

# Sabre Springs

## Public Facilities Financing Plan and Facilities Benefit Assessment

---

Fiscal Year 2009



THE CITY OF SAN DIEGO

City Planning & Community Investment  
Facilities Financing  
April 2008

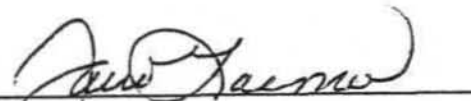
RESOLUTION NUMBER R- 303598

DATE OF FINAL PASSAGE APR 18 2008

A RESOLUTION OF THE COUNCIL OF THE CITY OF SAN DIEGO APPROVING THE SABRE SPRINGS PUBLIC FACILITIES FINANCING PLAN AND FACILITIES BENEFIT ASSESSMENT, FISCAL YEAR 2009

BE IT RESOLVED, by the Council of the City of San Diego, that it approves the document titled, "Sabre Springs Public Facilities Financing Plan and Facilities Benefit Assessment, Fiscal Year 2009," a copy of which is on file in the office of the City Clerk as Document No. RR- 303598 .

APPROVED: MICHAEL J. AGUIRRE, City Attorney

By   
Jana L. Garmo  
Deputy City Attorney

I hereby certify that the foregoing Resolution was passed by the Council of the City of San Diego, at this meeting of APR 15 2008 .

ELIZABETH S. MALAND  
City Clerk

By   
Deputy City Clerk

Approved: 4-18-08  
(date)

  
JERRY SANDERS, Mayor

Vetoed: \_\_\_\_\_  
(date)

\_\_\_\_\_  
JERRY SANDERS, Mayor

## **Mayor**

Jerry Sanders

## **City Council**

Scott Peters, President, Council District 1  
Kevin Faulconer, Council District 2  
Toni Atkins, Council District 3  
Tony Young, Council District 4

Brian Maienschein, Council District 5  
Donna Frye, Council District 6  
Jim Madaffer, President Pro Tem, Council District 7  
Ben Hueso, Council District 8

## **City Attorney's Office**

Michael Aguirre, City Attorney  
Jana Garmo, Deputy City Attorney

## **City Planning & Community Investment**

William Anderson, FAICP,  
Deputy Chief Operating Officer  
Charlene M. Gabriel, Facilities Financing Manager  
John Tracanna, Supervising Project Manager

Angela Abeyta, Project Manager  
Maxx Stalheim, Community Planner  
Leon McDonald, Principal Engineering Aide  
Rosalia Hernandez, Senior Clerk/Typist

## **Sabre Springs Planning Group**

Rick Smith, Chair  
Saeed Askari  
Barbara Baker  
Kimberely Beatty  
Chuck Corum  
Robert De Anthony  
David Ernst

Michael Graham  
Craig Levitt  
Susan Marshall  
Rachele Melious  
Keith Ralleigh  
John Weede  
Mary Jean Word

This page is intentionally left blank.

## Table of Contents

<b>INTRODUCTION</b> .....	<b>1</b>
Authority .....	1
Update to Financing Plan.....	1
Scope of Report.....	1
<b>FACILITIES BENEFIT ASSESSMENT</b> .....	<b>3</b>
FBA Procedure.....	3
Methodology of the FBA .....	3
Timing and Cost of Facilities.....	4
Expenditures .....	4
<b>AREA OF BENEFIT AND PROJECTED LAND USES</b> .....	<b>5</b>
Area of Benefit.....	5
Projected Land Use .....	5
Residential.....	5
Non-residential.....	5
<b>ASSESSMENTS</b> .....	<b>9</b>
Assessment Methodology – EDU Ratios.....	9
Assessment Numerical List Description.....	9
Determination of Assessment Rates .....	10
Automatic Annual Increases .....	11
Cash Flow Analysis .....	12
Payment of Fees for Commercial and Industrial .....	12
<b>PUBLIC FACILITIES FINANCING PLAN</b> .....	<b>17</b>
Purpose.....	17
Development Forecast and Analysis.....	17
Capital Improvement Program.....	18
Future Public Facility Needs.....	18
Fee Schedule for Facilities Benefit Assessments.....	19
Annual Review.....	19
Updated Project Costs.....	19
Fee Schedule .....	19
Financing Strategy .....	20
Facilities Benefit Assessment (FBA).....	20
Development Impact Fee (DIF) .....	20
Assessment Districts .....	20
Community Facility District (CFD).....	20
Developer Construction .....	21
Reimbursement Financing for Water and Sewer Facilities .....	21
State/Federal Funding .....	21
Cost Reimbursement District (CRD) .....	21
Development Agreement .....	22
General Assumptions and Conditions.....	22
Transportation Projects .....	31
Park and Recreation Projects .....	57
Fire Projects .....	65

Library Projects..... 67  
Water & Sewer Projects..... 69

**TABLES**

Table 1 – Inventory of Land Uses..... 6  
Table 2 – EDU Ratios ..... 9  
Table 3 – FY 2009 Assessment Rates..... 11  
Table 4 – Facilities Benefit Assessment Schedule ..... 12  
Table 5 – Los Angeles/San Diego Construction Cost Index ..... 13  
Table 6 – San Diego Consumer Price Index..... 14  
Table 7 – Sabre Springs Cash Flow ..... 15  
Table 8 – Sabre Springs Development Schedule..... 18  
Table 9 – Project Summary..... 25

**FIGURES**

Figure 1 – Community Boundary ..... 7  
Figure 2 – Project Location Map ..... 29

# Introduction

## Authority

This Financing Plan implements the improvement requirements set forth in the Sabre Springs Community Plan, which was originally approved by the City Council on July 1, 1982 by Resolution No. 3913. The Community Plan has subsequently been amended five times, the latest amendment approved on August 4, 1998 by Resolution R-290593.

## Update to Financing Plan

This Financing Plan constitutes an annual adjustment of Facilities Benefit Assessments (FBA) as provided for in Section 61.2212 of the San Diego Municipal Code. On October 8, 1996, by Resolution R-287907, the City Council adopted the Fiscal Year 1997 Sabre Springs Public Facilities Financing Plan. This report is an update of the Financing Plan for Sabre Springs.

## Scope of Report

The Fiscal Year 2009 Sabre Springs Financing Plan identifies the public facilities that will be needed over the next year in Sabre Springs, during which the full community development is expected. This report also includes the revised Facilities Benefit Assessments (FBA) for Sabre Springs, as required by Ordinance Number 0-15318. The FBA is established to provide public facilities which will benefit the Sabre Springs community.

This page is intentionally left blank.



# Facilities Benefit Assessment

## FBA Procedure

City Ordinance No. O-15318 was adopted by the City Council on August 25, 1980 to establish the procedure for implementing an FBA. The FBA provides funding for public facilities projects that serve a designated area, also known as the Area of Benefit. The dollar amount of the assessment is based upon the collective cost of each public facility, and is equitably distributed over the Area of Benefit in the Sabre Springs community planning area. For more information on the Area of Benefit, see Area of Benefit and Projected Land Uses section starting on page 5.

## Methodology of the FBA

The methodology of the FBA is as follows:

- 1) An FBA Assessment Numerical List (Assessment List) is prepared for Sabre Springs where each remaining, unimproved parcel or approved map unit in the Area of Benefit is apportioned its share of the total assessment according to the size and anticipated use of the property. Refer to Assessment Numerical List Description on page 9 for more information on the Assessment List.
- 2) Liens are placed on the undeveloped and under-developed portions of the assessed parcels and final map properties within the Area of Benefit. The liens are filed without a specific assessment amount since the owner or developer is responsible to pay only the assessment that applies to the type and amount of development that actually occurs.
- 3) At the time of building permit issuance, the owner of the parcel being developed is assessed a fee that is determined by the type and size of the development permitted according to the FBA assessment schedule that is in effect at the time the permit is pulled. Owners/developers are not permitted to pay liens in advance of development. FBA fees are paid directly to the Development Services Department at the time of building permit issuance.
- 4) Fees are collected, placed into a City interest-bearing account, and used within the Area of Benefit solely for those capital improvements and administrative costs identified in the Sabre Springs Public Facilities Financing Plan.

## Timing and Cost of Facilities

The public facilities projects to be financed by the Sabre Springs FBA funds are shown in Table 9 on page 25. Included in the table are:

- Project title
- Fiscal year in which construction of the project is expected
- Estimated project costs
- Funding sources

Project categories include transportation improvements; water and sewer lines; neighborhood parks and recreation; police; fire; and libraries. Detailed descriptions of the projects which are listed in Table 9 can be found on the project sheets beginning on page 31. The FBA also funds the administrative costs associated with the development, implementation, and operation of the FBA program.

## Expenditures

The following are three types of expenditures that may be applied against the FBA fund:

- 1) Direct payments for facility costs, including administration of the FBA fund
- 2) Credits to developers for facilities provided in accordance with Section 61.2213 of the FBA Ordinance
- 3) Cash reimbursement to developers for providing facilities exceeding the cost of their FBA obligation pursuant to an approved reimbursement agreement

Therefore, whether a developer or the FBA fund provides a facility, direct payments, credits, or cash reimbursements are all treated as an expense to the FBA fund.

## **Area of Benefit and Projected Land Uses**

### **Area of Benefit**

The City Council initiates proceedings for the designation of an Area of Benefit by adopting a Resolution of Intention. The undeveloped land areas that are within the community boundaries of Sabre Springs are known as the Area of Benefit. An FBA is applied to undeveloped residential and non-residential property. Figure 1 on page 7 shows the proposed boundaries of the Sabre Springs FBA Areas or Area of Benefit.

The location and extent of the Area of Benefit is determined by referencing the County Assessor parcel maps, current tentative subdivision maps, and from information supplied by affected property owners. This information, along with land use designations and assessment payment history, provides the data for the Inventory of Land Uses shown in Table 1 on page 6.

### **Projected Land Use**

#### **Residential**

The residential development for Sabre Springs was originally estimated at 4,108 dwelling units. A list of the types and amount of planned residential development can be found in Table 1 on page 6.

#### **Non-residential**

The non-residential development for Sabre Springs was originally estimated to be 651 acres or 28,357,560 square feet and consists of commercial and industrial uses. A list of the types and amount of planned non-residential development can be found in Table 1 on page 6.

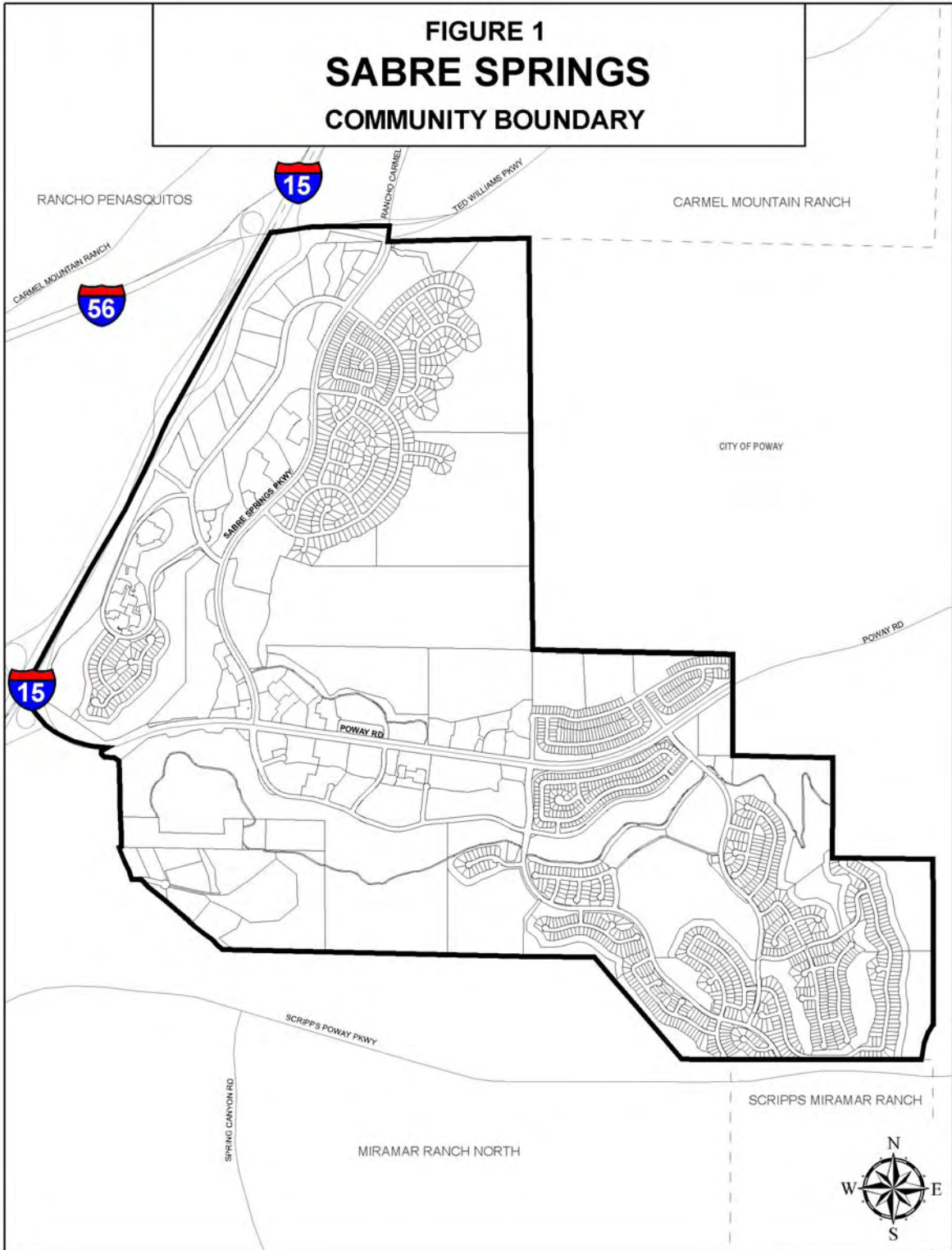
Currently, FBA fees are expected to be paid on a square footage basis for non-residential development. In the event that a landowner desires to proceed with development of a portion of the landowner's property, based on a phased development program, which is subject to a lien for the total amount of FBA as provided in Section 61.2210 of the Municipal Code, the landowner may obtain building permits for the development phase after paying a portion of the FBA and making provision for payment of the remainder of the FBA to the satisfaction of the Mayor.

Table 1 – Inventory of Land Uses

*As of Jan 2008*

<b>Land Use</b>	<b>Actual</b>	<b>To Go</b>	<b>Total</b>
Single-Family Residential Units	1,857	0	1,857
Multi-Family Residential Units	2,247	83	2,330
Commercial Square Footage	940	0	940
Industrial Square Footage	774	0	774

Commercial and Industrial land uses are shown in 1,000 square feet.



This page is intentionally left blank.

# Assessments

## Assessment Methodology – EDU Ratios

An Equivalent Dwelling Unit (EDU) ratio has been established for the purpose of spreading the cost of public facilities between the different land use classifications. EDU ratios have been calculated for each category of facility to be constructed under the FBA because the relationship between land use and the degree of benefit from different public facilities can vary substantially. The single-family dwelling unit (SFDU) is the foundation for all other EDU ratios. Other land use classifications are assigned an EDU ratio per dwelling unit or per 1,000 square feet of building, proportionate to the respective benefit.

Table 2 provides the EDU ratios used to prepare the Sabre Springs Facilities Benefit Assessment.

Table 2 – EDU Ratios

CATEGORY	SFDU	MFDU	CKSF	IKSF
Transportation	1.0	0.7	60	20
Parks and Open Space	1.0	0.7	---	---
Water and Sewer	1.0	0.7	17.9	17.9
Police/Fire	1.0	0.7	9.8	6.7
Park & Ride Facilities	1.0	0.7	---	---
SFDU	Single Family Dwelling Unit			
MFDU	Multi-family Dwelling Unit			
CKSF	1,000 square feet Commercial			
IKSF	1,000 square feet Industrial			

## Assessment Numerical List Description

For each undeveloped map portion or parcel in the Areas of Benefit, the Assessment Numerical List includes:

- Parcel number
- Name and address of the owner (according to the County Assessor’s records)
- Number of dwelling units or square feet to be developed (according to the highest and “best use” scenario)
- Assessment amount for each parcel

Identification numbers in the Assessment Lists may be non-sequential as a result of some parcels having been omitted after assessments are paid, as ownership changes, or as parcels are subdivided. Information on ownership is listed according to the County Assessor's records at the time the Assessment List is prepared, as shown on the last equalized Assessment List, or as otherwise known to the City Clerk; or by any other means which the City Council finds reasonably calculated to apprise affected landowners (Municipal Code Section 61.2205). The current Assessment Listing is on page 75 of this Financing Plan. A legend, or key, for understanding the Assessment Listings is included.

A Resolution of Designation, when adopted by the City Council, imposes the FBA in the form of a lien that is placed upon the undeveloped or under-developed portions of the County Assessor parcels and final map properties within the Areas of Benefit. The assessments are based upon the type and size of forecasted land use of the highest and "best use" scenario.

The maps, plats, and summary of the Assessment List, all of which define the Area of Benefit, will be delivered to the County Recorder for official recording once the updated Financing Plan is approved by the City Council. Collection of the FBA is to occur at the time of building permit issuance at the Development Services Department.

## **Determination of Assessment Rates**

Assessments are calculated and levied against each undeveloped or under-developed parcel based upon the type and size of development, which is expected to occur within the Area of Benefit. The amount of the FBA is determined by using the following information:

- Development schedule (in dwelling units and acres)
- Composite EDU factors for each land use designation
- Schedule of facility expenditures (in FY 2009 dollars) to be financed with monies from the FBA fund
- Annual interest rate assumption of 3% for FY 2009 and FY 2010 and 4% for each year thereafter
- Annual inflation rate of 7% for FY 2010 (for determining the future costs of facilities that will be constructed in years beyond FY 2009), and 5% for each year thereafter

At the beginning of each fiscal year (July 1), unpaid assessments are increased by the inflation factor.

An individual developer will pay an assessment to the FBA fund, based upon the number of units, or square feet developed in a particular year. Pursuant to the terms of a reimbursement agreement with the City, a



developer may be issued credits against an assessment for expenditures related to providing facilities in lieu of paying a Facilities Benefit Assessment. An approved reimbursement agreement with the City may also entitle a developer to cash from the FBA fund.

An assessment rate is calculated to provide sufficient money to meet the scheduled, direct payments for facilities provided by the FBA fund. The base deposit rate also considers the timing of credits and reimbursements to be paid to developers for FBA funded facilities. Table 3 lists the FY 2009 Facilities Benefit Assessment base deposit rate for Sabre Springs.

**Table 3 – FY 2009 Assessment Rates**

<b>LAND USE</b>	<b>ASSESSMENTS PER UNIT/KSF IN FY 2009 DOLLARS</b>
Single Family Units	\$4,243
Multi-Family Units	\$2,970
Commercial (per 1,000 sq. ft.)	\$741
Industrial (per 1,000 sq. ft.)	\$375

### **Automatic Annual Increases**

FBA's are evaluated annually and adjusted accordingly to reflect the current economic conditions. An inflation factor is used to provide automatic annual increases in the assessment rate and will be effective at the beginning of each fiscal year (July 1). In years beyond FY 2009, the increase reflects a growth rate of 7% per year for FY 2010, and 5% for each year thereafter. The automatic increase provision is effective only until such time that the next annual adjustment is authorized by the City Council and Mayor. Thereafter, the subsequent Council/Mayor-approved annual adjustment will prevail.

Assessments are calculated and levied against each undeveloped or under-developed parcel based upon the type and extent of development, which is expected to occur within the Area of Benefit. The Sabre Springs FBA Schedule in Table 4 on page 12 indicates the projected rate of assessment by each category of land use for the remaining build-out. For FY 2009, the assessment for a single-family dwelling unit is \$4,243. Each multi-family unit is to be assessed \$2,970. The commercial assessment is \$741 per 1,000 square feet, and the industrial rate is \$375 per 1,000 square feet.

Table 4 – Facilities Benefit Assessment Schedule

FISCAL YEAR	\$/SFDU	\$/MFDU	\$CKSF	\$/IKSF
2008	\$3,965	\$2,776	\$693	\$350
2009	\$4,243	\$2,970	\$741	\$375
2010	\$4,540	\$3,178	\$793	\$401
2011	\$4,767	\$3,337	\$833	\$421
2012	\$5,005	\$3,504	\$874	\$442

### Cash Flow Analysis

The Sabre Springs Cash Flow, Table 7 on page 15, presents an analysis of the Sabre Springs FBA fund. For each fiscal year during the development of the community, the cash flow shows the difference between accumulated FBA revenues (including earned interest) and capital improvement expenditures. Interest earnings for cash on hand are compounded and based on an estimated 3% annual return for FY 2009 and FY 2010, and 4% for each year thereafter.

The City of San Diego considers historic data while predicting the effect of inflation on construction projects. The Los Angeles/San Diego Construction Cost Index (CCI) and the Consumer Price Index (CPI) for San Diego are the two indices used by the City while conducting a cash flow analysis. The historical information associated with the Los Angeles/San Diego Construction Cost Index and the Consumer Price Index for San Diego is shown on Tables 5 and 6 on pages 13 and 14 respectively.

Since needed facilities are directly related to the community’s growth rate, construction schedules of facilities are contingent upon the actual development within the community. Therefore, any slowdown in community development will require modification of facility schedules and a new cash flow will be prepared during a subsequent update to the Sabre Springs Public Facilities Financing Plan.

### Payment of Fees for Commercial and Industrial

FBA fees for commercial and industrial properties were originally paid on a net acre basis. On occasion, however, building permits were requested for structures that occupy only a portion of the entire parcel, e.g. a phased development. Payment of fees for the entire parcel was expected even if only a portion of the entire parcel was being permitted at that time. To

accommodate partial payments of FBA fees, the fee structure with the 1992 update was modified to a building square footage basis. Although the allowable floor area ratios for the commercial and industrial zoned properties in Sabre Springs vary from 1.0 to 2.0, the anticipated ratios for this community are only 0.40 and 0.50, respectively. As such, a conversion from net acre to building square footage was determined. For commercial properties, one net acre is equivalent to 17,424 square feet of building area. Correspondingly, one net acre of industrial property is equivalent to 21,780 square feet of building area. Thus, using the FY 2009 rate schedule, the equivalent fee for commercial and industrial property is \$12,911 and \$8,168 per net acre, respectively. Based on this equivalency, FBA fees for commercial and industrial projects are now being paid on a square foot basis.

**Table 5 – Los Angeles/San Diego Construction Cost Index**  
As reported by Engineering News Record

*As of March 2007*

<b>YEAR</b>	<b>CCI</b>	<b>% CHANGE/YEAR</b>
1995	6517	0.6%
1996	6522	0.1%
1997	6571	0.8%
1998	6673	1.6%
1999	6832	2.4%
2000	7056	3.3%
2001	7073	0.2%
2002	7440	5.2%
2003	7572	1.8%
2004	7735	2.2%
2005	8234	6.5%
2006	8552	3.9%
2007	8873	3.8%

Table 6 – San Diego Consumer Price Index

*As of June 2007*

<b>YEAR</b>	<b>CPI</b>	<b>% CHANGE/YEAR</b>
1995	156.3	1.3%
1996	159.8	2.2%
1997	163.7	2.4%
1998	166.0	1.4%
1999	171.7	3.4%
2000	179.8	4.7%
2001	190.1	5.7%
2002	195.7	2.9%
2003	203.8	4.1%
2004	211.4	3.7%
2005	218.3	3.3%
2006	226.7	3.8%
2007	231.9	2.3%

**Table 7 - Sabre Springs FBA Cash Flow**

<b>FY</b>	<b>SFDU</b>	<b>MFDU</b>	<b>CKSF</b>	<b>IKSF</b>	<b>\$/SFDU</b>	<b>\$/MFDU</b>	<b>\$/CKSF</b>	<b>\$/IKSF</b>	<b>FBA \$ PLUS INTEREST</b>	<b>PLANNED CIP \$ EXPENSES</b>	<b>NET BALANCE</b>	<b>FY</b>
<b>PRIOR</b>	1,857	2,247	940	774							\$1,341,564	<b>PRIOR</b>
<b>2008</b>	0	0	0	0	\$3,965	\$2,776	\$693	\$350	\$28,396	\$810,187	\$559,773	<b>2008</b>
<b>2009</b>	0	83	0	0	\$4,243	\$2,970	\$741	\$375	\$262,147	\$332,000	\$489,920	<b>2009</b>
<b>2010</b>	0	0	0	0	\$4,540	\$3,178	\$793	\$401	\$14,407	\$26,750	\$477,577	<b>2010</b>
<b>2011</b>	0	0	0	0	\$4,767	\$3,337	\$833	\$421	\$19,182	\$5,618	\$491,141	<b>2011</b>
<b>2012</b>	0	0	0	0	\$5,005	\$3,504	\$874	\$442	\$19,724	\$5,898	\$504,967	<b>2012</b>
<b>2013</b>	0	0	0	0	\$5,255	\$3,679	\$918	\$464	\$20,401	\$0	\$525,367	<b>2013</b>
<b>2014</b>	0	0	0	0	\$5,518	\$3,863	\$964	\$487	\$21,225	\$0	\$546,592	<b>2014</b>
<b>2015</b>	0	0	0	0	\$5,794	\$4,056	\$1,012	\$512	\$22,082	\$0	\$568,674	<b>2015</b>
<b>2016</b>	0	0	0	0	\$6,084	\$4,259	\$1,063	\$537	\$22,974	\$0	\$591,649	<b>2016</b>
<b>2017</b>	0	0	0	0	\$6,388	\$4,472	\$1,116	\$564	\$23,903	\$0	\$615,551	<b>2017</b>
<b>2018</b>	0	0	0	0	\$6,707	\$4,695	\$1,172	\$592	\$24,868	\$0	\$640,420	<b>2018</b>
<b>2019</b>	0	0	0	0	\$7,042	\$4,930	\$1,230	\$622	\$25,873	\$0	\$666,293	<b>2019</b>
<b>2020</b>	0	0	0	0	\$7,394	\$5,176	\$1,292	\$653	\$26,918	\$0	\$693,211	<b>2020</b>
<b>TO GO</b>	0	83	0	0								
<b>TOTAL</b>	<b>1,857</b>	<b>2,330</b>	<b>940</b>	<b>774</b>					<b>\$532,100</b>	<b>\$1,180,453</b>		<b>TOTAL</b>

This page is intentionally left blank.

# Public Facilities Financing Plan

## Purpose

Council Policy 600-28 requires that, in the Planned Urbanizing areas of the City of San Diego, development approval for “new communities” and “developing communities” depends upon the adoption of a plan for financing public facilities. The Public Facilities Financing Plan (Financing Plan) is prepared to ensure that all owners of undeveloped property will pay their fair share of the funding required to finance the community’s needed public facilities. The Financing Plan applies to all property owners seeking to develop property, even if the subject property has an approved tentative or final map detailing its development. The Financing Plan includes the following:

- Development forecast and analysis
- Capital Improvement Program
- Assessment schedule for Facilities Benefit Assessment

This report will update the Financing Plan and the FBA for the development that is planned to occur in the community planning area known as Sabre Springs.

## Development Forecast and Analysis

Sabre Springs is almost entirely developed, with one remaining parcel to be developed. This parcel, assessment no. 103, was originally designated as Specialty Commercial in the community plan. However, an application for a Planned Development Permit amendment and Conditional Use Permit was submitted to the City in July, 2007, to construct an 83-room, 100-bed residential care facility on this site.

As the units in this facility are not typical dwelling units, and there is no FBA assessment rate for residential care facilities, a conversion methodology will have to be determined to convert the rooms/beds to dwelling units in order to determine the applicable FBA assessment. Until that conversion is determined, the 83 rooms will be shown as multi-family dwelling units on the development schedule and in the cash flow. See Table 8 on page 18 for the estimated development schedule for this project.

There is no additional non-residential development anticipated in the community.

**Table 8 – Sabre Springs Development Schedule**

<b>FISCAL YEAR</b>	<b>SFDU</b>	<b>MFDU</b>	<b>COMM (KSF)</b>	<b>INDUST (KSF)</b>
2009	0	83	0	0
2010	0	0	0	0
2011	0	0	0	0
2012	0	0	0	0

KSF – 1,000 Sq. Ft.

## Capital Improvement Program

### Future Public Facility Needs

In order to better serve the Sabre Springs community, public facilities were needed in a number of project categories. Those categories included:

- Transportation
- Parks and Recreation
- Police
- Fire
- Library
- Water/Sewer Lines

Locations of all of the Sabre Springs projects are depicted in Figure 2 on page 29, and summarized in Table 9 on page 25. Detailed project descriptions can be found on the Capital Improvements Program (CIP) sheets beginning on page 31. The timing associated with individual projects is summarized in Table 9 and on the corresponding CIP project sheets. Refer to Table 8 on page 18 for the current development schedule of the community.

Originally, full community development of Sabre Springs was anticipated to occur over a 15-year period, ending by the year 1998. Due to slower than anticipated development, full development is now estimated to occur in the year 2009, with the development of the last remaining parcel. There is currently one remaining public facility left to be completed in Sabre Springs, project T-24 on page 52. This project is a Class I Bicycle Path on Pomerado Road. The latest development projections are illustrated in Table 8 on page 18, and the revised year of need for individual projects are illustrated on the corresponding CIP project sheets which follow Table 9.

Since needed facilities are directly related to the growth rate of the community, construction schedules of facilities are contingent upon actual



development within the community. Therefore, any slowdown in community development will require a modification to the schedule in which needed facilities are planned.

## **Fee Schedule for Facilities Benefit Assessments**

### **Annual Review**

To ensure that this program maintains its viability, an annual review of the Financing Plan will be performed and recommended actions, in response to the actual activity of development, will be presented to City Council. The FBA Ordinance in the Municipal Code (Section 61.2212) provides for an annual adjustment of the FBA. The annual review may reflect:

- Changes in the rate and amount of planned development
- Comparative analysis of City-approved discretionary permits
- Changes in the rate of inflation
- Changes in interest rates
- Changes in the scope of the public facilities projects
- Increases or decreases in the actual or estimated cost of public facilities projects

### **Updated Project Costs**

This update includes an analysis, by each of the sponsoring City departments, of the project costs for each public facility project. The cost estimates shown in this update have been revised and consider the following:

- LEED “Silver Level” standards
- Impact of inflation and increasing costs of construction
- Competitive bids on similar projects
- Modifications, if any, to the overall scope of the project

### **Fee Schedule**

The Sabre Springs FBA Schedule on Table 4, page 12, shows the rate of assessment for each category of land use during each year of community development. The FY 2009 assessment schedule is the same as projected in the FY 1997 Financing Plan with an inflationary increase of 7% over the current rate due to increased project costs and the impact of inflation. For example, the assessment for a single-family dwelling unit developed during FY 2009 is \$4,243. For the same period, each multi-family unit is to be assessed \$2,970. The commercial or village assessment is \$741 per 1,000 square feet of commercial development while each 1,000 square feet of industrial development is \$375.

## **Financing Strategy**

For Planned Urbanizing Areas, the Progress Guide and General Plan requires that public facilities and services, including the water supply and distribution system, sanitary sewer system, drainage facilities, fire protection, schools, streets, and parks and open space be available at the time of development and be of sufficient capacity to serve the anticipated development and its residents. According to Council Policy 60-28 such improvements will be furnished and financed by the developer. Public facility projects that benefit a population larger than the local/adjacent development may be financed by using the following alternative methods.

### **Facilities Benefit Assessment (FBA)**

This method of financing fairly and equitably spreads costs while following the procedures specified in City Council Ordinance O-15318, as adopted on August 25, 1980. An FBA results in a lien being levied on each parcel of property located within an Area of Benefit. The liens ensure that assessments will be collected on each parcel as development occurs and will be renewed annually with each update to the Financing Plan. The liens will be released following payment of the FBA.

For the current, approved schedule of Facilities Benefit Assessments by fiscal year, refer to Table 4 on page 12.

### **Development Impact Fee (DIF)**

Within urbanized communities which are near full development, a DIF is collected to mitigate the impact of new development through provision of a portion of the financing needed for identified public facilities and to maintain existing levels of service for that community.

### **Assessment Districts**

Special assessment district financing such as the Municipal Improvement Acts of 1913/1915, may be used as a supplementary or alternative method of financing facilities such as streets, sidewalks, sewers, water lines, storm drains, and lighting facilities. Assessment districts are beneficial in that they provide all of the funding needed for a particular public facility project in advance of the projected development activity. However, assessment districts also create a long-term encumbrance of the benefiting property and require that the funds be repaid over an extended period of time. Assessment districts also require the approval of a majority of the property owners in order to establish the district.

### **Community Facility District (CFD)**

State legislation, such as the Mello-Roos Act of 1982, has been enacted to provide a method of financing public facilities in new and developing areas. A Mello-Roos is also known as a Community Facility District

(CFD). The formation of such CFD may be initiated by owner/developer petition. Mello-Roos districts also require approval by a two-thirds majority of the property owners in order to establish the district, as clarified by Council Policy 800-3.

### **Developer Construction**

New development either constructs required facilities as a condition of subdivision or provides funds for its fair share of the costs of such facilities, with construction being performed by the City. Typically, these funds are collected through the FBA or DIF programs.

As an alternative to the FBA or DIF programs, it may be feasible for developers to construct one or more of the needed public facilities in a turnkey basis. Under this arrangement, developers typically are compensated, either by cash or credit against the FBA due, for the work performed pursuant to the conditions in a Council-approved reimbursement agreement (Council Policy 800-12).

### **Reimbursement Financing for Water and Sewer Facilities**

This method of financing is outlined in Council Policy 400-7. It is commonly used when the first developer/sub-divider in an area is required to construct the necessary water and sewer facilities for an entire developing area, oversizing when required, to serve subsequent development. These agreements are approved by the City Council/Mayor. Reimbursement to the first developer/sub-divider can occur over a period of time as long as 20 years or until all of the subsequently developed lands have participated in the reimbursement, whichever comes first.

### **State/Federal Funding**

Certain public facilities may be determined to benefit a regional area that is larger than the community planning area. Such projects may be appropriately funded by either the State, Federal Government, or by a combination of the two.

### **Cost Reimbursement District (CRD)**

Occasionally, a developer/sub-divider is directed to construct public improvements that are more than that which is required to support its individual property/development. A CRD provides a mechanism by which the developer/sub-divider may be reimbursed by benefiting development which proceeds within 20 years of formation of the CRD. Reimbursement is secured by a lien on the benefiting properties with the lien due and payable only upon recordation of a final map or issuance of a building permit, whichever occurs first.

## **Development Agreement**

This method permits a developer to enter into an agreement with the City of San Diego where certain rights of development are extended to the developer in exchange for certain extraordinary benefits given to the City.

## **General Assumptions and Conditions**

In connection with the application of the above methods of financing, the following general assumptions and conditions will be applied:

1. Except for those projects that are identified as FBA funded, developers will be required to provide facilities that are normally provided within the subdivision process as a condition of tentative subdivision map approval. These projects include but are not limited to traffic signals (except as noted), local roads, and the dedication or preservation of Open Space located within the anticipated development(s). A Mello-Roos 1913/1915 Act, or other type of reimbursement district, however, may fund such projects if the project(s) and applicant(s) qualify for this type of project financing.
2. Commercial and industrial land will be assessed FBAs for infrastructure (including transportation), police, fire, and utility facilities. However, developers of commercial and industrial land will not be assessed for park and recreation or library facilities since those facilities primarily serve the residential component of the Sabre Springs community. In the future, if a basis is developed for charging non-residential development for the cost of park and recreation and library facilities, their fair share can be evaluated at that time.
3. Annual reviews may be performed to evaluate performance of the program and to consider the continuing commitments related to the completion of needed facilities.
4. The developer, or permittee, shall pay the FBA as a condition of obtaining building permits.
5. A developer, or group of developers, may propose to build or improve an FBA funded facility that is identified in the CIP. Upon City Council approval, the developer(s) may enter into an agreement to provide the facility in lieu of, or as credit against the payment of FBA fees, provided that adequate funds are available in the FBA fund. The amount and timing of the credit being sought by the developer(s) must coincide with the expenditure of funds depicted on the CIP sheet for the respective project. Should the

approved, final cost of the facility exceed the amount of credit being sought by the developer(s), the developer(s) may be reimbursed from the FBA fund for the difference, subject to the approved reimbursement agreement and the availability of funds. If two developers are entitled to cash reimbursement during the same fiscal year, then the first agreement to be approved by the City Council/Mayor shall take precedence over subsequent agreements approved by the City Council/Mayor.

6. As FBA assessments are collected, they shall be placed in a City fund that provides interest earnings for the benefit of the Sabre Springs community.
7. The Sabre Springs Development Schedule, shown in Table 8 on page 18, is an estimated schedule and is based on the latest information available at the time this Financing Plan was adopted. Future approvals and/or modifications of precise plans and/or discretionary permit applications may either increase or decrease the extent of development anticipated within Sabre Springs.
8. Most public facilities identified in the Financing Plan are either “population based” or “transportation based.” The estimated year(s) in which funds are budgeted for a given project should not be considered as a binding commitment that the project would actually be constructed in that year. With each annual update, actual permit activity and corresponding population projects, coupled with additional traffic study information obtained since the last update, will be evaluated to determine the most appropriate year in which to budget the need for each remaining project. As such, the budgeted year for a given project is subject to change with each update to the Financing Plan.
9. For projects that require land acquisition in this Financing Plan, property value estimates assume that the property is graded, in finished pad condition, and “ready to accept” for the project for which it is intended (i.e. the value of raw land plus the cost of improvements/environmental mitigation). The actual price paid for land in Sabre Springs will be based upon either a price established through direct negotiations between the affected owner(s) and relevant public agency or by fair market value, as determined by an appraisal that will be prepared in accordance with standard City policy.
10. It has been assumed that all costs for open space acquisition will be provided from funds other than the FBA, i.e. subdivision requirement, off-site mitigation for a particular project, etc.

11. It is expected that all right-of-way for the major roads within the community are to be acquired via the subdivision process at no cost to the FBA. If right-of-way must be acquired by the FBA by way of eminent domain, a CRD, with the beneficiary being the Sabre Springs FBA, will be processed to recover the cost of the right-of-way at such time as the property adjacent to the roadway frontage develops.
12. FBA fees shall be paid by all categories of private development, including affordable housing projects.
13. This Financing Plan identifies a number of public facility projects as being funded by the FBA. However, it is understood that, during the development of Sabre Springs, alternative funding sources may be proposed in lieu of FBA funding, such as developer funds or Mello-Roos CFD financing.