



Government Building Facilities Fee Nexus Study

City of Manteca

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Prepared for:



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EXECUTIVE SUMMARY AND INTRODUCTORY SECTIONS

INTRODUCTION

The City of Manteca (City) is a central valley City located in San Joaquin County (County), 76 miles east of San Francisco. The “Family City” lies between Interstate 5 and State Route 99. Located in the “heart” of California, Manteca is alive with opportunities. Manteca is a family-friendly City and as the County’s third largest, it is one of the state’s fastest growing cities. Manteca is thriving on multiple fronts with key infrastructure, commercial, residential, and recreational developments.

The City was originally founded in 1861 by Joshua Cowell, a landowner who built many of the first homes in the city and went on to serve as its first mayor. Beginning in the early 1900s, the City grew with expanding storefronts, manufacturing, and agricultural business. The City was officially incorporated on May 28, 1918. Since the construction of the 120-bypass section of State Route 120, the City has risen in popularity with commuters from the Bay Area. With this influx of residents, the City’s population has more than tripled since 1980. At the time of the 2020 U.S. Census, the City population was 83,498. As of January 1, 2024, the California Department of Finance (DOF) estimates that the City population has grown to 90,917.

As the resident population and non-resident employment in the City increase, there exists a correlating rise in the demand for public infrastructure and services to support the increased demand on the City. California’s Assembly Bill 1600 (AB 1600), adopted in 1987 and codified as California Government Code Section 66000 et. seq., allows the City to impose Development Impact Fees on new development within the City. Development Impact Fees (DIFs) are one-time charges on new development that are collected and used by the City to cover the cost of capital facilities, vehicles, and equipment required to serve new growth.

The Government Building Facilities Fee was originally adopted in 1986. The most recent update to the fee was adopted following the April 2006 Nexus Study prepared by ECO:LOGIC and Economic & Planning Systems, Inc. (EPS). City of Manteca Ordinance No. 1479 amends the City’s Building Code Section 15.04.060 E and states that the fee would remain the same from its 2007 adoption through December 21, 2011. On January 1, 2012, the fee was adjusted to reflect the previous two years’ changes of the annual Engineering News Record (ENR) 20-Cities Construction Cost Index (CCI) increase, and is subsequently escalated annually by the ENR CCI. The City worked with De Novo Planning Group to complete the Environmental Impact Report (EIR) for the City’s General Plan update that was completed in June 2023 and revised in February 2024. Data from the EIR was used for land use projections and service population assumptions in

this Nexus Study. Note that some of the assumptions in this Nexus Study differ slightly from the DOF, General Plan, and EIR based on the information available and assumptions used in all of the data sources and analyses. The Nexus Study is based on persons per household to calculate population growth for residential and employees per 1,000 square feet for non-residential worker growth. While the existing and baseline assumptions are generally the same, the buildout numbers may differ slightly based on what assumptions each document uses. This Nexus Study is based on the information available for each land use at this time.

The goal of the City is to develop a fee program that achieves the funding objectives required to fund facilities identified in the City's Capital Improvement Program (CIP), balances fee levels with desired economic growth, and complies with the legal requirements of AB 1600 and Assembly Bill 602 (AB 602).

NEXUS STUDY

Purpose

As development occurs in the City, new backbone infrastructure and capital facilities are required to mitigate the increased demand created by new residents and workers. DIFs fund this required backbone infrastructure and capital facilities as well as the related administrative costs through the City's fee program. This Nexus Study updates the Government Building Facilities Impact Fee.

This report is designed to satisfy AB 1600 Nexus requirements, comply with AB 602 requirements, and provide the necessary technical analysis to support the adoption of the updated fees. The fees will be effective 60 days after the City's final action adopting the fees.

Fee Program Costs

The original Government Building Facilities Fee Nexus Study, adopted in 2006, identified \$107.6 million in new construction projects that need to be built to serve the City of Manteca at buildout. The fee program reviewed the facilities needed, sizes of the facilities, and updated the costs. The animal control facility is now excluded, and the police station square footage has been increased based on a needs analysis. We reviewed comparable costs in the region as well as escalating the 2006 costs to 2024 values to estimate an average cost per square foot for the facilities. The updated total costs of these City assets are approximately \$240 million. These costs are shown in **Table 3-1**.

The updated cost used in this analysis are based on the escalated 2006 costs for the facilities included and recently constructed facilities or planned costs included in Master Plans for the City of Tracy, the City of Stockton, the City of Cathedral City, and the City of Moorpark. The analysis reviewed the cost per square foot in Tracy for the administration building, community center, library, police station, police training facility, and Boyd service center. In Stockton, the cost per

square foot for the library and community center is included in the average. For Cathedral City, the cost per square foot for the civic center, library, police headquarters, and maintenance and operations facility were reviewed. Finally, in Moorpark, the cost per square foot for the city hall, recreation facilities, library, and police services center were used. LDA Partners provided an updated 2024 square footage needs and cost analysis for the police station. The park and public works corporation yard includes the cost for a recently constructed corporation yard building in the City. The cost for the multi-use community facility, animal shelter expansion, and public safety facility are based on current cost estimates from the City based on conceptual plans. See **Appendix B** for additional information.

Updated Fees

Pursuant to AB 602, residential development fees are to be assessed on a per square foot basis, unless the City makes certain, required findings. To yield consistency across fees assessed on non-residential land uses, non-residential development fees will continue to be assessed per 1,000 building square foot. Hotel fees are charged on a per room basis.

Table ES-1 shows the proposed Government Building Facilities Impact Fees.

Table ES-1: Proposed Government Building Facilities Impact Fees

Land Use	Cost per Capita				Total Cost per Capita	Density	Subtotal Proposed Fee	Administrative Fee ¹	Total Proposed Fee	Average Unit Size (SF)	Proposed Fee per Sq. Ft.
	City Administrative Facilities	Community Facilities/ Civic Space	Police Facilities	Maintenance/ Storage/ Corporation Yard Space							
							Fee per Unit				
<i>Residential</i>											
Single Family ²	\$691	\$678	\$532	\$104	\$2,005	3.29	\$6,596	\$330	\$6,926	2,400	\$2.89
Multi Family	\$691	\$678	\$532	\$104	\$2,005	2.33	\$4,672	\$234	\$4,906	1,200	\$4.09
							Fee per 1,000 Sq. Ft. / Room				
<i>Non-Residential</i>											
Commercial	\$256	\$251	\$197	\$38	\$742	2.00	\$1,484.00	\$74.20	\$1,558.20	-	-
Office	\$256	\$251	\$197	\$38	\$742	3.33	\$2,470.86	\$123.54	\$2,594.40	-	-
Industrial	\$256	\$251	\$197	\$38	\$742	1.03	\$765.74	\$38.29	\$804.03	-	-
Hotel	\$256	\$251	\$197	\$38	\$742	0.80	\$593.60	\$29.68	\$623.28	-	-

¹ An administrative fee of 5.0% is included in the fees shown for (1) legal, accounting, and other administrative support and (2) development impact fee program administration costs including revenue collection, revenue and cost accounting, mandated public reporting, and fee justification analysis.

² An accessory dwelling unit (ADU) is a second unit that is attached or detached from a single-family home. In accordance with Assembly Bill No. 881 approved on October 9, 2019, Government Building Facilities fees will not be charged for an ADU that is less than 750 square feet. For an ADU that is 750 square feet or larger, the ADU will be charged proportionately in relation to the square footage of the primary dwelling unit. Since the residential fees are now being charged on a square footage basis, ADU fees will be calculated by multiplying the Single Family Residential fee by the ADU's square footage.

Proposed Fee Comparison with Existing Fees

Table ES-2 compares the proposed Government Building Facilities Fees to the existing Government Building Facilities Fees (as of January 1, 2024). The existing residential per unit fees

were converted to fees per square foot using the same average unit sizes as the proposed fees. Hotels are currently charged the commercial rate for the Government Building Facilities Fee. The fee update includes a hotel category and charges the fee per room. To account for new development’s fair share of the facilities since the start of the fee program, fund balances were removed from the fee program costs, then new development’s proportional share of the cost was calculated before dividing by the new development projections.

Table ES-2: Comparison of Proposed Fees to Existing Fees

Existing Land Use Category	New Land Use Category	Existing Fees		Proposed Fees	Percent Change
<i>Residential</i>		<i>per unit</i>	<i>per SF</i>		
Very Low & Low Density Residential	Single Family	\$5,955.84	\$2.48	\$2.89	16%
Medium Density Residential	Single or Multi-Family	\$4,966.84	\$4.14	\$2.89 or 4.09	-30% or -1%
High Density & Mixed Use Residential	Multi-family	\$4,470.01	\$3.73	\$4.09	10%
<i>Non-Residential (Fee per Square Foot)</i>			<i>per SF</i>		
Commercial (General, Neighborhood, Mixed Use)	Commercial	n/a	\$1.68	\$1.56	-7%
Heavy Industrial	Industrial	n/a	\$0.64	\$0.80	-8% or 25%
Light Industrial		n/a	\$0.87		
Business Park Industrial	Office	n/a	\$1.68	\$2.59	17% or 54%
Business Professional		n/a	\$2.21		
<i>Hotel (Fee per Room)</i>					
Hotel ¹		n/a	\$630.00	\$623.28	-1%

¹ Assumes the commercial rate for existing and an average room size of 375 square feet.

ADMINISTRATION FEE

The City oversees the implementation and administration of the Government Building Facilities Fee, consistent with the requirements of the Mitigation Fee Act. A five percent (5%) Administration Fee is added to fund the costs of the City’s management and ongoing fee administration, collection, and reporting. This includes costs associated with City staff and consultant time, studies, and administration to support the fee. Industry standard ranges from three to six percent (3-6%) of the fee for the administrative component of a development fee program. The administrative functions include, but are not limited to, the following:

- Annual fee adjustments
- Annual fee reporting
- Additional fee reporting every five years
- Posting of nexus studies and fee schedules on the City’s website
- Nexus study updates every eight years (an AB 602 requirement)

- Master Plans necessary to support the Nexus study updates
- Staff and consultant time related to fee preparation, collection, tracking, and administration
- Staff and consultant time needed to track credits and reimbursements for improvements constructed in the fee program

In addition to the aforementioned administrative activities, the City is responsible for using fee revenues to plan for and construct required capital facilities. The City currently collects a three percent (3%) Administrative Fee, but a five percent (5%) fee is included in this Nexus Study given the additional fee reporting requirements of AB 516, posting of information per AB 1483, Nexus Study updates every eight years per AB 602, and additional staff time to administer this fee program and the potential for a Master Plan in the future to support a Nexus Study update.

FEE ADJUSTMENT PROCEDURES

The Government Building Facilities Fee may be adjusted periodically to reflect revised facility requirements, receipt of funding from alternative sources (e.g., state or federal grants), revised facilities or costs, changes in demographics, changes in the average unit square footage, or changes in the land use plan. In addition, the fee will be updated on an annual basis on July 1st using the increase in the ENR 20-Cities CCI.

TIMING OF FEE PAYMENT

Fees will be collected at the time the building permit for the project is issued. Unless otherwise required by law, the fee amount will be equal to the fees in effect at the time a developer/applicant submits a complete and adequate building permit application. All residential projects will pay a fee based on the livable square footage of the residential unit(s). For high-density residential projects (defined in the General Plan as high-density residential development with multi-family dwellings, including multifamily townhomes, apartments and condominiums), the fees will be due at the time of the building permit for each building. For high-density residential projects with communal space, the non-residential communal portion (e.g., clubhouse, maintenance facility, gym, etc.) will not be assessed impact fees as the impact is assumed to be captured in the residential fees. Areas that are accessible by the public (e.g., leasing office) will be charged impact fees according to use.

Section 1 LEGAL CONTEXT AND METHODOLOGY

NEXUS STUDY REQUIREMENTS (ASSEMBLY BILL 1600)

AB 1600 was enacted by the State of California in 1987 creating the Mitigation Fee Act - Section 66000 et seq. of the Government Code. The Mitigation Fee Act requires that all public agencies satisfy the following requirements when establishing, increasing, or imposing a fee as a condition of approval of a development project:

1. Identify the purpose of the fee.
2. Identify the use to which the fee is to be put. If the use is financing public facilities, the facilities shall be identified.
3. Determine how there is a reasonable relationship between the fees use and the type of development project on which the fee is imposed.
4. Determine how there is a reasonable relationship between the need for the public facility and the type of development project on which the fee is imposed.
5. Determine how there is a reasonable relationship between the amount of the fee and the cost of the public facility or portion of the public facility attributable to the development on which the fee is imposed.

The purpose of this report is to demonstrate that the Government Building Facilities Fee complies with the Mitigation Fee Act. The assumptions, methodologies, facility standards, costs, and cost allocation factors that were used to establish the nexus between the fee and the development on which the fee will be charged are summarized in subsequent sections of this Report.

AB 602

AB 602, which was enacted by the State of California in 2021, amended Sections 65940.1 and 66019, and added Section 66016.5 to the Government Code. AB 602 requires that if a local agency conducts and adopts an impact fee nexus study after January 1, 2022, the local agency shall follow all of the following standards and practices:

1. Before the adoption of an associated development fee, an impact fee nexus study shall be adopted.
2. When applicable, the nexus study shall identify the existing level of service for each public facility, identify the proposed new level of service, and include an explanation of why the new level of service is appropriate.
3. A nexus study shall include information that supports the local agency's actions, as required by subdivision (a) of Section 66001 of the Government Code.
4. If a nexus study supports the increase of an existing fee, the local agency shall review the assumptions of the nexus study supporting the original fee and evaluate the amount of fees collected under the original fee.

5. A nexus study adopted after July 1, 2022, shall calculate a fee imposed on a housing development project proportionately to the square footage of proposed units of the development. A local agency that imposes a fee proportionately to the square footage of the proposed units of the development shall be deemed to have used a valid method to establish a reasonable relationship between the fee charged and the burden posed by the development. A nexus study is not required to comply with the requirements to calculate a fee imposed on a housing development project proportionally to the square footage of the proposed units if the local agency makes the following findings:
 - An explanation as to why square footage is not the appropriate metric to calculate fees imposed on housing development project.
 - An explanation that an alternative basis of calculating the fee bears a reasonable relationship between the fee charged and the burden posed by the development.
 - That other policies in the fee structure support smaller developments, or otherwise ensure that smaller developments are not charged disproportionate fees.
6. Large jurisdictions shall adopt a capital improvement plan as a part of the nexus study.
7. All studies shall be adopted at a public hearing with at least 30 days' notice, and the local agency shall notify any member of the public that requests notice of intent to begin an impact fee nexus study of the date of the hearing.
8. Studies shall be updated at least every eight years, from the period beginning on January 1, 2022.
9. The local agency may use the impact fee nexus study template developed by the Department of Housing and Community Development pursuant to Section 50466.5 of the Health and Safety Code.

This report demonstrates that the Government Building Facilities Fee complies with AB 602. An analysis of level of service for each fee is summarized below and in the subsequent nexus chapter of this report. The methodology performed to calculate the updated fee ensures that the costs for facilities are proportionately spread between existing and future users. Any existing deficiencies were removed and are not charged to new development.

Existing Level of Service

AB 602 states, "When applicable, the nexus study shall identify the existing level of service for each public facility, identify the proposed new level of service and include an explanation of why the new level of service is appropriate."

The Government Building Facility fee includes the facilities that are needed to serve the City at buildout and calculates the percentage attributable to new development based on new developments' proportional share of the new facilities. The percentage attributable to new

development is then applied to the costs of the facilities. This methodology conservatively ensures that new development is only funding their proportionate share of the total facilities. As shown in the Nexus Study analysis, based on the square footage per capita of the existing facilities, the level of service per capita for existing facilities is lower than the level of service planned for build out. The analysis identifies the square foot per capita when the fee program began compared to the planned square foot per capita at buildout. As shown on **Table 3-6** in **Chapter 3**, the level of service that is proposed to serve the population at buildout exceeds the level of service when the program began, but it corresponds to the facilities identified by City Council and is necessary to meet the level of service proposed to be adopted by the City Council. The new level of service is roughly 3.01 square feet per capita compared to the existing level of service amount of 1.89 square feet per capita. This analysis is based on planned facilities and new developments' proportional fair share of these planned facilities; therefore, this Nexus Study makes the required nexus findings per AB 602.

Government Code section 66001(g) states, "A fee shall not include the costs attributable to existing deficiencies in public facilities, but may include the costs attributable to the increased demand for public facilities reasonably related to the development project in order to (1) refurbish existing facilities to maintain the existing level of service, or (2) achieve an adopted level of service that is consistent with the general plan." The CIP, shown in Appendix A, will adopt the new level of service. Furthermore, the new level of service is consistent with the following General Plan policies of the City:

- Goal GM-1: Maintain appropriate growth management measures that ensure a high quality of life, appropriate levels of service, and address anticipated development patterns and timing of public services, facilities, and infrastructure to serve new growth.
- GM-1.1: Maintain a Growth Management Program that requires new development to meet and address level of service standards for water, sewer, circulation, schools, parks, public safety, and other necessary services and facilities and demonstrate consistency with the General Plan.

Furthermore, as shown in **Table 3-6**, the new level of service is the same for both existing residents and new development. The City is not requiring new development to build out at a higher level of service than what is being placed on existing residents at buildout. Rather, the planned level of service, reflected in the City's Capital Improvement Plan for the Government Building Facilities Fee, will provide the higher, adopted level of service for both existing residents and future development to be funded by both existing residents and future development. Moreover, the use of a new, increased level of service is appropriate where, as here, the existing level of service is too low to meet the City's desired standards and future facility needs.

AB 602 also states that if a nexus study supports the increase of an existing fee, the city, county, or special district shall review the assumptions of the nexus study supporting the original fee and evaluate the amount of fees collected under the original fee. This Nexus Study includes similar improvements to the nexus study supporting the original fee. The animal control facility that was included in the original nexus study has been removed as that project has been completed. The remaining improvements included in the original analysis are included in this Analysis as they have not yet been constructed because they are large projects that take a lot of planning and funds to complete. The current fund balance of \$32.4 million is netted out from the development fee calculation but is available for funding these facilities as well. The nexus study that supported the existing fee was completed in 2006. Construction costs have increased significantly since 2006 and therefore the fee program was updated to accurately represent the cost of construction, updated assumptions, and meet updated legal requirements. Given the increase in construction cost, additional funds are necessary to cover new development's fair share of these facilities. The facilities included in this Nexus Study as necessary to serve the growing city and provide an appropriate increased level of service for community facilities. As stated above, this level of service is consistent with General Plan policies. The City has identified potential funding sources to fund the existing population's fair share of the facilities. The City has shown an ongoing commitment to find funding for Government Facilities through general fund revenue and other funding sources. Funding for vehicles and equipment for government buildings is outlined in the City's 2021 Capital Improvement Program discussion to City Council and the City is currently working on updating their 5-year CIP. The City has also been successful at securing grants in the past, such as the Community Development Block Grant (CDBG) and Home Investment Partnership Program (HOME) funds. Thus, showing a commitment from the City to review other funding sources such as grants. The City will continue to identify funding sources and explore bonds or potential grants for the facilities.

As residents and employees occupying future development projects become existing residents, they will generate general fund revenues for the City through the payment of property and sales taxes. These general fund revenues can be used for general government purposes throughout the City, including the operation and maintenance of public facilities and the provision of ongoing government services to the existing population. While the City has the discretion to use general fund revenues to fund the existing population's fair share costs of future general governmental facilities, these revenues may also be used for any other legal general government service. In contrast, the Government Facilities fee revenues may only be used to pay for the costs of public facilities related to new development.

CAPITAL IMPROVEMENT PLAN

AB 602 states that large jurisdictions shall adopt a Capital Improvement Plan (CIP) as part of the nexus study. This report includes the Government Building Facilities Fee Capital Improvement Plan, which includes the facilities to be adopted as the City’s CIP for the DIF program, which is shown in **Table 3-1** in **Chapter 3** and **Table A-1** in **Appendix A**.

METHODOLOGY

Imposed fees require various findings to ensure that a reasonable relationship exists between the fee amount and the cost of the facility or portion of the facility attributable to the new development. Several methodologies are available to determine fee amounts. The most common methodologies are defined by the “Impact Fee Nexus Study Template” prepared for the California Department of Housing and Community Development by Turner Center for Housing Innovation at UC Berkeley. Choosing the appropriate methodology depends on the type of facility for which the fee is calculated and the availability of documentation to support the fee calculation. Following is a discussion of the methodologies available to calculate the separate fee components in this report. This Nexus Study is based on the planned facilities methodology.

Existing Inventory Method

The existing inventory method, also known as the “incremental method” uses a facility standard based on the ratio of existing facilities to the demand on the facilities by the existing service population on a cost per unit or cost per square foot basis. Under this approach, new development funds the expansion of facilities at the same standard currently serving existing development. By definition, the existing inventory method ensures that no facility deficiencies are spread to future development. This method is appropriate and often used when a long-range plan for new facilities is not available and when planned facilities are similar in cost and nature to existing facilities.

Planned Facilities Method

The planned facilities method calculates the proposed fee based on the ratio of planned facilities to the increase in demand associated with new development. This method is appropriate when planned facilities have been defined by a long-range master plan or expenditure plan which includes specific facilities and cost estimates. As the Planned Facilities Method relies on a long-range master plan that may change as the plan is implemented, fees based on this methodology need to be regularly updated to remain consistent with the project lists and current plans.

System Plan Method

The system plan method utilizes an integrated approach to allocate the cost of existing facilities and the costs of planned facilities to the total development in the study area. This method is

appropriate when calculating a systemwide fee in which new development will fund an integrated system of facilities at the future standard attributable to new development. By spreading the costs of an integrated system incorporating the existing facilities and planned facilities costs to the total development in the study area, this ensures that new development only pays their proportional share of the total system costs and is not responsible for rectifying any existing deficiencies.

Section 2 POPULATION AND LAND USE ASSUMPTIONS

LAND USE TYPES

The land use types included in the Nexus Study are being consolidated. Per the General Plan, the medium density designation provides for smaller single-family homes in more imaginative lotting arrangements, duplex and triplex development, smaller scale multi-family developments, including cottage homes, garden apartments, townhouses, and cluster housing, and mobile home parks. The density range will accommodate small lot single family homes that will typically be smaller in size and more affordable to residents. Furthermore, the General Plan Revised Addendum to the Environmental Impact Report for the Manteca General Plan Update (February 2024) includes future and existing growth for single family and multi-family units. Therefore, residential fees were consolidated into single family residential and multi-family residential.

The non-residential fee categories were consolidated based on the type of use and for the ease of administering the fee program as the assumptions used for heavy and light industrial are similar in the analysis. The assumptions for business professional and business park industrial are similar as well.

To ensure a reasonable relationship between each fee and the type of development paying the fee, different land use types must be distinguished. The land use categories used in this analysis are defined below:

- **Single Family Residential (SFR):** Detached single-family dwelling units. Includes very low density, low density, single family medium density, and age-restricted units.
- **Multi-Family Residential (MFR):** Attached residential project consisting of 2 or more units.
- **Accessory Dwelling Unit (ADU):** A second unit, attached or detached from a SFR.
- **Commercial:** All commercial, retail, educational, and mixed-use development.
- **Office:** All general, professional, and medical office development. Includes business park industrial.
- **Industrial:** All manufacturing and warehouse development.
- **Hotel:** All hotel development.

Some developments may include more than one land use type, such as an industrial warehouse with living quarters (a live-work designation) or a planned unit development with both Single- and Multi-Family uses. In these cases, the fees will be calculated separately for each land use type.

GROWTH FORECASTS

Growth projections are used as indicators of demand. The City's existing population, as well as buildout population projections, are critical assumptions used to calculate the Government Building Facilities Fee. The following resources were used as part of this analysis:

- Estimates of population projections and total development through buildout were based on the City’s General Plan (including Amendment revisions), Revised Addendum to the General Plan EIR (prepared by De Novo Planning Group), and persons per household assumptions.
- Estimated persons per household data were based on the 2022 US Census American Community Survey.
- Existing population estimates are from the 2024 California Department of Finance.
- Existing worker estimates are from the United States Census On the Map Database.
- Worker projections were based on the employment density per worker identified in the U.S. Green Building Council LEED BD+C Default Occupancy Counts, estimates from recently completed master plans for the City of Tracy, industrial building size and number of employees data in the City of Manteca, and Cushman & Wakefield’s article, *Why Space Matters*, dated June 12, 2018.

SERVICE POPULATION

Table 2-1 identifies the existing service population. Non-residential buildings are typically occupied less than dwelling units, so it is reasonable to assume that average per-worker demand for services is less than average per-resident demand. The 0.37-weighting factor for workers is based upon a 45-hour work week (40 hours of work plus 1 hour lunch break) relative to a resident’s non-working time of 123 hours (168 hours per week less 45 work hours).

Table 2-1: Existing Service Population

Category	Existing Population	Weighting Factor³	Service Population
Residents ¹	88,571	1.00	88,571
Workers ²	18,723	0.37	6,927
Total Existing Service Population			95,498

Source: City of Manteca; Manteca General Plan, US Censuses On The Map.

¹ Existing residents is based on the existing units from the City's Amended General Plan (February 2024), prepared by De Novo Planning Group, and persons per household assumptions from the US Census Data Table B25033 & B25024 (2022). Current residents may differ slightly from the General Plan or Department of Finance based on applicable assumptions necessary for this Nexus Study.

² Employment data for the City of Manteca derived from the United States Census Bureau's On the Map Database. May differ slightly from the City's 2043 General Plan Amendment (February 2024), prepared by De Novo Planning Group, based on assumptions used in the Nexus Study and the General Plan.

³ Workers are weighted at 0.37 based on a 45 hour work week relative to a resident's time of 123 hours (168 hours per week less 45 work hours).

Table 2-2 identifies the estimated workers growth at buildout.

Table 2-2: Projected New Employee Growth at Buildout

Land Use	Density Assumption¹	Projected Growth Square Feet/ Rooms	Projected Growth Workers²
<u>Non-Residential</u>			
Commercial	2.00 Employees per 1,000 square feet	4,913,626	9,827
Office	3.33 Employees per 1,000 square feet	1,523,233	5,072
Industrial	1.03 Employees per 1,000 square feet	11,114,869	11,448
Hotel ³	0.80 Employees per room	264	211
Subtotal			26,559

¹ Density assumptions from the USBGC LEED BD+C: New Construction | v4 - Default Occupancy Counts, recent City of Tracy Master Plans, Cushman & Wakefield: Why Space Matters dated June 12, 2018, and industrial data from the City of Manteca.

² Projected growth based on the non-residential square feet from the 2043 General Plan Update multiplied by the density assumptions. Projected workers differ from the total in the 2043 General Plan Amendment (February 2024), prepared by De Novo Planning Group by approximately 9,500 based on assumptions used in the Nexus Study and the General Plan. The General Plan number excludes Hotel employees as well.

³ Assumes 1,000 square feet per room on average for additional hotel rooms.

Demand for services and the associated facilities is based on the City’s future service population, which includes residents and non-residential workers. As stated previously, when calculating the service population for growth, workers were weighted less than residents to reflect the lower service demand of workers. Non-residential workers spend less time in the City and use fewer services, so the demand for City services is considered to be less than that of a resident. Workers are weighted at 0.37 that of a resident based on an average worker utilizing services just 45-hours a week versus a resident having access to services 168 hours a week.

Table 2-3 identifies the estimated population and employee growth at buildout.

Table 2-3: Projected New Population and Employee Growth at Buildout

Land Use	Net Growth (City Limits)	Density	Weighting Factor¹	Future Service Population Growth	Existing Service Population	Total Service Population at Buildout
<i>Residential</i>						
Single Family	9,799	3.29	1.00	32,239	77,963	110,202
Multi-Family	10,485	2.33	1.00	24,430	10,608	35,038
Subtotal	20,284			56,669	88,571	145,240
<i>Employment</i>						
Workers	26,559	1.00	0.37	9,827	6,927	16,754
Total Projected New Service Population				66,496	95,498	161,994

¹ Workers are weighted at 0.37 based on a 45 hour work week relative to a resident's time of 123 hours (168 hours per week less 45 work hours).

OCCUPANT DENSITY

Occupant densities ensure a reasonable relationship between the increase in service population and the amount of the fee. Using Persons Per Household (PPH) data for residential units and employment density data for non-residential buildings is a common metric used to establish a reasonable relationship between the demand created by the development project and the fees charged. Developers pay the fee based on the square footage of additional housing units or building square feet of non-residential development, so the fee schedule must convert service population estimates to these measurements of project size. This conversion is done using the average occupant density factors by land use type shown in **Table 2-4**. The residential density factors were derived from the US Census American Community Survey while the non-residential densities were derived from the U.S. Green Building Council Default Occupancy Counts and recent assumptions from City of Tracy Master Plans. The average density factors shown in **Table 2-4** are used for each land use type.

Table 2-4: Population and Density Assumptions

Land Use	Population and Density Assumptions
<i>Residential</i> ¹	
Single Family	3.29 Residents per dwelling unit
Multi-Family	2.33 Residents per dwelling unit
<i>Non-Residential</i> ²	
Commercial	2.00 Employees per 1,000 square feet
Office	3.33 Employees per 1,000 square feet
Industrial	1.03 Employees per 1,000 square feet
Hotel	0.80 Employees per room

¹ Population per Household derived from population and unit data from US Census Data Table B25033 & B25024 (2022).

² USBGC LEED BD+C: New Construction | v4 - Default Occupancy Counts, recent City of Tracy Master Plans, Cushman & Wakefield: Why Space Matters dated June 12, 2018, and City of Manteca data for industrial buildings.

AVERAGE UNIT SIZES

To meet AB 602 requirement five (5), that recommends that fees imposed on a housing development project be calculated proportionately to the square footage of proposed units in the development, this Nexus Study calculates a fee per unit and then uses the average unit size for Single Family Residential and Multi-Family Residential based on the estimated average size of recently constructed and planned new development within each land use category in the City to convert to a fee per square foot. The average unit size is based on the livable square footage of the residential units.

Basing the average unit size on livable square footage for all residential units is not only consistent with industry standard for fee calculations, but it also provides a strong nexus between the impact of the unit and the fee amount. A good example of industry standard are school fees in California. In California, school fees are based on assessable space, which means a quantity equal to the area (expressed in square feet) within the perimeter of a residential structure, not including the carport, communal walkway, garage, overhang, patio, enclosed patio, detached accessory structure or similar structure.

Multi-Family Residential projects that include communal spaces (i.e., clubhouse, maintenance facility, gym, etc.) will not be assessed impact fees on such areas as the impact is considered to be captured within the residential fees. Areas that comprise workspace for employees and are accessible by the public will be charged impact fees according to use (i.e., a leasing office would pay office fees). Based on the estimated average size of planned new development within each land use category in the City of Manteca, the average unit sizes shown in **Table 2-5** are utilized in this study.

Table 2-5: Average Unit Sizes

Item	Size¹
<i>Residential</i>	
Single Family	2,400
Multi-Family	1,200

¹ Based on the livable area of new construction in the City within the past year and is consistent with other recently constructed and proposed developments in the area.

The City will monitor the average size of new housing units in the City on an annual basis and if the average size of units is significantly less than anticipated, the fees will be updated as part of the annual update to reflect this change to ensure the fee program does not fall short. As detailed in the next section, the fee per square foot is calculated by dividing the fee per unit by the average size shown above for each residential unit type. Fees for Multi-Family Residential result in a higher fee per square foot than Single Family Residential due to the higher density of people per square foot of space.

The methodology for calculating the fees per unit results in a higher fee per square foot for Multi-Family Residential. The need for the facilities included in this Nexus Study is based on the number of people that these facilities must serve. Therefore, utilizing the average number of residents that resides in any density type based on census tract data is the most justified methodology for the fee. This relates the persons per household for Single and Multi-Family residential to the average size of the unit, which results in the fee per square foot. While Multi-Family residential has a lower persons per dwelling unit assumption, the proportion of persons per unit to the size of the unit is higher than Single Family. This results in a fee that is based on the demand of those residents, which is slightly higher per square foot for Multi-Family. Because the impact of each unit is based on the additional people generated by unit type, this methodology provides a reasonable relationship and rough proportionality between the amount of the fee charged and the burden posed by each residential unit. Moreover, because most Multi-Family units are smaller than Single Family units, the fee paid per dwelling unit will likely be lower for the vast majority of Multi-Family units than Single Family units. Finally, the average square footage used to determine the Multi-Family fee per square foot was a conservative metric because most Multi-Family units built in the area, based on new construction in the past year, are 1,200 square feet or less.

Section 3 GOVERNMENT BUILDING FACILITIES FEE

COST SUMMARY AND CIP

The original Government Building Facilities Fee Nexus Study, adopted in 2006, identified \$107.6 million of CIP in new construction projects that are needed to be built to serve the City of Manteca at buildout. The updated fee program reviewed the facilities needed, sizes of the facilities, and updated the costs. The animal control facility is now excluded, and the police station square footage has been increased based on a needs analysis. We reviewed comparable costs in the region as well as escalating the 2006 costs to 2024 values to estimate an average cost per square foot for the facilities. The updated total costs of these City assets are approximately \$240 million. These costs are shown in **Table 3-1** on the following page.

Table 3-1: Government Building Facilities Planned Facilities

	Square Feet (2006)	Updated Square Feet (Buildout)	Original Cost Estimate (2006\$)	Updated Cost per Square Foot ¹	Updated Cost Estimate (2024\$)
<i>City Administrative Space</i>					
Civic Center - City Hall	71,500	71,500	\$28,500,000	\$820	\$58,630,000
Subtotal	71,500	71,500	\$28,500,000		\$58,630,000
<i>Community Facilities / Civic Space</i>					
Performing Arts Center ²	37,000	0	\$14,800,000	-	-
Library	55,000	55,000	\$33,000,000	\$1,195	\$65,725,000
Multi-Use Community Facility	0	32,000	n/a	\$850	\$27,200,000
Animal Shelter Expansion	0	8,000	n/a	\$800	\$6,400,000
Animal Control Facility	6,600	0	\$1,500,000	-	-
Subtotal	98,600	95,000	\$49,300,000		\$99,325,000
<i>Police Facility Space</i>					
Police Station ³	37,200	45,570	\$20,700,000	\$1,232	\$56,157,791
Public Safety Training Facility ⁴	0	6,000	n/a	\$600	\$3,600,000
Police Range	17,500	17,500	\$4,300,000	\$530	\$9,275,000
Subtotal	54,700	69,070	\$25,000,000		\$69,032,791
<i>Maintenance / Storage / Corporation Yard Space</i>					
Park and Public Works Corporation Yard ⁵	22,800	22,800	\$2,200,000	\$236	\$5,380,800
Additional Maintenance Facilities	45,000	45,000	3,195,000	\$125	\$5,625,000
Parks Satellite Corporation Yard	3,000	3,000	1,000,000	\$585	\$1,755,000
Subtotal	70,800	70,800	\$6,395,000		\$12,760,800
Total	295,600	306,370	\$109,195,000		\$239,748,591

Source: City of Manteca Government Building Facilities Fee Nexus Study (2006) and City of Manteca.

¹ City Admin, community facilities / civic space, and police facilities are based on an average of the increased cost per square foot based on the Engineering News Record (ENR) 20-City Construction Cost Index (CCI) , April 2006 to April 2024 and comparable costs in the region.

² The Performing Arts Center has been removed from the facilities list for this Study. This facility will be included on the future Parks & Recreation Fee Study.

³ Original square footage is shown. Updated 2024 costs are based on the recent police needs analyses square footage of 45,570. Cost analysis completed by LDA Partners, approved by City Council on August 20, 2024.

⁴ The total square footage of the Public Safety Training Facility is 12,000 square feet. 50 percent of the square footage and cost is allocated to the Government Building Facility Fee. The remaining 50 percent is allocated to the Fire Facility Fee.

⁵ Maintenance / storage / and corporation yard space is based on the rounded increased cost per square foot based on the 20-City ENR CCI, January 2012 to April 2024 and comparable cost in the region. The park and public works corporation yard includes the cost for a corporation yard building in the City.

Table A-1 in **Appendix A** will also serve as the Government Building Facilities Fee CIP list as required by AB 602, which includes the facilities shown in **Table 3-1**. The table identifies each of the facilities that will be paid for in part or whole by the Government Building Facilities Fee. The City will use the CIP facilities identified here to guide their five-year Capital Improvement Plan budget based upon city need and timing of securing adequate revenue and will update the date in the CIP and the City’s AB 1600 annual and five-year reports.

The current Government Building Facilities existing square feet is shown below. The existing square footage comes from the City’s Statement of Values (March 14, 2024).

	Existing Sq. Ft.
<i><u>City Administrative Space</u></i>	
Civic Center - City Hall Complex	86,424
Subtotal	86,424
<i><u>Community Facilities / Civic Space</u></i>	
VFW Hall	3,931
Library	16,313
Animal Control Facility	6,305
Subtotal	26,549
<i><u>Police Facility Space</u></i>	
Police	30,554
Subtotal	30,554
<i><u>Maintenance / Storage / Corporation Yard Space</u></i>	
Park and Public Works Corporation Yard	32,925
Water Department Facilities	4,281
Subtotal	37,206
Total Existing Facilities	180,733

Source: City of Manteca Statement of Values (June 7th, 2022), Statement of Values (March 14th, 2024), and Unaudited FY23 Balance Sheet.

The Government Building Facilities Fee is based on the costs of new development’s fair share of the CIP for new construction projects. The calculation for determining the percentage attributable to new development first determines the ratio of the baseline population in the City to the projected

New Service Population at buildout. Then, this ratio is applied to the total square footage of the needed facility space at buildout for each facility category. The current existing square footage of facility space is then netted out to calculate the Remaining Share of New Square Footage for both the baseline population and the projected new service population. This remaining share is used to calculate the percentage share of buildout square footage that is attributable to new development. The calculated percentages for each facility category are shown in **Table 3-2**.

Table 3-2 : Percentage Distribution of New Facility Costs

Population	Residents	Workers (Weighted)	Service Population	Percent of Population	Total Buildout Government Facilities SF	Proportionate Share of Buildout SF	Current Share of Existing SF	Remaining Share of New SF	Percentage Share of Buildout SF
City Administrative Space									
Baseline Population	88,571	6,927	95,498	59%	157,924	93,099	86,424	6,675	9%
Projected New Service Population	56,669	9,827	66,496	41%	157,924	64,825	-	64,825	91%
Total City Administrative Space	145,240	16,754	161,994			157,924		71,500	
Community Facilities / Civic Space									
Baseline Population	88,571	6,927	95,498	59%	121,549	71,655	26,549	45,106	47%
Projected New Service Population	56,669	9,827	66,496	41%	121,549	49,894	-	49,894	53%
Total Community Facilities / Civic Space	145,240	16,754	161,994			121,549		95,000	
Police Facility Space									
Baseline Population	88,571	6,927	95,498	59%	99,624	58,730	30,554	28,176	41%
Projected New Service Population	56,669	9,827	66,496	41%	99,624	40,894	-	40,894	59%
Total Police Facility Space	145,240	16,754	161,994			99,624		69,070	
Maintenance / Storage / Corporation Yard Space									
Baseline Population	88,571	6,927	95,498	59%	108,006	63,671	37,206	26,465	37%
Projected New Service Population	56,669	9,827	66,496	41%	108,006	44,335	-	44,335	63%
Total Maintenance / Storage / Corporation Yard Space	145,240	16,754	161,994			108,006		70,800	
Total All Facilities	145,240	16,754	161,994		487,103	487,103	180,733	306,370	
Existing Development's Share								106,422	
New Development's Share								199,948	

The percentage attributable to new development is then applied to the costs of the facilities. **Table 3-3** summarizes the estimated costs for the space needs net of the fund balance, cost attributable to new development, and the remaining City cost for an estimated cost per capita for each component of the Government Building Facilities Fee. The cost per capita employee equivalent is based on the workers being weighted less than residents. Non-resident workers spend less time in the City and use fewer services, so the demand for City services is considered to be less than that of a resident. Workers are weighted at 0.37 that of a resident based on worker utilizing services 45-hours a week versus a resident having access to services 168 hours a week.

Table 3-3: Government Building Facilities Fee Cost per Capita

Item	City Administrative Facilities Space	Community Facilities/ Civic Space	Police Facilities Space	Maintenance/ Storage/ Corporation Yard Space	Total
Total Cost	\$58,630,000	\$99,325,000	\$69,032,791	\$12,760,800	\$239,748,591
<i>Less: Fund Balance¹</i>	<i>(\$7,923,111)</i>	<i>(\$13,422,532)</i>	<i>(\$9,328,918)</i>	<i>(\$1,724,463)</i>	<i>(32,399,024)</i>
Subtotal Fee Program Cost	\$50,706,889	\$85,902,468	\$59,703,873	\$11,036,337	\$207,349,567
New Development Proportionate Share ²	91%	53%	59%	63%	
Total Fee Program Cost	\$45,973,297	\$45,115,941	\$35,348,714	\$6,910,925	\$133,348,877
Additional Service Population	66,496	66,496	66,496	66,496	
Cost per Capita	\$691	\$678	\$532	\$104	\$2,005
Cost per Capita - Employee Equivalent³	\$256	\$251	\$197	\$38	\$742

Source: City of Manteca Government Building Facilities Fee Nexus Study (2006) and City of Manteca.

¹ Estimated fund balance as of 06/30/2024 from the City's Fiscal Year 2024-25 Annual Budget. Fund balance allocated proportionately to each component based on cost.

² The proportionate share of the Fee Program Cost that is attributable to New Development is calculated on Table 3-2.

³ Workers are weighted at 0.37 based on a 45 hour work week relative to a resident's time of 123 hours (168 hours per week less 45 work hours).

FEE METHODOLOGY

The Government Building Facilities Fee uses the Planned Facility Method to calculate the fee. As stated in the “Impact Fee Nexus Study Template” prepared for the California Department of Housing and Community Development by Turner Center for Housing Innovation at UC Berkeley, the Planned Facility Method “Estimates the costs for future facilities needed to serve new development based on a long-range expenditure plan for these future facility costs.” The fee is based on new development’s fair share of the costs of the facilities needed at buildout. The planned facilities method calculates the proposed fee based on the ratio of planned facilities to the increase in demand associated with new development, allocating the proportional fair share cost to new development. This method is appropriate when planned facilities have been identified by the City Council and cost estimates for those facilities have been determined.

The Government Building Facilities Fee is calculated based on the estimated number of new residents and workers that are generated by each new development. Workers are weighted at a lower weight than residents to reflect their lesser impact on the facilities based on the number of hours they spend in the City compared to a resident. This weighting is calculated as resident equivalents.

This Government Building Facilities Fee has an essential nexus to the City’s interest in ensuring that there are adequate government facilities to serve new development, and the fee methodology, set forth in this Nexus Study demonstrates that the fees are roughly proportionate to the need for new government facilities created by new development. Moreover, the fee only includes development’s fair share of the costs of government facilities, and excludes the costs associated with the City’s existing population, as such, the fees are not more than is necessary to mitigate the impacts resulting from new development.

The total fee program cost shown on **Table 3-3** is total future costs to calculate the fee for the fee program, but the total fee revenue available and total cost of the program includes the fee program cost plus the existing fund balance as the fund balance revenue is available to fund the improvements.

FEE SUMMARY

The Government Building Facilities Fee is calculated by multiplying the total cost per capita of the needed facilities at buildout by the density assumptions shown in **Table 2-3**. The Residential Government Building Facilities Fees are then converted into a fee per square foot by dividing the Total Proposed fee per unit by the Average Unit Size assumptions in **Table 2-5**. **Table 3-4** summarizes the Government Building Facilities Fee calculation.

Table 3-4: Government Building Facilities Fee Calculation

Land Use	Cost per Capita				Total Cost per Capita	Density	Subtotal Proposed Fee	Administrative Fee ¹	Total Proposed Fee	Average Unit Size (SF)	Proposed Fee per Sq. Ft.
	City Administrative Facilities	Community Facilities/ Civic Space	Police Facilities	Maintenance/ Storage/ Corporation Yard Space							
							Fee per Unit				
<i>Residential</i>											
Single Family ²	\$691	\$678	\$532	\$104	\$2,005	3.29	\$6,596.45	\$329.82	\$6,926.27	2,400	\$2.89
Multi Family	\$691	\$678	\$532	\$104	\$2,005	2.33	\$4,672.00	\$233.60	\$4,905.60	1,200	\$4.09
							Fee per 1,000 Sq. Ft. / Room				
<i>Non-Residential</i>											
Commercial	\$256	\$251	\$197	\$38	\$742	2.00	\$1,484.00	\$74.20	\$1,558.20	-	-
Office	\$256	\$251	\$197	\$38	\$742	3.33	\$2,470.86	\$123.54	\$2,594.40	-	-
Industrial	\$256	\$251	\$197	\$38	\$742	1.03	\$764.26	\$38.21	\$802.47	-	-
Hotel	\$256	\$251	\$197	\$38	\$742	0.80	\$593.60	\$29.68	\$623.28	-	-

¹ An administrative fee of 5.0% is included in the fees shown for (1) legal, accounting, and other administrative support and (2) development impact fee program administration costs including revenue collection, revenue and cost accounting, mandated public reporting, and fee justification analysis.

² An accessory dwelling unit (ADU) is a second unit that is attached or detached from a single-family home. In accordance with Assembly Bill No. 881 approved on October 9, 2019, Government Building Facilities fees will not be charged for an ADU that is less than 750 square feet. For an ADU that is 750 square feet or larger, the ADU will be charged proportionately in relation to the square footage of the primary dwelling unit. Since the residential fees are now being charged on a square footage basis, ADU fees will be calculated by multiplying the Single Family Residential fee by the ADU’s square footage.

EXISTING AND PROPOSED LEVEL OF SERVICE

AB 602 states, “When applicable, the nexus study shall identify the existing level of service for each public facility, identify the proposed new level of service and include an explanation of why the new level of service is appropriate.”

Table 3-5 shows the Percentage Distribution of New Facility Costs. **Table 3-6** identifies the square foot per capita when the fee program began compared to the planned square foot per capita at buildout.

Table 3-5: Existing Government Building Facilities

Population	Residents	Workers (Weighted)	Service Population	Percent of Population	Total Buildout Government Facilities SF	Proportionate Share of Buildout SF	Current Share of Existing SF	Remaining Share of New SF	Percentage Share of Buildout SF
City Administrative Space									
Baseline Population	88,571	6,927	95,498	59%	157,924	93,099	86,424	6,675	9%
Projected New Service Population	56,669	9,827	66,496	41%	157,924	64,825	-	64,825	91%
Total City Administrative Space	145,240	16,754	161,994			157,924		71,500	
Community Facilities / Civic Space									
Baseline Population	88,571	6,927	95,498	59%	121,549	71,655	26,549	45,106	47%
Projected New Service Population	56,669	9,827	66,496	41%	121,549	49,894	-	49,894	53%
Total Community Facilities / Civic Space	145,240	16,754	161,994			121,549		95,000	
Police Facility Space									
Baseline Population	88,571	6,927	95,498	59%	99,624	58,730	30,554	28,176	41%
Projected New Service Population	56,669	9,827	66,496	41%	99,624	40,894	-	40,894	59%
Total Police Facility Space	145,240	16,754	161,994			99,624		69,070	
Maintenance / Storage / Corporation Yard Space									
Baseline Population	88,571	6,927	95,498	59%	108,006	63,671	37,206	26,465	37%
Projected New Service Population	56,669	9,827	66,496	41%	108,006	44,335	-	44,335	63%
Total Maintenance / Storage / Corporation Yard Space	145,240	16,754	161,994			108,006		70,800	
Total All Facilities	145,240	16,754	161,994		487,103	487,103	180,733	306,370	
Existing Development's Share								106,422	
New Development's Share								199,948	

Table 3-6: Existing Level of Service

Facility	Projected New Level of Service				
	Existing Square Feet	Additional SF to serve Buildout	Total New Level of Services	New Level of Services for New Development	New Level of Service for Existing Population
Total Building Square Feet	180,733	306,370	487,103	199,948	287,155
Population	95,498		161,994	66,496	95,498
Square Feet per Capita	1.89		3.01	3.01	3.01

Source: City of Manteca Government Building Facilities Fee Nexus Study (2006) and City of Manteca.

The Government Building Facility fee includes the facilities that are needed to serve the City at buildout and calculates the percentage attributable to new development based on new developments’ proportional share of the new facilities. The percentage attributable to new development is then applied to the costs of the facilities. This methodology conservatively ensures that new development is only funding their proportionate share of the total facilities. As shown in the Nexus Study analysis, based on the square footage per capita of the existing facilities, the level of service per capita for the City’s existing population is slightly lower. The analysis identifies the square foot per capita when the fee program began compared to the planned square foot per capita at buildout. As shown, the level of service that is proposed to serve the population at buildout slightly exceeds the level of service when the program began, but it does maintain a fairly similar level of service of roughly 3.01 square feet per capita compared to the existing level of service amount of 1.89 square feet per capita. This analysis is based on planned facilities and new developments proportional fair share of these planned facilities; therefore, this Nexus Study makes the required nexus findings per AB 602.

Government Code section 66001(g) states, "A fee shall not include the costs attributable to existing deficiencies in public facilities, but may include the costs attributable to the increased demand for public facilities reasonably related to the development project in order to (1) refurbish existing facilities to maintain the existing level of service, or (2) achieve an adopted level of service that is consistent with the general plan." The CIP, which is shown in **Appendix A** and is proposed to be adopted by the City Council along with the proposed, updated fees, will adopt the new level of service. Furthermore, the new level of service is consistent with the following General Plan policies of the City:

- Goal GM-1: Maintain appropriate growth management measures that ensure a high quality of life, appropriate levels of service, and address anticipated development patterns and timing of public services, facilities, and infrastructure to serve new growth.
- GM-1.1: Maintain a Growth Management Program that requires new development to meet and address level of service standards for water, sewer, circulation, schools, parks, public safety, and other necessary services and facilities and demonstrate consistency with the General Plan.

Importantly, as shown in **Table 3-6**, the new level of service is the same for both existing residents and new development. The City is not requiring new development to build out at a higher level of service than what is being placed on existing residents at buildout.

AB 602 also states that if a nexus study supports the increase of an existing fee, the city, county, or special district shall review the assumptions of the nexus study supporting the original fee and evaluate the amount of fees collected under the original fee. This Nexus Study includes similar improvements to the nexus study supporting the original fee. The animal control facility that was included in the original nexus study has been removed as that project has been completed. The remaining improvements included in the original analysis are included in this Analysis as they have not yet been constructed because they are large projects that take a lot of planning and funds to complete. The current fund balance of \$32.4 million is netted out from the development fee calculation but is available for funding these facilities as well. It is anticipated that the police station will be partially funded with the existing fund balance. The nexus study that supported the existing fee was completed in 2006. Construction costs have increased significantly since 2006 and therefore the fee program was updated to accurately represent the cost of construction, updated assumptions, and meet updated legal requirements. Given the increase in construction cost, additional funds are necessary to cover new development's fair share of these facilities.

Cities, counties, and special districts levy fees and exactions to help fund the expansion of infrastructure needed to support new housing and non-residential development.

The City Council has identified the necessary facilities, listed in the CIP, to serve the growing city and provide an increased level of services and community activities. As stated above, this level of service is consistent with General Plan policies. The City has identified required funding sources to fund existing developments fair share of the facilities. The City has shown an ongoing commitment of finding funding for Government Facilities through general fund revenue and other funding sources. Funding for vehicles and equipment for government buildings is outlined in the City's 2021 Capital Improvement Program discussion to City Council and the City is currently working on updating their 5-year CIP. The City has also been successful at securing grants in the past, such as the Community Development Block Grant (CDBG) and Home Investment Partnership Program (HOME) funds. Thus showing a commitment from the City to review other

funding sources such as grants. The City will continue to identify funding sources and explore bonds or potential grants for the facilities.

REVENUE PROJECTIONS

Table 3-7 summarizes the anticipated Government Building Facilities Fee revenue. The revenue will be available to build new development or expand the City’s Government Building facilities to meet the needs of new residents and employees. Based on the service population estimates in this Nexus Study, it is anticipated that at buildout approximately \$133.3 million will be collected.

Table 3-7: Government Building Facilities Fee Estimates Revenue at Buildout

Land Use	Proposed Fee¹	Anticipated Growth (units)	Anticipated Growth (SF/Rooms)	Anticipated Fee Collection at Buildout²
<i>Residential (Fee per Sq. Ft.)</i>				
Single Family	\$2.75	9,799	23,517,600	\$64,673,400
Multi Family	\$3.89	10,485	12,582,000	\$48,943,980
<i>Non-Residential (Fee per 1,000 Building Square Feet/Room)</i>				
Commercial	\$1,484.00	n/a	4,913,626	\$7,291,820
Office	\$2,470.86	n/a	1,523,233	\$3,763,695
Industrial	\$764.26	n/a	11,114,869	\$8,494,650
Hotel	\$593.60	n/a	264	\$156,710
Total				\$133,324,255
Fund Balance (Estimated - 6/30/24)				\$32,399,024
Total Revenue Available to Fund Improvements				\$165,723,279

¹ Excludes the administrative portion of the fee.

² Total fee revenue may differ slightly from cost attributable to fee program due to rounding.

NEXUS REQUIREMENT SUMMARY

AB 1600 requires that public agencies satisfy five requirements when establishing, increasing, or imposing a fee as a condition of approval of a development project. The required findings are as follows:

Requirement 1: Identify the purpose of the fee.

The purpose of the Government Building Facilities Fee is to fund Government Building Facilities needed to serve new development in the City. In order to accommodate these needs, new facilities will be built, or existing facilities will be expanded. Each new resident and worker creates a demand for additional Government Building Facilities, such as additional space at City Hall, additional police space, community centers, and expansion of the Corporation Yard. These facilities are shown in **Table 3-1**.

Requirement 2: Identify the use of the fee.

The Government Building Facilities Fee will be used to fund the Government Building Facilities listed in **Table 3-1**, which may be amended by the City Council pursuant to Government Code section 66002. These projects were identified in the original Government Building Facilities Fee Nexus Study, prepared by ECO:LOGIC and Economic & Planning Systems, Inc. (2006) as the facilities required to mitigate the impact of new development and updated in this analysis based on facility needs.

Requirement 3: Determine how there is a reasonable relationship between the fee's use and the type of development project on which the fee is imposed.

The Government Building Facilities Fee will be used to fund the Government Building Facilities projects listed in **Table 3-1** that are necessary to serve the increased residents and workers generated by new development. The Government Building Facilities Fee is calculated based on the number of new residents and workers that are generated by each type of new development. The percentage share attributable to new development is calculated in **Table 3-2**. The Government Building Facilities Cost per Capita is calculated in **Table 3-3** separately for residents and workers to capture the difference in how much these portions of the population will use the Government Building Facilities. The cost per capita is then spread to each land use based on the density factor ensuring a reasonable relationship between the fees use and the type of development project. These calculations are shown in **Table 3-4**. Non-residential land uses will be charged a fee that is calculated using the employee-equivalent cost per capita as shown in **Table 3-4**.

Requirement 4: Determine how there is a reasonable relationship between the need for the public facility and the type of development project on which the fee is imposed.

Each new development is anticipated to generate either new residents or workers. The addition of these new residents and workers directly creates the need for new Government Building Facilities. These facilities are necessary in order to maintain the adopted level of service. The Government Building Facilities Fee is based on the number of applicable workers and/or residents each new development is expected to generate, thus ensuring that the need for the facilities is directly related to a particular development's impact. New workers generate a smaller demand than a resident due to the reduced hours they spend in the City, thus one worker is considered, on average, as equivalent to 0.37 that of a resident. This relationship is calculated in **Table 3-3** and **Table 3-4**.

Requirement 5: Determine how there is a reasonable relationship between the amount of the fee and the cost of the public facility or portion of the public facility attributable to the development on which the fee is imposed.

The Government Building Facilities Fee will provide the funding for the required Government Building Facilities that are needed to serve the City at buildout. These facilities and costs are summarized in **Table 3-1**. The percentage attributable to new development is calculated and shown in **Table 3-2**, ensuring that new development does not pay more than their fair share of the facilities. The fund balance was also deducted from the total cost to calculate the remaining cost of each facility that is to be funded by the Government Building Facilities fee program. The remaining costs are then spread to each land use as shown in **Table 3-4**. By calculating the proportion of facilities costs attributable to new development and incorporating the employee-equivalent weighting factor, each new development is only paying for their fair share of the required facilities since the need for the facilities directly correlates to the addition of new residents and workers.

Section 4 IMPLEMENTATION AND ADMINISTRATION

IMPLEMENTATION

According to the California Government Code, prior to levying a new fee or increasing an existing fee, an agency must hold at least one open and public meeting with a 30-day prior notice. In addition, notice of the time and place of the meeting, including a general explanation of the matter to be considered, and a statement that the data required by this section is available, shall be mailed at least 14 days prior to the meeting to any interested party who files a written request with the local agency for mailed notice of the meeting on new or increased fees or service charges. Any written request for mailed notices shall be valid for one year from the date on which it is filed unless a renewal request is filed. At least ten days prior to this meeting, the agency must make data on infrastructure costs and funding sources available to the public. Notice of the time and place of the meeting and a general explanation of the matter are to be published in accordance with Section 6062a of the Government Code, which states that publication of notice shall occur for ten days in a newspaper regularly published once a week or more. Two publications, with at least five days intervening between the dates of first and last publication not counting such publication dates, are sufficient. The period of notice commences upon the first day of publication and terminates at the end of the tenth day, including therein the first day. The new or increased fees shall be effective no earlier than 60 days following the final action on the adoption or increase of the fees. Following adoption of the fees, the fees and supporting information must be placed on the City's website.

FEE PROGRAM ADMINISTRATIVE REQUIREMENTS

The Government Code requires the City to report every year and every fifth-year certain financial information regarding the fees. Unless otherwise required by state law, the City must make available, within 180 days after the last day of each fiscal year, the following information from the prior fiscal year:

1. A brief description of the type of fee in the account or fund.
2. The amount of the fee.
3. The beginning and ending balance in the account or fund.
4. The amount of the fee collected and the interest earned.
5. An identification of each public improvement for which fees were expended and the amount of expenditures.
6. An identification of an approximate date by which time construction on the improvement will commence if it is determined that sufficient funds exist to complete the project.
7. An identification of each improvement identified pursuant to requirement #6 listed on a previous report and whether construction began on the approximate date noted within that report. If construction did not commence by the approximate date provided in the previous report, identify the reason for the delay and a revised approximate commencement date.

8. A description of each interfund transfer or loan made from the account and when it will be repaid.
9. Identification of any refunds made, and the number of persons or entities identified to receive those refunds once it is determined that sufficient monies have been collected to fund all fee related projects.

The City must make this information available for public review and must also present it at the next regularly scheduled public meeting not less than 15 days after this information is made available to the public.

For the fifth fiscal year following the first deposit into the account or fund, and every five years thereafter, the City must make the following findings with respect to any remaining funds in the fee account, regardless of whether those funds are committed or uncommitted:

1. Identify the purpose to which the fee is to be put.
2. Demonstrate a reasonable relationship between the fee and the purpose for which it is charged.
3. Identify all sources and amounts of funding anticipated to complete financing any incomplete improvements.
4. Designate the approximate dates on which funding in item (3) above is expected to be deposited into the fee account.

Unless otherwise required by state law, as with the annual disclosure, the five-year report must be made public within 180 days after the end of the City's fiscal year and must be reviewed at the next regularly scheduled public meeting.

FEE ADJUSTMENT PROCEDURES

The Government Building Facilities Fee may be adjusted periodically to reflect revised facility requirements, receipt of funding from alternative sources (i.e., state or federal grants), revised facilities or costs, changes in demographics, changes in the average unit square footage, or changes in the land use plan. In addition, the fees will be automatically updated each year on July 1st based on the 20-Cities July ENR CCI. The adjustment shall reflect the change in the Construction Cost Index from July one year to July the following year, and developer shall pay those fees in place at time payment is due. In no event shall the fees be less than in any previous year.

TIMING OF FEE PAYMENT

Fees will be collected at the time the building permit for the project is issued. The fee amount will be equal to the fees in effect at the time a developer/applicant submits a complete and adequate building permit application. All residential projects will pay a fee based on the livable square footage of the residential units. For residential projects that include multiple buildings, fees will be due at the time the building permit is issued for each building. The non-residential communal

portion for high-density residential projects (i.e., clubhouse, maintenance facility, gym, etc.) will not be assessed impact fees as the impact is considered to be captured in the residential fees. Areas that are accessible by the public (i.e., a leasing office) will be charged impact fees according to use.

ADMINISTRATIVE FEE

The City oversees the implementation and administration of the Government Building Facilities Fee, consistent with the requirements of the Mitigation Fee Act. A five percent (5%) Administration Fee is added to fund the costs of the City's management and ongoing fee administration, collection, and reporting. This includes costs associated with City staff and consultant time, studies, and administration to support the fee. Industry standard ranges from three to six percent (3-6%) of the fee for the administrative component of a development fee program. The administrative functions include, but are not limited to, the following:

- Annual fee adjustments
- Annual fee reporting
- Additional fee reporting every five years
- Posting of nexus studies and fee schedules on the City's website
- Nexus study updates every eight years (an AB 602 requirement)
- Master Plans necessary to support the Nexus study updates
- Staff and consultant time related to fee preparation, collection, tracking, and administration
- Staff and consultant time needed to track credits and reimbursements for improvements constructed in the fee program

In addition to the aforementioned administrative activities, the City is responsible for using fee revenues to plan for and construct required capital facilities. The City currently collects a three percent (3%) Administrative Fee, but a five percent (5%) fee is included in this Nexus Study given the additional fee reporting requirements of AB 516, posting of information per AB 1483, Nexus Study updates every eight years per AB 602, and additional staff time to administer this fee program and the potential for a Master Plan in the future to support a Nexus Study update.

CREDITS AND REIMBURSEMENT POLICIES

The City may provide fee credits or reimbursements to developers who dedicate land or construct eligible facilities. Fee credits or reimbursements may be provided up to the cost of the improvement, as shown in this study, subject to periodic inflation adjustments, or the actual cost paid by the developer, whichever is lower. For construction cost overruns, only that amount shown in the study, subject to periodic inflation adjustments, would be credited or reimbursed. The City will evaluate the appropriate fee credit or reimbursement based on the value of the dedication or

improvement. Credits or reimbursements may be repaid based on the priority of the capital improvements, as determined by the City. The City will determine fee credits and reimbursements on a case-by-case basis and possibly through the use of a development agreement.

PROGRAMMING REVENUES WITH THE CIP

The City should maintain its CIP to adequately plan for future infrastructure needs. The CIP should commit all projected fee revenues and fund balances to specific projects that are necessary to serve growth. The CIP provides documentation necessary for the City to hold funds in a project account for longer than five years, if necessary, to collect sufficient funds to complete a project. This report outlines the projects that are to be funded with this fee program and forms the basis of the CIP, as identified in **Appendix A**.

The CIP is based on several City documents that are identified in the CIP, the City Council Meeting on March 3, 2020, where the City Council identified the facilities needed to support growth, the City's General Plan, and the City's current CIP. As stated previously, the cost per square foot is based on an average of the escalated 2006 costs for the facilities and recently constructed facilities or planned costs included in Master Plans for the City of Tracy, the City of Stockton, the City of Cathedral City, and the City of Moorpark. The analysis reviewed the cost per square foot in Tracy for the administration building, community center, library, police station, police training facility, and Boyd service center. In Stockton, the cost per square foot for the library and community center is included. For Cathedral City, the cost per square foot for the civic center, library, police headquarters, and maintenance and operations facility were reviewed. Finally, in Moorpark, the cost per square foot for the city hall, recreation facilities, library, and police services center were used. LDA partners provided an updated 2024 square footage needs and cost analysis for the police station. The park and public works corporation yard includes the cost for a recently constructed corporation yard building in the City. The cost for the multi-use community facility, animal shelter expansion, and public safety facility are based on current cost estimates from the City based on conceptual plans.

FEE REPORTING

Assembly Bill No. 1483, which became effective January 1, 2020, requires that public agencies make the following information available on their website:

1. A current schedule of fees, exactions, and affordability requirements imposed by the city, county, or special district, including any dependent special districts, of the city or county applicable to a proposed housing development project, which shall be presented in a manner that clearly identifies the fees, exactions, and affordability requirements that apply to each parcel.
2. All zoning ordinances and development standards, which shall specify the zoning, design, and development standards that apply to each parcel.

3. The list of information required to be compiled pursuant to Section 65940.
4. The current and five previous annual fee reports, or the current and five previous annual financial reports, which were required pursuant to AB 1600.
5. An archive of impact fee nexus studies, cost of service studies, or equivalent, conducted by the city, county, or special district on or after January 1, 2018.

Any updates to the above information must be available within 30 days.

ACCESSORY DWELLING UNITS

An accessory dwelling unit (ADU) is a second unit that is attached or detached from a single-family home. In accordance with Assembly Bill No. 881 approved on October 9, 2019, Government Building Facilities fees will not be charged for an ADU that is less than 750 square feet. For an ADU that is 750 square feet or larger, the ADU will be charged proportionately in relation to the square footage of the primary dwelling unit. Since the residential fees are now being charged on a square footage basis, ADU fees will be calculated by multiplying the Single-Family Residential fee by the ADU's square footage.

SPECIALIZED DEVELOPMENT PROJECTS

The fees in this report may not apply to specialized development projects, such as golf courses, cemeteries, sports stadium, or other specialized land uses. For specialized development projects the City will review the development's impacts to determine the applicable fees. The fee rates presented in this Nexus Study may be reduced, exempted, or waived under certain circumstances as determined by the City. Any exemption or reduction in fees will be based on the City's independent analysis and review of the subject property.

Some developments may include more than one land use type. In these cases, the fee is calculated separately for each land use. The City has the discretion to impose the fees based on the specific aspects of a proposed development regardless of zoning. The fee imposed should be based on the land use type that most closely represents the impacts of the development.

REBUILD OR EXPANSION PROJECTS

For reuse, expansions, density increasing, or rezone projects, the developer shall only be responsible for paying fees for the intensification or expansion. For example, if a homeowner wishes to build an addition to their home that is 100 square feet, the homeowner would be responsible for paying fees for the 100 square foot addition. The City will review the new development's impacts to determine the applicable fees on a case-by-case basis.

In cases of rebuilding a structure after a demolition, impact fees will not be assessed on the rebuild to the extent that the overall size and use of the new structure is similar to the structure prior to demolition. Similarly, in cases of disaster, impact fees will not be charged on the rebuilding of the

structures that were affected by the disaster to the extent that the overall size and use of the new structure is the same as the structure destroyed by the disaster. Impact fees for the new structure will be calculated based on the new rebuilt structure and the credit for the impact fees in place at that time for the previous structure, and the difference between these fees will be assessed. No refunds will be made for rebuilds that have a lower impact fee than the previous structure.

Appendix A: Capital Improvement Plan

Table A-1: Capital Improvement Plan*

Facility	Square Feet	Cost per S.F.	Total Cost	Location	Planned Timing	Backup Documentation
Civic Center - City Hall	71,500	\$ 820	\$ 58,630,000	1001 W Center Street	Fiscal Year 2028/29 for design, Phase I 2030, immediately following construction of the Police Station, Completion by 2035	2020 Space Needs Analysis done by LDA Partners
Library	55,000	\$ 1,195	\$ 65,725,000	320 W Center Street	Design to start by 2034, Completion by 2038	Based on escalated costs from the 2006 analysis and recently constructed projects. General Plan EF-4: Promote efforts to provide learning opportunities for all residents by working with San Joaquin County and stakeholders to provide modern library resources and programs. City of Manteca Council Meeting on March 3, 2020 identifying the facilities needed to support growth.
Multi-Use Community Facility	32,000	\$ 850	\$ 27,200,000	500-600 Moffat Blvd	Design to start 2025/2026 or sooner, Completion by 2030	Direction from City based on conceptual plans
Animal Shelter Expansion	8,000	\$ 800	\$ 6,400,000	115 E Wetmore Avenue	Design to start 2025/2026 or sooner, Completion by 2030	Direction from City based on the need to increase the existing Animal Shelter by more than 100% due to number of animals present onsite.
Police Station	45,570	\$ 1,232	\$ 56,157,791	Milo Candini & Wawona	RFQ for Design in FY25, Design in 2025, Completion by 2030	2020 Space Needs Analysis done by LDA Partners and 2024 conceptual design and cost analysis completed by LDA Partners, approved by City Council on August 20, 2024.
Public Safety Training Facility (50%) ¹	6,000	\$ 600	\$ 3,600,000	Milo Candini & Wawona	Design starting 2029 after completion of the Police Station, Completion by 2034	Direction from City based on conceptual plans
Police Range	17,500	\$ 530	\$ 9,275,000	Milo Candini & Wawona	Design in 2030, after Police Station is completed, Completion by 2035	Based on escalated costs from the 2006 analysis and recently constructed projects.
Parks/Corporation Yard Project²						
Park and Public Works Corporation Yard	22,800	\$ 236	\$ 5,380,800	2450 W Yosemite Avenue	Design and construction starting 2032, or sooner, completion by 2034	CIP 17033 - Public Works Consolidation Project
Additional Maintenance Facilities	45,000	\$ 125	\$ 5,625,000	2450 W Yosemite Avenue	Design and construction starting 2032, or sooner, completion by 2034	CIP 17033 - Public Works Consolidation Project
Parks Satellite Corporation Yard	3,000	\$ 585	\$ 1,755,000	2450 W Yosemite Avenue	Design and construction starting 2032, or sooner, completion by 2034	Based on escalated costs from the 2006 analysis and recently constructed projects.
Total	306,370		\$ 239,748,591			

¹ The total square footage of the Public Safety Training Facility is 12,000 square feet. 50 percent of the square footage and cost is allocated to the Government Building Facility Fee. The remaining 50 percent is allocated to the Fire Facility Fee.

² Based on one project located at 2450 W Yosemite Avenue that will include the three facilities listed.

*This CIP represents a level of service of 3.01 Government Buildings square feet per capita.

Appendix B: Detailed Cost Information

Table B-1: 2024 Improvement Costs

	Sq. Ft.	Original Cost Estimate (2006)	CCI Increase (2006-2024)	Average Cost of Comparables and CCI Increase	Updated Cost per Square Foot ¹	Current Cost Estimate (2024)
<u>City Administrative Space</u>						
Civic Center - City Hall	71,500	\$28,500,000	\$701	\$818	\$820	\$58,630,000
Subtotal	71,500	\$28,500,000				\$58,630,000
<u>Community Facilities / Civic Space</u>						
Multi-Use Community Facility	0	n/a	n/a	n/a	\$850	\$27,200,000
Animal Shelter Expansion	0	n/a	n/a	n/a	\$800	\$6,400,000
Library	55,000	\$33,000,000	\$1,055	\$1,195	\$1,195	\$65,725,000
Subtotal	55,000	\$33,000,000				\$99,325,000
<u>Police Facility Space</u>						
Police Station ²	37,200	\$20,700,000	\$979	\$1,029	\$1,232	\$56,157,791
Public Safety Training Facility ³	0	n/a	n/a	n/a	\$600	\$3,600,000
Police Range	17,500	\$4,300,000	\$432	\$530	\$530	\$9,275,000
Subtotal	54,700	\$25,000,000				\$69,032,791
<u>Maintenance / Storage / Corporation Yard Space⁴</u>						
Park and Public Works Corporation Yard	22,800	\$2,200,000	\$170	\$170	\$236	\$5,380,800
Additional Maintenance Facilities	45,000	3,195,000	\$125	\$125	\$125	\$5,625,000
Parks Satellite Corporation Yard	3,000	1,000,000	\$586	\$586	\$585	\$1,755,000
Subtotal	70,800	\$6,395,000				\$12,760,800
Total Facilities	252,000	\$92,895,000				\$239,748,591

Source: City of Manteca Government Building Facilities Fee Nexus Study (2006) and City of Manteca.

¹ City Admin, community facilities / civic space, and police facilities are based on an average of the increased cost per square foot based on the Engineering News Record (ENR) 20-City Construction Cost Index (CCI), April 2006 to April 2024 and comparable costs in the region.

² Original square footage is shown. Updated 2024 costs are based on the recent police needs analyses square footage of 45,570.

³ The total square footage of the Public Safety Training Facility is 12,000 square feet. 50 percent of the square footage and cost is allocated to the Government Building Facility Fee. The remaining 50 percent is allocated to the Fire Facility Fee.

⁴ Maintenance / storage / and corporation yard space is based on the rounded increased cost per square foot based on the 20-City ENR CCI, January 2012 to April 2024.

The park and public works corporation yard includes the cost for a corporation yard building in the City.