Attachment 2

Management Consulting

Development Impact Fee Study and Update Report

For The

CITY OF GROVER BEACH, CALIFORNIA

Tuckfield & Associates

February 2006

TUCKFIELD & ASSOCIATES

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Executive Summary

The City of Grover Beach engaged Tuckfield & Associates to perform an update to the City's 1995 Development Impact Fee Study. The study update analyzes the impacts of development on transportation, law enforcement, administration, fire protection, and parks and recreation facilities. The parks and recreation analysis and impact fee calculation is included in this study, however was not included in the previous study.

This study is intended to satisfy the requirements of the California Government Code Sections 66000 et seq., regarding development impact fees. The fees can be used to pay for capital improvements that serve new development but not be used to pay for operation and maintenance costs. The methods used to calculate the development impact fees are similar to, and in some cases the same as, the methods used in the 1995 study.

The need for many of the future facilities is driven by increases in land use and population. Existing land use and population have been identified and projections of land use and population to buildout of the City have been made using appropriate information. Such information resources included the City's updated Housing Element of the General Plan, California Department of Finance, Federal Census, and others.

A summary of the development impact fees for each facility type analyzed is summarized in the table below. The fees shown are established on a per unit of development basis, by facility and land use type. For residential land uses, fees are established per dwelling unit, whereas non-residential (commercial, office, industrial, and other) are established per 1,000 square feet (KSF).

Table ES- 1
City of Grover Beach
Summary of Development Impact Fees by Land Use Type

Line No.	Land Use Type	Units	Transportation	Law Enforcement	Administration	Fire Protection	Parks	Recreation
1	Single-Family Residential	DU	$1,465	$95	$118	$212	$4,032	$540
2	Multi-Family Residential	DU	$899	$118	$97	$106	$3,323	$445
3	Mobile Home Residential	DU	$855	$78	$64	$127	$2,205	$295
4	Commercial	KSF	$5,440	$298	$277	$29		
5	Office	KSF	$2,161	$54	$136	$29		
6	Industrial	KSF	$1,421	$37	$93	$29		

The current impact fee program implemented by the City is proposed to remain intact with the exception of changing the dollar amounts for each land use type to the impact fee amounts shown. The City Council may choose to implement different fees than the ones calculated in this study. However, it is important that the City Council identify which facilities are to be funded by the changed impact fees, and the share of the total costs to be recovered through the fees.

All of the impact fees shown in the summary table are in current 2005 dollars. The impact fee amounts should be adjusted over time to reflect inflation. Typically, the adjustment is made based on changes to the Engineering News Record (ENR) Building Cost Index.

1.0 Introduction

The City of Grover Beach (City) has engaged Tuckfield & Associates to update the City's existing Development Impact Fee schedule for fees relating to transportation, law enforcement, administration, fire protection, and parks and recreation. The fees for all of these facilities, except parks and recreation, were developed in a report by David M. Griffith & Associates in 1995. The fees will be updated using the same methodology utilized previously, though the methodology for the parks and recreation development impact fee will be created in this report.

This study is intended to satisfy the requirements of the California Government Code Sections 66000 et seq., regarding development impact fees as discussed further below. The fees can be used to pay for capital improvements that serve new development but not for operation and maintenance costs.

2.0 California Government Code

Sections 66000, et seq. of the California Government Code describe the required elements to support the establishment, increase of, or imposition of fees as a condition of approval for a development project by a local agency. These elements include the following:

1. Identify the purpose of the fee.
2. Identify the use to which the fee will be put.
3. Determine how there is a reasonable relationship between
    (a) the fee's use and the type of development project on which the fee is imposed.

(b) the need for the public facility and the development project on which the fee is imposed.

(c) the amount of the fee and the cost of the public facility or portion thereof attributable to the development on which the fee is imposed.

These requirements are commonly known as "AB 1600" from the 1987 Assembly Bill from which they were originated. This state legislation is a more specific application of principles contained in federal decisions. In *Nollan v. California Coastal Commission,* the U.S. Supreme Court ruled that local governments show a "nexus" or connection between the conditions they impose on a project and the effects of the proposed development. This decision was reaffirmed in *Dolan v. City of Tigard* where the U.S. Supreme Court ruled that governments must not only show the nexus requirement but also show a "rough proportionality" between the conditions imposed on the project and the specific effects from the development.

From the discussion above, federal and state law requires that exactions imposed on new development must be for the purpose of mitigating impacts from that development and cannot be justified on the purpose of general social desirability.

2.1 Purpose of Fee

The purpose of the impact fees is to fund the cost of future capital improvement facilities to serve new development. The improvements are necessary to mitigate the impacts and financial burden on existing development due to growth. The impact fees will assist in maintaining the currently level of service provided by the existing facilities.

2.2 Use of Fee

Section 66001 of the California Government Code requires that if the use of the fee is to finance public facilities, those facilities must be identified. The revenue received by imposition of the impact fees described herein will be used to fund capital improvements for the various facility types identified in subsequent sections of this report, specifically transportation, law enforcement, general government, fire protection, and parks and recreation.

2.3 Proportional Relationship of Fee to Development

Further requirements to establish, increase, or impose a connection fee includes identifying a reasonable relationship between (1) the fee's use and type of development, (2) the need for the public facility and type of development, and (3) the amount of the fee and the cost of the public facility.

Section 66002 (c) (3) identifies "Facility" as transportation and transit facilities, including but not limited to streets and supporting improvements, roads, overpasses, bridges, harbors, ports, airports, and related facilities; parks and recreation facilities; and any other capital project identified in the capital facilities plan. New development places a demand on public facilities. Development of residential and non-residential buildings and structures directly impacts existing public facilities through the increase in population and employment from these developments.

The relationship between the amount of the fee and the cost of the public facility is established through the calculations provided in the various facility sections of this report.

The calculations require the determination of an appropriate measure of development, the value of the facilities, and the allocation of that facility value in proportion to the demands of the various types of development.

3.0 Methodology

No single method for determining impact fees has been established or validated by legal proceedings that is either inherently equitable or appropriate for all urban growth situations. Fees are typically established by one of two methods, with slight variations. The method selected depends on several factors including service characteristics of the facilities being addressed and the availability of information.

The buy-in or capacity method is based upon the existing level of service (or based on adopted levels of service) provided to existing customers through a defined measure of service and the value of existing facilities providing the service. Another method, sometimes refereed to as incremental cost or plan based method, establishes the value of future facilities to be constructed to serve future development through a capital improvement program (CIP) that identifies facilities to serve future growth to buildout of the City known at the time. Both methods determine a cost value, whether based on an existing or adopted level of service or defined by a plan of future capital improvements to serve new development.

This report employs both of these methods as required to determine the impact fee for the various facility types. Where appropriate, the methodology used is similar to the ones used in the 1995 study for consistency in the fee determination. For all of the development fee calculations, the study area is established as the Grover Beach City limits.

4.0 Land Use and Population

Existing and projected land use and population form the basis for establishing the need for many of the future facilities and, in some cases, the measure by which to establish the impact fees amounts. Land use and population data also allows the allocation of the cost of new capital facilities between existing and future development and also among land use types as well.

Table 4.1 presents the land use and population information used for this study. The table includes existing, buildout, and the net change of land use and population for the various types of development. Existing residential population and housing units by land use type is developed from California Department of Finance information as of January 1, 2005. The majority of the information including acreage and future housing units is from the City of Grover Beach 2003 Amendment to the Housing Element of the General Plan.

The information shown in the table will be used to facilitate development impact fee computations as required for each development type. The study area of the information provided is consistent with the Grover Beach City limits and no annexation is contemplated at this time.

Table 4.1
City of Grover Beach
Existing and Forecast Development Estimates

			January 1, 2005 Estimated			Buildout			Net Change Between 2005 Estimated and Buildout		
Line No.	Land Use Type	Census 2000 PPH [1]	Developed Acreage [2]	Number of Dwelling Units [3]	Population [4]	Total Acreage	Number of Dwelling Units	Population	Undeveloped Acreage [5]	Number of Dwelling Units [6]	Population [6]
			acres	DU	Persons	acres	DU	persons	acres	DU	persons
1	Single-Family Residential	2.55	456.4	4,017	10,284	501.8	4,776	12,227	45.4	759	1,943
2	Multi-Family Residential	2.11	409.7	1,325	2,796	413.9	1,757	3,707	4.2	432	911
3	Mobile Home Residential	1.40	13.7	247	346	13.7	247	346	0.0	0	0
4	Commercial		166.4			175.3			8.9		
5	Office		12.2			12.3			0.1		
6	Industrial		95.3			134.8			39.5		
7	Other		205.6			227.2			21.6		
8	Total		1,359.3	5,589	13,426	1,479.0	6,780	16,280	119.7	1,191	2,854

			January 1, 2005 Estimated				Buildout				Net Change Between 2005 Estimated and Buildout			
Line No.	Land Use Type	Employment Density [7]	Developed Acreage [2]	FAR [7]	Square Feet [8]	Employment [9]	Total Acreage	FAR [7]	Square Feet	Employment	Undeveloped Acreage [5]	FAR [7]	Square Feet	Employment
		sf/emp	acres		Sf	emp	acres		Sf	emp	acres		Sf	emp
9	Commercial	500	170.2	0.35	2,594,869	5,190	175.3	0.35	2,672,624	5,346	5.1	0.35	77,755	156
10	Office	340	12.2	0.60	318,859	938	12.3	0.60	321,473	946	0.1	0.60	2,614	8
11	Industrial	990	95.3	0.50	2,075,634	2,097	134.8	0.50	2,935,944	2,966	39.5	0.50	860,310	869
12	Total		277.7		4,989,362	8,225	322.4		5,930,041	9,258	44.7		940,679	1,033

(1) 2000 Federal Census Units in Structure and Population in Occupied Housing Units.
(2) City of Grover Beach December 12, 2003 Amendment to the Housing Element. Excludes open space.
(3) Source January 1, 2005 Population and Housing Estimates, California Department of Finance.
(4) Population derived from Census 2000 persons per household multiplied by January 1, 2005 number of dwelling units from California Department of Finance.
Population shown compares with 13,228 from California Department of Finance 2005.
(5) City of Grover Beach December 12, 2003 Amendment to the Housing Element, Appendix B. Commercial, Office, Industrial, and Other acreage from 2005 City survey. Excludes open space.
(6) Calculated based on Census 2000 persons per household multiplied by additional number of dwelling units.
(7) From 1995 City of Grover Beach Development Impact Fee Study.
(8) Acreage multiplied by FAR multiplied by 43,560 square feet per acre.
(9) Employment Density multiplied by square feet.

5.0 Transportation Impact Fees

Transportation facilities are impacted through increases in traffic congestion and delays from new development. As development occurs, new investment in capital facilities is required to relieve the pressure on these facilities and keep traffic flow at a reasonable pace. Transportation impact fees calculated in this report include the analysis of streets, intersections, and traffic signals. Transportation improvements are proposed and project costs are estimated based on discussion with City staff. Improvements generally include street widening and signal installations.

5.1 Approach and Methodology

Development of the impact fee for transportation facilities included the identification and analysis of the existing streets and related facilities and future capital improvements to serve new growth. The improvements identified include arterial street widening, intersection improvements, and traffic signals. All of the facilities are within the study area of the City of Grover Beach City limits.

As in the City's 1995 impact fee study, street improvements are identified to buildout of the City. The improvements are presented in Table 5.2 and no specific time frame is determined for the development projections in this report. The methodology is not dependent on the timing of the construction of the improvements.

The approach utilized to determine the transportation impact fees included the following.

1. Identify transportation facilities classified above "local". Identification was made based on the SLOCOG Functional Classification Map and the City of Grover Beach's Final Draft Circulation Element dated August 2004.
2. Working with City staff, identify improvements for the streets and intersections identified in Item 1 above, such that a level of service (LOS) "C" or higher is achieved, as established in the City's General Plan.
3. Identify the estimated costs of the transportation facilities and determine the amount of the costs that will be funded from impact fees.
4. Allocate costs to new development based on trip generation rates by land use type.

5.2 Service Level Criteria

Level of service (LOS) analysis is usually conducted at traffic intersections for peak hour conditions. LOS A represents free flow condition with no delays while a LOS F indicates a breakdown of the system with long delays. LOS was determined for the City's street and intersection locations from review of available data and discussions with City staff. Some information was available from traffic studies prepared by the San Luis Obispo Council of Governments (SLOCOG). Table 5.1 presents the available level of service information for the City's transportation facilities classified above "local" and where improvements are necessary.

Table 5.1
City of Grover Beach
Streets and Intersections – Level of Service

Facility	Location	Classification[1]	Existing LOS[2]	Buildout LOS	Existing Conditions	Recommended Improvements
East/West						
West Grand Avenue	West City Limits to Route 1	Major Arterial	A	B	2 lanes - bridge crossing	[42] Replace Bridge/Drainage Impr's
West Grand Avenue	Route 1 to 8th Street	Major Arterial	A	B	4 lanes, cont turn pocket, shoulders	[47] Construction Downtown Project
West Grand Avenue	8th Street to 11th Street	Major Arterial	A	B	4 lanes, cont turn pocket, (some medians) shoulders	[47] Construction Downtown Project
West Grand Avenue	11th Street to East City Limits	Major Arterial	A	B	4 lanes, cont turn pocket, shoulders	[47] Construction Downtown Project
Highland Way	South 4th Street to South 13th Street	Collector	A	B	2 lanes, no shoulders, no turn pockets	[13] Widen Street to Collector Standard
The Pike	South 4th Street to South 13th Street	Minor Arterial	A	B	Street not yet built	[45] Build Street to Standard
The Pike	South 13th Street to South Oak Park Blvd	Minor Arterial		B	2 lanes, bikelanes and shoulder parking	[42] Widen to 4 Lanes
North/South						
South 4th Street	Trouville Avenue to South City Limits	Minor Arterial	A	B	2 lanes, no shoulders	[27] Widen to 4 Lanes & Realign to The Pike
North 12th Street	El Camino Real to Ritchie Road	Collector	A	B	2 lanes, no turn pockets	[13] Replace Bridge at Meadow Creek
North 12th Street	Ritchie Road to Atlantic City Avenue	Collector	A	A	2 lanes, no turn pockets	[13] Widen Street to Collector Standard
North 13th Street	Atlantic City Avenue to West Grand Avenue	Collector	A	A	2 lanes, no turn pockets	[13] Widen Street to Collector Standard
South 13th Street	West Grand Avenue to The Pike	Collector	A	B	2 lanes, no turn pockets	[13] Widen Street to Collector Standard
South Oak Park Blvd	Manhattan Avenue to Seabright Avenue	Minor Arterial	A	C	4 lanes w/medians & turn pockets except Vons to Manahattan	[49] Widen to 4 Lanes
Intersection						
Intersection	El Camino Real / 12th Street	All Way Stop Signs	A	B	Offset intersection	[12] Widen Intersection at 12th Street
Intersection	Atlantic City Avenue / North 4th Street	Stop Signs on Atlantic	A	C	Turn pockets on 4th Street	[47] Install Traffic Signal
Intersection	Saratoga Avenue / North Oak Park Blvd	All Way Stop Signs	A	C	No turn pockets	[42] Install Traffic Signal
Intersection	West Grand Avenue / 4th Street	Signalized	A	C		[42][43] Signal Upgrade/Radius Impr's for Turns
Intersection	West Grand Avenue / Oak Park Blvd	Signalized	A	B		[31] Grade Improvements in CIP
Intersection	Mentone Avenue / South Oak Park Blvd	All Way Stop Signs	A	B		[42] Install Traffic Signal
Intersection	Farroll Road / South 13th Street	All Way Stop Signs	A	B	No turn pockets	[13] Install Traffic Signal
Intersection	Farroll Road / South 16th Street	Stop Signs on 16th	A	B		[38] Install All Way Stops/Maybe Signal
Intersection	Farroll Road / South Oak Park Blvd	All Way Stop Signs	A	B		[42] Install Traffic Signal
Intersection	The Pike / South Oak Park Blvd	All Way Stop Signs	A	B	Turn pockets except on Oceano leg	[45] Install Traffic Signal

[1] Source: Final Draft Circulation Element, August 2004.
[2] Source: Final Draft Circulation Element, August 2004.
[3] Source: Meeting with Mike Ford, June 22, 2005.
[4] Source: City of Grover Beach Final Draft Circulation Element, Technical Appendix, August 2004.

5.3 Facilities to Serve New Development

The list of transportation facilities presented in Table 5.1 represents only those facilities where improvements are necessary. The City also has developed a capital improvement program for future streets and intersections needed to serve new growth. The additional future facilities from the City's 5-year capital improvement program have been included with the improvements identified in Table 5.1. All of the facility improvements are shown in Table 5.2.

Not all of the facilities shown are the responsibility of new development. Some of the costs include rehabilitation of existing streets or where some of the costs will be met from developer contributions, grants, or other funds. Table 5.2 also shows the portion of the total project costs that will be met from these other sources, with the remaining amount that will be funded through development impact fees.

5.4 Fee Calculation

Impact fees for transportation improvements were determined by dividing the eligible costs from Table 5.2 by the peak hour trips from Table 5.3. The number of peak hour trips for each land use type was determined from the number of added development units from table 4.1 multiplied by the peak hour trips rate from Table 5.3. The peak hour trips rate is derived from an Institute of Transportation Engineers resource.

The result is an average cost per trip and becomes an impact fee rate applicable to the type of development. Impact fees for a generalized type of development are based on the average

Table 5.2
City of Grover Beach
Streets and Intersections - Proposed Improvements and Project Costs

Facility	Location	Recommended Improvements	Total Project Cost	Costs Paid by City	Costs Paid by Grants, etc	Impact Fee Contribution[5]
East/West						
West Grand Avenue	West City Limits to Route 1	[3] Replace Bridge/Drainage Impr's	$ 350,000	$ 350,000	$ -	$ -
West Grand Avenue	Route 1 to 8th Street	[2] Construction Downtown Project	$ 800,000	$ 800,000	$ -	$ -
West Grand Avenue	8th Street to 11th Street	[2] Construction Downtown Project	$ 450,000	$ 450,000	$ -	$ -
West Grand Avenue	11th Street to East City Limits	[2] Construction Downtown Project	$ 900,000	$ 900,000	$ -	$ -
Highland Way	South 4th Street to South 13th Street	[3] Widen Street to Collector Standard	$ 550,000	$ 495,000	$ -	$ 55,000
The Pike	South 4th Street to South 13th Street	[2] Build Street to Standard	$ 2,200,000	$ -	$ -	$ 2,200,000
The Pike	South 13th Street to South Oak Park Blvd	[2] Widen to 4 Lanes	County	$ -	$ -	$ -
North/South						
South 4th Street	Trouville Avenue to South City Limits	[2] Widen to 4 Lanes & Realign to The Pike	$ 2,750,000	$ 2,475,000	$ -	$ 275,000
North 12th Street	El Camino Real to Ritchie Road	[3] Replace Bridge at Meadow Creek	$ 900,000	$ 859,000	$ 41,000	$ -
North 12th Street	Ritchie Road to Atlantic City Avenue	[3] Widen Street to Collector Standard	$ 700,000	$ 630,000	$ -	$ 70,000
North 13th Street	Atlantic City Avenue to West Grand Avenue	[3] Widen Street to Collector Standard	$ 500,000	$ 450,000	$ -	$ 50,000
South 13th Street	West Grand Avenue to The Pike	[3] Widen Street to Collector Standard	$ 1,100,000	$ 990,000	$ -	$ 110,000
South Oak Park Blvd	Manhattan Avenue to Seabright Avenue	[3] Widen to 4 Lanes	Done	$ -	$ -	$ -
Intersection						
Intersection	El Camino Real / 12th Street	[3] Widen Intersection at 12th Street	$ 1,100,000	$ 990,000	$ -	$ 110,000
Intersection	Atlantic City Avenue / North 4th Street	[3] Install Traffic Signal	$ 160,000	$ 144,000	$ -	$ 16,000
Intersection	Saratoga Avenue / North Oak Park Blvd	[3] Install Traffic Signal	$ 160,000	$ 144,000	$ -	$ 16,000
Intersection	West Grand Avenue / 4th Street	[2][3] Signal Upgrade/Radius Impr's for Turns	$ 120,000	$ 108,000	$ -	$ 12,000
Intersection	West Grand Avenue / Oak Park Blvd	[3] Grade Improvements in CIP	$ 400,000	$ 400,000	$ -	$ -
Intersection	Mentone Avenue / South Oak Park Blvd	[3] Install Traffic Signal	$ 160,000	$ 144,000	$ -	$ 16,000
Intersection	Farroll Road / South 13th Street	[3] Install Traffic Signal	$ 160,000	$ 144,000	$ -	$ 16,000
Intersection	Farroll Road / South 16th Street	[3] Install All Way Stops/Maybe Signal	$ 160,000	$ 144,000	$ -	$ 16,000
Intersection	Farroll Road / South Oak Park Blvd	[3] Install Traffic Signal	$ 160,000	$ 144,000	$ -	$ 16,000
Intersection	The Pike / South Oak Park Blvd	[3] Install Traffic Signal	$ 160,000	$ 144,000	$ -	$ 16,000
Future Capital Improvements						
Street	Oak Park Boulevard Rehabilitation		$ 2,682,565	$ 2,682,565	$ -	$ 136,440
Street	13th & Highland - Curb, Gutter &		$ 39,478	$ 39,478	$ -	$ 20,670
General	45 Foot Articulating Knuckle Boom		$ 30,000	$ 30,000	$ -	$ 3,000
Totals			$ 16,692,043	$ 13,657,043	$ 41,000	$ 3,154,110

[1] Source: Final Draft Circulation Element, August 2004.
[2] Source: Final Draft Circulation Element, August 2004.
[3] Source: Meeting with Mike Ford, June 22, 2005.
[4] Source: City of Grover Beach Final Draft Circulation Element, Technical Appendix, August 2004.
[5] Estimated based on discussions with City staff.

peak hour trip generation estimates provided in Table 5.3. The impact fees for non-residential development will vary depending on the trips generated by the specific development project. The non-residential categories shown in Table 5.3 are intended to represent averages for the non-residential development types shown.

Table 5.3
City of Grover Beach
Transportation Impact Fees by Land Use Type

Line No.	Land Use Type	Units	Number of Added Development Units	Peak Hour Trips Rate [1]	Added Peak Hour Trips	Eligible Improvement Costs	Average Cost per Peak Hour Trip	Impact Fee per Unit
1	Single-Family Residential	DU	759	1.01	767		$1,450.83	$1,465.34
2	Multi-Family Residential	DU	432	0.62	268		$1,450.83	$899.52
3	Mobile Home Residential	DU	0	0.59	0		$1,450.83	$855.99
4	Commercial	KSF	78	3.75	292		$1,450.83	$5,440.62
5	Office	KSF	3	1.49	4		$1,450.83	$2,161.74
6	Industrial	KSF	860	0.98	843		$1,450.83	$1,421.82
7	Total				2,174	$3,154,110	$1,450.83	

[1] Based on data from *Trip Generation, 7th Edition*, Institute of Transportation Engineers.

6.0 Law Enforcement

The law enforcement function of government experiences an increase in demand as additional development occurs within the City. As the development occurs, expansion of the law enforcement function is necessary and the increase in demand is met through additional personnel, facilities and equipment. This section develops the impact fee for law enforcement service that reasonably recovers the cost of serving new growth.

6.1 Approach and Methodology

The initial step for calculating the impact fee for law enforcement facilities included identification of the existing facilities and equipment and any future capital improvement facilities. Generally, the type of facilities that can be included in law enforcement impact fees consist of office structures and long-lived equipment.

An appropriate measure of the future capital needs of law enforcement facilities for the City is defined by the relationship between the existing buildings and long lived equipment with the existing service population served by those facilities. Therefore, a methodology based on the existing level of service is used for calculation of the law enforcement impact fee.

6.2 Service Level Criteria

Police services are provided based on several criteria. Average response time for emergency calls is a useful level of service indicator as is the number of police officers to the City's population. The police department's average response time was 3 minutes, 28 seconds and

the current staffing level consists of 19 sworn positions and 34 non-sworn positions. The police department moved into its current location in 1981 is considered to be at capacity for its staffing levels.

While the response times and staffing levels are good indicators of facility demand, these standards relate indirectly to the need for facilities. A service population is developed that is a combination of these criteria to more accurately reflect the relationship between the need for capital facilities and equipment and development. The service population is used to represent demand where the demand cannot be measured directly. Table 6.1 shows the service population demand factors that were developed in the City's 1995 study and used for weighting of population and employees by land use type.

Table 6.1
City of Grover Beach
Demand Factors for Law Enforcement

		Demand		Law Enforcement Service Population		
Line No.	Land Use Type	Units	Factors [1]	2005 [2]	Added [2]	Buildout [2]
1	Single-Family Residential	Population	1.0	10,284	1,943	12,227
2	Multi-Family Residential	Population	1.5	4,194	1,367	5,561
3	Mobile Home Residential	Population	1.5	519	0	519
4	Commercial	Employees	4.0	20,760	624	21,384
5	Office	Employees	0.5	469	4	473
6	Industrial	Employees	1.0	2,097	869	2,966
7	Total			38,323	4,807	43,130

[1] From 1995 DMG Development Impact Fee Study, Table 2-1.
[2] Service factor multiplied by population/employment from Table 4.1.

Table 6.2 presents the existing law enforcement facilities that are currently being provided to serve existing development. Also shown is the gross square footage of building area, service population, and calculated square feet per unit service population. The existing service level is established in terms of square feet per unit of service population and is shown in Table 6.2.

Table 6.2
City of Grover Beach
Existing Law Enforcement Facilities
and Cost Per Unit of Service Population

Facility Description	Size	2005 Cost per sf [1]	Existing Service Population [2]	SF/unit of Service Population	Cost/unit of Service Population
	sf				
Existing Law Enforcement Facility	5,300	$227	38,323	0.138	$31.39
Conference Room/Kitchen					
Six (6) Offices					
Records Center					
Jail Facility					
Two (2) Locker Rooms					
Basement					
Dispatch Center	1,000	$227	38,323	0.026	$5.92
Total	6,300			0.164	$37.32

[1] Estimate of new construction cost per square foot, Wallace Group.
[2] From Table 6.1.

6.3 Facilities to Serve New Development

Table 6.2 also shows the estimated current replacement cost per square foot for the existing facilities. The estimated replacement cost includes land, design, site development, building construction, and administration for general structures of this size and type. Future facility

requirements are established as a cost per unit of service population based on the current level of service of square feet per unit of service population, also developed in Table 6.2.

6.4 Fee Calculation

The estimated cost per unit of service population from Table 6.2 is applied to projected growth in the service population to determine the impact fee for each type of development as shown in Table 6.3. The fee paid by a specific development project will depend on the number of new residents or employees associated with a particular development project, and the weight assigned to it based on its demand for law enforcement services.

Table 6.3
City of Grover Beach
Law Enforcement Impact Fees by Land Use Type

Line No.	Land Use Type	Development Units	PPH/ Emp per sf [1]	Service Factors [2]	Service Population per Unit [3]	Cost per Service Population [4]	Impact Fee per Development Unit [5]
1	Single-Family Residential	DU	2.56	1.0	2.56	$37.32	$95.53
2	Multi-Family Residential	DU	2.11	1.5	3.17	$37.32	$118.29
3	Mobile Home Residential	DU	1.40	1.5	2.10	$37.32	$78.37
4	Commercial	KSF	2.00	4.0	8.00	$37.32	$298.54
5	Office	KSF	2.94	0.5	1.47	$37.32	$54.86
6	Industrial	KSF	1.01	1.0	1.01	$37.32	$37.69

[1] From Table 4.1.
[2] From 1995 DMG Development Impact Fee Study, Table 2-1.
[3] PPH/Emp per sf multiplied by Service Factors.
[4] From Table 6.2.
[5] Service population multiplied by cost per unit of service population.

7.0 Administration

Additional development also places a demand on general government services as well as other City services. This section of the report identifies administration facilities that include all administrative and office space used by the City staff and government functions and calculates a development impact fee from this information.

7.1 Approach and Methodology

Administration services are provided in a similar fashion as law enforcement. Services are provided on a citywide basis with the facilities consisting mostly of buildings and long lived equipment. The method used to determine administration impact fees is the same as for law enforcement where the existing level of service is determined and applied to the future service population.

7.2 Service Level Criteria

The service level for administration facilities would best be defined in terms of performance standards. However, performance standards relate indirectly to the need for facilities and are not particularly applicable to general government facilities. A reasonable approach is to establish the level of service based on a service population as defined in Table 7.1. The service population establishes a relationship between existing development and existing facilities (existing level of service). This method establishes impact fees for future development that is consistent with the same level of service standard that is currently provided to existing development.

Table 7.1
City of Grover Beach
Demand Factors for Administration

Line No.	Land Use Type	Demand Units	Factors [1]	General Government Service Population 2005 [2]	Added [2]	Buildout [2]
1	Single-Family Residential	Population	1.0	10,284	1,943	12,227
2	Multi-Family Residential	Population	1.0	2,796	911	3,707
3	Mobile Home Residential	Population	1.0	346	0	346
4	Commercial	Employees	3.0	15,570	468	16,038
5	Office	Employees	1.0	938	8	946
6	Industrial	Employees	2.0	4,194	1,738	5,932
7	Total			34,128	5,068	39,196

[1] From 1995 DMG Development Impact Fee Study, Table 2-1.
[2] Service factor multiplied by population/employment from Table 4.1.

Table 7.2 presents the existing administration facilities that are currently being provided to serve existing development. The gross square footage of building area, service population, and calculated square feet per unit service population is also shown. The existing level of service is established in terms of square feet per unit of service population and is shown in Table 7.2.

7.3 Facilities to Serve New Development

Table 7.2 shows the estimated current replacement cost per square foot for the existing facilities. The estimated replacement cost includes land, design, site development, building construction, and administration for general structures of this size and type. Future facility requirements are established as a cost per unit of service population based on the current level of service (square feet per unit of service population) developed in Table 7.2.

Table 7.2
City of Grover Beach
Existing Administration Facilities
and Cost Per Unit of Service Population

Facility Description	Size	2005 Cost per sf [1]	Existing Service Population [2]	SF/unit of Service Population	Cost/unit of Service Population
	sf				
City Hall	4,042	$239	34,128	0.118	$28.31
City Hall Addition	1,944	$239	34,128	0.057	$13.61
Chamber of Commerce Building	188	$239	34,128	0.006	$1.32
Carolan House	438	$239	34,128	0.013	$3.07
Total	6,612			0.194	$46.30

[1] Estimate of new construction cost per square foot, Wallace Group.
[2] From Table 7.1.

7.4 Fee Calculation

The estimated cost per unit of service population from Table 7.2 is applied to the service population per unit to determine the impact fee for each type of development as shown in Table 7.3. The fee paid by a specific development project will depend on the number of new residents or employees associated with a particular development project, and the weight assigned to it based on its demand for the administration services.

Table 7.3
City of Grover Beach
Administration Impact Fees by Land Use Type

Line No.	Land Use Type	Development Units	PPH/ Emp per sf [1]	Service Factors [2]	Service Population per Unit [3]	Cost / Unit of Service Population [4]	Impact Fee per Development Unit [5]
1	Single-Family Residential	DU	2.56	1.0	2.56	$46.30	$118.54
2	Multi-Family Residential	DU	2.11	1.0	2.11	$46.30	$97.70
3	Mobile Home Residential	DU	1.40	1.0	1.40	$46.30	$64.83
4	Commercial	KSF	2.00	3.0	6.00	$46.30	$277.82
5	Office	KSF	2.94	1.0	2.94	$46.30	$136.13
6	Industrial	KSF	1.01	2.0	2.02	$46.30	$93.53

(1) From Table 4.1.
(2) From 1995 DMG Development Impact Fee Study, Table 2-1.
(3) PPH/Emp per sf multiplied by Service Factors.
(4) From Table 7.2.
(5) Service population multiplied by cost per unit of service population.

8.0 Fire Protection

The City of Grover Beach provides fire protection service within the city limits through a full time paid staff and fire protection facilities and equipment. Some fire protection staff positions and equipment are shared with the City of Arroyo Grande. The need for more paid staff, facilities, and equipment is likely to increase as the volume of service required increases due to growth. This section addresses the fire protection facilities needed to serve future development and calculates the impact fees to provide funding for expansion of the facilities as necessary.

8.1 Approach and Methodology

The facilities and equipment necessary to provide fire protection to the City of Grover Beach are considered to be an overall system. The entire City benefits from the fire department's facilities and equipment, even though a primary response may be provided by a specific location of facilities and equipment. Based on this criteria, the method used to calculate impact fees includes all existing and future facilities allocated to all development within the City, approximating a buy-in methodology with a variation to fairly recover costs from new development.

8.2 Service Level Criteria

As in law enforcement and administration services, fire protection service to a community can be viewed in several ways. The average response time, staffing, and facilities and equipment indicate the level of service provided. The response time in 2004 was 4.13 minutes, however includes the first half of 2004 which was prior to implementation of full

time paid staff. Staffing levels consist of a fire chief (shared position), four fire captains (one is a shared position), three fire engineers, one secretary, and a paid call Firefighter Program budgeted for twenty five, but not fully staffed.

For fire protection service, the need for capital facilities and equipment depends more on the size and configuration of the area to be served. A fire station can only serve a limited geographic area in order to achieve an adequate response time. Therefore, the size of area that can be covered by a single fire station determines the number of fire stations required. Acreage is a reasonable measure of the demand for fire protection facilities and equipment. Table 8.1 shows the existing and forecasted acreage for the City. The acreage information from the City's December 12, 2003 Amendment to the Housing Element of the General Plan.

Table 8.1
City of Grover Beach
Existing and Forecasted Acreage

Line No.	Land Use Type	Units	Existing Development [1]	Additional Development [1]	Buildout Total [1]
1	Single-Family Residential	acres	456.4	45.4	501.8
2	Multi-Family Residential	acres	405.9	8.0	413.9
3	Mobile Home Residential	acres	13.7	0.0	13.7
4	Commercial	acres	170.2	5.1	175.3
5	Office	acres	12.2	0.1	12.3
6	Industrial	acres	95.3	39.5	134.8
7	Other	acres	205.6	21.6	227.2
8	Total		1,359.3	119.7	1,479.0

[1] From Table 4.1.

8.3 Facilities to Serve New Development

The existing facilities consist of one fire station, two fire engines, one shared 70-foot ladder truck, and several vehicles. The fire department moved into the fire station in the spring of 1999 and is considered at capacity. Table 8.2 presents the list of existing fire protection facilities and equipment. The estimated replacement cost of the existing facilities and equipment is based on trending the original costs to current dollars based on the ENR index.

Table 8.2
City of Grover Beach
Existing Fire Protection Facilities

Description	Size	1998 Facility and Equipment Cost [1]	Trend Factor [2]	2005 Facility and Equipment Cost [3]	Total Acreage [4]	2005 Cost per Acre [5]
	sf				acres	
Fire Station	6,022					
Four (4) Drive Through Bays						
Kitchen						
One (1) day room						
One (1) training room						
Three (3) private offices						
One (1) reception office						
Three (3) bedrooms						
Two (2) restrooms with showers						
One (1) restroom						
Two (2) Fire Engines						
One (1) shared 70 ft Ladder Truck						
Development Impact Fees		$255,092	1.28	$326,000		
Improvement Agency Grant Funds		$230,471	1.28	$294,500		
General Fund		$389,636	1.28	$498,000		
Design, survey, testing, admin @ 30%		$262,600	1.28	$335,600		
	6,022	$1,137,799		$1,454,100	1,479.0	$983.16

(1) From the City of Grover Beach Finance Department.
(2) ENR trend factor recognizing year of contruction (1998) to present. (ENR 1998=5852; 2005=7479).
(3) 1998 Facility cost multiplied by trend factor.
(4) From Table 8.1.
(5) 2005 facility and equipment cost divided by total acreage.

Future fire protection facility and equipment needed by the fire department are shown in Table 8.3. The major items include a new shared ladder truck, refurbishment of a fire engine and equipment, and other equipment. Both the existing and future facility and equipment costs are divided by the total acreage of the City to determine the cost per acre.

The City has passed Ordinance No. 04-016 that has created additional fire fighting capability by requiring new buildings and structures to have automatic fire extinguishing systems. Existing structures are required to have the same fire fighting capability in some cases. The new ordinance has reduced the need for an additional future fire station that was planned by the Fire Department. The future fire station has been removed from the proposed facilities included in the fire protection impact fee. This has the effect of lowering the fire impact fee from the previously adopted amount.

Table 8.3
City of Grover Beach
Future Fire Protection Project Costs

Line No.	Project Number	Project Description	Project Cost	Total Acreage [1]	Project Cost per Acre
				Acres	
1		New Shared Ladder Truck	$256,000		
2	1026	Self Contained Breathing Aparatus	$25,000		
3	1031	Refurbish Fire Engine and Equipment	$150,000		
4		Total	$431,000	1,479.0	$291.41

[1] From Table 8.1.

8.4 Fee Calculation

Table 8.2 and Table 8.3 develop costs per acre for the existing and future facilities and equipment, which is essentially an impact fee rate. The specific fee to be paid by a particular development depends on its actual net acreage. Table 8.4 shows the calculation of fire

protection impact fees based on assumptions of net acres per development unit for each land use type.

Table 8.4
City of Grover Beach
Fire Protection Impact Fees by Land Use Type

Line No.	Land Use Type	Units	Net Acres per Unit [1]	Cost per Net Acre [2]	Impact Fee per Unit
1	Single-Family Residential	DU	0.167	$1,274.58	$212.43
2	Multi-Family Residential	DU	0.083	$1,274.58	$106.21
3	Mobile Home Residential	DU	0.100	$1,274.58	$127.46
4	Commercial	KSF	0.023	$1,274.58	$29.26
5	Office	KSF	0.023	$1,274.58	$29.26
6	Industrial	KSF	0.023	$1,274.58	$29.26
7	Other	KSF	[3]	$1,274.58	[3]

[1] From 1995 DMG Development Impact Fee Study, Table 6-5. Acre per KSF is 1/(43,560/1,000).
[2] Sum of the cost per acre from Table 8.2 and Table 8.3.
[3] Determined based on the specific development project.

9.0 Parks and Recreation

The City of Grover Beach provides several neighborhood and community parks and recreation facilities to existing development. Parks and recreation facilities allow organized sports and group leagues and accommodate all ages of residents. The City developed a needs assessment for parks and recreation facilities in 2005 from a series of workshops that also solicited input from informal surveys. A Parks and Recreation Element of the City's General Plan was ultimately developed and was adopted in March of 2005. This section addresses the facilities needed to serve future development using the Parks and Recreation Element and determines the parks and recreation impact fees.

9.1 Approach and Methodology

Most parks and recreation facilities are utilized by the residents of the City, and as the population grows, so does the need for additional facilities. The need for parks and recreation facilities are therefore defined in terms of population. Acres of improved park land and square feet of recreation facilities per 1,000 population is a standard of measure for level of service, whether defined in terms of an adopted standard or by existing conditions. Because of this relationship, the appropriate methodology for calculating impact fees is a buy-in or capacity based methodology. Since the levels of service are defined in terms of population, only residential development is charged for parks and recreation facilities.

9.2 Service Level Criteria

Table 9.1 shows the City of Grover Beach's existing parks and recreation inventory. The park list consists of one neighborhood park and six community parks, ranging from almost 1

Table 9.1
City of Grover Beach
Parks and Recreation Inventory

Line No.	Facility	Existing Acres [1]	Exisitng Square Feet [2]
		acres	sf
	Neighborhood Parks		
1	Ramona Garden Park	2.17	
2	**Total Neighborhood Parks**	2.17	
	Community Parks		
3	Hero Community Park	0.78	
4	Grover Heights Park	3.21	
5	Golden West Park	1.54	
6	Mentone Basin Park	4.61	
7	16th Street Park	3.99	
8	Costa Bella Basin Park	1.13	
9	Cleaver park	0.69	
10	El Camino Oaks	28.50	
11	South County Skate Park	0.50	
12	**Total Community Parks**	44.95	
13	**Total Parks Acres**	47.12	
	Recreation Facilities		
14	City Hall		458
15	Carolan House		438
16	Chamber of Commerce Building		188
17	Grover Beach Community Center		8,000
18	Ramona Garden Park Center		2,775
19	**Total Recreation Facilities**		11,859

[1] From City of Grover Beach, Parks and Recreation Element, adopted March 7, 2005 under Resolution No. 05-26.
[2] From City of Grover Beach.

acre to nearly 5 acres in size. Recreation facilities include the Carolan House, space available in the City hall, area within the Chamber of Commerce, the Grover Beach Community Center, and the Ramona Garden Park Center.

The level of service provided by the existing parks is shown in Table 9.2 as 3.5 acres of parkland per 1,000 population. The City has an adopted level of service for parks of 5.0

Table 9.2
City of Grover Beach
Parks and Recreation Level of Service

Line No.	Park Facility	Existing Acres [1]	Existing 2005 Population [2]	Acres/1,000 Population	Adopted Level of Service [3]	Deficiency
		acres		acres/1,000	acres/1,000	acres
1	Neighborhood Parks	2.17	13,426	0.2		
2	Community Parks	44.95	13,426	3.3		
3	Total Parks	47.12		3.5	5.0	20.01

Line No.	Recreation Facility	Existing Square Feet [1]	Existing 2005 Population [2]	Level of Service
		sf		sf/1,000
4	Recreation Facilities	11,859	13,426	883.3

[1] From Table 9.1.
[2] From Table 4.1.
[3] From City of Grover Beach, Parks and Recreation Element, adopted March 7, 2005, under Resolution No. 05-26.

acres per 1,000 population. Recreation facilities level of service is also shown in Table 9.2 in square feet per 1,000 population. There is no adopted standard for recreation facilities.

9.3 Existing Deficiencies

From Table 9.2, it is clear that the City's current level of service for parks falls short of the adopted level of service and is deficient by nearly 20 acres. The amount of the deficiency is determined by the difference between the existing and adopted level of service multiplied by

the existing population. Recreation facilities are not considered deficient, as there is no adopted standard for the level of service.

9.4 Facilities to Serve New Development

From Table 9.2, the parks adopted standard level of service is 5.0 acres per 1,000 population. This implies that an additional 14.3 acres of developed parks will be required to serve future population (5.0 acres per 1,000 population x 2,854 additional population).

Using the current level of service for recreation facilities of 883.3 square feet per 1,000 population, an additional 2,521 square feet of recreation facilities will be needed to serve future population (883.3 sf per 1,000 population x 2,854 additional population).

9.5 Fee Calculation

Future development cannot be charged for the deficiencies that currently exist with the City's parks. The deficiency must be made up using other funds than impact fees. The park cost to serve future population is shown in Table 9.3. The average cost per capita is determined by multiplying the estimated cost per acre of a park facility by the adopted standard of 5.0 acres per 1,000 population. The estimated cost per acre of a park facility was derived from the City of Grover Beach Parks and Recreation Element and does not include any land acquisition cost. It is assumed that the City will continue to acquire land for future parks through dedication or payment in lieu fees from developers under the Quimby Act.

The recreation facility cost to serve future population is also shown in Table 9.3. The recreation average cost per capita is determined by multiplying the estimated cost per square foot by the current level of service of 883.3 square feet per 1,000 population. The estimated cost per square foot of new recreation facilities is based on other recently constructed facilities.

Table 9.3
City of Grover Beach
Future Parks and Recreation Cost Per Capita

Line No.	Park Facility	Adopted Level of Service [1]	Acres per Capita	Park Improvement Cost / Acre [2]	Park Cost per Capita
		acres/1,000			
1	Neighborhood/Community Parks	5.0	0.005	$315,000	$1,575.00

Line No.	Recreation Facility	Existing Level of Service [3]	Square Feet per Capita	Recreation Improvement Cost / sf [4]	Recreation Cost per Capita
		sf/1,000			
2	Recreation Facilities	883.3	0.883	$239	$211.11

[1] From City of Grover Beach, Parks and Recreation Element, adopted March 7, 2005 under Resolution No. 05-26.
[2] From same source as footnote (1).
[3] From Table 9.1, existing square feet per 1,000 population.
[4] Estimate of new construction cost per square foot, Wallace Group.

Table 9.4 converts the average cost per capita for both parks and recreation facilities into impact fees per unit of development by land use type. Per capita costs from Table 9.3 are multiplied by the number of persons per dwelling unit for each type of development. The impact fees calculated only apply to residential development.

Table 9.4
City of Grover Beach
Parks and Recreation Impact Fees by Land Use Type

Line No.	Land Use Type	Unit of Development	Census 2000 PPH [1]	Park Cost per Capita [2]	Park Impact Fee per Unit
1	Single-Family Residential	DU	2.56	$1,575.00	$4,032.00
2	Multi-Family Residential	DU	2.11	$1,575.00	$3,323.25
3	Mobile Home Residential	DU	1.40	$1,575.00	$2,205.00

Line No.	Land Use Type	Unit of Development	Census 2000 PPH [1]	Recreation Facility Cost per Capita [3]	Recreation Impact Fee per Unit
4	Single-Family Residential	DU	2.56	$211.11	$540.44
5	Multi-Family Residential	DU	2.11	$211.11	$445.44
6	Mobile Home Residential	DU	1.40	$211.11	$295.55

[1] From Table 4.1.
[2] From Table 9.2.
[3] From Table 9.3.