

**SACRAMENTO LOCAL AGENCY FORMATION COMMISSION**

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(916) 874-6458*

**April 7, 2010**

**TO:** Sacramento Local Agency Formation Commission

**FROM:** Peter Brundage, Executive Officer

**RE:** **PROPOSED ARDEN ARCADE INCORPORATION [LAFC 03-07]**  
a) **Discussion of Policy Considerations and Schedule**  
b) **Presentation of Public Review Draft Comprehensive Fiscal Analysis and Annexation Feasibility Analysis**

**RECOMMENDATIONS:**

- a. Information only, no action required. Receive and file staff report;
- b. Staff Presentation of Policy Issues Related to the Proposed Incorporation of Arden Arcade and project schedule; and
- c. Consultant (Willdan) Presentation of the Public Review Draft Comprehensive Fiscal Analysis for the proposed City of Arden Arcade and Annexation Feasibility to the City of Sacramento

**DISCUSSION:**

The Public Review Draft Comprehensive Fiscal Analysis (CFA) was released on March 16, 2010 for a 30-day public review and comment period. (Note: The DEIR public review period runs February 18<sup>th</sup> through April 8, 2010). A Preliminary Review Draft CFA was provided to the Arden Arcade Incorporation Committee (AAIC) and County staff on March 5, 2010 to provide additional time for their review and comments. On March 10, 2010, LAFCo and our Financial consultant met with the AAIC and County to present and review the CFA. AAIC and the County met on March 24, 2010 and April 1, 2010 to continue Revenue Neutrality Negotiations.

The presentation this evening is to provide the Commission and the public the findings and conclusions on the Draft CFA for the proposed Arden Arcade incorporation. In addition, the consultant will review the supplemental memo on the financial feasibility related to annexation to the City of Sacramento.

This evening and throughout the public review period, the public, AAIC, the County, and the Commission may raise comments and concerns on the Public Review Draft CFA as well as any other related issues. Comments and issues should be provided to LAFCo by the close of the 30-day comment period: **4:00 p.m. on Monday, April 19, 2010.**

The Draft CFA, Annexation Analysis, Draft EIR, and boundary maps are posted on Sacramento LAFCo website at [www.saclafco.org](http://www.saclafco.org). Copies may also be obtained by contacting the Commission Clerk at 916-874-2935.

Your staff and our consultant will review and address issues raised and make any adjustments that are necessary. The Final CFA will be released together with the Final EIR, and Executive Officer's Report and Recommendations prior to the incorporation public hearings. Public hearings on the proposed Arden Arcade Incorporation are scheduled to commence on Wednesday, May 5, 2010. Should the Commission approve the project, you will be requested to take tentative action so that final resolutions can be adopted by May 19, 2010 to meet the November, 2010 General Election. (See discussion on project schedule below).

In addition, tonight's workshop on the proposed Arden Arcade Incorporation is intended to provide the Commission an overview and summary of the major issues that will need to be addressed during the Public Hearings on this project before the Commission can take action.

***No Commission action is being requested at this time.***

Based on the Executive Officer's Report, Final CFA, and Final EIR, the Commission may approve with conditions, modify and approve, or deny the proposal. *This report does not pre-suppose the outcome of the Commission proceedings.*

The policy framework to be considered is presented in this report to provide the Commission, interested parties, residents, and affected agencies ample time for review and consideration prior to the May 5<sup>th</sup> Public Hearing. The following table summarizes the major LAFCo policy issues related to the proposed incorporation:



## COMMISSION POLICY CONSIDERATIONS RELATED TO INCORPORATIONS

The Commission must determine the following in order to approve the incorporation:

- **Boundary and Project Alternatives:**

The Commission may amend and determine the appropriate boundary of the area to be incorporated or whether annexation to the City of Sacramento would be a more cost efficient service provider in a more accountable manner.

To date, no substantive comments have been received indicating that there are any significant cost and service impacts related to either boundary alternative Scenario 1 or Scenario 2. Also, it appears that the City of Sacramento would not be a more efficient or cost-effective service provider.

- **Is the new city financially sustainable and viable for a minimum period of ten (10) years following the incorporation?**

The Draft CFA concludes that the proposed city would be financially sustainable for either Scenario 1 or Scenario 2 for a period of ten (10) years following incorporation.

- **Will the new city provide levels of service similar to comparable cities within Sacramento County?**

The Draft CFA concludes the proposed city would be able to provide a similar level of service comparable to other cities in Sacramento and similar to service levels provided by the County in the FY 2008-09 Base Year.

- **Does the incorporation result in a loss of revenue to the County?**

The Draft CFA indicates that the proposed incorporation would result in a loss of annual revenue to the County in the amount of approximately \$8.6 million for Scenario 1 and \$8.7 million for Scenario 2.

- **If yes, is the loss mitigated by means of a revenue neutrality payment?**

The Revenue Neutrality Payment has not been finalized. The Proponents and County are in discussions on this issue. The legal requirement is to mitigate the negative fiscal impact to the County. The Commission must determine that the negative financial impacts to the County have been mitigated pursuant to Government Code Section 56815. (Note: the Commission may impose the terms and conditions of the Revenue Neutrality Payment if an agreement cannot be reached).

## **Environmental Impacts**

The Draft EIR indicates that there are no unavoidable significant environmental impacts related to the proposed project or alternatives. The environmental impacts are similar for all boundary and project alternatives that were evaluated in the Draft Environmental Impact Report. The Draft EIR was presented to the Commission on March 3, 2010. The 45-day public review comment period ends on April 8, 2010 to ensure adequate time for public review. The comment period was extended from April 5, 2010 to Thursday April 8, 2010 at 4:00 p.m. The Final EIR will address any comments received by the close of the public comment period.

## **Discussion of Project and Boundary Alternatives**

There are four (4) basic project/boundary alternatives that may be considered by the Commission. The Commission may amend the project/petition boundary and alternatives based on LAFCo policies and State mandates.

1. Approve the proposed boundary set forth in the application petition;
- 1A. Approve the petition boundary and include the area south of Fair Oaks Boulevard and/or the “northeast” corner as the Sphere of Influence for the new city;
2. Approve the alternative boundary with or without amendments;
3. Determine if the project area is best served by the City of Sacramento; or
4. Deny the project.

The Commission cannot approve the annexation as an alternative to the proposed incorporation. A separate petition (submitted by Registered Voters living in the affected territory) or Resolution of Application would be required to process an annexation proposal.

The incorporation analysis has evaluated the environmental, financial, and service delivery impacts for the petition boundary and several alternatives as shown below to provide the Commission with information to evaluate the project boundary and alternatives in order to exercise independent judgement.



<b>Summary of Project/Boundary Alternatives</b>		
<b>Scenarios</b>	<b>Alternative</b>	<b>Description</b>
<b>1</b>	Petition Boundary – Scenario 1	Boundary Request per Petition
<b>1A</b>	Petition Boundary with Sphere of Influence	Include area south of Fair Oaks Boulevard and/or N.E. Corner as SOI for new city
<b>2</b>	Boundary Alternative - Scenario 2	Petition Boundary plus area south of Fair Oaks Boulevard and/or northeast corner (AACPA)
<b>3</b>	Evaluate annexation to City of Sacramento	Based on Govt. Code Section 56886.5
<b>4</b>	No Project Alternative	No change to status quo

*Note: Maps of Boundary Scenarios 1 and 2 are attached to this report together with additional maps that enlarge portions of Boundary Scenarios 1 and 2 that illustrate boundary details.*

### **Arden Arcade Community Plan Area**

The Arden Arcade Community Plan Area is generally bounded by Auburn Boulevard on the north, on the west by the City of Sacramento, on the south by the American River, and on the east by Mission Avenue. Several years ago this boundary was changed to remove the area between Walnut Avenue and Mission Avenue. Residents in this area felt they more closely identified with the Carmichael Community and they are located within the Carmichael Zip Code 95608.

Also, the boundary alternative south of Fair Oaks Boulevard was extended to include a portion of the Carmichael Community Plan Area along Jacob Lane. This adjustment was made so that this alternative would follow the centerline of Jacob Lane, an easily delineated line for the public and service delivery providers to identify. Also, this line avoids following rear property lines.

Northeast Corner: It does not appear that the area identified as the “northeast” corner (a small area bounded by Winding Way, City of Sacramento, Arcade Creek, and Pasadena Avenue) is currently in the Arden Arcade Community Plan Area. This area is within the 95841 Zip Code, generally described as Foothill Farms. Both the Arden-Arcade

Community Neighborhood map (page 17) and the map of the Sheriff's North Central Zones (page 19) do not include this area as part of the Arden Arcade Service Area. However, this area has been evaluated as an alternative boundary for the proposed incorporation in the event there would be service delivery impacts to this area.

These minor adjustments were made based on Sacramento LAFCo policies.

**1. Proposed Boundary-Scenario 1**

The Arden Arcade Incorporation Proponents submitted a petition that only included a portion of the Arden Arcade Community Plan Area (AACPA) as designated by the County of Sacramento for planning purposes.

The incorporation petition boundary excluded the portion of the Arden Arcade Community Planning Area lying south of Fair Oaks Boulevard, north of the American River, east of the Sacramento City limits, and west of Jacob Lane.

Registered Voters: 38,774

**1A. Modified Proposed Boundary-Scenario 1**

This boundary alternative provides the Commission the ability to designate that all or a portion of the area lying south of Fair Oaks Boulevard be designated as a Sphere of Influence for the proposed city and not be included as part of the city boundary at the time of incorporation. In addition, the territory referred to as the northeast corner bounded by Arcade Creek, Winding Way and the City of Sacramento could be included within the Sphere of Influence.

**2. Boundary Alternative-Scenario 2**

The alternative boundary Scenario 2 includes the petition boundary (Scenario 1) as well as the area south of Fair Oaks Boulevard and north of the American River contained within the County of Sacramento Arden Arcade Community Plan Area. The northeast corner was also evaluated for inclusion.

Comments received during the Draft EIR Notice of Preparation scoping period indicated that this area should be included within the boundary of the proposed city. Therefore, both the Draft EIR and Draft CFA evaluated both the boundary contained in the petition proposal and alternative boundaries. The environmental impacts were similar for both alternatives as well as the city annexation alternatives. So far, no service delivery or cost impacts have been identified, however, there are logical and reasonable arguments to include the area lying south of Fair Oaks Boulevard based on LAFCo Policies and State Law. These policy considerations are discussed later in this report.

Registered Voters: 3,834 south of Fair Oaks and 163 northeast corner near Winding Way (9.0% of the total Registered Voters)

Total Registered Voters: 42,771

<b>Summary of Registered Voters</b>	
<b>Boundary/Alternative</b>	<b>Number of Registered Voters</b>
Scenario 1	38,774
Scenario 2	42,771
South of fair Oaks Boulevard N.E. Corner	3,834 163

### **3. Annexation to the City of Sacramento**

*The Commission must make a Finding pursuant to Government Code Section 56886.5(a) that requires: If a proposal includes the formation of a district or incorporation of a city, the Commission shall determine whether existing agencies can feasibly provide the needed service or services in a more cost efficient and accountable manner.*

During the public hearings on this project the Commission will be required to determine whether or not the City of Sacramento can provide comparable level of services in a more cost effective and accountable manner. If so, your Commission must make the finding/determinations that the area to be incorporated would be best served by the City of Sacramento; however, the Commission cannot approve annexation as an alternative. A separate petition (registered voters) or Resolution of Application from the City of Sacramento would be required to process an annexation proposal. (Note: this area is not currently within the current City of Sacramento Sphere of Influence, however, it is discussed in the City of Sacramento's recent General Plan Update as a study area).

LAFCo's financial consultant has evaluated this option and has provided a separate memo outlining their findings. The memo and the Draft CFA are attached to this report.

The financial consultant concludes that annexation will not result in a more cost-effective alternative nor does it appear to meet the petition requirements seeking local control and representation for the Arden Arcade community. The Executive Officer concurs with this analysis.

### **4. No Project**

This alternative is denial of the proposed incorporation.



## **Boundary Policies, Standards and Procedures**

In the event, the Commission finds that the City of Sacramento cannot provide more cost effective services in a more accountable manner the Commission may amend the petition boundary and determine the appropriate incorporation boundary. Sacramento LAFCo has adopted the following policies related to the determination of boundaries for all reorganizations, annexations, and incorporations.

### **LAFCo Boundary Policies, Standards and Procedures**

1. LAFCo will approve only applications with boundaries that do the following:
  - a. Seek to correct where relevant illogical boundaries with the affected agencies sphere of influence;
  - b. Provide for a mixture of revenue producing and non or limited revenue producing properties, and
  - c. Follow where relevant natural or man-made features and logical service areas.
2. LAFCo will not approve applications with boundaries which:
  - a. Split neighborhoods or divide an existing identifiable community, commercial district, or other area having social or economic identity;
  - b. Result in islands, corridors or peninsulas of incorporated territory or otherwise cause or further the distortion of existing boundaries;
  - c. Are drawn for the exclusive purpose of encompassing revenue producing territories;
  - d. Create areas for which it is difficult to provide services; and
  - e. Split parcels.
3. LAFCo will make exceptions to the requirements of the standard if:
  - a. Is rendered necessary due to unique circumstances;
  - b. Results in improved quality or lower cost of service available to the affected parties; and
  - c. There exists no feasible and logical alternative.

## **Service Delivery Issues Related to Boundary Alternatives**

No comments have been received from the County or other service providers indicating that it would be more difficult or costly to serve only the petition boundary Scenario 1. I have requested that the County provide any information they may have to indicate the potential cost and service delivery impacts if the area lying south of Fair Oaks Boulevard were not included in the incorporation boundary.

The limited public comments received to date support the Scenario 2 boundary alternative.

### **Executive Officer's Comment on Boundary Issue**

The Commission has the power and authority to amend the boundary of the proposed incorporation based on LAFCo Policies, State Law, and the attached Attorney General Opinion. The criteria and factors set forth above provide adequate and logical reasons to amend the petition boundary. There does not to be any supporting reason to create a peninsula or create an exception, other than this area was not included in the proponent's petition.

Prior to circulation of the petition, LAFCo staff suggested that the boundary include the entire Arden Arcade Community Plan Area based on the above factors and LAFCo policies. Annexation of inhabited areas such as Laguna West, Freeport, the pending Panhandle annexation, and the recent Rancho Cordova annexation, are very difficult, costly, and problematic to process.

Also, it is my understanding that the boundary issue has been raised by the County as part of the Revenue Neutrality Negotiations. The County does not want to create a peninsula.

In past incorporations, the Commission has modified the petition boundary for many different reasons. Likewise, the Commission will need to address this boundary issue in your deliberations.

### **Comprehensive Fiscal Analysis Findings and Conclusions**

The CFA provides a great deal of detailed information, calculations, and methodologies. Willdan, LAFCo's financial consultant will review the report and assumptions.

The CFA is used primarily to address the following issues:

#### **Is the city financially sustainable and viable for a period ten (10) years following the incorporation?**

The Commission must determine that the new city would receive revenues sufficient to provide public services and facilities and a reasonable reserve for a period of ten (10) years following the incorporation per Government Code Section 56720 (3-years) and LAFCo Policies, Standards, and Procedures (10-years).

#### **Will the new city provide levels of service similar to comparable cities within Sacramento County and County services provided in the FY 2008-09 Base Year?**



The Commission must determine that service levels provided by the new city are comparable to similar cities and the County service levels provided in the FY 2008-09 Base Year.

**Is the loss of revenue to the County mitigated through a Revenue Neutrality Agreement?**

In the event that the incorporation results in a loss of revenue to the County or other affected agencies, the Commission cannot approve the incorporation unless it can make a finding that the incorporation is “Revenue Neutral”. This calculation is used by the proponents and County to negotiate the terms and conditions of a Revenue Neutrality Payment in order to mitigate the negative impacts to the County of Sacramento and/or other agencies which may financially impacted by the incorporation.

The CFA will also calculate the initial Gann or Appropriations limit and determine the amount of taxes to be transferred to the new city. These calculations are based on State formulas and explained in the Comprehensive Fiscal Analysis.

**Draft CFA Conclusions**

- Annexation to the City of Sacramento will not result in a more cost-effective, efficient, or accountable service delivery provider because there is not sufficient revenue to maintain the level of service currently provided to residents within the City of Sacramento, particularly law enforcement. The City tax structure is also higher. (Utility User Tax 7.5 percent versus 2.5 percent, Property tax transfer is higher, the City has a parcel tax for library service and lighting and landscaping, and business license fees are higher than the County).
- The proposed city is viable and sustainable for either boundary Scenario 1 or Scenario 2.
- The proposed City of Arden Arcade is able to provide a level of service comparable to other similar cities in Sacramento and service levels provided by the County of Sacramento during the Base Year FY 2008-2009 for either Boundary Scenario 1 or 2.
- The incorporation results in an estimated loss to the County of approximately \$8.6 million for boundary alternative-Scenario 1 and about \$8.7 million for Scenario 2.
- The proponents and the County have commenced Revenue Neutrality Negotiations. In addition, they are reviewing the estimates, calculations, and assumptions set forth in the Draft CFA analysis.



- The Draft CFA may be amended to reflect comments raised during the public review comment period.

### **Impacts to Special Districts**

The proposed incorporation does not propose any changes in services provided by Special Districts currently serving the affected territory. No Special District reorganizations are required for the incorporation to be financially viable. No reorganizations are being recommended. Therefore, there are no immediate service delivery or cost impacts to Special Districts.

### **Project Schedule**

The following discussion is provided for information only. If the proposal is denied, no similar proposal may be considered for a period of one year. If the proposal is approved, it will be subject to a simple majority vote of registered voters residing in the approved boundary to be incorporated.

In order to meet the November, 2010 general election, this project is on a very tight timeline. The timeline is summarized below:

### Arden Arcade Project Schedule

<b>Date</b>	<b>Action</b>
<b>February 18, 2010</b>	Release Draft EIR
<b>March 16, 2010</b>	Release Public Draft CFA
<b>April 8, 2010</b>	End of 45-day comment period on Draft EIR
<b>April 7, 2010</b>	Commission Workshop on Public Review Draft CFA
<b>April 19, 2010</b>	End of 30-day Comment period on Draft CFA
<b>April 23, 2010</b>	Issue Executive's Officer Report, Final EIR and Final CFA
<b>May 5, 2010</b>	Commission Public Hearing on Arden Arcade Incorporation Take Tentative Action/Adopt Intent Motion
<b>May 19, 2010</b>	Commission Takes Final Action-30-day reconsideration period begins
<b>June 2, 2010</b>	Commission adopts ballot language and submits material to County Counsel requesting ballot Measure be placed on Board of Supervisor Agenda for July 13, 2010
<b>June 19, 2010</b>	End of 30-day Reconsideration Period
<b>June 30, 2010</b>	Submit legal description to Registrar of Voters (Boundary to be determined by the LAFCo Commission)
<b>July 13, 2010</b>	Administrative Legal Deadline to submit material to Registrar of Voters Board of Supervisors approves Ballot Measure and transmits to Registrar of Voters
<b>August 6, 2010</b>	Legal Deadline to submit material to Registrar of Voters

## Conclusion

Based on the Draft CFA, the proposed city of Arden Arcade is financially sustainable for a minimum period of ten (10) years after making Revenue Neutrality Payments to the County. The CFA has assumed the mitigation payment to be approximately \$8.6 million. This estimated payment was only used to determine if the new city is viable.

The terms and conditions of the mitigation payment have not been finalized and are subject to negotiations between the incorporation proponents and the County. In the event an agreement cannot be reached between the parties, the Commission may impose the terms and conditions and amount of the mitigation payment.

In the past, the term of the payment has been for at least 25-years, secured by the new city's property tax base. The Agreements provided a gradual decline in the mitigation payment over the 25 years. In addition, in past incorporations, the boundaries have been modified by the Commission for various reasons.

The CFA concludes that the new city can provide service levels comparable to other contract cities in Sacramento County and service levels provided by the County in the FY 2008-09 Base Year.

Therefore, the proposed City of Arden Arcade meets the legal requirements set forth in Cortese-Knox-Hertzberg Reorganization Act of 2000 as amended and requirements set forth in Sacramento LAFCo Policies, Procedures and Standards provided there is an appropriate Revenue Neutrality Agreement.

The primary outstanding issues relate to the boundary and the Revenue Neutrality Agreement. To date, we have not received any substantive comments on costs and service delivery impacts related to the petition boundary, i.e., does the formation of a peninsula create areas that are more difficult and costly to serve? Revenue Neutrality Agreement negotiations are in process and need to be completed by late April in order to commence public hearings on May 5<sup>th</sup> to meet a November 2010 election. The boundary issue has been raised by the County during the Revenue Neutrality Negotiations.

The May 5<sup>th</sup> Executive Officer Report and Recommendations will provide additional detail and information on the issues presented in this report.

## **SACRAMENTO LOCAL AGENCY FORMATION COMMISSION**

Respectfully,



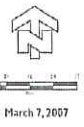
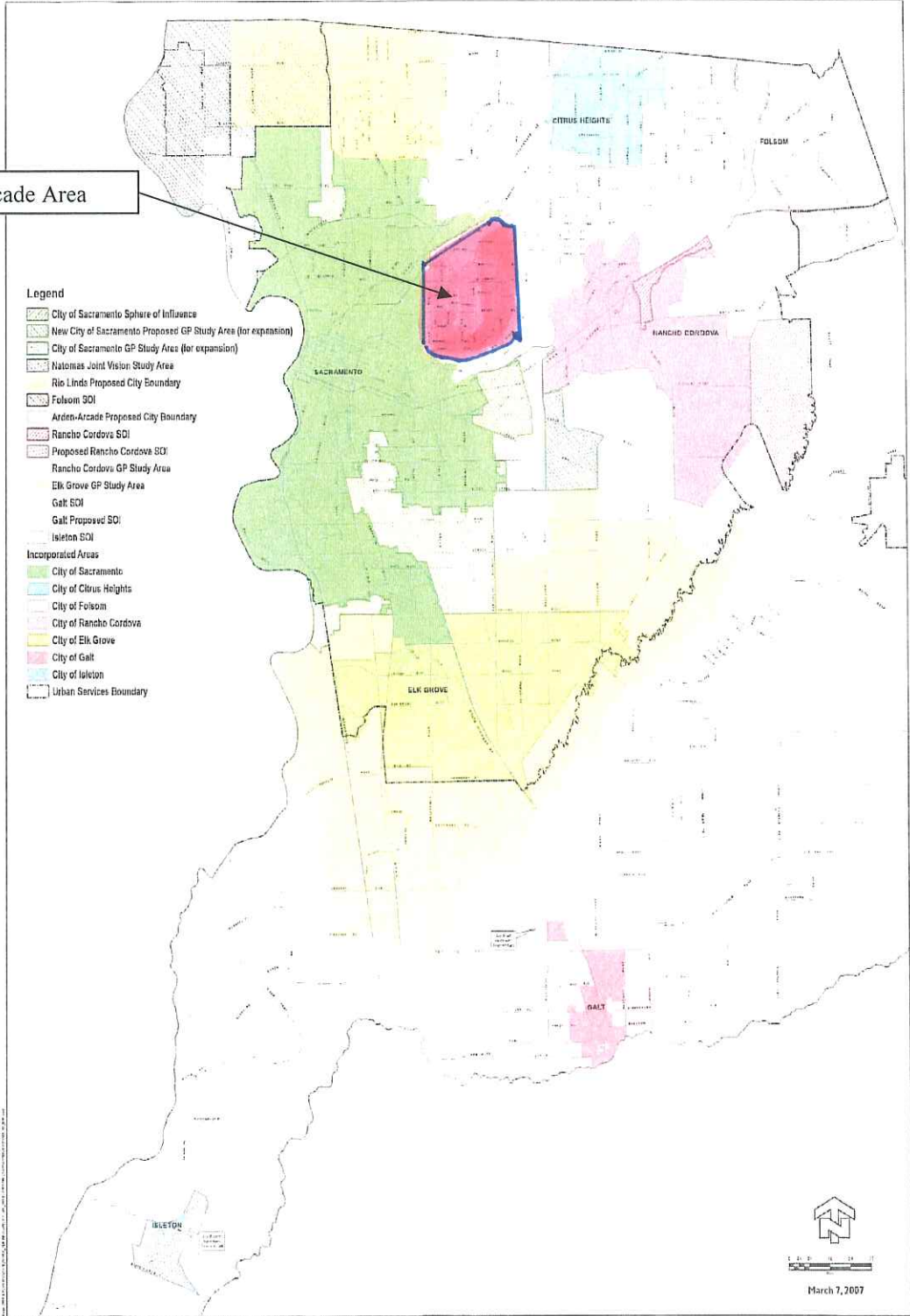
Peter Brundage  
Executive Officer  
Attachments



## **Attachments and Maps**

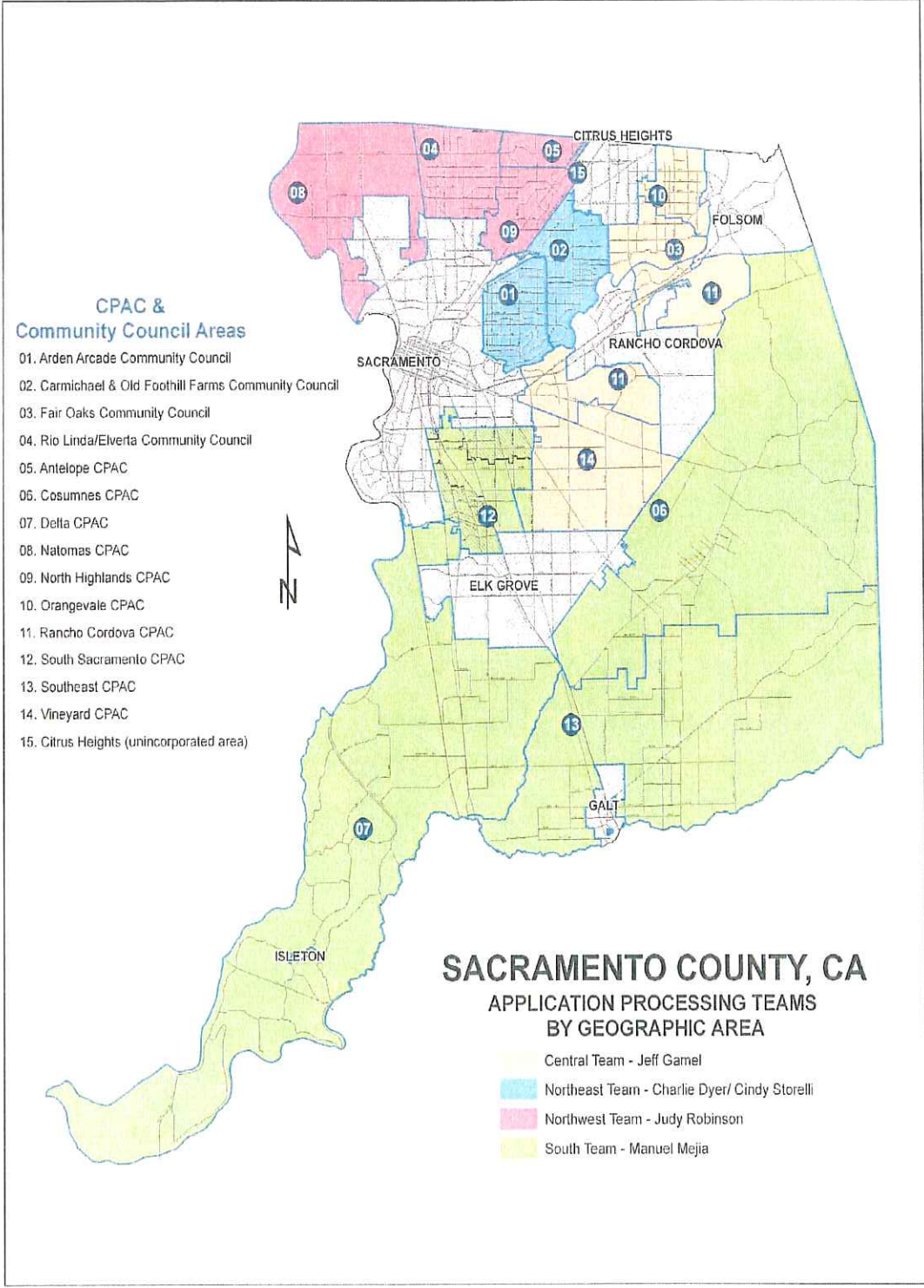
	<b>Page</b>
<b>Vicinity Map</b>	<b>14</b>
<b>Land Use and Zoning Map of Arden Arcade Community Plan Area</b>	<b>15</b>
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<b>Annexation Analysis</b>	
<b>Public Review Draft CFA</b>	

Arden Arcade Area



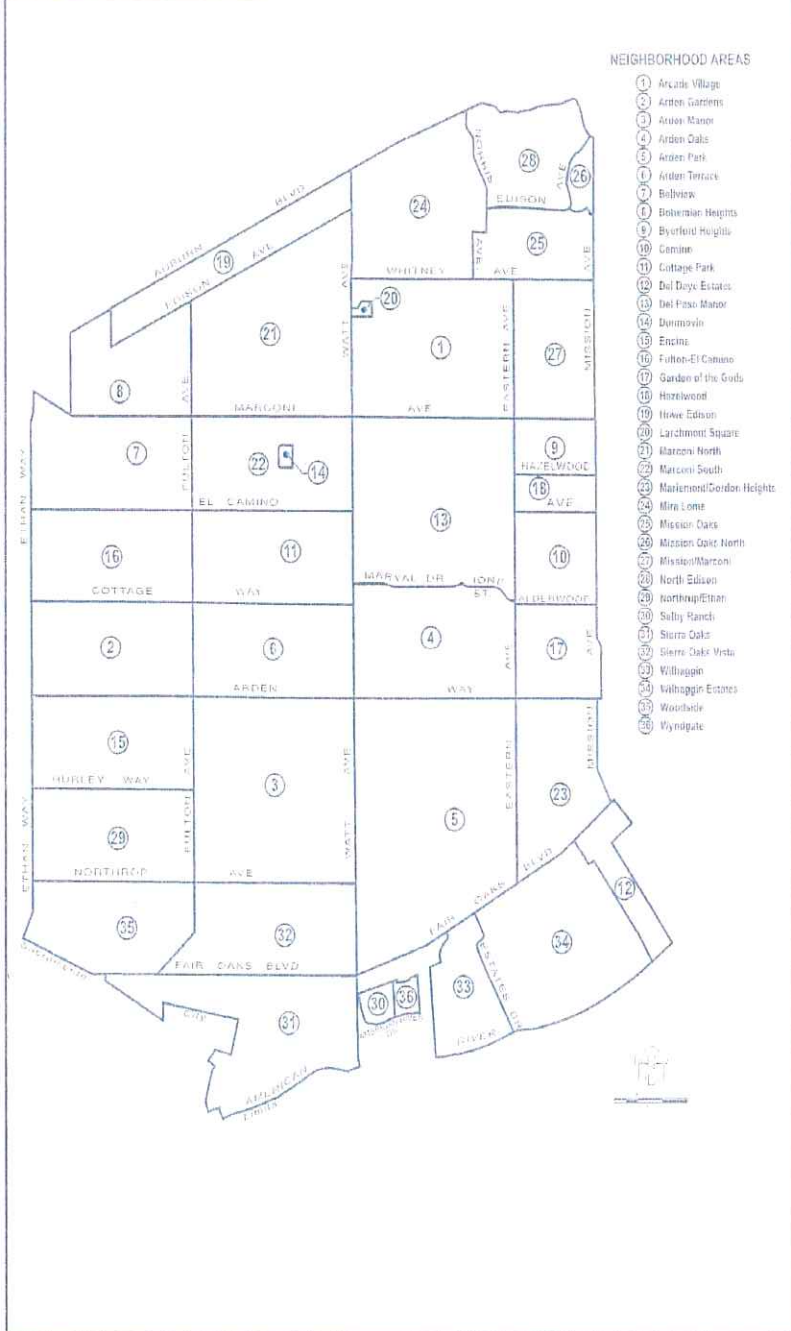






# Arden-Arcade Community Area

## Neighborhood Areas



Please complete the survey on Page 11. ➡➡

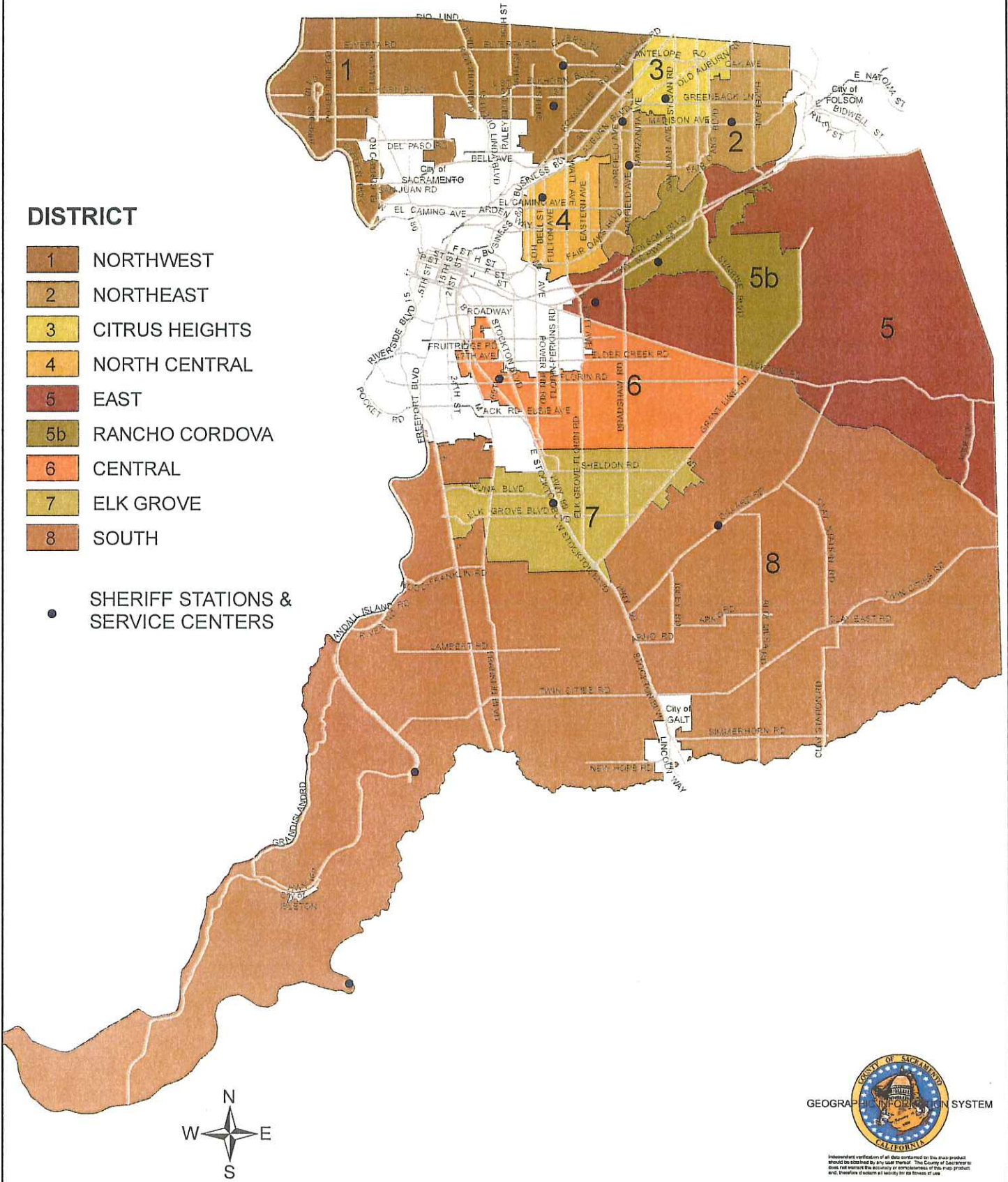
10 Arden-Arcade Today & Tomorrow

# County of Sacramento Sheriff Response Areas

## DISTRICT

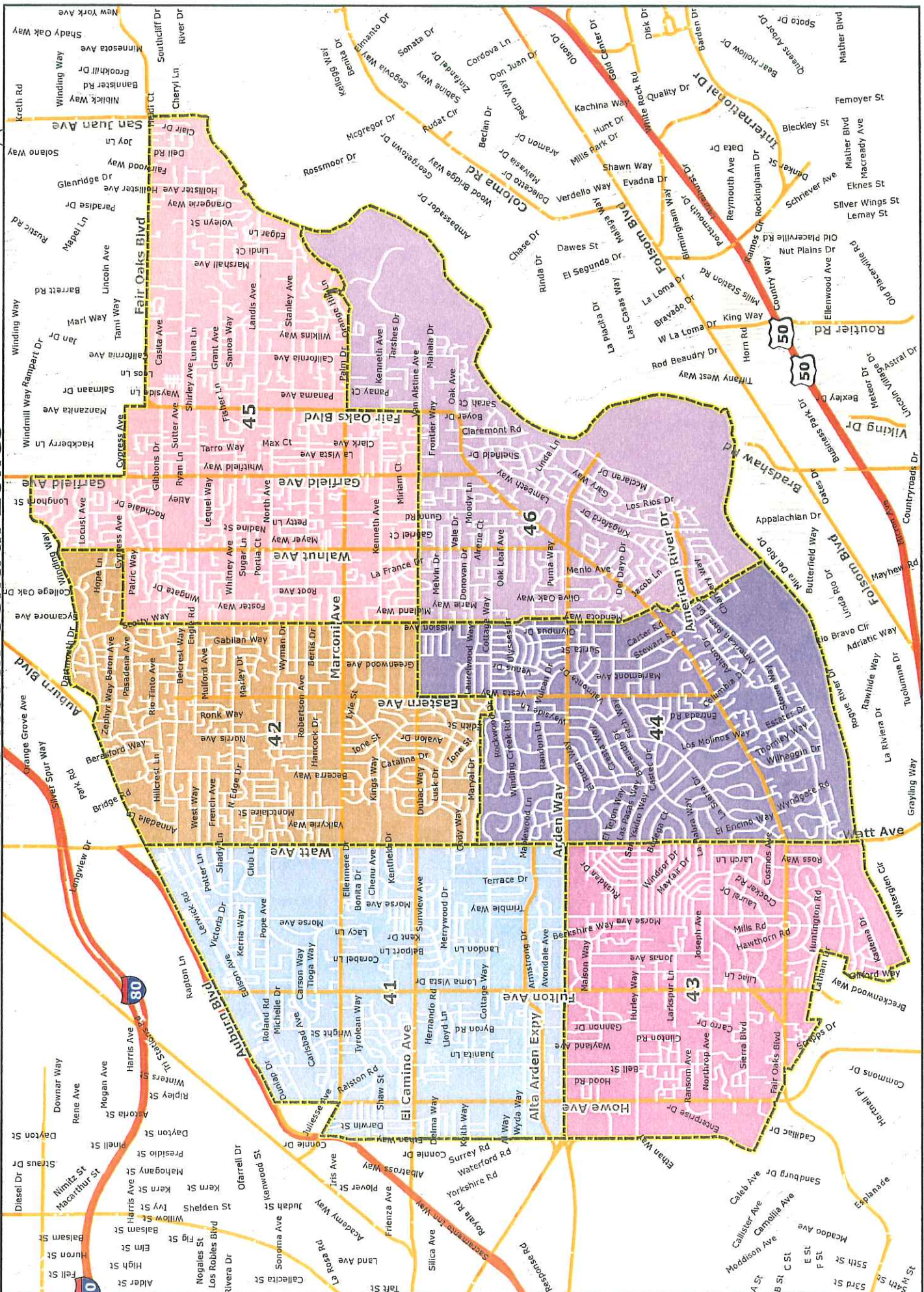
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- 2 NORTHEAST
- 3 CITRUS HEIGHTS
- 4 NORTH CENTRAL
- 5 EAST
- 5b RANCHO CORDOVA
- 6 CENTRAL
- 7 ELK GROVE
- 8 SOUTH

● SHERIFF STATIONS & SERVICE CENTERS





# Sheriff's North Central Zones

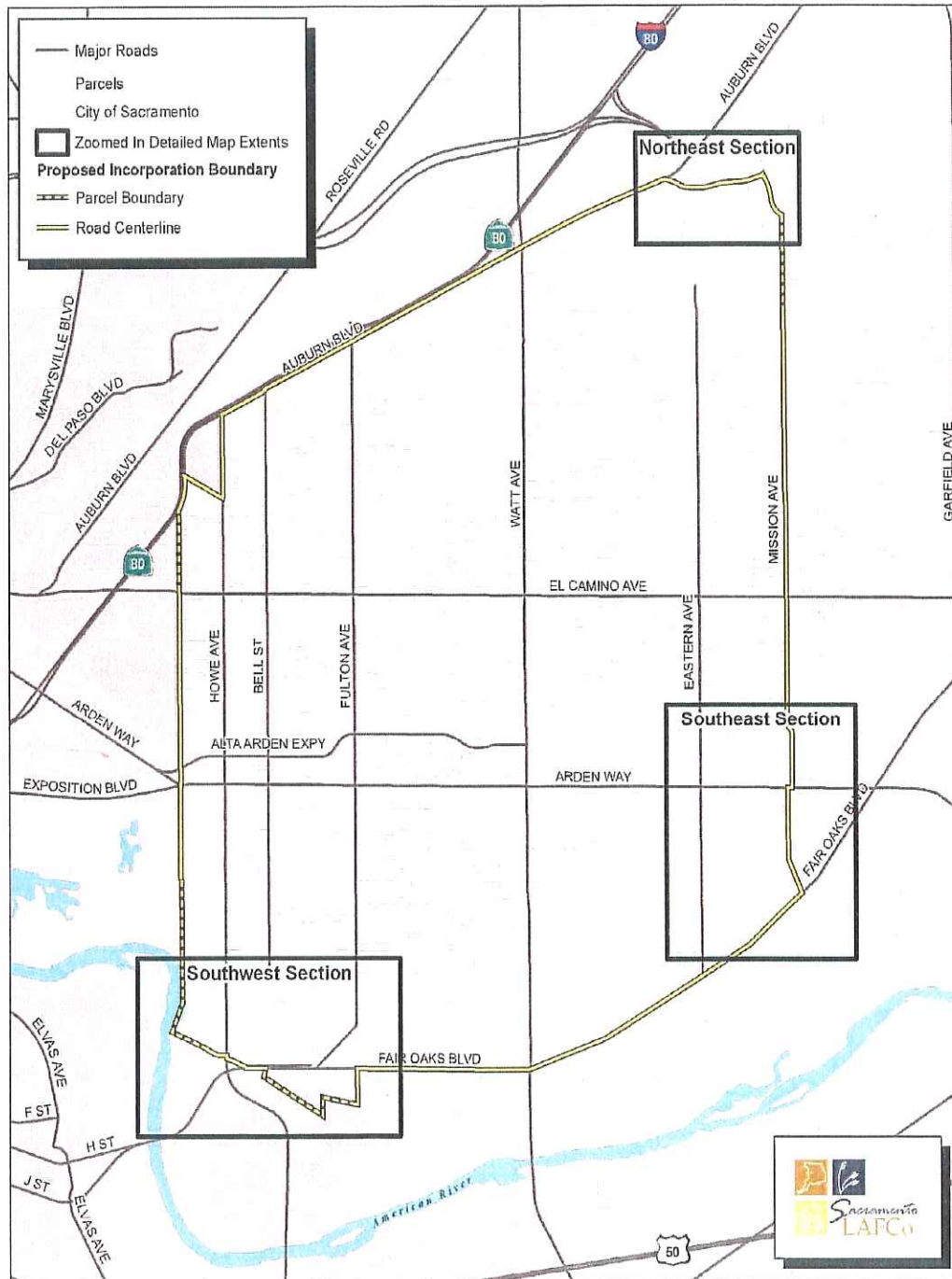


Prepared by Sacramento County Sheriff's Department - GIS

0 0.25 0.5 Miles



**Arden Arcade Proposed Boundary With  
Detailed Maps and Aerials**



Source: Sacramento County GIS (2009), SACOG (2009), MBA (2009).



Michael Brandman Associates  
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### Proposed Project Boundary

SACRAMENTO LAFCO • ARDEN ARCADE INCORPORATION  
DRAFT EIR





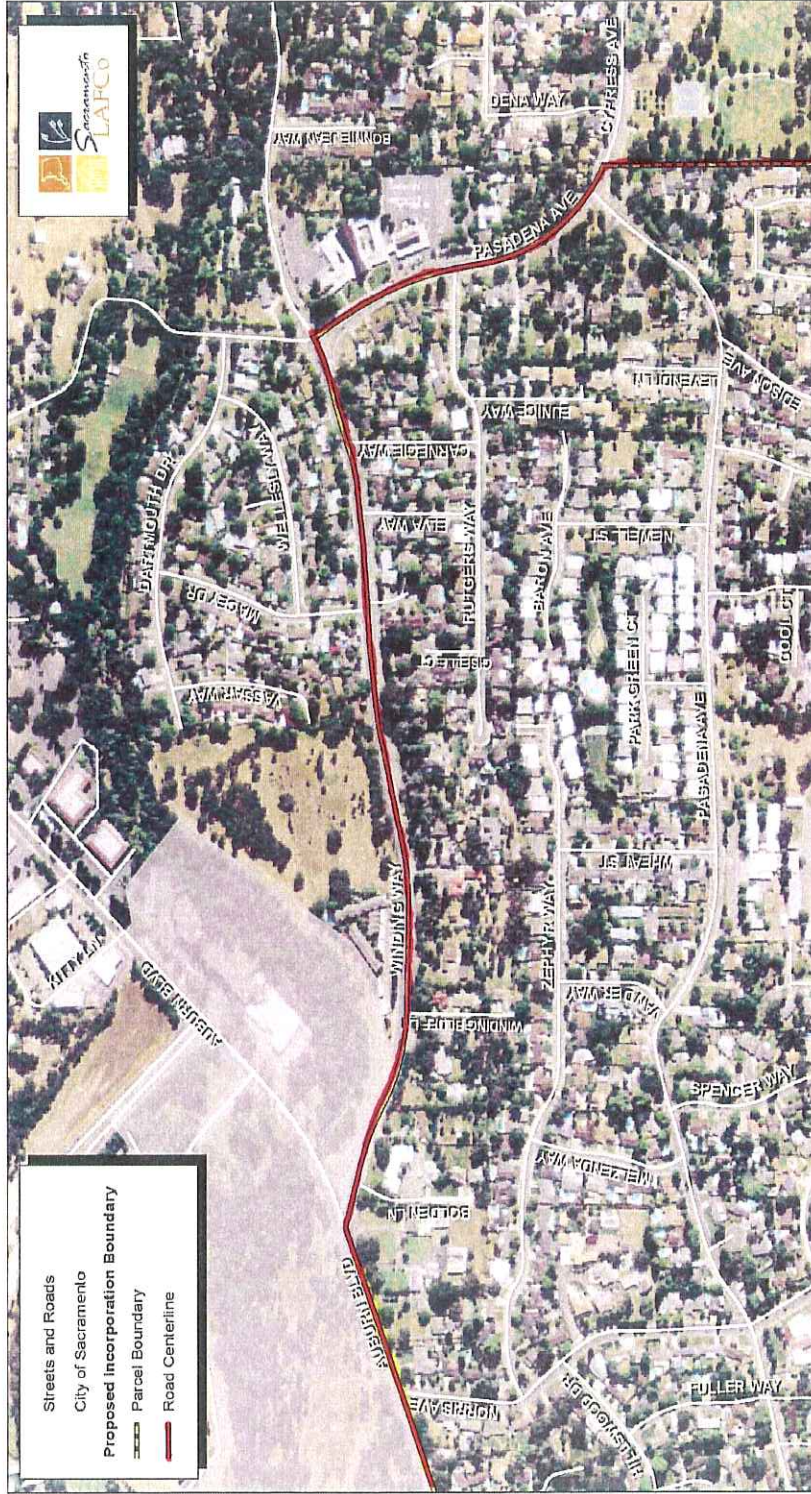
Exhibit 2-2d  
Proposed Project Boundary  
(Northeast Section)

Source: Sacramento County GIS (2009), SACOG (2009), MBA (2009).



Michael Primmitt Associates  
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SACRAMENTO LAFCO • ARDEN ARCADE INCORPORATION  
DRAFT EIR



### Proposed Project Boundary (Northeast Section)

SACRAMENTO LAFCO • ARDEN ARCADE INCORPORATION  
DRAFT EIR



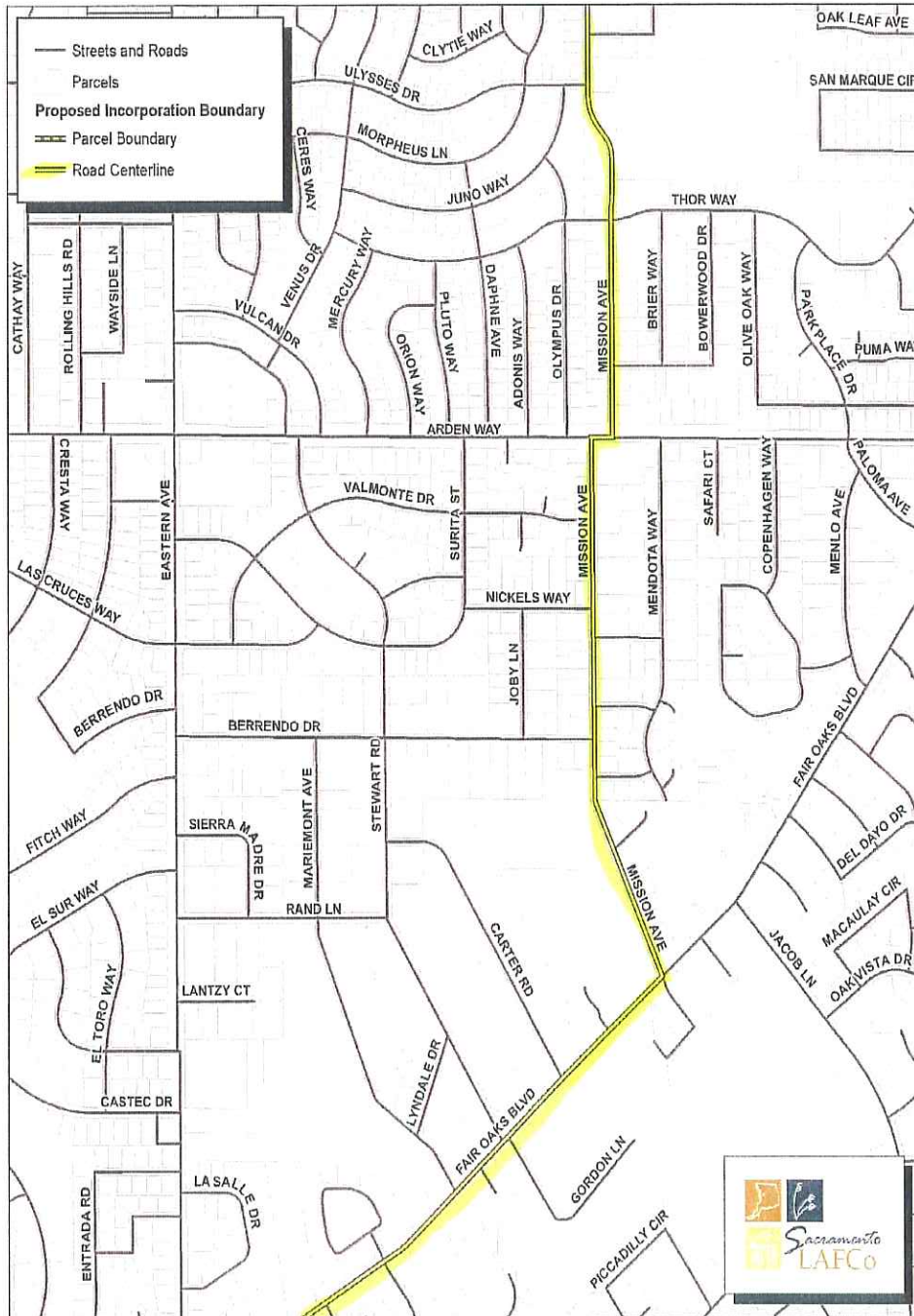
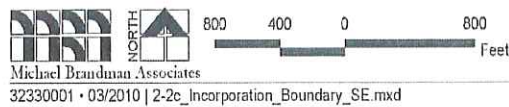


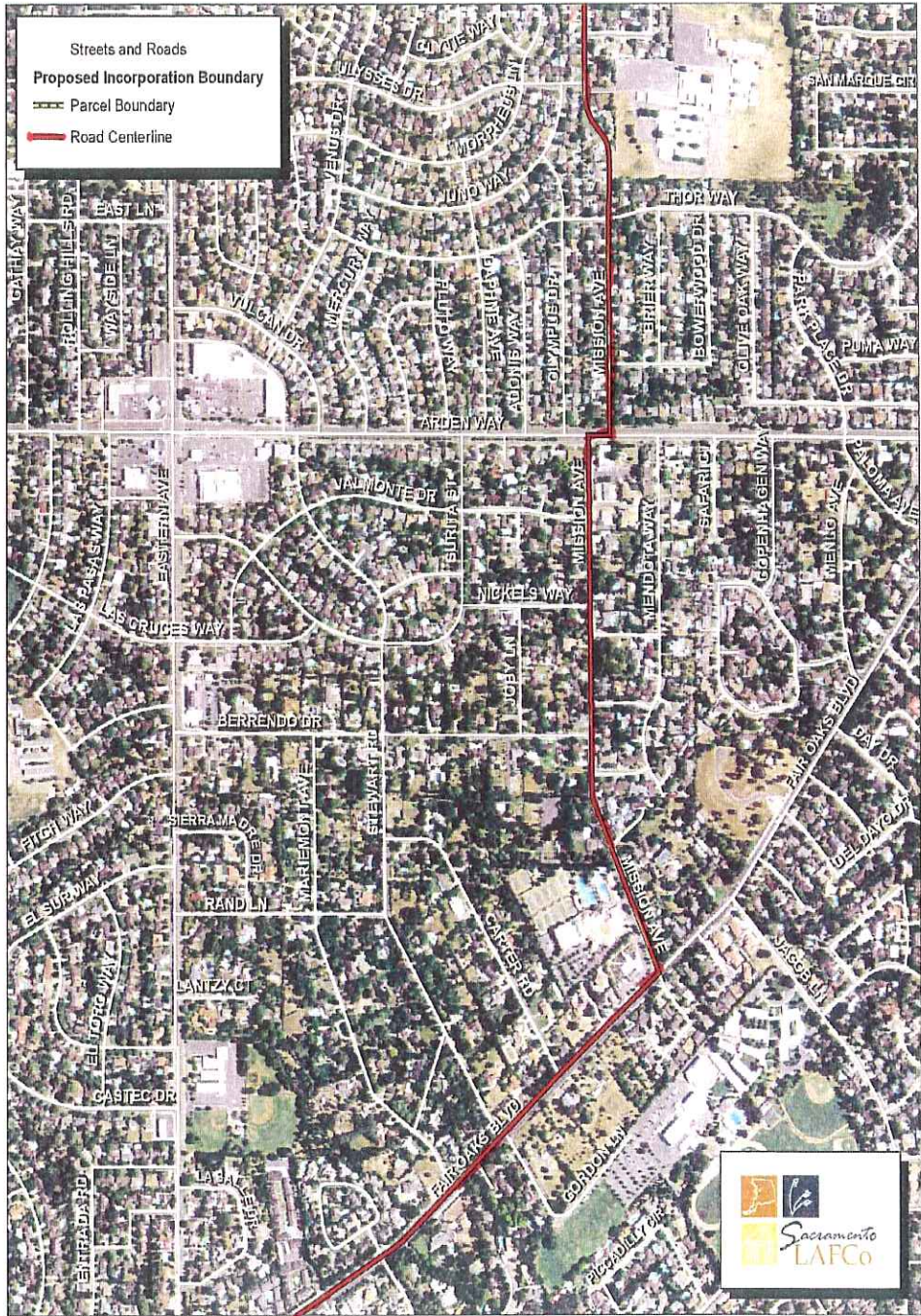
Exhibit 2-2c

Proposed Project Boundary  
(Southeast Section)

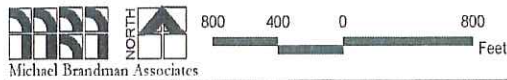


SACRAMENTO LAFCO • ARDEN ARCADE INCORPORATION  
DRAFT EIR





Source: NAIP for Sacramento County (2009),  
 Sacramento County GIS (2009), SACOG (2009), MBA (2009).



Michael Brandman Associates  
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### Proposed Project Boundary (Southeast Section)

SACRAMENTO LAFCO • ARDEN ARCADE INCORPORATION  
 DRAFT EIR



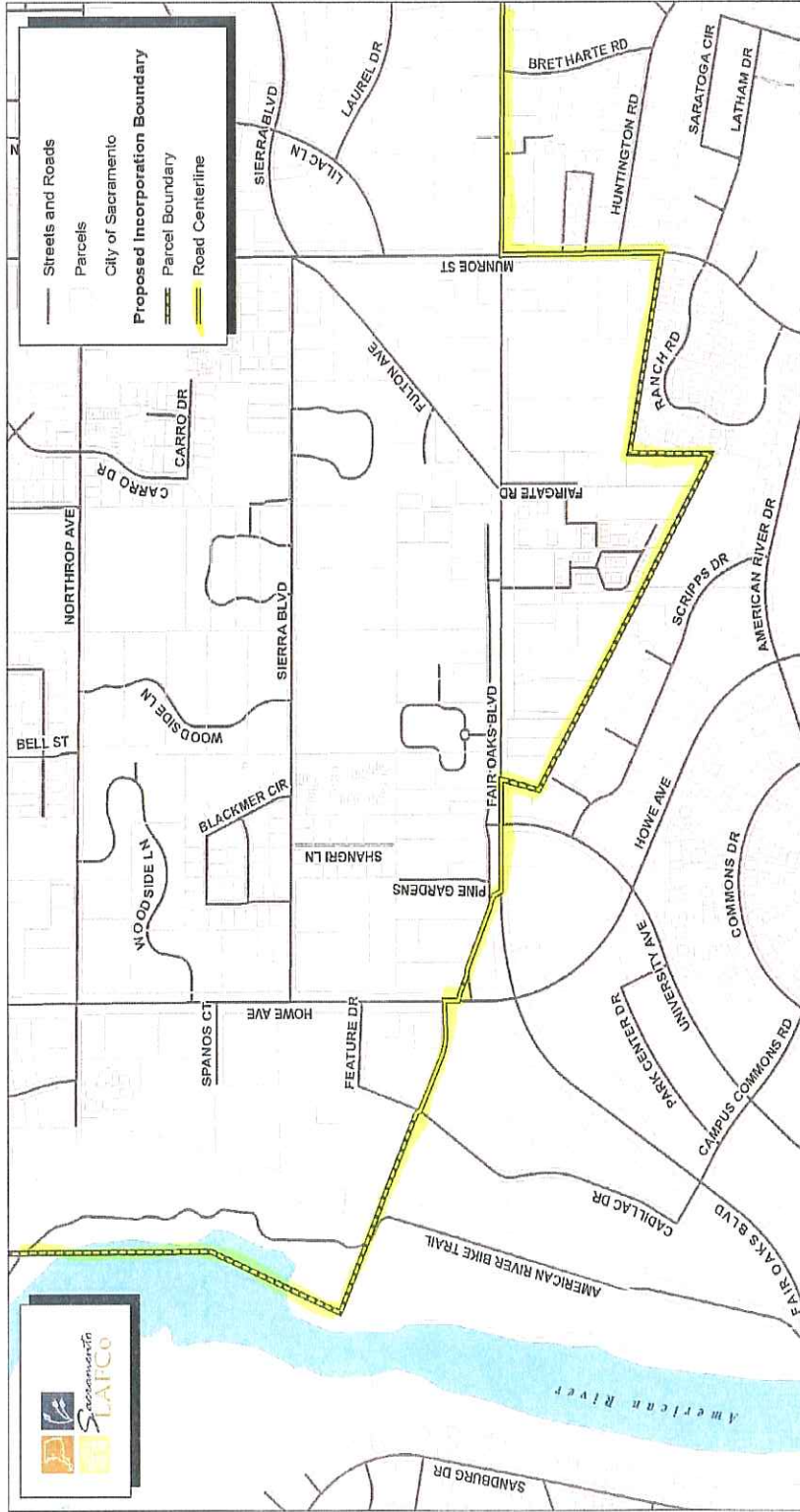


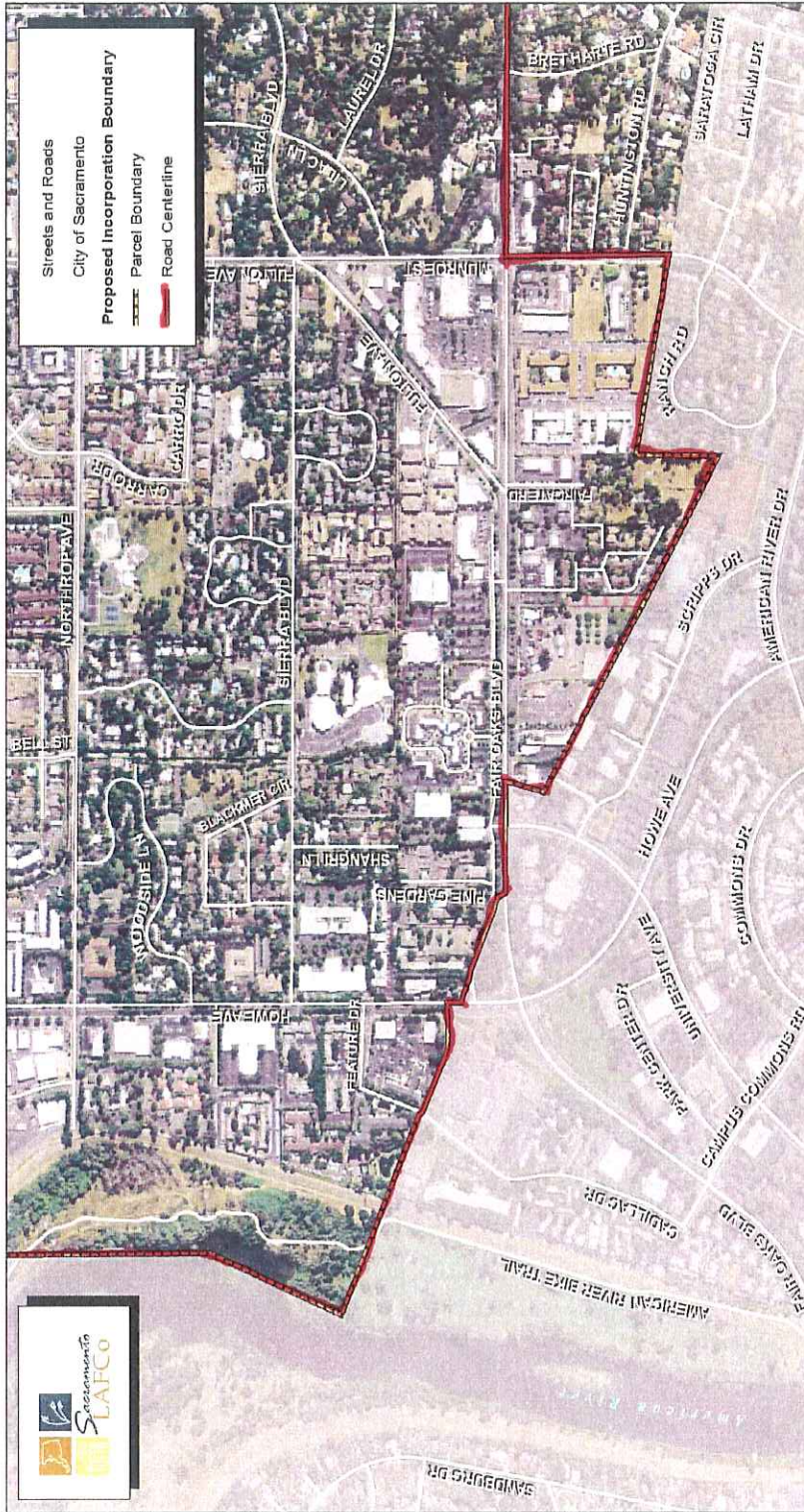
Exhibit 2-2b  
Proposed Project Boundary  
(Southwest Section)

Source: Sacramento County GIS (2009), SACOG (2009), MEA (2010).



Michael Brundman Associates  
32330001 • 03/2010 | 2-2b\_Incorporation\_Boundary\_SW.mxd

SACRAMENTO LAFCO • ARDEN ARCADE INCORPORATION  
DRAFT EIR



Source: NAIP for Sacramento County (2009), Sacramento County GIS (2009), SACOG (2009), MBA (2010).



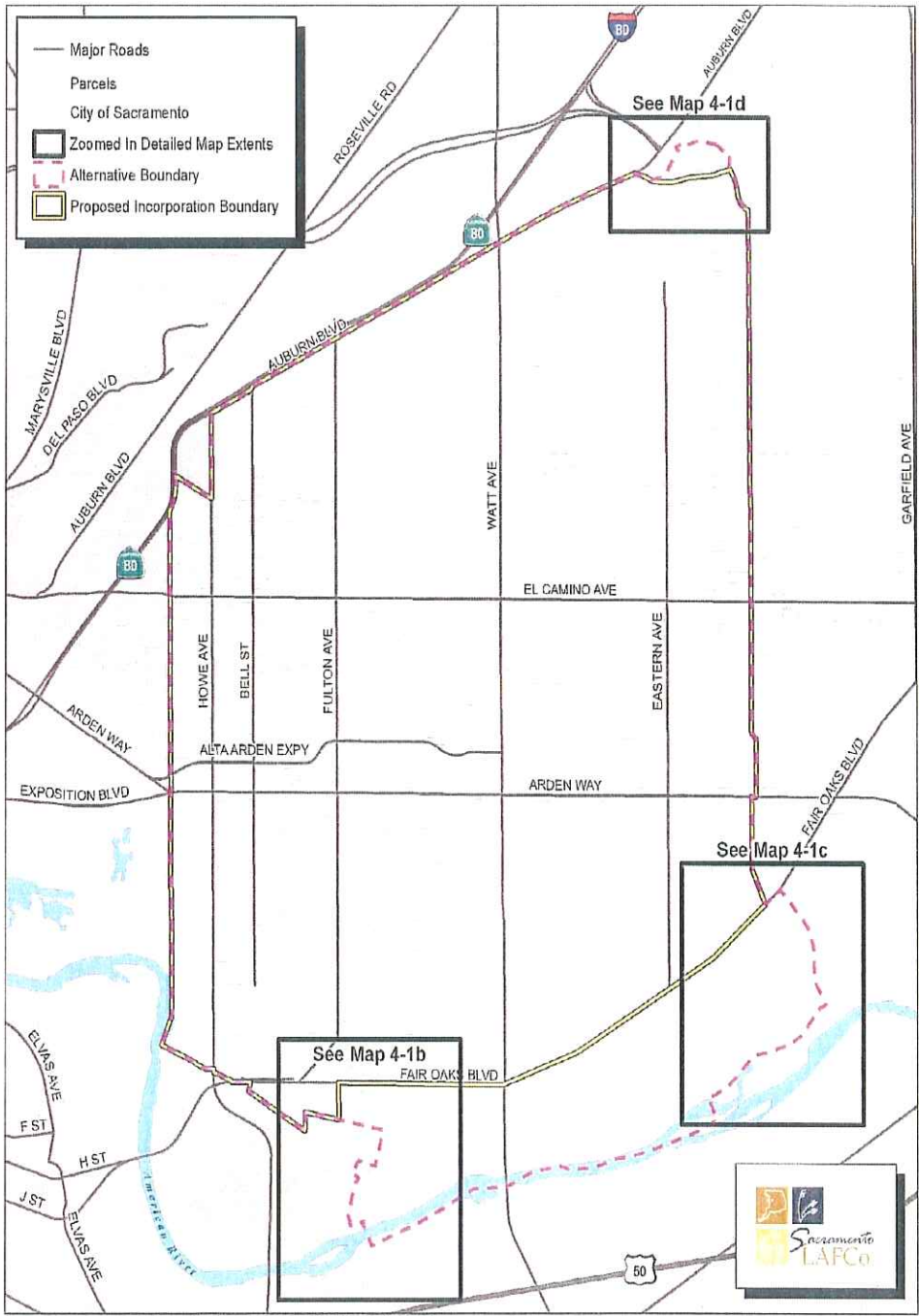
Michael Brandman Associates  
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## Proposed Project Boundary (Southwest Section)

SACRAMENTO LAFCO • ARDEN ARCADE INCORPORATION  
DRAFT EIR



**Arden Arcade Boundary Alternative with  
Detailed Maps and Aerials**



Source: Sacramento County GIS (2009), SACOG (2009), MBA (2009).

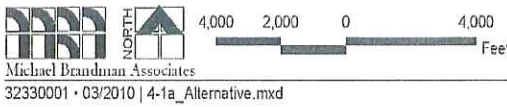
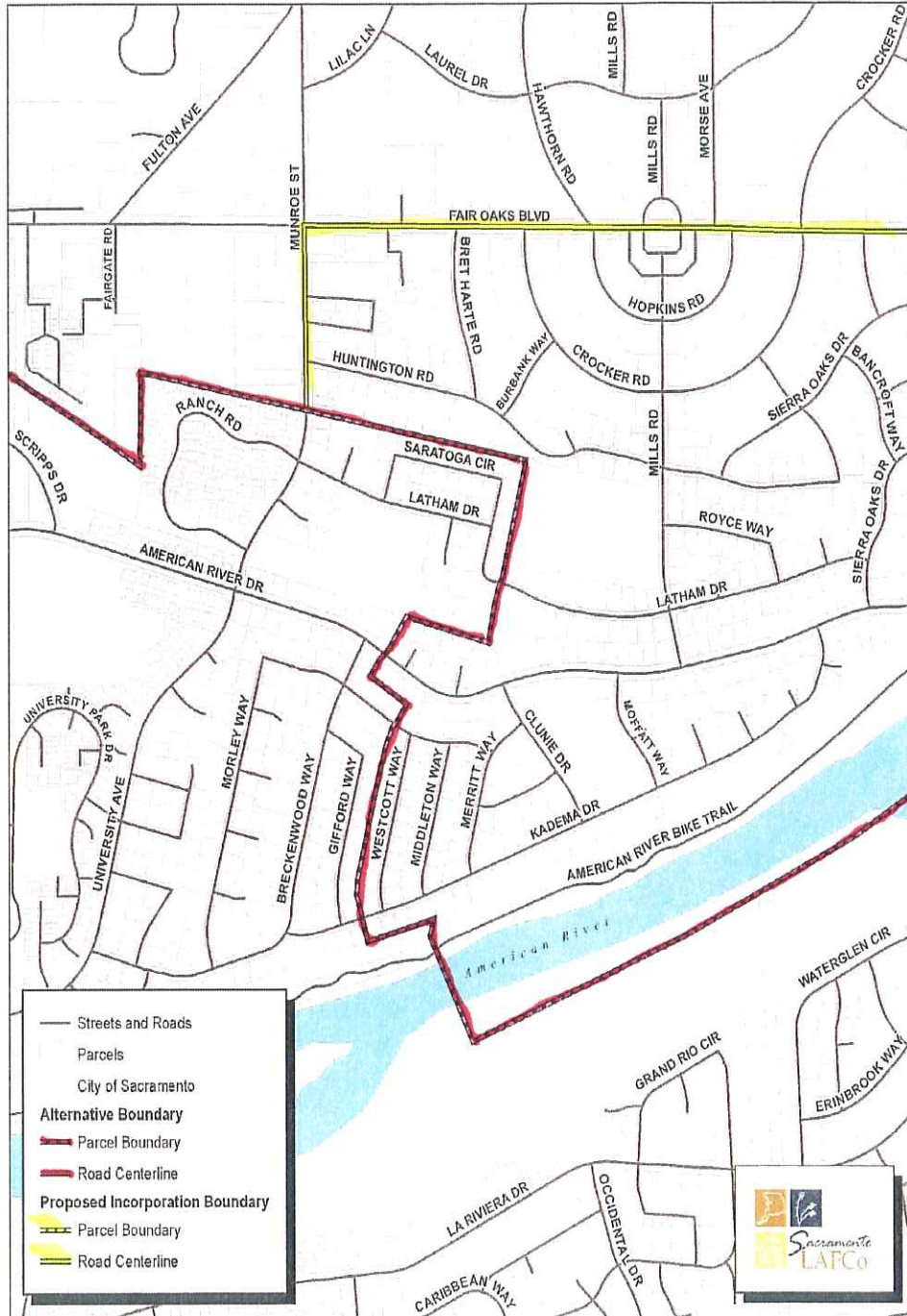


Exhibit 4-1a  
Alternative Boundary  
SACRAMENTO LAFCO • ARDEN ARCADE INCORPORATION  
DRAFT EIR





Source: Sacramento County GIS (2009), SACOG (2009), MBA (2009).

Exhibit 4-1b  
 Alternative Boundary  
 (Southwest Section)

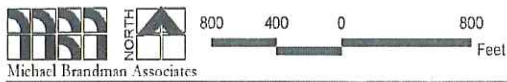


Michael Brandman Associates  
 32330001 • 03/2010 | 4-1b\_Alternative\_SW.mxd

SACRAMENTO LAFCo • ARDEN ARCADE INCORPORATION  
 DRAFT EIR



Source: NAIP for Sacramento County (2009),  
 Sacramento County GIS (2009), SACOG (2009), MBA (2009).

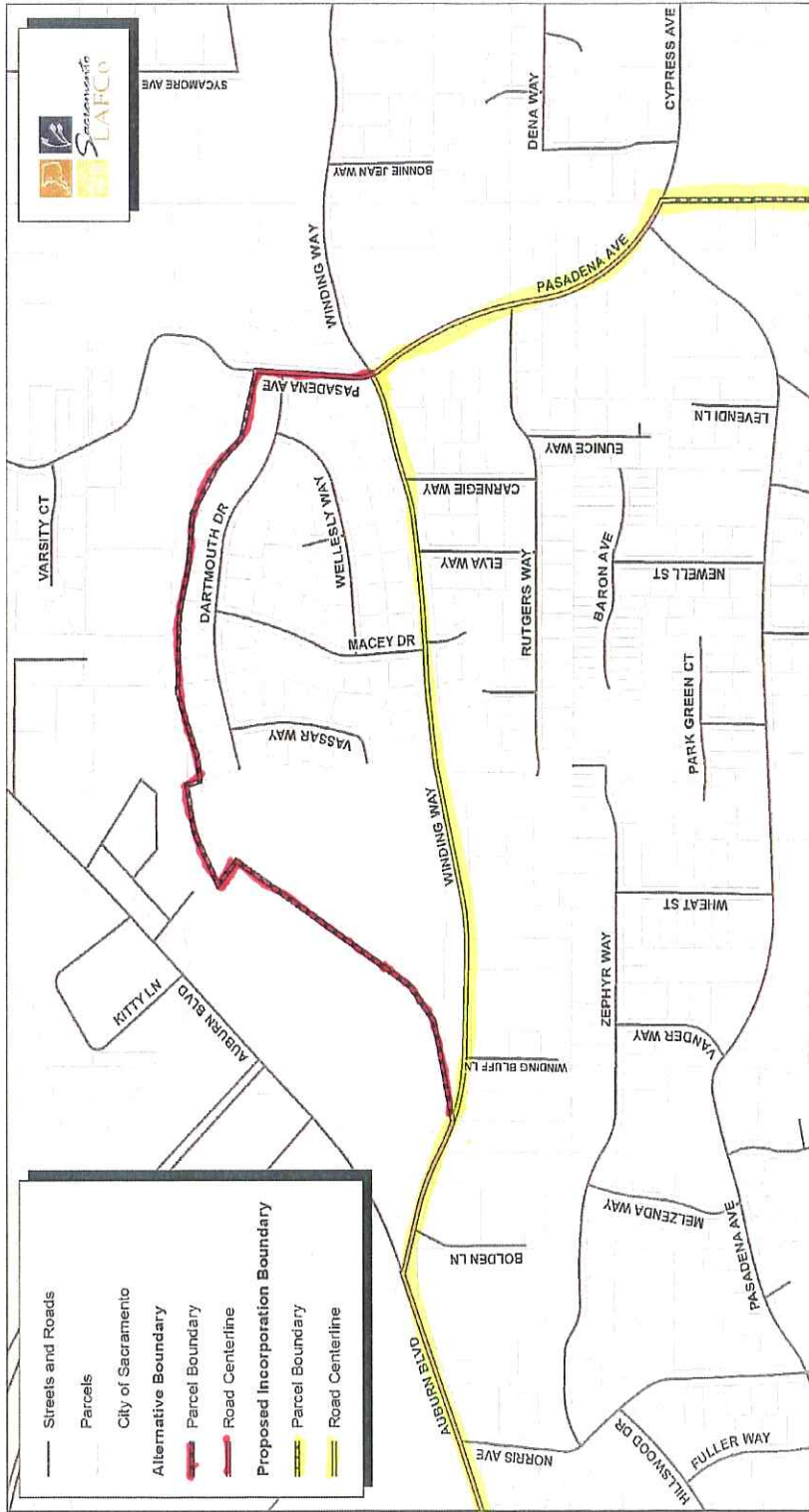


32330001 - 03/2010 | Alternative\_SW.mxd

### Alternative Boundary (Southwest Section)

SACRAMENTO LAFCO • ARDEN ARCADE INCORPORATION  
 DRAFT EIR





—	Streets and Roads
▭	Parcels
▭	City of Sacramento
▭	Alternative Boundary
▭	Parcel Boundary
▭	Road Centerline
▭	Proposed Incorporation Boundary
▭	Parcel Boundary
▭	Road Centerline

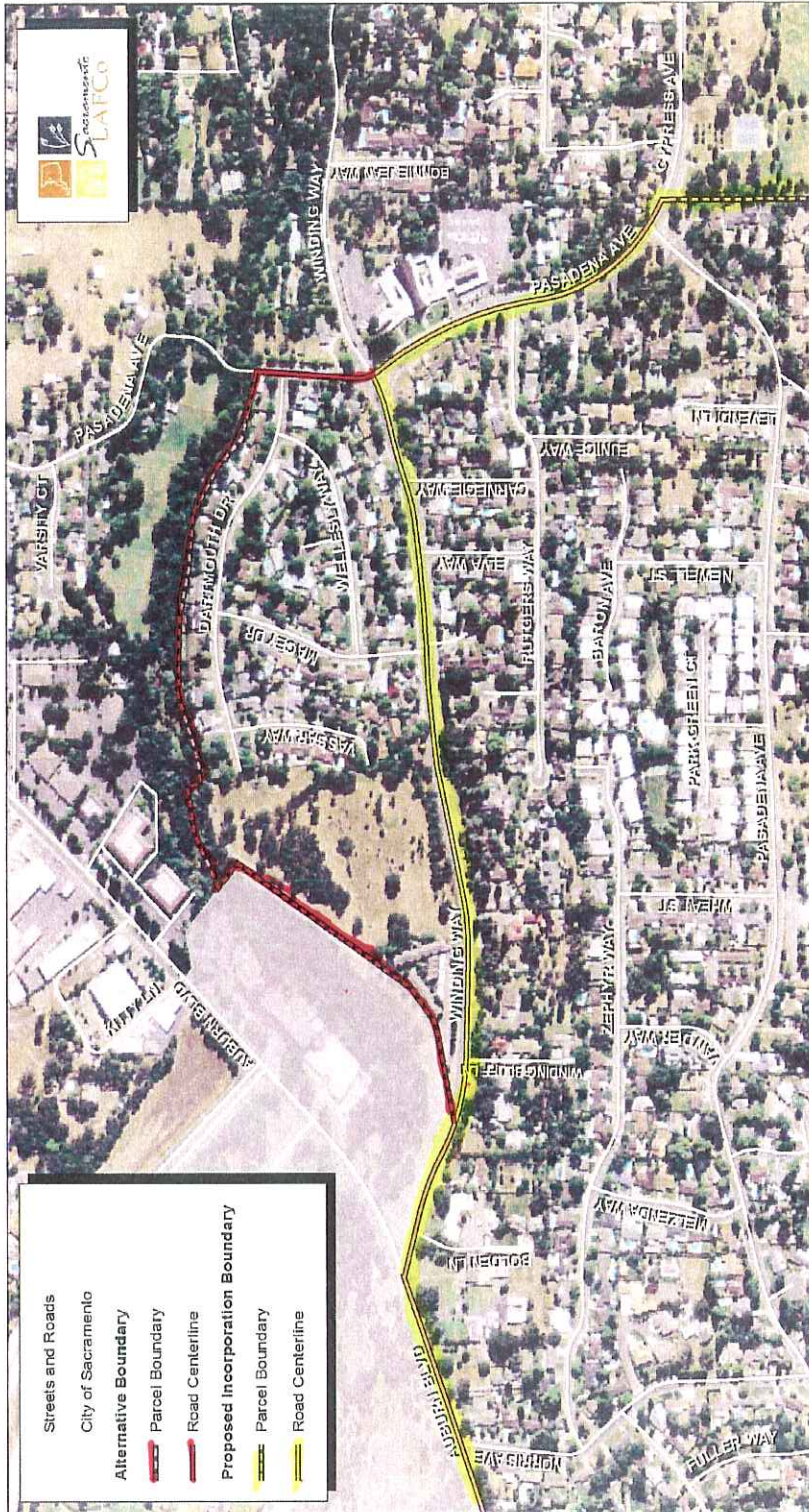
**Exhibit 4-1d  
Alternative Boundary  
(Northeast Section)**

Source: Sacramento County GIS (2009), SACOG (2009), MBA (2009).



Mitchell Bramblum Associates  
32330001 • 03/2010 | 4-1d\_Alternative\_NE.mxd

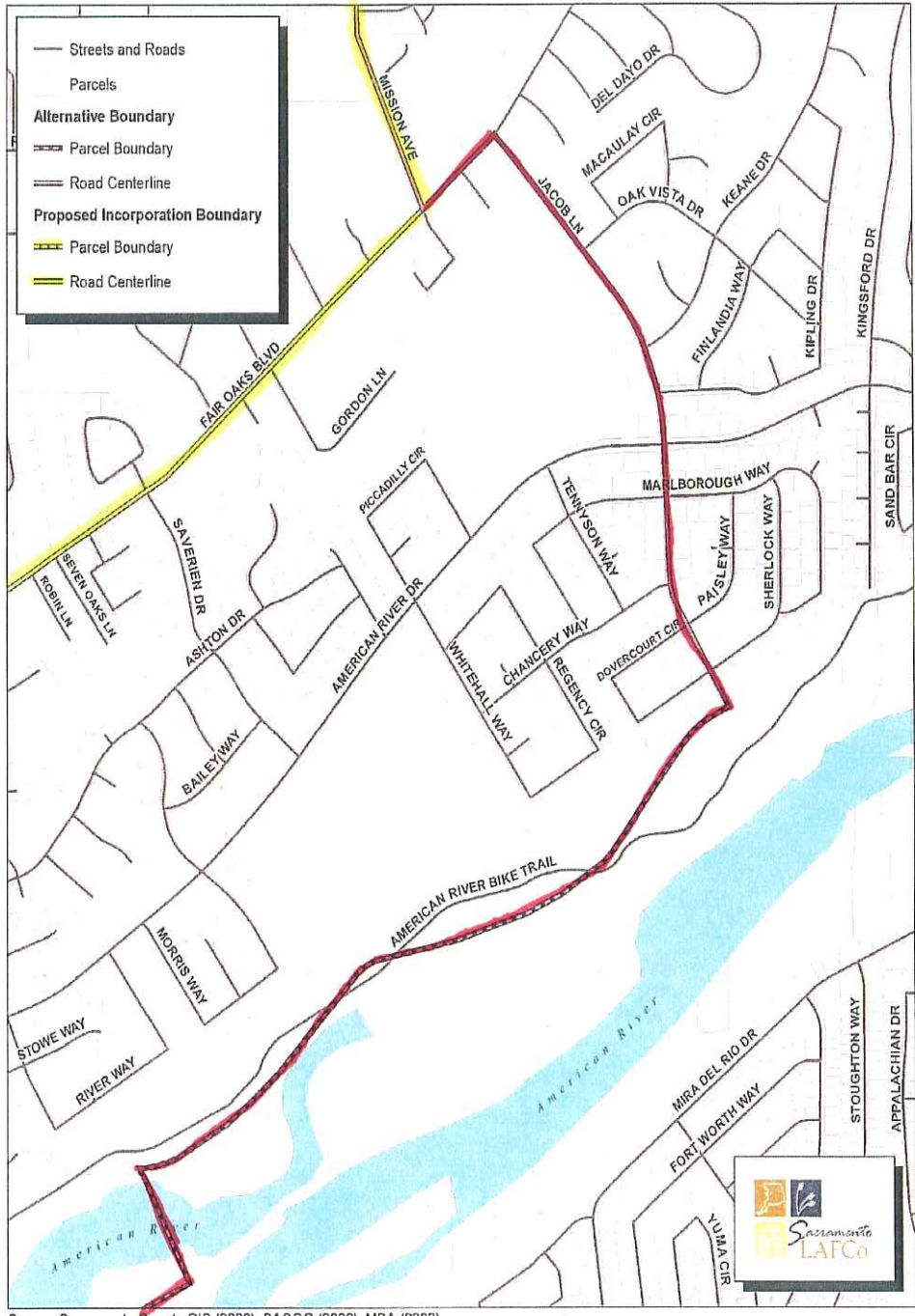
SACRAMENTO LAFCO • ARDEN ARCADE INCORPORATION  
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### Alternative Boundary (Northeast Section)

SACRAMENTO LAFCO • ARDEN ARCADE INCORPORATION  
DRAFT EIR





Source: Sacramento County GIS (2009), SACOG (2009), MBA (2009).

Exhibit 4-1c

Alternative Boundary  
(Southeast Section)



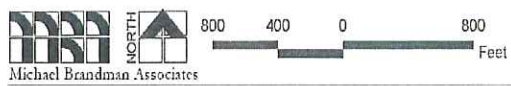
Michael Brandman Associates  
32330001 • 03/2010 | 4-1c\_Alternative\_SE.mxd

SACRAMENTO LAFCO • ARDEN ARCADE INCORPORATION  
DRAFT EIR





Source: NAIP for Sacramento County (2009),  
 Sacramento County GIS (2009), SACOG (2009), MBA (2009).



Alternative Boundary  
 (Southeast Section)

32330001 • 03/2010 | Alternative\_SE.mxd

SACRAMENTO LAFCO • ARDEN ARCADE INCORPORATION  
 DRAFT EIR



TO BE PUBLISHED IN THE OFFICIAL REPORTS

OFFICE OF THE ATTORNEY GENERAL  
State of California

EDMUND G. BROWN JR.  
Attorney General

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OPINION	:	No. 07-206
	:	
of	:	June 27, 2008
	:	
EDMUND G. BROWN JR.	:	
Attorney General	:	
	:	
TAYLOR S. CAREY	:	
Deputy Attorney General	:	
	:	

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THE HONORABLE ROBERT A. RYAN, JR., COUNTY COUNSEL, COUNTY OF SACRAMENTO, has requested an opinion on the following question:

Does a Local Agency Formation Commission have the authority to enlarge the boundaries of a proposed incorporation beyond those set forth in the petition for incorporation?

CONCLUSION

A Local Agency Formation Commission has the authority to enlarge the boundaries of a proposed incorporation beyond those set forth in the petition for incorporation.

## ANALYSIS

This question arises from a situation in which there is a proposal for the incorporation of a new city, but there is some dispute about where the boundaries of the new city should be drawn. The petition for incorporation excludes a certain area that the surrounding county believes should logically be included within the city's boundaries. The county believes that leaving the area unincorporated would create significant problems for the county, which would retain responsibility for providing services to that area. May the county's Local Agency Formation Commission (LAFCO) enlarge the proposed boundaries of the new city to include the disputed area? We conclude that it may.

The Cortese-Knox-Hertzberg Local Government Reorganization Act (Act) of 2000<sup>1</sup> establishes a LAFCO in each county to encourage orderly growth and development and the assessment of local community services needs.<sup>2</sup> After a LAFCO has reviewed a proposal, held hearings on it, and made any appropriate decisions, the proposal is normally submitted to the affected residents or landowners for a vote.<sup>3</sup>

When a petition is presented to a LAFCO for the incorporation of a city, the petitioners are required to specify the exact boundaries of the proposal.<sup>4</sup> Hence, it is not a LAFCO's responsibility to establish the boundaries of a proposed incorporation in the first instance.<sup>5</sup> While the Act does not expressly authorize a LAFCO to change the boundaries of a proposed incorporation, it does authorize a LAFCO "[t]o review and approve or disapprove with or without amendment, wholly, partially, or conditionally, proposals for changes of organization or reorganization, consistent with written policies, procedures, and

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<sup>1</sup> Govt. Code §§ 56000-57550.

<sup>2</sup> *Id.* at §§ 56325-56337; see *Placer County Local Agency Formation Com. v. Nevada County Local Agency Formation Com.*, 135 Cal. App. 4th 793, 798 (2006) (LAFCOs described as "watchdogs," guarding against "indiscriminate" or "haphazard" organization of governmental functions).

<sup>3</sup> Govt. Code §§ 56880, 57100.

<sup>4</sup> *Id.* at § 56700(a)(3).

<sup>5</sup> *Accord* 57 Ops. Cal. Atty. Gen. 423, 433 (1974) (concluding it was not a LAFCO's duty to draw preliminary boundaries, under former Knox-Nisbet Act, Govt. Code §§ 54773 *et seq.*).



guidelines adopted by the commission.”<sup>6</sup> This statutory authorization has been interpreted to include the authority to change the boundaries proposed by the petitioners.<sup>7</sup>

Naturally, a LAFCO’s authority to change proposed boundaries is not without limitation. To begin with, the Act requires that any amendment to a proposal be “consistent with written policies, procedures, and guidelines adopted by the commission.”<sup>8</sup> Additionally, a LAFCO may not amend a proposal in a way that changes the fundamental nature of the proposal.<sup>9</sup>

Within these limits, there may be any number of reasons why a LAFCO would consider changing the boundaries of a proposed incorporation area. For example, a LAFCO is required to “review the boundaries of the territory involved in any proposal with respect to the definiteness and certainty of those boundaries, the nonconformance of proposed boundaries with lines of assessment or ownership, and other similar matters affecting the proposed boundaries.”<sup>10</sup> Thus, if the boundaries described in the petition are imprecise or do not properly reflect assessment or ownership boundaries, the LAFCO may be required to correct them.

In *Tillie Lewis Foods, Inc. v. City of Pittsburg*, the court of appeal remarked that a LAFCO may be required to “redraw the proposed boundaries by way of amendment or as a condition of its approval” in order to check the practice of manipulating the boundaries of annexation proposals “with the objective of bringing the affected territory within the purview

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<sup>6</sup> Govt. Code § 56375(a).

<sup>7</sup> *Tillie Lewis Foods, Inc. v. City of Pittsburg*, 52 Cal. App. 3d 983, 1003 (1975) (“It is true that LAFCO may ‘establish’ *new* boundaries by altering those proposed pursuant to its power to approve a proposal ‘with . . . amendment.’”); *see also id.* at n. 17 (“Such action, taken on an ‘ad hoc’ and case-by-case basis, has been a common occurrence in the LAFCO experience.” (Citing Richard T. LeGates, *Cal. Local Agency Formation Commissions*, 64-65 (U. Cal. Berkeley Inst. Govt. Studies 1970))).

<sup>8</sup> Govt. Code § 56375(a).

<sup>9</sup> *Fallbrook Sanitary Dist. v. San Diego Local Agency Formation Com.*, 208 Cal. App. 3d 753, 765 (1989) (“[T]he alteration made by LAFCO cannot be said to have changed the general purpose or effect of the incorporation proposal.”).

<sup>10</sup> Govt. Code § 56375(l).

of one annexation Act or the other for spurious political purposes.”<sup>11</sup>

Another reason why a LAFCO might change a petitioner’s proposed boundaries is to deal with environmental concerns. Like any other governmental agency, a LAFCO must address itself to environmental considerations in accordance with the procedures set forth in the California Environmental Quality Act (CEQA), for any project that will have a significant effect on the environment.<sup>12</sup>

Or again, a LAFCO may change the boundaries of a proposal to prevent “an overlap of service responsibilities and inefficiencies in service provision”<sup>13</sup> or “to bring about a unified and accountable government.”<sup>14</sup> Indeed, these purposes lie at the heart of the policy that underlies the entire local government reorganization scheme.<sup>15</sup>

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<sup>11</sup> *Tillie*, 52 Cal. App. 3d at 1005-1006.

<sup>12</sup> *Bozung v. Local Agency Formation Com.*, 13 Cal. 3d 263, 282 (1975); *see id.* at 276 (LAFCO is governmental agency within meaning of CEQA); *see generally* Public Resources Code § 26000 *et seq.* (CEQA).

<sup>13</sup> *Placer*, 135 Cal. App. 4th at 798 (quoting Daniel J. Curtin, *Curtin’s Cal. Land Use and Planning Law*, 381-382 (24th ed., Solano Press 2004)).

<sup>14</sup> *Fallbrook*, 208 Cal. App. 3d at 760.

<sup>15</sup> Govt. Code § 56001:

The Legislature finds and declares that it is the policy of the state to encourage orderly growth and development which are essential to the social, fiscal, and economic well-being of the state. The Legislature recognizes that the logical formation and determination of local agency boundaries is an important factor in promoting orderly development and in balancing that development with sometimes competing state interests of discouraging urban sprawl, preserving open-space and prime agricultural lands, and efficiently extending government services. The Legislature also recognizes that providing housing for persons and families of all incomes is an important factor in promoting orderly development. Therefore, the Legislature further finds and declares that this policy should be effected by the logical formation and modification of the boundaries of local agencies, with a preference granted to accommodating additional growth within, or through the expansion of, the boundaries of those local agencies which can best accommodate and provide necessary governmental services and housing for persons and families of all



In light of these authorities, we believe that a decision to enlarge the boundaries of an incorporation proposal to promote the efficient extension of services would be an appropriate exercise of a LAFCO's powers to approve, disapprove, or amend a proposal.<sup>16</sup>

We therefore conclude that a Local Agency Formation Commission has the authority to enlarge the boundaries of a proposed incorporation beyond those set forth in the petition for incorporation.

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incomes in the most efficient manner feasible.

The Legislature recognizes that urban population densities and intensive residential, commercial, and industrial development necessitate a broad spectrum and high level of community services and controls. The Legislature also recognizes that when areas become urbanized to the extent that they need the full range of community services, priorities are required to be established regarding the type and levels of services that the residents of an urban community need and desire; that community service priorities be established by weighing the total community service needs against the total financial resources available for securing community services; and that those community service priorities are required to reflect local circumstances, conditions, and limited financial resources. The Legislature finds and declares that a single multipurpose governmental agency is accountable for community service needs and financial resources and, therefore, may be the best mechanism for establishing community service priorities especially in urban areas. Nonetheless, the Legislature recognizes the critical role of many limited purpose agencies, especially in rural communities. The Legislature also finds that, whether governmental services are proposed to be provided by a single-purpose agency, several agencies, or a multipurpose agency, responsibility should be given to the agency or agencies that can best provide government services.

<sup>16</sup> *Id.* at § 56375(a).



**COUNTY OF SACRAMENTO**  
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January 26, 2007

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**Re: Local Agency Formation Commission – Authority to  
“Expand” Boundaries of a Proposed Incorporation**

Dear Mr. Brown:

This Office seeks your opinion regarding the following:

Does Government Code § 56375 permit a Local Agency Formation Commission to alter the boundaries of a proposed incorporation beyond those set forth in a petition for incorporation?

A petition is being circulated for the potential incorporation of the community of Arden Arcade within the currently unincorporated territory of the County of Sacramento. The boundaries of the proposed incorporation exclude property which should, logically, be included within and served by this new city. Its exclusion will create significant service problems for the County should the incorporation be successful as proposed.

The Sacramento County Local Agency Formation Commission (LAFCO) has historically taken the position that LAFCO may not expand the proposal presented for the incorporation of a new city. For the reasons set forth below, we believe that this is contrary to what is, in fact, LAFCO's authority. As a result, we respectfully request that your opinion in an attempt to clarify this matter.

Certainly, initial boundaries for a reorganization or change of organization must be set forth in the petition or resolution initiating the reorganization or change of organization. (57 Ops. Cal. Atty. Gen. 423.) However, once a proposal is properly before LAFCO, it is no longer controlled by the proponents, but by LAFCO.



Government Code § 56375 specifically provides that LAFCO may ". . . review and approve or disapprove with or without amendment . . . proposals for changes of organization. . ." (sudv. a.) The question of whether this permits LAFCO to make material additions to government organization proposals has been answered:

". . . interpretation of section subdivision (a), which would allow material deletions but not material additions, is not consistent with these definitions. Contrary to FSD's argument the plain meaning of the words chosen by the Legislature – 'with or without amendment' - encompass both additions and deletions so long as the general nature of the subject matter is not changed."

\* \* \*

"The limitation FSD suggests is also inconsistent with the Legislature's expressed goals in this area. Under FSD's interpretation of section 56375, LAFCO could never add an agency without the proponents' consent. The vice in this interpretation lies in the fact that the power to amend would rest with the proponents, not LAFCO. Such a hindrance to LAFCO's power to promote the logical formation and modification of local agencies is at odds with the Legislature's creation of an independent agency designed to bring about a unified and accountable government." (***Fallbrook Sanitation District vs. San Diego Local Formation Commission*** (1989) 208 Cal.App.3d 753, at 760.)<sup>1</sup>

Given the purpose of LAFCO and the scope of its considerations, this Office believes that LAFCO may make material additions to proposed boundaries of a proposed city if it determines that such changes promote the logical formation of the new city. The petition serves only to initiate LAFCO's jurisdiction. The ultimate configuration of the proposed city is LAFCO's to decide, not the petitioners'.

A review of alternative boundaries for policy purposes is appropriate. Should LAFCO determine that additions of territory would further the logical formation of the new city, it may make those additions. Ultimately, the determination to approve or disapprove LAFCO's determinations will be the affected voters'.

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<sup>1</sup> The court also dismisses the use of ***City of Ceres vs. City of Modesto*** (1969) 274 Cal.App.2d 545 as authority to the contrary noting that in that case no proposal was before LAFCO. (*Id.*)

Honorable Gerald Brown  
Attorney General

-3-

January 26, 2007

Your attention to this request will be appreciated.

Sincerely,

ROBERT A. RYAN, JR.  
County Counsel

cc: Board of Supervisors  
Mr. Terry Schutten  
Mr. Geoff Davey  
Mr. Paul Hahn



## Memorandum

**TO:** Peter Brundage, Sacramento County LAFCo

**FROM:** Carlos Villarreal and Eric Nickell

**DATE:** March 17, 2010

**SUBJECT:** Arden Arcade Annexation Analysis

Under section 56301 of the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, when a new government entity is proposed, LAFCo must consider whether existing agencies or a single purpose agency can feasibly provide the needed services in a more efficient and accountable manner. Due to the immediate proximity of the City of Sacramento ("City") to the proposed incorporation boundaries, LAFCo requested an analysis of the fiscal impact of annexation of the unincorporated Arden Arcade area ("Study Area") to the City. This memorandum summarizes the methodology and findings of the requested analysis.

The boundaries of the Study Area are defined by the two boundary alternatives for the proposed incorporation of the area as a new city. This analysis utilizes land use scenarios for each boundary alternative that are equivalent to the land use scenarios used in the Arden Arcade Comprehensive Fiscal Analysis (CFA), also prepared by Willdan Financial Services. Given the urbanized nature of the area, this is appropriate.

The analysis finds that, based on the City's current level of services, the annexation of the Study Area to the City would result in a net deficit to the City's General Fund unless new sources of revenue were identified or the City provided a lower level of service to the Study Area than to residents within the current boundaries of the City. Moreover, this finding does not take into account any revenue sharing with the County of Sacramento that would be required under Revenue and Taxation code section 99. If property, sales, and/or transient occupancy taxes were shared with the County based on a revenue tax sharing agreement, the fiscal impact on the City would be even more negative.

### ***Base Year Budget and Memo Organization***

In this analysis considers only the fiscal impacts on the City's General Fund and Road Funds to determine the feasibility of annexing the Study Area to the City. Other City Funds provide services that are self-supporting and therefore service levels typically would not be affected by development or annexation.

Based on land use, economic, and fiscal conditions particular to the City of Sacramento, fiscal impacts have been estimated by applying Amended Fiscal Year (FY) 2008-09 revenue sources and services levels to the project area. Service levels were calculated using the City's service population as of January 1, 2009. The selection of FY2008-09 as the base year budget corresponds to the CFA's selection of the same year for actual revenue and cost data for estimates of County impacts in the event of incorporation.

This memorandum details the findings of the analysis by describing the land use scenario, estimates of per capita cost and revenue factors, and case study revenue projections for property tax, sales tax, and vehicle license fees. The final section provides the backup calculations for the results of the fiscal analysis.

### **Overall Method**

Fiscal impact analysis is a commonly used method to estimate a local government's ability to afford the services associated with new development. The analysis uses current fiscal data to estimate future revenues generated by, and costs associated with, a reorganization of government services. For most revenues and costs, the analysis uses current average per capita factors applied to population and employment generated by the reorganization. For certain revenues and costs that could vary substantially from current averages, the analysis uses a case study approach based on information specific to the governance scenario.

All model results are provided in real (2009 constant) dollars. All revenue and cost factors are based on 2009 estimates and held constant over the planning horizon. This approach implicitly assumes that revenue and cost factors are subject to the same rate of inflation. The only exception is estimates of property values due to limits imposed by Proposition 13, which incorporates assumptions of inflation and property appreciation (above inflation).

### **Land Use Scenario**

Two boundary alternatives were examined in this analysis, Scenario 1 and Scenario 2. Scenario 2 is contiguous with the County's Arden Arcade Community Plan and is generally bounded on the south by the American River, while Scenario 1 removes the area south of Fair Oaks Boulevard from the proposed new city boundaries. Equivalent assumptions for absorption, service population, market values, and occupant densities are also used.

### **Per Capita Factors**

The fiscal model uses inputs of current City revenues and expenditures per capita. FY 2008-09 estimates of residents and employees used in the per capita model are drawn from the California Department of Finance and the California Employment Development Department (EDD), respectively.

A per capita modeling method is used for most of the model's expenditure and revenue factors. These factors represent citywide per capita averages that are not expected to vary for residents and employees of the Study Area if similar levels of service are provided by the City.

The per capita factors were calculated by dividing each revenue or expenditure line item by the appropriate service population. The service population includes the current residential and employment population, with employment weighted to varying degrees depending on the specific revenue or cost line item. The model multiplies these per capita revenue and expenditure factors by the projected number of residents and employees to calculate total existing revenues and costs.

**Table 1** displays the per capita costs derived from Amended FY 2008-09 data from the City of Sacramento's Approved FY 2009-10 Budget. **Table 2** displays the per capita revenues derived from the same source.



**Table 1: City of Sacramento General Fund Cost per Capita**

Department	Service Population	Per Capita -	
		Amended FY08-09	Amended FY08-09
Residents:			481,097
Employees:			522,810
Residents + Weighted Employees			643,168
Lane Miles			3,034
Mayor and City Council	Residents + Weighted Workers	2,861,811	4.45
City Attorney	Residents + Weighted Workers	4,466,841	6.95
City Clerk	Residents + Weighted Workers	1,384,826	2.15
City Manager	Residents + Weighted Workers	2,842,505	4.42
City Treasurer	Residents + Weighted Workers	1,962,852	3.05
Code Enforcement	Residents + Weighted Workers	10,419,523	21.66
Community Development	Residents + Weighted Workers	22,034,974	45.80
Convention, Culture & Leisure	Residents + Weighted Workers	5,709,975	11.87
Economic Development	Employees	5,248,129	10.04
Finance	Residents + Weighted Workers	6,326,788	13.15
General Services (Includes Animal Care)	Residents	15,045,209	31.27
Human Resources	Residents + Weighted Workers	3,175,574	6.60
Information Technology	Residents + Weighted Workers	7,285,277	15.14
Labor Relations	Residents + Weighted Workers	813,305	1.69
Neighborhood Services	Residents + Weighted Workers	1,366,140	2.84
Planning	Residents + Weighted Workers	2,731,842	5.68
Police	Service Level - FTE per 1,000 capita		
Transportation	Residents + Weighted Workers	10,763,340	22.37
Non-Departmental	Residents + Weighted Workers	37,408,795	77.76

Sources: City of Sacramento FY2010 Approved Budget; Willdan Financial Services.

**Table 2: General Fund Per Capita Revenues**

Source	Service Population	Amended FY08-09	Per Capita - Amended FY08-09
Residents:			481,097
Employees:			522,810
Employees + Weighted Workers			643,168
<u>Taxes</u>			
Property Tax		Case Study	
Sales Tax		Case Study	
Real Property Transfer Tax		Case Study	
Utility Users Tax	Residents + Weighted Workers	60,320	93.79
Transient Occupancy Tax		Case Study	
Business Operations Taxes	Employees	7,500	14.35
<u>Licenses And Permits</u>	Residents + Weighted Workers	15,053	23.40
<u>Fines, Forfeitures, Penalties</u>	Residents + Weighted Workers	11,048	17.18
<u>Interest, Rents, Concessions</u>	Residents + Weighted Workers	2,798	4.35
<u>Intergovernmental</u>	Residents + Weighted Workers	50,049	77.82
<u>Charges, Fees And Services</u>	Residents + Weighted Workers	1,323	2.06
<u>Contributions From Other Funds</u>	Residents + Weighted Workers	23,514	36.56
<u>Miscellaneous Revenue</u>	Residents + Weighted Workers	-	-

Sources: City of Sacramento FY2010 Approved Budget; Willdan Financial Services.

**Case Studies**

For revenues that could vary substantially from current average per capita levels, a case study method is used. The case study method uses data associated with the Study Area rather than current countywide or unincorporated area averages. The method used may vary depending on the specific cost or revenue.

In this analysis the case study method is used for the property, sales, transient occupancy, property transfer tax and vehicle license fee revenue estimates. Table 3 details the assumptions and sources used in the case studies for revenue.



**Table 3: Case Study Revenues and Assumptions**

Revenue Source	Assumption	Source(s)
Property Tax	Tax Allocation Factor (post ERAF) estimated to be approximately 18.1% for each scenario	County Auditor Controller; Willdan Financial Services
Sales Tax	FY 2008-09 actual revenue approximately \$12.6 and \$12.8 million for Scenarios 1 and 2, respectively	CA SBOE
Real Property Transfer Tax	0.055% of sales price; Sales based on absorption assumptions and land value assumptions from CFA	Willdan Financial Services
Transient Occupancy Tax	FY 2008-09 actual revenue approximately \$1,388,000 for both scenarios	County Auditor Controller
Vehicle License Fees	VLF Property Tax In-lieu Per \$1000 Assessed Value assumed to be \$0.82, and per capita allocation assumed to be \$2.65	Willdan Financial Services; californiacityfinance.com

**Results**

Tables 4 and 5 detail the revenues and expenditures to the City's General and Road Funds resulting from the annexation of each boundary alternative. The analysis makes no assumptions regarding the final terms of revenue sharing between the City and County. The tables below show the municipal costs and revenues for each scenario.

In the event of annexation, the manner in which the property tax and other revenues are allocated between the City and County would be based on negotiations between the City and County. Based on the City's current levels of service, as defined by the FY 2009-09 City budget, the annexation of the Study Area would require additional revenue sources from the City to achieve fiscal neutrality. Furthermore, once County property, sales, and/or transient occupancy tax sharing requirements are determined, the City, in our opinion, would be required to find additional revenue to achieve fiscal neutrality.

Table 4: Net Revenue Summary - Scenario 1 (2009\$)

Department	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
<b>Revenues</b>										
Property Tax	\$ 11,980,000	\$ 11,897,000	\$ 11,796,000	\$ 11,713,000	\$ 11,632,000	\$ 11,554,000	\$ 11,477,000	\$ 11,399,000	\$ 11,327,000	\$ 11,256,000
Sales Tax	12,688,000	12,712,000	12,753,000	12,814,000	12,878,000	12,946,000	13,011,000	13,079,000	13,150,000	13,222,000
Real Property Transfer Tax	354,100	351,300	348,400	345,600	342,900	341,100	338,300	337,700	335,900	333,200
Utility Users Tax	9,790,000	9,783,000	9,787,000	9,792,000	9,798,000	9,803,000	9,809,000	9,815,000	9,821,000	9,827,000
Transient Occupancy Tax	1,388,000	1,386,000	1,386,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000
Business Operations Taxes	1,496,000	1,497,000	1,498,000	1,498,000	1,499,000	1,500,000	1,501,000	1,502,000	1,503,000	1,504,000
Licenses, Permits	2,440,000	2,441,000	2,442,000	2,443,000	2,444,000	2,446,000	2,447,000	2,449,000	2,450,000	2,452,000
Inter Governmental Revenues	8,114,000	8,117,000	8,120,000	8,125,000	8,129,000	8,134,000	8,139,000	8,143,000	8,149,000	8,154,000
Contributions from other funds	3,812,000	3,814,000	3,815,000	3,817,000	3,819,000	3,821,000	3,824,000	3,826,000	3,828,000	3,831,000
Vehicle License Fees	250,000	255,000	262,000	271,000	280,000	290,000	300,000	311,000	322,000	335,000
<b>Total - Revenue</b>	<b>\$ 52,282,100</b>	<b>\$ 52,246,300</b>	<b>\$ 52,210,400</b>	<b>\$ 52,206,600</b>	<b>\$ 52,209,900</b>	<b>\$ 52,223,100</b>	<b>\$ 52,234,300</b>	<b>\$ 52,249,700</b>	<b>\$ 52,273,900</b>	<b>\$ 52,302,200</b>
<b>Costs</b>										
Mayor and City Council	\$ 464,000	\$ 454,000	\$ 464,000	\$ 465,000	\$ 465,000	\$ 465,000	\$ 465,000	\$ 466,000	\$ 466,000	\$ 466,000
City Attorney	725,000	725,000	725,000	726,000	726,000	726,000	727,000	727,000	728,000	728,000
City Clerk	224,000	224,000	224,000	224,000	225,000	225,000	225,000	225,000	225,000	225,000
City Manager	461,000	461,000	461,000	461,000	462,000	462,000	463,000	463,000	463,000	463,000
City Treasurer	318,000	318,000	318,000	318,000	319,000	319,000	319,000	319,000	319,000	320,000
Code Enforcement	2,259,000	2,259,000	2,260,000	2,261,000	2,263,000	2,264,000	2,265,000	2,267,000	2,269,000	2,269,000
Community Development	4,776,000	4,777,000	4,779,000	4,782,000	4,784,000	4,787,000	4,790,000	4,793,000	4,796,000	4,799,000
Convention, Culture & Leisure	1,238,000	1,238,000	1,239,000	1,239,000	1,240,000	1,241,000	1,241,000	1,242,000	1,243,000	1,244,000
Economic Development	397,000	397,000	398,000	398,000	399,000	400,000	401,000	402,000	403,000	404,000
Finance	1,371,000	1,372,000	1,372,000	1,373,000	1,374,000	1,374,000	1,375,000	1,376,000	1,377,000	1,378,000
General Services (Includes Animal Care)	2,878,000	2,878,000	2,879,000	2,880,000	2,881,000	2,882,000	2,883,000	2,884,000	2,885,000	2,886,000
Human Resources	688,000	688,000	689,000	689,000	689,000	690,000	690,000	691,000	691,000	692,000
Information Technology	1,579,000	1,579,000	1,580,000	1,581,000	1,582,000	1,583,000	1,583,000	1,584,000	1,585,000	1,586,000
Labor Relations	176,000	176,000	176,000	176,000	177,000	177,000	177,000	177,000	177,000	177,000
Neighborhood Services	296,000	296,000	296,000	297,000	297,000	297,000	297,000	297,000	297,000	298,000
Planning	592,000	592,000	593,000	593,000	593,000	594,000	594,000	594,000	595,000	595,000
Police	25,483,000	25,747,000	26,014,000	26,289,000	26,566,000	26,846,000	27,131,000	27,419,000	27,709,000	28,005,000
Transportation	2,333,000	2,333,000	2,334,000	2,336,000	2,337,000	2,338,000	2,340,000	2,341,000	2,342,000	2,344,000
Non-Departmental	7,611,000	7,614,000	7,616,000	7,621,000	7,625,000	7,629,000	7,634,000	7,638,000	7,643,000	7,647,000
<b>Total</b>	<b>\$ 53,869,000</b>	<b>\$ 54,136,000</b>	<b>\$ 54,417,000</b>	<b>\$ 54,709,000</b>	<b>\$ 55,004,000</b>	<b>\$ 55,298,000</b>	<b>\$ 55,599,000</b>	<b>\$ 55,905,000</b>	<b>\$ 56,212,000</b>	<b>\$ 56,526,000</b>
<b>Net Revenue</b>	<b>\$ (1,586,900)</b>	<b>\$ (1,891,700)</b>	<b>\$ (2,206,600)</b>	<b>\$ (2,502,400)</b>	<b>\$ (2,794,100)</b>	<b>\$ (3,074,900)</b>	<b>\$ (3,364,700)</b>	<b>\$ (3,655,300)</b>	<b>\$ (3,938,100)</b>	<b>\$ (4,223,800)</b>
<b>Net Revenue % Costs</b>	<b>(3%)</b>	<b>(3%)</b>	<b>(4%)</b>	<b>(5%)</b>	<b>(5%)</b>	<b>(6%)</b>	<b>(6%)</b>	<b>(7%)</b>	<b>(7%)</b>	<b>(7%)</b>
<b>General Fund Operating Reserve</b>	<b>\$ (1,586,900)</b>	<b>\$ (3,478,600)</b>	<b>\$ (5,685,200)</b>	<b>\$ (8,187,600)</b>	<b>\$ (10,961,700)</b>	<b>\$ (14,056,600)</b>	<b>\$ (17,421,300)</b>	<b>\$ (21,076,600)</b>	<b>\$ (25,014,700)</b>	<b>\$ (29,238,500)</b>
<b>Gas Tax/Measure A Fund</b>										
<b>Revenues</b>										
Gas Tax	\$ 2,979,000	\$ 2,980,000	\$ 2,982,000	\$ 2,982,000	\$ 2,983,000	\$ 2,984,000	\$ 2,986,000	\$ 2,987,000	\$ 2,987,000	\$ 2,989,000
<b>Costs</b>										
Road Maintenance Costs	\$ 2,979,000	\$ 2,980,000	\$ 2,982,000	\$ 2,982,000	\$ 2,983,000	\$ 2,984,000	\$ 2,986,000	\$ 2,987,000	\$ 2,987,000	\$ 2,989,000
<b>Net Revenue</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>
<b>Net Revenue % Costs</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>
<b>Road Fund Operating Reserve</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>
<b>Net Revenue All Funds</b>	<b>\$ (1,586,900)</b>	<b>\$ (1,891,700)</b>	<b>\$ (2,206,600)</b>	<b>\$ (2,502,400)</b>	<b>\$ (2,794,100)</b>	<b>\$ (3,074,900)</b>	<b>\$ (3,364,700)</b>	<b>\$ (3,655,300)</b>	<b>\$ (3,938,100)</b>	<b>\$ (4,223,800)</b>
<b>Net Revenue % Costs</b>	<b>(3%)</b>	<b>(3%)</b>	<b>(4%)</b>	<b>(4%)</b>	<b>(5%)</b>	<b>(5%)</b>	<b>(6%)</b>	<b>(6%)</b>	<b>(7%)</b>	<b>(7%)</b>



Table 5: Net Revenue Summary - Scenario 2 (2009\$)

Department	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
<b>Revenues</b>										
Property Tax	\$ 13,883,000	\$ 13,774,000	\$ 13,669,000	\$ 13,568,000	\$ 13,472,000	\$ 13,377,000	\$ 13,285,000	\$ 13,193,000	\$ 13,106,000	\$ 13,020,000
Sales Tax	12,799,000	12,843,000	12,884,000	12,945,000	13,008,000	13,077,000	13,142,000	13,210,000	13,281,000	13,353,000
Real Property Transfer Tax	408,100	404,400	401,500	398,700	396,900	393,200	391,400	387,800	386,100	384,500
Utility Users Tax	10,440,000	10,444,000	10,447,000	10,452,000	10,456,000	10,460,000	10,470,000	10,476,000	10,483,000	10,489,000
Transient Occupancy Tax	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000
Business Operations Taxes	596,000	597,000	598,000	599,000	600,000	602,000	603,000	604,000	606,000	607,000
Licenses, Permits	2,605,000	2,605,000	2,607,000	2,608,000	2,609,000	2,611,000	2,612,000	2,614,000	2,615,000	2,617,000
Inter Governmental Revenues	8,662,000	8,665,000	8,669,000	8,673,000	8,678,000	8,683,000	8,687,000	8,692,000	8,698,000	8,703,000
Contributors from other funds	4,069,000	4,071,000	4,072,000	4,074,000	4,077,000	4,079,000	4,081,000	4,084,000	4,086,000	4,089,000
Vehicle License Fees	288,000	273,000	280,000	288,000	298,000	308,000	318,000	329,000	341,000	354,000
<b>Total - Revenue</b>	<b>\$ 55,118,100</b>	<b>\$ 55,065,400</b>	<b>\$ 55,015,900</b>	<b>\$ 54,993,700</b>	<b>\$ 54,985,900</b>	<b>\$ 54,981,200</b>	<b>\$ 54,977,400</b>	<b>\$ 54,977,900</b>	<b>\$ 54,990,100</b>	<b>\$ 55,004,500</b>
<b>Costs</b>										
Mayor and City Council	\$ 485,000	\$ 485,000	\$ 486,000	\$ 486,000	\$ 486,000	\$ 486,000	\$ 486,000	\$ 487,000	\$ 487,000	\$ 487,000
City Attorney	774,000	774,000	774,000	774,000	775,000	775,000	775,000	776,000	776,000	777,000
City Clerk	235,000	239,000	239,000	239,000	240,000	240,000	240,000	240,000	240,000	240,000
City Manager	492,000	492,000	492,000	492,000	493,000	493,000	493,000	493,000	494,000	494,000
City Treasurer	339,000	339,000	340,000	340,000	340,000	340,000	340,000	340,000	341,000	341,000
Code Enforcement	2,411,000	2,411,000	2,412,000	2,413,000	2,414,000	2,415,000	2,417,000	2,418,000	2,419,000	2,421,000
Community Development	5,098,000	5,098,000	5,100,000	5,102,000	5,104,000	5,107,000	5,110,000	5,113,000	5,116,000	5,119,000
Convention, Culture & Leisure	1,321,000	1,321,000	1,322,000	1,322,000	1,324,000	1,324,000	1,324,000	1,325,000	1,326,000	1,327,000
Economic Development	417,000	417,000	418,000	418,000	419,000	420,000	421,000	422,000	423,000	424,000
Finance	1,464,000	1,464,000	1,464,000	1,465,000	1,466,000	1,468,000	1,467,000	1,468,000	1,469,000	1,470,000
General Services (Includes Animal Care)	3,078,000	3,078,000	3,079,000	3,079,000	3,080,000	3,081,000	3,082,000	3,083,000	3,085,000	3,086,000
Human Resources	735,000	735,000	735,000	735,000	736,000	736,000	736,000	737,000	737,000	738,000
Information Technology	1,685,000	1,685,000	1,686,000	1,686,000	1,687,000	1,688,000	1,689,000	1,690,000	1,691,000	1,692,000
Labor Relations	188,000	188,000	188,000	188,000	188,000	188,000	189,000	189,000	189,000	189,000
Neighborhood Services	316,000	316,000	316,000	316,000	317,000	317,000	317,000	317,000	317,000	317,000
Planning	632,000	632,000	632,000	633,000	633,000	633,000	634,000	634,000	634,000	635,000
Police	29,094,000	29,395,000	29,702,000	30,014,000	30,330,000	30,650,000	30,973,000	31,303,000	31,635,000	31,972,000
Transportation	2,480,000	2,480,000	2,481,000	2,482,000	2,483,000	2,484,000	2,486,000	2,487,000	2,488,000	2,500,000
Non-Departmental	8,655,000	8,659,000	8,659,000	8,662,000	8,666,000	8,671,000	8,676,000	8,681,000	8,686,000	8,691,000
<b>Total</b>	<b>\$ 59,923,000</b>	<b>\$ 60,225,000</b>	<b>\$ 60,545,000</b>	<b>\$ 60,866,000</b>	<b>\$ 61,200,000</b>	<b>\$ 61,534,000</b>	<b>\$ 61,875,000</b>	<b>\$ 62,223,000</b>	<b>\$ 62,574,000</b>	<b>\$ 62,930,000</b>
<b>Net Revenue</b>	<b>\$ (4,804,900)</b>	<b>\$ (5,159,600)</b>	<b>\$ (5,529,500)</b>	<b>\$ (5,872,300)</b>	<b>\$ (6,214,100)</b>	<b>\$ (6,552,800)</b>	<b>\$ (6,897,600)</b>	<b>\$ (7,245,200)</b>	<b>\$ (7,583,900)</b>	<b>\$ (7,925,500)</b>
<b>Net Revenue % Costs</b>	<b>(9%)</b>	<b>(9%)</b>	<b>(9%)</b>	<b>(10%)</b>	<b>(10%)</b>	<b>(11%)</b>	<b>(11%)</b>	<b>(12%)</b>	<b>(12%)</b>	<b>(13%)</b>
<b>General Fund Operating Reserve</b>	<b>\$ (4,804,900)</b>	<b>\$ (9,964,500)</b>	<b>\$ (15,494,000)</b>	<b>\$ (21,366,300)</b>	<b>\$ (27,580,400)</b>	<b>\$ (34,133,200)</b>	<b>\$ (41,030,800)</b>	<b>\$ (48,276,000)</b>	<b>\$ (55,859,900)</b>	<b>\$ (63,785,400)</b>
<b>Gas Tax/Measure A Fund Revenues</b>										
<b>Costs</b>										
Road Maintenance Costs	\$ 3,186,000	\$ 3,186,000	\$ 3,189,000	\$ 3,190,000	\$ 3,190,000	\$ 3,192,000	\$ 3,193,000	\$ 3,194,000	\$ 3,196,000	\$ 3,196,000
<b>Net Revenue</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>
<b>Net Revenue % Costs</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>	<b>0%</b>
<b>Road Fund Operating Reserve</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ -</b>
<b>Net Revenue All Funds</b>	<b>\$ (4,804,900)</b>	<b>\$ (5,159,600)</b>	<b>\$ (5,529,500)</b>	<b>\$ (5,872,300)</b>	<b>\$ (6,214,100)</b>	<b>\$ (6,552,800)</b>	<b>\$ (6,897,600)</b>	<b>\$ (7,245,200)</b>	<b>\$ (7,583,900)</b>	<b>\$ (7,925,500)</b>
<b>Net Revenue % Costs</b>	<b>(8%)</b>	<b>(8%)</b>	<b>(9%)</b>	<b>(9%)</b>	<b>(10%)</b>	<b>(10%)</b>	<b>(11%)</b>	<b>(11%)</b>	<b>(12%)</b>	<b>(12%)</b>



# PROPOSED ARDEN ARCADE INCORPORATION (LAFC 07-03)

## COMPREHENSIVE FISCAL ANALYSIS

Prepared for:



Sacramento LAFCo ■ March 16, 2010

Prepared by:





# Sacramento LAFCo Commission

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# Executive Summary

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## Purpose of Study

This report presents a comprehensive fiscal analysis (CFA) of the incorporation of the Arden Arcade area of Sacramento County. The CFA is prepared in accordance with the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, Sacramento Local Agency Formation Commission (LAFCo) Policies, Standards and Procedures, and guidelines published by the Governor's Office of Planning and Research. LAFCo requires a CFA as part of each application for incorporation.

The Public Review Draft may change after LAFCo review of comments and information received during the review period. One objective of the Public Review document's financial data and analysis is to support revenue neutrality negotiations between the County and incorporation proponents.

## Key Assumptions

This analysis evaluates the feasibility of a new city government and shows forecasted revenues and expenditures of the proposed new city for the first ten years of operation, fiscal year (FY) 2011-12 (transition year) through FY 2020-21. The analysis assumes the effective date of incorporation will be July 1, 2011.

### Base Year

As required, this CFA is based on Sacramento County (County) revenue and cost data from the most recent fiscal year for which data is available, FY 2008-09, or the Base Year.

### Boundary Scenarios

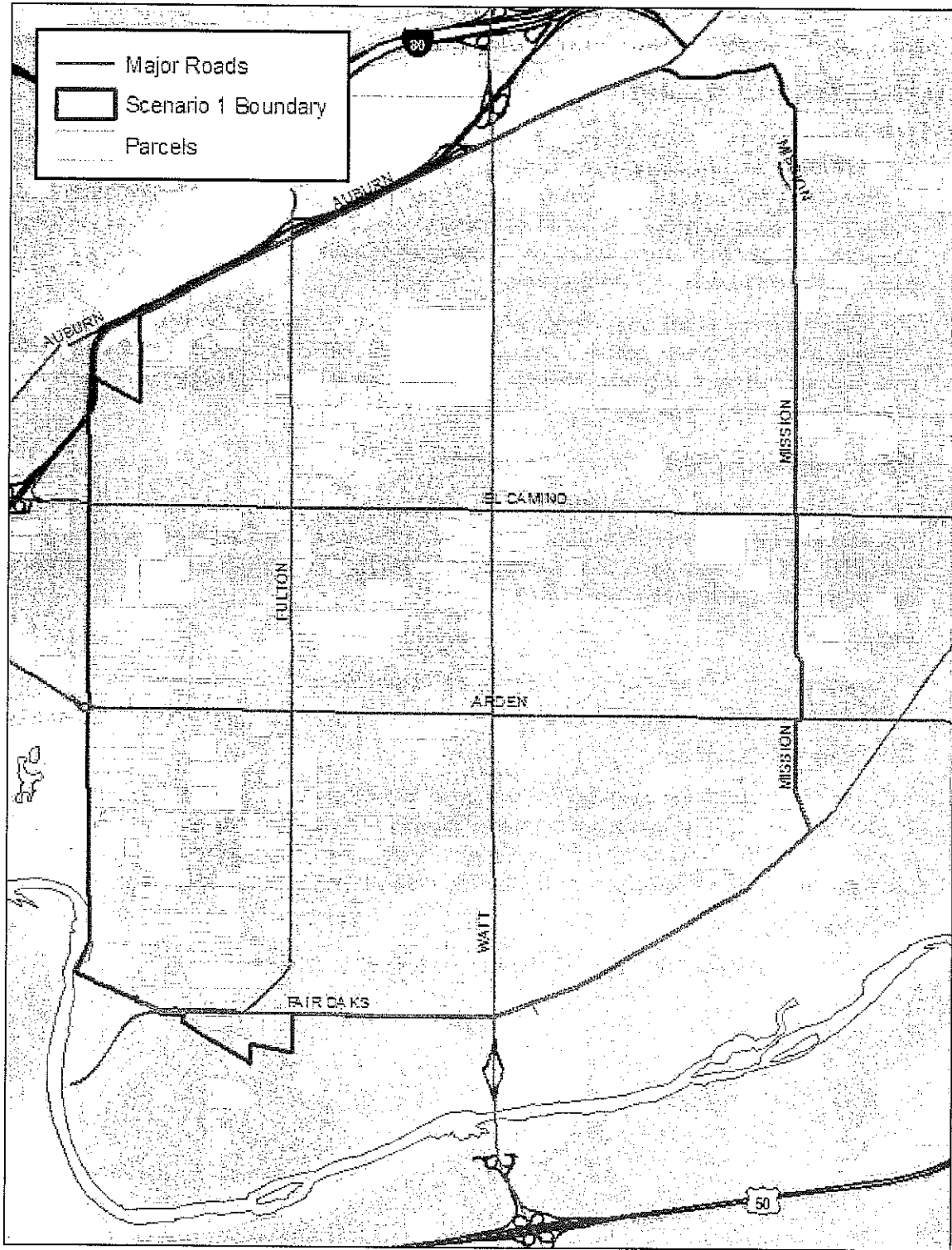
This CFA analyzed fiscal feasibility for two boundary alternatives, **Scenario 1** and **Scenario 2**. The two boundary scenarios are shown in **Figures E.1** and **E.2**, respectively. **Scenario 2** is contiguous with the County's Arden Arcade Community Plan, while **Scenario 1** removes the area south of Fair Oaks Boulevard from the proposed new city boundaries.

### Service Levels

Service levels are assumed to remain at levels funded in FY 2008-09.

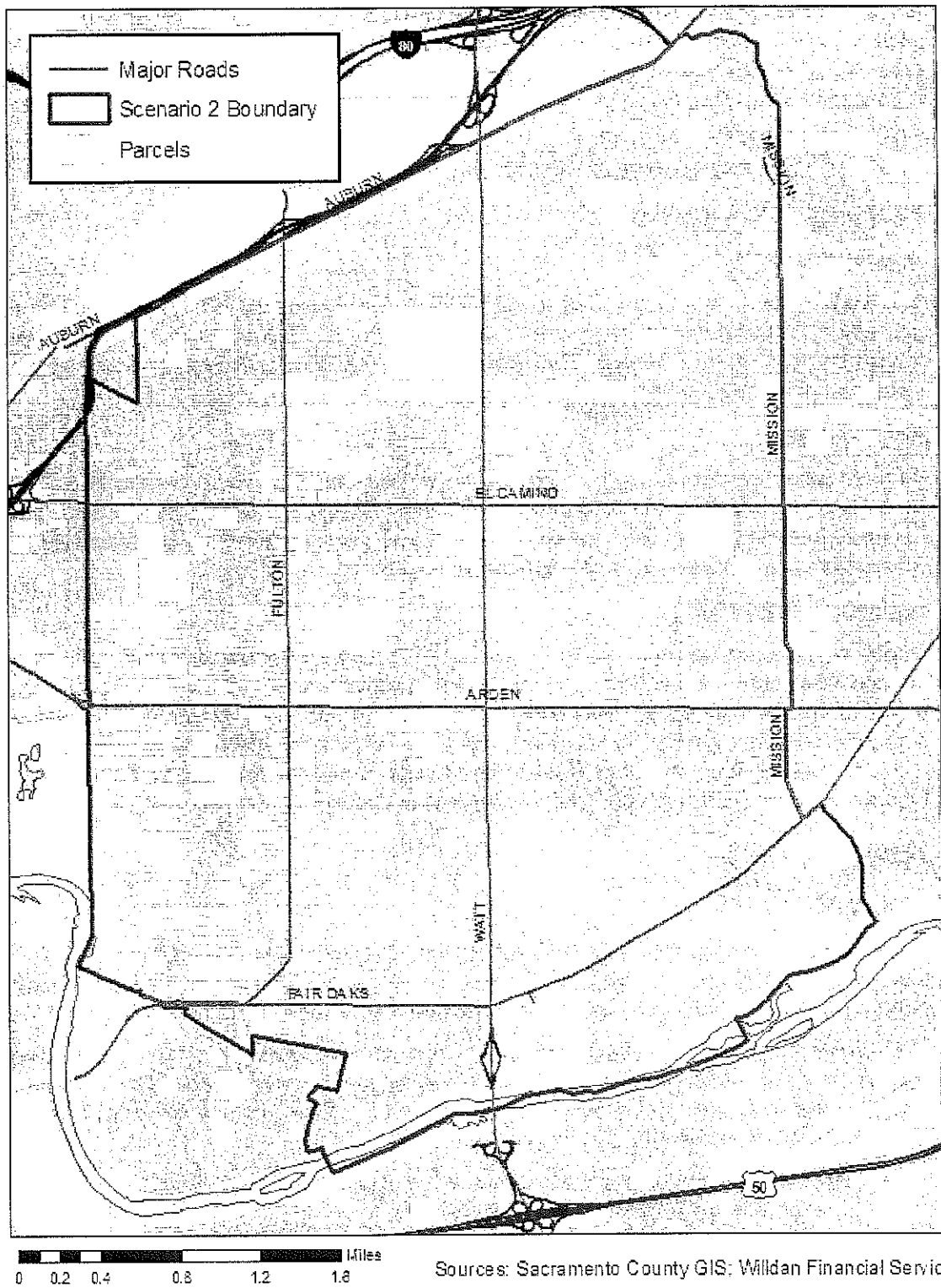


### Figure E.1: Scenario 1 Boundary



Sources: Sacramento County GIS; Willdan Financial Services

### Figure E.2: Scenario 2 Boundary



## Organization of the New City

The new city is projected to take on direct responsibility for general government services, including creation of a city council and other legislative and administrative functions. This analysis assumes that the city will contract with the County or a private firm for a number of other services including animal control, police, fire, and road maintenance. This arrangement is consistent with other recent incorporations in the County of Sacramento and the region.

This analysis looks at two funds that the new city will establish: the general fund and the road fund. Costs and revenues are examined for each fund.

## Property Tax Allocation

### ***Auditor's Ratio***

The Auditor's ratio is a factor used in calculating the property tax to be transferred to the new city. The Auditor's ratio represents that share of the net cost of County services that is funded by property tax revenues. The County Auditor's Office provided the Auditor's ratio for the purposes of this CFA.

### ***Net County Cost***

Willdan determines net county cost (the net cost of services that would be transferred over to the new city) based on our analysis of the County's FY 2008-09 actual costs and revenues. Recovered costs, such as fees for public works and planning services, are identified and subtracted from total costs to derive net cost estimates.

## Revenue Neutrality

Under the revenue neutrality law enacted in 1992, LAFCo cannot approve a proposed incorporation unless it finds that the county and affected special districts are not adversely impacted by the transfer of costs and revenues to the new city. Statutory requirements determine the revenues transferred to a new city such as property tax. If the results anticipate negative impacts, then negotiation with the County would be required to mitigate these impacts. All revenue sources may be included in the negotiations.

## Key Findings

### Fiscal Feasibility

Fiscal feasibility is evaluated based on net revenue (revenues minus costs) as a percent of total costs. Positive net revenue indicates that the new city would be fiscally feasible, while negative net revenue indicates that the new city would not be fiscally feasible.

The criteria for determining fiscal feasibility of the new city should be evaluated within the context of a reasonable range of error surrounding model assumptions. The cumulative range in error is thought to be plus or minus 10 percent. Thus, the criteria for determining fiscal feasibility are as follows:

- ♦ Positive net revenue that is more than 10 percent of total costs typically indicates that the new city is likely to be fiscally feasible;
- ♦ Negative net revenue that is more than 10 percent of total costs typically indicates that the new is not likely to be fiscally feasible; and



- Net revenue that is within plus or minus 10 percent of total costs typically indicates that the new city may be fiscally feasible.

For Sacramento LAFCo, the minimum legal requirement for making a finding of fiscal feasibility as stated in Government Code Section 56720 (e) requires the proposed city “to receive revenues sufficient to provide public services and facilities and a reasonable reserve during the three fiscal years following incorporation.” This study includes analysis over a longer period to have a more complete picture of the fiscal balance of the city, given that certain state subventions are reduced after five years pursuant to statute. The analysis includes a five percent contingency, which is assumed to be expended each year.

The results of the analysis are presented in Tables E.1 and E.2. Results are separated for the new city’s general fund and road fund, and shown for both funds combined. Both Scenarios meet Sacramento County LAFCo’s requirements for making a finding of fiscal feasibility.

### Revenue Neutrality

In this study the County of Sacramento is the only agency that might be negatively affected by the incorporation. The fiscal feasibility finding for both scenarios may be affected by the outcome of negotiations with the County to mitigate the negative impact.

The CFA will be used by the County of Sacramento and incorporation proponents (Arden Arcade Incorporation Committee-AAIC) to negotiate the terms and conditions of the revenue neutrality payments. In the event the terms and conditions of revenue neutrality payments cannot be reached, Sacramento LAFCo will request assistance from Willdan to assist LAFCo in developing appropriate terms and conditions to mitigate the negative financial loss to the County of Sacramento that would result if the incorporation is approved.

Per direction from Sacramento County LAFCo, estimated revenue neutrality payments have been included in the analysis in order to determine if the proposed incorporation would be viable during the ten (10) years following the incorporation based on Sacramento LAFCo policies. Because the terms and conditions of the revenue neutrality agreement have not been determined, this analysis shows a revenue neutrality amount for illustrative purposes only. The revenue neutrality payment series for the transition year is shown separately from the remaining nine years of the analysis.

### Conclusion

Each scenario in this analysis shows net revenue that is within plus or minus 10 percent of total costs. Additionally, each scenario maintains a fund balance in excess of 10 percent of operating revenue annually. As such, the analysis shows that each scenario meets the aforementioned criteria for determining fiscal feasibility.

Table E.1: Net Revenue Summary - Scenario 1 (2009\$)

General Fund	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
<b>Revenues</b>										
Property Taxes	\$ -	\$ 6,604,000	\$ 6,555,000	\$ 6,509,000	\$ 6,462,000	\$ 6,420,000	\$ 6,376,000	\$ 6,334,000	\$ 6,293,000	\$ 6,253,000
Sales Tax	4,751,000	12,712,000	12,753,000	12,814,000	12,878,000	12,946,000	13,011,000	13,079,000	13,150,000	13,222,000
Property Transfer Tax	354,100	351,300	348,400	345,600	342,900	341,100	338,300	335,500	332,700	330,000
Business Licenses	-	267,800	268,200	268,800	269,400	270,000	270,600	271,200	271,800	272,500
Transient Occupancy Tax	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000
Utility User Tax	2,616,000	2,617,000	2,618,000	2,619,000	2,620,000	2,621,000	2,622,000	2,623,000	2,624,000	2,625,000
Franchise Fees	476,000	476,000	476,000	477,000	477,000	477,000	477,000	477,000	477,000	478,000
Fines and Penalties	696,000	696,000	696,000	696,000	696,000	697,000	698,000	699,000	700,000	701,000
Charges for Services	-	1,314,000	2,050,000	2,268,000	2,289,000	2,311,000	2,334,000	2,355,000	2,379,000	2,403,000
Vehicle License Fees	4,601,000	6,904,000	6,446,000	5,987,000	5,528,000	5,069,000	4,610,000	4,152,000	3,693,000	3,234,000
Use of Money & Property <sup>1</sup>	149,000	333,000	336,000	334,000	329,000	325,000	321,000	317,000	313,000	309,000
<b>Total Revenues</b>	<b>\$ 15,031,100</b>	<b>\$ 33,663,100</b>	<b>\$ 33,933,600</b>	<b>\$ 33,709,400</b>	<b>\$ 33,278,300</b>	<b>\$ 32,854,100</b>	<b>\$ 32,444,900</b>	<b>\$ 32,035,900</b>	<b>\$ 31,627,000</b>	<b>\$ 31,224,000</b>
<b>Costs</b>										
City Council	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000
City Manager	305,000	425,000	480,000	485,000	489,000	494,000	500,000	504,000	509,000	515,000
City Attorney	406,000	410,000	414,000	418,000	422,000	426,000	431,000	435,000	439,000	444,000
City Clerk	336,000	376,000	510,000	553,000	520,000	562,000	531,000	574,000	541,000	584,000
Administrative Services	458,000	701,000	1,283,000	1,348,000	1,361,000	1,374,000	1,390,000	1,402,000	1,418,000	1,431,000
Development Services	-	2,060,000	2,879,000	3,252,000	2,861,000	2,889,000	2,917,000	2,944,000	2,971,000	3,004,000
Police	-	14,178,000	14,323,000	14,474,000	14,627,000	14,782,000	14,936,000	15,097,000	15,256,000	15,418,000
Animal Control	-	388,000	389,000	389,000	389,000	389,000	389,000	389,000	389,000	389,000
Property Tax Administration <sup>2</sup>	-	201,000	200,000	199,000	197,000	196,000	194,000	193,000	192,000	191,000
Non-Departmental	291,000	452,000	714,000	701,000	746,000	749,000	752,000	754,000	757,000	760,000
Contingency @ 5 percent	96,000	1,013,000	1,124,000	1,151,000	1,141,000	1,154,000	1,163,000	1,176,000	1,186,000	1,200,000
Transition Year Repayment <sup>3</sup>	-	179,000	184,400	189,900	195,600	201,000	-	-	-	-
First Year Revenue Neutrality Repayment <sup>4</sup>	1,719,000	1,771,000	1,824,000	1,879,000	1,935,000	-	-	-	-	-
Annual Revenue Neutrality Payment <sup>5</sup>	-	8,564,000	8,560,000	8,567,000	8,574,000	8,586,000	8,595,000	8,607,000	8,620,000	8,634,000
<b>Total</b>	<b>\$ 3,671,000</b>	<b>\$ 30,774,000</b>	<b>\$ 33,042,400</b>	<b>\$ 33,663,900</b>	<b>\$ 33,515,600</b>	<b>\$ 31,860,000</b>	<b>\$ 31,858,000</b>	<b>\$ 32,133,000</b>	<b>\$ 32,339,000</b>	<b>\$ 32,628,000</b>
<b>Net Revenue</b>	<b>\$ 11,360,100</b>	<b>\$ 2,889,100</b>	<b>\$ 891,200</b>	<b>\$ 41,500</b>	<b>\$ (237,300)</b>	<b>\$ 1,004,100</b>	<b>\$ 566,900</b>	<b>\$ 362,900</b>	<b>\$ 211,800</b>	<b>\$ (18,300)</b>
<b>Net Revenue % Costs</b>	<b>9%</b>	<b>8%</b>	<b>3%</b>	<b>0%</b>	<b>(1%)</b>	<b>3%</b>	<b>2%</b>	<b>1%</b>	<b>1%</b>	<b>(0%)</b>
General Fund Operating Reserve	\$ 11,360,100	\$ 14,249,200	\$ 15,140,400	\$ 15,181,900	\$ 14,944,600	\$ 15,948,700	\$ 16,535,600	\$ 16,898,500	\$ 17,110,300	\$ 17,092,000
<b>Road Maintenance Fund</b>										
<b>Revenues</b>										
Gas Tax	\$ 6,528,300	\$ 6,529,300	\$ 6,529,300	\$ 6,530,300	\$ 6,530,300	\$ 6,533,300	\$ 6,533,300	\$ 6,533,300	\$ 6,533,300	\$ 6,533,300
Interest Earnings	-	193,000	38,000	32,000	31,000	30,000	29,000	28,000	27,000	26,000
<b>Total</b>	<b>\$ 6,528,300</b>	<b>\$ 6,722,300</b>	<b>\$ 6,529,300</b>	<b>\$ 6,530,300</b>	<b>\$ 6,530,300</b>	<b>\$ 6,533,300</b>	<b>\$ 6,533,300</b>	<b>\$ 6,533,300</b>	<b>\$ 6,533,300</b>	<b>\$ 6,533,300</b>
<b>Costs</b>										
Road Maintenance	\$ -	\$ 4,297,000	\$ 4,297,000	\$ 4,298,000	\$ 4,298,000	\$ 4,299,000	\$ 4,300,000	\$ 4,300,000	\$ 4,300,000	\$ 4,301,000
Contingency @ 5 percent	-	215,000	215,000	215,000	215,000	215,000	215,000	215,000	215,000	215,000
One-time Incorporation Costs	80,000	-	-	-	-	-	-	-	-	-
County Repayment <sup>3</sup>	-	928,000	957,000	986,000	1,016,000	1,046,000	-	-	-	-
<b>Total Costs</b>	<b>\$ 80,000</b>	<b>\$ 5,441,000</b>	<b>\$ 5,469,000</b>	<b>\$ 5,499,000</b>	<b>\$ 5,529,000</b>	<b>\$ 5,560,000</b>	<b>\$ 5,515,000</b>	<b>\$ 5,515,000</b>	<b>\$ 5,515,000</b>	<b>\$ 5,516,000</b>
<b>Net Revenue</b>	<b>\$ 6,448,300</b>	<b>\$ 1,281,300</b>	<b>\$ 1,060,300</b>	<b>\$ 1,031,300</b>	<b>\$ 1,001,300</b>	<b>\$ 973,300</b>	<b>\$ 2,018,300</b>	<b>\$ 1,433,300</b>	<b>\$ 1,436,300</b>	<b>\$ 1,436,300</b>
<b>Net Revenue % Costs</b>	<b>32%</b>	<b>24%</b>	<b>19%</b>	<b>19%</b>	<b>18%</b>	<b>18%</b>	<b>45%</b>	<b>32%</b>	<b>32%</b>	<b>32%</b>
Road Fund Operating Reserve	\$ 6,448,300	\$ 7,730,600	\$ 8,790,900	\$ 9,822,200	\$ 10,823,500	\$ 11,796,800	\$ 13,815,100	\$ 15,250,400	\$ 16,686,700	\$ 18,123,000
<b>Net Revenue All Funds</b>	<b>\$ 17,809,400</b>	<b>\$ 4,170,400</b>	<b>\$ 1,951,500</b>	<b>\$ 1,072,800</b>	<b>\$ 764,000</b>	<b>\$ 1,977,400</b>	<b>\$ 2,605,200</b>	<b>\$ 1,798,200</b>	<b>\$ 1,648,100</b>	<b>\$ 1,418,000</b>
<b>Net Revenue % Costs</b>	<b>12%</b>	<b>8%</b>	<b>5%</b>	<b>3%</b>	<b>2%</b>	<b>5%</b>	<b>7%</b>	<b>5%</b>	<b>4%</b>	<b>4%</b>

<sup>1</sup>1% of General Fund revenue based on survey of budgets of other cities in Sacramento County.  
<sup>2</sup>Property tax administration costs estimated at 3.05% of gross property tax revenue.  
<sup>3</sup>Repayment cost accounts for animals services, development services, road maintenance (public works) and sheriff department services. The County is obligated to provide for the first year of service. Includes 3% annual interest. See Table 6.6.  
<sup>4</sup>Revenue neutrality payments in this scenario estimated per direction from LAFCo. The terms and conditions of the revenue neutrality agreement have not been determined, however, an amount has been shown for illustrative purposes only.  
 Sources: Tables 4.5, 4.9, 4.15, 5.10, 5.12, 5.14, 5.19 and 6.5; Willdan Financial Services.

Table E.2: Net Revenue Summary - Scenario 2 (2009\$)

General Fund	FY Ending	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
		2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
<b>Revenues</b>											
Property Taxes	\$	4,800,000	6,855,000	6,800,000	6,752,000	6,703,000	6,656,000	6,610,000	6,564,000	6,520,000	6,478,000
Sales Tax		406,100	12,843,000	12,884,000	12,945,000	13,009,000	13,077,000	13,142,000	13,210,000	13,281,000	13,353,000
Property Transfer Tax		-	404,400	401,500	398,700	396,900	393,200	391,400	387,800	386,100	384,500
Business Licenses		-	289,900	290,300	290,800	291,400	292,100	292,700	293,300	294,000	294,700
Transient Occupancy Tax		1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000
Utility User Tax		2,798,000	2,799,000	2,800,000	2,800,000	2,801,000	2,802,000	2,803,000	2,804,000	2,806,000	2,807,000
Franchise Fees		509,000	510,000	510,000	510,000	510,000	510,000	510,000	511,000	511,000	511,000
Fines and Penalties		742,000	743,000	743,000	743,000	743,000	744,000	745,000	745,000	745,000	745,000
Charges for Services		-	1,314,000	2,050,000	2,298,000	2,289,000	2,311,000	2,334,000	2,355,000	2,379,000	2,403,000
Vehicle License Fees		4,921,000	7,364,000	6,893,000	6,403,000	5,912,000	5,421,000	4,930,000	4,932,000	4,934,000	4,936,000
Use of Money & Property <sup>1</sup>		156,000	345,000	348,000	345,000	340,000	336,000	331,000	332,000	332,000	333,000
<b>Total Revenues</b>	\$	15,722,100	34,875,300	35,107,800	34,843,500	34,363,300	33,930,300	33,477,100	33,522,100	33,576,100	33,633,200
<b>Costs</b>											
City Council	\$	58,000	58,000	58,000	58,000	58,000	58,000	58,000	58,000	58,000	58,000
City Manager		305,000	425,000	480,000	485,000	489,000	494,000	500,000	504,000	508,000	515,000
City Attorney		406,000	410,000	414,000	418,000	422,000	426,000	431,000	435,000	444,000	444,000
City Clerk		336,000	380,000	510,000	557,000	520,000	566,000	531,000	578,000	541,000	588,000
Administrative Services		458,000	701,000	1,283,000	1,348,000	1,351,000	1,374,000	1,380,000	1,402,000	1,418,000	1,431,000
Development Services		-	2,050,000	2,979,000	3,252,000	2,861,000	2,869,000	2,917,000	2,944,000	2,974,000	3,004,000
Police		-	15,133,000	15,289,000	15,614,000	15,778,000	15,946,000	16,114,000	16,285,000	16,459,000	16,459,000
Animal Control		-	415,000	416,000	416,000	416,000	416,000	416,000	416,000	416,000	417,000
Property Tax Administration <sup>2</sup>		-	209,000	207,000	206,000	204,000	203,000	202,000	200,000	199,000	198,000
Non-Departmental		291,000	452,000	714,000	701,000	746,000	749,000	752,000	754,000	757,000	760,000
Contingency @ 5 percent		98,000	1,065,000	1,176,000	1,205,000	1,194,000	1,208,000	1,218,000	1,232,000	1,242,000	1,257,000
Transition Year Repayment <sup>3</sup>		-	270,000	278,000	286,000	295,000	304,000	-	-	-	-
First Year Revenue Neutrality Repayment <sup>4</sup>		1,734,000	1,786,000	1,840,000	1,895,000	1,952,000	2,008,000	2,064,000	2,120,000	2,176,000	2,232,000
Annual Revenue Neutrality Payment <sup>4</sup>		-	8,638,000	8,632,000	8,638,000	8,645,000	8,654,000	8,662,000	8,672,000	8,684,000	8,697,000
<b>Total</b>	\$	3,686,000	32,002,000	34,276,000	34,915,000	34,777,000	33,119,000	33,023,000	33,309,000	33,522,000	33,828,000
<b>Net Revenue</b>	\$	12,036,100	2,873,300	831,800	(71,500)	(393,700)	811,300	454,100	213,100	54,100	(194,800)
<b>Net Revenue % Costs</b>		9%	2%	2%	(0%)	(1%)	2%	1%	1%	0%	(1%)
<b>General Fund Operating Reserve</b>	\$	12,036,100	14,909,400	15,741,200	15,669,700	15,276,000	16,087,300	16,541,400	16,754,500	16,808,600	16,613,800
<b>Road Maintenance Fund</b>											
<b>Revenues</b>											
Gas Tax	\$	7,097,300	7,099,300	7,099,300	7,100,300	7,102,300	7,103,300	7,103,300	7,103,300	7,103,300	7,103,300
Interest Earnings		211,000	40,000	40,000	33,000	32,000	31,000	30,000	29,000	28,000	27,000
<b>Total</b>	\$	7,097,300	7,310,300	7,099,300	7,100,300	7,102,300	7,103,300	7,103,300	7,103,300	7,103,300	7,103,300
<b>Costs</b>											
Road Maintenance	\$	-	4,709,000	4,709,000	4,709,000	4,710,000	4,711,000	4,711,000	4,712,000	4,712,000	4,713,000
Contingency @ 5 percent		-	235,000	235,000	235,000	236,000	236,000	236,000	236,000	236,000	236,000
One-time Incorporation Costs		80,000	-	-	-	-	-	-	-	-	-
County Repayment <sup>3</sup>		-	1,018,000	1,049,000	1,080,000	1,112,000	1,145,000	-	-	-	-
<b>Total Costs</b>	\$	80,000	5,962,000	5,993,000	6,024,000	6,056,000	6,092,000	6,127,000	6,163,000	6,199,000	6,235,000
<b>Net Revenue</b>	\$	7,017,300	1,348,300	1,105,300	1,076,300	1,044,300	1,010,300	2,156,300	1,532,300	1,533,300	1,534,300
<b>Net Revenue % Costs</b>		23%	18%	18%	17%	17%	17%	44%	31%	31%	31%
<b>Road Fund Operating Reserve</b>	\$	7,017,300	8,365,600	9,471,900	10,548,200	11,592,600	12,602,800	14,759,100	16,291,400	17,824,700	19,359,000
<b>Net Revenue All Funds</b>	\$	19,053,400	4,221,600	1,938,100	1,004,800	650,600	1,821,600	2,610,400	1,745,400	1,587,400	1,339,500
<b>Net Revenue % Costs</b>		11%	5%	5%	2%	2%	5%	7%	5%	4%	3%

<sup>1</sup> % of General Fund revenue based on survey of budgets of other cities in Sacramento County.  
<sup>2</sup> Property tax administration costs estimated at 3.05% of gross property tax revenue.  
<sup>3</sup> Repayment cost accounts for animal services, development services, road maintenance (public works) and sheriff department services the County is obligated to provide for the first year of service. Includes 3% annual interest. See Table 6.6.  
<sup>4</sup> Revenue neutrality payments in this scenario estimated per direction from LAFCo. The terms and conditions of the revenue neutrality agreement have not been determined, however, an amount has been shown for illustrative purposes only.  
 Sources: Tables 4.7, 4.10, 4.16, 5.11, 5.13, 5.15, 5.20 and 6.6; Willdan Financial Services.



# 1. Introduction

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This chapter provides background on the Arden Arcade area and explains the reasons for and objectives of this study. This CFA is prepared in accordance with the Cortese-Knox-Hertzberg Local Government Reorganization Act of 2000, LAFCo policies and procedures, and guidelines published by the Governor's Office of Planning and Research.

This analysis is based on the latest available Sacramento County budget actuals (FY 2008-09).

## Background

The Arden Arcade area is a community of significant commercial corridors and well established residential neighborhoods bounded generally on the north by Auburn Boulevard, on the west by Ethan Way, and on the East by Mission Ave. The community has nearly 100,000 residents and 40,000 jobs today, and was developed primarily between 1950 and 1980, before production housing construction was common in the region.

The community has a central position in the Sacramento Metropolitan Area's housing and retail markets as the major suburban link between the City of Sacramento on the west and Carmichael, another unincorporated area, on the east. Significant redevelopment activity now defines the pattern of growth, and investment by public agencies in a wide variety of utility and roadway infrastructure has recently occurred.

While many of Arden-Arcade's chief public and commercial assets are community- and neighborhood-serving in scale, many of the community's key activity centers attract people from a larger area within the region:

- ◆ Retail centers, many of them renovated since 2000, at the intersections of Fair Oaks at Fulton, Fair Oaks at Watt, Arden at Watt, Arden at Howe, El Camino at Watt, El Camino at Fulton, and Alta Arden at Fulton;
- ◆ Del Paso Country Club;
- ◆ Howe Park and other sizeable parks bordering Arden Arcade's neighbors; and
- ◆ Two corridors of clustered vehicle sales and service businesses stretching along Auburn Boulevard and Fulton Avenue.

This report will evaluate whether the incorporation of this community is fiscally feasible. The benefits of incorporation include:

- ◆ Local control of property and local sales taxes;
- ◆ Local control over land use policy;
- ◆ Local control over public facilities and infrastructure;
- ◆ Local control over services such as public safety; and
- ◆ Maintenance of community identity without risk of annexation by neighboring cities.

## Assumptions

This analysis evaluates the feasibility of a new city government. The assumed effective date of incorporation is July 1, 2011. The results presented in this report show forecasted revenues and expenditures of the proposed new city for the first ten years of operation, FY 2011-12 (transition year) through FY 2020-21.

### Incorporation Scenario

This CFA includes two boundary scenarios, Scenario 1 and Scenario 2. Scenario 2 is contiguous with the County's Arden Arcade Community Plan and is generally bounded on the south by the American River, while Scenario 1 removes the area south of Fair Oaks Boulevard from the proposed new city boundaries.

### Cost and Revenue Assumptions

This study focuses on ongoing (operating and maintenance) costs to provide service to the Arden Arcade community. Ongoing costs are typically the focus of fiscal analysis because of the need for public agencies to generate a balanced budget on an annual basis. A suggested staffing plan is presented based on Willdan's experience with other cities. Other service costs are presented based on an analysis of the County budget.

#### ***Real (Constant 2009) Dollars***

All model results are calculated in real (2009 constant) dollars, because inflation is assumed to equally affect both revenues and costs going forward.

All revenue factors except property tax projections are based on 2009 estimates and held constant over the planning horizon. As discussed in Chapter 5, property tax is based on assessed values that are adjusted within the parameters of Proposition 13.

Some cost factors, including salary rates and contract costs, include a one percent annual real increase (before inflation). For personnel costs, this increase reflects standard public agency compensation policies that provide increases for length of service (often called "step" increases). These increases can average five percent annually in addition to cost-of-living increases (inflation), but when a new employee is hired the salary drops back to the first step. Assuming a one percent real increase in personnel and contract costs (before inflation) is reasonable based on analysis of these costs from other cities.

#### ***Capital Improvement Costs***

This analysis evaluates the fiscal feasibility of ongoing operations under the new city's General Fund, and Road Fund. It does not evaluate the need for, or financing of, capital improvements.

The transfer of potential impact fee revenues is subject to negotiations between the new city and the County.

### Revenue Neutrality

As indicated in *California Government Code* section 56845, the incorporation of a new city should not generate a negative fiscal impact on affected agencies. Fiscal impact is determined by comparing the revenues and service delivery costs transferred from the County to the new city. If the revenues transferred by the agency to the new city are greater than the

current cost of services transferred, the incorporation would generate a negative fiscal impact on the agency. In that case the new city may be obligated to make revenue neutrality payments to the County.

Per direction from Sacramento County LAFCo, estimated revenue neutrality payments have been included in the analysis in order to determine if the proposed incorporation would be viable during the ten (10) years following the incorporation based on Sacramento LAFCo policies. Because the terms and conditions of the revenue neutrality agreement have not been determined, this analysis shows a revenue neutrality payment amount for illustrative purposes only. The revenue neutrality payment series for the transition year is shown separately from the remaining nine years of the analysis.



## 2. Population, Employment, and Land Use

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This chapter describes the existing and projected population, employment, and land uses in Arden Arcade.

### Existing Development

Table 2.1 shows the estimates of 2009 resident population, employees, and service population in four areas: countywide, for the unincorporated area only, and for the two incorporation scenarios. The existing resident population estimates of 92,006 and 98,402 respectively for the two scenarios are based on US Census and California Department of Finance data.

Since some of the data collected by the 2010 Census will not be released until late this year, Census 2000 population estimates were interpolated to 2009 using a growth rate from the City of Sacramento because the Arden Arcade area's land use more closely reflects the city than the unincorporated county as a whole.<sup>1</sup> The estimates of employees working within the boundaries of the plan were provided by the State of California Employment Development Department (EDD) wage and salary survey data (Fourth Quarter - 2008).

Service population is comprised of the individuals utilizing a particular county or city service. Different services have different service populations. Some services serve residents only. Others also serve commercial and industrial development, and employees are used as a proxy. In order to estimate the impact of commercial development on services that are assumed to benefit commercial as well as residential uses, employees are weighted at a factor of 0.31. This number is calculated based on the average number of work hours in a week over the total number of non-work hours in a week ( $40 / 128 = 0.31$ ).

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<sup>1</sup> Consistent with population projections provided by Michael Brandman Associates, September 15, 2009.

**Table 2.1: Current Service Population (2009)**

	<u>County</u>		<u>Arden Arcade</u>	
	Unincorp- orated	Countywide	Scenario 1	Scenario 2
Residents (A)	565,309	1,433,187	92,006	98,402
Employees <sup>1</sup> (B)	187,409	633,500	39,429	41,487
Weighted Employees @ 0.31 (C = B x 0.31)	58,097	196,385	12,223	12,861
Total (D = A + C)	623,400	1,629,600	104,200	111,300

<sup>1</sup> Unincorporated area employment is a rough estimate based reducing the countywide employment to resident ratio by 25% in the unincorporated area.

Sources: California Department of Finance, E-5 City/County Population and Housing Estimates, 2009; California Employment Development Department; Willdan Financial Services.

## Development Projections

The development projections used in this study are based on an analysis of vacant parcels within the study area. **Table 2.2** displays the development projections used in this study in terms of dwelling units and equivalent residents and employees. Vacant parcel data available in the Sacramento County GIS data library as of April 2009 was used to identify the vacant parcels, parcel size and land use classification. Based on the assumptions contained in **Appendix Table A.1**, the vacant parcel data was used to create development projections.

Approximately 122 residential units and 259,000 square feet of non-residential building space in Scenario 1, and 136 residential units and 259,000 square feet of non-residential building space in Scenario 2, are assumed to be absorbed by 2021. Additionally, the data indicates that no industrial development is projected in either boundary scenario.

The growth projection method applied in this analysis is more conservative compared to many other methods that might have been selected. In most cases, new development produces more revenue per unit built than existing development. Using conservative data is appropriate in order to produce an estimate of revenue that is more likely to understate than to overstate actual city revenues. This consideration is particularly relevant given today's economic climate.

**Table 2.2: Summary of Future Development**

<b>Land Use</b>	<b>Projected DU/KSF (2009 2020)</b>	<b>Equivalent Residents and Employees</b>
<b>Scenario 1</b>		
<i>Residential (dwelling units)</i>		
Single Family	86	234
Multi-family	36	67
	122	301
<i>Nonresidential (sq. ft.)</i>		
Retail	177,000	443
Office	82,000	328
Industrial	-	-
Total - Nonresidential	259,000	771
<b>Scenario 2</b>		
<i>Residential (dwelling units)</i>		
Single Family	96	261
Multi-family	40	74
	136	335
<i>Nonresidential (sq. ft.)</i>		
Retail	177,000	443
Office	82,000	328
Industrial	-	-
Total - Nonresidential	259,000	771

Sources: Sacramento County GIS, Vacant Parcels in Arden Arcade Community, April 28, 2009; SACOG; Table A.1; Willdan Financial Services.

## Projected Service Population

The projected absorption of residential and nonresidential development was prepared using the data described above and is shown in **Table 2.3** for Scenario 1 and in **Table 2.6** for Scenario 2. The rate of absorption begins slowly to reflect the recovery from the current recession. Cumulative absorption is shown in **Tables 2.4** and **2.7**, respectively. The corresponding projected service population by year is shown in **Tables 2.6** and **2.8**. As with all tables in this report, "Year 1," the initial year of incorporation, is given as FY 2011-12.



Table 2.3: Projected Development Absorption (Scenario 1)

FY Ending	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	Total
<i>Residential (dwelling units)</i>														
Single Family	-	-	3	4	6	6	9	9	9	10	10	10	10	86
Multi-family	-	-	1	2	2	3	4	4	4	4	4	4	4	36
Total	-	-	4	6	8	9	13	13	13	14	14	14	14	122
<i>Nonresidential (sq. ft.)</i>														
Retail	-	-	5,310	8,850	12,390	12,390	17,700	19,470	19,470	19,470	19,470	21,240	21,240	177,000
Office	-	-	2,460	4,100	5,740	5,740	8,200	9,020	9,020	9,020	9,020	9,840	9,840	82,000
Industrial	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Total	-	-	7,770	12,950	18,130	18,130	25,900	28,490	28,490	28,490	28,490	31,080	31,080	259,000

Sources: Table 2.2; Willdan Financial Services.

Table 2.4: Cumulative Absorption of New Development (Scenario 1)

FY Ending	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	Total
<i>Residential (dwelling units)</i>														
Single Family	-	-	3	7	13	19	28	37	46	56	66	76	86	86
Multi-family	-	-	1	3	5	8	12	16	20	24	28	32	36	36
Total	-	-	4	10	18	27	40	53	66	80	94	108	122	122
<i>Nonresidential (sq. ft.)</i>														
Retail	-	-	5,310	14,160	26,550	38,940	56,640	76,110	95,580	115,050	134,520	155,760	177,000	177,000
Office	-	-	2,460	6,560	12,300	18,040	26,240	35,260	44,280	53,300	62,320	72,160	82,000	82,000
Industrial	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Total	-	-	7,770	20,720	38,850	56,980	82,880	111,370	139,860	166,350	196,840	227,920	259,000	259,000

Sources: Table 2.3; Willdan Financial Services.

Table 2.5: Cumulative Employees and Residents (Scenario 1)

	FY Ending	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
<b>Residential (residents)</b>														
Single Family	-	-	8	18	34	50	74	98	121	148	174	201	227	227
Multi-family	-	-	2	5	9	14	22	29	36	43	50	57	65	65
Existing	92,006	92,006	92,006	92,006	92,006	92,006	92,006	92,006	92,006	92,006	92,006	92,006	92,006	92,006
Total	92,006	92,006	92,016	92,029	92,049	92,070	92,102	92,133	92,163	92,197	92,230	92,264	92,298	92,298
<b>Nonresidential (employees)</b>														
Retail	-	-	15	40	76	111	161	217	272	328	383	444	504	504
Office	-	-	9	25	47	69	100	134	168	203	237	274	312	312
Industrial	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Existing	39,429	39,429	39,429	39,429	39,429	39,429	39,429	39,429	39,429	39,429	39,429	39,429	39,429	39,429
Total	39,429	39,429	39,453	39,494	39,552	39,609	39,690	39,780	39,869	39,960	40,049	40,147	40,245	40,245
Persons Served <sup>1</sup>	104,229	104,229	104,246	104,272	104,310	104,349	104,406	104,465	104,522	104,585	104,645	104,710	104,774	104,774

<sup>1</sup> Residents plus 0.31 times employees.

Sources: Tables 2.4 and 5.1; Willdan Financial Services.

Table 2.6: Projected Development Absorption (Scenario 2)

	FY Ending	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	Total
<b>Residential (dwelling units)</b>															
Single Family	-	-	-	3	5	7	7	8	10	10	11	11	12	12	96
Multi-family	-	-	-	1	2	3	3	4	4	4	5	5	5	5	40
Total	-	-	-	4	7	10	10	12	14	14	15	16	17	17	136
<b>Nonresidential (sq. ft.)</b>															
Retail	-	-	5,310	8,850	12,390	12,390	17,700	19,470	19,470	19,470	19,470	19,470	21,240	21,240	177,000
Office	-	-	2,460	4,100	5,740	5,740	8,200	9,020	9,020	9,020	9,020	9,020	9,840	9,840	82,000
Industrial	-	-	-	-	-	-	-	-	-	-	-	-	-	-	-
Total	-	-	7,770	12,950	18,130	18,130	25,900	28,490	28,490	28,490	28,490	28,490	31,080	31,080	259,000

Sources: Table 2.2, Willdan Financial Services.

Table 2.7: Cumulative Absorption of New Development (Scenario 2)

FY Ending	2009	2010	2011	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
<i>Residential (dwelling units)</i>													
Single Family	-	-	3	8	15	22	30	40	50	61	72	84	96
Multi-family	-	-	1	3	6	9	13	17	21	25	30	35	40
Total	-	-	4	11	21	31	43	57	71	86	102	119	136
<i>Nonresidential (sq. ft.)</i>													
Retail	-	-	5,310	14,160	26,550	38,840	56,640	76,110	95,580	115,050	134,520	155,760	177,000
Office	-	-	2,460	6,960	12,300	18,040	26,240	35,280	44,280	53,300	62,320	72,160	82,000
Industrial	-	-	-	-	-	-	-	-	-	-	-	-	-
Total	-	-	7,770	20,720	38,850	56,880	82,880	111,370	139,860	168,350	196,840	227,920	259,000

Sources: Table 2.6; Willdan Financial Services.

Table 2.8: Cumulative Employees and Residents (Scenario 2)

FY Ending	2009	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
<i>Residential (residents)</i>													
Single Family	-	-	8	21	40	58	79	106	132	161	190	222	253
Multi-family	-	-	2	5	11	16	23	31	38	45	54	63	72
Existing	98,402	98,402	98,402	98,402	98,402	98,402	98,402	98,402	98,402	98,402	98,402	98,402	98,402
Total	98,402	98,402	98,412	98,428	98,453	98,476	98,504	98,539	98,572	98,608	98,646	98,687	98,727
<i>Nonresidential (employees)</i>													
Retail	-	-	15	40	76	111	161	217	272	328	383	444	504
Office	-	-	9	25	47	69	100	134	168	203	237	274	312
Industrial	-	-	-	-	-	-	-	-	-	-	-	-	-
Existing	41,487	41,487	41,487	41,487	41,487	41,487	41,487	41,487	41,487	41,487	41,487	41,487	41,487
Total	41,487	41,487	41,511	41,552	41,610	41,667	41,748	41,838	41,927	42,018	42,107	42,205	42,303
<i>Persons Served</i> <sup>1</sup>	111,262	111,262	111,280	111,309	111,352	111,392	111,445	111,508	111,569	111,633	111,699	111,770	111,840

<sup>1</sup> Residents plus 0.31 times employees.

Sources: Tables 2.7 and 5.1; Willdan Financial Services.



# 3. Service Plan & Methodology

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The purpose of this chapter is to describe key budget assumptions and estimating methods used in the CFA.

## Municipal Services Analysis and Plan

Analysis of the new city's revenues and costs requires identifying current municipal service providers within the incorporation area boundaries and likely providers under incorporation. Those services that will be transferred to the new city form the basis for the cost of services analysis presented in the following chapter (Chapter 4), and affect calculation of the property tax transferred from the County (see Chapter 5).

### Current Service Providers

The County currently provides general government, animal control, public safety, solid waste collection and disposal, and public works (including road maintenance) services. Several water service providers, including the Sacramento County Water Agency, the Cal American Water Company, the Carmichael Water District, the City of Sacramento, the Del Paso Manor Water District, the Sacramento Suburban Water District and the Southern California Water Company, provide water services. The Sacramento Area Sewer District (SASD) and the Sacramento Regional County Sanitation District (SRCSD) provide wastewater services.

The American River Flood Control District provides flood control services. The Sacramento Public Library Authority provides library services. Various private utility companies provide electric, gas, and telecommunication services.

Numerous parks districts provide park and recreation services.

**Table 3.1** shows the current and future service providers within the proposed incorporation boundary scenarios.

**Table 3.1 Current and Projected Future Service Providers**

Service	Current Provider	Future Provider
Animal Control	Sacramento County	City (contract with County)
Electric and Gas	Private utility companies	No change
Fire and EMS	Sacramento Metropolitan Fire District	No change
Flood Control	American River Flood Control District	No change
General Government	Sacramento County	City
Library	Sacramento County	No change
Parks and Recreation	Arcade Creek Recreation and Park District	No change
	Arden Manor Recreation and Park District	No change
	Arden Park Recreation and Park District	No change
	El Camino Recreation and Park District	No change
	Oaks Recreation and Park District	No change
Planning	Sacramento County	City
Police	Sacramento County	City (contract with County)
Public Protection	California State Highway Patrol	City (contract with CHP)
Public Works	Sacramento County	City (contract with County)
Solid Waste Collection	Sacramento County	No change
Solid Waste Disposal	Sacramento County	No change
Telecommunications	Private utility companies	No change
Water	Cal American Water Company <sup>1</sup>	No change
	Carmichael Water District	No change
	City of Sacramento	No change
	Del Paso Manor Water District	No change
	Sacramento County Water Agency	No change
	Sacramento Suburban Water District	No change
	Southern California Water Company <sup>1</sup>	No change
Wastewater	Sacramento Area Sewer District	No change
	Sacramento Regional County Sanitation District	No change

<sup>1</sup> Investor owned utility.

Source: Willdan Financial Services.

## Projected Future Service Providers

As shown in Table 3.1, many of the current service providers are projected to remain unchanged. These include utility service providers (e.g., electric, gas, and telecommunications) and most public agencies (e.g., flood control, parks and water districts). There are also investor-owned utilities that provide water services. The Sacramento Metropolitan Fire District (Metro Fire) is proposed to continue providing fire protection and medical response services. The Sacramento Public Library is assumed to continue to provide library services.

The new city is projected to take on direct responsibility for general government services, including creation of a city council for governance and other administrative functions.

This analysis assumes that the city will contract with the County or a private entity for a number of services including animal control, police, fire, and road maintenance. It is common for newly incorporated cities in Sacramento County to contract for these services with the County to maintain the service levels to which residents and business are accustomed.

## Revenue and Cost Estimating Methodologies

The two methodologies used to estimate revenues and costs for the new city are the per capita methodology and the case study methodology. More significant base year cost and revenue components were developed based on case study analysis provided by the service provider.

### Per Capita Method

The per capita modeling method represents current average countywide (or unincorporated area) cost of service or revenue. This approach is used for services and revenues that likely would not vary substantially from current county average costs when transferred to the new city. This approach is also used to estimate costs and revenues when data specific to the area being studied is not available.

Per capita factors are calculated by dividing net cost (or revenue) by the service population receiving the service (or generating the revenue). Per capita factors are based on:

- ◆ The most recent Sacramento County budget actuals for FY 2008-09; and
- ◆ Current countywide service population (for countywide services and revenues) or unincorporated area service population (for services and revenues only pertaining to the unincorporated area).

Service population includes current residents, and when applicable, employment. Employees are weighted according to the service demand or revenue generation from nonresidential development compared to residential development on a per capita basis. Long-range planning studies typically use a common weighting applied to all services and revenues analyzed on a per capita basis that have both a residential and nonresidential component. Gathering and analyzing data on service demand and revenue generation is a time-intensive and costly effort.

Prior analysis of service demand and revenue generation data has not suggested any common factors that seem to apply consistently across multiple jurisdictions. Furthermore, the weighting factor does not affect results significantly because (1) costs and revenues receive similar weights so net fiscal impacts change little if weighting factors change, and (2) costs and revenues that could have a significant impact are analyzed individually using a case study analysis (see below).

For the purposes of this study we use a weighting factor of 0.31 employees per resident. The weighting factor is applied consistently across all costs and revenues that have both a resident and employment component. The factor is based on the number of work hours per week (40) divided by the number of non-work hours in a week (128) to reflect the demand placed by businesses on municipal services relative to residents. The factor assumes that businesses primarily demand public services during business hours while demand by residents is more constant throughout a 24-hour period.

For the purposes of this study the per capita method is used for all revenue estimates except charges for service, property tax, sales tax, property transfer tax, and transient occupancy tax. Those revenue sources are analyzed with the case study method (see below). Property tax estimates do rely on the per capita method to estimate current net county costs to the

incorporation area, a component of the property tax analysis. Charges for services revenues are based on 80 percent of development services costs.

### Case Study Method

For service costs and revenues that could vary substantially from current average per capita levels a case study method is used. The case study method uses data associated with the specific geographic area being studied rather than current countywide or unincorporated area averages. The method used may vary depending on the specific cost or revenue.

For the purposes of this study the case study method is used for all cost estimates and, as mentioned above, the property, sales, transient occupancy and property transfer tax analyses.



# 4. Cost Analysis

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This chapter describes the methodologies used to estimate the cost of services to the new city. It discusses levels of service, presents a proposed municipal staffing plan and associated personnel costs, identifies non-personnel costs pertaining to services, and summarizes total estimated costs.

This study focuses on ongoing (operating and maintenance) costs to provide service to the proposed City of Arden Arcade. Ongoing costs are typically the focus of fiscal analysis because of the requirement for public agencies to generate a balanced budget on an annual basis. A suggested staffing plan is presented. Other service costs are presented based on an analysis of the County budget. No consideration of capital costs is included in this analysis.

## Service Levels

For the purposes of this analysis service levels are assumed to remain consistent with current levels provided by the County to the Arden Arcade unincorporated area. Service levels and costs are based on the County's most recently available actual expenditure data for FY 2008-09.

If the municipal services plan anticipates that the new city will contract back with the County for a particular service, then the analysis estimates contract costs to maintain the existing level of service. If the County currently provides limited services to the unincorporated areas, to be consistent, this analysis assumes that the cost of these services to the new city will reflect the current limited level of service.

To the extent that this analysis indicates that the new city may have an operating surplus, the new city council could designate the surplus towards increasing existing levels of service and/or adding new services.

## Transition Year

FY 2011-12 is assumed to be the first year of incorporation. In that year, this analysis assumes that the County provides animal control services, development services, road maintenance (public works), and sheriff services. To model these costs, the first year of costs for the aforementioned services is shown to have zero cost to the new city. Should the new city owe transition year costs, the net costs for services in the first year will be repaid to the County in equal amounts over the next five years with interest. Costs for services obligated to be paid by the County during the transition year are discussed in Chapter 6.

## Proposed Staffing Plan

The proposed staffing plan shown below in **Table 4.1** was developed by Willdan, based on its experience with contract cities and a survey of comparable cities, including many recently incorporated cities and input from LAFCo staff. See **Appendix B** for an analysis of comparable city staffing, costs and revenues. For all of the following tables, the start year ("Year 1") is envisioned to be FY 2011-12. Salaries shown are in constant (2009) dollars. Future year salaries assume a real annual inflation rate of one percent. FTEs per 1,000 resident population are also shown at the bottom of Table 4.1.

Table 4.1: Proposed Staffing by Department

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
<b>City Manager</b>										
City Manager	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Executive Secretary	1.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00
Assistant to the City Manager	-	1.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00
Subtotal	2.00	4.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00
<b>City Attorney</b>										
City Attorney (contract)	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
<b>City Clerk</b>										
City Clerk	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Deputy City Clerk	1.00	1.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00
Clerk/Typist/Receptionist	1.00	1.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00
Subtotal	3.00	3.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00	5.00
<b>Administrative Services</b>										
Administrative Services Director	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Accountant	1.00	2.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00
H.R./Risk Mgmt. Specialist	0.50	1.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00
Senior Account Clerk	0.50	1.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00
Payroll Clerk	0.50	1.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00
Account Clerk/Typist	0.50	1.00	2.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00
Subtotal	4.00	7.00	14.00	15.00	15.00	15.00	15.00	15.00	15.00	15.00
<b>Development Services</b>										
Development Svcs. Dir.	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
City Planner	-	1.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00
City Planner (contract)	0.50	-	-	-	-	-	-	-	-	-
Principal Planner	1.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00
City Engineer	-	1.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00
City Engineer (contract)	0.50	-	-	-	-	-	-	-	-	-
Engineering Inspector (contract)	0.25	0.25	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50
City Traffic Engineer (contract)	-	0.25	0.50	0.50	0.50	0.50	0.50	0.50	0.50	0.50
Associate Engineer	1.00	2.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00
Management Analyst	0.50	1.00	2.00	3.00	3.00	3.00	3.00	3.00	3.00	3.00
Building Official	-	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00	1.00
Building Official (contract)	0.50	-	-	-	-	-	-	-	-	-
Building Inspector	-	1.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00
Building Inspector (contract)	0.50	-	-	-	-	-	-	-	-	-
Code Enforcement	0.25	0.25	1.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00
Counter Technician	-	-	-	-	-	-	-	-	-	-
Clerk/Typist	0.50	1.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00	2.00
Subtotal	6.50	11.75	19.00	21.00	21.00	21.00	21.00	21.00	21.00	21.00
TOTAL	16.50	26.75	44.00	47.00	47.00	47.00	47.00	47.00	47.00	47.00
FTE per 1,000 resident population	0.17	0.27	0.45	0.48	0.48	0.48	0.48	0.48	0.48	0.48

Note: All positions are directly employed by City unless noted as "contract".

Sources: Willdan Financial Services.

Table 4.2 shows the estimated salaries for these positions and/or the hourly wage for contract employees. While it is envisioned that most positions will be filled with full time city employees, others are likely to be staffed as contract positions. Table 4.2 assumes a phased in staffing plan, with some employees hired midway through the year and consequently listed as 0.5 in year one.

Contract positions are often part time, and include city attorney and city engineer positions. Contract rates are based on Willdan Engineering's 2009-2010 contract rate schedule. Note that contract employees will not receive city salaried position benefits and therefore the hourly cost shown is relatively high to compensate for the lack of a benefits package, and no salary estimate is needed.

Real cost increases (cost increases above inflation) are assumed at one percent per year for both salary and contract cost increases. The city benefits rate is estimated to add 35 percent to the annual cost of salaried positions as is shown in Table 4.3.

**Table 4.2 Annual Salary & Contract Employee Expense (Per FTE)**

	Contract Rate/Hr.	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
		2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Annual contract real cost increase	1.00%										
Hours/year for contract salary	2,080										
<b>City Manager</b>											
City Manager		\$ 166,600	\$ 166,300	\$ 170,000	\$ 171,700	\$ 173,400	\$ 175,100	\$ 176,900	\$ 178,700	\$ 180,500	\$ 182,300
Executive Secretary		46,400	48,900	49,400	49,900	50,400	50,900	51,400	51,900	52,400	52,900
Assistant to the City Manager		34,100	34,400	34,700	35,000	35,400	35,800	36,200	36,600	37,000	37,400
<b>City Attorney</b>											
City Attorney (contract)	\$ 195.00										
<b>City Clerk</b>											
City Clerk		122,000	123,200	124,400	125,600	126,900	128,200	129,500	130,800	132,100	133,400
Deputy City Clerk		79,500	80,300	81,100	81,900	82,700	83,500	84,300	85,100	86,000	86,900
Clerk/Typist		35,900	36,200	36,600	37,000	37,400	37,800	38,200	38,600	39,000	39,400
<b>Administrative Services</b>											
Administrative Services Director		157,400	159,000	160,600	162,200	163,800	165,400	167,100	168,800	170,500	172,200
Accountant		58,500	59,200	59,800	60,400	61,000	61,600	62,200	62,800	63,400	64,000
H.R./Risk Mgmt. Specialist		73,300	74,000	74,700	75,400	76,200	77,000	77,800	78,600	79,400	80,200
Senior Account Clerk		54,200	54,700	55,200	55,800	56,400	57,000	57,600	58,200	58,800	59,400
Payroll Clerk		51,400	51,900	52,400	52,900	53,400	53,900	54,400	54,900	55,400	56,000
Account Clerk/Typist		35,800	36,200	36,600	37,000	37,400	37,800	38,200	38,600	39,000	39,400
<b>Community Development</b>											
Development Svcs. Dir.		146,700	148,200	149,700	151,200	152,700	154,200	155,700	157,300	158,800	160,500
City Planner		76,000	76,800	77,600	78,400	79,200	80,000	80,800	81,600	82,400	83,200
City Planner (contract)	150.00										
Principal Planner		109,700	111,000	112,000	113,000	114,000	115,000	116,000	117,000	118,000	119,000
City Engineer		105,000	106,000	107,000	108,000	109,000	110,000	111,000	112,000	113,000	114,000
City Engineer (contract)	180.00										
Engineering Inspector (contract)	140.00										
City Traffic Engineer (contract)	135.00										
Associate Engineer		90,200	91,000	92,000	93,000	94,000	95,000	96,000	97,000	98,000	99,000
Management Analyst		100,500	102,000	103,000	104,000	105,000	106,000	107,000	108,000	109,000	110,000
Building Official		99,100	100,000	101,000	102,000	103,000	104,000	105,000	106,000	107,000	108,000
Building Official (contract)	150.00										
Building Inspector		64,900	65,500	66,200	66,900	67,600	68,300	69,000	69,700	70,400	71,100
Building Inspector (contract)	110.00										
Code Enforcement		67,700	68,400	69,100	69,800	70,500	71,200	71,900	72,600	73,300	74,000
Counter Technician		35,800	36,200	36,600	37,000	37,400	37,800	38,200	38,600	39,000	39,400
Clerk/Typist		31,200	31,500	31,800	32,100	32,400	32,700	33,000	33,300	33,600	33,900

Note: Salary costs for city employees based on comparable cities.

Source: Willdan Engineering Services Schedule of Hourly Rates, 2009; Willdan Financial Services.

**Table 4.3: Benefit Rate as a Percentage of Salary**

Benefit	Percent of Salary	Notes & Sources
Medical/Dental/Vision	15.00%	Similar to other cities; Council discretion
Retirement (Employer)	7.00%	California Public Employees Retirement System (CalPERS) estimate
Retirement (Employee)	7.00%	California Public Employees Retirement System (CalPERS) estimate
Medicare	1.45%	Federal rate
Disability Insurance	1.18%	State rate; applies to salary up to \$65,000
Unemployment Insurance	0.74%	6.3% of first \$7,000; rate based on \$60k average salary
Workers Compensation	2.20%	State rate estimated @ \$2.20 per \$100 salary
<b>Total</b>	<b>35%</b>	<b>Rounded to nearest 1.00 percent</b>

Note: Assumes City will pay both employer and employee portion of PERS contribution.

Source: Willdan Financial Services.

Total estimated personnel costs, including contract personnel costs and benefits for city employees, are shown in Table 4.4.

Table 4.4: Personnel & Contract Employee Costs (\$2009)

Department	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Annual contract real cost increase										
Hours/year for contract salary										
Benefits Rate <sup>1</sup>										
1.00%										
2.080										
<b>City Manager</b>										
City Manager	\$ 225,000	\$ 227,000	\$ 230,000	\$ 232,000	\$ 234,000	\$ 236,000	\$ 239,000	\$ 241,000	\$ 244,000	\$ 246,000
Executive Secretary	65,000	132,000	133,000	135,000	136,000	137,000	139,000	140,000	141,000	143,000
Assistant to the City Manager	-	48,000	94,000	95,000	96,000	97,000	98,000	99,000	100,000	101,000
Subtotal	\$ 290,000	\$ 405,000	\$ 457,000	\$ 462,000	\$ 466,000	\$ 470,000	\$ 476,000	\$ 480,000	\$ 485,000	\$ 490,000
<b>City Attorney</b>										
City Attorney (contract)	\$ 406,000	\$ 410,000	\$ 414,000	\$ 418,000	\$ 422,000	\$ 426,000	\$ 431,000	\$ 435,000	\$ 439,000	\$ 444,000
<b>City Clerk</b>										
City Clerk	\$ 165,000	\$ 166,000	\$ 168,000	\$ 170,000	\$ 171,000	\$ 173,000	\$ 175,000	\$ 177,000	\$ 178,000	\$ 180,000
Deputy City Clerk	107,000	108,000	219,000	221,000	223,000	225,000	228,000	230,000	232,000	235,000
Clerk/Typist	48,000	49,000	99,000	100,000	101,000	102,000	103,000	104,000	105,000	106,000
Subtotal	\$ 320,000	\$ 323,000	\$ 486,000	\$ 491,000	\$ 496,000	\$ 500,000	\$ 506,000	\$ 511,000	\$ 515,000	\$ 521,000
<b>Administrative Services</b>										
Administrative Services Director	\$ 212,000	\$ 215,000	\$ 217,000	\$ 219,000	\$ 221,000	\$ 223,000	\$ 226,000	\$ 228,000	\$ 230,000	\$ 232,000
Accountant	79,000	160,000	242,000	245,000	247,000	249,000	252,000	254,000	257,000	259,000
H.R./Risk Mgmt. Specialist	49,000	100,000	303,000	305,000	309,000	312,000	315,000	318,000	322,000	325,000
Senior Account Clerk	37,000	74,000	149,000	151,000	152,000	154,000	156,000	157,000	159,000	160,000
Payroll Clerk	35,000	70,000	212,000	214,000	216,000	218,000	220,000	222,000	224,000	227,000
Account Clerk/Typist	24,000	49,000	99,000	150,000	151,000	153,000	155,000	156,000	158,000	160,000
Subtotal	\$ 436,000	\$ 668,000	\$ 1,222,000	\$ 1,284,000	\$ 1,296,000	\$ 1,309,000	\$ 1,324,000	\$ 1,335,000	\$ 1,350,000	\$ 1,363,000
<b>Community Development<sup>2</sup></b>										
Development Svcs. Dir.	\$ -	\$ 200,000	\$ 202,000	\$ 204,000	\$ 206,000	\$ 208,000	\$ 210,000	\$ 212,000	\$ 215,000	\$ 217,000
City Planner	-	104,000	202,000	212,000	214,000	216,000	218,000	220,000	222,000	225,000
City Planner (contract)	-	-	-	-	-	-	-	-	-	-
Principal Planner	-	300,000	362,000	305,000	308,000	311,000	313,000	316,000	319,000	321,000
City Engineer	-	143,000	289,000	292,000	294,000	297,000	300,000	302,000	305,000	308,000
City Engineer (contract)	-	-	-	-	-	-	-	-	-	-
Engineering Inspector (contract)	-	74,000	149,000	150,000	152,000	153,000	155,000	156,000	158,000	159,000
City Traffic Engineer (contract)	-	71,000	143,000	145,000	146,000	148,000	149,000	151,000	152,000	154,000
Associate Engineer	-	246,000	373,000	377,000	381,000	385,000	389,000	393,000	397,000	401,000
Management Analyst	-	138,000	278,000	421,000	425,000	429,000	433,000	437,000	441,000	446,000
Building Official	-	135,000	136,000	138,000	139,000	140,000	142,000	143,000	144,000	146,000
Building Official (contract)	-	-	-	-	-	-	-	-	-	-
Building Inspector	-	88,000	179,000	181,000	183,000	184,000	186,000	188,000	190,000	192,000
Building Inspector (contract)	-	-	-	-	-	-	-	-	-	-
Code Enforcement	-	23,000	93,000	186,000	190,000	192,000	194,000	196,000	198,000	200,000
Counter Technician	-	-	-	-	-	-	-	-	-	-
Clerk/Typist	-	43,000	86,000	87,000	87,000	88,000	89,000	90,000	91,000	92,000
Subtotal	\$ -	\$ 1,565,000	\$ 2,440,000	\$ 2,700,000	\$ 2,725,000	\$ 2,751,000	\$ 2,778,000	\$ 2,804,000	\$ 2,832,000	\$ 2,861,000
TOTAL	\$ 1,452,000	\$ 3,371,000	\$ 5,019,000	\$ 5,355,000	\$ 5,404,000	\$ 5,456,000	\$ 5,515,000	\$ 5,565,000	\$ 5,621,000	\$ 5,679,000

<sup>1</sup> Percent of salary.

<sup>2</sup> County is obligated to provide development services, police and animal control services during the transition year.

Sources: Tables 4.1, 4.2 and 4.3; Willdan Financial Services.



## Other (Non-Personnel) Costs

Other, non-personnel cost assumptions are described below.

### Police Services

It is common for a newly incorporated city to contract for police services with the county sheriff. The incorporated cities of Citrus Heights and Rancho Cordova initially contracted public safety services with the County. The Sacramento County Sheriff Department provided an estimate of service costs for police services (including patrol and investigation) to the Arden Arcade area.

The County Sheriff Department estimated the current costs to serve each of the two scenarios considered in this study. These cost estimates, shown by staffing and vehicle assumptions are displayed in **Table 4.5**.

The cost to serve the service population in the first year of incorporation is approximately \$14.0, and 14.7 million per year for Scenarios 1 and 2, respectively. **Tables 4.6** and **4.7** show the estimated annual cost for the Sacramento County Sheriff's Department to provide law enforcement services to Arden Arcade. The costs are increased as service population increases. The costs shown assume that the Sacramento County Sheriff's Department will handle the basic traffic collision and basic traffic enforcement as part of their basic patrol services, and maintain the existing level of service.

**Table 4.5: Sheriff Patrol and Investigation Assumptions (2009\$)**

	Scenario 1	Scenario 2
<u>Sworn Positions</u>		
Captain	1.00	1.00
Lieutenant	3.00	3.00
Sergeant	7.00	7.00
Deputy Sheriff	38.00	40.00
Deputy Sheriff - Other (POP)	5.00	5.00
Deputy Sheriff - Detectives	6.00	6.00
Subtotal	60.00	62.00
<u>Non-Sworn Positions</u>		
Sheriff's Record Officer II	2.00	2.00
Sheriff's Record Officer I	3.00	3.00
Security Officer	1.00	1.00
Community Services Specialist III	2.00	2.00
Senior Office Assistant (Confidential)	1.00	1.00
Senior Office Assistant	1.00	1.00
Subtotal	10.00	10.00
Total Positions	70.00	72.00
<u>Vehicles</u>		
Compact Pickup VIP	1.00	1.00
Marked Patrol Cars	32.00	33.00
Unmarked Cars	10.00	11.00
3/4 Ton Truck	1.00	1.00
Sport Utility	1.00	1.00
Total Vehicles	45.00	47.00
<b>Costs</b>		
Personnel	\$ 10,562,256	\$ 10,866,260
<u>Services and Supplies</u>		
Vehicles and Fuel	\$ 759,479	\$ 790,592
Other Services and Supplies	121,072	127,200
Subtotal	\$ 880,551	\$ 917,792
Support Services, Allocated Services and Credits	\$ 2,578,024	\$ 2,684,610
Total Ongoing Costs	\$ 14,020,831	\$ 14,468,662

Source: Sacramento County Sheriff.

Table 4.6 : Sheriff Patrol and Investigation Costs - Scenario 1 (2009\$)

Item	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
<u>Arden Arcade Service Population</u>	104,272	104,310	104,349	104,406	104,465	104,522	104,585	104,645	104,710	104,774
<u>Service Costs</u> <sup>1</sup>										
Staffing	\$ -	\$ 10,679,000	\$ 10,790,000	\$ 10,904,000	\$ 11,019,000	\$ 11,135,000	\$ 11,253,000	\$ 11,373,000	\$ 11,493,000	\$ 11,615,000
Vehicle	-	768,000	776,000	784,000	792,000	801,000	809,000	818,000	826,000	835,000
Operational	-	2,729,000	2,757,000	2,786,000	2,816,000	2,846,000	2,876,000	2,906,000	2,937,000	2,968,000
<b>Subtotal</b>	<b>\$ -</b>	<b>\$ 14,176,000</b>	<b>\$ 14,323,000</b>	<b>\$ 14,474,000</b>	<b>\$ 14,627,000</b>	<b>\$ 14,782,000</b>	<b>\$ 14,938,000</b>	<b>\$ 15,097,000</b>	<b>\$ 15,256,000</b>	<b>\$ 15,418,000</b>

<sup>1</sup> Assumes a 1 percent real (above inflation) increase in overall contract costs per year. Table provides costs in constant dollars.

Sources: Table 4.5; Willdan Financial Services.

Table 4.7: Sheriff Patrol and Investigation Costs - Scenario 2 (2009\$)

Item	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
<u>Arden Arcade Service Population</u>	111,309	111,352	111,392	111,445	111,508	111,569	111,633	111,699	111,770	111,840
<u>Service Costs</u> <sup>1</sup>										
Staffing	\$ -	\$ 11,400,000	\$ 11,518,000	\$ 11,639,000	\$ 11,762,000	\$ 11,886,000	\$ 12,012,000	\$ 12,139,000	\$ 12,268,000	\$ 12,399,000
Vehicle	-	820,000	828,000	837,000	846,000	855,000	864,000	873,000	882,000	892,000
Operational	-	2,913,000	2,943,000	2,974,000	3,006,000	3,037,000	3,070,000	3,102,000	3,135,000	3,168,000
<b>Subtotal</b>	<b>\$ -</b>	<b>\$ 15,133,000</b>	<b>\$ 15,289,000</b>	<b>\$ 15,450,000</b>	<b>\$ 15,614,000</b>	<b>\$ 15,778,000</b>	<b>\$ 15,946,000</b>	<b>\$ 16,114,000</b>	<b>\$ 16,285,000</b>	<b>\$ 16,459,000</b>

<sup>1</sup> Assumes a 1 percent real (above inflation) increase in overall contract costs per year. Table provides costs in constant dollars.

Sources: Table 4.5; Willdan Financial Services.

## Road and Traffic Signal Maintenance Costs

The Sacramento County Department of Transportation (SacDOT) estimated the cost of providing service for each of the two incorporation scenarios in this study. Arden Arcade contains approximately 552 lane miles of roadway in the first incorporation scenario, and approximately 608 lane miles under the second.

There are 54 bridges in Scenario 1 territory, with an additional two bridges in Scenario 2. The area in Scenario 1 boundaries includes 1,942 streetlights and 94 traffic signals, while the area within Scenario 2 boundary includes 2,282 streetlights and 99 traffic signals.

SacDOT provided cost estimates for each scenario by category; these estimates appear in **Table 4.8**. Annual costs for traffic maintenance appear in **Tables 4.9** and **4.10**.

## Animal Control

Animal control costs are estimated for Arden Arcade based on the Sacramento County Animal Control Department budget. The costs are translated into a cost per capita for each scenario. The cost per capita is applied to the annual Arden Arcade service population in each scenario to determine an annual cost for animal services contracts in Arden Arcade through 2021. Costs and assumptions for animal control services are shown in **Tables 4.11** and **4.12**.



**Table 4.8: SacDOT Maintenance and Operations Division Responses**

	Scenario 1	Scenario 2
<i><u>Roads and Bridges</u></i>		
Arterial Roads	174.4	183.8
Collector Roads	58.1	71.0
Residential Roads	319.4	353.4
Total	551.9	608.2
Countywide Roads	5,448.0	5,448.0
Percentage of County	10.1%	11.2%
Bridges	54.0	56.0
Pedestrian Walkways	10.0	11.0
<i><u>Streetlight Maintenance</u></i>		
Streetlights: CSA 1 - Sacramento County	1,450.0	1,770.0
Streetlights: SMUD	492.0	512.0
Total	1,942.0	2,282.0
<i><u>Traffic Signals</u></i>		
Traffic Signals	79.0	80.0
Pedestrian Crossings	12.0	13.0
Beacons	2.0	5.0
Fire	1.0	1.0
Total	94.0	99.0
<b>Costs</b>		
Roads and Bridges	\$ 2,570,000	\$ 2,830,000
Trees and Landscape Maintenance	\$ 520,000	\$ 570,000
Traffic Signal Maintenance	\$ 970,000	\$ 1,030,000
CSA 1 - Streetlight maintenance expenditures	\$ 237,000	\$ 279,000
One-Time Incorporation Costs	\$ 80,000	\$ 80,000

Source: County of Sacramento.

**Table 4.9: Road and Traffic Signals Maintenance Costs - Scenario 1 (2009\$)**

Road Fund	FY09 Budget	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
<b>Arden Arcade Area</b>											
Maintained Road Length	551.9 miles										
Signals Maintained	94	104,272	104,310	104,349	104,406	104,465	104,522	104,585	104,645	104,710	104,774
Street Lights Maintained	1,942										
Service Population											
Signals Maintained		94	94	94	94	94	94	94	94	94	94
O&M Expenditures											
Total, Roads	\$ 2,570,000 per year										
O&M Expenditures											
Total, Signals	\$ 970,000 per year										
Total, Streetlights	\$ 237,000 per year										
Total, Landscape	\$ 520,000 per year										
Unit O&M Cost, Roads	\$ 4,657 per mile per year										
Unit O&M Cost, Signals	\$ 10,319 per signal per year										
Unit O&M Cost, Streetlights	\$ 122 per streetlight per year										
<b>Maintenance Cost</b>											
Roads		\$ -	\$ 2,570,000	\$ 2,570,000	\$ 2,570,000	\$ 2,570,000	\$ 2,570,000	\$ 2,570,000	\$ 2,570,000	\$ 2,570,000	\$ 2,570,000
Streetlights		-	237,000	237,000	237,000	237,000	238,000	238,000	238,000	238,000	238,000
Landscape		-	520,000	520,000	521,000	521,000	521,000	522,000	522,000	522,000	523,000
Signals		-	970,000	970,000	970,000	970,000	970,000	970,000	970,000	970,000	970,000
<b>Subtotal</b>		\$ -	\$ 4,297,000	\$ 4,297,000	\$ 4,298,000	\$ 4,298,000	\$ 4,299,000	\$ 4,300,000	\$ 4,300,000	\$ 4,300,000	\$ 4,301,000
Contingency @ 5 percent		\$ -	\$ 215,000	\$ 215,000	\$ 215,000	\$ 215,000	\$ 215,000	\$ 215,000	\$ 215,000	\$ 215,000	\$ 215,000
One Time Incorporation Cost		\$ 80,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
County Repayment <sup>1</sup>		\$ -	\$ 929,000	\$ 957,000	\$ 986,000	\$ 1,016,000	\$ 1,046,000	\$ -	\$ -	\$ -	\$ -
<b>Total Road Fund Costs</b>		\$ 80,000	\$ 5,441,000	\$ 5,469,000	\$ 5,499,000	\$ 5,529,000	\$ 5,560,000	\$ 4,515,000	\$ 4,515,000	\$ 4,515,000	\$ 4,516,000

<sup>1</sup> Repayment cost account services the County is obligated to provide for the first year of service. Includes 3% annual interest.

Sources: Sacramento County Department of Transportation; Table 4.8, Willdan Financial Services.

Table 4.10: Road and Traffic Signals Maintenance Costs - Scenario 2 (2009\$)

Road Fund	FY09 Budget	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
<b>Arden Arcade Area</b>											
Maintained Road Length	608.2 miles										
Signals Maintained	99										
Street Lights Maintained	2,282										
Service Population		111,309	111,352	111,392	111,445	111,508	111,569	111,633	111,699	111,770	111,840
Signals Maintained		99	99	99	99	99	99	99	99	99	99
O&M Expenditures											
Total, Roads	\$ 2,830,000 per year										
O&M Expenditures											
Total, Signals	\$ 1,030,000 per year										
Total, Streetlights	\$ 279,000 per year										
Total, Landscape	\$ 570,000 per year										
Unit O&M Cost, Roads	\$ 4,653 per mile per year										
Unit O&M Cost, Signals	\$ 10,404 per signal per year										
Unit O&M Cost, Streetlights	\$ 122 per streetlight per year										
<b>Maintenance Cost</b>											
Roads		\$ -	\$ 2,830,000	\$ 2,830,000	\$ 2,830,000	\$ 2,830,000	\$ 2,830,000	\$ 2,830,000	\$ 2,830,000	\$ 2,830,000	\$ 2,830,000
Streetlights		-	279,000	279,000	279,000	279,000	280,000	280,000	280,000	280,000	280,000
Landscape		-	570,000	570,000	570,000	571,000	571,000	571,000	572,000	572,000	573,000
Signals		-	1,030,000	1,030,000	1,030,000	1,030,000	1,030,000	1,030,000	1,030,000	1,030,000	1,030,000
<b>Subtotal</b>		\$ -	\$ 4,709,000	\$ 4,709,000	\$ 4,709,000	\$ 4,710,000	\$ 4,711,000	\$ 4,711,000	\$ 4,712,000	\$ 4,712,000	\$ 4,713,000
Contingency @ 10 percent		\$ -	\$ 235,000	\$ 235,000	\$ 235,000	\$ 236,000	\$ 236,000	\$ 236,000	\$ 236,000	\$ 236,000	\$ 236,000
One Time Incorporation Cost		\$ 80,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
County Repayment <sup>1</sup>		\$ -	\$ 1,018,000	\$ 1,049,000	\$ 1,080,000	\$ 1,112,000	\$ 1,145,000	\$ -	\$ -	\$ -	\$ -
<b>Total Road Fund Costs</b>		\$ 80,000	\$ 5,962,000	\$ 5,993,000	\$ 6,024,000	\$ 6,058,000	\$ 6,092,000	\$ 4,947,000	\$ 4,948,000	\$ 4,948,000	\$ 4,949,000

<sup>1</sup> Repayment cost account services the County is obligated to provide for the first year of service. Includes 3% annual interest.

Sources: Sacramento County Department of Transportation; Table 4.8, Willdan Financial Services.

**Table 4.11: Animal Control Services - (2009\$) - Scenario 1**

Item	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
<i>Shelter and Field Services</i>										
Total Costs (Countywide) - FY09										
Residents Served (Countywide) - FY09										
Net Cost per Resident	\$ 4.22									
Arden Arcade Residents	92,029	92,049	92,070	92,102	92,133	92,163	92,197	92,230	92,264	92,298
Service Cost	\$ -	\$388,000	\$389,000	\$389,000	\$389,000	\$389,000	\$389,000	\$389,000	\$389,000	\$389,000

Sources: Sacramento County; Tables 2.1 and 2.5; Willdan Financial Services.

**Table 4.12: Animal Control Services (2009\$) - Scenario 2**

Item	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
<i>Shelter and Field Services</i>										
Total Costs (Countywide) - FY09										
Residents Served (Countywide) - FY09										
Net Cost per Resident	\$ 4.22									
Arden Arcade Residents	98,428	98,453	98,476	98,504	98,539	98,572	98,608	98,646	98,687	98,727
Service Cost	\$ -	\$415,000	\$416,000	\$416,000	\$416,000	\$416,000	\$416,000	\$416,000	\$416,000	\$417,000

Sources: Sacramento County; Tables 2.1 and 2.8; Willdan Financial Services.



## Other Costs

Tables 4.13 and 4.14 display estimated other costs (non-personnel) associated with city operations for each scenario. Significant other costs include the cost to prepare a General Plan, the cost of services that are assumed will be contracted back to Sacramento County (police and animal control, shown in Tables 4.6, 4.7, 4.11 and 4.12), the cost of leased office space and of special and regular elections. Insurance and other incidental costs are estimated on a percentage of personnel costs consistent with our work for other incorporating cities.

## Total Costs

Total costs, including estimated personnel and contract employee costs (Table 4.4) and non-personnel costs (Tables 4.13 and 4.14) are summarized in Table 4.15 and 4.16. These costs, along with a five percent contingency for General Fund related costs and transition year repayment are also shown in the summary tables in the Executive Summary (Tables E.1 and E.2) and in Chapter 6 (Tables 6.1 and 6.2).

Table 4.13: Services and Supplies Costs (2009\$) - Scenario 1

Cost Factor	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
<b>City Council</b>										
<b>Council Members</b>										
5 members										
Stipend	\$ 30,000	\$ 30,000	\$ 30,000	\$ 30,000	\$ 30,000	\$ 30,000	\$ 30,000	\$ 30,000	\$ 30,000	\$ 30,000
Travel	\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000
Memberships	\$ 15,000	\$ 15,000	\$ 15,000	\$ 15,000	\$ 15,000	\$ 15,000	\$ 15,000	\$ 15,000	\$ 15,000	\$ 15,000
All Other	\$ 3,000	\$ 3,000	\$ 3,000	\$ 3,000	\$ 3,000	\$ 3,000	\$ 3,000	\$ 3,000	\$ 3,000	\$ 3,000
Subtotal	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000
<b>City Manager</b>										
All Other	\$ 15,000	\$ 20,000	\$ 23,000	\$ 23,000	\$ 23,000	\$ 24,000	\$ 24,000	\$ 24,000	\$ 24,000	\$ 25,000
<b>City Attorney</b>										
All Other	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
<b>City Clerk</b>										
General Election <sup>1</sup>	\$ -	\$ 37,000	\$ -	\$ 37,000	\$ -	\$ 37,000	\$ -	\$ 37,000	\$ -	\$ 37,000
All Other	\$ 16,000	\$ 16,000	\$ 24,000	\$ 25,000	\$ 25,000	\$ 25,000	\$ 25,000	\$ 26,000	\$ 26,000	\$ 26,000
Subtotal	\$ 16,000	\$ 53,000	\$ 24,000	\$ 62,000	\$ 25,000	\$ 62,000	\$ 25,000	\$ 63,000	\$ 26,000	\$ 63,000
<b>Administrative Services</b>										
All Other	\$ 22,000	\$ 33,000	\$ 61,000	\$ 64,000	\$ 65,000	\$ 65,000	\$ 66,000	\$ 67,000	\$ 68,000	\$ 66,000
<b>Development Services</b>										
General Plan	\$ -	\$ 417,000	\$ 417,000	\$ 417,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
All Other	\$ -	\$ 78,000	\$ 122,000	\$ 135,000	\$ 136,000	\$ 138,000	\$ 139,000	\$ 140,000	\$ 142,000	\$ 143,000
Subtotal	\$ -	\$ 495,000	\$ 539,000	\$ 552,000	\$ 136,000	\$ 138,000	\$ 139,000	\$ 140,000	\$ 142,000	\$ 143,000
<b>Law Enforcement (contract)</b>										
See Table 4.6	\$ -	\$ 14,176,000	\$ 14,323,000	\$ 14,474,000	\$ 14,627,000	\$ 14,782,000	\$ 14,938,000	\$ 15,097,000	\$ 15,256,000	\$ 15,418,000
<b>Animal Services (contract)</b>										
See Table 4.11	\$ -	\$ 388,000	\$ 389,000	\$ 389,000	\$ 389,000	\$ 389,000	\$ 389,000	\$ 389,000	\$ 389,000	\$ 389,000
<b>Public Works</b>										
Road Maintenance Cost <sup>2</sup>	\$ 80,000	\$ 5,441,000	\$ 5,469,000	\$ 5,499,000	\$ 5,529,000	\$ 5,560,000	\$ 4,515,000	\$ 4,515,000	\$ 4,515,000	\$ 4,516,000
<b>Non-Departmental</b>										
Office Lease (incl. utilities) <sup>3</sup>	\$ 145,000	\$ 235,000	\$ 387,000	\$ 414,000	\$ 469,000	\$ 469,000	\$ 469,000	\$ 469,000	\$ 469,000	\$ 469,000
LAFCo Cost Share <sup>4</sup>	\$ 7,000	\$ 7,000	\$ 7,000	\$ 7,000	\$ 7,000	\$ 7,000	\$ 7,000	\$ 7,000	\$ 7,000	\$ 7,000
Furnishings, Equipment, & Computers (start up)	\$ 66,000	\$ 41,000	\$ 69,000	\$ 12,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Insurance	\$ 73,000	\$ 169,000	\$ 251,000	\$ 268,000	\$ 270,000	\$ 273,000	\$ 276,000	\$ 278,000	\$ 281,000	\$ 284,000
Subtotal	\$ 291,000	\$ 452,000	\$ 714,000	\$ 701,000	\$ 746,000	\$ 749,000	\$ 752,000	\$ 754,000	\$ 757,000	\$ 760,000
<b>Other Assumptions</b>										
Office Space Assumptions										
Staffing (FTE)	16.50	26.75	44.00	47.00	47.00	47.00	47.00	47.00	47.00	47.00
Office Space (sq. ft.) <sup>5</sup>	6,600	10,700	17,600	18,800	18,800	18,800	18,800	18,800	18,800	18,800
Council Chambers	-	-	-	-	2,500	2,500	2,500	2,500	2,500	2,500
Total Square Feet	6,600	10,700	17,600	18,800	21,300	21,300	21,300	21,300	21,300	21,300

Note: "FTE" is full-time equivalent staff. Contract staff costs are included in personnel budgets.

<sup>1</sup> Assumes General Election in even numbered years.

<sup>2</sup> See Table 4.9

<sup>3</sup> [http://www.sacramento.gov/4951/Sacramento\\_Office\\_Market\\_Favoring\\_Tenants](http://www.sacramento.gov/4951/Sacramento_Office_Market_Favoring_Tenants). Full service lease rate for Class A office space in Arden.

<sup>4</sup> Based on LAFCo FY08-09 net cost, allocated in thirds to cities, the County and special districts, respectively. Half of the city share is allocated to the City of Sacramento, with the other half allocated to the remaining cities based on each city's revenues.

<sup>5</sup> Includes allowance for public counters and waiting areas.

Sources: Tables 4.1, 4.4, 4.5, 4.8 and 4.11; Willdan Financial Services.

Table 4.14: Services and Supplies Costs (\$2009) - Scenario 2

Cost Factor	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
<b>City Council</b>										
Council Members										
5 members										
\$ 30,000 \$ 30,000 \$ 30,000 \$ 30,000 \$ 30,000 \$ 30,000 \$ 30,000 \$ 30,000 \$ 30,000 \$ 30,000										
Slipend	\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000	\$ 10,000
Travel	\$ 15,000	\$ 15,000	\$ 15,000	\$ 15,000	\$ 15,000	\$ 15,000	\$ 15,000	\$ 15,000	\$ 15,000	\$ 15,000
Memberships	\$ 3,000	\$ 3,000	\$ 3,000	\$ 3,000	\$ 3,000	\$ 3,000	\$ 3,000	\$ 3,000	\$ 3,000	\$ 3,000
All Other	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000
Subtotal	\$ 15,000	\$ 20,000	\$ 23,000	\$ 23,000	\$ 23,000	\$ 24,000	\$ 24,000	\$ 24,000	\$ 24,000	\$ 25,000
<b>City Manager</b>										
All Other	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
<b>City Attorney</b>										
All Other	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
<b>City Clerk</b>										
General Election	\$ 41,000	\$ 41,000	\$ 41,000	\$ 41,000	\$ 41,000	\$ 41,000	\$ 41,000	\$ 41,000	\$ 41,000	\$ 41,000
All Other	\$ 16,000	\$ 16,000	\$ 24,000	\$ 25,000	\$ 25,000	\$ 25,000	\$ 25,000	\$ 26,000	\$ 26,000	\$ 26,000
Subtotal	\$ 16,000	\$ 57,000	\$ 24,000	\$ 66,000	\$ 25,000	\$ 66,000	\$ 25,000	\$ 67,000	\$ 26,000	\$ 67,000
<b>Administrative Services</b>										
All Other	\$ 22,000	\$ 33,000	\$ 61,000	\$ 64,000	\$ 65,000	\$ 65,000	\$ 66,000	\$ 67,000	\$ 68,000	\$ 68,000
<b>Development Services</b>										
General Plan	\$ 1,250,000	\$ 417,000	\$ 417,000	\$ 417,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
All Other	\$ -	\$ 78,000	\$ 122,000	\$ 135,000	\$ 136,000	\$ 138,000	\$ 139,000	\$ 140,000	\$ 142,000	\$ 143,000
Subtotal	\$ -	\$ 495,000	\$ 539,000	\$ 552,000	\$ 136,000	\$ 138,000	\$ 139,000	\$ 140,000	\$ 142,000	\$ 143,000
<b>Law Enforcement (contract)</b>										
Sheriff (contract)	See Table 4.7	\$ -	\$ 15,133,000	\$ 15,289,000	\$ 15,450,000	\$ 15,614,000	\$ 15,778,000	\$ 15,946,000	\$ 16,114,000	\$ 16,285,000
<b>Animal Services (contract)</b>										
See Table 4.12	\$ -	\$ 415,000	\$ 416,000	\$ 416,000	\$ 416,000	\$ 416,000	\$ 416,000	\$ 416,000	\$ 416,000	\$ 417,000
<b>Public Works</b>										
Road Maintenance Cost <sup>2</sup>	\$ -	\$ 4,709,000	\$ 4,709,000	\$ 4,709,000	\$ 4,710,000	\$ 4,711,000	\$ 4,711,000	\$ 4,712,000	\$ 4,712,000	\$ 4,713,000
<b>Non-Departmental</b>										
Office Lease (incl. utilities) <sup>3</sup>	\$ 145,000	\$ 235,000	\$ 387,000	\$ 414,000	\$ 469,000	\$ 469,000	\$ 469,000	\$ 469,000	\$ 469,000	\$ 469,000
LAFCo Cost Share <sup>4</sup>	\$ 7,000	\$ 7,000	\$ 7,000	\$ 7,000	\$ 7,000	\$ 7,000	\$ 7,000	\$ 7,000	\$ 7,000	\$ 7,000
Furnishings, Equipment, & Computers (start up)	\$ 66,000	\$ 41,000	\$ 69,000	\$ 12,000	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Insurance	\$ 73,000	\$ 169,000	\$ 251,000	\$ 268,000	\$ 270,000	\$ 273,000	\$ 276,000	\$ 278,000	\$ 281,000	\$ 284,000
Subtotal	\$ 291,000	\$ 452,000	\$ 714,000	\$ 701,000	\$ 746,000	\$ 749,000	\$ 752,000	\$ 754,000	\$ 757,000	\$ 760,000
<b>Other Assumptions</b>										
Office Space Assumptions										
Staffing (FTE)	16.50	26.75	44.00	47.00	47.00	47.00	47.00	47.00	47.00	47.00
Office Space (sq. ft.) <sup>5</sup>	6,600	10,700	17,800	18,800	18,800	18,800	18,800	18,800	18,800	18,800
Council Chambers										
2,500 sq. ft.										
Total Square Feet	6,600	10,700	17,800	18,800	21,300	21,300	21,300	21,300	21,300	21,300

Note: "FTE" is full-time equivalent staff. Contract staff costs are included in personnel budgets.  
<sup>1</sup> Assumes General Election in even numbered years.  
<sup>2</sup> See Table 4.10  
<sup>3</sup> [http://www.sacramento.gov/development/1495/Sacramento\\_Office\\_Marketing\\_Tenants](http://www.sacramento.gov/development/1495/Sacramento_Office_Marketing_Tenants). Full service lease rate for Class A office space in Arden.  
<sup>4</sup> Based on LAFCo FY08-09 net cost, allocated in thirds to cities, the County and special districts, respectively. Half of the city share is allocated to the City of Sacramento, with the other half allocated to the remaining cities based on each city's revenues.  
<sup>5</sup> Includes allowance for public counters and waiting areas.  
 Sources: Tables 4.1, 4.4, 4.7, 4.10 and 4.12; Willdan Financial Services.

Table 4.15: New City Cost Summary (2009\$) - Scenario 1

Department	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
<b>General Fund</b>										
City Council										
Personnel	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000
Non-Personnel	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000
Subtotal	\$ 116,000	\$ 116,000	\$ 116,000	\$ 116,000	\$ 116,000	\$ 116,000	\$ 116,000	\$ 116,000	\$ 116,000	\$ 116,000
City Manager										
Personnel	\$ 290,000	\$ 405,000	\$ 457,000	\$ 462,000	\$ 466,000	\$ 470,000	\$ 476,000	\$ 480,000	\$ 485,000	\$ 490,000
Non-Personnel	\$ 15,000	\$ 20,000	\$ 23,000	\$ 23,000	\$ 23,000	\$ 24,000	\$ 24,000	\$ 24,000	\$ 24,000	\$ 25,000
Subtotal	\$ 305,000	\$ 425,000	\$ 480,000	\$ 485,000	\$ 489,000	\$ 494,000	\$ 500,000	\$ 504,000	\$ 509,000	\$ 515,000
City Attorney										
Personnel	\$ 406,000	\$ 410,000	\$ 414,000	\$ 418,000	\$ 422,000	\$ 426,000	\$ 431,000	\$ 435,000	\$ 439,000	\$ 444,000
Subtotal	\$ 406,000	\$ 410,000	\$ 414,000	\$ 418,000	\$ 422,000	\$ 426,000	\$ 431,000	\$ 435,000	\$ 439,000	\$ 444,000
City Clerk										
Personnel	\$ 320,000	\$ 323,000	\$ 326,000	\$ 329,000	\$ 332,000	\$ 335,000	\$ 338,000	\$ 341,000	\$ 344,000	\$ 347,000
Non-Personnel	\$ 16,000	\$ 53,000	\$ 24,000	\$ 62,000	\$ 25,000	\$ 62,000	\$ 25,000	\$ 63,000	\$ 26,000	\$ 63,000
Subtotal	\$ 336,000	\$ 376,000	\$ 510,000	\$ 553,000	\$ 520,000	\$ 562,000	\$ 531,000	\$ 574,000	\$ 541,000	\$ 584,000
Administrative Services										
Personnel	\$ 436,000	\$ 668,000	\$ 1,222,000	\$ 1,284,000	\$ 1,296,000	\$ 1,309,000	\$ 1,324,000	\$ 1,335,000	\$ 1,350,000	\$ 1,363,000
Non-Personnel	\$ 22,000	\$ 33,000	\$ 61,000	\$ 64,000	\$ 65,000	\$ 65,000	\$ 66,000	\$ 67,000	\$ 68,000	\$ 68,000
Subtotal	\$ 458,000	\$ 701,000	\$ 1,283,000	\$ 1,348,000	\$ 1,361,000	\$ 1,374,000	\$ 1,390,000	\$ 1,402,000	\$ 1,418,000	\$ 1,431,000
Development Services										
Personnel	\$ -	\$ 1,565,000	\$ 2,440,000	\$ 2,700,000	\$ 2,725,000	\$ 2,751,000	\$ 2,778,000	\$ 2,804,000	\$ 2,832,000	\$ 2,861,000
Non-Personnel	\$ -	\$ 495,000	\$ 539,000	\$ 552,000	\$ 136,000	\$ 138,000	\$ 139,000	\$ 140,000	\$ 142,000	\$ 143,000
Subtotal	\$ -	\$ 2,060,000	\$ 2,979,000	\$ 3,252,000	\$ 2,861,000	\$ 2,889,000	\$ 2,917,000	\$ 2,944,000	\$ 2,974,000	\$ 3,004,000
Police										
Non-Personnel	\$ -	\$ 14,176,000	\$ 14,323,000	\$ 14,474,000	\$ 14,627,000	\$ 14,782,000	\$ 14,938,000	\$ 15,097,000	\$ 15,256,000	\$ 15,418,000
Animal Control										
Non-Personnel	\$ -	\$ 388,000	\$ 389,000	\$ 389,000	\$ 389,000	\$ 389,000	\$ 389,000	\$ 389,000	\$ 389,000	\$ 389,000
Public Works										
Non-Personnel	\$ 80,000	\$ 5,441,000	\$ 5,469,000	\$ 5,499,000	\$ 5,529,000	\$ 5,560,000	\$ 5,591,000	\$ 5,622,000	\$ 5,653,000	\$ 5,684,000
Non-Departmental										
Non-Personnel	\$ 291,000	\$ 452,000	\$ 714,000	\$ 701,000	\$ 746,000	\$ 748,000	\$ 752,000	\$ 754,000	\$ 757,000	\$ 760,000
County Repayment <sup>1</sup>	\$ -	\$ 106,000	\$ 109,200	\$ 112,500	\$ 115,900	\$ 119,000	\$ -	\$ -	\$ -	\$ -
Road Fund										
Non-Personnel	\$ -	\$ 4,297,000	\$ 4,297,000	\$ 4,298,000	\$ 4,298,000	\$ 4,299,000	\$ 4,300,000	\$ 4,300,000	\$ 4,300,000	\$ 4,301,000
County Repayment <sup>1</sup>	\$ -	\$ 929,000	\$ 957,000	\$ 986,000	\$ 1,016,000	\$ 1,046,000	\$ -	\$ -	\$ -	\$ -
Subtotal	\$ -	\$ 5,226,000	\$ 5,254,000	\$ 5,284,000	\$ 5,314,000	\$ 5,345,000	\$ 4,300,000	\$ 4,300,000	\$ 4,300,000	\$ 4,301,000

<sup>1</sup> Repayment cost accounts for animal services, development services, road maintenance, fire protection and sheriff department services the County is obligated to provide for the first year of service.

Sources: Tables 4.4, 4.9 and 4.13; Willdan Financial Services.



Table 4.16: New City Cost Summary (2009\$) - Scenario 2

Department	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
<b>General Fund</b>										
City Council										
Personnel	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -	\$ -
Non-Personnel	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000
Subtotal	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000
City Manager										
Personnel	\$ 290,000	\$ 405,000	\$ 457,000	\$ 462,000	\$ 466,000	\$ 470,000	\$ 476,000	\$ 480,000	\$ 485,000	\$ 490,000
Non-Personnel	\$ 15,000	\$ 20,000	\$ 23,000	\$ 23,000	\$ 23,000	\$ 24,000	\$ 24,000	\$ 24,000	\$ 24,000	\$ 25,000
Subtotal	\$ 305,000	\$ 425,000	\$ 480,000	\$ 485,000	\$ 489,000	\$ 494,000	\$ 500,000	\$ 504,000	\$ 509,000	\$ 515,000
City Attorney										
Personnel	\$ 406,000	\$ 410,000	\$ 414,000	\$ 418,000	\$ 422,000	\$ 426,000	\$ 431,000	\$ 435,000	\$ 439,000	\$ 444,000
Subtotal	\$ 406,000	\$ 410,000	\$ 414,000	\$ 418,000	\$ 422,000	\$ 426,000	\$ 431,000	\$ 435,000	\$ 439,000	\$ 444,000
City Clerk										
Personnel	\$ 320,000	\$ 323,000	\$ 486,000	\$ 491,000	\$ 495,000	\$ 500,000	\$ 506,000	\$ 511,000	\$ 515,000	\$ 521,000
Non-Personnel	\$ 16,000	\$ 57,000	\$ 24,000	\$ 66,000	\$ 25,000	\$ 66,000	\$ 25,000	\$ 67,000	\$ 26,000	\$ 67,000
Subtotal	\$ 336,000	\$ 380,000	\$ 510,000	\$ 557,000	\$ 520,000	\$ 566,000	\$ 531,000	\$ 578,000	\$ 541,000	\$ 588,000
Administrative Services										
Personnel	\$ 436,000	\$ 668,000	\$ 1,222,000	\$ 1,284,000	\$ 1,296,000	\$ 1,309,000	\$ 1,324,000	\$ 1,335,000	\$ 1,350,000	\$ 1,363,000
Non-Personnel	\$ 22,000	\$ 33,000	\$ 61,000	\$ 64,000	\$ 65,000	\$ 65,000	\$ 66,000	\$ 67,000	\$ 68,000	\$ 68,000
Subtotal	\$ 458,000	\$ 701,000	\$ 1,283,000	\$ 1,348,000	\$ 1,361,000	\$ 1,374,000	\$ 1,390,000	\$ 1,402,000	\$ 1,418,000	\$ 1,431,000
Development Services										
Personnel	\$ -	\$ 1,565,000	\$ 2,440,000	\$ 2,700,000	\$ 2,725,000	\$ 2,751,000	\$ 2,776,000	\$ 2,804,000	\$ 2,832,000	\$ 2,861,000
Non-Personnel	\$ -	\$ 495,000	\$ 539,000	\$ 552,000	\$ 136,000	\$ 138,000	\$ 139,000	\$ 140,000	\$ 142,000	\$ 143,000
Subtotal	\$ -	\$ 2,060,000	\$ 2,979,000	\$ 3,252,000	\$ 2,861,000	\$ 2,889,000	\$ 2,917,000	\$ 2,944,000	\$ 2,974,000	\$ 3,004,000
Police										
Non-Personnel	\$ -	\$ 15,133,000	\$ 15,289,000	\$ 15,450,000	\$ 15,614,000	\$ 15,778,000	\$ 15,946,000	\$ 16,114,000	\$ 16,285,000	\$ 16,459,000
Animal Control										
Non-Personnel	\$ -	\$ 415,000	\$ 416,000	\$ 416,000	\$ 416,000	\$ 416,000	\$ 416,000	\$ 416,000	\$ 416,000	\$ 417,000
Public Works										
Non-Personnel	\$ 80,000	\$ 5,962,000	\$ 5,993,000	\$ 6,024,000	\$ 6,056,000	\$ 6,092,000	\$ 6,947,000	\$ 4,948,000	\$ 4,948,000	\$ 4,949,000
Non-Departmental										
Non-Personnel	\$ 291,000	\$ 452,000	\$ 714,000	\$ 701,000	\$ 746,000	\$ 749,000	\$ 752,000	\$ 754,000	\$ 757,000	\$ 760,000
County Repayment <sup>1</sup>	\$ -	\$ 186,000	\$ 192,000	\$ 198,000	\$ 204,000	\$ 210,000	\$ -	\$ -	\$ -	\$ -
<b>Road Fund</b>										
Non-Personnel	\$ -	\$ 4,709,000	\$ 4,709,000	\$ 4,709,000	\$ 4,710,000	\$ 4,711,000	\$ 4,711,000	\$ 4,712,000	\$ 4,712,000	\$ 4,713,000
County Repayment <sup>1</sup>	\$ -	\$ 1,018,000	\$ 1,049,000	\$ 1,080,000	\$ 1,112,000	\$ 1,145,000	\$ -	\$ -	\$ -	\$ -
Subtotal	\$ -	\$ 5,727,000	\$ 5,758,000	\$ 5,789,000	\$ 5,822,000	\$ 5,856,000	\$ 4,711,000	\$ 4,712,000	\$ 4,712,000	\$ 4,713,000

<sup>1</sup> Repayment cost accounts for animal services, development services, road maintenance, fire protection and sheriff department services the County is obligated to provide for the first year of service.

Sources: Tables 4.4, 4.10 and 4.14; Willdan Financial Services.

# 5. Revenue Analysis

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This section describes the methodologies used to estimate revenues for the new city and summarizes the results.

## Property Tax

Property tax estimates are based on a projection of real property assessed value multiplied by a local public agency's share of the one percent property tax, called a tax allocation factor (TAF).<sup>2</sup> The TAF for the new city is calculated per a statutory formula based on the cost of services transferred to the new city.

Assessed property value within an area generates property tax for all jurisdictions that serve that area. For example, in an incorporated area the city general fund, county general fund, the public school district, and possibly separate fire, and recreation and parks district funds would each have a TAF that in sum would equal the one percent tax.

TAFs may vary by tax rate area within a jurisdiction and are calculated by the County Auditor-Controller. The methodology used in this study to estimate property tax is explained below.

It must be noted that incorporations result in a redistribution of existing property tax revenue. Property taxes do not increase as a result of incorporation.

## Land Use Assumptions

Table 5.1 provides the land use assumptions used to estimate assessed value. Other assumptions shown in the table are used to estimate service population (see Chapter 2). These assumptions are explained below:

- ♦ **Market values** are based on a review of real estate performance in the Arden Arcade community and surrounding areas. The values for residential represent average sales prices as of November 2009.
- ♦ **Holding period** reflects the length of time property is held prior to re-sale when the property is re-assessed at market values. Residential property is held for a shorter period of time than commercial property on average. A holding period of seven years is assumed for residential development, fifteen years is assumed for nonresidential development, and ten years is assumed for existing development.
- ♦ **Density, vacancy, and occupancy** are used to calculate service population shown previously in Tables 2.5 and 2.8. Density represents persons per household or employees per thousand square feet.

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<sup>2</sup> Proposition 13 limits the property tax to one percent of assessed value unless increased by two-thirds voter approval to support bonded debt.

**Table 5.1: Land Use Assumptions**

Land Use Type	Market Value/Unit or 1,000 SF <sup>1</sup>	Holding Period (years)	Density <sup>1</sup>	Vacancy <sup>1</sup>	Occupancy <sup>1</sup>
<i>Residential (dwelling units)</i>					
Single Family	\$ 197,000	7	2.72	3%	97%
Multi-family	138,000	7	1.85	3%	97%
<i>Nonresidential (sq. ft.)</i>					
Retail	\$ 290	15	3.00	5%	95%
Office	210	15	4.00	5%	95%
Existing Development <sup>2</sup>	NA	10	NA	NA	NA

<sup>1</sup> Density represents persons per household or employees per 1,000 square feet. Density assumptions are not calculated net of vacant dwelling units and building space.

<sup>2</sup> Assumes existing development is a mix of residential and non-residential with significantly more residential.

Sources: California Department of Finance (DOF), Table E-5; 2000 U.S. Census; The Natelson Company, Inc., Employment Density Study Summary Report, prepared for the Southern California Association of Governments, October 31, 2001; Residential value assumptions come from DQNews.com for zip code 95864, November 2009; Loopnet index of recent nonresidential property sales for zip code 95864 and Sacramento; Willdan Financial Services.

## Assessed Value

Assessed value is based on the assessed value of the current building stock and the market value of newly constructed buildings. Market value captures the current transactional prices for residential and nonresidential property. Assessed value is the value carried on the property tax rolls for calculating property taxes. Market value is almost always higher than assessed value because Proposition 13 limits annual increases in assessed value to two percent until the property is resold.<sup>3</sup>

This Proposition 13 constraint on assessed value requires estimating property tax based on nominal property values and then discounting revenues to exclude inflation. Discounting revenues to real dollars (excluding inflation) makes the results consistent with all other revenue and cost estimates generated by the fiscal model.

The fiscal model assumes a nominal annual property appreciation rate of 5.2 percent excluding the additional value from new development. The 5.2 percent property appreciation rate is based on an analysis of Federal Housing Agency's Housing Price Index (HPI) data. The data was examined to determine the annual property appreciation rate in the Sacramento-Arden Arcade-Roseville MSA from 1995 to 2009 – the annualized rate from low point to low point of the area's real estate cycles. By including the current recession and the recession of the early 1990s the average annual appreciate rate is 5.2 percent.

For the purposes of estimating nominal value, inflation is estimated at three percent per year.

Proposition 8 requires the temporary re-assessment of properties based on falling market values within an area. As market conditions improve, the assessed values for these properties can be increased beyond the two percent limitation of Proposition 13, up to the previous value. Also, foreclosure related transfers trigger 'permanent' resets of the assessed value

<sup>3</sup> California Constitution, Article XIII.A.

under Proposition 13 to reflect current market conditions. The assessed value of these properties can only be increased a maximum of two percent annually unless sold again for a higher price.

Assessed value for a given year is calculated for each land use type and is the sum of the following three values:

- ◆ Market value in nominal dollars (including inflation) of new development occurring in a given year is based on annual absorption in that year (see Tables 2.3 and 2.6) multiplied by the unit values shown in Table 5.1. Market value is calculated by increasing the unit market values shown in Table 5.1 at the nominal annual appreciation rate to the year in which the new development occurs, and multiplying the unit values by the number of new units in that year.
- ◆ Existing assessed value is typically the share of total assessed value from the prior year that is not re-sold is increased by the Proposition 13 constraint of two percent. The share is based on the holding period assumptions shown in Table 5.1.
- ◆ The share of total market value from the prior year that is re-sold based on the holding period assumptions, increased by the nominal annual appreciation rate to the current year.

Total assessed value is based on the sum of assessed values for all parcels in 2009 based on data provided by the County. Total property (assessed value) is shown for each scenario in **Tables 5.2 and 5.3**, respectively.



Table 5.2: Property Value - Scenario 1

FY Ending	2010	2011	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
New Property Sales (nominal market value)			2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
Residential												
Single Family	\$ 654,000	\$ 918,000	\$ 1,448,000	\$ 2,405,000	\$ 2,530,000	\$ 2,405,000	\$ 2,530,000	\$ 2,662,000	\$ 3,112,000	\$ 3,274,000	\$ 3,445,000	\$ 3,624,000
Multi-family	153,000	321,000	338,000	749,000	768,000	749,000	768,000	825,000	872,000	917,000	965,000	1,016,000
Subtotal	\$ 807,000	\$ 1,239,000	\$ 1,786,000	\$ 3,154,000	\$ 3,318,000	\$ 3,154,000	\$ 3,318,000	\$ 3,491,000	\$ 3,984,000	\$ 4,191,000	\$ 4,410,000	\$ 4,640,000
Nonresidential												
Retail	\$ 1,704,582	\$ 2,989,024	\$ 4,402,711	\$ 6,962,153	\$ 8,057,549	\$ 6,962,153	\$ 8,057,549	\$ 8,477,458	\$ 8,919,251	\$ 9,384,067	\$ 10,770,661	\$ 11,331,961
Office	571,847	1,002,747	1,477,005	2,356,659	2,703,117	2,356,659	2,703,117	2,843,987	2,992,198	3,148,132	3,613,302	3,801,905
Industrial												
Subtotal	\$ 2,276,429	\$ 3,991,771	\$ 5,879,716	\$ 9,318,812	\$ 10,760,666	\$ 9,318,812	\$ 10,760,666	\$ 11,321,445	\$ 11,911,448	\$ 12,532,199	\$ 14,383,963	\$ 15,133,866
Total	\$ 3,083,429	\$ 5,230,771	\$ 7,665,716	\$ 12,472,812	\$ 14,078,666	\$ 12,472,812	\$ 14,078,666	\$ 14,812,445	\$ 15,895,448	\$ 16,723,199	\$ 18,793,963	\$ 19,773,866
<b>Cumulative Property Value (nominal market value)</b>												
Residential												
Single Family	\$ 654,000	\$ 1,606,000	\$ 3,138,000	\$ 4,826,000	\$ 7,483,000	\$ 7,483,000	\$ 10,403,000	\$ 13,607,000	\$ 17,428,112	\$ 21,610,357	\$ 26,181,555	\$ 31,169,975
Multi-family	153,000	482,000	845,000	1,423,000	2,246,000	2,246,000	3,151,000	4,144,000	5,231,960	6,421,917	7,721,272	9,139,656
Subtotal	\$ 807,000	\$ 2,088,000	\$ 3,983,000	\$ 6,249,000	\$ 9,729,000	\$ 9,729,000	\$ 13,554,000	\$ 17,751,000	\$ 22,660,072	\$ 28,031,974	\$ 33,902,827	\$ 40,309,632
Nonresidential												
Retail	\$ 1,704,582	\$ 4,782,438	\$ 9,434,380	\$ 14,558,194	\$ 22,779,094	\$ 22,779,094	\$ 31,457,691	\$ 41,616,514	\$ 52,704,664	\$ 64,835,371	\$ 78,984,849	\$ 94,433,010
Office	571,847	1,604,395	3,165,011	4,863,930	7,474,109	7,474,109	10,566,730	13,561,389	17,681,107	21,750,732	26,497,547	31,690,040
Industrial												
Subtotal	\$ 2,276,429	\$ 6,386,833	\$ 12,599,392	\$ 19,442,124	\$ 29,753,203	\$ 29,753,203	\$ 42,064,421	\$ 55,578,002	\$ 70,385,831	\$ 86,586,103	\$ 105,482,396	\$ 126,113,050
Total	\$ 3,083,429	\$ 8,474,832	\$ 15,582,392	\$ 25,691,124	\$ 39,482,203	\$ 39,482,203	\$ 55,618,421	\$ 73,329,002	\$ 93,045,903	\$ 114,618,077	\$ 139,385,224	\$ 166,422,684
<b>Assessed Value (nominal)</b>												
Residential												
Single Family	\$ 654,000	\$ 1,566,000	\$ 3,078,000	\$ 4,687,000	\$ 7,228,000	\$ 7,228,000	\$ 9,974,000	\$ 12,846,000	\$ 16,475,662	\$ 20,297,915	\$ 24,439,257	\$ 28,926,032
Multi-family	153,000	478,000	495,000	1,094,000	1,919,000	1,919,000	2,803,000	3,755,000	4,776,046	5,879,002	7,070,109	8,357,910
Subtotal	\$ 807,000	\$ 2,066,000	\$ 3,673,000	\$ 5,781,000	\$ 9,147,000	\$ 9,147,000	\$ 12,777,000	\$ 16,699,000	\$ 21,251,707	\$ 26,176,918	\$ 31,509,366	\$ 37,283,850
Nonresidential												
Retail	\$ 1,704,582	\$ 4,731,347	\$ 9,242,398	\$ 14,092,652	\$ 21,399,547	\$ 21,399,547	\$ 29,992,593	\$ 39,239,684	\$ 49,184,458	\$ 59,913,944	\$ 72,356,349	\$ 85,755,275
Office	571,847	1,567,255	3,100,806	4,727,751	7,173,041	7,173,041	10,061,805	13,163,985	16,503,576	20,099,710	24,273,842	28,768,895
Industrial												
Subtotal	\$ 2,276,429	\$ 6,318,602	\$ 12,343,204	\$ 18,820,403	\$ 28,572,588	\$ 28,572,588	\$ 40,054,398	\$ 52,403,669	\$ 65,688,034	\$ 80,013,654	\$ 96,630,191	\$ 114,524,140
Existing	\$ 6,739,140,169	\$ 6,880,692,113	\$ 7,025,156,017	\$ 7,172,584,283	\$ 7,323,310,663	\$ 7,477,100,182	\$ 7,634,119,291	\$ 7,794,435,795	\$ 7,958,118,948	\$ 8,125,239,446	\$ 8,295,859,474	\$ 8,470,082,733
Total	\$ 6,739,140,169	\$ 6,883,745,542	\$ 7,033,540,619	\$ 7,188,600,297	\$ 7,347,912,066	\$ 7,514,825,775	\$ 7,686,950,690	\$ 7,863,538,466	\$ 8,045,066,689	\$ 8,231,430,018	\$ 8,424,009,031	\$ 8,621,890,724
<b>Assessed Value (real)</b>												
Residential												
Single Family	\$ 635,000	\$ 1,497,000	\$ 2,817,000	\$ 4,164,000	\$ 6,235,000	\$ 6,235,000	\$ 8,353,000	\$ 10,526,000	\$ 13,006,000	\$ 15,657,000	\$ 18,185,000	\$ 20,897,000
Multi-family	149,000	451,000	455,000	972,000	1,555,000	1,555,000	2,347,000	3,052,000	3,770,000	4,506,000	5,281,000	6,038,000
Subtotal	\$ 784,000	\$ 1,948,000	\$ 3,272,000	\$ 5,136,000	\$ 7,890,000	\$ 7,890,000	\$ 10,700,000	\$ 13,578,000	\$ 16,776,000	\$ 20,063,000	\$ 23,466,000	\$ 26,935,000
Nonresidential												
Retail	\$ 1,655,000	\$ 4,480,000	\$ 8,458,000	\$ 12,521,000	\$ 18,459,000	\$ 18,459,000	\$ 25,118,000	\$ 31,905,000	\$ 38,835,000	\$ 45,919,000	\$ 53,840,000	\$ 61,951,000
Office	555,000	1,496,000	2,837,000	4,201,000	6,193,000	6,193,000	8,427,000	10,704,000	13,028,000	15,405,000	18,062,000	20,783,000
Industrial												
Subtotal	\$ 2,210,000	\$ 5,956,000	\$ 11,295,000	\$ 16,722,000	\$ 24,652,000	\$ 24,652,000	\$ 33,545,000	\$ 42,609,000	\$ 51,863,000	\$ 61,324,000	\$ 71,902,000	\$ 82,734,000
Existing	\$ 6,739,140,000	\$ 6,690,254,000	\$ 6,629,883,000	\$ 6,564,022,000	\$ 6,489,812,000	\$ 6,449,812,000	\$ 6,393,455,000	\$ 6,337,590,000	\$ 6,282,213,000	\$ 6,227,319,000	\$ 6,172,906,000	\$ 6,118,968,000
Total	\$ 6,739,140,000	\$ 6,683,248,000	\$ 6,629,787,000	\$ 6,578,587,000	\$ 6,492,354,000	\$ 6,449,812,000	\$ 6,437,700,000	\$ 6,393,777,000	\$ 6,350,852,000	\$ 6,308,706,000	\$ 6,268,264,000	\$ 6,228,637,000

Sources: Tables 2.3 and 5.1, Sacramento County, Willdan Financial Services.

Table 5.3: Property Value - Scenario 2

FY Ending	2010	2011	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10	Year 2021
New Property Sales (nominal market value)			2012	2013	2014	2015	2016	2017	2018	2019	2020	2021	
Residential													
Single Family	\$ 654,000	\$ 1,147,000	\$ 1,890,000	\$ 1,890,000	\$ 1,778,000	\$ 2,138,000	\$ 2,811,000	\$ 2,968,000	\$ 3,423,000	\$ 3,602,000	\$ 4,134,000	\$ 4,349,000	\$ 4,349,000
Multi-Family	\$ 153,000	\$ 321,000	\$ 507,000	\$ 507,000	\$ 534,000	\$ 749,000	\$ 788,000	\$ 829,000	\$ 872,000	\$ 917,000	\$ 1,207,000	\$ 1,269,000	\$ 1,269,000
Subtotal	\$ 807,000	\$ 1,468,000	\$ 2,397,000	\$ 2,397,000	\$ 2,312,000	\$ 2,887,000	\$ 3,599,000	\$ 3,797,000	\$ 4,295,000	\$ 4,749,000	\$ 5,341,000	\$ 5,618,000	\$ 5,618,000
Nonresidential													
Retail	\$ 1,704,582	\$ 2,989,024	\$ 4,402,711	\$ 4,402,711	\$ 4,532,153	\$ 6,962,217	\$ 8,057,549	\$ 8,477,458	\$ 8,919,251	\$ 9,384,067	\$ 10,770,661	\$ 11,331,961	\$ 11,331,961
Office	\$ 571,947	\$ 1,022,747	\$ 1,477,005	\$ 1,477,005	\$ 1,553,978	\$ 2,395,659	\$ 2,703,117	\$ 2,843,987	\$ 2,992,198	\$ 3,148,132	\$ 3,613,302	\$ 3,801,640	\$ 3,801,640
Industrial													
Subtotal	\$ 2,276,429	\$ 3,991,771	\$ 5,879,716	\$ 5,879,716	\$ 6,186,130	\$ 9,297,876	\$ 10,760,666	\$ 11,321,445	\$ 11,911,448	\$ 12,532,199	\$ 14,383,963	\$ 15,133,601	\$ 15,133,601
Total	\$ 3,083,429	\$ 5,459,771	\$ 8,276,716	\$ 8,276,716	\$ 8,498,130	\$ 12,184,876	\$ 14,359,666	\$ 15,108,445	\$ 16,206,448	\$ 17,281,199	\$ 19,724,963	\$ 20,751,601	\$ 20,751,601
Cumulative Property Value (nominal market value)													
Residential													
Single Family	\$ 654,000	\$ 1,935,000	\$ 3,621,000	\$ 3,621,000	\$ 5,399,000	\$ 8,017,000	\$ 11,246,000	\$ 14,790,000	\$ 18,933,763	\$ 23,575,079	\$ 28,937,666	\$ 34,794,717	\$ 34,794,717
Multi-Family	\$ 153,000	\$ 482,000	\$ 1,014,000	\$ 1,014,000	\$ 1,601,000	\$ 2,433,000	\$ 3,248,000	\$ 4,351,000	\$ 5,449,747	\$ 6,880,754	\$ 8,446,336	\$ 10,155,507	\$ 10,155,507
Subtotal	\$ 807,000	\$ 2,317,000	\$ 4,635,000	\$ 4,635,000	\$ 7,189,000	\$ 10,450,000	\$ 14,594,000	\$ 19,141,000	\$ 24,433,510	\$ 30,455,833	\$ 37,384,002	\$ 44,950,224	\$ 44,950,224
Nonresidential													
Retail	\$ 1,704,582	\$ 4,782,438	\$ 9,434,380	\$ 9,434,380	\$ 14,566,194	\$ 22,279,094	\$ 31,497,691	\$ 41,616,614	\$ 52,704,664	\$ 64,835,371	\$ 78,984,849	\$ 94,433,010	\$ 94,433,010
Office	\$ 571,947	\$ 1,604,385	\$ 3,165,911	\$ 3,165,911	\$ 4,863,930	\$ 7,474,109	\$ 10,566,730	\$ 13,861,389	\$ 17,691,167	\$ 21,750,792	\$ 26,497,547	\$ 31,680,440	\$ 31,680,440
Industrial													
Subtotal	\$ 2,276,429	\$ 6,386,833	\$ 12,599,392	\$ 12,599,392	\$ 19,442,124	\$ 29,753,203	\$ 42,064,421	\$ 55,578,002	\$ 70,385,831	\$ 86,586,103	\$ 105,482,396	\$ 126,113,050	\$ 126,113,050
Total	\$ 3,083,429	\$ 8,703,833	\$ 17,234,392	\$ 17,234,392	\$ 26,631,124	\$ 40,203,203	\$ 56,658,421	\$ 74,719,002	\$ 94,819,341	\$ 117,041,936	\$ 142,866,399	\$ 171,063,276	\$ 171,063,276
Assessed Value (nominal)													
Residential													
Single Family	\$ 654,000	\$ 1,817,000	\$ 3,554,000	\$ 3,554,000	\$ 5,429,000	\$ 7,724,000	\$ 10,769,000	\$ 14,053,000	\$ 17,941,046	\$ 22,140,887	\$ 27,034,851	\$ 32,334,572	\$ 32,334,572
Multi-Family	\$ 153,000	\$ 478,000	\$ 964,000	\$ 964,000	\$ 1,267,000	\$ 2,097,000	\$ 2,987,000	\$ 3,944,000	\$ 4,974,147	\$ 6,314,933	\$ 7,792,247	\$ 9,324,922	\$ 9,324,922
Subtotal	\$ 807,000	\$ 2,295,000	\$ 4,218,000	\$ 4,218,000	\$ 6,696,000	\$ 9,821,000	\$ 13,756,000	\$ 18,007,000	\$ 22,915,193	\$ 28,455,830	\$ 34,797,098	\$ 41,659,494	\$ 41,659,494
Nonresidential													
Retail	\$ 1,704,582	\$ 4,731,347	\$ 9,242,398	\$ 9,242,398	\$ 14,092,652	\$ 21,399,547	\$ 29,982,593	\$ 39,239,684	\$ 48,184,458	\$ 58,913,944	\$ 72,356,349	\$ 85,755,275	\$ 85,755,275
Office	\$ 571,947	\$ 1,587,255	\$ 3,100,606	\$ 3,100,606	\$ 4,727,751	\$ 7,179,041	\$ 10,061,005	\$ 13,163,985	\$ 16,503,576	\$ 20,099,710	\$ 24,273,842	\$ 28,768,965	\$ 28,768,965
Industrial													
Subtotal	\$ 2,276,429	\$ 6,318,602	\$ 12,343,004	\$ 12,343,004	\$ 18,820,403	\$ 28,578,588	\$ 40,043,598	\$ 52,403,669	\$ 64,688,034	\$ 79,013,654	\$ 96,630,191	\$ 114,524,140	\$ 114,524,140
Existing	\$ 7,768,074,643	\$ 7,931,204,211	\$ 8,097,939,488	\$ 8,267,812,448	\$ 8,441,436,510	\$ 8,618,706,677	\$ 8,798,699,517	\$ 8,984,493,207	\$ 9,173,167,584	\$ 9,365,804,083	\$ 9,562,485,869	\$ 9,763,298,174	\$ 9,763,298,174
Total	\$ 7,768,074,643	\$ 7,934,287,940	\$ 8,105,373,101	\$ 8,284,373,462	\$ 8,466,952,913	\$ 8,657,106,264	\$ 8,853,509,915	\$ 9,054,903,876	\$ 9,261,780,791	\$ 9,474,273,568	\$ 9,693,913,257	\$ 9,919,481,809	\$ 9,919,481,809
Assessed Value (real)													
Residential													
Single Family	\$ 635,000	\$ 1,713,000	\$ 3,252,000	\$ 3,252,000	\$ 4,824,000	\$ 6,663,000	\$ 9,019,000	\$ 11,435,000	\$ 14,163,000	\$ 18,969,000	\$ 20,116,000	\$ 23,359,000	\$ 23,359,000
Multi-Family	\$ 149,000	\$ 451,000	\$ 608,000	\$ 608,000	\$ 1,126,000	\$ 1,809,000	\$ 2,502,000	\$ 3,207,000	\$ 3,927,000	\$ 4,840,000	\$ 5,776,000	\$ 6,737,000	\$ 6,737,000
Subtotal	\$ 784,000	\$ 2,164,000	\$ 3,860,000	\$ 3,860,000	\$ 5,950,000	\$ 8,472,000	\$ 11,521,000	\$ 14,642,000	\$ 18,090,000	\$ 21,809,000	\$ 25,892,000	\$ 30,096,000	\$ 30,096,000
Nonresidential													
Retail	\$ 1,655,000	\$ 4,460,000	\$ 8,458,000	\$ 8,458,000	\$ 12,521,000	\$ 18,459,000	\$ 25,118,000	\$ 31,905,000	\$ 38,835,000	\$ 45,919,000	\$ 53,840,000	\$ 61,951,000	\$ 61,951,000
Office	\$ 555,000	\$ 1,496,000	\$ 2,837,000	\$ 2,837,000	\$ 4,201,000	\$ 6,193,000	\$ 8,427,000	\$ 10,704,000	\$ 13,028,000	\$ 15,495,000	\$ 18,062,000	\$ 20,783,000	\$ 20,783,000
Industrial													
Subtotal	\$ 2,210,000	\$ 5,956,000	\$ 11,295,000	\$ 11,295,000	\$ 16,722,000	\$ 24,652,000	\$ 33,545,000	\$ 42,609,000	\$ 51,863,000	\$ 61,324,000	\$ 71,902,000	\$ 82,734,000	\$ 82,734,000
Existing	\$ 7,766,075,000	\$ 7,700,198,000	\$ 7,632,915,000	\$ 7,566,220,000	\$ 7,500,107,000	\$ 7,434,572,000	\$ 7,369,510,000	\$ 7,305,215,000	\$ 7,241,393,000	\$ 7,178,109,000	\$ 7,115,388,000	\$ 7,053,214,000	\$ 7,053,214,000
Total	\$ 7,766,075,000	\$ 7,703,192,000	\$ 7,641,095,000	\$ 7,581,375,000	\$ 7,522,779,000	\$ 7,467,696,000	\$ 7,414,676,000	\$ 7,362,466,000	\$ 7,311,336,000	\$ 7,261,242,000	\$ 7,213,182,000	\$ 7,166,044,000	\$ 7,166,044,000

Sources: Tables 2.6 and 5.1, Sacramento County, Willdan Financial Services.

## Property Tax Allocation

Assessed value is multiplied by the one percent property tax rate and then by the TAF applicable to the public agency to calculate property tax in nominal dollars. Nominal property tax revenue is discounted back to the present to generate revenue estimates in real (constant 2009) dollars. This approach ensures consistency with other model fiscal estimates that are expressed in real dollars.

In most cases the TAF for a new city upon incorporation is based on the services transferred from existing public agencies to the new city. If a service is transferred then property tax revenue to fund that service is transferred as well. For TAFs dedicated to specific services, such as for a fire or park district, the entire TAF is transferred to the city if the service is transferred. For a county's general fund TAF, only a portion is transferred because while the county transfers some services to the city such as law enforcement, it retains other services such as the courts.

## County General Fund Property Tax Allocation

The property tax transferred to a new incorporated city from the County's general fund share is based on the following statutory formula:

$$(\text{Net county cost}) \times (\text{Auditor's ratio}) = \text{New city property tax revenue in base year}$$

Where:

Net county cost = Total cost of services transferred to the new city from the county, net of designated revenues (such as charges for services and restricted tax revenue); and

Auditor's ratio = Total general fund property taxes divided by total general fund undesignated revenues.

To calculate property tax after the base year, the County Auditor-Controller calculates the new city's TAF applied to future increases in assessed value is calculated as follows:

$$\frac{\text{New city property tax in base year}}{\text{One percent of assessed value in base year}} = \text{New city tax allocation factor (new city TAF)}$$

### **Net County Cost**

The first part of this formula is an estimate of the current net county cost of providing services that will be transferred to the new city. Net county costs represent service costs funded by discretionary tax revenues, such as property and sales taxes, net of all fees, charges, and transfers. **Tables 5.4 and 5.5** calculate the cost of general government services transferred to the new city under each scenario, respectively.

Estimated net county costs for the new city are based on both case study analysis and on a per capita cost analysis of actual expenditure data for FY 2008-09 and are shown in **Tables 5.6 and 5.7**. Transferred services include animal control, land use planning, general government, development and sheriff services.

Table 5.4: General Government Net County Cost (FY09) - Scenario 1

Item	Type of Service Transferred			Total
	Not Transferred	Uninc. Only	Countywide	
<b>Net County Cost</b>				
Legislative and Administrative				
Board of Supervisors	\$ -	\$ -	\$ 3,508,024	
County Executive Cabinet	-	-	(8,327)	
County Executive	-	-	81,755	
Finance				
Assessor	6,267,567	-	-	
Department of Finance	-	-	1,682,739	
Tobacco Litigation Settlement	6,135,821	-	-	
Non Departmental Expense: GF	-	-	4,742,037	
County Counsel	-	-	1,589,823	
Personnel				
Civil Service Commission	-	-	339,981	
Office of Labor Relations	-	-	974,588	
Personnel Services	-	-	69,081	
Elections - Registrar of Voters <sup>1</sup>	-	-	5,194,494	
Property Management	12,790	-	-	
Plant Acquisition <sup>2</sup>	3,302,235	-	6,346,911	
Promotion				
Economic Development & Intergovernmental Affairs <sup>3</sup>	-	6,927,784	-	
Financing Transfers/Reimbursements - General Fund	-	-	5,390,330	
Neighborhood Services	-	1,196,876	-	
Other General				
Data Processing - Shared Systems	-	-	12,491,275	
Revenue Recovery	-	-	647,188	
<b>Total<sup>1</sup></b>	<b>\$ 15,718,413</b>	<b>\$ 8,124,660</b>	<b>\$ 43,049,899</b>	
<b>Service Population</b>				
Unincorporated Residents (A)		565,309	565,309	
County Population (B)			1,433,187	
Weighted Population (C = A + B)			1,998,496	
Total Service Population (C)		<u>565,309</u>	<u>1,998,496</u>	
Unincorporated Percent of Total (A / C)		<u>100%</u>	<u>28%</u>	
<b>Cost Allocation</b>				
Total Unincorporated Share		\$ 8,125,000	\$ 12,054,000	
Per Unincorporated Resident		14.37	21.32	\$ 35.70
Total - Countywide and Unincorporated				
<b>Arden Arcade Area Services</b>				
Unincorporated Residents - Scenario 1				<u>92,006</u>
General Government Costs Transferred				<b>\$ 3,284,203</b>

<sup>1</sup>Assumes that the Registrar of Voters will receive reimbursement from the new city for city elections, transferring a portion of the office's costs to the city.

<sup>2</sup>Assumes that County general fund payments for administration and corporation type buildings will transfer costs to the new city, while buildings for countywide services not delivered by cities will not transfer costs.

<sup>3</sup>Assumes that the Net County Cost of this office is the amount in FY09 spent in excess of the fund balance.

Sources: Table 2.1; County of Sacramento FY09 Budget; Willdan Financial Services.

Table 5.5: General Government Net County Cost (FY09) - Scenario 2

Item	Type of Service Transferred			Total
	Not Transferred	Uninc. Only	Countywide	
<b>Net County Cost</b>				
Legislative and Administrative				
Board of Supervisors	\$ -	\$ -	\$ -	3,508,024
County Executive Cabinet	-	-	-	(8,327)
County Executive	-	-	-	81,755
Finance				
Assessor	6,267,567	-	-	-
Department of Finance	-	-	-	1,682,739
Tobacco Litigation Settlement	6,135,821	-	-	-
Non Departmental Expense: GF	-	-	-	4,742,037
County Counsel	-	-	-	1,589,823
Personnel				
Civil Service Commission	-	-	-	339,981
Office of Labor Relations	-	-	-	974,588
Personnel Services	-	-	-	69,081
Elections - Registrar of Voters <sup>1</sup>	-	-	-	5,194,494
Property Management	12,790	-	-	-
Plant Acquisition <sup>2</sup>	3,302,235	-	-	6,346,911
Promotion				
Economic Development & Intergovernmental Affairs <sup>3</sup>	-	6,927,784	-	-
Financing Transfers/Reimbursements - General Fund	-	-	-	5,390,330
Neighborhood Services	-	1,196,876	-	-
Other General				
Data Processing - Shared Systems	-	-	-	12,491,275
Revenue Recovery	-	-	-	647,188
<b>Total<sup>1</sup></b>	<b>\$ 15,718,413</b>	<b>\$ 8,124,660</b>	<b>\$ 43,049,899</b>	
<b>Service Population</b>				
Unincorporated Residents (A)		565,309	565,309	
County Population (B)			1,433,187	
Weighted Population (C = A + B)			1,998,496	
Total Service Population (C)		<u>565,309</u>	<u>1,998,496</u>	
Unincorporated Percent of Total (A / C)		<u>100%</u>	<u>28%</u>	
<b>Cost Allocation</b>				
Total Unincorporated Share		\$ 8,125,000	\$ 12,054,000	
Per Unincorporated Resident		14.37	21.32	\$ 35.70
Total - Countywide and Unincorporated				
<b>Arden Arcade Area Services</b>				
Unincorporated Residents - Scenario 2				<u>98,402</u>
General Government Costs Transferred				<b>\$ 3,512,493</b>

<sup>1</sup>Assumes that the Registrar of Voters will receive reimbursement from the new city for city elections, transferring a portion of the office's costs to the city.

<sup>2</sup>Assumes that County general fund payments for administration and corporation type buildings will transfer costs to the new city, while buildings for countywide services not delivered by cities will not transfer costs.

<sup>3</sup>Assumes that the Net County Cost of this office is the amount in FY09 spent in excess of the fund balance.

Sources: Table 2.1; County of Sacramento FY09 Budget; Willdan Financial Services.



**Table 5.6: Net County Cost (FY09) - Scenario 1**

Budget Function / Service	Service Cost		FY09 Net County Cost
	Transferred to New City	Source of Transferred Cost	
General Government	Yes	Table 5.4	\$ 3,284,203
Public Protection	Yes		
Sheriff Patrol / Investigation <sup>1</sup>	Yes	Table 4.5	12,320,339
Animal Services	Yes	Appendix Table A.3	205,391
Development Services (Code Enforcement and Planning)	Yes	Appendix Table A.2	555,159
Health and Sanitation	No		-
Public Assistance	No		-
Education	No		-
Recreation & Cultural Services	No		-
Debt Service	No		-
<b>Total</b>			<b>\$ 16,365,093</b>

<sup>1</sup> Sheriff patrol / investigation cost shown net of estimated Proposition 172 revenues. Share of unrestricted revenues assumed to be approximately 88%.

Sources: Sacramento County FY09 Budget; Sheriff Department, Animal Services Department, Department of Transportation, and Tables 4.5, 5.4, A.2 and A.3; Willdan Financial Services.

**Table 5.7: Net County Cost (FY09) - Scenario 2**

Budget Function / Service	Service Cost		FY09 Net County Cost
	Transferred to New City	Source of Transferred Cost	
General Government	Yes	Table 5.5	\$ 3,512,493
Public Protection	Yes		
Sheriff Patrol / Investigation <sup>1</sup>	Yes	Table 4.10	12,713,856
Animal Services	Yes	Appendix Table A.3	205,391
Development Services (Code Enforcement and Planning)	Yes	Appendix Table A.2	555,159
Health and Sanitation	No		-
Public Assistance	No		-
Education	No		-
Recreation & Cultural Services	No		-
Debt Service	No		-
<b>Total</b>			<b>\$ 16,986,899</b>

<sup>1</sup> Sheriff patrol / investigation cost shown net of estimated Proposition 172 revenues. Share of unrestricted revenues assumed to be approximately 88%.

Sources: Sacramento County FY09 Budget; Sheriff Department, Animal Services Department, Department of Transportation, and Tables 4.5, 5.5, A.2 and A.3; Willdan Financial Services.

### **Auditor's Ratio**

The second part of the formula used to calculate the share of the County's general fund property tax to be transferred to the new city is the Auditor's ratio. The Auditor's ratio represents that share of the net cost of services that is funded by property tax revenues. The County Auditor's Office provided the Auditor's ratio for the purposes of this CFA.

### **County Library**

The County Library also has its own property tax allocation factor and revenue. This tax allocation factor and revenue is excluded from the analysis because library services are not assumed to transfer to the new city. (See also the municipal services plan discussion in Chapter 3.)

## County Fire

Metro Fire has its own TAF, and the associated property tax revenue will be transferred seamlessly to the agency to pay for the provision of fire services. As such, this allocation will not be transferred to the new city and is excluded from this analysis.

## Tax Allocation Factor

Based on the municipal service plan presented in Chapter 3, only services funded by the County's general fund are being transferred to the new city. Fire services are not included in the transfer because they will be funded by Metro Fire's TAF, as discussed above. Tables 5.8 and 5.9 show the calculated property tax transfer and resulting TAF for the each scenario using the formula and assumptions presented above.

**Table 5.8: Property Tax Transfer Tax Allocation Factor (FY09 Projected) - Scenario 1**

	Scenario 1
<i>Transfer of County General Fund Tax Base</i>	
Total Net County Cost	\$ 16,365,093
County Auditor's Ratio	41.330%
<b>Property Tax Base Transferred</b>	<b>\$ 6,764,000</b>
<i>General Fund Tax Allocation Factor</i>	
Assessed Value (FY 2008-09)	<u>\$ 6,739,140,169</u>
Property Tax (1% of assessed value)	1.00%
Total Property Tax Collected (1% of A.V.)	\$ 67,391,000
Property Tax Base Transferred	<u>6,764,000</u>
General Fund Tax Allocation Factor	10.04%

Note: A "tax allocation factor" or "TAF" refers to a public agency's share of the one percent property

Sources: Table 5.6; Sacramento County Auditor-Controller; Willdan Financial Services.

**Table 5.9: Property Tax Transfer Tax Allocation Factor (FY09 Projected) - Scenario 2**

	Scenario 2
<i>Transfer of County General Fund Tax Base</i>	
Total Net County Cost	\$ 16,986,899
County Auditor's Ratio	41.330%
<b>Property Tax Base Transferred</b>	<b>\$ 7,021,000</b>
<i>General Fund Tax Allocation Factor</i>	
Assessed Value (FY 2007-08)	<u>\$ 7,768,074,643</u>
Property Tax (1% of assessed value)	1.00%
Total Property Tax Collected (1% of A.V.)	\$ 77,681,000
Property Tax Base Transferred	<u>7,021,000</u>
General Fund Tax Allocation Factor	9.04%

Note: A "tax allocation factor" or "TAF" refers to a public agency's share of the one percent property tax.

Sources: Table 5.7; Sacramento County Auditor-Controller; Willdan Financial Services.

## Property Tax Revenue Projections

Total estimated General Fund property tax revenue is shown in **Tables 5.10** and **5.11** for each scenario. The County would receive property tax revenue during the transition year, so **Tables 5.10** and **5.11** show no property tax revenue coming into the proposed city in Year 1.

Table 5.10: Property Tax (2009\$) - Scenario 1

	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
<i>Residential (New Development)</i>										
Single Family	\$ -	\$ 3,000	\$ 4,000	\$ 6,000	\$ 8,000	\$ 11,000	\$ 13,000	\$ 16,000	\$ 18,000	\$ 21,000
Multi-family	-	-	1,000	2,000	2,000	3,000	4,000	5,000	5,000	6,000
Subtotal	\$ -	\$ 3,000	\$ 5,000	\$ 8,000	\$ 10,000	\$ 14,000	\$ 17,000	\$ 21,000	\$ 23,000	\$ 27,000
<i>Nonresidential (New Development)</i>										
Retail	\$ -	\$ 8,000	\$ 13,000	\$ 19,000	\$ 25,000	\$ 32,000	\$ 39,000	\$ 46,000	\$ 54,000	\$ 62,000
Office	-	3,000	4,000	6,000	8,000	11,000	13,000	15,000	18,000	21,000
Industrial	-	-	-	-	-	-	-	-	-	-
Subtotal	\$ -	\$ 11,000	\$ 17,000	\$ 25,000	\$ 33,000	\$ 43,000	\$ 52,000	\$ 61,000	\$ 72,000	\$ 83,000
<i>Existing</i>	\$ -	\$ 6,590,000	\$ 6,533,000	\$ 6,476,000	\$ 6,419,000	\$ 6,363,000	\$ 6,307,000	\$ 6,252,000	\$ 6,198,000	\$ 6,143,000
Total	\$ -	\$ 6,604,000	\$ 6,555,000	\$ 6,509,000	\$ 6,462,000	\$ 6,420,000	\$ 6,376,000	\$ 6,334,000	\$ 6,293,000	\$ 6,253,000

Sources: Tables 5.2 and 5.8; Willdan Financial Services.

Table 5.11: Property Tax (2009\$) - Scenario 2

	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
<i>Residential (New Development)</i>										
Single Family	\$ -	\$ 3,000	\$ 4,000	\$ 6,000	\$ 8,000	\$ 10,000	\$ 13,000	\$ 15,000	\$ 18,000	\$ 21,000
Multi-family	-	1,000	1,000	2,000	2,000	3,000	4,000	4,000	5,000	6,000
Subtotal	\$ -	\$ 4,000	\$ 5,000	\$ 8,000	\$ 10,000	\$ 13,000	\$ 17,000	\$ 19,000	\$ 23,000	\$ 27,000
<i>Nonresidential (New Development)</i>										
Retail	\$ -	\$ 8,000	\$ 11,000	\$ 17,000	\$ 23,000	\$ 29,000	\$ 35,000	\$ 42,000	\$ 49,000	\$ 56,000
Office	-	3,000	4,000	6,000	8,000	10,000	12,000	14,000	16,000	19,000
Industrial	-	-	-	-	-	-	-	-	-	-
Subtotal	\$ -	\$ 11,000	\$ 15,000	\$ 23,000	\$ 31,000	\$ 39,000	\$ 47,000	\$ 56,000	\$ 65,000	\$ 75,000
<i>Existing</i>	\$ -	\$ 6,840,000	\$ 6,780,000	\$ 6,721,000	\$ 6,662,000	\$ 6,604,000	\$ 6,546,000	\$ 6,489,000	\$ 6,432,000	\$ 6,376,000
Total	\$ -	\$ 6,855,000	\$ 6,800,000	\$ 6,752,000	\$ 6,703,000	\$ 6,656,000	\$ 6,610,000	\$ 6,564,000	\$ 6,520,000	\$ 6,478,000

Sources: Tables 5.3 and 5.9; Willdan Financial Services.

## Other Taxes

Several other taxes will provide revenue to the new city. Sales tax is the most important source of revenue from other taxes. Property transfer tax and gas tax revenues are also included in the analysis. These taxes are discussed below.

### Sales Tax

The State Board of Equalization (SBOE) provided existing sales tax data for reporting businesses with addresses in the each incorporation scenario. Address ranges were developed by Willdan from a list of assessor parcel numbers (APNs) provided by Sacramento County GIS.

In addition to the sales tax revenue associated with existing development, estimates of gross sales per square foot of retail land uses associated with projected new development is used to estimate future sales tax revenue from new development. This analysis uses an assumption of \$340 of gross sales per square foot for new retail space. This figure is equal to the average of super regional, regional, super community and neighborhood retail sales per square foot from the Urban Land Institute's *Dollars and Cents of Shopping Centers/The Score 2008*.

**Tables 5.12** and **5.13** show the projected sales tax revenue for each scenario using an assumption of \$340 of sales per square foot for new retail.

### Property Transfer Tax

Property transfer tax revenues are estimated using the cumulative estimates of real estate market value and the holding period assumptions discussed in the property tax section above. Upon incorporation the new city would evenly split the current County unincorporated area rate of \$1.10 per \$1,000 of value on each real estate transaction. Tax revenues are calculated as follows:

- ♦ Land use type, to calculate the value of transactions subject to tax in a that year;
- ♦ The transaction value is multiplied by the tax rate to calculate tax revenues in current dollars; and
- ♦ Tax revenues are discounted to 2009 dollars to be consistent with the other projections in this study

Estimated property transfer tax revenue for each scenario is shown in **Tables 5.14** and **5.15**.

### Business License Tax

Base year business license tax data was provided by the Auditor Controller for each scenario and displayed in **Tables 5.16** and **5.17**. Increases in business license tax revenue are driven by projected increases in employees for each scenario.

### Transient Occupancy Tax

Base year estimates of transient occupancy tax (TOT) revenue for the Arden Arcade area were provided by the Auditor Controller. Each scenario will have the same TOT revenue

estimates because all hotels in the study area are located within area common to both scenarios. Annual TOT revenue estimates are shown in **Table 5.18**.



Table 5.12: Sales Tax (2009\$) - Scenario 1

	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
New Square Feet of Commercial	14,000	27,000	39,000	57,000	76,000	96,000	115,000	135,000	156,000	177,000
Sales Per Square Foot <sup>1</sup>	\$ 340									
Total Taxable Sales	\$ 1,785,000	\$ 9,180,000	\$ 13,260,000	\$ 19,380,000	\$ 25,840,000	\$ 32,640,000	\$ 39,100,000	\$ 45,900,000	\$ 53,040,000	\$ 60,180,000
City Sales Tax Revenue (New) Existing <sup>2</sup>	\$ 18,000 4,733,000	\$ 92,000 12,620,000	\$ 133,000 12,620,000	\$ 194,000 12,620,000	\$ 258,000 12,620,000	\$ 326,000 12,620,000	\$ 391,000 12,620,000	\$ 458,000 12,620,000	\$ 530,000 12,620,000	\$ 602,000 12,620,000
Total	\$ 4,751,000	\$ 12,712,000	\$ 12,753,000	\$ 12,814,000	\$ 12,878,000	\$ 12,946,000	\$ 13,011,000	\$ 13,079,000	\$ 13,150,000	\$ 13,222,000

<sup>1</sup> Average of Super Regional, Regional, Super Community/Community, and Neighborhood Shopping Centers in the West. Median dollars of sales per square foot.

<sup>2</sup> FY2012 sales tax revenue based on three quarters of revenue for the transition year. Transition year revenue split between City and County.

Sources: Table 2.4: State Board of Equalization; Dollars & Cents of Shopping Centers / The SCORE 2008, Urban Land Institute; Willdan Financial Services.

Table 5.13: Sales Tax (2009\$) - Scenario 2

	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
New Square Feet of Commercial	14,000	27,000	39,000	57,000	76,000	96,000	115,000	135,000	156,000	177,000
Sales Per Square Foot <sup>1</sup>	\$ 340									
Total Taxable Sales	\$ 1,785,000	\$ 9,180,000	\$ 13,260,000	\$ 19,380,000	\$ 25,840,000	\$ 32,640,000	\$ 39,100,000	\$ 45,900,000	\$ 53,040,000	\$ 60,180,000
City Sales Tax Revenue (New) Existing <sup>2</sup>	\$ 18,000 4,782,000	\$ 91,800 12,751,000	\$ 132,600 12,751,000	\$ 193,800 12,751,000	\$ 258,400 12,751,000	\$ 326,400 12,751,000	\$ 391,000 12,751,000	\$ 459,000 12,751,000	\$ 530,400 12,751,000	\$ 601,800 12,751,000
Total	\$ 4,900,000	\$ 12,843,000	\$ 12,884,000	\$ 12,945,000	\$ 13,009,000	\$ 13,077,000	\$ 13,142,000	\$ 13,210,000	\$ 13,281,000	\$ 13,353,000

<sup>1</sup> Average of Super Regional, Regional, Super Community/Community, and Neighborhood Shopping Centers in the West. Median dollars of sales per square foot.

<sup>2</sup> FY2012 sales tax revenue based on three quarters of revenue for the transition year. Transition year revenue split between City and County.

Sources: Table 2.7: State Board of Equalization; Dollars & Cents of Shopping Centers / The SCORE 2008, Urban Land Institute; Willdan Financial Services.

Table 5.14: Property Transfer Tax (2009\$) - Scenario 1

	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
<i>Residential (New Development)</i>										
Single Family	\$ 100	\$ 200	\$ 300	\$ 500	\$ 700	\$ 800	\$ 1,000	\$ 1,300	\$ 1,500	\$ 1,700
Multi-family	-	100	100	100	200	300	300	400	400	500
New Residential Subtotal	\$ 100	\$ 300	\$ 400	\$ 600	\$ 900	\$ 1,100	\$ 1,300	\$ 1,700	\$ 1,900	\$ 2,200
<i>Nonresidential (New Development)</i>										
Retail	\$ 200	\$ 300	\$ 500	\$ 800	\$ 1,100	\$ 1,500	\$ 1,900	\$ 2,300	\$ 2,800	\$ 3,400
Office	100	100	200	200	300	400	500	600	700	800
Industrial	-	-	-	-	-	-	-	-	-	-
New Nonresidential Subtotal	\$ -	\$ -	\$ 1,000	\$ 1,000	\$ 1,000	\$ 2,000	\$ 2,000	\$ 3,000	\$ 4,000	\$ 4,000
Existing	\$ 354,000	\$ 351,000	\$ 347,000	\$ 344,000	\$ 341,000	\$ 338,000	\$ 335,000	\$ 333,000	\$ 330,000	\$ 327,000
Total	\$ 354,100	\$ 351,300	\$ 348,400	\$ 345,600	\$ 342,900	\$ 341,100	\$ 338,300	\$ 337,700	\$ 335,900	\$ 333,200

<sup>1</sup> Property transfer tax (share of sales prices) is assumed at 0.0550%.

Sources: Tables 5.1 and 5.2; Willdan Financial Services.

Table 5.15: Property Transfer Tax (2009\$) - Scenario 2

	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
<i>Residential (New Development)</i>										
Single Family	\$ 100	\$ 300	\$ 400	\$ 500	\$ 700	\$ 900	\$ 1,100	\$ 1,400	\$ 1,600	\$ 1,900
Multi-family	-	100	100	200	200	300	300	400	500	600
New Residential Subtotal	\$ 100	\$ 400	\$ 500	\$ 700	\$ 900	\$ 1,200	\$ 1,400	\$ 1,800	\$ 2,100	\$ 2,500
<i>Nonresidential (New Development)</i>										
Retail	\$ 200	\$ 300	\$ 500	\$ 800	\$ 1,100	\$ 1,500	\$ 1,900	\$ 2,300	\$ 2,800	\$ 3,400
Office	100	100	200	300	400	500	600	800	900	1,100
Industrial	-	-	-	-	-	-	-	-	-	-
New Nonresidential Subtotal	\$ -	\$ -	\$ 1,000	\$ 1,000	\$ 2,000	\$ 2,000	\$ 3,000	\$ 3,000	\$ 4,000	\$ 5,000
Existing	\$ 408,000	\$ 404,000	\$ 400,000	\$ 397,000	\$ 394,000	\$ 390,000	\$ 387,000	\$ 383,000	\$ 380,000	\$ 377,000
Total	\$ 408,100	\$ 404,400	\$ 401,500	\$ 398,700	\$ 396,900	\$ 393,200	\$ 391,400	\$ 387,800	\$ 386,100	\$ 384,500

<sup>1</sup> Property transfer tax (share of sales prices) is assumed at 0.0550%.

Sources: Tables 5.1 and 5.3; Willdan Financial Services.

## Utility Users Tax

The utility users tax (UUT) is a tax imposed on the users of certain utility services. To estimate UUT revenue, the per capita estimate of \$28.43 (provided by the County) was applied to the annual service population in each scenario. UUT revenue projections are shown in **Tables 5.19** and **5.20**.

## Gas Tax

Gas tax (highway users tax) revenue is a subvention collected by the state and allocated to cities and counties based on a statutory formula. Gas tax is a restricted revenue source for road purposes only. The gas tax plays an important role in increasing revenues for incorporating or annexing cities without generating a negative fiscal impact on counties. The State subvention formula for gas tax does not adjust the share of statewide revenue allocated to counties because of an annexation or incorporation. Incorporated or annexed areas receive gas tax revenue from the share of statewide revenue allocated to cities. Thus, counties are able to transfer costs for road maintenance to new incorporated cities while still retaining this revenue source.

Different gas tax distributions correlate and are named based on the corresponding California Streets and Highways Code sections. For example, code sections 2105, 2106, 2107 and 2107.5 pertain to gas tax distributions made either entirely (2107, 2107.5) or partially (2105, 2106) to cities. Calculations of gas tax distribution are made by the State Controller's office and are fairly complex as described in the code.

Gas tax distributions are based on population and other factors such as the percentage of registered or exempt vehicles in a city compared to the state and also miles of maintained road. Gas tax Section 2107.5 is based on an unadjusted flat rate per year based on city resident population ranges.

For this analysis the resulting statewide per capita amounts for FY 2007-08 have been applied for 2105 and 2107 gas tax revenues and the flat rate of \$7,500 has been applied for 2107.5 gas tax revenue. Revenue from Section 2106 is estimated at \$4,800 annually from section (a). Section 2106 (c) revenue is estimated at \$4.40 per capita amount estimated based on June 2009 apportionments to the recently incorporated (2005) City of Rancho Cordova.

## Vehicle License Fees

Vehicle License Fee (VLF) revenue is a subvention collected by the state and allocated to cities and counties based on a statutory formula. Historically, VLF played an important role in increasing revenues for incorporating or annexing cities while reducing the potential negative fiscal impacts on counties.

## Prior Law

Previously, the State subvention formula for VLF did not adjust the share of statewide revenue allocated to counties because of an annexation or incorporation. Incorporated or annexed areas received their VLF revenue from the share of statewide revenue allocated to cities. Thus, counties were able to transfer service costs while still retaining a major revenue source.

Under the law prior to adoption of the State's FY 2004-05 budget, the portion of VLF revenue available for distribution as general revenue to cities and counties was divided in

half. One half was distributed to cities on a per capita basis and the other half was distributed to counties in a similar manner. County distributions were based on countywide population, not just the population of unincorporated areas. Counties and cities received approximately \$60 per capita in VLF revenue in FY 2003-04.

Importantly for newly incorporated cities, prior law allowed the population base for purposes of determining VLF revenue to be calculated based on three times the registered voter population. This formula was applied for the first seven years of a new city's existence, following which the formula relies on the same population basis as other cities. This approach tended to give new cities additional income than they would have had otherwise because the estimated population using three times registered voters is usually greater than the actual population.

Starting in FY 2004-05, most of the VLF revenue allocated to cities and all of the revenue allocated to counties is based on assessed value growth instead of population growth in a jurisdiction. This revenue is distributed as property tax in lieu of VLF, funded by each county's ERAF (educational revenue augmentation fund) account so that existing property tax revenue to local jurisdictions is not affected. A significantly smaller portion of the VLF is allocated to cities based on population. In total, \$50 per capita per year in VLF revenue is assumed (before the bonus) is assumed, based on data recent allocations.

### Assembly Bill 1602

Assembly Bill 1602 (AB 1602) was signed into law in 2006 and restored VLF per capita payments to newly incorporating cities to approximately the same levels as before the VLF – property tax swap. As enacted, the bill was limited to cities incorporating between the dates of August 5, 2004 and July 1, 2009. AB 1602 only provides the currently distributed per capita amount (estimated to be \$2 based on data from an allocation to a newly incorporated city, per Sacramento LAFCo) plus an additional \$50 per capita.

The total would be multiplied by the annual estimated resident population times a factor of 1.5 in the first year of incorporation, 1.4 in the second year, 1.3 in the third year, 1.2 in the fourth year, and 1.1 in the fifth year. The base \$50 per capita is actually programmed to be adjusted slightly each year, as determined by the ratio of the growth of VLF revenue to the increase in State population. For the purposes of this analysis it is assumed that the \$50 portion of the VLF funding remains at \$50 based on the latest data from the State.

### Senate Bill 301

Amendments to the VLF law (Senate Bill 301) were approved in 2008. These amendments extended the date for incorporating cities to qualify for the VLF revenue based on population from July 1, 2009 to July 1, 2014.

## Other Revenues

The new city will receive revenue from a number of other non-tax sources. Some revenues are estimated based on per capita calculations consistent with the Sacramento County budget actuals for FY 2008-09. Some adjustments have been made and are discussed in the following section.

## Franchise Fees

This revenue is generated through franchise agreements for services such as cable television. The County of Sacramento collects franchise fees (in the unincorporated area only). The new city is assumed to receive revenues comparable to the County's on a per capita basis.

## Fines, Forfeitures and Penalties

Revenue from traffic fines is calculated based on per capita revenue assumptions from other cities in the County. It is assumed that \$6.67 per resident in revenue is generated per year in fines, forfeitures and penalties.

## Charges for Services

For the proposed new city, charges for services are calculated based on recovery of costs projected for the development services department. Unlike other types of municipal services, planning, development, and code enforcement services can often recover up to 100 percent of their costs through fees and charges. For the new city, revenue from charges for services is based on a cost recovery rate of 80 percent applied to total development services department costs.

## Proposition 42

Proposition 42 dedicates a portion of gas tax to transportation projects. Revenue is estimated at \$8.97 per capita, based on a survey of other cities revenues.

## Measure A Sales Tax

Measure A revenue was estimated based the actual tax revenue collected by Sacramento County in FY 2008-09. Because the allocation of Measure A funds was not readily available, this study assumes that Measure A funds are allocated on a project need basis, and that the need for road maintenance and improvement corresponds approximately to the total volume of lane miles within an area.

The Sacramento Department of Transportation estimates that Arden Arcade would contain 10.13 percent of countywide lane miles in Scenario 1 and 11.16 percent of countywide lane miles in Scenario 2. Multiplying \$35.5 million in collected revenues by each of these percentages yields the revenue assumption for each scenario. Dividing this revenue assumption by the total lane miles in each scenario produces the \$6,521 per lane mile assumption used in this study.

## Use of Money and Property

Revenue from use of money and property is assumed to be equal to one percent of General Fund revenue for a given year. This estimate is consistent with use of money and property revenue in other cities in Sacramento County.

## Other Tax and Revenue Projections

Projections of other taxes and revenues are shown in Tables 5.19 and 5.20.



**Table 5.16: Business License Tax Revenue - Scenario 1 (2009\$)**

Revenue	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
<b>General Fund Revenues</b>										
Assumptions										
<i>Business License Taxes</i>										
General Business Licenses	\$ -	\$ 198,000	\$ 198,000	\$ 198,000	\$ 198,000	\$ 198,000	\$ 198,000	\$ 198,000	\$ 198,000	\$ 198,000
Special Business Licenses	-	45,000	45,000	45,000	45,000	45,000	45,000	45,000	45,000	45,000
Tobacco Retailer Business Licenses	-	24,000	24,000	24,000	24,000	24,000	24,000	24,000	24,000	24,000
Total - Existing Revenue	\$ -	\$ 267,000	\$ 267,000	\$ 267,000	\$ 267,000	\$ 267,000	\$ 267,000	\$ 267,000	\$ 267,000	\$ 267,000
Employees										
Revenue per Employee	\$ 39,429									
	\$ 6.77									
New Employees	-	123	180	261	351	440	531	620	718	816
Revenue from New Employees	\$ -	\$ 800	\$ 1,200	\$ 1,800	\$ 2,400	\$ 3,000	\$ 3,600	\$ 4,200	\$ 4,900	\$ 5,500
Total Business License Tax Revenue	\$ -	\$ 267,800	\$ 268,200	\$ 268,800	\$ 269,400	\$ 270,000	\$ 270,600	\$ 271,200	\$ 271,900	\$ 272,500

Note: Figures have been rounded.

Sources: County of Sacramento Auditor Controller, Willdan Financial Services.

**Table 5.17: Business License Tax Scenario 2 (2009\$)**

Revenue	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
<b>General Fund Revenues</b>										
Assumptions										
<i>Business License Taxes</i>										
General Business Licenses	\$ -	\$ 217,000	\$ 217,000	\$ 217,000	\$ 217,000	\$ 217,000	\$ 217,000	\$ 217,000	\$ 217,000	\$ 217,000
Special Business Licenses	-	47,000	47,000	47,000	47,000	47,000	47,000	47,000	47,000	47,000
Tobacco Retailer Business Licenses	-	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000	25,000
Total	\$ -	\$ 289,000	\$ 289,000	\$ 289,000	\$ 289,000	\$ 289,000	\$ 289,000	\$ 289,000	\$ 289,000	\$ 289,000
Employees										
Revenue per Employee	\$ 41,487									
	\$ 6.97									
New Employees	-	123	180	261	351	440	531	620	718	816
Revenue from New Employees	\$ -	\$ 900	\$ 1,300	\$ 1,800	\$ 2,400	\$ 3,100	\$ 3,700	\$ 4,300	\$ 5,000	\$ 5,700
Total Business License Tax Revenue	\$ -	\$ 289,900	\$ 290,300	\$ 290,800	\$ 291,400	\$ 292,100	\$ 292,700	\$ 293,300	\$ 294,000	\$ 294,700

Note: Figures have been rounded.

Sources: County of Sacramento Auditor Controller, Willdan Financial Services.

**Table 5.18: Transient Occupancy Tax Revenue - Scenario 1 and 2 (2009\$)**

	Year 1	Year 2	Year 3	Year 4	Year 5	Year 6	Year 7	Year 8	Year 9	Year 10
Assumption:										
FY2009 TOT Revenue	2012	2013	2014	2015	2016	2017	2018	2019	2020	2021
General Fund Revenues										
<u>Transient Occupancy Tax</u>	\$ 1,388,000	\$ 1,388,000	\$ 1,388,000	\$ 1,388,000	\$ 1,388,000	\$ 1,388,000	\$ 1,388,000	\$ 1,388,000	\$ 1,388,000	\$ 1,388,000

Note: Transient Occupancy Tax revenue would be the same for both scenarios, as all hotels generating this revenue are located within the boundaries of Scenario 1.

Source: Sacramento County Auditor Controller; Willdan Financial Services.

Table 5.19: Per Capita and Other Revenue - Scenario 1 (2009\$)

Revenue General Fund	Assumptions	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
<b>Utility User Tax</b>											
Resident Base	\$ 28.43 per resident	\$ 2,616,000	\$ 2,617,000	\$ 2,618,000	\$ 2,618,000	\$ 2,619,000	\$ 2,620,000	\$ 2,621,000	\$ 2,622,000	\$ 2,623,000	\$ 2,624,000
<b>Franchise Fees</b>											
Resident base	\$ 5.18 per resident	\$ 476,000	\$ 476,000	\$ 476,000	\$ 477,000	\$ 477,000	\$ 477,000	\$ 477,000	\$ 477,000	\$ 477,000	\$ 478,000
Total		\$ 476,000	\$ 476,000	\$ 476,000	\$ 477,000	\$ 477,000	\$ 477,000	\$ 477,000	\$ 477,000	\$ 477,000	\$ 478,000
<b>Fines &amp; Penalties</b>											
Traffic Fines & Forfeitures <sup>2</sup>											
Resident base	\$ 6.67 per resident	\$ 614,000	\$ 614,000	\$ 614,000	\$ 614,000	\$ 614,000	\$ 615,000	\$ 615,000	\$ 615,000	\$ 615,000	\$ 615,000
Employee base	2.07 per employee	82,000	82,000	82,000	82,000	82,000	82,000	83,000	83,000	83,000	83,000
Total		\$ 696,000	\$ 696,000	\$ 696,000	\$ 696,000	\$ 696,000	\$ 697,000	\$ 698,000	\$ 698,000	\$ 698,000	\$ 698,000
<b>Charges for Services</b>											
Development Services <sup>3</sup>	80% cost recovery rate	\$ -	\$ 1,314,000	\$ 2,050,000	\$ 2,268,000	\$ 2,289,000	\$ 2,311,000	\$ 2,334,000	\$ 2,355,000	\$ 2,379,000	\$ 2,403,000
<b>Vehicle License Fee WITH AB1602</b>											
VLF Per Capita Total <sup>4</sup>	\$ 50.00	\$ 4,601,000	\$ 6,904,000	\$ 6,445,000	\$ 5,967,000	\$ 5,528,000	\$ 5,089,000	\$ 4,610,000	\$ 4,612,000	\$ 4,613,000	\$ 4,615,000
AB1602 Population Bonus		1.0	1.5	1.4	1.3	1.2	1.1	1.0	1.0	1.0	1.0
Total	Per capita rate x residents	\$ 4,601,000	\$ 6,904,000	\$ 6,445,000	\$ 5,967,000	\$ 5,528,000	\$ 5,089,000	\$ 4,610,000	\$ 4,612,000	\$ 4,613,000	\$ 4,615,000
<b>Road Fund</b>											
<b>Road Fund</b>											
Highway Users Tax 2105 <sup>5</sup>	5.43 per resident	\$ 750,000	\$ 750,000	\$ 750,000	\$ 750,000	\$ 750,000	\$ 751,000	\$ 751,000	\$ 751,000	\$ 751,000	\$ 751,000
Highway Users Tax 2106 (a)	4,800 annually	4,800	4,800	4,800	4,800	4,800	4,800	4,800	4,800	4,800	4,800
Highway Users Tax 2106 (c) <sup>6</sup>	3.73 per resident	344,000	344,000	344,000	344,000	344,000	344,000	344,000	344,000	344,000	344,000
Highway Users Tax 2107 <sup>6</sup>	7.23 per resident	998,000	998,000	998,000	999,000	999,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000
Highway Users Tax 2107.5 <sup>7</sup>	7,500 flat rate	7,500	7,500	7,500	7,500	7,500	7,500	7,500	7,500	7,500	7,500
Proposition 42	8.97 per resident	826,000	826,000	826,000	826,000	826,000	827,000	827,000	827,000	828,000	828,000
Measure A	6,521 per lane mile	3,599,000	3,599,000	3,599,000	3,599,000	3,599,000	3,599,000	3,599,000	3,599,000	3,599,000	3,599,000
Total		\$ 6,529,300	\$ 6,529,300	\$ 6,529,300	\$ 6,530,300	\$ 6,530,300	\$ 6,533,300	\$ 6,533,300	\$ 6,533,300	\$ 6,533,300	\$ 6,533,300

<sup>1</sup> Based on the County of Sacramento Cable Commission's estimate of \$476,153 in revenues for Scenario 1. This is translated into per capita terms using the population of 92,006.  
<sup>2</sup> Based on traffic fines and forfeitures for the City of Rancho Cordova.  
<sup>3</sup> Based on Willdan Financial Services estimate of typical cost recovery rate for development services.  
<sup>4</sup> Based on data from the League of California Cities.  
<sup>5</sup> Revenue per capita based on statewide per capita subvention for all cities. Multiplied by factor of 1.5 for first seven years after incorporation to estimate three times registered voters, per California Revenue and Taxation Code sections 7104 and 11005.3 and per State Controller's Office.  
<sup>6</sup> Highway Users Tax 2105 (c) per capita amount estimated based on June 2009 apportionments to neighboring cities.  
<sup>7</sup> Flat amount based on Streets and Highways Code Section 2107.5 for cities with resident populations of 50,000 - 99,999 residents.

Sources: Tables 2.1, 2.5, 4.13, 4.15; California State Controllers Office; City of Rancho Cordova FY10 Adopted Budget; Willdan Financial Services.

Table 5.20: Per Capita and Other Revenue - Scenario 2 (2009\$)

Revenue	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
<b>General Fund</b>										
<b>Assumptions</b>										
<b>Utility User Tax</b>										
Resident Base	\$ 2,798,000	\$ 2,799,000	\$ 2,800,000	\$ 2,800,000	\$ 2,801,000	\$ 2,802,000	\$ 2,803,000	\$ 2,804,000	\$ 2,805,000	\$ 2,807,000
	\$ 2,798,000	\$ 2,799,000	\$ 2,800,000	\$ 2,800,000	\$ 2,801,000	\$ 2,802,000	\$ 2,803,000	\$ 2,804,000	\$ 2,806,000	\$ 2,807,000
<b>Franchise Fees</b>										
Franchise Fees <sup>1</sup>	\$ 509,000	\$ 510,000	\$ 510,000	\$ 510,000	\$ 510,000	\$ 510,000	\$ 510,000	\$ 511,000	\$ 511,000	\$ 511,000
Resident base	\$ 509,000	\$ 510,000	\$ 510,000	\$ 510,000	\$ 510,000	\$ 510,000	\$ 510,000	\$ 511,000	\$ 511,000	\$ 511,000
Total	\$ 509,000	\$ 510,000	\$ 510,000	\$ 510,000	\$ 510,000	\$ 510,000	\$ 510,000	\$ 511,000	\$ 511,000	\$ 511,000
<b>Fines &amp; Penalties</b>										
Traffic Fines & Forfeitures <sup>2</sup>	\$ 656,000	\$ 657,000	\$ 657,000	\$ 657,000	\$ 657,000	\$ 657,000	\$ 658,000	\$ 658,000	\$ 658,000	\$ 658,000
Resident base	\$ 656,000	\$ 657,000	\$ 657,000	\$ 657,000	\$ 657,000	\$ 657,000	\$ 658,000	\$ 658,000	\$ 658,000	\$ 658,000
Employee base	86,000	86,000	86,000	86,000	86,000	87,000	87,000	87,000	87,000	87,000
Total	\$ 742,000	\$ 743,000	\$ 743,000	\$ 743,000	\$ 743,000	\$ 744,000	\$ 745,000	\$ 745,000	\$ 745,000	\$ 745,000
<b>Charges for Services</b>										
Development Services <sup>3</sup>	\$ -	\$ 1,314,000	\$ 2,050,000	\$ 2,268,000	\$ 2,289,000	\$ 2,311,000	\$ 2,334,000	\$ 2,355,000	\$ 2,379,000	\$ 2,403,000
	80% cost recovery rate									
<b>Vehicle License Fee WITH AB1602</b>										
VLF Per Capita Total <sup>4</sup>	\$ 50.00									
AB1602 Population Bonus	\$ 4,921,000	\$ 7,384,000	\$ 6,893,000	\$ 6,403,000	\$ 5,912,000	\$ 5,421,000	\$ 4,930,000	\$ 4,932,000	\$ 4,934,000	\$ 4,936,000
Total	\$ 4,921,000	\$ 7,384,000	\$ 6,893,000	\$ 6,403,000	\$ 5,912,000	\$ 5,421,000	\$ 4,930,000	\$ 4,932,000	\$ 4,934,000	\$ 4,936,000
<b>Road Fund</b>										
<b>Road Fund</b>										
Highway Users Tax 2105 <sup>4</sup>	\$ 802,000	\$ 802,000	\$ 802,000	\$ 802,000	\$ 803,000	\$ 803,000	\$ 803,000	\$ 803,000	\$ 803,000	\$ 803,000
per resident	5.43	5.43	5.43	5.43	5.44	5.44	5.44	5.44	5.44	5.44
annually	4,800	4,800	4,800	4,800	4,800	4,800	4,800	4,800	4,800	4,800
Highway Users Tax 2106 (a)	\$ 367,000	\$ 368,000	\$ 368,000	\$ 368,000	\$ 368,000	\$ 369,000	\$ 368,000	\$ 368,000	\$ 368,000	\$ 369,000
per resident	3.73	3.73	3.73	3.73	3.73	3.74	3.73	3.73	3.73	3.74
Highway Users Tax 2106 (c) <sup>5</sup>	\$ 1,067,000	\$ 1,068,000	\$ 1,068,000	\$ 1,068,000	\$ 1,069,000	\$ 1,069,000	\$ 1,069,000	\$ 1,069,000	\$ 1,069,000	\$ 1,070,000
per resident	7.23	7.23	7.23	7.23	7.24	7.24	7.24	7.24	7.24	7.25
Highway Users Tax 2107 <sup>4</sup>	\$ 7,500	\$ 7,500	\$ 7,500	\$ 7,500	\$ 7,500	\$ 7,500	\$ 7,500	\$ 7,500	\$ 7,500	\$ 7,500
flat rate	7.50	7.50	7.50	7.50	7.50	7.50	7.50	7.50	7.50	7.50
Highway Users Tax 2107.5 <sup>6</sup>	\$ 883,000	\$ 883,000	\$ 883,000	\$ 884,000	\$ 884,000	\$ 884,000	\$ 885,000	\$ 885,000	\$ 885,000	\$ 885,000
per resident	8.97	8.97	8.97	8.98	8.98	8.98	9.00	9.00	9.00	9.00
Proposition 42	\$ 3,966,000	\$ 3,966,000	\$ 3,966,000	\$ 3,966,000	\$ 3,966,000	\$ 3,966,000	\$ 3,966,000	\$ 3,966,000	\$ 3,966,000	\$ 3,966,000
Measure A	6,521	6,521	6,521	6,521	6,521	6,521	6,521	6,521	6,521	6,521
per lane mile										
Total	\$ 7,097,300	\$ 7,099,300	\$ 7,099,300	\$ 7,100,300	\$ 7,102,300	\$ 7,102,300	\$ 7,103,300	\$ 7,103,300	\$ 7,103,300	\$ 7,103,300
	5.43	5.43	5.43	5.43	5.44	5.44	5.44	5.44	5.44	5.44
	4,800	4,800	4,800	4,800	4,800	4,800	4,800	4,800	4,800	4,800
	3.73	3.73	3.73	3.73	3.73	3.74	3.73	3.73	3.73	3.74
	7.23	7.23	7.23	7.23	7.24	7.24	7.24	7.24	7.24	7.25
	7.50	7.50	7.50	7.50	7.50	7.50	7.50	7.50	7.50	7.50
	8.97	8.97	8.97	8.98	8.98	8.98	9.00	9.00	9.00	9.00
	3,966,000	3,966,000	3,966,000	3,966,000	3,966,000	3,966,000	3,966,000	3,966,000	3,966,000	3,966,000
	6,521	6,521	6,521	6,521	6,521	6,521	6,521	6,521	6,521	6,521
	536,000	536,000	536,000	536,000	536,000	536,000	536,000	536,000	536,000	536,000
	4,800	4,800	4,800	4,800	4,800	4,800	4,800	4,800	4,800	4,800
	368,000	368,000	368,000	368,000	368,000	369,000	368,000	368,000	368,000	369,000
	714,000	714,000	714,000	714,000	714,000	714,000	714,000	714,000	714,000	714,000
	7,500	7,500	7,500	7,500	7,500	7,500	7,500	7,500	7,500	7,500
	885,000	885,000	885,000	885,000	885,000	885,000	885,000	885,000	885,000	885,000
	3,966,000	3,966,000	3,966,000	3,966,000	3,966,000	3,966,000	3,966,000	3,966,000	3,966,000	3,966,000
	6,481,300	6,481,300	6,481,300	6,481,300	6,481,300	6,481,300	6,481,300	6,481,300	6,481,300	6,481,300
	536,000	536,000	536,000	536,000	536,000	536,000	536,000	536,000	536,000	536,000
	4,800	4,800	4,800	4,800	4,800	4,800	4,800	4,800	4,800	4,800
	368,000	368,000	368,000	368,000	368,000	369,000	368,000	368,000	368,000	369,000
	714,000	714,000	714,000	714,000	714,000	714,000	714,000	714,000	714,000	714,000
	7,500	7,500	7,500	7,500	7,500	7,500	7,500	7,500	7,500	7,500
	885,000	885,000	885,000	885,000	885,000	885,000	885,000	885,000	885,000	885,000
	3,966,000	3,966,000	3,966,000	3,966,000	3,966,000	3,966,000	3,966,000	3,966,000	3,966,000	3,966,000
	6,481,300	6,481,300	6,481,300	6,481,300	6,481,300	6,481,300	6,481,300	6,481,300	6,481,300	6,481,300

<sup>1</sup> Based on the County of Sacramento Cable Commission's Estimate of \$509,254 in revenues for Scenario 2. This is translated into per capita terms using the population of 98,402.  
<sup>2</sup> Based on traffic fines and forfeitures for the City of Rancho Cordova.  
<sup>3</sup> Based on Willdan Financial Services estimate of typical cost recovery rate for development services.  
<sup>4</sup> Based on data from the League of California Cities.  
<sup>5</sup> Revenue per capita based on statewide per capita subvention for all cities. Multiplied by factor of 1.5 for first seven years after incorporation to estimate three lines registered voters, per California Revenue and Taxation Code sections 7104 and 11005.3 and per State Controller's Office.  
<sup>6</sup> Highway Users Tax 2106 (c) per capita amount estimated based on June 2009 apportionments to neighboring cities.  
<sup>7</sup> Flat amount based on Streets and Highways Code Section 2107.5 for cities with resident populations of 50,000 - 99,999 residents.

Sources: Tables 2.1, 2.8, 4.14, 4.16; California State Controllers Office; City of Rancho Cordova FY10 Adopted Budget; Willdan Financial Services.

## 6. Payments to the County

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This study identifies both transition year and revenue neutrality payments that the new City must pay the County. The transition year is the time period between the effective date of incorporation, and the end of the fiscal year in which the incorporation occurs. In this analysis the assumed effective date of incorporation for this analysis is July 1, 2011. During the transition year, the County is obligated to provide certain services to the new city, while the new city establishes itself and accrues the necessary revenues to fund its services.

The services that the County is obligated to provide include animal services, development services, road maintenance (public works) and sheriff department services. During the transition year, the County will continue to receive revenue from certain revenue sources. Once the transition year is complete, all applicable costs and revenues will transfer to the new city.

**Table 6.1** displays the allocation of costs and revenues to both the new city and the County during the transition and subsequent years, respectively.



**Table 6.1: Transition Year Revenue and Cost Allocation**

	Transition Year (Year 1)		Subsequent Years (Years 2 to 10)	
	City	County	City	County
<u>General Fund</u>				
Revenues				
Property Taxes	0%	100%	100%	0%
Sales Tax	50%	50%	100%	0%
Property Transfer Tax	100%	0%	100%	0%
Franchise Fees	0%	100%	100%	0%
Utility User's Tax	100%	0%	100%	0%
Fines and Penalties	0%	100%	100%	0%
Business License Tax	100%	0%	100%	0%
Transient Occupancy Tax	100%	0%	100%	0%
Charges for Services	0%	100%	100%	0%
Vehicle License Fees	100%	0%	100%	0%
Costs				
City Council	100%	0%	100%	0%
City Manager	100%	0%	100%	0%
City Attorney	100%	0%	100%	0%
City Clerk	100%	0%	100%	0%
Administrative Services	100%	0%	100%	0%
Development Services	0%	100%	100%	0%
Police	0%	100%	100%	0%
Animal Control	0%	100%	100%	0%
Property Tax Administration	0%	100%	100%	0%
Non-Departmental	100%	0%	100%	0%
<u>Roads Funds</u>				
Roads Revenue	100%	0%	100%	0%
Roads Cost	0%	100%	100%	0%

Source: Willdan Financial Services.

To estimate these costs, the first year of costs for the municipal services detailed in previous chapters is shown to be zero to the new city. Should the new city owe transition year costs, the net costs for services in the first year will be repaid to the County in equal amounts over the next five years with three percent (3%) interest.

Tables 6.2 and 6.3 detail the transition year revenues and costs for both the County and the new city. Transition year cost repayment is required for each scenario.

**Table 6.2: Transition Year - Scenario 1**

	Transition Year- All Revenue	City Allocation	County Allocation
<b><u>General Fund</u></b>			
Revenues			
Property Taxes	\$ 6,656,000	\$ -	\$ 6,656,000
Sales Tax <sup>1</sup>	12,668,000	6,334,000	6,334,000
Property Transfer Tax	354,100	354,100	-
Franchise Fees	476,000	-	476,000
Utility User's Tax	2,616,000	2,616,000	-
Fines and Penalties	696,000	-	696,000
Business License Tax	267,400	267,400	-
Transient Occupancy Tax	1,388,000	1,388,000	-
Charges for Services	1,063,000	-	1,063,000
Vehicle License Fees	4,601,000	4,601,000	-
Total Revenues	\$ 30,785,500	\$ 15,560,500	\$ 15,225,000
Costs			
City Council	\$ 58,000	\$ 58,000	\$ -
City Manager	305,000	305,000	-
City Attorney	406,000	406,000	-
City Clerk	336,000	336,000	-
Administrative Services	458,000	458,000	-
Development Services	1,329,000	-	1,329,000
Police	14,176,000	-	14,176,000
Animal Control	388,000	-	388,000
Property Tax Administration	203,000	-	203,000
Non-Departmental	291,000	291,000	-
Total	\$ 17,950,000	\$ 1,854,000	\$ 16,096,000
General Fund Net Cost		\$ (13,706,500)	\$ 871,000
<b><u>Roads Funds</u></b>			
Roads Revenue	\$ 6,529,300	\$ 6,529,300	\$ -
Roads Cost	4,512,000	-	4,512,000
Road Fund Net Cost		\$ (6,529,300)	\$ 4,512,000

<sup>1</sup> Shows sales tax revenue for full year. FY2012 sales tax revenue used in analysis based on three quarters of revenue for the transition year.

Source: Table 6.1; Willdan Financial Services.

**Table 6.3: Transition Year - Scenario 2**

	Transition Year- All Revenue	City	County
<b><u>General Fund</u></b>			
<b>Revenues</b>			
Property Taxes	\$ 6,907,000	\$ -	\$ 6,907,000
Sales Tax <sup>1</sup>	12,799,000	6,399,500	6,399,500
Property Transfer Tax	408,100	408,100	-
Franchise Fees	509,000	-	509,000
Utility User's Tax	2,798,000	2,798,000	-
Fines and Penalties	742,000	-	742,000
Business License Tax	298,500	298,500	-
Transient Occupancy Tax	1,388,000	1,388,000	-
Charges for Services	1,063,000	-	1,063,000
Vehicle License Fees	4,921,000	4,921,000	-
<b>Total Revenues</b>	<b>\$ 31,833,600</b>	<b>\$ 16,213,100</b>	<b>\$ 15,620,500</b>
<b>Costs</b>			
City Council	\$ 58,000	\$ 58,000	\$ -
City Manager	305,000	305,000	-
City Attorney	406,000	406,000	-
City Clerk	336,000	336,000	-
Administrative Services	458,000	458,000	-
Development Services	1,329,000	-	1,329,000
Police	14,977,000	-	14,977,000
Animal Control	415,000	-	415,000
Property Tax Administration	211,000	-	211,000
Non-Departmental	354,000	354,000	-
<b>Total</b>	<b>\$ 18,849,000</b>	<b>\$ 1,917,000</b>	<b>\$ 16,932,000</b>
<b>General Fund Net Cost</b>		<b>\$ (14,296,100)</b>	<b>\$ 1,311,500</b>
<b><u>Roads Funds</u></b>			
Roads Revenue	\$ 7,310,219	\$ 7,310,219	\$ -
Roads Cost	4,944,000	-	4,944,000
<b>Road Fund Net Cost</b>		<b>\$ (7,310,219)</b>	<b>\$ 4,944,000</b>

<sup>1</sup> Shows sales tax revenue for full year. FY2012 sales tax revenue used in analysis based on three quarters of revenue for the transition year.

Source: Table 6.1; Willdan Financial Services.

In addition to transition year cost repayment to the County, the new City will also owe revenue neutrality payments to the County. Under the revenue neutrality law, enacted in 1992, LAFCo cannot approve the incorporation of a new city without either demonstrating that the incorporation would not have a negative fiscal impact on an affected agency, or receiving the approval of that agency. An agency that is negatively affected by incorporation

can, for example, negotiate payments from and participate in tax sharing agreements with the new city.

For the County, revenue neutrality is calculated based on recurring General Fund costs and revenues for the base year (FY 2008-09). The County would lose revenue but would also realize a reduction in service costs in the incorporated city. If the revenues transferred exceed the costs of services within the incorporation scenario boundaries, the County would realize a negative long-term fiscal impact.

Per direction from Sacramento County LAFCo, estimated revenue neutrality payments have been included in the analysis. The payment is based on the base year (FY 2008-09) County deficit (calculated for Scenario 1 and Scenario 2 in **Tables 6.4** and **6.5**, respectively). The first year revenue neutrality payment is spread over the first five years, while the full payment is assumed in each year beginning with Year Two. Because the terms and conditions of the revenue neutrality agreement have not been determined, the CFA shows these revenue neutrality repayment amounts for illustrative purposes only.

**Table 6.4: Estimated Annual Revenue Neutrality Mitigation - General Fund, Scenario 1**

	<b>Base Year FY09</b>
<i>Revenues Transferred</i>	
Property Taxes	\$ 6,764,000
Sales Tax	12,620,200
Property Transfer Tax	200,239
Franchise Fees	476,153
Utility User Tax	2,615,324
Business License Tax	266,751
Transient Occupancy Tax	1,387,984
Fines and Forfeitures	<u>696,000</u>
Total Revenues Transferred	\$ 25,026,651
<i>Net County Cost (See Table 5.6)</i>	\$ 16,365,093
Additional Future Revenues to County (Tax Admin. at 1 %)	\$ 67,640
County Surplus or (Deficit)	\$ (8,593,918)

Sources: Tables 2.1, 5.6, 5.8, 5.12, 5.14, 5.16, 5.18, 5.19; Willdan Financial Services.

**Table 6.5: Estimated Annual Revenue Neutrality Mitigation -  
General Fund, Scenario 2**

	Base Year FY09
<i>Revenues Transferred</i>	
Property Taxes	\$ 7,021,000
Sales Tax	12,750,600
Property Transfer Tax	230,226
Franchise Fees	509,254
Utility User Tax	2,797,134
Business License Tax	288,557
Transient Occupancy Tax	1,387,984
Fines and Forfeitures	743,000
Total Revenues Transferred	\$ 25,727,755
<i>Net County Cost (See Table 5.7)</i>	\$ 16,986,899
Additional Future Revenues to County (Tax Admin. at 1 %)	\$ 70,210
County Surplus or (Deficit)	\$ (8,670,646)

Sources: Tables 2.1, 5.6, 5.9, 5.13, 5.15, 5.17, 5.18, 5.20; Willdan Financial Services.

Table 6.6 details the annual repayment to the County, including revenue neutrality payments. The first year revenue neutrality payment is spread over the first five years, while the full payment is assumed in each year beginning with Year Two.



Table 6.6: Transition Year Repayment Schedule

Amount Owed	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
<b>Scenario 1</b>										
<b>General Fund</b>										
Transition Year Repayment	\$ -	\$ 179,000	\$ 184,400	\$ 189,900	\$ 195,600	\$ 201,000	\$ -	\$ -	\$ -	\$ -
First Year Revenue Neutrality Repayment	1,719,000	1,771,000	1,824,000	1,879,000	1,935,000	-	-	-	-	-
Annual Revenue Neutrality Payment	-	8,564,000	8,560,000	8,567,000	8,574,000	8,586,000	8,595,000	8,607,000	8,620,000	8,634,000
Total - Annual Repayment	\$ 1,719,000	\$ 10,514,000	\$ 10,568,400	\$ 10,635,900	\$ 10,704,600	\$ 8,787,000	\$ 8,595,000	\$ 8,607,000	\$ 8,620,000	\$ 8,634,000
<b>Road Fund</b>										
County Repayment	\$ -	\$ 929,000	\$ 957,000	\$ 986,000	\$ 1,016,000	\$ 1,046,000	\$ -	\$ -	\$ -	\$ -
<b>Scenario 2</b>										
<b>General Fund</b>										
Transition Year Repayment	\$ -	\$ 270,000	\$ 278,000	\$ 286,000	\$ 295,000	\$ 304,000	\$ -	\$ -	\$ -	\$ -
First Year Revenue Neutrality Repayment	1,734,000	1,786,000	1,840,000	1,895,000	1,952,000	-	-	-	-	-
Annual Revenue Neutrality Payment	-	8,638,000	8,632,000	8,636,000	8,645,000	8,654,000	8,662,000	8,672,000	8,684,000	8,697,000
Total - General Fund Repayment	\$ 1,734,000	\$ 10,694,000	\$ 10,750,000	\$ 10,819,000	\$ 10,992,000	\$ 8,958,000	\$ 8,662,000	\$ 8,672,000	\$ 8,684,000	\$ 8,697,000
<b>Road Fund</b>										
County Repayment	\$ -	\$ 1,018,000	\$ 1,049,000	\$ 1,080,000	\$ 1,112,000	\$ 1,145,000	\$ -	\$ -	\$ -	\$ -

Note: Transition year costs are repaid over five years, and include 3% interest. If transition year County revenues exceed the County's costs, no repayment is necessary.

Sources: Tables 6.2, 6.3, 6.4 and 6.5; Willdan Financial Services.

# 7. Results

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## Fiscal Feasibility

Fiscal feasibility is evaluated based on net revenue (revenues minus costs) as a percent of total costs. Positive net revenue indicates that the new city would be fiscally feasible while negative net revenue indicates the opposite.

The criteria for determining fiscal feasibility of the new city should be evaluated within the context of a reasonable range of error surrounding model assumptions, recommended to be plus or minus 10 percent. Thus, the criteria for determining fiscal feasibility are as follows:

- ♦ Positive net revenue that is more than 10 percent of total costs typically indicates that the new city is likely to be fiscally feasible;
- ♦ Negative net revenue that is more than 10 percent of total costs typically indicates that the new city is not likely to be fiscally feasible; and
- ♦ Net revenue that is within plus or minus 10 percent of total costs typically indicates that the new city may be fiscally feasible.

For Sacramento LAFCo, the minimum legal requirement for making a finding of fiscal feasibility as stated in Government Code Section 56720 (e) requires the proposed city “to receive revenues sufficient to provide public services and facilities and a reasonable reserve during the three fiscal years following incorporation.” Sacramento County LAFCo requires analysis over a longer period to have a more complete picture of the fiscal balance of the city once certain state subventions are reduced after five years pursuant to statute. The analysis also includes a five percent contingency, which is assumed to be expended each year. This assumption provides a conservative estimate of municipal costs.

The results of the analysis are presented in **Tables 7.1** and **7.2**. Results are separated for the new city’s general fund and road fund, and shown for both funds combined. Both Scenarios meet Sacramento County LAFCo’s requirements for making a finding of fiscal feasibility.

## Conclusion

Each scenario in this analysis shows net revenue that is within plus or minus 10 percent of total costs. Additionally, each scenario maintains a fund balance in excess of 10 percent of operating revenue annually. As such, the analysis shows that each scenario meets the aforementioned criteria for determining fiscal feasibility.

Table 7.1: Net Revenue Summary - Scenario 1 (2009\$)

General Fund	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
<b>Revenues</b>										
Property Taxes	\$ 4,751,000	\$ 6,604,000	\$ 6,555,000	\$ 6,509,000	\$ 6,462,000	\$ 6,420,000	\$ 6,376,000	\$ 6,334,000	\$ 6,293,000	\$ 6,253,000
Sales Tax	354,100	12,712,000	12,753,000	12,814,000	12,878,000	12,946,000	13,011,000	13,079,000	13,150,000	13,222,000
Property Transfer Tax	-	351,300	348,400	345,800	342,900	341,100	338,300	337,700	335,900	333,200
Business Licenses	1,388,000	267,800	268,200	268,800	269,400	270,000	271,200	271,900	272,500	272,500
Transient Occupancy Tax	2,616,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000
Utility User Tax	476,000	2,617,000	2,618,000	2,618,000	2,619,000	2,620,000	2,621,000	2,622,000	2,623,000	2,624,000
Franchise Fees	698,000	476,000	476,000	477,000	477,000	477,000	477,000	477,000	477,000	478,000
Fines and Penalties	-	696,000	696,000	696,000	696,000	697,000	698,000	698,000	698,000	698,000
Charges for Services	4,601,000	1,314,000	2,050,000	2,268,000	2,289,000	2,311,000	2,334,000	2,355,000	2,379,000	2,403,000
Vehicle License Fees	149,000	6,904,000	6,445,000	5,987,000	5,528,000	5,069,000	4,610,000	4,162,000	3,713,000	3,264,000
Use of Money & Property <sup>1</sup>	\$ 15,031,100	\$ 33,663,100	\$ 33,933,600	\$ 33,705,400	\$ 33,278,300	\$ 32,864,100	\$ 32,444,900	\$ 32,030,000	\$ 31,616,000	\$ 31,202,000
<b>Total Revenues</b>										
	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000
<b>Costs</b>										
City Council	305,000	425,000	480,000	485,000	489,000	494,000	500,000	504,000	509,000	515,000
City Manager	406,000	410,000	414,000	418,000	422,000	426,000	431,000	436,000	439,000	444,000
City Attorney	336,000	376,000	510,000	553,000	520,000	562,000	531,000	574,000	541,000	584,000
City Clerk	458,000	701,000	1,283,000	1,348,000	1,361,000	1,374,000	1,390,000	1,402,000	1,418,000	1,431,000
Administrative Services	-	2,060,000	2,979,000	3,252,000	2,861,000	2,869,000	2,917,000	2,944,000	2,974,000	3,004,000
Development Services	-	14,176,000	14,323,000	14,474,000	14,627,000	14,782,000	14,938,000	15,097,000	15,256,000	15,416,000
Police	-	388,000	389,000	389,000	389,000	389,000	389,000	389,000	389,000	389,000
Animal Control	-	201,000	200,000	199,000	198,000	196,000	194,000	193,000	192,000	191,000
Property Tax Administration <sup>2</sup>	281,000	452,000	714,000	701,000	746,000	749,000	752,000	754,000	757,000	760,000
Non-Departmental	98,000	1,013,000	1,124,000	1,151,000	1,154,000	1,154,000	1,163,000	1,176,000	1,186,000	1,200,000
Contingency @ 5 percent	-	179,000	184,000	189,900	195,600	201,000	-	-	-	-
Transition Year Repayment <sup>3</sup>	1,719,000	1,771,000	1,824,000	1,879,000	1,935,000	-	-	-	-	-
First Year Revenue Neutrality Repayment <sup>4</sup>	-	8,564,000	8,560,000	8,557,000	8,574,000	8,586,000	8,595,000	8,607,000	8,620,000	8,634,000
Annual Revenue Neutrality Payment <sup>4</sup>	\$ 3,671,000	\$ 30,774,000	\$ 33,042,400	\$ 33,663,900	\$ 33,515,800	\$ 31,860,000	\$ 31,858,000	\$ 32,133,000	\$ 32,339,000	\$ 32,628,000
<b>Total</b>	\$ 11,380,100	\$ 2,889,100	\$ 891,200	\$ 41,500	\$ (237,300)	\$ 1,004,100	\$ 586,900	\$ 362,900	\$ 211,800	\$ (18,300)
<b>Net Revenue</b>										
Net Revenue % Costs	9%	9%	3%	0%	(1)%	3%	2%	1%	1%	(0)%
<b>General Fund Operating Reserve</b>	\$ 11,380,100	\$ 14,249,200	\$ 15,140,400	\$ 15,181,900	\$ 14,944,600	\$ 15,948,700	\$ 16,535,600	\$ 16,898,500	\$ 17,110,300	\$ 17,092,000
<b>Road Maintenance Fund</b>										
<b>Revenues</b>										
Gas Tax	\$ 6,529,300	\$ 6,529,300	\$ 6,529,300	\$ 6,530,300	\$ 6,530,300	\$ 6,533,300	\$ 6,533,300	\$ 6,533,300	\$ 6,533,300	\$ 6,533,300
Interest Earnings	-	193,000	35,000	32,000	31,000	30,000	29,000	29,000	29,000	29,000
<b>Total</b>	\$ 6,529,300	\$ 6,722,300	\$ 6,529,300	\$ 6,530,300	\$ 6,530,300	\$ 6,533,300	\$ 6,533,300	\$ 6,533,300	\$ 6,533,300	\$ 6,533,300
<b>Costs</b>										
Road Maintenance	\$ -	\$ 4,297,000	\$ 4,297,000	\$ 4,298,000	\$ 4,298,000	\$ 4,298,000	\$ 4,299,000	\$ 4,300,000	\$ 4,300,000	\$ 4,301,000
Contingency @ 5 percent	-	215,000	215,000	215,000	215,000	215,000	215,000	215,000	215,000	215,000
One-time Incorporation Costs	80,000	-	-	-	-	-	-	-	-	-
County Repayment <sup>1</sup>	-	929,000	957,000	986,000	1,016,000	1,046,000	-	-	-	-
<b>Total Costs</b>	\$ 80,000	\$ 5,441,000	\$ 5,469,000	\$ 5,499,000	\$ 5,529,000	\$ 5,560,000	\$ 5,595,000	\$ 5,630,000	\$ 5,665,000	\$ 5,699,000
<b>Net Revenue</b>	\$ 6,449,300	\$ 1,281,300	\$ 1,060,300	\$ 1,031,300	\$ 1,001,300	\$ 973,300	\$ 2,018,300	\$ 1,435,300	\$ 1,436,300	\$ 1,436,300
Net Revenue % Costs	24%	19%	19%	19%	18%	18%	45%	32%	32%	32%
<b>Road Fund Operating Reserve</b>	\$ 6,449,300	\$ 7,730,600	\$ 8,790,900	\$ 9,822,200	\$ 10,823,500	\$ 11,796,800	\$ 13,815,100	\$ 15,250,400	\$ 16,686,700	\$ 18,123,000
<b>Net Revenue All Funds</b>	\$ 17,809,400	\$ 4,170,400	\$ 1,951,500	\$ 1,072,800	\$ 764,000	\$ 1,977,400	\$ 2,605,200	\$ 1,798,200	\$ 1,648,100	\$ 1,418,000
Net Revenue % Costs	12%	12%	5%	3%	2%	5%	7%	5%	4%	4%

<sup>1</sup> 1% of General Fund revenue based on survey of budgets of other cities in Sacramento County.  
<sup>2</sup> Property tax administration costs estimated at 3.05% of gross property tax revenue.  
<sup>3</sup> Repayment cost accounts for animal services, development services, road maintenance (public works) and sheriff department services the County is obligated to provide for the first year of service. Includes 3% annual interest. See Table 6.6.  
<sup>4</sup> Revenue neutrality payments in this scenario estimated per direction from LAFCo. The terms and conditions of the revenue neutrality agreement have not been determined, however, an amount has been shown for illustrative purposes only.  
 Sources: Tables 4.6, 4.9, 4.15, 5.10, 5.12, 5.14, 5.19 and 6.6; Willdan Financial Services.

Table 7.2: Net Revenue Summary - Scenario 2 (2009\$)

General Fund	Year 1 2012	Year 2 2013	Year 3 2014	Year 4 2015	Year 5 2016	Year 6 2017	Year 7 2018	Year 8 2019	Year 9 2020	Year 10 2021
<b>Revenues</b>										
Property Taxes	\$ -	\$ 6,855,000	\$ 6,800,000	\$ 6,752,000	\$ 6,703,000	\$ 6,656,000	\$ 6,610,000	\$ 6,564,000	\$ 6,520,000	\$ 6,478,000
Sales Tax	4,800,000	12,843,000	12,884,000	12,945,000	13,009,000	13,077,000	13,142,000	13,210,000	13,281,000	13,353,000
Property Transfer Tax	408,100	404,400	401,500	398,700	396,900	393,200	391,400	387,800	386,100	384,500
Business Licenses	-	289,900	290,300	290,800	291,400	292,100	292,700	293,300	294,000	294,700
Transient Occupancy Tax	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000	1,388,000
Utility User Tax	2,798,000	2,798,000	2,800,000	2,800,000	2,801,000	2,802,000	2,803,000	2,804,000	2,806,000	2,807,000
Franchise Fees	509,000	510,000	510,000	510,000	510,000	510,000	510,000	511,000	511,000	511,000
Fines and Penalties	742,000	743,000	743,000	743,000	743,000	744,000	745,000	745,000	745,000	745,000
Charges for Services	-	1,314,000	2,050,000	2,268,000	2,289,000	2,311,000	2,334,000	2,355,000	2,379,000	2,403,000
Vehicle License Fees	4,921,000	7,384,000	6,893,000	6,403,000	5,912,000	5,421,000	4,930,000	4,432,000	4,934,000	4,936,000
Use of Money & Property <sup>1</sup>	156,000	345,000	348,000	345,000	340,000	336,000	331,000	332,000	332,000	333,000
<b>Total Revenues</b>	\$ 15,722,100	\$ 34,875,300	\$ 35,107,800	\$ 34,843,500	\$ 34,383,300	\$ 33,830,300	\$ 33,477,100	\$ 33,522,100	\$ 33,576,100	\$ 33,633,200
<b>Costs</b>										
City Council	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000	\$ 58,000
City Manager	305,000	425,000	480,000	485,000	489,000	494,000	500,000	504,000	509,000	515,000
City Attorney	406,000	410,000	414,000	418,000	422,000	426,000	431,000	435,000	439,000	444,000
City Clerk	336,000	380,000	510,000	557,000	520,000	566,000	531,000	578,000	541,000	588,000
Administrative Services	458,000	701,000	1,283,000	1,348,000	1,361,000	1,374,000	1,390,000	1,402,000	1,418,000	1,431,000
Development Services	-	2,060,000	2,979,000	3,252,000	2,861,000	2,889,000	2,917,000	2,944,000	2,974,000	3,004,000
Police	-	15,133,000	15,289,000	15,450,000	15,614,000	15,778,000	15,946,000	16,114,000	16,285,000	16,459,000
Animal Control	-	415,000	416,000	416,000	416,000	416,000	416,000	416,000	416,000	417,000
Property Tax Administration <sup>2</sup>	-	209,000	207,000	206,000	204,000	203,000	202,000	200,000	199,000	198,000
Non-Departmental	281,000	452,000	714,000	701,000	746,000	749,000	752,000	754,000	757,000	760,000
Contingency @ 5 percent	98,000	1,065,000	1,176,000	1,205,000	1,194,000	1,208,000	1,218,000	1,232,000	1,242,000	1,257,000
Transition Year Repayment <sup>3</sup>	-	270,000	278,000	286,000	295,000	304,000	-	-	-	-
First Year Revenue Neutrality Repayment <sup>4</sup>	1,734,000	1,786,000	1,840,000	1,895,000	1,952,000	-	-	-	-	-
Annual Revenue Neutrality Payment <sup>4</sup>	-	8,638,000	8,632,000	8,638,000	8,645,000	8,654,000	8,662,000	8,672,000	8,684,000	8,697,000
<b>Total</b>	\$ 3,686,000	\$ 32,002,000	\$ 34,278,000	\$ 34,915,000	\$ 34,777,000	\$ 33,119,000	\$ 33,023,000	\$ 33,309,000	\$ 33,522,000	\$ 33,826,000
Net Revenue	\$ 12,036,100	\$ 2,873,300	\$ 831,800	\$ (71,500)	\$ (393,700)	\$ 811,300	\$ 454,100	\$ 213,100	\$ 54,100	\$ (194,800)
Net Revenue % Costs		9%	2%	(0%)	(1%)	2%	1%	1%	0%	(1%)
<b>General Fund Operating Reserve</b>	\$ 12,036,100	\$ 14,909,400	\$ 15,741,200	\$ 15,669,700	\$ 15,278,000	\$ 16,087,300	\$ 16,541,400	\$ 16,754,500	\$ 16,808,600	\$ 16,613,800
<b>Road Maintenance Fund</b>										
<b>Revenues</b>										
Gas Tax	\$ 7,097,300	\$ 7,099,300	\$ 7,099,300	\$ 7,100,300	\$ 7,102,300	\$ 7,102,300	\$ 7,103,300	\$ 7,103,300	\$ 7,103,300	\$ 7,103,300
Interest Earnings	-	211,000	40,000	33,000	32,000	31,000	30,000	29,000	28,000	27,000
<b>Total</b>	\$ 7,097,300	\$ 7,310,300	\$ 7,099,300	\$ 7,100,300	\$ 7,102,300	\$ 7,102,300	\$ 7,103,300	\$ 7,103,300	\$ 7,103,300	\$ 7,103,300
<b>Costs</b>										
Road Maintenance	\$ -	\$ 4,709,000	\$ 4,709,000	\$ 4,709,000	\$ 4,710,000	\$ 4,711,000	\$ 4,711,000	\$ 4,712,000	\$ 4,712,000	\$ 4,713,000
Contingency @ 5 percent	-	235,000	235,000	235,000	236,000	236,000	236,000	236,000	236,000	236,000
One-time Incorporation Costs	80,000	-	-	-	-	-	-	-	-	-
County Repayment <sup>3</sup>	-	1,018,000	1,049,000	1,080,000	1,112,000	1,145,000	-	-	-	-
<b>Total Costs</b>	\$ 80,000	\$ 5,962,000	\$ 5,993,000	\$ 6,024,000	\$ 6,058,000	\$ 6,092,000	\$ 6,092,000	\$ 6,092,000	\$ 6,092,000	\$ 6,092,000
Net Revenue	\$ 7,017,300	\$ 1,348,300	\$ 1,106,300	\$ 1,076,300	\$ 1,044,300	\$ 1,010,300	\$ 2,156,300	\$ 1,532,300	\$ 1,533,300	\$ 1,534,300
Net Revenue % Costs		23%	18%	16%	17%	17%	44%	31%	31%	31%
<b>Road Fund Operating Reserve</b>	\$ 7,017,300	\$ 8,365,600	\$ 9,471,900	\$ 10,548,200	\$ 11,592,500	\$ 12,602,800	\$ 14,759,100	\$ 16,291,400	\$ 17,824,700	\$ 19,359,000
<b>Net Revenue All Funds</b>	\$ 19,053,400	\$ 4,221,600	\$ 1,938,100	\$ 1,004,800	\$ 650,600	\$ 1,821,600	\$ 2,610,400	\$ 1,745,400	\$ 1,587,400	\$ 1,339,500
Net Revenue % Costs		11%	5%	2%	2%	5%	7%	5%	4%	3%

<sup>1</sup> 1% of General Fund revenue based on survey of budgets of other cities in Sacramento County.  
<sup>2</sup> Property tax administration costs estimated at 3.05% of gross property tax revenue.  
<sup>3</sup> Repayment cost accounts for animal services, development services, road maintenance (public works) and sheriff department services (the County is obligated to provide for the first year of service). Includes 3% annual interest. See Table 6.6.  
<sup>4</sup> Revenue neutrality payments in this scenario estimated per direction from LAFCo. The terms and conditions of the revenue neutrality agreement have not been determined, however, an amount has been shown for illustrative purposes only.  
 Sources: Tables 4.7, 4.10, 4.16, 5.11, 5.13, 5.15, 5.20 and 6.6; Willdan Financial Services.

# Appendix A

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**Table A.1 Assumptions for Land Use and Population**

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Residential Land Use Shares<sup>1</sup>

Single Family	0.71
Multi Family	0.29

Population Density<sup>3</sup>

Single Family	2.72
Multi Family	1.85

Square Feet per Employee<sup>4</sup>

Retail	400
Office	250

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<sup>1</sup> Based on the share of dwellings in the unincorporated county represented by single and multi-family dwelling units.

<sup>2</sup> Based on employment data provided by the California Employment Development Department. While these shares are for employment under Scenario 1, they are used for both scenarios because NAICS level employment for Scenario 2 is confidential and suppressed.

<sup>3</sup> Based on U.S. Census and California Department of Finance data for the City of Sacramento.

<sup>4</sup> Based on the Natelson Survey.

Sources: California Employment Development Department; California Department of Finance; The Natelson Company; Sacramento County Association of Governments; Willdan Financial Services.

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**Appendix Table A.2: Development Services Net County Cost**

	Scenario 1	Scenario 2
<i>Planning</i>		
Net County Cost	\$ 189,720	\$ 189,720
<i>Development Surveyor</i>		
Record of Survey	\$ 16,681	16,681
County Project Surveys	348,758	348,758
Total Cost	\$ 365,439	\$ 365,439
Net County Cost	\$ 555,159	\$ 555,159
Total - Development Services Net County Cost	\$ 555,159	\$ 555,159

Source: Sacramento County Planning.

**Appendix Table A.3: Animal Services Net County Cost: Countywide**

	Scenario 1	Scenario 2
Total Costs	\$ 6,043,940	\$ 6,043,940
Interfund Reimbursements	806,942	806,942
Revenues	2,011,732	2,011,732
Carry Over	233,808	233,808
Total Revenue	\$ 3,052,482	\$ 3,052,482
Net County Cost	\$ 2,991,458	\$ 2,991,458
County Population	\$ 1,433,187	\$ 1,433,187
Net County Cost/Resident	\$ 2.09	\$ 2.09
Arden Arcade Residents	92,006	98,402
Animal Services Net County Cost	\$ 192,042	\$ 205,391

Source: Sacramento County Animal Services Department.

**Appendix Table A.4: Appropriations Limit - Scenario 1**

Property Taxes	\$	6,604,000
Sales Tax		12,712,000
Property Transfer Tax		351,300
Transient Occupancy Tax		1,388,000
Utility User Tax		2,617,000
Vehicle License Fees		6,904,000
Use of Money & Property		333,000
Highway Users Tax 2105		750,000
Highway Users Tax 2106 (a)		4,800
Highway Users Tax 2106 (c)		344,000
Highway Users Tax 2107		998,000
Highway Users Tax 2107.5		7,500
Proposition 42		826,000
Measure A		3,599,000
Total Revenues	\$	37,438,600
Cost of Living Factor		3.00%
Provisional Limit	\$	38,561,758

Sources: Tables E.1 and 5.19; Willdan Financial Services.

**Appendix Table A.5: Appropriations Limit - Scenario 2**

Property Taxes	\$	6,855,000
Sales Tax		12,843,000
Property Transfer Tax		404,400
Transient Occupancy Tax		1,388,000
Utility User Tax		2,799,000
Vehicle License Fees		7,384,000
Use of Money & Property		345,000
Highway Users Tax 2105		802,000
Highway Users Tax 2106 (a)		4,800
Highway Users Tax 2106 (c)		368,000
Highway Users Tax 2107		1,068,000
Highway Users Tax 2107.5		7,500
Proposition 42		883,000
Measure A		3,966,000
Total Revenues	\$	39,117,700
Cost of Living Factor		3.00%
Provisional Limit	\$	40,291,231

Sources: Tables E.2 and 5.20; Willdan Financial Services.

# Appendix B – Comparative City Survey

Appendix Table B.1: Comparative Cities - Staffing

	Folsom FY08-09 Total Per Capita	Rancho Cordova FY08-09 Total Per Capita	Elk Grove FY08-09 Total Per Capita	Citrus Heights FY08-09 Total Per Capita	Arden Arcade Total Per Capita
Population	70,537	60,736	139,119	87,119	92,006
City Manager/General Government	3.75	6.00	4.00	13.10	5.00
City Attorney	6.00	2.50	5.00	-	1.00
City Clerk	3.50	4.00	5.00	1.50	5.00
Finance	21.00	9.00	17.00	8.00	-
Admin Services	17.75	11.00	13.00	6.40	15.00
Planning	5.00	10.00	-	5.00	-
Code Enforcement	3.00	10.00	-	6.50	-
Building / Safety	16.00	13.00	-	6.00	-
Engineering / Public Works	81.20	23.00	-	21.50	-
Community Development	14.00	6.00	17.00	3.50	21.00
Parks and Recreation	67.55	-	-	-	-
Totals	171.20	94.50	61.00	71.50	47.00
		1.56	0.44	0.82	0.51

\* Community Development includes code enforcement, engineering and building safety employees for Arden Arcade. Arden Arcade data shown for fully staffed City.

Sources: City of Folsom FY2009 Budget; City of Elk Grove FY2009 Budget; City of Rancho Cordova FY2009 Budget.

Appendix Table B.2: Comparative Cities - General Fund Expenditures

	Folsom FY08-09		Rancho Cordova FY08-09		Elk Grove FY08-09		Citrus Heights FY08-09		Arden Arcade	
	Total	Per Capita	Total	Per Capita	Total	Per Capita	Total	Per Capita	Total	Per Capita
Population	70,537		60,736		139,119		87,119		92,006	
General Government/Miscellaneous	\$ 10,821,903	\$ 153.42	\$ 7,444,775	\$ 122.56	\$ 18,333,768	\$ 131.78	\$ 4,027,953	\$ 46.23	\$ 1,970,000	\$ 21.41
Law Enforcement	18,946,407	268.63	15,908,669	261.93	29,780,413	214.06	17,560,362	201.57	14,176,000	154.08
Fire Protection/Emergency Services	15,857,864	224.82	508,400	8.37	849,993	6.11	384,367	4.41	388,000	4.22
Animal Control	180,000	2.55	11,856,170	195.21	3,399,053	24.43	2,847,654	32.69	2,090,000	22.39
Planning/Engineering/Building/Code Enforcement/Public Works	2,445,309	34.67	472,824	7.78	2,785,312	20.02	4,796,165	55.05	653,000	7.10
Community Services/Parks & Recreation	5,106,770	72.40	7,343,384	120.91	55,148,539	396.41	1,023,135	11.74	11,527,000	125.29
Non-Departmental	2,034,434	28.84	43,534,222	716.78						
Other <sup>1</sup>	3,719,356	52.73								
Total General Fund Expenditures	\$ 59,114,043	\$ 838.06	\$ 43,534,222	\$ 716.78	\$ 55,148,539	\$ 396.41	\$ 30,639,536	\$ 351.70	\$ 30,774,000	\$ 334.48

<sup>1</sup> Expenditures shown for first full year of incorporation for Scenario 1.

<sup>2</sup> For Arden Arcade, "Other" costs includes revenue neutrality, county repayment, and contingencies.

Sources: City of Folsom FY2009 Budget; City of Elk Grove FY2009 Budget; City of Rancho Cordova FY2009 Budget.

Appendix Table B.3: Comparative Cities - General Fund Revenue

	Folsom FY08-09		Rancho Cordova FY08-09		Elk Grove FY08-09		Citrus Heights FY08-09		Arden Arcade	
	Total	Per Capita	Total	Per Capita	Total	Per Capita	Total	Per Capita	Total	Per Capita
Population	70,537		60,736		139,119		87,119		92,006	
Property Tax	\$ 17,742,610	\$ 251.54	\$ 13,996,000	\$ 230.44	\$ 11,566,000	\$ 83.14	\$ 4,463,167	\$ 51.23	\$ 6,604,000	\$ 71.78
Transfer Tax	300,000	4.25	250,000	4.12	640,000	4.60	-	-	351,300	3.82
Sales and Use Tax	17,854,091	253.12	9,665,000	159.13	20,530,000	147.57	10,250,000	117.66	12,712,000	138.16
Franchise Tax	535,133	7.59	1,078,800	17.76	705,000	5.07	960,000	11.02	476,000	5.17
Other Taxes (incl. UUT and Business Tax)	-	-	2,815,000	46.35	3,300,000	23.72	2,960,000	34.21	2,864,000	31.35
Fees	-	-	-	-	-	-	-	-	-	-
Licenses and Permits	588,000	8.34	2,484,400	40.90	426,000	3.06	816,000	9.37	-	-
Fines and Forfeitures	248,257	3.52	645,500	10.63	1,127,000	8.10	916,199	10.52	686,000	7.56
Transient Occupancy Tax	1,591,000	22.56	2,300,000	37.87	1,275,000	9.16	-	-	1,388,000	15.09
Other General Fund Revenues	14,524,952	205.92	9,100,185	149.83	3,451,186	24.81	2,199,474	25.25	1,647,000	17.90
Intergovernmental Revenues	930,000	13.18	-	-	11,455,000	82.34	1,233,696	14.16	-	-
Motor Vehicle in Lieu	4,800,000	68.05	1,230,000	20.25	707,000	5.09	7,046,000	80.88	6,904,000	75.04
Total General Fund Revenues	\$ 59,114,043	\$ 838.06	\$ 43,564,885	\$ 717.28	\$ 55,182,186	\$ 396.65	\$ 30,864,536	\$ 354.28	\$ 33,663,100	\$ 365.88

<sup>1</sup> Revenues shown for first full year of incorporation for Scenario 1.

Sources: City of Folsom FY2009 Budget; City of Elk Grove FY2009 Budget; City of Rancho Cordova FY2009 Budget.