

# Public Facilities, Services and Safety Element

## Purpose and Intent

To provide the public facilities and services that are needed to serve the existing population and new growth.

## Plan Issues

- Existing public facility and service needs must be addressed.
- New growth is expected to provide the public facilities needed to support that growth.
- Prioritization guidelines are needed to implement the City of Villages strategy and community plans, and to effectively allocate resources.
- Enhanced capital and operational efficiencies, and adequate financial resources are critical to meeting existing and future needs.

## Introduction

The Public Facilities, Services and Safety (PFSS) Element addresses facilities and services that are publicly managed, and have a direct influence on the location of land uses. These include Fire-Rescue, Police, Wastewater, Waste Management, Libraries, Schools, Information Infrastructure, Disaster Preparedness, and Seismic Safety. The policies within the PFSS Element also apply to transportation, park and recreation, and water supply facilities and services with additional guidance found in other elements as follows: park and recreation facilities are covered in the Recreation Element, water supply and conservation policies are covered in the Conservation Element, and transportation improvements are covered in the Mobility Element. The PFSS Element also provides policies for public facilities financing, prioritization, and developer as well as City funding responsibilities.

The 1979 Progress Guide and General Plan (1979 General Plan) established a growth management program to address the rapid growth on the periphery of the city, and the declining growth in the central areas of the city, as discussed in the Strategic Framework chapter of the General Plan. Key points pertaining to facilities financing include:

- The City was divided into three "tiers": "urbanized," "planned urbanizing," and "future urbanizing."
- The planned urbanizing areas consisted of newly developing communities where development was required to "pay its own way" through the use of facilities benefit assessments, or other financing mechanisms such as Mello-Roos Districts.
- Growth was encouraged in urbanized communities, with the assumption that General Fund public capital improvement expenditures would be provided in those areas.

Facilities benefit assessments have been very effective and successful in assuring adequate and timely public facilities, such as police, fire, parks, recreation, library, transportation, water and sewer. However, with passage of Proposition 13 in 1978 property tax revenues were reduced and all "special taxes" required approval by two-thirds of local voters. Additional measures were approved in the 1980s which exacerbated fiscal challenges for local governments. These actions significantly reduced local

government's share of property tax revenues and severely limited its ability to generate new revenue sources. Remaining General Fund revenues were allocated to many competing needs. As a consequence, urbanized communities were left without a stable, dedicated funding source, and capital improvements did not keep pace with development.

Following a period of rapid growth in the 1980s and passage of the Mitigation Fee Act (California Government Code §66000-66025), the City Council adopted a development impact fee ordinance in 1987. The fee ordinance allowed for the establishment of development impact fees in urbanized communities to collect a proportional fair share of capital improvements needed to offset the impact of the development. Unlike facilities benefit assessments, development impact fees were not intended to fully fund all capital improvements for existing and future development; fee revenues were contingent upon costs of identified needs, and rate and type of development. Further, costs of new facilities were shared by new growth and the existing resident base. In the years since their adoption, impact fees have contributed to a number of capital improvements. However, as private urban infill development continued, and a funding source to cover the portion of facilities attributed to existing residents was not identified, the public facilities deficit in urbanized communities continued to grow.

Managing growth in the city through the assurance of adequate and timely public facilities to serve the current and future population continues to be a great challenge. The 2002 Strategic Framework Element identified the facilities deficit in urbanized communities, and reaffirmed the need to address existing and future public facility and service needs. Strategic Framework Element direction has been further developed in the PFSS Element through inclusion of a financing strategy, prioritization guidelines, and development impact fee policies. Other sections of the Public Facilities Element provide updated guidelines and policies for specific facilities and services to guide land use development and guard public safety.

## A. Public Facilities Financing

### Goal

- Implementation of financing strategies to address existing and future public facility needs

### Discussion

The period of disinvestment in capital needs for urbanized communities, as discussed in the Introduction section of this Element, must now be reversed to successfully plan for the future. Investments in capital improvements are to be increased through: maintaining or enhancing existing funding sources; maximizing joint-use efficiencies; strategically prioritizing capital investments (see Section B. Public Facilities and Services Prioritization); and allocating additional revenues for infrastructure. The intent of the following policies is to identify a menu of options from which a number of possible financing strategies can be implemented. Additionally, policies are included to ensure that the City maximizes the potential benefit of development impact fees and facilities benefit assessments to improve communities and secure private developer funding for a proportional share of public facility costs. Other policies call for the evaluation of the annual capital improvements program to help ensure consistency and effectiveness in the implementation of all planning documents.

Recognizing the increasing number and costs of public facility needs, the City retained a consultant in 2001 to prepare a facilities financing study. The report identified the alternatives available for financing public facilities (see Table PF-3) independent of impact fees in urbanized areas, in order to bring them up to current standards prior to absorbing additional population growth. In spite of the detrimental fiscal constraints, the City's role in implementing the financing strategy described herein is crucial to the planning and provision of public facility and service needs. California law limits development's required contributions for public facilities to a proportional fair-share based on a clear nexus. Therefore, the City must be held responsible for its fair-share of public facility and infrastructure costs to address current needs. The ultimate implementation of the City of Villages strategy is contingent upon the City's ability to provide and maintain its facilities in a timely fashion.

## **Policies**

- PF-A.1. Reduce existing deficiencies by investing in needed public facilities and infrastructure to serve existing and future development.
- PF-A.2. Address current and future public facility needs by pursuing, adopting, implementing, and maintaining a diverse funding and management strategy.
- a. Ensure effective management and optimal allocation of all financial resources for both capital and operational needs.
  - b. Maximize operational and capital efficiencies.
  - c. Support state and local government fiscal reform efforts which provide an equitable redistribution of property tax proceeds or other revenues to the city from the state.
  - d. Assume an active leadership role in planning and implementing infrastructure investments on a collaborative regional basis and apportion, as applicable and appropriate, eligible infrastructure expenses to support regionally beneficial growth policies.
  - e. Coordinate with all appropriate authorities and agencies for a more efficient use of shared resources, and increased joint-use of facilities and services.
  - f. Adopt new, or increase existing, funding sources including, but not limited to, the options identified in Table PF-3.
  - g. Work in partnership with stakeholders to promote a bond measure to address the city's unfunded needs for capital improvements projects to support existing and future development.
  - h. Facilitate, where supported by local residents, adoption of improvements and/or maintenance districts, and other assessments for locally prioritized facilities and/or services.
  - i. Pursue Regional Comprehensive Plan and Smart Growth Incentive Program funding for transportation projects that have been prioritized consistent with Section B of this element.
  - j. Support appropriations from the funding sources identified in Table PF-4 to finance public facility costs.
- PF- A.3. Maintain an effective facilities financing program to ensure the impact of new development is mitigated through appropriate fees identified in public facilities financing plans (PFFP).
- a. Ensure new development pays its proportional fair share of existing and future facilities costs through applicable development impact fees pursuant to the California Government Code.

- b. Ensure development impact fees (DIF) and facilities benefit assessments (FBA) are updated frequently and evaluated periodically to ensure financing plans are representative of current project costs and facility needs.
- c. Evaluate and update financing plans when community plans are updated.
- d. Include in financing plans a variety of facilities to effectively and efficiently meet the needs of diverse communities.
  - 1) Identify in financing plans those public facility needs that are eligible for development impact fee funding, including but not limited to: police, fire-rescue, library, parks and recreation, and transportation facilities.
  - 2) Identify in financing plans other public facilities recognized locally as serving the needs of the community, being accessible to and benefiting the public, but not eligible for development impact fee funding.
  - 3) Promote the joint-use of facilities, services, and programs, including schools, parks, recreational centers and facilities, libraries, child care facilities, and others.
- e. Employ community plans and public facilities financing plans to identify community level priorities.
  - 1) Utilize community plans to incorporate community specific criteria to define and describe the desired character and location of needed facilities.
  - 2) Use public facilities financing plans (PFFP) to provide a baseline of existing needs and public prioritization preferences, overall and by category.
  - 3) Apply public facility and service guidelines which consider varied community constraints and needs, while providing an equivalent level of service and maintaining consistency with sustainable development policies.
  - 4) Evaluate and arrange prioritized community needs within a community facilities element of a community plan and within a PFFP, giving consideration to management, operation, and maintenance requirements.
- f. Pursue the formation of larger areas of benefit that include multiple communities for the purpose of calculating fees and identifying and addressing public facility needs on a comprehensive basis.

PF-A.4. Integrate all planning and development policies and strategies into the annual development of the Capital Improvements Program to ensure projects are programmed in a cost efficient manner.

- a. Review all capital projects for consistency with adopted planning documents, including the General Plan, community plans, public facilities financing plans, and others.
- b. Evaluate the fiscal impact and timing of needed capital improvements to minimize the burden on operations and maintenance budgets.
- c. Conduct annual conformance and audit reports of the Capital Improvements Program.

## B. Public Facilities and Services Prioritization

### Goals

- Public facilities and services that are equitably and effectively provided through application of prioritization guidelines
- Maximum efficiency in the annual allocation of capital resources for the Capital Improvements Program
- Public facilities expenditures that are linked to implementation of the General Plan

### Discussion

Prioritization guidelines for public facilities and services are needed to efficiently and effectively allocate available resources. Policies within this section call for a formally structured approach to evaluate potential capital improvements projects by identifying appropriate criteria for each facility type. The system will be designed to heavily weigh a project's contribution to the protection of health and safety. High consideration will also be given to areas with existing or planned village characteristics and existing facilities deficits. Funds should also be targeted to foster village attributes citywide, through implementation of projects that support greater transit use, walkability, housing opportunities and inviting public spaces. Attention to community level priorities will also be given during this process.

Upon complete assessment of criteria and ranking, projects will then be proposed for inclusion in the annual capital improvements program. To maximize the optimal allocation of resources and implementation of the General Plan, citywide coordination and evaluation of proposed projects and available funding will be a critical step in finalizing the annual capital improvements program. The following policies apply to all public facilities and services discussed in the General Plan.

### Policies

#### Capital Programming and Financing

- PF-B.1. Guide the annual programming of capital projects to optimize the appropriation of resources and to implement the General Plan.
- PF-B.2. Coordinate the allocation of public resources for prioritized needs across the city organization, to maximize operational and capital investment efficiencies.

#### Facility Type Prioritization

- PF-B.3. Create an organization-wide method for identifying and ranking capital improvement projects for proposed inclusion in the annual Capital Improvements Program (CIP) and to guide the City's applications for regional, state, federal, or other funds.
- a. Establish an objective rating system which includes criteria that are appropriate for each facility type (bridges, roadways, traffic signals, pedestrian, drainage, water, sewer, parks,

libraries, fire, police, etc.). Examples of potential criteria include, as applicable, but not limited to: health and safety, fiscal impact, capacity and service level, multimodal benefits, maintenance, legal mandates, and community support.

- b. Ensure projects conform to community plans and public facilities financing plans and incorporate community level priorities identified in each of the plans in the ranking process.
- c. Concentrate the citywide allocation of public resources, and programming of capital projects for public facilities within communities with existing needs and village characteristics. Consider the following characteristics for ranking projects based on location:
  - Assign a high priority to projects within existing and potential village areas that are also located within communities not meeting General Plan-identified public facilities guidelines or acceptable levels of service, for the type of facility or service being considered. The characteristics of existing and potential village areas are described in the Land Use and Community Planning Element. Specific village locations are to be specified in the applicable community plan.
  - The next preference are areas generally outside existing and potential village locations as previously described, in communities that are not meeting public facilities guidelines or acceptable levels of service as identified in the General Plan for the type of facility or service being considered.
- d. Include in the ranking process preference for funding new or expanded public facilities and services which can address needs in multiple communities.
- e. Coordinate with other public, private, and non-profit entities to include areas with existing needs and village characteristics as a major criterion for allocating resources for new or expanded infrastructure, facilities, or amenities.

## C. Evaluation of Growth, Facilities, and Services

### Goals

- Development patterns supported by the timely and adequate provision of public facilities and services
- Improvement of quality of life in communities through the evaluation of private development and the determination of appropriate exactions

### Discussion

The majority of new growth in the city needs to have a more compact urban form and increase joint-use efficiencies in order to achieve progress in remedying existing public facilities shortfalls and provide high quality public facilities and services in the future. In 2002 the City estimated a \$2.5 billion shortfall in funding for the provision of all identified capital improvements necessary to serve existing and future development anticipated by 2020. Adequate resources for capital and operational needs need to be secured, operational efficiencies need to be maximized, and facilities and services must be better tailored to meet the needs of diverse communities with respect to demographics. To meet current and future facilities needs, growth must be directed into development patterns that can be served efficiently.

Limited, and often restricted existing funds must be targeted to support desired growth patterns (see the Land Use and Community Planning Element), and new or expanded funding sources must be considered alongside enhanced efficiencies and effective management of resources. Additionally, attention must be directed to the maintenance and operational requirements of all public facilities.

The comprehensive evaluation of development proposals will be critical to ensure any impacts to public facilities and services are identified and addressed. While the City endeavors to respond to existing and future needs with development impact fees and other capital funding sources, private development will also be responsible for ensuring existing needs are not compounded by a proposed project. It is the intent of the City to ensure that future development does not adversely affect any community. Projects will be subject to development impact fees or facilities benefits assessments to contribute their proportional fair share of existing and future facilities, and under certain circumstances are required to provide a physical improvement as a condition of project approval. The City is committed to utilizing its police powers and legislative authority to implement the City of Villages strategy and improve all communities. As the City continues to mature and more communities become urbanized, the provision and timing of assured public facilities will continue to be crucial for effective planning implementation.

## **Policies**

- PF-C.1. Require development proposals to fully address impacts to public facilities and services.
- a. Identify the demand for public facilities and services resulting from discretionary projects.
  - b. Identify specific improvements and financing which would be provided by the project, including but not limited to sewer, water, storm drain, solid waste, fire, police, libraries, parks, open space, and transportation projects.
  - c. Subject projects, as a condition of approval, to exactions that are reasonably related and in rough proportionality to the impacts resulting from the proposed development.
  - d. Provide public facilities and services to assure that current levels of service are not negatively impacted as new development occurs.
- PF-C.2. Require a fiscal impact analysis to identify operations and maintenance costs with a residential discretionary development proposal requiring a community plan amendment.
- PF-C.3. Require residential projects that necessitate a community plan amendment to provide a physical improvement that benefits the affected community planning area.
- PF-C.4. Reserve the right and flexibility to use the City's police powers and fiscal powers to impose timing and sequencing controls on new development to regulate the impacts and demands on existing or new facilities and services.
- PF-C.5. Develop a centralized citywide monitoring system to document and report on the following:
- New Development - development proposals, fiscal impacts, operations and maintenance requirements, required plan amendments, exactions, service level and capacity impacts;
  - Capital Improvements Program - funding sources, project and funding schedules, project amendments, project costs, project locations, project status; and
  - Existing Conditions - facility inventory, service and capacity levels, repair and replacement schedules, facility records (size, age, location, useful life, value, etc.).

- PF-C.6. Maintain public facilities financing plans (PFFP) to guide the provision of public facilities.
- a. Identify in financing plans all facilities costs and needs required to serve existing and future development.
  - b. Evaluate and update financing plans at developer expense for consistency if needed, when community plans are amended to increase density or intensity according to the following guidelines:
    - Evaluate community public facility and service existing conditions, including characteristics such as size, condition, age, performance, and other relevant factors;
    - Consider the age of the existing financing plan;
    - Assess available resources to perform a financing plan update;
    - Examine community development pressure and relationship to General Plan prioritization policies.
- PF-C.7. Conduct periodic review of the fiscal impacts of private development throughout the city to serve as a policy guide regarding the amount, intensity, location, and timing of new development.



**CIP PRIORITIZATION  
Illustration**

