, Caltrans, etc.) were used to derive these specialized forecasts. During the preparation of this report subsequent updates to the forecasts from SAAG and Department of Finance have projected population exceeding the county's current projections. To the degree possible, the forecast currently adopted by the county was made consistent with the projections for specific areas. However, some inconsistencies were unavoidable and therefore tolerated. Table II-1 shows the QED Research forecast for county-wide population and employment.

TABLE II - 1

DEMOGRAPHIC & ECONOMIC TRENDS
(County-wide population in thousands)

	<u>1990</u>	<u>2000</u>	<u>2010</u>	<u>Compound Annual Growth</u>
Population	370	502	610	2.53%
Employment	154	221	282	3.07%
Resident Commuters	16	30	27	2.65%

Source: *A Strategic Planning Approach for Change: Population and Economic Forecasts 1988-2010*, Kreines & Kreines and Q.E.D. Research Inc., June 1988

New Development

Recent growth patterns in the county indicate new development will be most rapid in communities near major commute corridors (e.g. Patterson/Interstate 5 and Salida/Highway 99). The county's forecast assumes commuters to the Bay Area will continue to expand until the year 2000, and then decline slightly to around 27,000 by 2010. From 2000 to 2010, the forecast projects county-wide population increases by an additional 108,000, all presumably employed in the local economy. Thus, the county expects its own regional economy will offer employment opportunities at a rate slightly faster than population growth.

The county's Economic Strategic Plan disaggregated the QED county-wide projections into estimated populations for the nine cities and the unincorporated area. However, this disaggregation was based upon the QED more conservative forecast which projected county-wide population reaching 535,000 by 2010, while the newly adopted forecast predicts 610,000 residents county-wide. In order to revise the county's forecast so that it aligned with the higher growth forecast, we distributed the larger population between cities according to the basic distribution of population used in the county's Economic Strategic Plan. Modesto and its urban sphere was the exception, where the city's own forecast was used for traffic planning and the calculation of impact fees.

This process generated twenty year population projections for the following three areas within the county that are relevant to the calculation of impact fees: (1) The City and urban sphere of Modesto, (2) the unincorporated area of the county, (3) the other eight cities. The rapid development occurring throughout the county, especially in areas such as Salida Planned Development, indicates these forecasts already understate growth over the next twenty years.

Despite the uncertainties, a forecasted 26,210 additional residents in unincorporated areas seems reasonable given the expected annexation policies of most cities. Some critical assumptions underlying the projection of unincorporated residential development

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are explained in the County Land Use and Policies section, below. This residential and non-residential growth in the unincorporated areas, will fund the additional facilities (e.g., sheriff patrol and investigation, rural roads) that will be necessary to serve its needs. In the following section we examine employment growth county-wide and in the unincorporated areas.

Forecasted Employment Growth

The next twenty years of non-residential growth will also impact county infrastructure. Thus, future non-residential development should pay impact fees that reflect its share of the benefits derived from new facilities. As noted above, the county's forecast predicts Bay Area commuters will play a significant role as a driver of county-wide population growth for the next ten years and that local employment will increase more rapidly after the year 2000. Two forces will help improve local employment opportunities and lessen the significance of residents commuting to work outside the county. The first consists of increasing demand for local goods and services from a growing county population (known as the "multiplier effect").

The second force is a longer-term out-migration of Bay Area businesses and their relocation to Stanislaus and other Central Valley counties. The underlying logic of this second force postulates that Bay Area employers will relocate to Stanislaus County as skyrocketing housing prices and congested freeways inflate their wage costs and retard the efficiency of northern California and state-wide distribution operations. These firms will hire county residents (including some wage-earners who are presently commuters) that are willing to work for lower wages in exchange for local employment. These two forces, the multiplier effect and out-migration from the Bay Area, will generate more development of office space and industrial land use than in the more conservative forecast. Table II - 2 presents the county's projection of employment growth by industry.

TABLE II - 2

COUNTY-WIDE EMPLOYMENT GROWTH
(1990 - 2010, in thousands)

<u>Selected Industries¹</u>	<u>1990</u>	<u>2010</u>	<u>Annual Growth</u>
Retail Trade	31.8	57.7	3.02%
Manufacturing	25.9	64.0	4.63%
Services	24.1	54.9	4.20%
Construction	7.3	12.0	2.52%
Transportation & Utilities	5.4	9.8	3.02%
F.I.R.E. ²	5.2	9.2	2.89%

¹ These are reported as the six fastest growing industries and do not constitute total employment county-wide.

² Financial, Insurance, and Real Estate

Source: QED Research, SAAG and Recht Hausrath & Associates

Forecasts of employment growth in the unincorporated areas of the county are not as reliable as those projecting growth county-wide. The County Planning Department has prepared projections of unincorporated employment growth by disaggregating QED county-wide forecasts. Table II-3 presents a summary of unincorporated employment growth by type of activity.

TABLE II - 3

EMPLOYMENT GROWTH IN UNINCORPORATED AREAS
(1990 - 2010)

<u>Selected Industries¹</u>	<u>1990</u>	<u>2010</u>	<u>Annual Growth</u>
Manufacturing	3,189	6,724	3.80%
Services	2,580	6,020	4.33%
Retail Trade	2,243	4,078	3.02%
Construction	899	1,478	2.52%
Transportation & Utilities	664	929	1.69%
F.I.R.E.	557	1,009	2.89%

¹ These are reported as the six fastest growing industries and do not constitute total employment county-wide.

Source: Q.E.D. Research, SAAG and Recht Hausrath & Associates

The QED forecast assumes agricultural employment will decline slightly and retail trade and service sectors will increase the most, both in absolute terms and growth rate. Over the next 20 years, the fastest growing employment will be in manufacturing (specifically durables) and services (especially data processing and other business support functions).

County Land Use Trends and Policies

The growth management procedures in effect in Modesto have helped to shift residential development to those smaller cities and unincorporated areas with easier access to Interstate 5. Until recently, smaller cities such as Patterson have shown less resistance to growth, but are now controlling additional residential development. Resistance on their part will put more pressure on the more rural, unincorporated areas of the county. This growth could take the form of large mixed-use projects proposed for the Interstate 5 or Highway 99 corridors (e.g. Salida Planned Development).

One such proposal before the county is the Lake Borough development located on I-5 in the southwest corner of the county. The proposal includes 25,000 residential units, 228 acres of retail building and 657 acres of industrial parks. Lake Borough, and other mixed-use developments likely to be proposed if this first proposal is approved, have the potential to generate more employment than projected by the county's forecast. This type of large scale development will construct its own local infrastructure (e.g., collector and access roads, fire stations, schools), but will pay impact fees for county-wide services such as libraries, criminal justice and general county administration.

At the present time, the likelihood of large-scale development in the unincorporated areas of the county remains uncertain, while there is reasonable certainty that the cities

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will continue to annex land presently in their urban spheres. The growth forecast used here assumes that urban spheres will continue to dominate population growth and land use intensity within the county. If projects such as Lake Borough become the norm, these forecasts of growth in unincorporated areas, as well as county-wide population growth, will have to be revised.

Allocation of New Growth to Land Use Categories

New development's demand for additional infrastructure to serve new development varies by its type of land use (i.e., residential, retail, office and industrial) and density (i.e., single versus multi-family dwellings). Therefore, new development's impact is calculated on a per capita basis than converted into a fee on a unit of development (e.g., a dwelling unit or a thousand square feet of industrial, office or retail) according to an average resident or employment densities per unit. The following two sections show how we calculate the amount of growth *residential* and *non-residential* development.

New Residential Development

The two types of residential fees are calculated from the average household size for single family and multi-family dwelling units. The average number of residents occupying single- and multi-family dwelling units is based on estimates from SAAG, the Stanislaus County Planning Department, and the Modesto City Planning Department which have made the following assumptions: (1) Currently, 55 to 70 percent of dwelling units county-wide are single family units that average six dwelling units per acre. (2) Multi-family dwelling units constitute the remaining share and average 10 to 15 units per acre. (3) SAAG estimates 3.20 residents per single family dwelling and 2.07 residents per multi-family dwelling. The county-wide averages are, therefore, 2.75

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residents per dwelling unit and 8.20 occupied dwelling units per acre. (this includes neighborhood parks, elementary and junior high schools, 20 to 25 percent street coverage, and a five percent vacancy rate).

Table II-4 presents the net additions of new residential units to the unincorporated areas and county-wide and the weighted residential growth during the next 20 years. The number of new residents given in the fourth column of Table II-4 are the product of the additional units built between 1990 and 2010 multiplied by the average number of residents per household.

TABLE II - 4
RESIDENTIAL DWELLING UNIT GROWTH
(1990 - 2010)

	Total Units <u>1990</u>	Total Units <u>2010</u>	1990-2010 Additional <u>Units</u>	1990-2010 Additional <u>Residents</u>
County-Wide				
<i>Single Family</i>	76,926	140,551	63,625	203,600
<i>Multi-Family</i>	<u>36,047</u>	<u>61,608</u>	<u>25,561</u>	<u>52,911</u>
TOTAL	112,973	202,159	89,186	256,511
 Unincorporated Areas				
<i>Single Family</i>	9,520	16,100	6,580	21,056
<i>Multi-Family</i>	<u>2,980</u>	<u>5,470</u>	<u>2,490</u>	<u>5,154</u>
TOTAL	12,500	21,570	9,070	26,210

Source: SAAG and Recht Hausrath & Associates

New Non-Residential Development

In order to calculate impact fees for non-residential development, we consolidated the employment forecasted for the six industries listed in Table II-3 into the four non-residential land use categories (i.e. office, industrial, and retail). For example, new industrial development is the sum of the net increase of employment in the manufacturing, construction, transportation and public utilities sectors over the next twenty years; office development is the total of services and financial/insurance/real estate (F.I.R.E.); and retail development is the forecasted employment growth of the trade sector. Table II-5 presents the results.

TABLE II - 5

EMPLOYMENT GROWTH
(1990 - 2010)

	Employment <u>1990</u>	Employment <u>2010</u>	Growth <u>1990-2010</u>
County-Wide			
<i>Office</i>	29,300	64,100	34,800
<i>Retail</i>	31,800	57,700	25,900
<i>Industrial</i>	<u>38,600</u>	<u>85,800</u>	<u>47,200</u>
TOTAL	99,700	207,600	107,900
Unincorporated			
<i>Office</i>	3,137	7,029	3,892
<i>Retail</i>	2,243	4,078	1,835
<i>Industrial</i>	<u>4,752</u>	<u>9,131</u>	<u>4,379</u>
TOTAL	10,132	20,238	10,106

Source: County Planning Department, SAAG and Recht Hausrath & Associates

New Development

In order to calculate a fee on each type of new development, the forecasted employment in each land use category must be converted into a projection of building space (usually measured as usable square feet). For this conversion, there are four separate employment density factors for the four non-residential land use categories. We have combined estimates from the Stanislaus County Planning Department, City of Modesto, and SAAG to arrive at the following ratios of square feet per employee. Office space is considered the most dense at an average of 300 square feet per employee. Retail development averages 500 square feet per employees.

Industrial space under 100,000 square feet will be considered high density employment averaging 700 square feet per employee. We assume industrial buildings in excess of 100,000 square feet will average employment densities of 21,000 square feet per employee (e.g., warehousing, agricultural industrial). These industrial employment densities are based on both national averages and comparisons with counties that resemble Stanislaus County as it may look in ten or twenty years (e.g., Placer County, northern San Diego County). These estimates may be verified by surveying industrial development trends over the next few years.

We assume approximately 90 percent of the forecasted, industrial employment county-wide will work in buildings under 100,000 square. The remaining 10 percent will be employed in buildings over 100,000 square feet. The ratio allocating employment between the two types of new industrial development is not critical, since it is the total employment that determines the revenues collected.

The final step involves weighting the four different types of new non-residential development, as measured by employment, according to new development's demand for new facilities. This weighting requires an assumption with regard to the relative demand for county services from the population while at work versus while at home. The City of Modesto assumes that on average a resident requires twice the amount of

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services than an employee. This assumption is used in the analysis here. Therefore, each new employee is weighted by one half the amount of each new resident.

The total cost of new facilities will be distributed across these weighted measures of growth county-wide and in the unincorporated areas. Two distributions (i.e., residential and business) provide the basis for fees per residential dwelling unit and thousand square feet of non-residential development during the next 20 years. Tables II-6 and II-7 summarize the final results for all five categories of new development.

TABLE II - 6
COUNTY-WIDE GROWTH
(1990 - 2010)

<u>Residential Population</u>	<u>Growth</u>	<u>Percent</u>
Single Family	203,600	65.6%
Multi-Family	<u>52,911</u>	<u>17.0</u>
Residential Subtotal	256,511	82.6%
<u>Employment</u>		
Office ¹ (weighted 50%)	17,400	5.6
Retail ¹ (weighted 50%)	12,950	4.2
High Density Industrial ¹ (wtd 50%)	21,240	6.8
Low Density Industrial ¹ (wtd 50%)	<u>2,360</u>	<u>0.8</u>
Non-Residential Subtotal	53,950	17.4%
TOTAL	310,461	100.0%

Source: Recht Hausrath & Associates

1 All four categories of forecasted employment growth have been weighted by 50 percent

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The county-wide total distribution for residents and employment shown in Table II-7 apply to fees for county-wide services, such as libraries and criminal justice. Fees that apply to new development in unincorporated areas (e.g., sheriff's patrol) must be based on only those new residents and employees within the unincorporated areas of the county. Table II-7 presents the similar weighting as used in Table II-6, but only for those residents and employees in the unincorporated areas.

TABLE II - 7
UNINCORPORATED AREA GROWTH
(1990 - 2010)

<u>Residential Population</u>	<u>Growth</u>	<u>Percent</u>
Single Family	21,056	67.4%
Multi-Family	<u>5,154</u>	<u>16.5</u>
Residential Subtotal	26,210	83.9%
<u>Employment</u>		
Office ¹ (weighted 50%)	1,946	6.2
Retail ¹ (weighted 50%)	918	2.9
High Density Industrial ¹ (wtd 50%)	1,971	6.3
Low Density Industrial ¹ (wtd 50%)	<u>219</u>	<u>0.7</u>
Non-Residential Subtotal	5,054	16.1%
TOTAL	31,264	100.0%

Source: Recht Hausrath & Associates

¹ All four categories of forecasted employment growth have been weighted by 50 percent

The growth projections presented above (Table II-7) are based upon the current land use policies applied by the county regarding residential and non-residential development in unincorporated areas. These policies may change and would therefore change the

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absolute amount of new development and very possibly the relative distribution across different categories of land use. Policy changes as well as revisions to population and employment forecasts are expected. Thus, the fee program should be updated annually and major reviews planned about every five years.

III. SHERIFF PATROL AND INVESTIGATION

Description of Department

The Sheriff's Department operates two types of services. The first type is police services to residents living in the unincorporated areas of the county. The department provides Sheriff's deputies to patrol these unincorporated areas and detectives to investigate crimes. The second involves services provided county-wide. These county-wide services include the coroner's office, public administrators, civil division, bailiff duty, and jails. The county-wide services will be dealt with as a separate fee and will be discussed in the following chapter.

This chapter (Chapter III) covers only those fees for police services to unincorporated areas. Since these services are similar to municipal police services, only the new development in unincorporated areas should pay a Sheriff's patrol and investigation impact fee. New development's demand for sheriff's protection will require the same ratio of facilities to population as existing development. Generally, new development within cities will not participate in the Sheriff's patrol and investigation fee. However, cities that contract with the Sheriff's department for police services will pay the same fee charged to development in the unincorporated areas.

The department currently employs 66 sworn deputies and 22 detectives designated as field law enforcement staff. While the department employs additional sworn deputies as staff for other functions (e.g. administration, laboratory work), the department can field a maximum of 88 sworn officers given its current staffing level and responsibilities. The department employs reserve deputies to cover field officers vacation, illness, training, and other absences. The 88 sworn officers serve an estimated 97,120 county residents and 14,300 workers over 698,444 unincorporated acres. Stated another way, the departments level of service equals a ratio of roughly 0.91 officers (deputies and detectives) per thousand population, or 0.68 deputies and 0.23 detectives per thousand

population. This current level of service ratio is then used to measure the existing space and vehicle ratios.

Currently, the Sheriff's department has 19,890 square feet of headquarters space located at its central facility in downtown Modesto. The Department does not operate any satellite or branch offices. At its current staffing level, the departments space ratio is 226 building gross square feet (BGSF) per sworn field officer. The central dispatch facility serves all county and municipal emergency response agencies and therefore is not included in the Sheriff's patrol and investigation fee.

The department currently operates 26 patrol cars, and has requested the county to purchase two additional patrol cars in order to obtain an acceptable, although short-term, operating standard of 2.36 deputies per patrol car. At any given time, 20 percent of the vehicle fleet is undergoing repairs or scheduled maintenance. Therefore the effective standard is actually 2.95. The Department currently owns 18 standard passenger cars for its 22 detectives. Detectives can respond to emergency calls with deputy back-up. If all available vehicles are allocated among all officers (deputies and detectives), the vehicle ratio equals 1.91 officers per vehicle.

County Standards

The Stanislaus County Sheriff's department currently applies an average staffing ratio of 0.91 sworn officers (deputies and detectives) per thousand capita served to determine its long-term facility requirements. This level of manpower is used to determine the Department's existing deficiencies and the amount of building space and vehicles that new development must purchase to serve future growth.

The building space standard for the Sheriff's department is measured as a ratio of a specified amount of building gross square footage (BGSF) per sworn officer. The

existing facility gives the department a ratio of 226 BGSF per officer. When the new Public Safety Center is completed and projected 20 year staffing levels are reached in 2010, the space ratio would exceed the existing 226 BGSF per officer if all the eventual space were allocated to the projected field force of 112 sworn officers. However, at least while present funding limitations are a constraint, the Sheriff's Department is using the existing 226 BGSF per sworn officer as its official space standard and will apply the additional capacity remaining after the next 20 years to future growth beyond 2010.

Assuming a patrol car can theoretically run 24 hours a day and 7 days a week, one patrol car can be allocated to the 4.2 deputies required for around-the-clock staffing (this ratio includes using reserve deputies to cover vacation, illness and training time of the full-time field officers). However, current practices affect this ratio. For instance, two deputies usually respond to dangerous calls. Detectives can respond to routine calls and will do so in their issued vehicles. As mentioned above, 20 percent of the vehicle fleet is undergoing repairs or scheduled maintenance at any given time. When these considerations are taken into account, the current operational standard of 1.91 sheriff deputies per vehicle is a reasonable ratio. The standard for detectives is one car per officer.

Existing Deficiencies

The county is using its current ratio of 0.91 sworn officers per thousand population, including the 22 detectives with the current 66 sworn deputies. Broken out into separate ratios for deputies and detectives, the Department fields 0.68 deputies per thousand population and 0.23 detectives per thousand population. The current ratio of 0.91 sworn deputies and detectives per thousand population is sufficient; thus there is no existing deficiency in the Departments.

The existing ratio of 1.91 deputies per patrol vehicle is also used as a standard adopted by the department. The present force of 22 detectives shares 18 cars and is considered acceptable for the present time. Thus, the department currently has no existing deficiency for its patrol vehicles or detective's cars.

The department's existing 19,890 square feet of space in the county courthouse gives it a standard of 226 square feet per sworn officer. When the department moves to its new headquarters in the proposed Public Safety Center, 19,890 square feet of the new space will go to replacing the existing headquarters in the county courthouse. The cost of correcting this *replacement* deficiency may be reduced if the salvage value of existing headquarters is captured by selling or using the space for another purpose.

The original design of the new Public Safety Center sized the facility according to a projected staff level of 152 sworn field officers each of whom was allocated 300 square feet. The current county standards will produce a 2010 staffing level of 112 officers (see below) requiring only 226 square feet each. Therefore, the Center, as planned, will have significant capacity to accommodate new growth after 2010. This capacity cannot be financed by the proposed impact fees, over the next twenty years of growth. However, impact fees levied on new development after the year 2010 can be used to continue to reimburse the county for its cost of providing future capacity in the Center at this time.

Facilities Needed to Accommodate New Development and Their Cost

The Master Plan calls for a new Public Safety Center to be constructed between 1989 and 1995 to house the new jail and the Sheriff's Operations Facility. The Master Plan allocates 65,752 BGSF for "non-custody facilities" out of a total of 648,232 BGSF for the new Public Safety Center (*Stanislaus County Public Safety Center*, page B3-5). A strict allocation of common area space (e.g., lobby, reception, hallways) between those services provided to only unincorporated areas versus county-wide services depends on the

relative staffing levels. For the sake of simplicity, this common area space that serves both unincorporated and county-wide sheriff services is divided equally between the two. Table III-2 presents a breakdown of new development's fair share of the building space allocated to Sheriff's patrol and investigation services.

TABLE III - 2

NEW SPACE FOR SHERIFF'S PATROL & INVESTIGATION

<u>Planned Public Safety Center Facilities</u>	<u>Space (BGSF)</u>
Public Lobby/Common Spaces ¹	1,631
Administrative Division	6,419
Operations Division	
<i>Crime Analysis Bureau</i>	1,647
<i>Crime Prevention Bureau</i>	1,260
<i>Patrol Bureau</i>	6,086
<i>Investigations Bureau</i>	9,018
Services Division	
<i>Records Bureau</i>	5,346
<i>Technical Services Bureau</i>	7,472
Circulation & Mechanical ²	<u>5,015</u>
TOTAL	43,894

¹Common space is half the total amount

²The cost of the central dispatch facility, which serves all county and municipal emergency response agencies, is not included here.

Source: Public Safety Center Master Plan

Table III-2 indicates that Sheriff's patrol and investigation operations will utilize 43,894 BGSF of the new Public Safety Center. By the year 2007, the Master Plan projects full staffing levels for the Sheriff's patrol and investigation operations will reach approximately 380 employees of which 150 will be sworn field officers (deputies and detectives).

The current staffing plan calls for maintaining a 0.91 sworn field officers per thousand population. The official forecast adopted by the county projects the unincorporated county population increasing by approximately 26,210 residents. This forecasted increase produces a requirement for 24 additional sworn officers over the next twenty years, or a total force of 90 sworn officers by 2010. The 24 additional officers times the department's space standard of 226 square feet per sworn officer equals approximately 5,500 square feet of the new Public Safety Center to serve growth in the unincorporated areas. Table III-3 presents a breakdown of construction costs for the Sheriff's operations facilities contained within the new public safety center.

TABLE III - 3

NEW SHERIFF PATROL & INVESTIGATION FACILITY

<u>Itemized Facilities</u>	<u>Basic Cost¹</u>
Sheriff's Operations Facility ²	\$8,253,800
Site Acquisition	206,923
Off-Site Roadway Improvements	51,032
Site Preparation & Off-Site Utilities	156,008
On-Site Development & Landscaping	<u>830,945</u>
FACILITY TOTAL (1988 Dollars)	\$9,498,708

1. All costs (e.g., site preparation, land acquisition) are allocated between Sheriff's operations center and jails according to a ratio of 1:9 respectively (i.e., ratio of square footage between the two core facilities).
2. The estimated \$3,025,200 cost of the central dispatch and communications facility that will serve all county emergency agencies has been subtracted from the Master Plan total of \$11,279,000.

Sources: Stanislaus County Public Safety Center Master Plan, Stone Marraccini Patterson/The Design Partnership, page A12-8.

The Master Plan estimates the Department's construction costs for building functional area at \$120 per square foot (1988 dollars) for the Sheriff's Operations facilities (*Public Safety Center Master Plan*, page A12-3). However, when site acquisition, site preparation, and other items are included, the approximate cost per square foot reaches \$195. The total cost of the facility that may be allocated to new development in the unincorporated areas of the county during the next twenty years equals approximately \$1,072,500, which covers the 5,500 square feet necessary to accommodate the 24 additional officers. The proportion of the cost allocated to existing deficiencies will be discussed in more detail below.

Based on 1.91 deputies per patrol vehicle and one detective per car, the Department would purchase 12 additional patrol vehicles and one new detective car to serve new development. These vehicles currently cost \$18,500 for patrol vehicles and \$12,000 for standard detective cars. Therefore the total cost for new vehicles over the next 20 years will be \$234,000. This total is then added to the \$1,072,500 for building space and equipment, yielding a grand total of approximately \$1,306,500 million for new facilities over the next 20 years.

Allocation of Costs

The Stanislaus County's Sheriff patrol and investigation operations provide services to only those county residents living in unincorporated areas. Therefore, the total cost of future system-wide expansion (exclusive of existing deficiencies) is allocated over new development outside the city limits of the nine municipalities. The demand for police services in the unincorporated areas is distributed among residents and business establishments. Therefore the entire cost for additional patrol and investigation infrastructure must be borne by all five types of land use: single family, multi-family, office, retail, and industrial.

Table III-4 presents the amount of each category of future development over which the cost of new facilities will be spread.

TABLE III - 4

UNINCORPORATED GROWTH
(1990 - 2010)

<u>Land Use Categories</u>	<u>Growth</u>	<u>Percent</u>
Single Family Residents	21,056	67.4%
Multi-Family Residents	5,154	16.5
Office Employment (Weighted at 50%) ¹	1,946	6.2
Retail Employment (Weighted at 50%) ¹	918	2.9
High Density Industrial (Weighted at 50%) ¹	1,971	6.3
Low Density Industrial (Weighted at 50%) ¹	<u>219</u>	<u>0.7</u>
TOTAL	31,264	100.0%

¹ Non-residential development is weighted at 50 percent of its forecasted employment.

Source: Recht Hausrath & Associates

The 31,264 new residents and employees, the latter counted as one half the service need of a resident, calculated above (Table III-4) constitutes the adjusted base over which the \$1.3 million cost for new Sheriff's facilities (exclusive of costs for existing deficiencies) will be spread. Therefore, the total amount required to accommodate the next twenty years of new demand for Sheriff's facilities equals \$42 per resident and \$21 per worker in the unincorporated areas of the county. The percentages given in the second column indicated the approximate shares each type of development will contribute to the cost of facilities to serve the next 20 years of new development.

Calculation of Fees

Table III-5 shows how the fee per resident or worker is allocated to new development. The third column shows the fee per dwelling unit or per thousand square foot of office, retail, or industrial space.

TABLE III - 5

SHERIFF'S PATROL & INVESTIGATION FEES

<u>Land Use Category</u>	<u>Fee Calculation</u>	<u>Fee</u>
Single Family	\$42 x 3.20 residents	\$134 per dwelling unit
Multi-Family	\$42 x 2.07 residents	\$87 per dwelling unit
Office Space ¹	\$21 x $\frac{1 \text{ employee}}{300 \text{ square feet}}$	\$70 per 1,000 sq.ft.
Retail Space ¹	\$21 x $\frac{1 \text{ employee}}{500 \text{ square feet}}$	\$42 per 1,000 sq.ft.
High Density Industrial ¹	\$21 x $\frac{1 \text{ employee}}{700 \text{ square feet}}$	\$30 per 1,000 sq.ft.
Low Density Industrial ¹	\$21 x $\frac{1 \text{ employee}}{2,100 \text{ square feet}}$	\$10 per 1,000 sq.ft.

¹ The cost per employee is set at one-half the cost per resident (see page II-13).

Source: Recht Hausrath & Associates

Cost of Existing Deficiencies

The department's current staffing ratio of 0.91 sworn field officers per thousand population will be used for the time being as the level of service that new development will fund with impact fees. The 0.91 ratio may be improved as additional capital and

operating revenues become available. Until such time as such funding is used to improve the department's existing level-of-service, however, its existing deficiency consists of replacing the 19,890 square feet of headquarters space located in the county courthouse in downtown Modesto with 19,890 square feet of new space in the proposed public safety center. The new Public Safety Center will include this existing space as well as the additional space required to serve growth.

The new Public Safety Center will cost approximately \$195 per BGSF, therefore 19,890 square feet will cost about \$3.9 million. The "salvage value" of the Sheriff's current space in the courthouse may be deducted from the gross deficiency of \$3.9 million. An estimate of the salvage value is difficult to calculate unless the space were somehow sold on the open market. One alternative would be to "sell" the space to one of the five criminal justice departments that need to expand and should remain located in the courthouse. These five departments have access to the "Temporary Courthouse Construction Fund" (see page V-7) which is restricted to capital acquisitions of courthouse space only.

If the county builds the Public Safety Center as planned, it will be providing additional capacity beyond that required to serve the next twenty years of growth. Under the departments current standards, it will require 226 square feet for each of its 112 sworn field officers, or a total of 25,312 square feet in the new Public Safety Center. The total space of 43,894 BGSF planned for Sheriff's patrol and investigation operations will exceed the required capacity by 18,582 BGSF.

At an estimated cost of \$195 per BGSF (1988 dollars, including land, site preparation, furnishings, etc.), the likely cost to the county of the extra capacity equals \$3.6 million (1989 dollars). While this cost does not constitute an existing deficiency that must be remedied, the funds are not projected to be provided by impact fees until beginning in 2010. At which time, new development may be assessed the cost of this available

capacity to service its needs.

IV. JAILS AND OTHER COUNTY-WIDE SHERIFF SERVICES

Description of Department

The Sheriff's Department operates two types of services. The first, discussed in Chapter III, are police services to residents living in the unincorporated areas of the county. The second involves services provided county-wide. These services include the coroner's office, public administrators, civil division, bailiff duty, and jails. The county will assess this fee on all new development county-wide for facilities to provide these services at the same level-of-service provided to the existing population. Historical trends and forecasted trends show new development will increase demand for these facilities at the same rate as the existing population and employment.

The Sheriff's Department currently operates three jails and four other county-wide services. All three jails are in desperate need of repair or outright replacement. The total designed capacity for all three jails is 721 inmates; the daily population, however, often exceeds a thousand inmates. Table IV-I compares each facility's current inmate population to its design capacity.

TABLE IV - 1

CURRENT INMATE CAPACITY & POPULATIONS

<u>Jail Facility</u>	<u>Average Population</u>	<u>Design Capacity</u>	<u>Inmate Space</u>	<u>Sq.Ft./Inmate Existing/Design</u>
Women's Detention	140	82	11,500	82 vs. 140
Downtown Jail	448	333	36,411	81 " 109
Honor Farm	<u>328</u>	<u>306</u>	<u>33,100</u>	<u>101 " 108</u>
TOTAL/AVERAGE	916	721	81,011	88 vs.112

1 Approximate daily population based on the 1988-89 fiscal year.

Sources: Sheriff's Department, Public Safety Master Plan, and Recht Hausrath & Associates

The recently completed Public Safety Master Plan forecasts facilities requirements for jails and sheriff's operations and documents the condition and service levels for all three jails. The Master Plan concludes that the men's honor farm is in the best condition of the three and may be kept in service, with some renovation, for the next twenty years. The downtown jail has critical design flaws, deferred maintenance problems and constant, severe overcrowding. The Master Plan recommends minimal investment in the structure until 1997. At that time all bed capacity will be shifted to the jail facilities at the new Public Safety Center and the existing men's jail will be either abandoned or converted to a court holding facility. The women's jail has occasionally held twice its designed capacity. It is in such dire need of repair that restoration may be uneconomical and the Master Plan recommends the facility be abandoned as soon as replacement capacity becomes available.

County Standards

The county's proposed jail facilities have qualified for State revenues from Propositions 52 and 86. Qualification includes compliance with design requirements set forth in California Code of Regulations (Titles 15 and 24) and review, approval and cost reporting requirements by the Board of Corrections and State Fire Marshal.

The county policies and State standards for sentencing are difficult to quantify. The district attorney's policies and State legislation have changed certain crimes from misdemeanors to felonies and therefore increased the number of felons serving jail terms. While some felonies can be turned over directly to probation, many will serve time in county jails. For example, new tougher sentencing for drug offenders, drunk-driving, and gang activity has already increased overcrowding in the county's jail dramatically. While the long-term impacts on county jail population remains uncertain, county officials expect continued enforcement of stricter sentencing guidelines to require

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all justice system departments to expand the capacity of their facilities at a rate roughly half again as fast as population growth.

The county's standards for sizing its custody operations assume one inmate per bed. As of 1988, California State codes require either one third of all beds be in single cells or that there be single cells sufficient for 60 percent of the pre-trial inmate population. The average cost of a jail bed is based upon a mix of cell types using these standards.

Existing Deficiencies

The county jail system has two types of deficiencies: 1) a *replacement* deficiency consisting of the 415 beds that are currently in the men's and women's jails but will be abandoned when replacement capacity becomes available; and, 2) an *immediate* deficiency consisting of the 195 beds that are needed just to handle the existing demand.

Replacement Deficiency: The Master Plan calls for abandoning the men's and women's jail as the new jail has space available. This replacement of its existing 415 beds must be funded from other sources than impact fees.

Immediate Deficiency: The current and severe overcrowding in all three jail facilities has been well documented and must be remedied in addition to building new capacity for future growth. The present average daily population of 916 inmates exceeds the 721 available beds by an average of 195 beds. Therefore, the county must allocate 195 beds in its new jail facilities to remedy the existing deficiency.

In addition to the jails, the Sheriff's department provides four other county-wide services. The coroner's office has no backlog, although a considerable amount of overtime is required to process the workload. The civil division currently serves documents in 60 to 90 days as opposed to the 30 day maximum required by state regulations. The backlog in both operations indicates a manpower problem. The existing office space for these operations is considered adequate for three additional staff positions. These additional

staff would be able to process the backlog and therefore remedy the deficiency. The bailiff and the public administrator have no existing deficiencies.

Facilities Needed to Accommodate New Development and Their Cost

The new Public Safety Center was initially designed to provide sufficient capacity for forecasted jails needs through the year 2007 and to, "...have the capacity to accommodate undefined growth beyond this time" (*Public Safety Master Plan*, page 3). When the facilities are fully constructed by 2010, the new jail will have 1,768 beds giving the county a system-wide capacity of 2,106 beds, broken down as follows:

- 936 medium/maximum security, special custody, and medical/mental health beds.
- 576 minimum security beds
- 256 work furlough beds
- 338 existing Honor Farm beds
- 32 additional Honor Farm beds in a modular dormitory

When the *Public Safety Master Plan* was originally drafted, the jail was designed to accommodate an inmate population of 2,077 as forecasted under the county's more conservative forecast. However, an updated forecast projects inmate population reaching 2,685 in 2010. This projection, a forecast for male and female bookings and jail populations, is presented below in Table IV-2.

TABLE IV - 2

FORECASTED BOOKINGS AND JAIL POPULATIONS

	<u>1990</u>	<u>1995</u>	<u>2000</u>	<u>2005</u>	<u>2010</u>
Bookings - Male	30,457	33,917	37,770	42,061	46,839
Bookings - Female	<u>7,738</u>	<u>9,249</u>	<u>11,055</u>	<u>13,213</u>	<u>15,793</u>
TOTAL	38,195	43,166	48,825	55,274	62,632
Jail Pop.- Male	1,375	1,357	1,620	1,879	2,178
Jail Pop.- Female	<u>206</u>	<u>323</u>	<u>375</u>	<u>436</u>	<u>507</u>
TOTAL	1,581	1,680	1,995	2,315	2,685

Sources: QED Research and the *Public Safety Center Master Plan*

Table IV-2 shows inmate population as a percentage of bookings increasing slightly from 4.14 percent to 4.29 percent. Inmate population is forecasted to grow at 2.68 percent compounded annually or a total increase of 69.8 percent, slightly more than the 65 percent increase in county-wide population. Table IV-3 compares the forecasted inmate population with the capacities of the planned jail facilities. The table shows interim deficiencies throughout the twenty year period because the construction of new bed capacity will occur in phases that will be lagged behind the forecasted steady growth of inmates. These interim deficiencies will create severe overcrowding while increments of new jail capacity are constructed. It is the final deficiency occurring in 2010, however, that must be remedied by including additional beds to the new jail as configured in the *Master Plan*.

TABLE IV - 3

PLANNED BED CAPACITY & PROJECTED INMATE POPULATION
(1990 - 2010)

	<u>1990</u>	<u>1995</u>	<u>2000</u>	<u>2005</u>	<u>2010</u>
Bed Capacity	721	1,559	1,559	1,559	2,106
Inmate Population	1,581	1,680	1,995	2,315	2,685
Interim Deficiencies ¹	(860)	(121)	(436)	(756)	(579)

¹ The interim and final deficiencies shown are due to the phased construction of bed capacity "catching-up" to the forecasted steady increase of inmate population. The 907 bed shortfall in 2010 indicates the ultimate *future* deficiency that must be remedied.

Sources: Sheriff's Department and the Public Safety Master Plan

Table IV-3 shows that the forecasted inmate population will exceed the maximum capacity of the new jail facilities by 579 inmates in 2010. In order to adapt the new jail as originally planned, the 579 bed short fall is added to the 2,106 beds planned system-wide for a total of 2,685 beds. This adjustment is presented in Table IV-4 below.

The new custody facilities, as proposed in the Master Plan, will occupy 582,479 building gross square feet (BGSF) or approximately 90 percent of the new Public Safety Center's total of 647,700. The Master Plan estimates the total cost of the entire Public Safety Center at \$121.2 million. The new jail facilities account for approximately 89 percent of the total cost, or approximately \$108 million, with the remainder consisting of the new Sheriff headquarters. This amount covers the full cost of land acquisition, site preparation, and the construction of 1,768 beds (as originally proposed). The Department calculated its average cost per bed by dividing the estimated cost of \$108 million (without the Coroner or Public Administrator) by the 1,768 beds planned for in the original proposal. The average cost per bed, therefore, is approximately \$61,086 (1988 dollars). When the new jail is configured with the minimum number of single bunks allowed, the average cost per bed drops to \$58,409.

The county has qualified for State funding assistance for jail construction under Propositions 52 and 86. The maximum construction cost that the State will fund is \$52,300 per bed (indexed to the Lee Saylor subcontractor index). The State's average cost per bed does not include land purchase cost, utility hookups, and EIR mitigation measures. The county's share of Proposition 52 and 86 funding assistance totals \$9.8 million and will be applied to the cost of remedying the 195 bed existing deficiency.

Table IV-4 presents a cost estimate of new development's share for new jail facilities and its share of the Sheriff's four county-wide services. This share does not include the cost of the *replacement* and *immediate* deficiencies which are subtracted from the total bed capacity.

TABLE IV - 4

NEW JAIL SPACE TO SERVE GROWTH
(1990 - 2010)

	<u>Estimated Cost</u>
New Jail Construction (1,768 beds)	\$103,267,112
Additional Capacity (579 beds) ¹	33,818,811
Coroner & Public Administrator	<u>1,920,000</u>
Construction Subtotal	139,005,923
<i>Replacement</i> Deficiency (415 beds) ²	(24,239,735)
<i>Immediate</i> Deficiency (195 beds) ³	<u>(11,389,755)</u>
TOTAL (1989 Dollars)	\$103,376,433

1 The 1,768 bed capacity projected in the Master Plan is 579 beds below the Q.E.D. Research forecasts. The average cost per bed equals approximately \$58,409 (1989 dollars).

2 The *replacement* deficiency of 415 beds times an average cost per bed of \$58,409 equals a total cost of \$24.2 million.

3 The *immediate* deficiency of 195 beds times an average cost per bed equals a total cost of \$11.4 million. However, the \$9.8 million in State aid will be used to off-set this deficiency, yielding a net *immediate* deficiency of \$1.6 million.

Sources: *Public Safety Master Plan* and Recht Hausrath & Associates

Allocation of Costs

The Stanislaus County's jail system and sheriff operations that are county-wide services provide benefits to all county residents living in both urban and unincorporated areas. Therefore, the total costs for future system-wide expansion are allocated over development county-wide, including any development in cities. While the causes of crime are complex, authorities have found that both the residents and business activity (measured by employment) will contribute to additional burden on the jail system. Therefore, the cost of new jail facilities must be borne by all five types of land use: single family, multi-family, office, retail, and industrial. Table IV-5 presents the amount of each category of future development over which the cost of new facilities will be spread.

TABLE IV - 5
COUNTY-WIDE GROWTH OF RESIDENTS & EMPLOYEES
(1990 - 2010)

<u>Land Use Categories</u>	<u>Growth</u>	<u>Percent</u>
Single Family Residents	203,600	65.6%
Multi-Family Residents	52,911	17.1
Office Employment (weighted 50%) ¹	17,400	5.6
Retail Employment (weighted 50%) ¹	12,950	4.2
High Density Industrial (weighted 50%) ¹	21,240	6.8
Low Density Industrial (weighted 50%) ¹	<u>2,306</u>	<u>0.7</u>
TOTAL	310,407	100.0%

¹ Employment growth is weighted at 50 percent (see page II-13)

Source: Recht Hausrath & Associates

The new residents and employees calculated above (Table IV-5) constitute the adjusted base over which the \$103.4 million cost for new jail facilities (calculated above in Table IV-4) will be spread. The percentages given in the second column indicated the approximate shares each type of development will contribute to the cost of facilities to serve the next 20 years of new development. The other sheriff operations that are county-wide services (i.e., coroner and public administrator) will require a total of \$1.9 million and have been included as part of the \$103.4 million total. Therefore, it will cost approximately \$333 per resident and \$166 per employee to accommodate the next 20 years of demand for all county-wide Sheriff facilities.

Calculation of Fees

Table IV-6 shows how the jail fee per resident and per worker is allocated to new development. The third column shows the fee per dwelling unit or per square foot of office, retail, or industrial space.

TABLE IV - 6

CALCULATION OF JAIL FEES

<u>Land Use Category</u>	<u>Fee Calculation</u>	<u>Fee</u>
Single Family Dwelling Unit	\$333 x 3.20 residents	\$1,066 per dwelling unit
Multi-Family Dwelling Unit	\$333 x 2.07 residents	\$689 per dwelling unit
Office Space (weighted 50%) ¹	\$166 x $\frac{1 \text{ employee}}{300 \text{ square feet}}$	\$553 per 1,000 sq.ft.
Retail Space (weighted 50%) ¹	\$166 x $\frac{1 \text{ employee}}{500 \text{ square feet}}$	\$332 per 1,000 sq.ft.
High Density Industrial ¹ (wtd 50%)	\$166 x $\frac{1 \text{ employee}}{700 \text{ square feet}}$	\$237 per 1,000 sq.ft.
Low Density Industrial ¹ (wtd 50%)	\$166 x $\frac{1 \text{ employee}}{2,100 \text{ square feet}}$	\$79 per 1,000 sq.ft.

¹ The cost per employee is set at one half the cost per resident (see page II-13)

Source: Recht Hausrath & Associates

Cost of Existing Deficiencies

As discussed above, the county must remedy both a *replacement* and an *immediate* deficiency. The replacement deficiency consists of the 415 beds the county currently has but will be replaced with new beds in the new facilities. The *immediate* deficiency involves the 195 beds required to alleviate the present overcrowding. As stated above, each bed in the new facility will cost \$58,409. Thus the total cost of 610 beds will equal approximately \$35.6 million. The county will use the \$9.8 million available in state aid (Propositions 52 and 86) to reduce the local share of this cost to \$25.8 million.

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The new Public Safety Center proposal includes approximately \$1,093,500 for renovation of all three jails and the court's holding facility. Since 415 beds currently located in the existing jails will be replaced by the new jail, the cost of these improvements is not considered an existing deficiency. On the contrary, the salvage value of the abandoned jail may be considered an asset and its value can be credited to the county's \$34.4 million cost. The actual calculation of the existing jail's salvage value depends on how the county uses the facility; however, the existing jail space may be considered extremely valuable to those overcrowded departments that will remain in the courthouse.

V. CRIMINAL JUSTICE SYSTEM

Five county departments comprise the county's justice system: Municipal Court, Superior Court (and clerk), Probation and Juvenile Hall, District Attorney, and Public Defender. Collectively, the departments provide criminal justice services to all county residents and workers; thus their collective facility needs to serve future growth may be consolidated into a single *criminal justice impact fee*. The departments comprising the criminal justice system have documented recent evidence showing the impacts of new residential and business development on their facilities. This evidence shows that new development demands both the services (i.e., actual involvement with the civil and criminal justice) and benefits (i.e., well functioning law enforcement) of a justice system expanded proportionately to its existing capacity.

The approach used to arrive at this single fee must account for each department's individual level of service standards, existing deficiencies, and growth-induced facility requirements. Therefore, the needs for each of the five departments are derived separately below and then consolidated into an estimate of the total cost for all of the county's criminal justice facilities. This total cost is then allocated across the county-wide employment and population growth forecasted over the next twenty years.

Building space and vehicles are the only type of capital facilities required by the five departments. The cost per square foot of building space varies somewhat depending on the department's function. We estimate general office space costs \$100 per square foot, while we estimate courtrooms, primarily because of their security measures, will cost \$144 per square foot.

Historically, the burden on criminal justice has grown faster than the county population. Recent changes in California's penal policies will accelerate this trend. Therefore, unlike other county departments, the county projects the demand for criminal justice services over the next twenty years will double while the county-wide population will

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increase about 65 percent. It appears likely that the majority of the increase in the need per resident will occur in the next few years. The following formula shows how the cost of doubling the county's justice facilities may be allocated between new and existing development:

Given:

- 200% = Total increase of justice facilities over the next 20 years
- 165% = Amount of new population after 20 years of growth
- 65% = Forecasted increase of county-wide population

Therefore:

- $\frac{200\%}{165\%} = 1.21 * 65\% = 79\%$, the share attributed to new development

Since the burden will be doubled over the next twenty years, it means that 21 percent of this increased burden will be due to the needs of the present population and that the remaining 79 percent due to the needs of new development.

Table V-1 presents a summary of the existing building space for each of the departments and the additional square feet that the departments have determined they will need to serve new growth *plus* the additional burden imposed by penal policy changes.

TABLE V - 1

CRIMINAL JUSTICE: EXISTING SPACE INVENTORY (1989/90 fiscal year)

<u>Building/Function</u>	<u>Existing (Sq.Ft.)</u>	<u>Leased (Sq.Ft.)</u>
Municipal Court	28,925	5,345
Superior Court	27,100	-0-
Clerk	13,280	-0-
Public Defender	400	6,376
District Attorney	14,098	-0-
Probation	<u>45,036</u>	<u>5,000</u>
TOTALS	128,839	16,721

Sources: Stanislaus County Assessors Office and Superior Court

The rate of growth for criminal justice facilities has two components that must be separated in order to allocate a fair share to new development. The first involves changes to penal policies that are increasing the burden on criminal justice facilities independent of any county-wide population growth. The increased burden that this new law places on the criminal justice system, regardless of growth, must be accommodated by existing residents and businesses. Our estimate of the existing population's share of this burden equals 21 percent of the total amount of new criminal justice facilities that must be constructed over the next twenty years. We have called this a *future* deficiency. We have also calculated each department's *immediate* deficiency if its existing facilities, according to its adopted level-of-service standards, are inadequate. The *future* deficiency is added to the department's *immediate* deficiency to obtain the total existing deficiency that must be remedied from funding sources other than impact fees.

The second component is the increased burden placed on criminal justice by future population growth. This burden will require more than the forecasted 65 percent increase in county-wide population growth because this new development, like the existing population, will be exposed to the same penal policy trends. We estimate new development's share of the doubling of criminal justice facilities will equal 79 percent.

The following presentation is divided into two parts: The first part presents: a brief description of each department's existing facilities; a discussion of the department's adopted level of service; an inventory of its existing deficiencies as measured against its level of service standards; and the facilities needed to accommodate new development and their cost. In the second part, we calculate a single criminal justice impact fee and total each department's existing deficiencies.

SUPERIOR COURT/CLERK SERVICES

Description of Service

The Superior Court has recently incorporated the County Clerk's functions under its authority. We will discuss the clerk's future facility requirements first and then those of the superior court. The clerk provides administrative services to the ten Superior courts including two commissioners for juvenile hearings. As an example of the escalating demands on the department, growth in case load was 19 percent from 1987 to 1988 and over 20 percent the year before. The Clerk currently employs 38 full time staff and occupies 13,280 square feet in the county court house.

The clerk is in the process of automating many of its administrative functions on the county's mainframe computer. The automation will be funded entirely from the "Temporary Construction Fund" (Government Code 76004 *et. seq.*) and will not require development fees to add additional capacity for future growth.

County Standards

The clerk's 38 employees are part of the ten superior courts. This allocation works out to a staffing ratio of four clerks per court. However, the department's space standard should be based on a ratio of clerk space to the number of courtrooms rather than the number of employees because the employee to space ratio does not represent future space requirements. The clerk's current plans to automate some functions will reduce the need to increase staff, however the record keeping will continue to require additional space. Therefore, the 13,280 square feet for the ten courtrooms (about 1,328 square feet per courtroom) may serve as the appropriate standard.

Existing Deficiencies

The pending automation of many of the Clerk's functions will allow the existing ratio of staff per court to handle a rapidly increasing workload. However, 21 percent of the future expansion of the clerk's facilities will be due to the impact of changing penal policies on the existing population. Since its space needs are directly related to the doubling of the case load and therefore number of courtrooms, the superior court estimates it will need to double its space, adding 13,280 square feet over the next 20 years; 21 percent of this total, the *future deficiency*, equals 2,789 square feet.

Facilities Needed to Accommodate New Development and Their Cost

The forecasted caseload for superior courts is expected to double during the next 20 years; the Clerk will thus require twice the amount of the existing 13,280 square feet for future storage and staff work space. However, only 79 percent of this increase is due to population growth, while the remaining 21 percent may be attributed to the existing population. Therefore, the cost of only 10,491 square feet (79 percent) of the new space may be charged to new development. At \$100 per square foot, the cost equals \$1,049,120 for land, site preparation, construction, furnishings, and equipment.

SUPERIOR COURT/COURT OPERATIONS

Description of Department

The Superior court consists of ten departments (courts) including two juvenile commissioners. This includes a court being added this year that will remedy an existing deficiency. The ten courts occupy 27,100 square feet, or an average of 2,710 square feet per courtroom, including all ancillary judges chambers, office and administrative space, law library (2,784 square feet which is shared with other departments), and other general purpose areas.

County Standards

In 1988, the ten courts handled 12,118 filings, or 1,250 per court. California Judicial Council has developed a formula to calculate the number of judges needed based on the number and type of filings received. Each type of filing is given a minute value which is divided by the number of minutes (63,300) that are available for each judge for per year. Therefore, the formula for calculating the number of judicial positions for each type of filing is:

$$\frac{\text{Number of Filings} * \text{Weight (minutes)}}{63,300 \text{ minutes available}} = \text{Number of judges for each type of filing}$$

The number of judges needed for each type of filing are summed together to give the total number of judicial positions and therefore the number of courtrooms. The actual results of this weighting scheme indicate that the ten superior courts should be able to handle over 12,000 filings annually, composed of the same mix of case types currently filed. The existing number of courts are thus adequate for the present load under the state standard.

Existing Deficiencies

The court maintains a construction fund (Government Code 76005) that currently holds about \$1.7 million. The department plans to use these funds to build the tenth court required to remedy its existing deficiency. The addition of a tenth courtroom in 1990 will remedy the court's existing (1989) deficiency. The municipal court must also expand in the future to serve the increasing burden due to the impacts of changing penal policies on the existing population. As discussed above, our estimate of the existing

population's share of this *future* deficiency is 21 percent of the 27,100 square feet, or 5,691 square feet of new courtrooms and ancillary facilities over the next twenty years.

Facilities Needed to Accommodate New Development

The forecasted annual caseload is expected to double over the next twenty years. This growth will require the court to double its existing 27,100 square feet, however only 79 percent of these new facilities, or 21,409 square feet, may be allocated to new development. The new space, using \$144 per square foot for court house construction costs, will cost approximately \$3,082,900 for land, site preparation, construction, furnishings, security and other types of equipment.

The county has established two funds: 1) the Criminal Justice Facility Temporary Construction Fund (Government Code Section 76004) and 2) the County Courtroom Facilities Fund (Government Code Section 76005). This county treasurer directs fines, penalties and other court related assessments to these funds to be used for:

"...construction, reconstruction, expansion, improvement, operation, or maintenance of county criminal justice and court facilities, and the improvement of criminal justice automated information systems..."
[Government Code Section 76004(b)]

"For the purposes of this section, 'county criminal justice facilities' includes, but not limited to, jails, women's centers, detention facilities, juvenile halls, and courtrooms." [Government Code Section 76004(d)]

"...to assist the county...in the acquisition, rehabilitation, construction, and financing of courtrooms or of a courtroom building or buildings containing facilities necessary to the operation of the courts, may establish in the county treasury a courthouse Temporary Construction Fund." [Government Code Section 76005(a)]

The court's two construction funds collect approximately \$425 thousand each year, roughly split evenly between them. This amount is projected to grow at four percent

annually. The Board of Supervisors has the discretion to use these funds for various courthouse projects. These projects include remedying existing deficiencies and automation. The total cost of existing deficiencies will be discussed in the last section of this chapter. In addition, the county may choose to allocate some of the construction fund towards the cost of the proposed reconstruction of the office space made available through recent reorganization of courthouse operations.

MUNICIPAL COURT

Description of Department

The five municipal courts occupy 18,430 square feet in the county courthouse and seven branch courts account for 15,840 square feet in sites distributed throughout the county (see Table V-2 below). A sixth court (division) at the courthouse located in downtown Modesto will begin to operate this year with the appointment of a new judge. The six municipal courts in Modesto handle both criminal and civil cases. The branch in Ceres hears only civil and traffic cases. Each courtroom, on average, occupies 3,870 square feet. Table V-2 presents the space in all facilities.

TABLE V - 2

EXISTING MUNICIPAL COURT FACILITIES

<u>Existing Facilities</u>	<u>Owned Space</u>	<u>Leased Space</u>
Modesto Courthouse (5 divisions)	18,430	-0-
Modesto Traffic Court (1 division)	-0-	4,955
Ceres Branch	4,200	-0-
Oakdale Branch	1,015	-0-
Turlock Branch	3,461	-0-
Riverbank Branch	0	390
Newman Branch	720	-0-
Patterson Branch	<u>1,099</u>	<u>-0-</u>
TOTAL	28,925	5,345

Source: Stanislaus Municipal Court

County Standards

The municipal court applies the same formula developed by California Judicial Council that was used by the superior court to calculate the number of judges needed based on the number and type of filings received. The current average of 2,710 square feet per courtroom will remain the county standard for future development. Table V-3 shows the results of this standard when applied to the cases filed in municipal court during 1988 and the number of cases projected for 1989.

TABLE V - 3

EXISTING MUNICIPAL COURT DEFICIENCIES
(1988 - 1989)

<u>Types of Filings</u>	<u>Minute Value Weights</u>	<u>1988</u>		<u>1989</u>	
		<u>Recorded Number of Filings¹</u>	<u>Number of Courts Needed</u>	<u>Projected Number of Filings</u>	<u>Number of Courts Needed</u>
Felonies	55	3,362	2.92	3,597	3.13
Group A	19	4,336	1.30	4,466	1.34
Group B	7	836	0.09	844	0.09
Group C	34	3,251	1.75	3,283	1.76
Group D	3	12,381	0.59	13,000	0.62
Infractions	2	479	0.02	484	0.02
Traffic	0.7	64,441	0.71	66,374	0.73
Parking	0.04	1,528	0.00	1,543	0.00
Civil	10	8,823	1.39	9,175	1.45
Small Claims	7	<u>5,330</u>	<u>0.59</u>	<u>5,543</u>	<u>0.61</u>
TOTAL		104,767	9.36	108,309	9.75

¹ The case statistics collected by Municipal Court vary from those collected by the District Attorney's office due to the differences between the responsibilities the two departments' have for processing cases.

Source: Stanislaus County Municipal Courts

Existing Deficiencies

As shown in Table V-3, the county's standard requires approximately nine municipal courtrooms in 1988 and ten courtrooms by the end of 1989. Therefore, the department will be deficient one courtroom at the end of 1989. This *immediate* deficiency may also be expressed as the space required for one courtroom: 2,710 square feet.

In addition to the *immediate* deficiency, the municipal court must expand to serve the increasing burden due to the impacts of changes in the state and local penal policies on the existing population. As discussed above, our estimate of the existing population's

share of this *future* deficiency will be 21 percent of the 35,230 square feet of new courtrooms and ancillary space, or 7,398 square feet. When we add these two deficiencies, the department's total existing deficiency equals 10,108 square feet. At a cost of \$144 per square foot, these facilities will require approximately \$1.4 million to remedy.

Facilities Needed to Accommodate New Development

The formula used above is also applied to the forecasted number of filings to calculate the number of additional judicial positions required to serve new development over the next twenty years. Table V-4 shows the results of applying the level-of-service standard given above to the number and mix of future filings projected in 2000 and 2010. The county's standard will require approximately five additional municipal courtrooms by the year 2000 and a total of thirteen courtrooms by the end of 2010. At the existing standard of 2,710 square feet per courtroom plus all other ancillary space, the thirteen additional courtrooms will amount to 35,230 square feet.

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TABLE V - 4

FORECASTED NUMBER OF MUNICIPAL COURTS

<u>Types of Filings</u>	<u>Minute Value Weights</u>	<u>2000</u>		<u>2010</u>	
		<u>Forecasted Number of Filings</u>	<u>Number of Courts Needed</u>	<u>Forecasted Number of Filings</u>	<u>Number of Courts Needed</u>
Felonies	55	7,011	6.09	12,777	11.10
Group A	19	6,081	1.83	8,041	2.41
Group B	7	938	0.10	1,033	0.11
Group C	34	3,655	1.96	4,028	2.16
Group D	3	21,327	1.01	33,322	1.58
Infractions	2	542	0.02	597	0.02
Traffic	0.7	92,166	1.02	121,889	1.35
Parking	0.04	1,716	0.00	1,891	0.00
Civil	10	13,740	2.17	19,785	3.13
Small Claims	7	8,299	0.92	11,949	1.32
TOTAL		155,475	15.12	215,312	23.18

Source: Stanislaus Municipal Courts

Table V-4 shows the total increase necessary over the next twenty years. New development, however, will be responsible for only 79 percent, or 27,832 square feet, of the total increase. At \$144 per square foot, cost equals \$4,007,808 for land, site preparation, construction, furnishings, and equipment.

DISTRICT ATTORNEY

Description of Department

The district attorney (DA) occupies 14,098 square feet at the county courthouse and currently employs 33 attorneys. The DA also includes family support services; however, family support services are funded entirely from state and federal grants and are therefore not included in the calculation of development impact fees. The DA's principal task is prosecuting both misdemeanors and felonies.

County Standards

The DA has applied a level-of-service standard of one attorney per 95 felonies. This level-of-service was based on a ratio of annual felony filings averaging 1.14 percent of the current county-wide population. However, recent trends indicate a constant 1.14 felony ratio is no longer a valid measure because of new state penal policies and the policies of the county's current district attorney. Assuming these policies remain in force during the next twenty years, the department expects the number of filings to more than double while population will increase approximately 65 percent. If the department's level-of-service is to remain constant, its personnel, and therefore its facilities, must be doubled over the next twenty years to keep pace with the projected increase in the number of felonies.

The current office space allotted to each attorney is 673 square feet. This space standard includes all support functions as recommended by the Department of Public Works (i.e., 195.5 square feet for professional employees; 161 square feet for clerical employees; and 316.5 square feet for investigative staff, conference rooms, law library, lobby, etc.)

Existing Deficiencies

The past level-of-service standard requires one attorney for 95 felonies. This standard, when applied to the 3,936 felonies filings recorded during fiscal year 1988/89, require the department have approximately 42 attorneys. The department is expecting felonies to increase at least 7 percent in fiscal year 1989/90 to over 4,200 felonies. This amount would require 44 attorneys and therefore leaves the department with an existing deficiency of 11 attorneys. The 673 square foot space standard applied to the 44 attorneys equals 29,612 square feet. Given the department currently occupies 14,098 square feet, the *immediate* deficiency for space is 15,514 square feet.

As with the other departments, the requisite increase in the DA facilities is due in part to a *future* deficiency that occurs from changes in the penal policies. The *future* deficiency may not be funded from impact fees. The department will add a total of 35 new attorneys of which seven (approximately 21 percent of the 44 new attorneys) are due to this *future* deficiency. This share equals the 6,219 square feet required over the next 20 years (see future space calculations below). When we add the *future* deficiency of 6,219 square feet to the immediate deficiency of 15,514 square feet, the department's total deficiency equals 21,733 square feet.

Facilities Needed to Accommodate New Development and Their Cost

The DA has determined that it will have to double the amount of office space to maintain its current level-of-service standards during the next twenty years. Over the same period, the county expects the total population to increase by approximately 240,000 people or 65 percent. As demonstrated above, this population increase plus similar trends in the employment growth will require a 79 percent increase in the DA's service capacity. The remaining 21 percent will be the additional burden from the existing population. Therefore, the department must double its existing staff of 44 attorneys or 29,612 square feet and may allocate 23,393 square feet (79 percent) to serve

new development. The remaining 6,219 square feet are the responsibility of existing residents. At \$100 per square foot, new development's share of the additional space will cost \$2,339,300 (1989 dollars).

PUBLIC DEFENDER

Description of Department

The Public Defenders (PD) department currently operates out of three offices: 7,000 square feet of leased space in downtown Modesto, 100 square feet located at the courthouse and another 300 square feet of office space at the Juvenile Office. The leasing of downtown space was intended as a temporary measure until space is made available in the courthouse building. The current lease is being paid out of the courthouse construction fund.

The 1987/88 fiscal year caseload of 3,589 felonies and 5,655 misdemeanors was handled by the department's public defender and 18 deputies. The workload necessary to process a felony is on average three times the amount of that for a misdemeanor. In addition, the department handled 240 conservatorship and 2,600 juvenile cases. The department allocates its 18 deputy PD's as follows: eleven attorneys to felonies and conservator cases, five to misdemeanors, and two to juvenile cases. This workload is increasing. For example, felonies increased 20 percent in the county in 1988.

County Standards

The mix of case filings forecasted for the district attorney is an indication of the likely workload to be handled by the public defender. The two vary because some cases investigated by the DA are dropped or settled before the public defender becomes involved. Furthermore, the public defender makes use of private counsel as do some

defendants. Traditionally, the two departments have adopted a ratio of two deputy public defenders for three deputy district attorneys.

The current office space standard employed by the public defender recommends 400 square feet per attorney. This ratio includes reception area, hallways, secretarial space, law library, and investigative staff offices. By comparison, the DA's space standards is 673 square feet per attorney. The DA must conduct an initial investigation prior to filing a case (i.e., question potential witnesses) and this requires a larger number of investigators than the PD's follow-up investigation.

Existing Deficiencies

There are no mandated California standards for the number of cases per attorney; thus each county must set its own caseload standards. The PD has determined, however, that his deputy's caseload should be brought into line with the state-wide average. Table V-5 indicates the current workload handled by the public defender versus the corresponding state-wide average.

TABLE V - 5

COUNTY VS. STATE WORKLOAD AVERAGES (1987/88 Fiscal Year)

<u>Types of Cases</u>	<u>County Average</u>	<u>State-wide Average</u>
Felonies	350	250
Misdemeanors	1,165	600 - 800
Juvenile	<u>1,308</u>	<u>800</u>
Weighted Averages	650	612

Sources: *Judicial Council of California, 1988 Annual Report* and Stanislaus County Public Defender's Office

In order to bring the department's caseload into line with the state average of 250 felonies per attorney, the PD must hire approximately ten additional deputy public defenders. The total of 29 PD attorneys, when compared to the 44 attorneys required for the current DA staff, conforms to the two to three attorney ratio between the PD and DA, respectively. This additional 10 PD staff translates into 4,000 square feet of additional office space. In addition to this staff deficiency, the department currently leases 6,376 square feet for its main offices. This leased space must be counted as a deficiency in the public defender's current facilities. Thus, the *immediate* deficiency for this department amounts to 10,376 square feet.

In addition to the *immediate* deficiency calculated above, the PD will have to increase its size 21 percent, regardless of growth, in order to handle the changes in penal policy. Twenty-one percent of additional 12,000 square feet the public defender projects he will need by 2010 (see calculations below) equals 2,520 square feet. When this *future* deficiency is added to the *immediate* deficiency of approximately 10,376 square feet, the total deficiency equals 12,896 square feet.

Facilities Needed to Accommodate New Development

The public defender's office has forecasted case filings out to the year 2010. The department's forecast assumes that the district attorney's current rate of case filings policies remain the same. The forecasted caseload by 2010 will reach well over 10,000 felonies and the same number of misdemeanors. Table V-6 shows the total office space requirement by 2010.

TABLE V - 6

PUBLIC DEFENDER
FORECASTED CASELOAD & REQUISITE FACILITIES
(1990 - 2010)

<u>Case Type</u>	<u>Cases per Attorney</u>	<u>Total Number of Attorneys</u>	<u>Total Office Space (Sq.Ft.)</u>
Felonies	250	43	17,200
Misdemeanors	800	10	4,000
Conservatorship	300	2	800
Juvenile	<u>800</u>	<u>5</u>	<u>2,000</u>
TOTAL	2,150	60	24,000

Source: Public Defender's Office

The amount of space needed to serve the existing population must be subtracted from the total space required in 2010 in order to calculate the net amount of new facilities that will serve future growth. The county's current standards require 30 attorneys to handle the 12,000 cases. At 400 square feet per attorney, current facilities should total 12,000 square feet. The space necessary for 30 additional attorneys will total 12,000 square feet of office space over the next 20 years. However, new development's share equals 79 percent of this total, or 9,480 square feet. At \$100 per square foot, new development's share of the additional space will cost \$948,000 (1989 dollars) for the cost of land, site preparation, construction, furnishings, and equipment.

PROBATION

Description of Department

The Probation Department occupies 45,036 square feet of relatively new office space. In the near future the department will lose an additional 3,633 square feet in the county courthouse and will instead rent between 4,000 to 5,800 square feet; however, the space standard for the department has been adjusted for these changes. As is the case with the other six criminal justice departments, probation constitutes a county-wide service. The department's responsibilities consist of pre-sentence investigation (preparation of court reports) and the supervision of probationers. The department projects its workload (pre-sentence report referrals) based on a historical average of 10 percent of the number of criminal bookings. The department has assumed this ratio will remain constant of the next 20 years. The department's facility needs consist of office space, furnishings, clerical equipment, and radio equipped passenger cars. There are no special facilities needs beyond the type used for general administrative duties.

County Standards

The department has studied the average time necessary to perform each of its two functions: investigation and supervision. The preparation and filing of a typical pre-sentence court report averages eight hours. The average amount of time required to perform the second function, supervision of probationers, is based on a case classification system developed by the National Institute of Corrections. This system determines the probation officer hours required to supervise a particular type of case.

The space standard used by the department is approximately 150 square feet per officer. This standard includes space required for support staff and other ancillary activities. The standard for vehicles is 2.68 officers per car. The cars are equipped with prisoner cages and two-way radios.

Existing Deficiencies

The probation department is currently operating at its space capacity. The current workforce of 60 probation officers uses 9,060 square feet, giving the department 150 square feet per officer. Its current vehicle fleet is adequate according to the department's vehicle standard. However, the department's projection of 10,050 square feet and 25 additional vehicles (see calculations below) includes the 21 percent share that will serve the existing population over the next 20 years. This *future* deficiency equals 2,110 square feet and 5 vehicles that must be funded from sources other than impact fees.

Facilities Needed to Accommodate New Development

The county forecasted that the number of criminal bookings will increase from 30,821 in 1990 to 59,658 by 2010. During the same time, the Probation Department workload will raise from 3,000 pre-sentence report referrals to 5,806. The supervision of active cases will increase from 4,000 in 1990 to 7,742 in 2010. These increases will require 67 additional probation officers who would require 10,050 square feet of office space and 25 additional vehicles. Seventy-nine percent of the additional space, or 7,940 square feet, and 20 of the new vehicles can be allocated to new development. At \$100 per square foot, the new building space, including all land, site preparation, construction, furnishings, and equipment, costs \$794,000. The cost of 20 vehicles (\$12,000 each) equals \$240,000 (1989 dollars).

ALL CRIMINAL JUSTICE DEPARTMENTS

Total Costs for All Criminal Justice Facilities Required to Serve New Development

In the remainder of this chapter, we will discuss the needs of the six criminal justice departments in terms of a single system. Thus we will sum all the space requirements calculated above for each department and calculate the total number of square feet required to serve new development. Table V-7 presents the total cost based upon an average price for land, site preparation, construction, furnishings and equipment of either \$144 (for courtrooms) or \$100 per square foot (office space).

TABLE V - 7

CRIMINAL JUSTICE:
NEW DEVELOPMENT'S SHARE OF ADDITIONAL FACILITIES
(1990 - 2010)

<u>Department</u>	<u>Facilities (Sq.Ft., Cars)</u>	<u>Cost¹ (1989 dollars)</u>
Superior Court	21,409	3,082,896
Municipal Court	27,832	4,007,808
Superior Court Clerk	10,491	1,049,100
Public Defender	9,480	948,000
District Attorney	23,393	2,339,300
Probation (Space)	7,940	794,000
Probation (Vehicles)	<u>20</u>	<u>240,000</u>
TOTALS	100,565	\$12,461,104

¹ Estimated construction costs are based on \$100 per square foot except for the cost of municipal and superior courtrooms; courtrooms are estimated at \$144 per square foot (1989 dollars)

Source: Recht Hausrath & Associates

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The total cost for new courthouse space plus the office space and vehicle requirements for probation brings the total cost to approximately \$12.5 million (1989 dollars). This cost will change as each department prepares more precise estimates of their capital facility needs.

Allocation of Total Costs for All Departments

The Stanislaus County's criminal justice system serves all county population and employment living and working in both urban and unincorporated areas. Therefore, the total costs for future system-wide expansion are allocated over development county-wide, including any development in cities. While the causes of crime are too complex to allow a concise allocation of cost between all categories of new development, population and employment growth will both contribute additional burdens to the criminal justice system. Therefore, the entire cost of new criminal justice facilities must be borne by all five types of land use: single family, multi-family, office, retail, and industrial. It is assumed here that employment is a reasonable indicator of service needs for non-residential development and that an employee will generate one-half the service needs of a resident. Table V-8 presents the amount of each category of future development over which the cost of new facilities will be spread.

TABLE V - 8

COUNTY-WIDE GROWTH: POPULATION AND EMPLOYMENT
(1990 - 2010)

<u>Land Use Categories</u>	<u>Growth</u>	<u>Percent</u>
Single Family Residents	203,600	65.6%
Multi-Family Residents	52,911	17.0
Office Employees (Weighted 50%) ¹	17,400	5.6
Retail Employees (Weighted 50%) ¹	12,950	4.2
High Density Industrial (Weighted 50%) ¹	21,240	6.8
Low Density Industrial (Weighted 50%) ¹	<u>2,360</u>	<u>0.8</u>
TOTAL	310,461	100.0%

¹ Non-residential growth, as measured by employment, is weighted by one half the number of new employees forecasted over the next 20 years.

Sources: Recht Hausrath & Associates

The new population and employment presented above (Table V-8) constitute the adjusted base that will fund the \$12.5 million cost for criminal justice facilities (shown above in Table V-7). The percentages given in the second column indicates the approximate shares each type of development will contribute to the cost of facilities to serve the next 20 years of new development. Therefore, the total amount required to accommodate the next 20 years of demand for all county-wide criminal justice facilities equals approximately \$40 per county resident and \$20 per employee.

Calculation of Fees

Table V-9 shows how the criminal justice fee per resident or worker is allocated across new development. The third column shows the fee per dwelling unit or per square foot of office, retail, or industrial space.

TABLE V - 9

CALCULATION OF JUSTICE FEES

<u>Land Use Categories</u>	<u>Fee Calculation</u>	<u>Fee</u>
Single Family Units	\$40 x 3.20 residents	\$128 per dwelling unit
Multi-Family Units	\$40 x 2.07 residents	\$83 per dwelling unit
Office Space ¹ (weighted 50%)	\$20 x $\frac{1 \text{ employee}}{300 \text{ square feet}}$	\$67 per 1,000 sq.ft.
Retail Space ¹ (weighted 50%)	\$20 x $\frac{1 \text{ employee}}{500 \text{ square feet}}$	\$40 per 1,000 sq.ft.
High Density Industrial ¹ (wtd 50%)	\$20 x $\frac{1 \text{ employee}}{700 \text{ square feet}}$	\$29 per 1,000 sq.ft.
Low Density Industrial ¹ (wtd 50%)	\$20 x $\frac{1 \text{ employee}}{2,100 \text{ square feet}}$	\$10 per 1,000 sq.ft.

¹ Non-residential growth, as measured by employment, is weighted by one half the number of new employees forecasted over the next 20 years.

Source: Recht Hausrath & Associates

Cost of Existing Deficiencies

As is the calculation of future needs due to growth, the total cost of existing deficiencies will be the sum of the departments with existing space deficiencies calculated above.

Table V-10 presents this summation and calculated the total cost based upon an average price for land, site preparation, construction, furnishings and equipment of \$100 per square foot for general types of office space and \$144 per square foot for courtrooms.

TABLE V - 10

**JJUSTICE FACILITIES:
IMMEDIATE & FUTURE DEFICIENCIES
(1989 - 2010)**

<u>Department</u>	<u>Additional Space (Sq.Ft.)</u>	<u>Total Cost¹ (1989 dollars)</u>
District Attorney	21,733	\$2,173,300
Municipal Court	10,108	1,455,552
Public Defender	12,896	1,289,600
Superior Court	5,691	819,504
Superior Court Clerk	2,789	278,900
Probation (space)	2,110	211,000
Probation (Vehicles)	<u>5</u>	<u>60,000</u>
TOTALS	55,332	\$6,287,856

¹ Estimated construction costs are based on \$100 per square foot except for the cost of municipal and superior courtrooms, estimated at \$144 per square foot (1989 dollars)

Source: Stanislaus County and Recht Hausrath & Associates

The results of Table V-10 indicate that the total space deficiency for the criminal justice system equals \$6.3 million (in 1989 dollars).

VI. ROAD FACILITIES

The impact fee for county roads and other associated traffic facilities is complex because different types of new development will impact different parts of the county-wide road system. In order to satisfy the "nexus" requirement (discussed in Chapter I), the county's road fee is composed of three separate fees, each fee designed to mitigate the impacts on three different types of county roads. Generally defined, these types of roads are:

- 1) *inter-city routes* that serve all new county residents and employees;
- 2) *urban sphere roads* that have been incorporated into the long range traffic planning of a city (or an unincorporated area, such as Salida).
- 3) *city/county roads* that serve the remaining unincorporated areas of the county and cities that have not yet studied traffic improvements in their sphere of influence.

In this chapter, we will present a detailed description of the three types of roads and the methodology used to allocate project costs to the appropriate development. The chapter is composed of six sections following the same format used in the other chapters. In two of the sections, Cost of Facilities Needed to Accommodate New Development and Cost Allocation and Fee Determination, each fee is discussed separately.

Description of Department

The Roads and Bridges division of the Public Works Department performs all construction and maintenance on county roads and traffic signals. This chapter will cover only those fees paid for road construction and new traffic signals. The department's future needs for additional office space will be covered in the general administration fee. The county does not construct or maintain roads within the nine cities but works jointly with some cities to plan future road improvements with the cities'

urban spheres. The department has a traffic model used for forecasting future needs out to 2010.

County Standards

At present, the county road system is generally operating at a level of service "C". The rapid urbanization within some spheres of influence has increased congestion at peak hours such that levels of service "D" are occasionally experienced in these areas. The county has reached an understanding with the City of Modesto with regard to traffic planning and level of service standards. The basic agreement, explained in more detail below, will allow the City to plan road improvements within its sphere of influence according to a comprehensive traffic plan prepared by an independent consultant. The Modesto traffic plan has as its goal level of service "C" at peak hours throughout the city and urban sphere. The county plans to implement similar agreements with other cities if and when they institute traffic planning for their urban spheres. The county will continue seeking to maintain a level of service standard "C" for all county roads outside urban spheres. The level-of-service for county roads within urban spheres are determined through joint county and municipal traffic planning.

Existing Deficiencies

The public works officials believe that all county roads outside Modesto's urban sphere generally operate at a service level "C" or better during peak hours. There are, therefore, no existing deficiencies.

Facilities Needed to Accommodate New Development and Their Cost

The following discussion identifies the cost of road and traffic projects that are necessary to accommodate the next 20 years of growth. For the purposes of this study, the Public Works department has organized these construction projects into three groups: *Inter-City*, *Urban Sphere*, and *City/County*. The projects in each group benefit a different geographic segment of the county's future population. The following definitions have been used to allocate road projects to one of three groups.

Inter-City Projects: This first category consists of all major intercity road improvements that will serve county-wide traffic circulation. The *inter-city fee* will be based on the construction cost for such improvements. For projects that serve both inter-city travel and sphere circulation, the county and appropriate city will split the cost of these projects. The fee will include the county's expected share of construction costs for all major interstate and limited access routes. It will be charged to all new development county-wide, regardless of where the new development takes place.

Urban Sphere Projects: The second category is intended to extend a city's traffic impact fees to cover road improvements within its urban sphere. The county will impose a city's traffic impact fee only when a city has completed long-term traffic planning throughout its sphere of influence and has developed traffic impact fees that account for road improvements within its urban sphere. Thus, where cities have developed their own development fees for road improvements within their sphere of influence, the county adopts the city's fee as its own. The county may then carry out the road and traffic improvements according to the city's intentions or turn the collected fees over to the city when the area is annexed. At the present time, Modesto is the only one of nine cities that has completed such sphere-wide traffic planning. In the future, the urban sphere fee will become more applicable as other cities undertake sphere-wide traffic planning and implement traffic impact fees. Also, to the extent that urban communities (e.g., Salida) are developed in unincorporated areas, street improvements may be planned and a fee imposed in place of the city/county fee similar to the arrangement in the sphere of a city.

City/County Projects: The third category includes all county roads and traffic improvements outside city boundaries that have not been either

accounted for as major inter-city routes (*inter-city fee*) or as urban sphere road improvements financed through a city's traffic fee program (*urban sphere fee*). The county will charge this fee to all development in all areas of the county except where development is assessed a sphere fee. It is expected that cities will complete sphere-wide planning and impose fees that will fund road improvements throughout their spheres. As such fees are implemented, the county will charge new development occurring in the city's urban sphere the city's new *sphere fee* instead of the *city/county fee*.

New development, therefore, will pay a two-part traffic fee. All new development will pay the inter-city fee regardless of where it is located in the county. In addition, new development will also pay either a sphere fee or a city/county fee. For example, the new development within the Modesto urban sphere would pay the Modesto *urban sphere fee* plus the county's *inter-city fee*. New development in or near the city limits of Oakdale, until it prepares a city sphere street fee program, would pay the county *city/county fee* and *inter-city fee*. The details of each of the three fees is discussed separately below.

It is important to note that all of these fees are independent of any on-site road improvements required as part of a city's or county's subdivision ordinance. Only in rare circumstances would a developer be given credit towards her/his county road fees for on-site, project-specific road construction. However, if a developer constructs city/county improvements that are part of the county's master list of inter-city, sphere, or rural road projects, then the county or city should give credit towards the appropriate fee.

Inter-City Traffic Projects

The county Public Works Department, Caltrans, the City of Modesto and SAAG have prepared a list of all road projects appropriate for inclusion in the inter-city fee program. The projects are organized into two groups. The first group contains all

interstate and major state projects that are eligible for state or federal funding assistance. The second group consists of the remaining inter-city routes that will be funded locally.

The first group of inter-city projects consists of road, bridge and signal improvements to Interstate 5, State Highway 99, and routes 120, 219, 132, and 108. These projects are eligible for state and federal assistance. Caltrans and county transportation analysts have reviewed all the intercity projects and, on a case-by-case basis, estimated the percentage of Caltrans and other outside assistance that can be expected. In some cases the share of state assistance can be estimated quite accurately, while for other projects the estimate is only an approximation. It should be noted that all these estimates assume the state gas tax is increased as proposed. If the gas tax increase is not approved, the expected levels of funding assistance must be reconsidered.

The local share of partially state-funded projects along with the entire cost of those inter-city projects not eligible for state assistance are allocated to new development. Table VI-1 presents a summary of the cost estimates, net of the estimated state and federal funding, for all inter-city road and highway construction.

Appendix A lists all inter-city road projects currently allocated to the *inter-city fee*. The county will update this list as new projects are deemed necessary, as the cost of projects change due to inflation, and as adjustments to the expected level of state and federal assistance become appropriate.

TABLE VI - 1

PROJECTED INTER-CITY ROAD IMPROVEMENTS
(Net of State & Federal Assistance)

<u>Projects Scheduled From 1990-2010</u>	<u>Estimated Cost¹</u>
State Highway Projects (Caltrans Assisted)	\$118,973,000
County Road Projects	74,234,937
Contingency ² (20 percent)	39,529,587
Engineering ³ (15 percent)	29,647,191
County Traffic Signals	<u>4,920,000</u>
TOTALS	\$267,304,715

¹ Costs are in 1989 dollars and estimate the county's share of the cost for projects scheduled from 1990 to 2010

² The historic data demonstrate consistent bias between estimated construction costs and contractor bids.

³ Engineering costs are typically 15 percent of the basic construction and right-of-way costs.

Source: Department of Public Works, Caltrans, SAAG and Recht Hausrath & Associates.

Urban Sphere Traffic Projects

Modesto has recently completed an extensive traffic study with the assistance of Dowling Transportation Engineering. The study forecasts traffic flows throughout Modesto's sphere of influence to the year 2010 and then estimates the cost of traffic mitigation. The City of Modesto is using this study to update the city's existing traffic fees. The county will, in turn, levy the same fee as its *sphere fee* for all new development in Modesto's urban sphere. The developers of the Salida planned development have also recently completed a development agreement with the county that includes mitigation of new development's impact on roads throughout the township. The Salida *sphere fee*, designed as a result of the development project's EIR, will replace the county's *city/county fee* in that area.

The county expects other cities and unincorporated communities to develop their own *sphere fees* similar to those now in place in Modesto and Salida. Appendix A does not list sphere roads because these are specific projects planned by each jurisdiction currently imposing a *sphere fee* (i.e., Modesto and Salida).

City/County Road Projects

This category covers all county roads that have not been classified as inter-city routes or been included in the traffic impact fees levied by one of the nine cities. Although the term "city/county roads" is somewhat of a misnomer, the county's classification of many road projects as "city/county" will be temporary because they are situated in the urban spheres of cities that will implement their own *sphere fees*. As cities and urban communities plan sphere-wide road fees, new development will be charged for local roads only within these jurisdictions. (All new development, regardless where it is situated in the county, will still pay the county's *inter-city fee*.)

Modesto is the only city and Salida is the only unincorporated community that are currently charging traffic impact fees for future traffic improvements to roads within their spheres. Therefore, all of the county's road projects not included in the *inter-city* group or within these two communities are currently part of the *city/county roads fee*. The projects in this group are unlikely to receive any state or federal assistance, and therefore the total cost of these projects is allocated to new development (see Appendix A for a detailed list). Table VI-2 presents a summary of the cost estimates for county city/county road and highway construction over the next 20 years.

TABLE VI - 2

PROJECTED CITY/COUNTY ROAD IMPROVEMENTS
(1990 - 2010)

<u>Projects Scheduled From 1990-2010</u>	<u>Estimated Cost¹</u>
City/County Road Projects (Federal or State Assisted)	\$22,493,500
County Road Projects	16,006,816
Contingency ² (20 percent)	7,869,063
Engineering ³ (15 percent)	5,901,797
County Traffic Signals	<u>845,000</u>
TOTALS	\$53,116,176

¹ Costs are in 1989 dollars and are net of state or federal assistance for projects scheduled from 1990 through 2010

² The historic data demonstrate consistent bias between estimated construction costs and contractor bids.

³ Engineering costs are typically 15 percent of the basic construction and right-of-way costs.

Source: Department of Public Works, Caltrans, SAAG and Recht Hausrath & Associates.

Appendix A lists all city/county road projects currently allocated to the *city/county fee*. The county should update this list as cities and urban communities implement their own sphere-wide fee programs and take over responsibility for certain projects. At the same time, the total amount of new development among which the cost of the *city/county* roads must be shared and therefore reduced accordingly.

Cost Summary of County-Wide Traffic Projects

Table VI-3 presents the total cost estimates calculated for each group of county road construction projects. The department allocates the amortized cost of all construction equipment to each specific project. These figures serve as the revenue requirements that will be funded by new development over the next 20 years.

TABLE VI - 3

PROJECTED ROAD IMPROVEMENTS
(1990 - 2010)

<u>Projects Scheduled From 1990 - 2010</u>	<u>Totals¹</u>
Inter-City	\$267,824,715
City/county	<u>53,116,176</u>
TOTALS	\$320,940,891

¹ Costs are in 1989 dollars and estimate the county's share for projects scheduled from 1990 through 2010

Sources: Public Works, Caltrans, SAAG, and Recht Hausrath & Associates

Forecast of Peak Hour Tripend Generation

In this section, the total number of peak hour trips are projected by using the forecast of the five types of land use (i.e., single family, multi-family, office, retail, and industrial). Different types of development generate different amounts of traffic. The demand for future traffic improvements will be determined by the amount of driving or "trips" generated by each type of future development growth. Specifically, each type of development generates an average number of peak hour trips, and this peak hour tripend generation factor may be used to allocate the cost of traffic mitigation to new growth in each of the five types of land use categories.

As is common in traffic analysis, tripend, rather than trip, is used as the actual measure of traffic. Tripend is defined here as either a departure or a destination; in other words, each trip has two tripends. Tripend generation rates are typically described in terms of peak hour trips (PHT) per dwelling unit for residential land use, and per acre or per thousand square feet for retail, office and industrial uses.

The peak hour trip estimates for five categories of land used in this report are based on the Caltrans' *Trip Ends Generation Research Counts* (1986) and analysis from SAAG and the Department of Public Works. Table VI-4 presents the peak hour trip factor estimates applied to the forecasted growth for each of the five land use categories.

TABLE VI - 4

APPROXIMATE PEAK HOUR TRIPENDS

<u>Land Use Category</u>	<u>Peak Hour Tripends per Unit</u>
Single Family dwelling unit	1.00
Multi-Family dwelling unit	0.67
Retail per thousand square feet ¹	5.14
Office per thousand square feet ¹	2.00
High Density Industry per thousand square feet ¹	1.00
Low Density Industry per thousand square feet ¹	0.75

¹ The peak hour tripends show in this table are averages for purposes of calculating the total number of peak hour trips. For purposes of project-specific road fees, non-residential land use is broken out into more detailed business types in Tables VI-7 and VI-8.

Source: Caltrans and Institute of Traffic Engineers (ITE)

The estimated peak hour trips in Table VI-4 are used to calculate the total peak hour trips over the next 20 years generated from the forecasted growth. Because of the different fee categories, peak hour trips are forecast for county-wide growth and, separately, for growth in unincorporated areas.

Table VI-5 presents the conversion of new development by type of land use to peak hour tripends throughout the county. The first of the three fees, the *inter-city fee*, is

calculated by allocating the total local share (total cost minus the expected Caltrans assistance) of inter-city road projects among these tripends.

TABLE VI - 5

CONVERSION OF LAND USE TO TRIPENDS - COUNTY-WIDE
(1990 - 2010)

<u>Land Use Categories¹</u>	<u>Growth²</u>	<u>Estimated PHT/Unit</u>	<u>Total PHT</u>
Single Family Dwelling Units	63,635	1.00	63,635
Multi-Family Dwelling Units	25,561	0.67	17,126
Office ³ (1,000s of sq.ft.)	10,440	2.00	20,880
Retail ³ (1,000s of sq.ft.)	12,950	5.40	69,930
High Density Industry ³ (1,000s of sq.ft.)	30,500	1.00	30,500
Low Density Industry ³ (1,000s of sq.ft.)	3,387	0.75	2,540
TOTAL			204,611

1 Actual fees are based on ITE average trip generation statistics for specific types of businesses.

2 Forecasted land use growth county-wide, 1990-2010. Land use growth is based on forecasted employment converted to building space using 300 office, 500 retail, and 700 high density industrial, and 2,100 low density industrial square feet per employee.

3 Inter-city impact fees for *non-residential development only* will vary by the specific type of business activity and its corresponding tripend generation.

Sources: Q.E.D. Research, SAAG, and Recht Hausrath & Associates

The *city/county fee* is based on the total peak hour trips generated over the next 20 years except within the Modesto sphere of influence and the Salida Planned Development (accounted for in their respective sphere fees). The peak hour trips generated by this unincorporated growth is calculated below in Table VI-6.

TABLE VI - 6

CONVERSION OF LAND USE CONVERT TRIPENDS FOR
NON-SPHERE FEE AREAS
(1990 - 2010)

<u>Land Use Categories¹</u>	<u>Growth²</u>	<u>Approximate PHT's/Unit</u>	<u>Total PHT's</u>
Single Family Dwelling Units	20,595	1.00	20,595
Multi-Family Dwelling Units	5,725	0.67	3,836
Retail (1,000s of sq.ft.) ³	3,828	5.40	20,671
Office (1,000s of sq.ft.) ³	4,476	2.00	8,952
High Density Industry (1,000s of sq.ft.) ³	5,550	1.00	5,550
High Density Industry (1,000s of sq.ft.) ³	648	0.75	<u>486</u>
TOTAL			60,090

1 Actual fees are based on ITE average trip generation statistics for specific types of businesses.

2 The forecasted growth includes all cities and county except new development projected in the city and sphere of Modesto and the Salida Planned Development over the next 20 years. Land use growth is based on forecasted employment converted to building space using 300 office, 500 retail, and 700 high density industrial, and 2,100 low density industrial square feet per employee. Actual fees are based on ITE average trip generation statistics for specific types of businesses.

3 City/county impact fees for *non-residential development only* will vary by the specific type of business activity and its corresponding tripend generation.

Sources: QED Research, SAAG, County Planning Department and Recht Hausrath & Associates

The projected peak hour tripends above have been forecasted from county-wide land use patterns and based on research conducted by the Institute of Traffic Engineers (ITE). Peak hour tripend projections derived from a traffic model may be considered an alternative and equally valid approach. A comparison of the model's peak hour tripend generation was within 12 percent of the projections shown above (Tables VI-5 and VI-6). The next step involves calculating an average cost per peak hour tripend for the *inter-city* and *city/county* roads. Table VI - 7 divides the total cost for each group of road projects by the corresponding number of peak hour tripends.

TABLE VI - 7

COST PER PEAK HOUR TRIPEND

<u>Type of Peak Hour Tripend</u>	<u>Total Cost of Road Projects</u>	<u>Number of Peak Hour Tripends</u>	<u>Cost per Peak Hour Tripend</u>
<i>Inter-city</i>	\$267,304,715	204,611	\$1,306
<i>City/county</i>	53,116,176	60,090	\$884

Source: Recht Hausrath & Associates

Technical Adjustments to Tripends

Impact fees for roads are often based on tripends as described above, however, tripends generated by each type of land use are not equivalent. There are significant differences between the tripends generated by residential, retail and office/industrial land uses that may be factored into the final calculation of tripends generated over the next twenty years. Without some adjustments, imposing the same cost per trip on retail as the cost for commute trips may appear inequitable. Some adjustments to non-residential land uses are calculated here to demonstrate the options available.

For example, retail trips (44 percent of all tripends), particularly those for convenience stores and fast food restaurants, are shorter than average and often interrupted or pass-by (stop-on-the-way) or diverted (a few blocks out-of-the-way) trips. These types of tripends are intermediate tripends and should be subtracted from the total unadjusted tripend total (see Tables VI-8 and VI-9).

A second adjustment is necessary to account for shorter trips for retail shopping than a typical commute to work. These adjustment factors are not subtracted from the

unadjusted tripends as are the interrupted trips because the tripends still occur. However, the shorter trips reduce the amount of additional road capacity that must be built to accommodate new development. Therefore, the adjustments are made directly to the fees a specific type of land use would otherwise pay. Tables VI-10 and V-11 show the interrupted trip and trip length adjustments for specific types of land use. The following factors are used to adjust the general land use categories:

<u>Land Use Categories</u>	<u>Trip Length Adjustment Factor</u>	<u>Interrupted Adjustment Factor</u>	<u>Composite Adjustment Factor</u>
Residential	1.23	1.00	1.23
Office	0.88	1.00	0.88
Retail	0.77	0.75	0.58
Industrial	0.88	1.00	0.88

Source: Recht Hausrath & Associates

A third adjustment involves the county's policy that links retail tripends back to the residential development. While economic logic may justify attributing the cause of a trip to a resident rather than the shopping mall or office building, there exists no practical method of quantifying the effect. Therefore, the application of a "linkage factor" must be a policy decision and requires both the involvement of the Board and legal advise.

Tables VI-8 and VI-9 show how the interrupted trip adjustments are applied to the total tripends (Tables VI-5 and VI-6). The second column shows these original tripends calculated above. The conversion factors are shown in the second column and the fully adjusted tripends are shown in the third column.

TABLE VI - 8

Interrupted Trip Adjustment: Inter-City Fee

<u>Land Use Categories</u>	<u>Unadjusted Tripend</u> s	<u>Interrupted Adjustment Factor</u>	<u>Adjusted Tripend</u> s
Single Family	63,635	100%	63,635
Multi-Family	17,126	100%	17,126
Office	20,880	100%	20,880
Retail	69,930	75%	52,448
High Density Industry	30,500	100%	30,500
Low Density Industry	<u>2,540</u>	100%	<u>2,540</u>
TOTAL	204,611		187,129

Source: Recht Hausrath & Associates

TABLE VI - 9

INTERRUPTED TRIP ADJUSTMENT: CITY/COUNTY FEE

<u>Land Use Categories</u>	<u>Unadjusted Tripend</u> s	<u>Interrupted Adjustment Factor</u>	<u>Adjusted Tripend</u> s
Single Family	20,595	100%	20,595
Multi-Family	3,836	100%	3,836
Office	8,952	100%	8,952
Retail	20,671	75%	15,503
High Density Industry	5,550	100%	5,550
Low Density Industry	<u>486</u>	100%	<u>486</u>
TOTAL	60,090		54,922

Source: Recht Hausrath & Associates

All of the adjustment taken together reduce the total tripends sharing the cost burden about 8.5 percent for *inter-city* peak hour tripends and 8.6 percent for *city/county*.

Calculation of the Cost Per Peak Hour Tripend

The next step involves calculating an average cost per peak hour tripend for the *inter-city* and *city/county* roads. Table VI-10 shows the calculation of the cost per peak hour trip end on an adjusted basis.

TABLE VI - 10

ADUSTED COST PER PEAK HOUR TRIPEND

<u>Type of Peak Hour Tripend</u>	<u>Total Cost of Road Projects</u>	<u>Number of Peak Hour Tripends</u>	<u>Cost per Peak Hour Tripend</u>
<i>Inter-city</i>	\$267,304,715	187,129	\$1,428
<i>City/county</i>	\$53,116,176	54,922	\$967

Source: Recht Hausrath & Associates

If the adjustments described above as an example are applied, the fee per *inter-city* tripend would be increased from \$1,306 to \$1,428. When the adjustments are applied to *city/county* tripends, the cost per *city/county* peak hour tripend increases from \$884 to \$967. These average costs are then multiplied by the estimated peak hour trip factors for each land use category to determine the fee for each type of new development. Table VI-11 and VI-12 present the *inter-city* and *city/county* fees, respectively.

The fee, as it appears to the developer pulling a building permit, is a total of either the *inter-city* fee and the *city/county* fee or the *inter-city* fee and the *urban sphere* fee. As is evident from the combinations, the *inter-city* fee will be charged to all new development anywhere in the county. For development within the sphere of influence of Modesto, the developer will pay the *inter-city* fee and the *urban sphere* fee. For all development

outside the sphere of influence of Modesto and the Planned Development of Salida, the developer will pay the *inter-city fee* and the *city/county fee*. As other cities and unincorporated urban communities undertake comprehensive traffic planning and fee programs that include their spheres, the county will substitute the city's traffic fee for its *city/county fee*.

Cost of Existing Deficiencies

Engineers at the Department of Public Works conclude that existing traffic counts on county roads rarely exceed those for level of service "C". The exceptions are within certain spheres of influence where a level of service "D" is acceptable. Therefore, the county has no existing deficiency at the present time and the entire cost of future road construction will be allocated to new development.

TABLE VI - 11

ALTERNATIVE INTER-CITY ROADS FEE SCHEDULES

<u>Land Use</u>	<u>Peak Hour Trip Ends</u>	<u>Unadjusted Fee</u>	<u>Technical Adjustment Factor¹</u>	<u>Technically Adjusted Fee</u>
RESIDENTIAL - Per Dwelling Unit				
Single-family	1.00	\$1,306	1.23	\$1,756
Multi-family	0.67	875	1.23	1,177
Senior Housing	0.40	522	1.23	703
NON-RESIDENTIAL - per 1,000 Sq. Ft. (unless otherwise noted)				
Office				
General Office/Office Park	2.00	2,612	0.88	2,513
Medical Offices	3.60	4,702	0.88	4,524
Industrial				
High Density Industrial	1.00	1,306	0.88	1,257
Low Density Industrial	0.75	980	0.88	942
Commercial				
Convenience Market	71.10	92,857	0.42	42,643
Small Retail (<50,000 sq.ft.)	12.36	16,142	0.58	10,237
Medium Retail (50-100,000 sq.ft.)	7.51	9,808	0.58	6,220
Shopping Center (100-300,000 sq.ft.)	4.17	5,446	0.58	3,454
Shopping Mall (>300,000 sq.ft.)	3.44	4,493	0.58	2,849
Restaurants				
Fast Food	43.30	56,550	0.46	28,443
High Turnover	19.93	26,029	0.58	16,507
Sit Down	7.25	9,469	0.77	7,972
Financial				
Bank	24.00	31,344	0.46	15,765
Savings & Loan	6.10	7,967	0.69	6,010
Manual Car Wash (per stall)	4.80	6,269	0.58	3,976
Church	0.64	836	0.77	704
Day Care Center	12.30	16,064	0.23	4,040
Hospital	1.58	2,063	0.77	1,737
Mini-Warehouse	0.26	340	0.77	286
Nursing Home	0.27	353	0.77	297
Gas Station-per pump	3.63	4,741	0.39	2,022
Motel/Hotel-per room	0.64	836	0.77	704
Golf Course (per acre)	0.39	509	1.00	557
Movie Theater	6.14	8,019	1.00	8,768
Racquet Club (per court)	3.94	5,146	1.00	5,626
Tennis Courts (per court)	3.43	4,480	1.00	4,898

1 Adjustment factors are based on statistical analysis of interrupted trips and trip lengths for each of the six major types of land use.

Source: Recht Hausrath & Associates

TABLE VI - 12

ALTERNATIVE CITY/COUNTY ROADS FEE SCHEDULE

<u>Land Use</u>	<u>Peak Hour Trip Ends</u>	<u>Unadjusted Fee</u>	<u>Technical Adjustment Factor¹</u>	<u>Technically Adjusted Fee</u>
RESIDENTIAL - Per Dwelling Unit				
Single-family	1.00	\$844	1.23	1,189
Multi-family	0.67	565	1.23	797
Senior Housing	0.40	338	1.23	476
NON-RESIDENTIAL - per 1,000 Sq. Ft. (unless otherwise noted)				
Office				
<i>General Office/Office Park</i>	2.00	1,688	0.88	1,702
<i>Medical Offices</i>	3.60	3,038	0.88	3,063
Industrial				
<i>High Density Industrial</i>	1.00	844	0.88	851
<i>Low Density Industrial</i>	0.75	633	0.88	638
Commercial				
<i>Convenience Market</i>	71.10	60,008	0.42	28,877
<i>Small Retail (<50,000 sq.ft.)</i>	12.36	10,432	0.58	6,932
<i>Medium Retail (50-100,000 sq.ft.)</i>	7.51	6,338	0.58	4,212
<i>Shopping Center (100-300,000 sq.ft.)</i>	4.17	3,519	0.58	2,339
<i>Shopping Mall (>300,000 sq.ft.)</i>	3.44	2,903	0.58	1,929
Restaurants				
<i>Fast Food</i>	43.30	36,545	0.46	19,261
<i>High Turnover</i>	19.93	16,821	0.58	11,178
<i>Sit Down</i>	7.25	6,119	0.77	5,398
Financial				
<i>Bank</i>	24.00	20,256	0.46	10,676
<i>Savings & Loan</i>	6.10	5,148	0.69	4,070
Manual Car Wash (per stall)	4.80	4,051	0.58	2,692
Church	0.64	540	0.77	477
Day Care Center	12.30	10,381	0.23	2,736
Hospital	1.58	1,334	0.77	1,176
Mini-Warehouse	0.26	219	0.77	194
Nursing Home	0.27	228	0.77	201
Gas Station-per pump	3.63	3,064	0.39	1,369
Motel/Hotel-per room	0.64	540	0.77	477
Golf Course (per acre)	0.39	329	1.00	377
Movie Theater	6.14	5,182	1.00	5,937
Racquet Club (per court)	3.94	3,325	1.00	3,810
Tennis Courts (per court)	3.43	2,895	1.00	3,317

¹ Adjustment factors are based on the statistical analysis of interrupted trips and trip lengths for each of the six types of land use.

Source: Recht Hausrath & Associates

VII. LIBRARIES

Description of Department

The county library system currently operates a 62,000 square foot main library in downtown Modesto and 13 branch facilities totalling almost 100,000 square feet. Two of the branch facilities occupy leased space totaling 2,440 square feet. Currently, one third of all county residents have library cards.

While the county manages all the facilities, some cities (e.g. Modesto) have provided some maintenance and support, including limited purchase of materials. Oakdale has been the only city that has expressed any desire to own their library out-right.

Historically, the libraries have received 75 percent of their total operating budget from the county and 25 percent from the cities. The specific terms of support and funding proportions vary by municipality. Table VII-1 presents a summary of the county's existing libraries and volumes.

The county's recent expansion plans included a 10,000 square foot mezzanine addition to the main library in Modesto and an adjacent three-deck parking structure costing \$3 million. These plans have been abandoned in favor of expanding the branch facility system where larger expected growth will create a greater need. In the next two years, the department will add two branch libraries to be constructed as part of two new secondary schools. The Modesto City School District has requested that these adjacent libraries be operated as a county library. With these additions, the department will have remedied all existing deficiencies. The immediate construction of the two school libraries (21,000 square feet) will bring the total system size to approximately 121,000 square feet.

TABLE VII - 1

EXISTING LIBRARY FACILITIES

<u>Existing Facilities</u>	<u>Owned Space (square feet)</u>	<u>Leased Space (square feet)</u>	<u>Volumes¹</u>
Modesto Library	62,000	-0-	384,915
Modesto School Branches ²	21,000	-0-	-0-
Oakdale Branch	6,500	-0-	41,086
Ceres Branch	4,500	-0-	24,461
Denair Branch	2,000	-0-	12,318
Turlock Branch	10,000	-0-	82,574
Empire Branch	670	-0-	6,061
Newman Branch	2,613	-0-	11,533
Patterson Branch	4,070	-0-	30,719
Riverbank Branch	3,594	-0-	20,089
Waterford Branch	2,170	-0-	17,663
Keyes Branch	1,200	-0-	12,522
Salida Branch ³	-0-	1,400	6,256
Valley Home Branch	500	-0-	4,216
Hughson Branch	<u>-0-</u>	<u>1,040</u>	<u>6,675</u>
TOTAL	120,817	2,440	661,088

1 Volumes are defined to include documents, magazine titles, pamphlets, and audio-visual materials.

2 The Modesto School District plans to incorporate two library branches totaling 21,000 square feet into two new schools scheduled for completion sometime during 1990.

3 The Salida Planned Development will include a new 12,000 square foot branch library. The facility is considered part of the new system capacity to serve growth and is therefore not counted as an existing facility.

Source: Stanislaus Public Libraries

County Standards

The American Library Association recommends 2.5 volumes per capita and the California State Library recommends from 0.4 to 0.5 square feet per resident as minimum standards for library capacity. The department will apply its current ratio of 2.1 volumes per resident as the future county standard.

The county currently owns approximately 121,000 square feet to serve the existing population of 360,000. This produces a 0.34 ratio of space to population, which the department has adopted as its space standard. The ratio does not include the currently leased space.

Existing Deficiencies

Currently, the library department owns over 661,000 volumes or 2.1 volumes per resident (Volumes are defined to include documents, magazine titles, pamphlets, and audio-visual materials). The space standard has been determined from the current ratio of 0.34 square feet to residential population. Therefore, the department has no existing space or volume deficiency.

Facilities Needed to Accommodate New Development and Their Cost

The county librarian and her staff have identified the facilities required for future population growth, the estimated construction cost of the building shell, shelving, furnishings, and equipment is \$138.75 (1989 dollars) per square foot. The amount of land needed is 2.75 times the amount of library floor space, or a floor area ratio (F.A.R.) of 0.36. Current land prices average between \$70,000 to \$85,000 per acre, or \$5.37 per building square foot adjusted for a 0.36 F.A.R. The results presented in Table VII-2 assume land costs of \$5.37 per square foot, or a total cost of \$144.12 per square foot (1989 dollars) for new library facilities.

The department's future needs are directly linked to the increase of residential and employment (used as a proxy for businesses expansion) population. According to the department's standard of 0.34 square feet per capita served, the forecasted residential population increase of 256,511 will require approximately 90,000 square feet of new

space. The specific branch facilities to be expanded or constructed are listed below in Table VII-2.

TABLE VII - 2
COST SUMMARY OF FUTURE LIBRARY EXPANSION
(1990 - 2010)

<u>New Facilities</u>	<u>New Space (Square Feet)</u>	<u>Construction Cost¹</u>	<u>Land Costs²</u>
Northeast Modesto	15,000	\$2,081,250	\$ 80,550
Turlock Addition	38,000	5,272,500	204,060
Salida Addition	12,000	1,665,000	64,440
Ceres Addition	8,000	1,110,000	42,960
Oakdale Addition	6,000	832,500	32,220
Denair Addition	4,000	555,000	21,480
Hughson Library	3,000	416,250	16,110
Waterford Addition	<u>4,000</u>	<u>555,000</u>	<u>21,480</u>
TOTAL	90,000	\$12,487,500	\$483,300

1 Construction costs (1989 dollars) are estimated at \$138.75 per square foot for the building shell, shelving, furnishings and equipment.

2 Land costs (1989 dollars) are based on \$85,000 per acre or \$5.37 per square foot assuming a F.A.R. of 0.36.

Source: Stanislaus Public Libraries and Recht Hausrath & Associates

The forecasted county-wide population of 610,000 in the year 2010 will require 1.28 million volumes. This future need represents 620,000 additional volumes above the county's current collection of 661,000 volumes. The purchase cost of new volumes is based on average prices quoted from the March (1989) issue of Publishers Weekly. The average price per volume for general reading was \$28.00 in 1989. Therefore, the cost of purchasing reading material for future growth is approximately \$17.4 million (in 1989 dollars) over the next 20 years.

In addition to furnished space and volumes, the department's needs include an automated catalog that will help reduce future hiring of additional staff and provide better service. Since this capital expense will benefit existing as well as new library users, we have allocated 48 percent (the percentage of total usage represented by growth) of the \$700,000 total cost to new development; thus, \$340,000 will be included in the cost of new facilities to accommodate growth. This amount is added to \$13.0 million per Table VII-2 for expansion of the physical facilities and \$17.4 million for additional volumes, equaling a total of \$30.7 million (1989 dollars) required to accommodate new growth in the county through the year 2010.

Allocation of Costs

The Stanislaus County library system is a county-wide service. There are no parallel municipal facilities serving city residents. Therefore, the total costs for future system-wide expansion are allocated over development county-wide, including all development that will take place inside city limits. Furthermore, the libraries do not receive any mandated or probable state or federal funding. Therefore, the entire cost of new facilities can be borne by impact fees.

The county has included one half of the projected square footage of new non-residential development in the calculation of the library impact fee. The library department considers business use of library resources to be significant, but less than residential use. It is assumed here that employment is a reasonable indicator of non-residential library use and that an employee generates only about half the library use as a resident. Table VII-3 presents the number of new single and multi-family home residents and all types of employment that will share in the total costs of new library facilities and volumes. It can be seen that these assumptions result in non-residential development being responsible for 17.4 percent of the cost.

TABLE VII - 3

COUNTY-WIDE GROWTH IMPACTING LIBRARY FACILITIES
(1990 - 2010)

	<u>Growth</u>	<u>Percent</u>
Residents	256,511	82.6%
Employment ¹ (weighted at 50%)	<u>53,950</u>	<u>17.4%</u>
TOTAL PERSONS SERVED	310,461	100.0%

¹ Because employment, the indicator of non-residential use of libraries, is assumed to have only half the impact of residential population, only half the growth is shown.

Source: Recht Hausrath & Associates

The new residents and employees calculated above (Table VII-3) constitute the adjusted base over which the cost of new library buildings and volumes will be spread. The percentages given in the second column indicates the approximate shares each type of development will contribute to the cost of facilities to serve the next 20 years of new development. These costs total \$30.7 million and are then divided by the 310,461 new residents and employees that will use library facilities. Thus, the amount required to accommodate the next 20 years of new growth is \$98 per residents and \$49 per employee according to the standards currently enjoyed by the existing county-wide residents.

Calculation of Fees

Table VII-4 presents the allocation of the total costs for new library space and volumes over the eligible county-wide population. The second column shows the fee per dwelling unit or thousand square feet of office space.

TABLE VII - 4

CALCULATION OF FEES

<u>Land Use Category</u>	<u>Fee Calculation</u>	<u>Fee Per Unit</u>
Single Family Unit	\$98 x 3.20 residents	\$314 per dwelling unit
Multi-Family Unit	\$98 x 2.07 residents	\$203 per dwelling unit
Office Space (weighted 50%)	\$49 x $\frac{1 \text{ employee}}{300 \text{ square foot}}$	\$163 per 1,000 sq.ft
Retail Space (weighted 50%)	\$49 x $\frac{1 \text{ employee}}{500 \text{ square foot}}$	\$98 per 1,000 sq.ft
High Density Industry ¹ (wtd 50%)	\$49 x $\frac{1 \text{ employee}}{700 \text{ square feet}}$	\$70 per 1,000 sq.ft.
Low Density Industry ¹ (wtd 50%)	\$49 x $\frac{1 \text{ employee}}{2,100 \text{ square feet}}$	\$23 per 1,000 sq.ft.

Source: Recht Hausrath & Associates

Cost of Existing Deficiencies

At present, the library must complete 21,000 square that the Modesto School District has offered to incorporate into two new schools in order to attain its standard of approximately 0.34 square feet per resident. The departments current collection of 661,008 volumes equals 2.1 volumes per population, thus there is no current deficiency.

VIII. FIRE DEPARTMENT

Description of Department

County-wide, some twenty-seven agencies have overlapping fire responsibilities. The county's agencies are organized into a central facility commanded by the county fire warden and 18 fire districts of which half have elected commissioners and the commissioners of the other half are appointed. The 18 fire districts carry out primary fire suppression and other emergency response duties in the unincorporated areas of the county, while the nine city departments (or contracted urban services) provide these services to the cities. The districts operate as semi-autonomous jurisdictions and therefore provide a range of service levels: from all-volunteer personnel with minimal equipment to full-time professional forces with fully-equipped stations. Given this range of service levels, each district would have to formulate its own impact fees. The lack of planning for long-term facilities requirements by most districts made the design and implementation of district-specific impact fees at the present time impossible.

One exception is the Salida Fire District which has participated in a Mello-Roos district to construct additional facilities required to serve new development. The Salida fee incorporates both the cost of a new station, which is necessary to serve new development and the "buy-in" cost that covers the service new development will receive from an existing station. This arrangement may serve as a model fee program for other fire districts as each completes long-term facility planning and some degree of standardization of their level-of-service.

The fire warden has completed most of his facility planning for the next twenty years with the exception of the training facility. Although preliminary cost estimates for the training facilities are included as part of the fire warden's fee, the cost sharing arrangements between the county and participating cities has yet to be finalized.

The county fire warden provides five types of services that primarily benefit unincorporated areas. Those activities that the fire warden provides to city agencies are mostly backup support that city agencies reciprocate for the county. Therefore, the department considers its primary responsibilities are directed to unincorporated residents and employment. These responsibilities are:

1. Fire prevention to unincorporated areas
2. Back-up fire suppression for both districts and cities upon request
3. Training for district and city personnel upon request
4. Arson investigation in all unincorporated parts of the county and for cities upon request
5. Administration assistance for fire districts

The county fire warden provides all of these services listed above, except some training activities, out of a 6,382 square foot headquarters and fire station at County Center III. This facility is scheduled to be relocated to a new adjacent site in 1991 or 1992. The department's periodic training activities are provided out of 961 square feet of leased space. The department is planning to move all training activities to a new facility that will be shared by all city and district fire departments county-wide. Table VIII-1 shows the current allocation of space by function.

The department employs 18 full-time professionals (does not include support personnel) to provide all five services. Their salaries are funded from the county's general fund and a county-wide fire tax (Fire Service Tax) that all county residents pay except residents in the cities of Turlock and Modesto. These tax revenues are not adequate to support capital investment.

TABLE VIII - 1

DISTRIBUTION OF EXISTING SPACE BY FUNCTION
(1988/89 Fiscal Year)

<u>Type of Service</u>	<u>Leased Square Feet</u>	<u>County-Owned Square Feet</u>
Fire Suppression	0	4,736
Administration of Fire Districts	0	949
Training for Fire District Personnel	961	147
Fire Prevention	0	265
Arson Investigation	<u>0</u>	<u>285</u>
 TOTAL	 961	 6,382

Sources: Stanislaus County Fire Warden

County Standards

The level-of-service standards for the county Fire Warden are difficult to state in quantitative terms because many of the department's functions involve support of fire districts and back-up services to city fire departments. The fire warden regards his current force of 18 full-time personnel and his existing facilities and equipment as adequate for his current workload. He projects, however, that the department will have to hire employees at the same rate as forecasted population growth. The current ratio of personnel to headquarters/fire station space may serve as the department's standard for level-of-service. This ratio is approximately 360 square feet per professional (does not include training). The existing inventory of fire fighting equipment is also adequate to serve the current unincorporated population and therefore will be expanded at the same rate as the growth of unincorporated population (residents plus employment).

Existing Deficiencies

The department's pending move will exchange the current headquarters space for the same amount of new space at its new headquarters plus 25 percent more space to accommodate growth. The cost of constructing the new headquarters must therefore be allocated according to the ratio of existing to new population in the unincorporated area. This ratio is roughly 75 percent existing population to 25 percent new. The actual cost of the existing population share will be calculated below.

The fire warden's lack of training capacity constitutes an existing deficiency. The 961 square feet of leased space for periodic training should be replaced with adequate amount of county-owned space. The planned, joint-training center will remedy this deficiency, and its cost must be allocated according to the ratio of existing to new unincorporated population used above for the new headquarters.

Facilities Needed to Accommodate New Development and Their Cost

The CIP calls for the relocation of the County fire warden to a site adjacent to the new county jail site. The estimate for construction and additional equipment equals \$2.2 million. The cost will include a communications center, replacing a service currently provided by the county's central communication facility. The new headquarters and attached fire station, including its autonomous communications capability, will serve both the existing population and the next 20 years of new development. Its cost, therefore, should be shared between existing and new population in the unincorporated area. Table VIII-2 presents a detailed breakdown of the new station cost.

TABLE VIII - 2

PROPOSED BUDGET FOR NEW COUNTY FAIRE HEADQUARTERS

<u>New Facility</u>	<u>Estimated Cost (1989 Dollars)</u>
Land (2 acres @ \$85,000/acre)	\$ 170,000
Headquarters Building & Fire Station ¹	1,000,000
Office Equipment	68,150
Furnishings	<u>20,000</u>
Headquarters and Station Subtotal	\$1,258,150
<u>Additional Equipment</u>	
Major Suppression Equipment	\$ 144,500
Type I Engine Fully Equipped	310,000
Type I Tender Fully Equipped	200,000
Type I Rescue/Air/Light Fully Equipped	220,000
Arson Truck	20,000
Sedans Fully Equipped (3 @ \$17,000)	<u>51,000</u>
Equipment Subtotal	\$ 945,500
TOTAL	\$2,203,650

¹ Includes site preparation and construction

Source: Stanislaus County Fire Department

Thus, the new facility's construction cost of approximately \$1.3 million is thus allocated between existing and new unincorporated population (residents and employment). The allocation of the facility's total construction cost (\$1,258,150 in 1989 dollars) is approximately 75 percent to existing population and 25 percent to new development. Therefore, the cost of the existing deficiency equals approximately \$943,612 and new development should pay the remaining \$314,538. The new equipment cost of \$801,000 will be charged entirely to new development as the department's current inventory of fire fighting equipment is adequate for existing needs. The share of the new

headquarters space paid for by new development, therefore, equals approximately \$1,115,538.

In a joint effort, the County, Modesto Junior College (MJC), and some city fire departments have cooperated to construct two training centers for all professional and volunteer fire personnel county-wide. The City of Modesto estimates the cost of the first training center at approximately \$5.5 million. The cost estimate for the second site has not been finalized. The sites are already owned by county and Modesto Junior College and the cost of the land is not included in the estimates. All agencies participating in the project are sharing in the cost, however the exact percentages are as yet unspecified.

MJC is contributing \$4 million and the City of Modesto plans to fund the remaining costs of building at the first site. The county has not yet determined the final cost of developing on the second site, however the fire warden estimates the county will need about \$3.0 million to develop the second site. The estimate will be refined as plans are completed over the next year and the county will make appropriate revisions in next years fire impact fees.

The fire warden currently trains small groups in his existing facilities and all large scale training in borrowed or leased space. The current lack of a permanent training facility means the new training facility will remedy an existing deficiency as well as provide service to new development. The relative shares may be determined by the ratio of existing to new population in the unincorporated areas. This ratio, 75 percent existing population to 25 percent for new development, allocates \$750,000 for the training center to new development in the unincorporated areas. The total cost to be allocated to new development is therefore the sum of new development's share of the new headquarters (\$1,115,538) plus the training center cost (\$750,000), or a total of \$1,865,538.

Allocation of Costs

The fire warden provides services primarily to those county residents living in unincorporated areas. Therefore, the total cost of future system-wide expansion (exclusive of existing deficiencies) is allocated over new development outside the city limits of the nine municipalities. Specifically, new development's share of the total cost is borne by all five types of land use: single family, multi-family, office, retail, and industrial. Table VIII-3 presents the amount of each category of future development over which the cost of new facilities will be spread.

TABLE VIII - 3

UNINCORPORATED GROWTH OF RESIDENTS & EMPLOYEES
(1990 - 2010)

<u>Land Use Categories</u>	<u>Growth</u>	<u>Percent</u>
Single Family Residents	21,056	67.4%
Multi-Family Residents	5,154	16.5
Office Employment (weighted 50%) ¹	1,946	6.2
Retail Employment (weighted 50%) ¹	918	2.9
High Density Industrial ¹ (weighted 50%)	1,971	6.3
Low Density Industrial ¹ (weighted 50%)	<u>219</u>	<u>0.7</u>
TOTAL	31,264	100.0%

¹ Non-residential growth, as measured by the forecasted increase of employment working in the unincorporated area of the county, is weighted by one half the number of new employees forecasted over the next 20 years.

Source: Recht Hausrath & Associates

The 31,264 new residents and employees (after 50 percent weighting) calculated above (Table VIII-3) constitutes the base over which the \$1.9 million cost for new county fire facilities (exclusive of costs for existing deficiencies) will be spread. The percentages given in the second column indicates the approximate shares each type of development

will contribute to the cost of facilities to serve the next 20 years of new development. Therefore, the total amount required to accommodate the next 20 years of new demand for the Fire Warden's facilities equals approximately \$60 per resident and \$30 per worker in the unincorporated areas of the county.

Calculation of Fees

Table VIII-4 shows how the fee per resident or worker is calculated for each type of new development. The third column shows the fee per dwelling unit or per square foot of office, retail, or industrial space.

TABLE VIII - 4

CALCULATION OF FIRE WARDEN FEES

<u>Land Use Categories</u>	<u>Fee Calculation</u>	<u>Fee Per Unit</u>
Single Family Unit	\$60 x 3.20 residents	\$192 per dwelling unit
Multi-Family Unit	\$60 x 2.07 residents	\$124 per dwelling unit
Office Space (weighted 50%) ¹	\$30 x $\frac{1 \text{ employee}}{300 \text{ square feet}}$	\$100 per 1,000 sq.ft.
Retail Space (weighted 50%) ¹	\$30 x $\frac{1 \text{ employee}}{500 \text{ square feet}}$	\$60 per 1,000 sq.ft.
High Density Industry ¹ (wtd 50%)	\$30 x $\frac{1 \text{ employee}}{700 \text{ square feet}}$	\$43 per 1,000 sq.ft.
Low Density Industry ¹ (wtd 50%)	\$30 x $\frac{1 \text{ employee}}{2,100 \text{ square feet}}$	\$14 per 1,000 sq.ft.

¹ Non-residential growth, as measured by the forecasted increase of employment working in the unincorporated area of the county, is weighted by one half the number of new employees forecasted over the next 20 years.

Source: Recht Hausrath & Associates

Cost of Existing Deficiencies

The Fire Warden must remedy two deficiencies: the unincorporated population's 75 percent share of the new headquarters and adjoining fire station (approximately \$950,000) and the county's share of the new training facility (approximately \$2,250,000). The total cost to remedy all existing deficiencies equals approximately \$3.2 million.

IX. PARKS AND FACILITIES DEPARTMENT

Description of Department

The county currently owns and operates 8,000 acres of park land in eight regional parks and constructs and maintains neighborhood parks in unincorporated areas. In addition to park lands and facilities, the department is responsible for off-road vehicle (ORV) recreation areas, fishing access, historical sites, and a recreation center. The department's administrative offices are located at County Center IV and occupy 2,000 square feet. The present fleet of vehicles is shown in Table IX-2.

A construction program was begun in 1957 to expand the county's regional parks to accommodate the next 20 years of new demand. State-wide bond initiatives have funded at least 95 percent of the land acquisition and construction costs for the county's regional park system. The department also receives funding assistance from federal revenue sharing, the State Wildlife Fund, the Department of Fish and Game, and monies allocated from the state under AB 145 (1989). The current inventory of land will be adequate for the existing population and new development through 2010. The current external funding sources will pay for the cost of park development through the year 2010.

After a needs assessment completed in 1974, the Stanislaus County Regional Park Study prepared by EDAW Inc., the Parks Commission and the Board of Supervisors approved expansion and improvements to four county parks. Many of the proposed projects have now been completed using the State bonds and primary grant funds. The facilities still to be constructed consist of road systems, rest rooms, showers, and campsites. Table IX-1 summarizes the past and future expenditures necessary to complete the county's park system.

TABLE IX - 1

SCHEDULE OF PARK EXPENDITURES
(thousands of 1987 dollars)

<u>Regional Park</u>	<u>1987¹</u>	<u>1990</u>	<u>2000</u>	<u>2010</u>
Woodward Reservoir	\$ 842	\$ 845	\$ 835	\$1,110
Modesto Reservoir ²	759	880	930	800
Frank Rains Park	330	465	125	0
La Grange Park	760	330	75	125
TOTAL	\$2,691	\$2,520.0	\$1,965	\$2,035

¹ Projects completed as of 1989

² The Parks Department must still acquire 655 acres of remaining land around Modesto Reservoir in order to own all the property surrounding the reservoir. The estimated cost for the land is \$1,000 per acre or \$ 55,000 total cost will be funded through the State bond initiative and will not require any significant funding from the county's general funds.

Source: Stanislaus County Parks Department

The current demand for regional parks includes a large percentage of non-county residents. This non-county usage, however, has been more than offset by the State bonds that have financed almost the entire cost of the county's current development program.

County Standards

The department has determined its future equipment needs based upon the scheduled opening of new acreage in its eight regional parks. Therefore, there is no direct standard between population growth and equipment, but rather a derived demand determined by the expansion of the county's regional parks. Table IX-3 shows the expected vehicle needs.

In addition to the regional park system discussed above, the county constructs neighborhood and community parks in the urban spheres of cities and urban communities such as Salida. Since neighborhood parks have more direct benefits to adjacent development but less utility to residents located further away, a neighborhood park system cannot be considered a truly county-wide facility. Therefore, the county would need to design an impact fee for each neighborhood park and its adjacent population. Neighborhood park projects usually involve large planned developments that require the developers to construct facilities as determined either by the subdivision ordinance or an EIR. Requisite subdivision ordinance improvements, the Quimby Act, or CEQA mitigation are more suitable methods for funding local-serving facilities.

In the case of dispersed development in the urban sphere, CEQA, subdivision ordinance, or Quimby Act methods may not generate sufficient revenues in a timely manner for neighborhood park development. The department expects the cities will annex these unincorporated areas and incorporate the neighborhood park into their own park systems. Therefore, the neighborhood parks in the urban spheres could be incorporated into a city's fee program.

Existing Deficiencies

As described above, the current county regional park system is more than adequate for the existing population. The Department's current amount of office space is also sufficient for existing and future requirements through 2010. Equipment is the only area in which the department is deficient. The deficiencies are shown in Table IX-2 below.

TABLE IX - 2

Existing Equipment Inventory
(1989 Dollars)

<u>Type of Vehicle</u>	<u>Unit Cost</u> (1989 Dollars)	<u>Current</u> <u>Inventory</u>	<u>Existing</u> <u>Deficiency</u>	<u>Total Cost</u>
Pickup Truck	\$18,000	18	1	\$18,000
Crew Cab Truck	20,000	2	0	
Dump Pickup	23,000	1	1	23,000
Cube Van	21,000	2	0	
Personnel Van	20,000	3	0	
Passenger Car	15,000	2	0	
Flatbed Truck	33,000	3	0	
Garbage Truck	60,000	2	0	
Water Truck	42,000	2	0	
Patrol Boat	30,000	5	0	
Maintenance Boat	15,000	2	0	
Tractor	33,000	4	0	
Riding Mower	21,000	4	0	
Air Compressor	14,000	1	0	
Turf Sweeper	20,000	0	1	<u>20,000</u>
TOTAL				\$61,000

Source: Stanislaus County Parks Department

Facilities Needed to Accommodate New Development and Their Cost

The present facilities, when fully developed, will be adequate to serve the population through the year 2010. Therefore, no additional park facilities are needed.

The City of Modesto, through a joint powers agreement (JPA) with the county and the City of Ceres, is developing the Tuolumne Regional Park. The park currently has 100 acres already developed and another 290 acres of raw, undeveloped land. The agreement between the three agencies call for acquiring an additional 200 acres of land and full development of the 590 acre site. The JPA states that each participant

contribute one half of one percent of their gross assessments. The actual amount will vary as the value of gross assessments fluctuates for the three participating agencies. Given current assessment, this formula has required the county to contribute around 67 percent, Modesto provides 29 percent, and Ceres covers the remaining 4 percent. Modesto, under the authority of the JPA, has spent \$8.5 million, of which the county has contributed approximately \$6 million. The estimated cost of finishing the project is about \$35 million. The county's 67 percent share for the remaining land acquisition and park development amounts to \$23.5 million. Given the forecasted 65 percent increase in population county-wide over the next twenty years, new development's share of the outstanding costs comes to approximately \$10.2 million. The development of the county's inventory of raw land into regional park land will require additional equipment and vehicles. These cannot be funded through outside sources.

TABLE IX - 3

Future Equipment Needs
(1989 Dollars)

<u>Type of Vehicle</u>	<u>Unit Cost</u> (1989 Dollars)	<u>Projected</u> <u>Need</u>	<u>Vehicles</u> <u>Total Cost</u>
Pickup Truck	\$18,000	13	\$234,000
Crew Cab Truck	20,000	2	40,000
Cube Van	21,000	1	21,000
Personnel Van	20,000	1	20,000
Passenger Car	15,000	1	15,000
Garbage Truck	60,000	2	120,000
Water Truck	42,000	2	84,000
Riding Mower	21,000	1	21,000
Backhoe	65,000	1	65,000
Aerial Tower Truck	85,000	1	85,000
Chipper	15,000	1	15,000
Chipper Truck	30,000	1	<u>30,000</u>
TOTAL			\$750,000

Source: Stanislaus County Parks Department

The equipment itemized above will be used exclusively for the county's regional park system. The cost of new neighborhood parks, borne entirely by future planned developments, will include the costs for site-specific vehicles and equipment. These requirements are shown in Table IX-3.

Allocation of Costs to County-Wide Residential Growth

The Stanislaus County Regional Parks, taken as a system, is a county-wide service. There are no parallel municipal parks providing the same type of facility to city residents. Therefore, the total costs for future equipment needs may be allocated over projected new development county-wide, including all development that will take place inside city limits. The department's future equipment needs will not be funded from the state or federal assistance given to regional parks development. Therefore, the entire cost of new equipment required to serve the county's additional regional parks can be borne by county-wide impact fees.

The county has included only new residential growth in the calculation of park fees. Industrial, commercial and retail employees are not considered significant users of regional parks. Table IX-4 presents the number of new single and multi-family residents that will share in the total cost of new regional park equipment.

TABLE IX - 4

County-Wide Growth Impacting Regional Parks (1990 - 2010)

<u>Land Use Categories</u>	<u>Growth</u>	<u>Percent</u>
Single Family Residents	203,600	79.4%
Multi-Family Residents	<u>52,911</u>	<u>20.6%</u>
TOTAL	256,511	100.0%

Source: Recht Hausrath & Associates

The new residents calculated above (Table IX-4) constitute the adjusted base over which the cost of new vehicles will be spread. The percentages given in the second column indicates the approximate shares each type of development will contribute to the cost of vehicles to serve the next 20 years of new development. These costs total \$750,000 for equipment plus \$10.2 million for the county's share of Tuolumne Regional Park. The total, \$11.0 million, may be spread over the 256,511 new residents that will use regional parks, producing a per resident cost of \$43.

Calculation of Fees

Table IX-5 presents the allocation of the total costs for the county's share of Tuolumne Regional Park and park equipment and vehicles over the eligible county-wide population. The second column shows the fee per dwelling unit.

TABLE IX - 5

CALCULATION OF PARK FEES

<u>Land Use Category</u>	<u>Fee Calculation</u>	<u>Fee</u>
Single Family Dwelling Unit	\$43 x 3.20 residents	\$138 per dwelling unit
Multi-Family Dwelling Unit	\$43 x 2.07 residents	\$ 89 per dwelling unit

Source: Recht Hausrath & Associates

Cost of Existing Deficiencies

The department's only existing deficiencies involve vehicles. Table IX-2 indicates the Department requires three additional vehicles: a pickup truck (\$18,000), a dump pickup (\$23,000), and a turf sweeper (\$20,000). The county is three years in arrears on its payment for Tuolumne Regional Park. Although the county must continue to fund the existing residents' share of the park through the half percent formula discussed above (roughly estimated at \$13.3 million), this on-going obligation does not constitute a deficiency. An estimate of the total deficiency equals \$61,000 (1989 dollars).

X. PUBLIC AND MENTAL HEALTH SERVICES

Description of Department

This department provides four types of programs: 1) mental health, 2) public health, 3) alcohol and drug abuse, and 4) public guardian. All of its programs are provided county-wide and none of the municipalities operate parallel programs to supplement or replace county activities within their city limits. User fees collected for some services go entirely to the operating costs of the respective programs. The facilities serve all income levels and no indigence requirement restrict access to the department's programs. Historical trends show more or less direct correlation between population growth and demand for additional facilities.

The department occupies almost 89,000 square feet at County Center II and leases 44,350 square feet of space in branch or "regional" centers where certain outpatient programs are delivered. Mental health occupies 60,000 square feet and leases 31,000 square feet of additional space. Public health occupies 28,942 square feet and leases an additional 13,350. It owns and operates three types of specialized vehicles: mobile clinics, mental health vans, and public guardian vehicles. These vehicles are purchased with 90 percent state and 10 percent county funds and maintained by the county motor pool.

County Standards

State mandated programs either require or recommend minimum levels of service. Even where these standards are not binding they still serve as a useful resource for measuring program adequacy. The primary measure for a sufficient level-of-service recommends inpatient bed capacity be approximately 30 percent more than the average

daily census of patients in order to serve the erratic levels demand and involuntary care requirements. If all support services are included, each bed requires approximately 480 square feet. From an overall perspective, the county owns 240 square feet of clinic space per thousand population.

Existing Deficiencies

Existing mental and public health facilities are for the most part sufficient for present needs. However, the department leases 44,350 square feet for its regional or branch centers. This space would have to be counted as an existing deficiency if the county were to impose a fee to fund branch facilities.

The Mental Health Inpatient Care unit operates 24 beds to serve an average daily census of 20 patients. With 24 beds, the Department currently operates at the upper limit of this standard and therefore retain its current level-of-service without expanding its facilities. The California State oversight board has requested the number of beds be increased to 26 in order to serve the erratic levels demand and involuntary care requirements, giving the department a two bed deficiency. The department currently has adequate space required to accommodate two additional beds and maintain its standard of 240 square feet per thousand residents.

Facilities Needed to Accommodate New Development and Their Cost

The consensus among the departments senior management is that the current population receives adequate service but that new facilities will be essential to serve new growth. The regional centers are operating at capacity and cannot accommodate additional growth. The department has identified the west side of Modesto as particularly in need of a satellite clinic if current levels of service are to be maintained over the next twenty years.

The department staff has recently completed their future facilities plan. The plan calls for a new 56,459 square foot structure, giving the department a total of 145,000 square feet of space. The addition will maintain the department's current standard of 240 square feet per thousand residents.

The new building is estimated to cost \$8,495,640. This project has the following component costs.

TABLE X - 1
COST SUMMARY FOR NEW FACILITIES
(1990 - 2010)

<u>Type of Service</u>	<u>Required New Space</u>	<u>Cost per Square Ft.</u>	<u>Total Cost</u>
Mental Health			
<i>In-patient</i>	11,563	\$200	\$2,312,600
<i>Out-patient</i>	9,996	115	1,149,540
Public Health			
<i>Clinical</i>	12,000	\$200	2,400,000
<i>Out-patient</i>	<u>22,900</u>	115	<u>2,633,500</u>
TOTAL	56,459		\$8,495,640

Source: Department of Mental Health

The mental health inpatient care capacity would be increased from its current desired level of service of 26 beds to 48 beds in 2010. This net addition of 22 beds is equivalent to 11,563 square feet or approximately 482 square feet per bed, for a total cost of almost \$8.5 million (1989 dollars). The entire cost of this facility will be allocated to new residential development.

The department has decided to purchase its own mini-computer to replace and augment the data processing services it currently receives from the county. This purchase will serve existing needs as well as future growth and will cost roughly \$900,000 to complete. The total cost of this system must be allocated in proportion to the existing versus new residential population it will serve.

This ratio is based on the forecasted 65 percent increase of the county's 370,000 current residents (1990) to 610,000 residents (2010), or 61 percent existing to 39 percent new. The cost of the new computer system that may be paid for by impact fees is approximately \$351,000. When this amount is added to the \$8,495,640 for additional space, the total cost for new facilities (space and equipment) equals \$8,846,640 (1989 dollars).

Allocation of Costs to County-Wide Residential Growth

All county residents have access to the public and mental health services. There are no municipal facilities providing the same type of services to city residents. Therefore, the total costs for future needs may be allocated over projected residential development county-wide, including all development that will take place inside city limits. The department's future needs that have been calculated above are in excess of any the state or federal assistance already received for specific programs or facilities. Therefore, the cost of new building space and computer systems can be borne by county-wide impact fees.

Only new residential growth is included in the calculation of public and mental health fees. Employment, as well as residents, generates a significant demand for mental and public health programs and therefore should share in the cost of providing new facilities. The department assumes this share is roughly half the residential burden. Table X-2

presents the number of new residents and employees (weighted by 50 percent of the forecasted increase) that will share in the total costs of new mental and public health facilities.

TABLE X - 2

COUNTY-WIDE GROWTH IMPACTING PUBLIC HEALTH FACILITIES
(1990 - 2010)

	<u>Growth</u>	<u>Percent</u>
Residents	256,511	82.6%
Employment ¹ (weighted at 50%)	<u>53,950</u>	<u>17.4%</u>
TOTAL PERSONS SERVED	310,461	100.0%

¹ Because employment, the indicator of non-residential use of public and mental health facilities, is assumed to have only half the impact of residential population, only half the growth is shown.

Source: Recht Hausrath & Associates

The residential growth calculated above (Table X-2) constitutes the growth over which the cost of new facilities will be spread. The percentages given in the second column indicates the approximate shares each type of development will contribute to the cost of building space and computer equipment to serve the next 20 years of new development. These costs total \$8,846,640 and are then divided by the 310,461 new residents and employees. The allocation of these costs results in approximately \$29 per resident and one-half that amount per employee.

Calculation of Fees

Table X-3 presents the allocation of the total costs for new mental and public health facilities over the eligible county-wide population. The second column shows the fee per dwelling unit.

TABLE X - 3

CALCULATION OF PUBLIC & MENTAL HEALTH FEES

<u>Land Use Category</u>	<u>Fee Calculation</u>	<u>Fee Per Unit</u>
Single Family Unit	\$29 x 3.20 residents	\$93 per dwelling unit
Multi-Family Unit	\$29 x 2.07 residents	\$60 per dwelling unit
Office Space (weighted 50%) ¹	\$15 x $\frac{1 \text{ employee}}{300 \text{ square foot}}$	\$48 per 1,000 sq.ft
Retail Space (weighted 50%) ¹	\$15 x $\frac{1 \text{ employee}}{500 \text{ square foot}}$	\$29 per 1,000 sq.ft
High Density Industry ¹ (wtd 50%)	\$15 x $\frac{1 \text{ employee}}{700 \text{ square foot}}$	\$21 per 1,000 sq.ft
Low Density Industry ¹ (wtd 50%)	\$15 x $\frac{1 \text{ employee}}{2,100 \text{ square foot}}$	\$7 per 1,000 sq.ft

¹ Non-residential growth, as measured by the forecasted increase of employment county-wide, is weighted by only one half the number new employment forecasted over the next 20 years.

Source: Recht Hausrath & Associates

Cost of Existing Deficiencies

The department must remedy only one existing deficiency: the existing population's share of the new computer system, costing 59 percent of the total cost of approximately \$900,000, or about \$530,000 (1989 dollars).

XI. OUT-PATIENT CARE

Description of Department

The Scenic General Hospital is the only source of public medical care for county residents. It currently has 84 staffed, acute care, non-psychiatric beds and operates as an acute care, full service hospital with the exception of labor and delivery (OB). These specialties are contracted to a for-profit hospital in Stanislaus county. In-patient traffic currently runs at 64 patients per day, while the emergency room provides care to 25,000 to 30,000 patients annually.

Scenic Hospital has experienced two trends that have reduced the demand for in-patient care provided by its facilities over the past five years: 1) the increase of alternative private care offered by for-profit hospitals in the county, and 2) a nation-wide shift from in-patient care at hospitals to out-patient care at satellite clinics due to improved medical technology which allows for more complete exams and treatment outside the hospital. These two downward trends have been roughly offset by the rapid aging of the county's population which requires the largest proportion of in-patient care. The forecast by QED Research Inc. projects a 90 percent increase in the number of people over 65 years of age from 1986 to 2010. Scenic Hospital administrators believe the net result of these counter balancing trends will produce a flat demand for the hospital's in-patient care facilities over the next twenty years, and therefore no additional in-patient care capacity is needed to serve growth.

Scenic Hospital operates four out-patient care clinics with the hospital complex totalling 29,000 square feet and one 4,000 square foot out-patient clinic in Hughson occupying leased space. This shift has required out-patient clinics to make more intensive use of lab testing and radiology support than they required in the past. The hospital's five

Out-Patient Care|County-Wide

clinics currently use 8,000 square feet of lab and radiology space to support their treatment of patients. Out-patient traffic has averages 80,000 to 90,000 patients annually, or approximately 300 average daily census. The historic trend show increased demand for these services over the past five years.

County Standards

Excluding the leased space, total out-patient clinic space equals 33,000 square feet (including lab and radiology facilities supporting the four out-patient care clinics). This space serves approximately 300 out-patients daily, which can be expressed as a level-of-service of approximately 11 square feet per patient.

Existing Deficiencies

The lack of OB and heart caths do not bear upon the official sanction of Scenic Hospital by state and federal sources. Therefore, its present services and 84 beds are adequate to meet present demand of 64 average daily census.

Its five out-patient clinics are currently operating at capacity. The Hughson clinic and its average daily patient census which occupies leased space has not been included for the purpose of establishing a level-of-service standard because the lease is a highly favorable arrangement .

Facilities Needed to Accommodate New Development and Their Cost

The current 33,000 square feet of clinic, lab and radiology facilities serve approximately 87,000 out-patients, or an average of roughly 300 daily. The hospital administrators project the ratio of out-patients to total population (approximately 24 percent) remaining constant over the next twenty years. By 2010, therefore, twenty-four percent of the

Out-Patient Care | *County-Wide*

310,461 new residents and workers will require out-patient care facilities: an estimated 74,511 patients annually. If approximately 87,000 currently have access to 33,000 square feet of out-patient clinic and ancillary support facilities, then the 74,511 new patients seeking care in 2010 will require 28,263 additional square feet.

An absolute minimum construction cost for community hospitals is approximately \$200 square foot for site preparation, shell, furnishings and equipment, but excluding land (HCA Management Company, Nashville TN). The cost of suburban land (the most likely location for new out-patient care clinics) is based on \$90,000 per acre (1989 dollars) or approximately \$8.00 per square foot assuming a floor area ratio (F.A.R.) of 0.25. Thus, the total cost for out-patient clinic space and ancillary facilities is currently around \$208 per square foot. The total 28,263 square feet required to serve growth will therefore cost approximately \$5,878,704.

Allocation of Total Costs for Out-Patient Clinics

The Stanislaus County's Scenic Hospital serves all county population and employment living and working in both urban and unincorporated areas. Therefore, the total costs for future system-wide expansion are allocated over development county-wide, including any development in cities. Since new workers, as well as new residents, have access to the county's out-patient clinics, the cost of new facilities must be borne by all five types of land use: single family, multi-family, office, retail, and industrial. Table XI-1 presents the amount of each category of future development over which the cost of new facilities will be spread.

TABLE XI - 1

COUNTY-WIDE GROWTH: POPULATION AND EMPLOYMENT
(1990 - 2010)

<u>Land Use Categories</u>	<u>Growth</u>	<u>Percent</u>
Residents	256,511	82.6%
Employment (weighted at 50%) ¹	<u>53,950</u>	<u>17.4%</u>
TOTAL	310,461	100.0%

¹ Non-residential growth, as measured by employment, is weighted by one half the number of new employees forecasted over the next 20 years.

Sources: Recht Hausrath & Associates

The new population and employment presented above (Table XI-1) constitute the adjusted base that will fund the \$5.9 million cost for new out-patient clinics. The percentages given in the second column indicates the approximate shares each type of development will contribute to the cost of facilities to serve the next 20 years of new development. Therefore, the total amount required to accommodate the next 20 years of demand for all county-wide out-patient care facilities equals approximately \$19 per county resident and \$10 per employee.

Calculation of Fees

Table XI-2 shows how the fee per resident or worker is allocated to new development.

TABLE XI - 2

CALCULATION OF OUT-PATIENT CLINIC FEES

<u>Land Use Categories</u>	<u>Fee Calculation</u>	<u>Fee</u>
Single Family Dwelling Unit	\$19 x 3.20 residents	\$61 per dwelling unit
Multi-Family Dwelling Unit	\$19 x 2.07 residents	\$39 per dwelling unit
Office Space (weighted 50%) ¹	\$10 x $\frac{1 \text{ employee}}{300 \text{ square feet}}$	\$33 per 1,000 sq.ft.
Retail Space (weighted 50%) ¹	\$10 x $\frac{1 \text{ employee}}{500 \text{ square feet}}$	\$20 per 1,000 sq.ft.
High Density Industry ¹ (wtd 50%)	\$10 x $\frac{1 \text{ employee}}{700 \text{ square feet}}$	\$14 per 1,000 sq.ft.
Low Density Industry ¹ (wtd 50%)	\$10 x $\frac{1 \text{ employee}}{2,100 \text{ square feet}}$	\$ 5 per 1,000 sq.ft.

¹ Non-residential growth, as measured by the forecasted increase of employment county-wide, is weighted by only one half the number new employment forecasted over the next 20 years.

Source: Recht Hausrath & Associates

The third column shows the fee per dwelling unit or per square foot of office, retail, or industrial space.

Cost of Existing Deficiencies

The hospital's outpatient care clinics are currently operating at capacity and would not require additional space were it not for future growth. The leased space for the Hughson clinic has not been included in the level-of-service currently provided, therefore this clinic's space is not counted as part of the existing facilities and thus not a deficiency.

XII. OTHER COUNTY FACILITIES

Description of Departments

The remaining departments have been grouped together because their future facilities needs consist solely of office space and vehicles at a common standard of square feet per employee and employees per vehicle. Furthermore, the rate at which these departments' needs will increase matches the forecasted population growth during the next 20 years.

There are some county departments that are not included here or dealt with in earlier chapters that receive substantial assistance, if not complete funding, from federal, state, or user fee sources. These departments, such as environmental services, school superintendent, family support, and cooperative extension, are not included in the impact fee program because the county general fund will not be required to fund additional facilities.

The remaining county departments provide direct services to residents and employees or support services to other county departments such as general overhead and vehicles. The office space requirement of the Public Works Department has been accounted for in the fee for other county facilities rather than the fee for roads (Chapter VI).

Table XII-1 lists all county services and their respective inventory of existing office space. The current inventory has been divided into owned and leased square footage because leased space is considered a deficiency if it is counted for purposes of projecting future needs.

Other County Facilities | *County-wide*

TABLE XII - 1

Other County Departments' Space Inventory

<u>Building / Function</u>	<u>Existing Space</u>	<u>Leased Space</u>	<u>Current Work Force¹</u>	
			<u>Unincorp.</u>	<u>County</u>
County Center I				
Assessor	9,722	-0-	-0-	67
Data Processing	6,442	1,300	18	37
Communications	2,501	-0-	-0-	54
Public Works	3,330	-0-	128	-0-
Auditor	4,797	734	15	31
County Counsel	3,264	-0-	16	-0-
Purchasing	5,987	-0-	13	-0-
Garage	16,700	-0-	14	-0-
Area Agency on Aging	-0-	907	-0-	3
Treasurer	7,845	-0-	-0-	39
County Center II				
Central Services	21,820	-0-	16	-0-
Veterans Services	804	-0-	-0-	2
County Center III				
Social Services	56,129	15,664	-0-	573
Agricultural Comm.	12,739	-0-	25	-0-
Cooperative Extension	9,375	-0-	5	-0-
County Center IV				
Employment & Training	<u>5,112</u>	<u>6,412</u>	<u>-0-</u>	<u>43</u>
TOTALS	166,567	25,017	250	806

¹ Approximate distribution of department staff between provision of services to unincorporated areas and services county-wide

Sources: County Assessor's Office and Recht Hausrath & Associates

Other County Facilities | *County-wide*

County facilities requirements grouped into Other County Facilities may either provide direct services to all county residents and employees or only those living in the unincorporated areas of the county. Therefore, other county facilities required to serve new development have been divided into those serving new development in unincorporated areas and those services benefiting all new development county-wide. A further refinement would involve allocating the facility costs to the land use categories (i.e., residential, retail, commercial, and two types of industrial) that use a departments services. This refinement was tested and the results indicated that most departments grouped into the other county facilities fee provide service to all land use categories.

County Standards

The office space standard is 156 square feet per employee based only on space owned by the county. The vehicle standard is one passenger car for every 2.6 employees.

Existing Deficiencies

The county's existing office space deficiency is no less than its current inventory of leased square footage. Table XII shows the current total of leased space equals 51,681 square feet. This amount is not included in the determination that the county currently has 156 square feet per employee. The county's current motor pool of 412 passenger cars is adequate for its current 1,056 employees group into other county services. Therefore, the county has no current deficiency.

Facilities Needed to Accommodate New Development and Their Cost

The projection of additional office space is derived from the increase of county employees required to serve new development. This increase is based on the county-wide residential and employment population growth. The county's facilities listed in Table XII-1 will all need to expand at roughly the same rate at the forecasted

Other County Facilities | *County-wide*

population growth during the next twenty years. Thus, the existing 166,567 square feet should be increased by 69 percent to approximately 281,498 square feet, or a net increase of 114,931 square feet. At a cost of approximately \$100 per square foot, the new space will cost \$11.5 million.

The county's motor pool will have to increase the size of its passenger car fleet 65 percent over the next 20 years. This increase amounts to 268 new cars. At \$12,000 per passenger car, the total cost of new vehicles equals approximately \$3,216,000.

Allocation of Costs

All the departments grouped into the Other County Facilities fee provide services both to the county as a whole and to unincorporated areas exclusively. Therefore, the other county facilities fee should also have two parts: an unincorporated fee that funds new facilities to serve growth in only the unincorporated areas, and a county-wide fee covering the cost of facilities for all county residents and employment.

The allocation of the total cost of additional facilities is based on a ratio of employment in county departments providing services to mostly unincorporated areas versus departments serving the county-wide population. The relative shares are 250 employees providing unincorporated services (23 percent) and 821 employees serving the county-wide population (77 percent).

When this ratio is applied to the estimated \$11.5 million total cost of other county facilities, the share going to the unincorporated Other County Facilities fee equals \$2.6 million and the county-wide share is \$8.9 million. These shares will be allocated to all five categories of land use in proportion to the number of new residents and employment in each. Table XII-3 shows the projected growth of county-wide and unincorporated development and the shares that each category of land use will fund.

Other County Facilities | *County-wide*

TABLE XII - 3

COUNTY-WIDE & UNINCORPORATED GROWTH
(1990 - 2010)

<u>Land Use Category</u>	<u>County-Wide Growth</u>		<u>Unincorporated Growth</u>	
	<u>Population</u>	<u>Percent</u>	<u>Population</u>	<u>Percent</u>
Single Family	203,600	65.6%	21,056	67.4%
Multi-Family	52,911	17.0	5,154	16.5
Office ¹	17,400	5.6	1,946	6.2
Retail ¹	12,950	4.2	918	2.9
High Density Industrial ¹	21,240	6.8	1,971	6.3
Low Density Industrial ¹	<u>2,360</u>	<u>0.8</u>	<u>219</u>	<u>0.7</u>
TOTAL	310,461	100.0%	31,264	100.0

¹ Non-residential growth, as measured by employment, is weighted by one half the number of new employees forecasted over the next 20 years.

Source: Recht Hausrath & Associates

The new county-wide and unincorporated residents and employees calculated above (Table XII-3) constitute the adjusted population base over which the respective costs for new county facilities will be spread. The percentages given in the second and fourth columns indicates the approximate shares each type of development will contribute to the cost of facilities to serve the next 20 years of new development.

When the \$8.9 million total cost of Other County facilities for county-wide growth is spread over the county-wide population of 310,461, the cost per residents equals \$28 and cost per employee equals approximately \$14. The allocation of \$2.6 million cost for new unincorporated facilities over the expected growth of 31,264 unincorporated residents

Other County Facilities | *County-wide*

and workers results in an average per capita cost of \$83 per resident and approximately \$42 per employee.

Calculation of Fees

Tables XII-4 and 5 show how the cost of additional county facilities are allocated to new development. The third column shows the fee per dwelling unit or per square foot of office, retail, or industrial space.

TABLE XII - 4

CALCULATION OF COUNTY-WIDE FEES

<u>Land Use Categories</u>	<u>Fee Calculation</u>	<u>Fee</u>
Single Family	\$28 x 3.20 residents	\$90 per dwelling unit
Multi-Family	\$28 x 2.07 residents	\$58 per dwelling unit
Office Space (weighted 50%) ¹	\$14 x $\frac{1 \text{ employee}}{300 \text{ square feet}}$	\$47 per 1,000 sq.ft.
Retail Space (weighted 50%) ¹	\$14 x $\frac{1 \text{ employee}}{500 \text{ square feet}}$	\$28 per 1,000 sq.ft.
High Density Industry ¹ (wtd 50%)	\$14 x $\frac{1 \text{ employee}}{700 \text{ square feet}}$	\$20 per 1,000 sq.ft.
Low Density Industry ¹ (wtd 50%)	\$14 x $\frac{1 \text{ employee}}{2,100 \text{ square feet}}$	\$7 per 1,000 sq.ft.

¹ Non-residential growth, as measured by the forecasted increase of employment county-wide, is weighted by only one half the number new employment forecasted over the next 20 years.

Source: Recht Hausrath & Associates

Other County Facilities | *County-wide*

TABLE XII - 5

CALCULATION OF UNINCORPORATED FEES

<u>Land Use Categories</u>	<u>Fee Calculation</u>	<u>Fee</u>
Single Family Units	\$83 x 3.20 residents	\$266 per dwelling unit
Multi-Family	\$83 x 2.07 residents	\$172 per dwelling unit
Office Space (weighted 50%) ¹	\$42 x $\frac{1 \text{ employee}}{300 \text{ square feet}}$	\$140 per 1,000 sq.ft.
Retail Space (weighted 50%) ¹	\$42 x $\frac{1 \text{ employee}}{500 \text{ square feet}}$	\$83 per 1,000 sq.ft.
High Density Industry ¹ (wtd 50%)	\$42 x $\frac{1 \text{ employee}}{700 \text{ square feet}}$	\$60 per 1,000 sq.ft.
Low Density Industry ¹ (wtd 50%)	\$42 x $\frac{1 \text{ employee}}{2,100 \text{ square feet}}$	\$20 per 1,000 sq.ft.

¹ Non-residential growth, as measured by the forecasted increase of employment county-wide, is weighted by only one half the number new employment forecasted over the next 20 years.

Source: Recht Hausrath & Associates

Cost of Existing Deficiencies

The county has no existing deficiencies for Other County Departments. The 51,681 square feet of leased office space no not constitute a deficiency, since the space standard of 235 square feet per employee was calculated excluding this space.

APPENDIX A

COUNTY ROAD PROJECTS *Projects included in the City/County Fee*

<u>City/County Roads</u>	<u>Project Boundaries</u>	<u>Cost of Construction</u>	<u>Cost of Right of Way</u>	<u>Estimated Total Cost</u>
Hatch Rd.	Faith Home Rd. to Santa Fe	\$1,355,198	\$286,350	\$1,641,548
Monte Vista Ave.	Golden State to Turlock City Limits	342,842	584,500	927,342
Hatch Rd.	Boothe to Faith Home Rd.	421,641	90,426	512,067
Zeering Rd.	Olive to Berkeley Ave.	600,000	0	600,000
Keyes Rd.	Faith Home to Foote Rd.	175,000	21,200	196,200
Golden State Blvd	Monte Vista to Taylor Ave.	538,855	0	538,855
Golden State Blvd	Taylor to Keyes Rd.	922,989	250,000	1,172,989
East Ave.	Daubenberger to Gratton Rd.	902,419	473,436	1,375,855
Monte Vista Ave.	State Route 99 to Golden State Blvd.	218,568	186,600	405,168
Whitmore Ave.	Crows Landing Ave. to Morgan Rd.	767,056	264,720	1,031,776
Faith Home/Garner Rd.	Hatch to Redwood Rd.	2,174,936	435,998	2,610,934
Las Palmas Ave.	Patterson City Limits to Lateral C	135,975	28,563	164,538
Claus Rd.	Claribel to Townsend Ave.	741,149	470,256	1,211,405
West Main Ave.	Washington to Kilroy Ave.	829,228	398,210	1,227,438
Roselle Ave.	Claribel to Riverbank C.L.	1,167,712	186,600	1,354,312

Oakdale Rd.	Claribel to Morrill Rd.	512,936	140,320	653,256
Geer Rd.	Zeering to Taylor Rd.	359,176	23,957	383,133
Route 99	Pelandale Interchange <i>Reconstruct</i>	2,238,500	0	2,238,500
Route 99	Hatch Overcrossing <i>Widen structure</i>	2,667,000	0	2,667,000
Route 99	Keyes Interchange <i>Widen structures & ramps and modify traffic signals</i>	6,000,000	0	6,000,000
Route 99	Taylor Interchange <i>Widen structures & ramps</i>	2,491,000	0	2,491,000
Route 99	Monte Vista Interchange <i>Modify south bound ramp geometrics & install traffic signals</i>	274,000	0	274,000
Route 99	Fulkerth Interchange <i>Modify ramp geometrics</i>	246,000	0	246,000
Route 99	Lander Interchange <i>Modify ramp geometrics</i>	307,000	0	307,000
Route 108	Crane to Willowood <i>Widen roadway</i>	375,000	0	375,000
Route 108	Route 219 to Crane <i>Widen Roadway</i>	1,895,000	0	1,895,000
Route 108	Crane to Willowood <i>Channelize to 4 lanes</i>	1,000,000	0	1,000,000
State Highway	Oakdale Bypass <i>(Stages 1 & 2)</i>	5,000,000	0	5,000,000
CITY/COUNTY TOTALS		\$34,659,180	\$3,841,136	\$38,500,316

APPENDIX A
(continued)
INTER-CITY COUNTY ROAD PROJECTS
Projects not receiving Caltrans Assistance

<u>Inter-City Routes</u>	<u>Project Boundaries</u>	<u>Construction</u>	<u>Right of Way</u>	<u>Total Cost</u>
McHenry Rd.	Ladd to San Joaquin County Line (bridge)	\$8,059,140	\$193,600	\$8,252,740
West Main Ave.	Faith Home to Washington Rd.	702,736	172,768	875,504
Geer-Albers	Taylor to Warnerville Rd.	15,264,123	1,318,367	16,582,490
West Main Ave.	Poplar to Jennings Rd. (bridge)	3,614,399	264,456	3,878,855
Santa Fe Ave.	Geer Rd. to Tuolumne River (bridge)	6,374,173	949,070	7,323,243
Carpenter Rd.	Service Rd. to Whitmore Ave.	864,049	156,118	1,020,167
Crows Landing Rd.	River Rd. to Carpenter Rd. (bridge)	4,993,761	80,100	5,073,861
Claus Rd.	Terminal to Claribel Rd. (6 Lane)	1,566,560	322,997	1,889,557
Santa Fe Ave.	Geer to Keyes Rd.	1,709,539	239,852	1,949,391
Faith Home Rd.	Keyes Rd. to Redwood Rd.	1,278,493	1,140,651	2,419,144
Crows Landing Rd.	West Main to Whitmore Ave.	5,067,486	660,023	5,727,509
West Main Ave.	Jennings to Faith Home Rd.	5,829,934	264,456	6,094,390
Crows Landing Rd.	State Route 33 to River Rd.	2,528,038	365,930	2,893,968
Las Palmas Ave.	Lateral C to Poplar Ave.	1,154,749	304,677	1,459,426
Crows Landing Rd.	Carpenter to West Main Ave.	2,937,003	407,806	3,344,809
Carpenter Rd.	West Main Ave. to Service Rd.	<u>4,879,739</u>	<u>570,144</u>	<u>5,449,883</u>
INTER-CITY COUNTY TOTALS		\$66,823,922	\$7,411,015	\$74,234,937

Estimated Caltrans assistance levels are project specific¹

<u>Inter-City Routes</u>	<u>Project Boundaries/Description</u>	<u>Inter-City Fee Cost³</u>	<u>Caltrans Assistance</u>	<u>Other² Assistance</u>	<u>Total Cost</u>
State Highway	Oakdale Bypass (Stages 1 & 2)	\$5,000,000	\$40,000,000	\$5,000,000 ⁴	\$50,000,000
Route 99	Kiernan Interchange Ramp improvement	143,000	0	57,000 ⁵	200,000
Route 99	Faith Home Overcrossing Widen structure	3,500,000	0	0	3,500,000
Route 108	Route 219 to Crane Widen Roadway	3,730,000	5,625,000	0	9,355,000
Route 108	Modesto-Riverbank-Oakdale Expressway New Construction	55,000,000	33,000,000 ⁶	0	88,000,000
Route 120	San Joaquin County to Valley Home Upgrade 2 lane expressway to 4 lanes	1,500,000	6,000,000	0	7,500,000
Route 132	Empire Railroad Crossing Grade separation	4,800,000	2,400,000	4,800,000 ⁷	12,000,000
Route 132	Root Road to Geer/Albers Widen to 4 lanes with left turn pockets	1,750,000	1,750,000	0	3,500,000
Route 132	Geer/Albers to Reinway Widen pavement and add turn pockets	1,400,000	1,400,000	0	2,800,000
Route 132	Nebraska to San Joaquin County River Four lane freeway on new alignment	38,500,000	16,500,000	0	55,000,000
Route 132	Nebraska to Route 99 Widen route within Modesto sphere	0	16,000,000	24,000,000 ⁸	40,000,000
Route 219	Route 99 to Dale Widen roadway to 4 lane expressway	3,650,000	1,210,000	0	4,860,000
INTER-CITY TOTALS		\$114,473,000	\$123,885,000	\$33,857,000	\$276,715,000

Endnotes for State Highway (Inter-City Fee) Projects

1. Expected levels of Caltrans matching funds are based on the proposed increase of the state gas tax. If this measure fails voter approval, most funding assumptions would be reviewed.
2. Additional assistance includes City/County fees, Modesto sphere fees, and Salida sphere fees.
3. Costs itemized here are allocated to all new development county-wide.
4. The *city/county fee* will fund an equal share depending on which alternative routing is selected. The Route 108 (*Crane to Willowood*) project could be altered as well.
5. The Salida Sphere fee will provide \$57,000 for the remaining share of the project cost. No Caltrans funding is expected.
6. Project costs are expected to increase to \$88,000,000 if state standards are applied to the projects.
7. Modesto's sphere fee will collect half (\$4.8 million) of the total \$9.6 million needed for the local match.
8. Entire local share funded from Modesto sphere fee.

APPENDIX A
(continued)

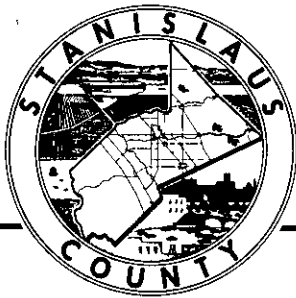
INTER-CITY TRAFFIC SIGNALS
No Caltrans assistance

<u>Signal Location</u>	<u>Estimated Cost</u>
Albers at Claribel Rd.	\$120,000
Albers at Milnes Rd.	120,000
Albers at Oakdale/Waterford Hwy.	120,000
Albers at Patterson Rd.	120,000
Albers at State Route 132	120,000
Atlas at State Route 108/120	120,000
Carpenter at West Main Ave.	120,000
Carpenter at Crows Landing Rd.	120,000
Carpenter at Grayson Rd.	120,000
Carpenter at Keyes Rd.	120,000
Central at West Main Ave.	120,000
Coffee Rd. at State Rout 108	120,000
Crows Landing Rd. at grayson Rd.	120,000
Crows Landing Rd. at Keyes Rd.	120,000
Crows Landing Rd. at Service Rd.	120,000
Crows Landing Rd. at West Main Ave.	120,000
Dillwood at State Route 108/120	120,000
Faith Home Rd. at West Main Ave.	120,000
Faith Home Rd. at Keyes Rd.	120,000
Geer at Hatch Rd.	120,000
Geer at Keyes Rd.	120,000
Geer at Santa Fe Ave.	120,000
Geer at Service Rd.	120,000
Geer at Whitmore Ave.	120,000
Hatch/Morgan/Herndon	360,000
McHenry at Ladd Ave.	120,000
McHenry at Stewart Ave.	120,000
Orange Blossom Rd. at State Route 108/120	120,000
River Rd. at State Rout 120	120,000
Santa Fe at East Ave.	120,000
Santa Fe at Hatch Rd.	120,000
Santa Fe at Keyes Rd.	120,000
Santa Fe at Service Rd.	120,000
Stoddard at Kiernan Ave.	120,000
State Route 33 at Crows Landing Rd.	120,000
State Route 33 at River Rd.	120,000
State Route 99 at Broadway (2 xings)	240,000
State Route 99 at Keyes Rd. ramps (2 xings)	<u>240,000</u>
 INTER-CITY TOTAL	 \$5,040,000

APPENDIX A
(continued)

CITY/COUNTY TRAFFIC SIGNALS
No Caltrans assistance

<u>Signal Location</u>	<u>Estimated Cost</u>
Geer Rd. at Taylor Rd. (Turlock Sphere)	\$125,000
Golden State at Keyes Rd.	120,000
Lester at Monte Vista/Maint.	120,000
Crows Landing at Service Rd. (Ceres Sphere)	120,000
Morgan Rd. at Whitmore Ave. (Ceres Sphere)	120,000
Claus at Claribel Rd. (Riverbank Sphere)	120,000
Stearns Rd. at State Route 108/120	250,000
Santa Fe at Main	<u>120,000</u>
CITY/COUNTY TOTAL	\$5,225,000+



Stanislaus County

Department of Planning and
Community Development

1100 H STREET

MODESTO, CALIFORNIA 95354

9:45 am

PHONE: (209) 525-6330

FAX: 525-7787

December 19, 1989

REPORT TO: Board of Supervisors
FROM: Victor Holanda, Director *Victor Holanda*
SUBJECT: Authorization to Implement Public Facilities Fee Schedule

DISCUSSION

On November 28, 1989 your Board adopted Ordinance No. CS 360 which empowers Stanislaus County to adopt and impose a public facilities fee schedule. The purpose of such a fee schedule is to ensure the mitigation of impacts upon governmental facilities as the result of growth. The levying of such a fee is permitted under Government Code Section 66000 (AB1600). The law, which became effective in January, 1989, requires local governments to document the nexus between the amount of new development and the public facilities required to serve it.

The design of the Public Facilities Fee schedule followed a five step process:

1. Select a time frame and area of development. All the lands within Stanislaus County were deemed appropriate for inclusion in the study and the time frame from the present to the year 2010 was selected to measure population growth and development
2. Project new development. The report prepared by Kreines and Kreines in association with QED Research, Population and Economic Forecasts, 1988-2010, that projected population and employment growth was used.
3. Identify the new facilities needed to accommodate new development. The 1989-1994 Capital Improvements Program was consulted for this necessary data.
4. Estimate the cost of new facilities. The estimates used are from the 1989-1994 Capital Improvements Program.
5. Allocate the cost of new development. Select an appropriate and equitable means to allocate costs among new development. This is the central point of establishing a Public Facilities Fee schedule and in itself is a three step process.
 - a. The cost of remedying existing deficiencies must be separated from the financing of facilities to accommodate growth;

- b. Costs for countywide services (e.g., library) must be distinguished from county services provided only in the unincorporated area (e.g., sheriff patrol);
- c. Costs for new facilities must be distributed among different types of development (e.g., residential, retail, etc.).

Utilizing the foregoing five step process, Recht Hausrath and Associates has prepared the Stanislaus County Public Facilities Fee schedule. This report is available from the Clerk of the Board upon request. Research included the documentation of existing spatial use, service levels to the public (e.g., safety officer per number of residents, or number of library books per resident) and accessory capital requirements (e.g., automobiles, trucks and heavy equipment). From this data, projections were made that quantified additional space/equipment requirements for population increases and deficiencies were discovered that require remedying.

The law stipulates that funds collected can only be used for facilities to accommodate new development. Public facilities fees cannot be used to cure existing deficiencies or fund ongoing day-to-day operations. Furthermore, if there is a deficiency, measures must be taken to raise the level of service equal to new facilities serving new development. The county must document how it plans to remedy the existing deficiencies with funding sources independent of development fees. This is usually done through the Capital Improvements Program (CIP). The CIP includes projects that both remedy existing deficiencies and build additional capacity to accommodate new development. These projects will be jointly funded by the county and by fees on new development in proportion to the benefits each group derives.

Table 1 lists those areas with capital facilities/equipment affected by development. It also shows the projected cost associated with new development and the cost of eliminating any existing deficiency.

An initial allocation of projected cost for new facilities is divided between growth county-wide and growth exclusively in unincorporated area (e.g., Sheriff's patrols in unincorporated areas versus county-wide jails for all inmates). See Table 2.

The further allocation of the projected cost of new facilities that will serve growth is distributed among five land use categories (i.e., single-family residential, multi-family residential, office, retail, and industrial). For most types of facilities, public facilities fees for residential projects are based upon an average number of residents per dwelling unit for each land use type, and non-residential projects are charged on the average number of employees per 1,000 square feet. Traffic fees are based on trips generated and thus differentiated even more finely among land uses. Tables 3 and 4 respectively represent the cost allocations by land use type and differentiate between a county-wide and an unincorporated area fee.

As can be seen, the fees are significant and far reaching. That is to say, not only new development of the unincorporated territory of the County is responsible for the projected need, but also the new development in all nine incorporated cities. Therefore, it is incumbent upon the County to enter into agreements (such as the one with Turlock) with the cities to guarantee that sufficient funds will be collected to satisfy the projected capital facilities/equipment needs. If not, and the development fee schedule is adopted, then it becomes the responsibility of Stanislaus County to make up the difference between the funds collected and those not collected. Given that a high percentage of new development will be within cities, this amount would be substantial.

Five workshops have been held to encourage input from cities, agencies and interested persons. Many cities have responded with written comments, and they have subsequently been incorporated with the program. Meetings have been scheduled and negotiations are currently underway with the cities of Stanislaus County. The intent of these meetings is to successfully reach an agreement for mutual collection of public facilities fees.

FISCAL ANALYSIS

There are two areas of fiscal concern regarding the implementation of a Public Facilities Fee program. The first area of concern is public facility deficiencies. As was seen in Table One, an amount of \$40.3 million was defined as the deficiency. This deficiency can be remedied through the use of the Capital Improvements Program which plans for needed capital improvements.

The second area is the need for new public facilities based upon projected growth. Again, from Table One, the amount required to satisfy this need is \$526.2 million. The Public Facilities Fee Program has been designed to accumulate this total. Furthermore, the costs associated with the administration of such a program have been included, as provided by Government Code Section 66000.

RECOMMENDATION

1. Find that the Recht-Hausrath report entitled Stanislaus County Development Impact Fee Program has done the following:
 - a. Identified the purpose of the fee;
 - b. Identified the use to which the fee is to be put;
 - c. Determined how there is a reasonable relationship between the fee's use and the type of development project on which the fee is imposed;
 - d. Determined that there is a reasonable relationship between the need for the Public Facility and the impacts caused by the type of development project on which the fee is imposed; and,
 - e. Determined that 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.
2. Adopt the Stanislaus County Public Facilities Fee Resolution and Fee Schedule (Fee Schedule, Exhibit A);
3. Establish December 29, 1989 as the last date of submittal for plan-check review regarding building permits. Should the date of issuance of a building permit be later than that of the effective date of the Public Facilities Fees, no fees shall be imposed if a complete building permit application was made on or before December 29, 1989;
4. Authorize the Chief Administrative Office to annually review and update the Fee Schedule; *immediate review + report back within 30 days as related*
5. Authorize the Division of Building and Inspection within the Department of Public Works to collect county Public Facilities fees at the time of building permit acquisition; and,
6. Authorize the Auditor-Controller to establish and maintain accounts necessary to deposit, invest, account for and expend the fees pursuant to California Government Code Section 66006.

TABLE 1
(Millions of Dollars)

<u>Capital Facilities/Equipment</u>	<u>Projected Cost</u>	<u>Present Deficiency</u>
Traffic and Roads	\$320.4	\$ 0
Criminal Justice	12.5	6.3
Jails and Countywide Sheriff Services	103.4	25.8
Sheriff Patrol and Investigation	1.3	3.9
Fire Warden	2.2	3.2
Parks	11.0	.6
Hospital (Out-patient)	5.9	0
Libraries	30.7	0
Public and Mental Health	8.8	.5
Other County Facilities	11.5	0
Fee Administration (2.5 percent)	13.5	0
Total	\$526.2	\$40.3

TABLE 2
COST OF FACILITIES TO ACCOMMODATE GROWTH
(Millions of 1989 Dollars)

<u>County Facilities</u>	<u>County-Wide</u>	<u>Unincorporated</u>	<u>Total</u>
Inter-City Roads	\$267.3	\$ 0	\$267.3
City/County Roads*	53.1	0	53.1
Criminal Justice System	12.5	0	12.5
Jails & County-Wide Sheriff Services	103.4	0	103.4
Sheriff's Patrol & Investigation	0	1.3	1.3
County Fire Warden	0	2.2	2.2
Parks & Recreation	11.0	0	11.0
Out-Patient Care	5.9	0	5.9
Libraries	30.7	0	30.7
Public & Mental Health	8.8	0	8.8
Other County Facilities	8.9	2.6	11.5
Fee Administration (2.5 Percent)	<u>13.3</u>	<u>.2</u>	<u>13.5</u>
 TOTAL	 \$514.9	 \$6.3	 \$521.2

*The distribution of the cost for City/County road projects (\$53.1 million) includes new development in all unincorporated areas and eight cities, excluding Modesto and its urban sphere and the Salida Planned Development.

Source: Stanislaus County and Recht Hausrath & Associates.

EXHIBIT A(1)

SUMMARY OF COUNTY-WIDE IMPACT FEES

Land Use	Inter- City Roads	City/ County Roads	Jails	Justice	Library	Parks	Public Health	Out- Patient	Other Facility	Fee Admin	TOTAL FEE
RESIDENTIAL (Unit Cost)											
Single-family	\$1,757	\$1,189	\$1,066	\$128	\$314	\$138	\$93	\$61	\$90	\$121	\$4,957
Multi-family	1,177	797	689	83	203	89	60	39	58	80	3,275
Senior Housing	703	476	689	83	203	89	60	39	58	60	2,459
NON-RESIDENTIAL (per 1,000 sq. ft.)											
OFFICE											
General Office/Office Park	2,514	1,700	533	67	163	0	48	32	47	128	5,232
Medical Offices	4,525	3,060	533	67	163	0	48	32	47	212	8,687
INDUSTRIAL											
High Density Industrial	1,257	850	237	29	70	0	21	14	20	62	2,560
Low Density Industrial	943	637	79	10	23	0	7	5	7	43	1,754
COMMERCIAL/RETAIL											
Convenience Market	42,657	29,156	332	40	98	0	29	20	28	1,809	74,169
Retail (<50,000 sq ft)	10,240	6,912	332	40	98	0	29	20	28	442	18,141
Retail (50-100,000 sq ft)	6,222	4,200	332	40	98	0	29	20	28	274	11,243
Retail (100-300,000 sq ft)	3,455	2,332	332	40	98	0	29	20	28	158	6,492
Shopping Mall	2,850	1,924	332	40	98	0	29	20	28	133	5,454
RESTAURANTS											
Fast Food	28,255	19,236	332	40	98	0	29	20	28	1,201	49,239
High Turnover	16,512	11,145	332	40	98	0	29	20	28	705	28,909
Sit Down	7,974	5,406	332	40	98	0	29	20	28	348	14,275
FINANCIAL											
Bank	15,770	10,736	332	40	98	0	29	20	28	676	27,730
Savings & Loan	6,012	4,093	332	40	98	0	29	20	28	266	10,919
MISC. LAND USES											
Manual Car Wash (stall)	3,977	2,684	332	40	98	0	29	20	28	180	7,388
Church	704	477	332	40	98	0	29	20	28	43	1,771
Day Care Center	4,041	2,751	332	40	98	0	29	20	28	183	7,523
Hospital	1,738	1,178	332	40	98	0	29	20	28	87	3,549
Mini-Warehouse	286	194	332	40	98	0	29	20	28	26	1,053
Nursing Home	297	201	332	40	98	0	29	20	28	26	1,071
Gas Station-per pump	2,022	1,353	332	40	98	0	29	20	28	98	4,021
Motel/Hotel-per room	704	477	332	40	98	0	29	20	28	43	1,771
RECREATIONAL											
Golf Course (per acre)	557	377	332	40	98	0	29	20	28	37	1,518
Movie Theater	8,771	5,938	332	40	98	0	29	20	28	381	15,637
Raquet Club (per court)	5,628	3,810	332	40	98	0	29	20	28	250	10,235
Tennis Courts (per court)	4,900	3,317	332	40	98	0	29	20	28	219	8,983

EXHIBIT A(2)

SUMMARY OF UNINCORPORATED IMPACT FEES

Land Use	Sheriff Patrol	Fire Warden	Other Facilities	Fee Admin	UNINCORP SERVICES	WIDE FEE	TOTAL FEE
RESIDENTIAL (Unit Cost)							
Single-family	\$134	\$192	\$266	\$15	\$607	\$4,957	\$5,564
Multi-family	87	124	172	10	393	3,275	3,667
Senior Housing	87	124	172	10	393	2,459	2,852
NON-RESIDENTIAL (per 1,000 sq. ft.)							
OFFICE							
General Office/Office Park	70	100	140	8	318	5,232	5,549
Medical Offices	70	100	140	8	318	8,687	9,005
INDUSTRIAL							
High Density Industrial	30	43	60	3	136	2,560	2,697
Low Density Industrial	10	14	20	1	45	1,754	1,799
COMMERCIAL/RETAIL							
Convenience Market	42	60	84	5	191	74,169	74,359
Retail (<50,000 sq ft)	42	60	84	5	191	18,141	18,332
Retail (50-100,000 sq ft)	42	60	84	5	191	11,243	11,433
Retail (100-300,000 sq ft)	42	60	84	5	191	6,492	6,683
Shopping Mall	42	60	84	5	191	5,454	5,644
RESTAURANTS							
Fast Food	42	60	84	5	191	49,239	49,430
High Turnover	42	60	84	5	191	28,909	29,100
Sit Down	42	60	84	5	191	14,275	14,466
FINANCIAL							
Bank	42	60	84	5	191	27,730	27,921
Savings & Loan	42	60	84	5	191	10,919	11,110
MISC. LAND USES							
Manual Car Wash (stall)	42	60	84	5	191	7,388	7,579
Church	42	60	84	5	191	1,771	1,962
Day Care Center	42	60	84	5	191	7,523	7,713
Hospital	42	60	84	5	191	3,549	3,740
Mini-Warehouse	42	60	84	5	191	1,053	1,243
Nursing Home	42	60	84	5	191	1,071	1,262
Gas Station-per pump	42	60	84	5	191	4,021	4,211
Motel/Hotel-per room	42	60	84	5	191	1,771	1,962
RECREATIONAL							
Golf Course (per acre)	42	60	84	5	191	1,518	1,709
Movie Theater	42	60	84	5	191	15,637	15,828
Raquet Club (per court)	42	60	84	5	191	10,235	10,426
Tennis Courts (per court)	42	60	84	5	191	8,983	9,174

Beard Land Improvement Company

"Since 1852"

November 20, 1989

P.O. BOX 1113
MODESTO, CALIFORNIA 95353
PHONE (209) 524-4631

Members of the Stanislaus County
Board of Supervisors
1100 H Street
Modesto, CA 95354

RECEIVED

NOV 20 1989

Mayor and Members of the Modesto
City Council
801 11th Street
Modesto, CA 95354

BOARD OF SUPERVISORS
STANISLAUS COUNTY

Dear Supervisor Cannella;

I am writing to express my concern about the building fees which are being proposed by the City of Modesto and Stanislaus County for new construction of office and industrial buildings. Our company is both developer and owner of industrial buildings within the Beard Industrial District. We have been advised that the proposed fees which would apply in our area are as follows:

<u>OFFICE</u> <u>Per M. Sq. Ft.</u>	<u>INDUSTRIAL</u> <u>Per M Sq. Ft.</u>	
\$4,081	\$1,940	All County
380	143	Unincorporated County (less street fees)
3,301	1,607	City of Modesto (street fees only)
<u>\$7,762</u>	<u>\$3,690</u>	

In the application of these fees, it is my understanding that office buildings and industrial buildings will be considered separately unless the office use is in excess of 25% of any industrial building. In that case, there would be a composite fee based on the proportion of the two uses within the building.

My greatest concern is that the imposition of these fees will discourage and greatly reduce the future development of new office and industrial space within our area. Any curtailment of this type of development will also curtail job growth in our community. Large industrial users, and also many large office users, often consider several sites within a fairly wide geographical area. Because they have considerable discretion in where they finally decide to locate, price becomes a very important factor when competing to locate these types of basic employers.

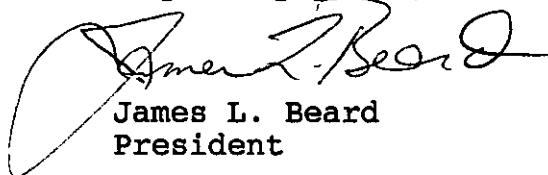
The fees which are being proposed will have an enormous impact on our competitive situation. For example, we are still able to develop large warehouse space for less than \$15.00 per square foot. The above total fees of \$3.69 per square foot for industrial buildings will add about 25% to our cost. The proposed fees of \$7.76 per square foot for office space will add about 15% to our average cost for typical industrial office buildings. On most warehouse projects the fees will exceed the value of the land. The cost of these building fees will have to be returned to the developers and owners in the form of higher prices or higher rents. Because these costs are a very high percentage of total costs, and because many communities are willing to offer incentives to new industries and other large employers, I do not believe the local market will absorb these higher costs. The consequence will be a slow down in our job growth development.

I also wish to address some of the technical factors which have been considered by the County for allocating the fees between each category of use. First of all, the assumption that there is an average of 700 square feet of industrial space for each employee is highly inaccurate when applied to various types of industrial uses. For example, our Company leases 27 different buildings to different tenants where individual tenancy ranges from 7,000 square feet to 260,000 square feet, and uses range from manufacturing to distribution warehousing. Square feet of space per employee ranges from 400 square feet for a small manufacturing operation to 14,000 square feet for a large distribution warehousing operation. For our buildings we have grouped average square feet per employee by building size. For buildings under 50,000 square feet, the average is about 1,200 square feet per employee, and for buildings in excess of 50,000 square feet, the average is about 5,000 square feet per employee. Therefore, to whatever extent the factor of 700 square feet per employee is used to allocate fees, it is an inaccurate assumption when applied indiscriminately.

Also, other assumptions have been made about vehicle trips generated per 1,000 square feet of industrial space. I believe that these assumptions are equally inaccurate when applied indiscriminately to the different types of industrial users, especially those particular industrial users common to our area. It is difficult to give recognition to each of the variables that can determine the allocation of fees; however, it is important to carefully evaluate the assumptions making up the allocation of industrial fees because the factors being used appear to be inappropriate, thereby allocating a relatively excessive portion of the fees on new industrial development. I am not familiar with the assumptions used in allocating the City of Modesto's proposed fees.

There are political issues which also need to be addressed. If, as many California communities believe, there is a general benefit to job growth and job development, then some of the costs which would normally be allocated to new industrial and office buildings needs to be born by other uses or by general funding. I believe this can be justified because studies have shown that new industrial and office projects often provide a net benefit to a community; in some cases the tax revenues generated by these basic employers exceed the costs to serve them, and these employers provide other benefits which are felt widely throughout the community. Recognition of these benefits would justify spreading some of the costs over a broader base. I agree wholeheartedly with the need to improve and maintain our infrastructure. However, the costs must be wisely allocated in order to avoid slowing down beneficial economic development.

Very truly yours,

A handwritten signature in dark ink, appearing to read "James L. Beard". The signature is fluid and cursive, with a large loop at the beginning and end.

James L. Beard
President

JLB/le

cc: Harlan Westenberg, Economic Development Manager,
City of Modesto.

Elaine Cromwell, Economic Development Manager,
Modesto Chamber of Commerce.

William Carney, Executive Director, Stanislaus County
Economic Development Corporation.



Building Industry Association
of
Central California, Inc.
1401 "F" STREET



PHONE 529-4531

MODESTO, CA 95354

December 13, 1989

RECEIVED

DEC 14 1989

Board of Supervisors
Stanislaus County
1100 H Street
Modesto, CA 95354

BOARD OF SUPERVISORS
STANISLAUS COUNTY

Re: ALTERNATIVE PROPOSAL - STANISLAUS COUNTY CAPITAL FACILITIES
FEES

Dear Chairman Starn and Board of Supervisors:

The Building Industry Association of Central California (BIACC) would like to request the Stanislaus County Board of Supervisors consider an alternative to the capital facility fee schedules that have been presented by Recht-Hausrath & Associates.

The current proposals before Stanislaus County call for a new jail to be built in part from development impact fees. Financing for the County's share for existing deficiencies is not firm, but a countywide sales tax, used in part for the jail, is the most frequently mentioned alternative.

Two weaknesses are apparent. First, the exact timing of development impact fees is uncertain. It might be many years before enough fees have accumulated to permit the project to start. Second, it is by no means certain that the voters would give any greater support to use sales taxes for a jail than they did last year.

The Building Industry Association of Central California (BIACC) is recommending a creative alternative to this proposal.

The BIACC is prepared to endorse a financing plan for the new county jail that depends upon development impact fees, but that would permit the jail to be built now. Two bond issues would be authorized, as shown in the attached Table. The first would provide \$ 96.1MM to finance added capacity and would be repaid exclusively from development impact fees. This type of financing has been used elsewhere in California and has found acceptance in the bond market.

Affiliated with

NATIONAL ASSOCIATION
OF HOME BUILDERS

CALIFORNIA BUILDING
INDUSTRY ASSOC.

Board of Supervisors
Alternative Proposal - Stanislaus County Capital Facilities Fees

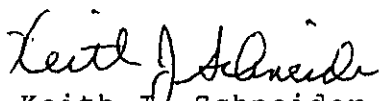
The County's share of existing deficiencies (beyond those financed from state grants) would be financed with a Certificate of Participation (COP) that would provide \$ 33.1MM. Of some importance, the first debt service on the COP would not be due until Year 6. During the intervening 5 years, growth in Stanislaus County's tax base, led by the contribution of new development, would be available to provide some or all of the additional revenue generating capacity that would be required to service the debt.

The BIACC also proposes the county place before the voters, at the appropriate time, a local option sales tax for road construction and maintenance only. This would allow the county an opportunity to set a reasonable roads fee schedule, especially as it relates to land uses that generate employment and tax revenue. The building community is prepared to give strong support to this sales tax, as it would generate \$375 million + to improve our county roads. It is our view that a roads-only sales tax measure has a much better chance of passage than a roads/jail blended approach.

In summary, we are prepared to take on a greater impact fee for the jail project, allowing you to immediately bond and build this badly needed facility. We additionally would ask you to place a roads-only sales tax measure on the ballot in 1990. This would allow you to set a more reasonable non-residential fee schedule, provide more revenue to the county in the long run for road projects and give the sales tax measure a much better chance of passing (by being for roads-only, dropping the jail).

We will be prepared to discuss our proposal in greater detail when we meet with you on December 19, 1989.

Yours very truly,



Keith J. Schneider
Executive Vice-President

KJS;gkf

Attachment

**FINANCING PROPOSAL
STANISLAUS COUNTY JAIL**

TOTAL COST

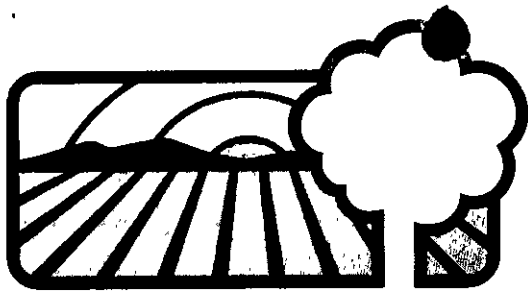
EXISTING DEFICIENCY	\$35.6	25.6%
NEW CAPACITY	\$103.4	74.4%
TOTAL	\$139.0	100.0%

SOURCES OF FINANCING

STATE AID	\$9.8
CERTIFICATE OF PARTICIPATION	\$33.1
BOND BACKED BY DEVELOPMENT FEES	\$96.1
TOTAL	\$139.0

SUMMARY OF THE PROPOSAL

1. The jail is built now, not years from now, after development fees have accumulated.
2. The jail is paid for with two bond issues that are issued immediately. (Neither bond issue requires voter approval.)
3. Development fees provide all necessary debt service for the first five years.
4. Improved county revenues from new development are available to service the County's share of debt, starting in Year 6.



CITY of MODESTO

Office of City Manager:
(209) 577-5223

801 11th Street, P. O. Box 642, Modesto, CA 95353
[TDD (209) 526-9211 Hearing and Speech Impaired only]

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DEC 13 1989

BOARD OF SUPERVISORS
STANISLAUS COUNTY

December 12, 1989

Mr. Rolland Starn, Chairman
and Members of the Board of Supervisors
Stanislaus County
1100 H Street
Modesto, CA 95354

Dear Chairman Starn and Members of the Board of Supervisors:

The City of Modesto has data submitted by various agencies regarding the County's Capital Facility Fee Program and rather than duplicate commentary which you have already received, we will make notations and comments in areas where we believe additional focus is appropriate. For the record, we would concur with the general direction and comments you have received from the City of Ceres.

Additional areas which we believe would be important for you to consider are the following:

1. Fire

It is difficult to make an accurate assessment regarding the Fire Department Section (Chapter IX) of the County's developer fee proposal without reviewing their plans for future expansion. However, several proposals appear incompatible with existing services and agreements.

If the County Fire Warden plans to relocate to a site adjacent to the new County Jail, who will provide fire protection to the McHenry Dry Creek area? Additionally, if the County intends to provide fire protection to the new jail site, how will this impact or amend the proposed agreement with the City of Modesto to provide protection.

The County's proposal is to fund two joint training centers. Although companion sites for a Regional Training Center have been discussed, we believe work is only proceeding on the single site at Carpenter and Blue Gum and no decision has been made jointly regarding a second site.

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DEC 13 1989

BOARD OF SUPERVISORS
STANISLAUS COUNTY

City Pride — Citywide

Mr. Rolland Starn, Chairman
and Members of the Board of Supervisors
December 12, 1989
Page 2

2. Public Works and Transportation

There will be a significant difference between the streets fee paid by development within Modesto's sphere compared with that paid by development in the County outside of Modesto's sphere. The total streets fee paid inside Modesto's sphere will be about 30 percent higher. (For some uses it will be 40 to 50 percent higher.) Please see the attached tabulation.

All development within the County (including development within City spheres) will pay the County's Inter-City Roads Fee. To this fee will be added either the County's City/County Road Fee (for development outside of the City sphere) or the City's Streets Fee (for development inside the City sphere). The accompanying tabulation shows the per-unit fees for several development types for both in-sphere and out-of-sphere locations.

The potential impact of these differences is difficult to quantify, but the potential exists for siting decisions to be made on the basis of the difference in total development fees required.

3. Airport

We believe that the Airport serves the entire County of Stanislaus and as such there should be some method to assess the impact growth will have on the capital costs the Airport will face. Your Board will note that both the City and County are participating in an expansion of the air terminal at this time. Additional improvements will obviously be necessary as increased traffic utilizes the airport. A fee should be established to accommodate this growth.

4. Industrial

Your Board indicated a willingness to review the fee impact on warehousing operations. It was also important that Stanislaus County maintain a job balance so we can provide for employment as well as housing. Your Board should also consider industrial employers as well as warehousing, where the disparity employment density varies by a wide amount. Louis Rich, for example, has 900 employees in a 150,000 square foot facility, as contrasted to Whirlpool with 35 employees in a 258,000 square foot facility. An equitable calculation of these variances needs to be included in your fee structure so we can continue to attract viable employers.

Mr. Rolland Starn, Chairman
and Members of the Board of Supervisors
December 12, 1989
Page 3

The City of Modesto is encouraged by the County's fee analysis and effort and will be pleased to meet with you to discuss implementation of your fee program.

Sincerely,



Garth Lipsky
City Manager

GL:PB:wpc
Attachment

COMPARISON OF IMPACT FEES FOR ROADS AND TRAFFIC FACILITIES

<u>Land Use</u>	<u>Per</u>	<u>Outside</u> <u>Modesto's Sphere</u>			<u>Inside</u> <u>Modesto's Sphere</u>			<u>Percent</u> <u>Difference</u>
		<u>Inter-</u> <u>City</u>	<u>City/</u> <u>County</u>	<u>Total</u>	<u>Inter-</u> <u>City</u>	<u>Modesto</u> <u>Fee</u>	<u>Total</u>	
Single Family	DU	1,662	1,269	2,931	1,662	2,143	3,805	+30%
Multiple Family	DU	1,114	850	1,964	1,114	1,442	2,556	+30%
Office	1,000sf	2,493	1,904	4,397	2,493	5,786	5,708	+30%
Industrial	1,000sf	1,247	952	2,199	1,247	1,607	2,854	+30%
Retail	1,000sf	2,393	1,827	4,220	2,393	3,472	5,865	+39%
Convenience Mkt.	1,000sf	18,907	14,436	33,343	18,907	24,344	43,251	+30%
Fast Food	1,000sf	8,855	6,761	15,616	8,855	14,744	23,599	+51%
Bank	1,000sf	11,966	9,137	21,103	11,966	15,430	27,396	+30%

SALIDA

(1) MELLO-ROOS FACILITIES:

(A) Sewer expansion	\$10.47 million
(B) Schools	11.85 million
(C) Salida fire	.75 million
(D) Roads	1.37 million
(E) Storm drainage	2.58 million
(F) Park purchase	1.62 million

TOTAL	\$28.6 million
-------	----------------

(2) DISTRICTS: (to be formed for the following services)

- (A) Sheriff services
- (B) Park and landscape maintenance
- (C) Storm drainage maintenance

(3) PD GUIDELINE FEES:

(A) Traffic	\$6,327,000
(B) Park development	2,126,146
(C) Library	per county-wide fee schedule
(D) Sheriff	per county-wide fee schedule
(E) Fire	per Salida Fire District manpower fee schedule

SINGLE-FAMILY HOME

LOCATION	COUNTY- WIDE FEES (INCLUDES CITY-COUNTY ROADS)	COUNTY- WIDE FEES (NO CITY- CITY-COUNTY ROADS)	CITY/ SPHERE FEES	UNINCOR- PORATED FEES	TOTAL FEES
Modesto City	\$	\$3,768	\$4,442	\$	\$8,210
Turlock City	4,957				4,957
Ceres City	4,957				4,957
Oakdale City	4,957				4,957
Riverbank City	4,957				4,957
Patterson City	4,957				4,957
Hughson City	4,957				4,957
Newman City	4,957				4,957
Waterford City	4,957				4,957
Modesto Sphere		3,768	4,442 ¹	607	8,817
Turlock Sphere	4,957			607	5,564
Ceres Sphere	4,957			607	5,564
Oakdale Sphere	4,957			607	5,564
Riverbank Sphere	4,957			607	5,564
Patterson Sphere	4,957			607	5,564
Hughson Sphere	4,957			607	5,564
Newman Sphere	4,957			607	5,564
Waterford Sphere	4,957			607	5,564
Salida Sphere		3,927 ²	2,945 ³		6,872
Unincorporated No Sphere	4,957			607	5,564

¹Sphere fees for Modesto include roads, parks, fire, police and other facilities.

²Salida County-wide fee includes a portion of the unincorporated fee.

³Sphere fees for Salida includes roads, parks, fire, library, sheriff and a portion of the unincorporated fee.

RETAIL - 50-100,000 SQ. FT (per 1,000 sq. ft.)

LOCATION	COUNTY- WIDE FEES (INCLUDES CITY-COUNTY ROADS)	COUNTY- WIDE FEES (NO CITY- CITY-COUNTY ROADS)	CITY/ SPHERE FEES	UNINCOR- PORATED FEES	TOTAL FEES
Modesto City	\$	\$ 7,043	\$ 3,549 ¹	\$	\$10,592
Turlock City	11,243				11,243
Ceres City	11,243				11,243
Oakdale City	11,243				11,243
Riverbank City	11,243				11,243
Patterson City	11,243				11,243
Hughson City	11,243				11,243
Newman City	11,243				11,243
Waterford City	11,243				11,243
Modesto Sphere		7,043	3,549 ¹	191	10,783
Turlock Sphere	11,243			191	11,434
Ceres Sphere	11,243			191	11,434
Oakdale Sphere	11,243			191	11,434
Riverbank Sphere	11,243			191	11,434
Patterson Sphere	11,243			191	11,434
Hughson Sphere	11,243			191	11,434
Newman Sphere	11,243			191	11,434
Waterford Sphere	11,243			191	11,434
Salida Sphere		7,094 ²	27,000/acre ³		7,094 + 27,000/acre
Unincorporated No Sphere	11,243			191	11,434

¹Sphere fees for Modesto include roads, parks, fire, police and other facilities.

²Salida County-wide fee includes a portion of the unincorporated fee.

³Sphere fees for Salida includes roads, parks, fire, library, sheriff and a portion of the unincorporated fee.

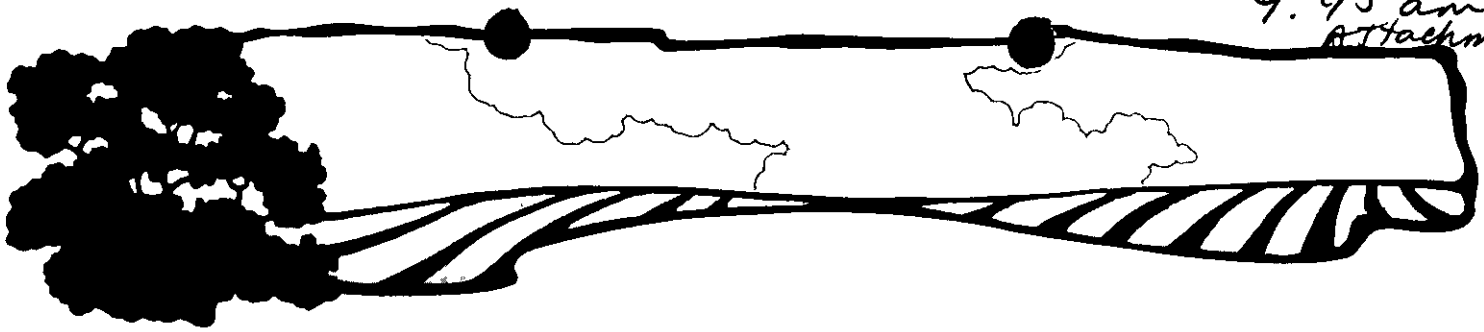
HIGH-DENSITY INDUSTRIAL (per 1,000 sq. ft.)

LOCATION	COUNTY- WIDE FEES (INCLUDES CITY-COUNTY ROADS)	COUNTY- WIDE FEES (NO CITY- CITY-COUNTY ROADS)	CITY/ SPHERE FEES	UNINCOR- PORATED FEES	TOTAL FEES
Modesto City	\$	\$1,710	\$ 1,847	\$	\$ 3,557
Turlock City	2,560				2,560
Ceres City	2,560				2,560
Oakdale City	2,560				2,560
Riverbank City	2,560				2,560
Patterson City	2,560				2,560
Hughson City	2,560				2,560
Newman City	2,560				2,560
Waterford City	2,560				2,560
Modesto Sphere		1,710	1,847 ¹	136	3,557
Turlock Sphere	2,560			136	2,696
Ceres Sphere	2,560			136	2,696
Oakdale Sphere	2,560			136	2,696
Riverbank Sphere	2,560			136	2,696
Patterson Sphere	2,560			136	2,696
Hughson Sphere	2,560			136	2,696
Newman Sphere	2,560			136	2,696
Waterford Sphere	2,560			136	2,696
Salida Sphere		1,746 ²	12,500/acre ³		1,746 + 12,500/acre
Unincorporated No Sphere	2,560			136	2,696

¹Sphere fees for Modesto include roads, parks, fire, police and other facilities.

²Salida County-wide fee includes a portion of the unincorporated fee.

³Sphere fees for Salida includes roads, parks, fire, library, sheriff and a portion of the unincorporated fee.



9:45 am
Attachment

December 14, 1989
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018 10

DEC 18 1989

BOARD OF SUPERVISORS
STANISLAUS COUNTY

Stanislaus County
Board of Supervisors
1100 "H" Street
Modesto, CA 95354

Dear Members of the Board:

Ecology Action Educational Institute applauds your inclusion of developer fees for air quality mitigation.

Without dissent, the Ecology Action Board of Supervisors resolved that developer fees for growth impact on public safety, air quality, roads, the library, and health services are a forward step.

Sincerely,

Maureen Forney
Executive Director



Ecology Action Educational Institute

P.O. Box 3895 Modesto, California 95352 (209) 576-0739



CITY OF RIVERBANK

6707 THIRD STREET • RIVERBANK, CALIFORNIA 95367 • AREA CODE 209 • 869-3671

December 14, 1989

BOARD OF SUPERVISORS
Stanislaus County
1100 H Street
Modesto, California 95354

Subject: Stanislaus County Development Impact Fee Program -
Final Draft dated December 10, 1989

Dear Supervisors:

The City of Riverbank has reviewed with interest the County's development fee proposals. We have participated in the workshops that have been held and have submitted written comments, many of which have been resolved in the above draft. At this point, the City has only two areas of concern.

First, there has not been an adequate nexus established between growth in Riverbank and the fee for the Tuolumne Regional Park. The citizens of Riverbank are extremely unlikely to use a park in Modesto. This fee should be limited to Modesto, Ceres and the County.

Second, there are many problems with the section about the road impacts.

- The City has had no opportunity to review the documentation that went into determining which roads needed to be improved and how much this improvement would cost. We are asked to accept the necessity for these improvements on faith. The first nexus that needs to be made (that between growth in general and the need for the new or improved roads) is missing.
- The City/County fee includes roads that are within the cities' Spheres of Influence. These roads will be improved with annexation and development and do not need to have a County fee imposed. If the County charges this fee development will, in many cases, be paying twice for the same improvement. The County staff has already been informed that the City of Riverbank is charging fees for improvements to some of the same roads that are included in this fee but there have been no adjustments made.

9:45 am
Attachment

MAYOR
DAVID WHITE

VICE MAYOR
CARL LEMMONS

COUNCILMEN
PAUL JOHNSON
CHARLES NEAL
SHERMAN PORTER

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DEC 18 1989

BOARD OF SUPERVISORS
STANISLAUS COUNTY

December 14, 1989
STANISLAUS COUNTY
BOARD OF SUPERVISORS
Page Two

re: COUNTY DEVELOPMENT IMPACT FEE - COMMENTS

- We disagree with the assumptions made in distributing the fee amongst the various land uses. The proposed fee for new, general commercial development is \$10,432 per 1000 square feet of building. For some uses, such as convenience markets (\$71,813 per 1000 sq. ft.) and fast food restaurants (\$47,491 per 1000 sq. ft.), the cost is significantly higher. Yet in small cities like Riverbank, the development of commercial uses, particularly those like convenience markets and fast food restaurants that are designed to serve a local area, will significantly reduce, rather than increase, the impact on County roads. With the current scarcity of commercial business in Riverbank, most of our residents go to Modesto to shop. If more commercial development occurs in Riverbank, there may be more traffic inside the City, but the traffic on County roads between Riverbank and Modesto will be reduced. The more commercial development we can attract, the more the impact will be reduced.

As the Mayor of Riverbank, I have dealt with the impacts of growth and its cost to the City. I realize that the County faces similar problems and support your efforts to require that new development pay for the impacts that it creates. I feel, however, that there needs to be some further work done on the park fee and the road fees in order to meet the tests of State Law and fairly distribute the costs.

Sincerely,


DAVID A. WHITE
MAYOR

DEPARTMENT OF TRANSPORTATION

P.O. BOX 2048 (1976 E. CHARTER WAY)
STOCKTON, CA 95201
TDD (209) 948-7853



(209) 948-7943

October 20, 1989

Mr. J. Ray Edwards
Deputy Director - Engineering
Stanislaus County Public Works
1100 "H" Street
Modesto, CA 95354

Dear Mr. Edwards:

Attached please find a package of information developed in accordance with recent discussions between the County/City of Modesto and Caltrans, District 10 concerning cost allocations for highway projects in Stanislaus County. This work is related to the establishment of development fees by both the City of Modesto and the County of Stanislaus.

There are four attachments to this memo:

Attachment 1:

Target estimate of State funds available for highway improvements in the County over the next 20 years. A critical part of this estimate is the assumption that SCA 1 will be passed by the electorate next June. If this package is not passed, the District's position to participate in future State/local cost-sharing agreements would be uncertain. Without some form of revenue increase, the State would not be able to keep up with the need for highway improvements on a timely basis. For example, the 1988 STIP is \$3.5 billion underfunded.

EDWARDS

October 20, 1989

Page 2

Attachment 2:

Spread sheet of highway projects identified as priority improvements based on District, SAAG, County and City studies and traffic projections. State/local cost break-out by project and by jurisdictional totals are provided. These numbers represent the estimate developed for appropriate State and local responsibilities to fund improvements based on best available information. The local share is not differentiated by local source (i.e., Intercity, Sphere of Influence, etc.).

Attachment 3:

Explanatory remarks, assumptions and cautionary statements for specific projects identified on the spread sheet. This information is important given the number of assumptions and uncertainties underlying the list of projects developed.

Attachment: 4

List of recommended further studies for inclusion in the impact fee program. This list is proposed to provide more accurate information concerning scope, feasibility and cost estimate for some of the projects listed. It is understood that this information can be used to modify and refine the impact fee program and corresponding CIP at least on an annual basis.

Subject to the limitations as presented, this package of information represents the District's understanding of:

- o A list of the priority new facility and operational improvements to the highway system in the County over the 20 year planning period (but not on a project priority basis).
- o Appropriate State/local funding responsibilities on a project-by-project basis.

EDWARDS

October 20, 1989

Page 3

- o District support for State funding of projects identified during the STIP process along with representation that the local funding commitment is appropriate given local growth and traffic projections (again, a priority ranking of individual projects has not been completed).

It is understood that formal inclusion of this agreement as part of the transportation fee program is subject to action by City Council and County Board of Supervisors.

This Memorandum of Understanding assumes that Stanislaus County will achieve 100 percent of its County Minimum over the 17 year programming period identified in the fund estimate. It should be recognized that final decisions regarding State funding commitments rest with the California Transportation Commission. The limitations of the fund estimate methodology used in developing this memorandum should also be recognized (see Attachment One for more details).

The total State funds required in the project spread sheet is about 3.8 percent more than the estimated funds available. This is a reasonable match given the assumptions used in developing this memorandum and the lengthy planning period.

This memorandum is based on best available information for future highway needs in the County. The sources are the 1988 Fehr & Peers Corridor Study, the 1988 Omni-Means Highway 99 Interchange Study, the 1988 Dowling Traffic Model Needs Analysis (City of Modesto) and the 1988 Caltrans Route Development Plan. As growth occurs and travel conditions change it is possible that this list will be considered for modification during the planning period. This could cause project priorities to change and result in the need to reevaluate where finite State resources would best be allocated. In this event the District would work closely with local jurisdictions regarding the concurrent use of development fee and other local resources for highway improvements and the effect on local CIP's.

EDWARDS

October 20, 1989

Page 4

In closing, the District would like to commend Jim Duval, Chuck Barnes and Greg Steele of SAAG and yourself for your efforts to develop a local transportation fee program which includes improvements to the highway system. This is a major step towards development of a State/local transportation partnership which is needed if we are to fully meet the future travel needs of both local residents and interregional travelers using highway facilities in the County.

Please call Don MacVicar at 948-7975 or Mike Hinshaw at 948-7958 if there are any questions.

Sincerely,

JAMES B. BORDEN
District Director

cc: J Holland/City of Modesto
D Dodd/SAAG
G Steele/SAAG

bcc: D MacVicar
B Price
Mike Evans
J Perry
J Erwin
A Menor
M Huun
M Hinshaw
K Baxter

DC/MH/dh/dg

Stanislaus County Target Fund Estimates
1990-2010
(Developed for Development Fee Proposal by
Stanislaus County and City of Modesto)

Explanation of Process

Following is an estimate of State highway dollars available for new facility and operational improvement projects over a 20 year period. These targets assume that SCA 1 is enacted by the voters in June, 1990. This proposal will substantially change the stream of State revenue available for transportation purposes.

Neither a fund estimate methodology or formal estimate of dollars available for the next STIP cycle has been developed at this time. The funding targets used are based on the best current planning level estimate of funds available. Use of these funding categories are subject to County Minimum requirements on a Statewide basis over the period from 1990-2000. The base level is in constant 1989 dollars. It is assumed that the relative buying power of these resources will remain constant over the second 10 year period although actual revenues will increase. This is probably an optimistic assumption given increases in inflation, trends in capital outlay support requirements and other related factors.

Per legislative direction under the new funding program the 1988 STIP is the base document from which future programming decisions will be made. No additional capacity increasing projects will be added to this STIP period other than on an exception basis. This effectively locks in the FY 90-91 through 92-93 portion of the planning period. This also assumes that the current \$3.5 billion shortfall in the 1988 STIP will be fully funded under the State revenue proposal.

The new revenue program will create additional transportation funding categories beyond those which are subject to County Minimums. This includes the State/Local Transportation Partnership Program which the County and City of Modesto would be eligible to apply for if the local development fee proposals are enacted. This provides a source of potential State funds beyond those identified in this estimate. When the Partnership Program was implemented on a demonstration basis last year the State/local matching ratio was 13%.

Procedures to Develop Fund Estimates

1. It is assumed that projects in the 1988 STIP will be fully funded and that new projects identified in the 1989 PSTIP will also receive a funding commitment as part of the 1990 STIP adoption.
2. Per legislative requirements, Stanislaus County's current County Minimum deficit is carried over and available for new programming.
3. Planning level estimate of revenues available subject to County Minimums on a Statewide basis is used as the base assumption for the years 1993-94 through 2000-2010.
4. Statewide estimates of rehabilitation, safety and minor project set-asides are debited from the funds available for the same period. Legislative direction provides that these types of projects have higher priority in the use of State funds than capacity increasing projects.
5. Available funds are disaggregated to Stanislaus County based on Stanislaus' County Minimum percentage. It is assumed that the County will receive 100% of its County Minimums (vs. the 70% legislatively required).

Funding Target Calculations

<u>Item</u>	<u>Subtotal in Millions</u>	<u>Running Total in Millions</u>
1. County portion 1988 STIP	21.5	
Two added projects plus one year escalation 1989 PSTIP	1.8	
State funding commitment through FY 92-93 (not available for programming)		23.3
2. County Minimum deficit carried into FY 1993-94	15.3	
3. Base estimate: funds available under County Minimums Statewide = \$1.1 billion annually.		

- x 40% north share = 440
- x 2.74% Stanislaus, 100%
County Minimum share = 12.1
- x 17 years (93-94 thru 09-10) = 205.7

Available for programming 221

4. Rehabilitation projects Statewide =
225 annually

- x 60% historic north share = 135
- x 2.74% Stan. Co. Min. = 3.7
- x 17 years = (62.9)

Safety projects Statewide = 50 annually

- x 60% historic north share = 30
- x 2.74% Stan. Co. Min. = 0.82
- x 17 years = (13.94)

Minor projects Statewide = 50 annually

- x 40% north share = 20
- x 2.74% Stan. Co. Min. = 0.55
- x 17 years = (9.35)

Total Target Fund Estimate for New Facilities
and Operational Improvements 1993-94 thru
2009-10 =

\$135 million

Remarks on Specific Projects

SR 99 P.M. 8.6
Faith Home Overcrossing

Local funds would widen overcrossing from two lanes, as is planned for the SR 99 Keyes Freeway project, to four lanes. Widening would accommodate future local traffic increases.

SR 99 P.M. 18.5
Briggsmore I/C

State funds represent estimated cost of improvements required to correct existing deficiency. Conceptual improvements identified in Omni-Means' Route 99 Interchange Study require additional preliminary engineering to refine/verify scope feasibility and cost estimate. Further study may also determine that additional improvements based on future local traffic access requirements will be necessary beyond that identified in the Omni-Means study.

SR 99 P.M. 20.2
Beckwith I/C

State funds represent estimated cost of improvements required to correct existing deficiency. Remaining local funds are to make improvements based on future local traffic access to freeway.

SR 108 N/A
Modesto/Riverbank/Oakdale Expressway

Informal route studies, legislative changes and completion of the State's formal route adoption process would be needed before a Modesto-Oakdale Expressway could be considered for inclusion in the State system. Development fees are proposed to cover \$55 million of estimated \$88 million cost to build to State standards (estimated \$55 million if built to County standards). Cost estimates are very preliminary. Additional funds beyond estimated County Minimum levels for a reallocation of State funding from other projects shown in this memorandum would be needed if a State share is to be provided for this project. No State funding has been assumed for this project at this time. The cost of this program would be effected if Corridor

SR 120 P.M. 0.0-3.1
SJ County Line to Valley Home Road

<u>SR 120</u>			
<u>Oakdale Bypass</u>	50	40	10

SR 132 P.M. 19.8-20.2
Empire Grade Crossing

Current delay and emergency access problem due to frequency of trains and time in crossing area. Local growth and related traffic increases create a critical need to alleviate train/auto conflicts.

Recommended Further Studies

1. **Route 99 Interchange Conceptual Engineering Study:**

Needed to verify and more accurately define improvements and costs identified in Omni-Means' Route 99 initial study. Identification of these costs are important for interchange improvements which are 100 percent locally funded and included in the development fee program. Scope of work for study should be set-up to provide a portion of information needed for Project Study Reports. Preliminary estimated cost: \$50,000 for all interchanges to be included in study. (Note: Circulation and General Plan studies being prepared by the Cities of Ceres and Turlock may substantially effect the level of improvements needed for interchanges within their respective jurisdictions. Updated traffic and other data from these studies should be included in the Interchange Conceptual Engineering Study.)

2. **Route 99 Interchange Project Study Reports (PSR's):**

PSR's are required for all major projects (over \$250,000) on the highway system. Caltrans' first priority in the preparation of PSR's is for the projects of Statewide and regional significance. It is recommended that PSR's for 100% locally funded interchange improvements be included in the development fee program. Assuming some PSR level work has been accomplished in the Route 99 interchange Conceptual Engineering Study preliminary estimated cost is \$65,000 to prepare PSR's for 16 interchanges.

3. **Informal Route Study for Modesto-Riverbank Expressway:**

This study is needed to provide preliminary engineering, environmental and right of way data to determine concept and feasibility of the new expressway route. This information will benefit development of the expressway as a local facility and would also provide the State with necessary information regarding the benefit and need to bring such a facility into the State system. The results could be used as part of the formal State route adoption process. Preliminary estimated cost: \$75,000.

4. West Valley to East Bay Transportation Study:

Changing land use and development patterns in the west side of the Valley will create the need for substantial highway and local arterial improvements. Because this travel demand crosses over and effects the transportation system in Merced, Stanislaus and San Joaquin Counties, the study needs to be regional in scope. Stanislaus County's share of the study is proposed at 25 percent of total study cost with remaining funding coming from other local jurisdictions and the State. County's share of preliminary estimated cost: \$75,000.

DEPARTMENT OF TRANSPORTATION

P.O. BOX 2048 (1976 E. CHARTER WAY)
STOCKTON, CA 95201
TDD (209) 948-7853



(209) 948-7906

December 15, 1989

Roland Starn, Chairman
Board of Supervisors
Stanislaus County
1100 "H" Street
Modesto, CA 95354

**10-Sta-Various
Stanislaus County
Impact Development Fee**

Dear Supervisor Starn:

First, I would like to thank you and the Board, your consultant, the Public Works and Planning Department for inviting Caltrans to participate in the development of the impact fee schedule. We appreciate the opportunity to be a partner with the County in this process.

Caltrans supports the concept of locally generated growth induced development fees and applauds the County for the awareness that is being shown by the adoption of these fees.

As you well know, not only county roads and city streets but State highways are being impacted by the growth pressures from the Bay Area. State highways provide access to employment between here and that region. In addition, many State highways in Stanislaus County operate as circulation for local traffic. The demands for highway improvements in the future will be the result of new development. Interchanges take the brunt of the impact. These are the only access to most major highways. While most interchanges in Stanislaus County are currently operating at a high Level of Service, this will not hold true in the future. New development and concurrent average daily traffic increases will begin to reduce the Level of Service to a publicly unacceptable level. This was pointed out in the Omni-Means Route 99 study for SAAG that was completed last year.

It is an important point that the current Caltrans policy on interchanges dictates that Caltrans will not participate in improvements to interchanges that are impacted by new growth and development. It is therefore important that a local funding source be available to mitigate the impacts caused by this new development. Caltrans will not be able to participate beyond correcting existing deficiencies. It should be noted, as we worked with the County staff to develop future highway improvements, we made sure that existing deficiencies on all roadways and interchanges, such as Briggsmore/Carpenter, Hatch Road interchange and Beckwith interchange, were not included in the improvements or dollar costs. Again, I would like to remind the Board that Caltrans will be unable to mitigate impacts to the State Highway System attributable to new development.

For a moment I would like to discuss SCA-1 (The Traffic Congestion Relief and Spending Limitation Act of 1990). SCA-1 outlines nine programs to improve the State Transportation System. One of the programs is the priority improvements necessary to the Interregional Road System. In Stanislaus County Route 99, Route 120 and Route 4 are listed on this system. State funding emphasis will be placed on these highways in this county. Route 132, Route 108 and Route 219 are not listed on the Interregional Road System. These routes will require local funding commitments to meet future needs.

Route 132 west of Route 99 could conceivably qualify for the flexible congestion relief program under SCA-1. It will be necessary for SAAG to include this project in the Regional Transportation Improvement Program to be competitive on a Statewide basis. It is important to note that this whole project is eligible and not just the portion from Route 99 to Dakota as has been stated locally.

In addition, the 1988 State/Local Partnership Program has been made a permanent program under SCA-1 and the Non-IRRS Routes (108, 132, 219) may compete for funding under this program on a Statewide basis.

In addition to the costs projected in the consultant's report for development impact fees for transportation, Caltrans has identified \$134 million in State contributions in this county during the planning period for State highway projects and matching dollars for non-IRRS roadways. If local funding is not available, some of these dollars will not be accessible. My previous letter of support and commitment for State funding was addressed to your Public Works Director and the consultant. (Copy Attached)

Regardless, it is important to recognize that all State highways and interchanges included in the development impact fee program will need improvements due to new growth and development. None of the highways or interchanges designated have existing deficiencies. It has been argued that Route 132 should be reviewed for safety or operational problems; however, the Level of Service is now and is projected in the near future to operate within State criteria. The cumulative impacts to route 132 will come as a result of development and therefore will require a local funding commitment. There is no better source than the impact fees you are considering at this time.

Your staff, the consultant, SAAG staff and Caltrans staff worked carefully to identify future county and State highway needs. This has been presented to you as a package that compliments the circulation element of the county and the region. It has been suggested to reduce the transportation impact fee by approximately \$60 million and move these costs to the proposed sales tax. This in effect leaves unmitigated impacts in the transportation section of the study and suggests that some projects would be unfunded in the future. We suggest that the study should be fully funded at this time and adjustments may be made in the future if necessary.

This brings up a concern. In meetings with the Chamber and the BIA, comments have been made to Caltrans that it is felt that Route 132 and Route 99 interchanges should be removed from the impact fees and placed on the sales tax ballot. I agree that this will reduce the impact fee cost and it is easy to look at the State highways as a candidate to shift to the sales tax initiative.

Let's examine that premise for a moment. Most obvious, what if the sales tax does not pass. There is no fall back position and consequently no local funding match for State highway projects. As is well known, the California Transportation Commission looks favorably on projects where local funding contributions, both public and private, are available. The CTC considers the percentage of local funding to total project cost in consideration of providing State funds for highway projects.

Additionally, sufficient data has been collected, through the OMNI-MEANS Study, the Corridor Study by Fehr & Peers, SAAG Regional Transportation Plan, county road plans and the State Route Concept Reports, to substantiate the need for impact mitigation on the broadest base possible.

If projects are not funded from the impact fee, then future transportation mitigation under CEQA will continue to be required. The County will continue to be the lead agency and have the responsibility for the CEQA process for individual projects that impact the transportation system. It is possible that identified individual developments will pay a high price to mitigate cumulative transportation impacts.

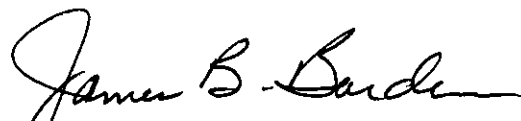
It is obvious that impact fees using the broadest base possible will provide a fair and equitable means of addressing cumulative impacts to the transportation network which together operate and provide system connectivity.

In conclusion, we feel it is important to pass the impact fee package as presented in original form. If it is beneficial, the sales tax could be used to provide a rebate for job/housing balance to correct any inequities in the impact fee base. In the meantime, the adoption of the impact fees will assure that future cumulative impacts to the circulation element will be mitigated in the fairest method possible.

Again, thank you for the opportunity to participate in this important process. If you are successful, you will be the first county in the State to provide a strong commitment in support of your infrastructure and the quality of life.

If you have any questions please contact Mr. Dennis Azevedo or Mr. Michael Hinshaw of my staff.

Sincerely,



JAMES B. BORDEN
District Director
District 10

Attachment

cc: H Callahan/Sta Co Pub Wks
V Holanda/Sta Co Plng
K Sneider/BIA



THE LEAGUE OF WOMEN VOTERS OF MODESTO

TO: BOARD OF SUPERVISORS OF STANISLAUS COUNTY

December 19, 1989

I am Myrtle Osner, representing the League of Women Voters of Modesto.

Again, we appear at this hearing to support your work in implementing development fees. We have attended every workshop and every hearing on this matter.

During the past year it has become very clear that there are enormous costs for infrastructure related to rapid growth. Transportation needs are massive, but there are also other crucial needs that must not be forgotten. These infrastructure costs must be borne by new development; new growth must pay for itself. Existing deficiencies not related to growth must be paid by current residents.

We believe that alternative sources of income are necessary, and a sales tax may be one of those alternatives. However, nothing in our past experience can lead us to assume that a sales tax is likely to pass in an election in the present climate. Especially is this true if the public perception might lead people to think that the growth industry is trying to shift the burden of paying for growth onto the general public. Just read the letters to the Editor for ample proof of that.

Our strong recommendation, and we'll say it again, is that you put the fees in place now--today--not delay imposing fees until later. We support the work of your own staff and the consultants. Every day you wait means lost revenues. Then, if a sales tax should pass in the future, (or some other method be found to fund these costs), the fees can always be recalculated and even refunded if necessary.

Since we were not sent a copy of the proposal by the BIA, we only know what we read in the papers. As you as Supervisors well know, if the second bond proposal should be accepted, with its provision that bonds be paid off later by property taxes, this plan would divert to physical facilities money that is normally used for the general operating budget of the County. This would have a severe negative impact on your General Budget for ongoing operating and maintenance. In short, we'd be a lot worse off than we are today.

Thanks for the opportunity to comment.

Lisa Howard, President, LWV of Modesto


DECLARATION OF PUBLICATION
(C.C.P. S2015.5)

COUNTY OF Stanislaus
STATE OF CALIFORNIA

I am a citizen of the United States and a resident of the County aforesaid; I am over the age of eighteen years, and not a party to or interested in the above entitled matter. I am the printer and principal clerk of the publisher of THE MODESTO BEE, printed and published in the City of Modesto, County of Stanislaus, State of California, daily, for which said newspaper has been adjudged a newspaper of general circulation by the Superior Court of the County of Stanislaus, State of California, under the date of February 25, 1951, Action No. 46453; that the notice of which the annexed is a printed copy, has been published in each issue thereof and not in any supplement thereof on the following dates, to wit:

December 8, 13, 1989

I certify (or declare) under penalty of perjury that the foregoing is true and correct and that this declaration was executed at Modesto, California, on December 13, 1989.
(Date)


(Signature)

NOTICE OF PUBLIC HEARING
ADOPTION OF PUBLIC FACILITIES FEES

NOTICE IS HEREBY GIVEN that on December 19, 1989 at the hour of 9:45 a.m., the Stanislaus County Board of Supervisors will meet in their Chambers at 1100 H Street, Modesto, California, to consider and adopt a resolution establishing a public facilities fee program for the following general categories of county-wide public facilities: Criminal Justice, Jails, Libraries, Inter-city Roads, Parks, Out-Patient Care, Public and Mental Health, Other County Facilities, Fee Administration, and for the general categories of unincorporated public facilities: Sheriff's Patrol, Fire, Other County Facilities, Fee Administration.

NOTICE IS FURTHER GIVEN that at the said time and place, any interested party may appear and give testimony either for or against the said proposal.

BY ORDER OF THE BOARD OF SUPERVISORS

DATED: December 5, 1989

ATTEST: CLAUDIA LEONG, Clerk of the Board of Supervisors of the County of Stanislaus, State of California

By: PATRICIA A. MINTON, Assistant Clerk
December 8, 1989



CITY OF OAKDALE

P.O. BOX 305 • OAKDALE, CA 95361

November 27, 1989

RECEIVED

NOV 29 1989

BOARD OF SUPERVISORS
STANISLAUS COUNTY

Rolland Starn
Chairman of the Stanislaus Co.
Board of Supervisors
1100 H Street
Modesto, CA. 95354

CITY ADMINISTRATOR
CITY CLERK
FINANCE DEPARTMENT
RECREATION DEPARTMENT
280 NORTH THIRD AVENUE
P.O. BOX 305
OAKDALE, CA 95361
(209) 847-3031

FIRE DEPARTMENT
325 EAST G STREET
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OAKDALE, CA 95361
(209) 847-5904

POLICE DEPARTMENT
245 NORTH SECOND AVENUE
P.O. BOX 305
OAKDALE, CA 95361
(209) 847-2233

BUILDING DEPARTMENT
PLANNING DEPARTMENT
PUBLIC WORKS DEPARTMENT
455 SOUTH FIFTH AVENUE
P.O. BOX 305
OAKDALE, CA 95361
(209) 847-4245

RE: County Fee Program

Dear: Chairman Starn

Oakdale recognizes that the County is affected by growth within the City and is trying to address the problem in the most justifiable way possible. Further the City also recognizes that CIP costs are the smaller part of the big picture as to costs. The major costs center on operation and maintenance of both existing and new facilities.

The following are comments pertain to the County's proposed fee program. An effort has been made to make productive comments. Unfortunately review timelines have been short. Actually the fee study's availability for review has only been since the first of November. An early City Managers oriented meeting did provide an initial briefing. Unfortunately no material was provided which could be reviewed following the meeting. Additional meetings have been helpful. Still the study has been a lot to digest and discuss with our Council and consider in relation to our own fee program update efforts which are in progress.

Some Tables have been adjusted several times without the City benefiting from corrected versions. Such changes have caused our review to be primarily limited to the studies broadbrush conceptual methodology. Before adoption by ordinance the City beleives far more detail and use classes will be necessary for implementation. The comments to follow are grouped into three general categories "Policy, Equity and Administrative" issues.

POLICY

The City has concern with the non residential use fee calculation methodology. Most important is the absence of

recognition that sales tax revenues are a discretionary source of revenue which appropriately should contribute to new development road costs. Under the current study approach, the County is assuming that those dollars will go to fund existing development and existing deficiencies. Can this be justified in the future despite increased revenues being substantially generated from new development?

The City appreciates that most sales tax revenues are generated in the cities however there are existing agreements in place and the County has expressed an interest in increased share. How does additional revenues relate to these figures at large? If property taxes on undeveloped land have previously financed facilities, even if only in part, how has the County determined the value of those payments related to previously annexed territory?

Obviously the addition of these funds/fees will provide the opportunity to free up some revenues currently expected to be allotted or needed in the near future. Is there any estimate of improved revenue base? How will this fee program be affected by Proposition #4 limitations in future years, what are practical assumptions on this issue?

Concerning the listed commercial and industrial projects in the "Roads" Chapter VI; are we to assume that net square footage would be used as a multiplier verses gross? How would occupancy load changes be handled? Such as a residence converting to a retail shop; should not the fee calculation be based on occupancy load?

The County's fee program will provide the County with significant leveraging power before LAFCO for those cities which have not negotiated an agreement with the County. The County will be in a position to raise the issue of "costs of service" and its impacts on the County during annexation proceeding attempting to trigger additional CEQA mitigations. Similar issues may be raised during referrals to the County for City discretionary projects. An indirect result of this program will be to increase County influence in City Land Use Policy without corresponding influence by the cities in County areas. Unless separate negotiated agreements are reached with the County the City risks challenges to project approvals.

Since the largest share of the fees pertain to inter-city road costs will the County consider using SAAG as the body to determine priorities? Will the County be considering how it's future General Plan Land Use Amendments and changes affect it's CIP program? Similarly how will issues associated with prioritized improvements be addressed?

EQUITY ISSUES

Retail and most commercial uses are market oriented. Presumably there may be only limited loss by smaller communities to larger

ones due to increased fees. Is not it true that unless fees for larger communities are significantly higher than for smaller cities, the "market share/cost to investment risk " will discourage investment in the smaller cities. For many of the smaller cities in the County the lack of certain competitive retail and service facilities only increases inter-city traffic.

Many non-retail and service employment generating operations (industrial, warehousing etc) are not as locationally oriented. How does the County propose to address the potential employment and sales tax revenue loss which is apt to affect County-line located communities who participate in the fee program? The cities of Newman, Turlock and Riverbank may lose development to Escalon, Gustine, Hilmar, Delhi and Livingston simply due to being in a similar or shared market area but the adjacent county has significantly lower fees?

The County will be faced, as may the cities, with the request for credits or fee waivers or the interest in development agreements. Obviously policies will need to be defined and justified to avoid every project requesting special treatment. However will the County be considering waivers for low and moderate income housing, educational facilities, or public facilities? These developments may significantly affect the need or future location of improvements. What about churches and social organizations? Will agricultural facilities be assessed such as farm labor quarters or poultry sheds similar to residential and industrial listings in Table VI-10?

What is the strategy for making up lost revenue due to waivers or given a City does not participate in the fee program? How does the County propose to address the equity issue in these situations?

ADMINISTRATIVE

The issues and questions listed below should be discussed with the cities prior to implementation. The County's program will require a higher degree of co-ordination between the County and cities than currently exists.

The effectiveness of the County's impact fees will depend on the Boards adopted strategy for implementation. Little has been said of the County's thoughts as to the administrative needs of the fee assessment program. County staff has noted that it is expected that negotiations may cause different fee programs within the City Sphere areas, such as collecting fees for cities and adjustments in the County fees where appropriate.

To provide the documentation necessary to show the link of fees generated to improvements; is the County proposing to set up three or four mega road fee funds? Such as inter-city hwy, state hwy and local roads? If so, such a method is understandably

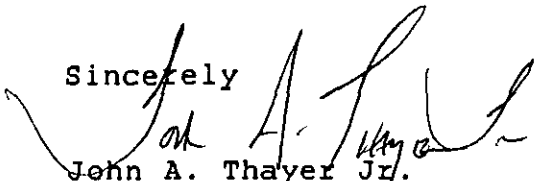
preferable to many smaller accounts; how will communities receive assurances that funds will be spent on assigned projects which benefit local growth areas vs funds just being co-mingled and being spent in one area? Will different growth rate areas be recognized? Are funds to be maintained in accounts to provide for their transfer during annexations? How will community's participate in the setting of priorities of inter-city road and other CIP projects? How will the County avoid nexus challenges without setting up accounts by geographical areas?

Due to the multiple permitting jurisdictions, special enforcement and data maintenance problems are likely to occur. Far better links between agencies will be necessary as well as providing lead time for the cities review of changes. The County must provide clear scheduled evaluations of growth projections, their assumptions and of CIP programs for reviews. The Board should be clear as to what changes may be made by staff to the established data system and what decisions remain with the Board or other governing body jurisdiction. Consideration needs be given as to what events or circumstances would justify unscheduled re-evaluations.

The City feels there needs to be recognition that there may be administrative costs also to the City's associated with collections and data protocols. Currently the City has a problem of getting updates on property ownership changes in a format other than by microfiche. The City currently has most fees calculated by a permit tracking system which has to be hand updated regularly due to the absence in the County's willingness to provide "disk" data. Such programing standard protocols should be included in the administrative costs as well as to assure tracking County wide.

The City in closing requests additional time to review the County's fee program and any draft ordinance text. A more complete list of assumptions would especially be helpful to the City and be considered in the City's findings during the approval process.

Sincerely



John A. Thayer Jr.
Community Development Director
City of Oakdale, CA.

cc
Bruce Bannerman
City Council
Victor Holanda