

FILED
OFFICE OF THE CITY CLERK
OAKLAND

2018 MAY 24 PM 2:45

AGENDA REPORT

CITY OF OAKLAND

TO: Sabrina B. Landreth
City Administrator

FROM: Katano Kasaine
Finance Director

SUBJECT: FY 2018-19 Landscaping and Lighting
District (LLAD) – Confirmation

DATE: May 14, 2018

City Administrator Approval

Date:

5/23/18

RECOMMENDATION

Staff Recommends That The City Council Adopt A Resolution Confirming The Information In The Engineer’s Report For The City Of Oakland Landscaping And Lighting Assessment District For Fiscal Year (FY) 2018-19 And The Levying Of Assessments.

EXECUTIVE SUMMARY

Upon completion of the public hearing on June 5, 2018, adoption of this resolution would confirm the information in the Engineer’s Report and the levy of assessments within the LLAD for Fiscal Year (FY) 2018-19. The City of Oakland collects the LLAD assessments through the County of Alameda property tax bill. Upon fulfillment of the LLAD requirements, the City of Oakland will submit the assessment roll to the Alameda County Auditor-Controller Agency by August 10, 2018 for inclusion in the Fiscal Year 2018-19 property tax roll.

BACKGROUND / LEGISLATIVE HISTORY

The California Landscaping and Lighting Act of 1972 (California Streets and Highways Code Sections 22500-22679) allows local government agencies to form assessment districts for the purpose of financing the costs and expenses of landscaping and lighting in public areas, among other things as noted below in the Analysis Section. The City of Oakland formed the LLAD on June 23, 1989. In July 1993, the City increased the assessment rates after preparation of an engineer’s report, notice and hearing, and public opportunity to comment. In November 1994, the Oakland electorate approved the LLAD and assessments.

In January 2011, the Alameda County Superior Court ruled that the assessments, which were approved by the registered voters prior to the adoption of Proposition 218, are exempt from the requirements of Proposition 218. Proposition 218 requires the local government to have a vote of the affected property owners for any proposed new or increased assessment before the assessment can be levied.

Item: _____
City Council
June 5, 2018

The City Council approves a resolution annually for the LLAD initiation, intention, and confirmation and conducts a public hearing that coincides with the June budget hearings. The City Council approved and adopted the LLAD Initiation and Intention Resolution on May 1, 2018.

ANALYSIS AND POLICY ALTERNATIVES

The information below was also shared in the Initiation and Intention report, which was included with a resolution adopted by City Council on May 1, 2018. It is included here again for reference related to the current proposed confirmation resolution.

Landscaping and Lighting Assessment District (LLAD) Coverage and Boundaries

The LLAD, utilizing a direct benefit assessment, provides a funding source for City parks, grounds and landscaped medians, open space, pools, and custodial services at about 40 park and recreation facilities, 43 stand-alone restrooms, and many other recreation-related buildings and infrastructure in the City of Oakland. The LLAD also supports activities such as community gardens and ball field maintenance, and pays utility costs for City street lights and water use at parks and fields. The LLAD boundaries coincide with the City of Oakland boundaries and encompass all land parcels within the City. The LLAD boundaries remain the same as those described in the Fiscal Year (FY) 2017-18 Engineer's Report approved by the City Council, Resolution No. 86795 C.M.S., on June 20, 2017.

Annual LLAD Process and Timeline

In compliance with the California Streets and Highways Code, Section 22622, staff prepared a resolution initiating the annual assessment process of the LLAD for the FY 2018-19 property tax roll in May 2018. The resolution described the importance of initiating the LLAD and authorized the City Administrator or designee to order the District Engineer to prepare and file with the City Clerk, a Preliminary Engineer's Report for this district.

The California Streets and Highways Code Sections 22620-22631 apply to all assessments levied and collected for a fiscal year, within an existing assessment district. The code describes the annual process/requirements for levying assessments as follows:

1. Request that a preliminary engineer's report be prepared which includes: a listing of improvements to be operated and maintained, a budget identifying the cost to operate and maintain those improvements, a description of the methodology to spread the costs to the benefitting properties within the LLAD, and a listing of each individual assessment.
2. Approve the engineer's report and adopt a resolution of intention. The resolution of intention declares the City Council's intention to levy and collect assessments within the LLAD for the fiscal year. It also states whether the assessment is proposed to change from the previous year and sets a public hearing date, time, and location. (This step was completed at the May 1, 2018 City Council Meeting).

Item: _____
City Council
June 5, 2018

3. Conduct the public hearing affording all interested parties the opportunity to hear and be heard. The public hearing is scheduled to occur at 6:30 p.m. on June 5, 2018.
4. Adopt a resolution confirming the final engineer's report information and the assessment levy within the LLAD for the FY. (This is the current step).

The City of Oakland collects the LLAD assessment through the County of Alameda property tax bill. Upon fulfillment of the LLAD requirements, the City of Oakland must submit the detailed assessment data for all affected properties to the Alameda County Auditor-Controller for inclusion in the FY 2018-19 property tax roll by August 10, 2018.

Assessment

The proposed resolution states that the City Council does not intend to increase assessments for the FY 2018-19 LLAD because legally the assessment rate cannot be adjusted. The current assessment rate structure has been in place since FY 1993-94. The following **Table 1**, taken directly from the Preliminary Engineer's Report, summarizes the assessment revenue by benefit zone and general land use. Zones, zone maps, and rates calculations are included in the attached Engineer's Report (**Exhibit A**).

Table 1: Assessments Summary

ASSESSMENT REVENUE BY BENEFIT ZONE						
DESCRIPTION	Zone 1		Zone 2		Zone 3	Total All Zones
	Residential	Non-Residential	Residential	Non-Residential	Non-Residential	
Lighting	\$1,104,493	\$662,814	\$392,797	\$140,478	\$190,308	\$2,490,890
Landscaping	\$8,446,064	\$2,396,329	\$3,261,300	\$551,698	\$887,216	\$15,542,607
Total Estimated Assessments	\$9,550,557	\$3,059,143	\$3,654,098	\$692,175	\$1,077,524	\$18,033,497

The FY 2018-19 Final Assessment Roll attachment to the Final Engineer's Report is not included here due to its large file size; however, it is on file with the City Clerk. The Final Assessment Roll attachment is a document that lists all properties within the assessment district by Assessor's Parcel Number and identifies each property's assessment amount.

FISCAL IMPACT

This report confirms the continuation of the City's annual LLAD assessment process to levy the tax this year. As noted in Table 4 of the Engineer's Report (**Exhibit A**), the LLAD will have a beginning and ending negative fund balance of \$664,762 in FY 2018-19. The LLAD has steadily improved its FY 2008-09 negative fund balance of approximately \$6 million, however, rapidly increasing costs (e.g., utility rates, personnel, etc.) and the inability to adjust the assessment rate has prevented the City from reaching its goal of maintaining a positive LLAD fund balance.

Item: _____
 City Council
 June 5, 2018

District Engineer Contract

A contractual agreement with Francisco & Associates, Inc. was previously executed, and funding is available to maintain the contract until December 2021. There is no impact on the General Fund and no additional funding is requested.

PUBLIC OUTREACH/INTEREST

Pursuant to the California Streets and Highways Code, the City Council must hold a public hearing to provide an opportunity for any interested party to be heard. The public hearing is set for Tuesday, June 5, 2018 at 6:30 p.m., or as soon thereafter as the item may be heard, in the City Council Chambers.

COORDINATION

The report was prepared in coordination with the Finance Department, Oakland Public Works Department, the Department of Transportation, the City Administrator's Office, the Office of the City Attorney, and Francisco & Associates, Inc. (the City's Contractor who annually administers special financing districts).

SUSTAINABLE OPPORTUNITIES

Economic: Revenues generated from this assessment are relied upon to fund essential City services.

Environmental: Clean parks, tot lots, and recreational facilities reduce urban blight and provide plants that produce oxygen and trees that filter air.

Social Equity: Parks and recreational facilities provide a venue for healthy activities and a safe environment for the public. Well lit streets and recreational areas help increase public safety for everyone.

Sabrina B. Landreth, City Administrator

Subject: FY 2018-19 Landscaping and Lighting Assessment District (LLAD) – Confirmation

Date: May 14, 2018

Page 5

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Adopt A Resolution Confirming The Information In The Engineer's Report For The City Of Oakland Landscaping And Lighting Assessment District For Fiscal Year (FY) 2018-19 And The Levying Of Assessments.

For questions regarding this report, please contact Adam Benson at 510-238-2026.

Respectfully submitted,



Katano Kasaine
Finance Director

Prepared by:
Adam Benson, Budget Administrator

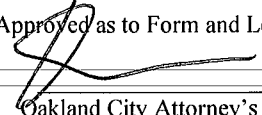
Attachments:

Exhibit A of Resolution: Fiscal Year 2018-19 Final Engineer's Report for the LLAD

Item: _____
City Council
June 5, 2018

2018 MAY 24 PM 2:46

Approved as to Form and Legality


Oakland City Attorney's Office

OAKLAND CITY COUNCIL

Resolution No. _____ C.M.S.

RESOLUTION CONFIRMING THE INFORMATION IN THE ENGINEER'S REPORT FOR THE CITY OF OAKLAND LANDSCAPING AND LIGHTING ASSESSMENT DISTRICT FOR FISCAL YEAR (FY) 2018-19 AND THE LEVYING OF ASSESSMENTS

WHEREAS, pursuant to the California Streets and Highways code, Sections 22500, et seq known as the Landscaping and Lighting Act of 1972 (Act of 1972), the City Administrator filed with the City Clerk and presented before Council, on May 1, 2018, reports for the continuation of the Landscape and Lighting Assessment District in order to raise funds for the installation, maintenance and servicing of public landscaping and lighting; and

WHEREAS, pursuant to Sections 22500 and following of the Act of 1972, the City took a series of actions preliminary to ordering the establishment of the Landscape and Lighting Assessment District ("District") and did establish such District of June 23, 1989; and

WHEREAS, pursuant to Sections 22500 and following of the Act of 1972, the City has renewed the District each subsequent year; and

WHEREAS, the voters of the City of Oakland previously approved the continuation of the District, in accordance with Article XIID, Section 5, of the California Constitution (Proposition 218); and

WHEREAS, the District Engineer has filed an Engineer's Report for the District confirming the applicability of the existing assessment rates for Fiscal Year 2018-19; and

WHEREAS, Tuesday, June 5, 2018, at the hour of 6:30 p.m. was fixed and properly noticed as the day and hour for the City Council to hear and pass on said reports, together with any objections or protests which may be raised by any of the property owners liable to be assessed for the costs of certain public maintenance and improvements equitably only among those citizens and businesses benefiting from such city programs; and

WHEREAS, the Engineer's Report was prepared in accordance with the provisions of Article XIII of the California Constitution and state law; and

WHEREAS, the Engineer's Report, incorporated by this reference, provides for services of particular benefit to the properties located within the District (as more specifically identified in the Engineer's Report); now, therefore be it

RESOLVED by the Council of the City of Oakland, as follows:

1. The City Council finds that the City Clerk gave notice of these proceedings as required by Government Code Section 53753 and in compliance with state law, and Article XIII of the California Constitution, and gave all other notices and took all other actions required by law with regard thereto.
2. A Public Hearing was held on June 5, 2018, (at 6:30 p.m. in the City Council Chambers in City Hall, located at 1 Frank H. Ogawa Plaza, Oakland California) to hear all public comments, protests, and thereafter to take final action as to the annual assessment for the District.
3. At the hearing the testimony of all interested persons for or against the furnishing of the specified types of improvements or activities, and the imposition of the annual assessment for the District was heard. All protests, both written and oral, are overruled and denied, and the City Council finds that there is not a majority protest within the meaning of the law.
4. The City Council finds, determines and declares that the District and each parcel therein is benefited by the improvements, maintenance, and activities funded by the assessment to be levied, including all expenses incurred incidentally thereto, upon the lots and parcels of real property in proportion to the estimated benefits to be received as specified in the Engineer's Report.
5. The Engineer's Report for the District and the proposed assessment district boundary description, assessment roll and map is accepted and approved and the assessments shall be as provided for in the Engineer's Report and assessment roll. The reasons for the assessments and the types of improvements, activities and services proposed to be funded and provided by the levy of assessments on property in the District and the time period for which the proposed assessments are to be made are those specified in the Engineer's Report.
6. The City's Budget shall annually appropriate funds from non-District funds to pay for a low-income rebate.
7. The City's and Successor Agency's budgets shall annually appropriate funds from non-district funds to pay for the district's assessment on City and Successor Agency properties.
8. The report which the District Engineer filed with the City Clerk and scheduled before Council on June 5, 2018 at the hour of 6:30 p.m. for the continuation of the Landscape and Lighting Assessment District for the FY 2018-19, and the diagram

and assessment as set forth in the annual report of the Engineering Work and each component part of it, including each exhibit incorporated by reference in the report and the levying of each individual assessment as stated in the Assessment Roll described therein, as modified to reflect no increases in the assessment, is hereby accepted and confirmed.

9. Upon approval of the Landscape and Lighting Assessments, the City Administrator shall present an itemized report to the Alameda County Auditor-Controller Agency, State of California, to be placed on the Fiscal Year 2018-19 County Tax Roll, and take whatever other action necessary to collect the assessments.

IN COUNCIL, OAKLAND, CALIFORNIA, _____

PASSED BY THE FOLLOWING VOTE:

AYES- BROOKS, CAMPBELL WASHINGTON, GALLO, GIBSON MCELHANEY, GUILLEN, KALB, KAPLAN, AND COUNCIL PRESIDENT REID

NOES –

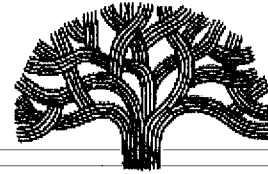
ABSENT –

ABSTENTION –

ATTEST:

LATONDA SIMMONS
City Clerk and Clerk of the Council of
the City of Oakland, California

CITY OF OAKLAND



CITY OF OAKLAND LANDSCAPING & LIGHTING ASSESSMENT DISTRICT



Fiscal Year 2018-19
Final Engineer's Report

June 5, 2018

Prepared by:

Francisco & Associates, Inc.

130 Market Place, Suite 160

San Ramon, CA 94583

(925) 867-3400



	Page No.
Agency Directory	ii
Certificates	iii
Section I - Introduction	1
Section II - Engineer's Report	2
Part A - Plans and Specifications	4
Table 1: Benefit Zone 1	5
Table 2: Benefit Zone 2	6
Table 3: Benefit Zone 3	6
Part B - Estimate of Cost	8
Table 4: FY 2018-19 Estimate of Revenues & Costs	8
Table 5: Assessment Revenue by Benefit Zone	9
Part C - Assessment District Diagram	10
Part D - Method of Apportionment of Assessment	13
Table 6: Multi-Family Residential EDU Calculations	16
Table 7: Area & Frontage EDUs by Land Use Category	17
Table 8: Summary of EDUs by Benefit Zone and Land Use	19
Table 9: Summary of Assessment Rates by Zone and Land Use	20
Table 10: Summary of Assessment Revenue by Zone and Land Use ...	20
Part E - Property Owner List & Final Assessment Roll	21

APPENDIX

Appendix A – Final Assessment Roll

**CITY OF OAKLAND
CITY COUNCIL MEMBERS AND CITY STAFF**

FISCAL YEAR 2018-19

MAYOR
Libby Schaaf

CITY COUNCIL MEMBERS

Dan Kalb, District 1
Council Member

Abel J. Guillen, District 2
Council Member

Lynette Gibson McElhaney, District 3
Council Member

Annie Campbell Washington, District 4
Council Member

Noel Gallo, District 5
Council Member

Desley Brooks, District 6
Council Member

Larry Reid, District 7
President of the Council

Rebecca Kaplan, At Large
Council Member

CITY STAFF MEMBERS

Sabrina Landreth
City Administrator

Barbara Parker
City Attorney

LaTonda Simmons
City Clerk

Jason Mitchell
Director of Public Works

Ryan Russo
Director of Department of Transportation


ASSESSMENT ENGINEER
Francisco & Associates, Inc.

CITY OF OAKLAND
LANDSCAPING AND LIGHTING
ASSESSMENT DISTRICT

FISCAL YEAR 2018-19

The undersigned respectfully submits the enclosed Engineer's Report as directed by the City of Oakland.

Dated: May 2, 2018


By _____
Joseph A. Francisco, P.E.
RCE No. 40688

I HEREBY CERTIFY that the enclosed Engineer's Report, together with the Assessment Roll and the Assessment Diagram thereto attached, was filed with me on the _____ day of _____, 2018.

LaTonda Simmons, City Clerk
City of Oakland
Alameda County, California

By _____

I HEREBY CERTIFY that the enclosed Engineer's Report, together with the Assessment Roll and the Assessment Diagram thereto attached was directed by the City Council of the City of Oakland, Alameda County, California, on the _____ day of _____, 2018.

LaTonda Simmons, City Clerk
City of Oakland
Alameda County, California

By _____

I HEREBY CERTIFY that the enclosed Engineer's Report, together with the Assessment Roll and the Assessment Diagram thereto attached was filed with the County Auditor of the County of Alameda, on the _____ day of _____ 2018.

By _____
Francisco & Associates, Inc.
Joseph A. Francisco, P.E.

SECTION I

INTRODUCTION

ENGINEER'S REPORT

CITY OF OAKLAND

LANDSCAPING AND LIGHTING ASSESSMENT DISTRICT

FISCAL YEAR 2018-19

Background Information

The Landscaping and Lighting Assessment District was originally formed on June 23, 1989 and subsequently approved by the registered voters of the City of Oakland in 1994. This District utilizes direct benefit assessments as a funding source for the operation and maintenance of landscaping, park and recreation facilities, and street lighting within the City of Oakland.

An Engineering analysis was performed in 1989 to ensure the costs for funding the operation, maintenance, and servicing of improvements were apportioned to each parcel within the City based upon the special benefits they received from the improvements. Payment of the assessment for each parcel is made in the same manner and at the same time as payments are made for property taxes. All funds collected through the assessment are placed in a special fund and are only used for the purposes stated within this Engineer's Report.

As required by the Landscaping and Lighting Act of 1972, the Engineer's Report includes: (1) a description of the improvements to be operated, maintained, and serviced by the District, (2) an estimated budget for the District, and (3) a listing of the proposed Fiscal Year 2018-19 assessments to be levied upon each assessable lot or parcel within the District.

The City of Oakland will hold a Public Hearing on June 5, 2018, regarding the District which will provide an opportunity for any interested person to be heard. At the conclusion of the Public Hearing, the City Council may adopt a resolution confirming the assessment rates as originally proposed or as modified.

SECTION II

**ENGINEER'S REPORT PREPARED PURSUANT TO THE PROVISIONS OF THE
LANDSCAPING AND LIGHTING ACT OF 1972
SECTION 22500 THROUGH 22679
OF THE CALIFORNIA STREETS AND HIGHWAY CODE**

**CITY OF OAKLAND
LANDSCAPING AND LIGHTING ASSESSMENT DISTRICT**

FISCAL YEAR 2018-19

Pursuant to the Landscaping and Lighting Act of 1972 (Part 2 of Division 15 of the Streets and Highways Code of the State of California), the Act, and in accordance with Resolution of Initiation and Intention, adopted May 1, 2018 by the City Council, of the City of Oakland, State of California, and in connection with the proceedings for:

**CITY OF OAKLAND
LANDSCAPING AND LIGHTING ASSESSMENT DISTRICT**

Hereinafter referred to as the "Assessment District" or "District", I, Joseph A. Francisco, P.E., the authorized representative of Francisco & Associates, Inc., and the duly appointed Engineer of Work, submit herewith the "Report" consisting of five (5) parts as follows:

PART A: PLANS AND SPECIFICATIONS

This part describes the improvements to be operated, maintained and serviced within the District. For a more detailed description of the improvements, refer to the listing of improvements on file in the Oakland Public Works Department, which are incorporated herein by reference.

PART B: ESTIMATE OF COST

This part contains an estimate of the cost of the proposed improvements that are supported by assessment revenues for Fiscal Year 2018-19, including incidental costs and expenses. For a more detailed cost estimate of the improvements, refer to the cost estimate on file in the Oakland Public Works Department, which are incorporated herein by reference.

PART C: ASSESSMENT DISTRICT DIAGRAM

This part incorporates a Diagram of the Assessment District showing the exterior boundaries of the District, the boundaries of any zones within the District, and the lines and dimensions of each lot or parcel of land within the District, are incorporated herein and are on file in the Office of the Oakland City Clerk. The lines and dimensions of each lot or parcel within the Assessment District are those lines and dimensions shown on the maps of the Assessor of the County of Alameda for the fiscal year when this Report was prepared.

PART D: METHOD OF APPORTIONMENT OF ASSESSMENT

This part describes the method of apportionment of assessments which was developed when the assessment district was formed in 1989. The method of apportionment is based upon parcel classification of land, and location within the District, in proportion to the estimated benefit to be received.

PART E: PROPERTY OWNER LIST & FINAL ASSESSMENT ROLL

This list contains a list of the Assessor Parcel numbers of Alameda County, and the net amount to be assessed upon the benefited lands within the District for Fiscal Year 2018-19. The Final Assessment Roll is filed in the Office of the Oakland City Clerk and is incorporated in this Report by reference. The list is keyed to the records of the Alameda County Assessor, which are incorporated herein by reference.

PART A

PLANS AND SPECIFICATIONS

The facilities and improvements that have been constructed and those that may be subsequently constructed within the District, which will be maintained and serviced consist of: street lighting; landscaping; public park and recreation facilities; and appurtenant facilities including, but not limited to, personnel, electrical energy, utilities such as water, materials, contractual services, and other items necessary for the facilities.

Street Lighting:

The street lighting system includes all street lights within the public right-of-way, easements, and other exterior lighting which is not part of a building system. Street lights and appurtenant facilities include, but are not limited to: poles, fixtures, bulbs, conduits, equipment including guys, anchors, posts, pedestals, and metering devices as required to provide safe lighting within the boundaries of the District. The locations of street lighting improvements are shown on a Street Light Base Map kept on file at the City's Electrical Engineering Section. There are more than 38,000 streetlights on residential, arterial, and collector streets, plus several hundred other public lights along pathways and outside buildings. Undergrounding projects, in accordance with PG&E programs, when warranted, are also included in the District improvements.

As streetlights are installed and upgraded to LED (Light Emitting Diode), the District's operating and maintenance costs are impacted. Cost estimates, prepared by the Oakland Department of Transportation, take into account the projected reduction in energy and maintenance costs, and increase to the debt service payment for the LED Lighting Conversion Lease for the replacement of 31,000 high pressure sodium street lights to LED.

Public Park and Recreational Facilities:

The public park and recreational facilities, and landscape improvements, which are located within the incorporated limits of the City of Oakland, will be operated, maintained, and serviced by the District. Public park and recreational facilities include, but are not limited to: landscaping; irrigation systems; hardscapes; plazas; trees; sidewalks; trails; fixtures; appurtenant facilities i.e. lights, tot lots, play courts, public restrooms, sports fields, sports courts, parkways, etc.; designated easements; and buildings or structures used for the support of park and recreational programs such as, but not limited to, recreation centers, swimming pools, picnic facilities, water-based recreation facilities, and nature oriented facilities.

All landscaping, park, and recreational improvements in Oakland, maintained by the City on public lands, are included in the District. The District includes approximately 2,300 acres of street, park, and plaza landscaping featuring scenic Joaquin Miller Park, Lake Merritt, Mandela Parkway and Union Point Park; about 75,000 trees; more than 130 City parks and public grounds; about 40 Park and Recreation facilities and 44 Field Restrooms. The District also supports activities outside the Oakland Public Works Department such as community gardens, ball field maintenance and many other recreation related buildings and infrastructure.

Tables 1, 2, and 3 on the following pages, present a partial list of the District's landscaping, park and recreational facilities by each Benefit Zone. This list is not exclusive and many small facilities (e.g., landscaped medians and islands) are not included. The benefit zones are those depicted on the Assessment Diagram for Residential and Nonresidential Zones.

Table 1: BENEFIT ZONE 1			
Name of Park/Facility	Address	Name of Park/Facility	Address
14th Street Pocket Park	14th Street / Wood Street	Jack London Aquatic Center	115 Embarcadero West
25th Street Mini-Park	2425 Martin L. King Jr. Way	John Marshall	3400 Malcolm Avenue
88th Avenue Mini-Park	1722 88th Avenue	Josie de la Cruz / Sanborn Park	1637 Fruitvale Avenue
Allendale Park / Recreation Center	3711 Suter Street	King Estates Playground	8251 Fontaine Street
Arroyo Viejo Park / Recreation Center	7701 Krause Avenue	Knowland Park/Zoo	9777 Golf Links Road
Arroyo Viejo Tennis Courts	7921 Olive Street	Lazear Playground	824 - 29th Avenue
Athol Plaza Plaza and Tennis Courts	Foothill Boulevard / Lakeshore Ave	Lion Creek Park	6819 Lion Way
Beaumont Park	Beaumont Avenue / East 28th Street	Lions Pool	3860 Hanly Road
Bella Vista Park	1025 East 28th Street	Live Oak Pool	1055 MacArthur Boulevard
Bertha Port Tot Lot	1756 Goss Street	Lowell Park / Playground	1180 - 14th Street
Brookdale Park / Recreation Center	2535 High Street	Mandela Parkway	8th St. to 32nd St.
Brookdale Tennis Courts	2535 High Street	Manzanita Park / Recreation Center	2701 - 22nd Avenue
Brookfield Playground / Tennis Courts	525 Jones Avenue	Marston Campbell Park	1704 West Street
Brooklyn Plaza	14th Avenue / Foothill Boulevard	Maxwell House Park and Playground	4618 Allendale Avenue
Burckhalter Park	4062 Edwards Avenue	McClymonds Mini-Park	2528 Linden Street
Burckhalter Playground / Tennis Courts	4062 Edwards Avenue	Morcom Rose Garden / Buildings	700 Jean Street
Carmen Flores Recreation Center	1637 Fruitvale Avenue	Morgan Plaza	2601 Highland Drive
Cesar Chavez Park	3705 Foothill Boulevard	Nicol Park	3042 Nicol Avenue
Central Reservoir Park/Playground	2506 East 29th Street	Oak Glen Park	3390 Richmond Boulevard
Cleveland Cascade	395 Merritt Avenue	Oak Park	3239 Kempton Avenue
Clinton Square Park	1230 6th Street	Oakport Field	5885 Oakport Street
Columbian Gardens Playground	9920 Empire Road	Officer Willie Wilkins Park	1990 - 98th Avenue
Concordia Park / Tennis Courts	2901 64th Avenue	Otis Spunkmeyer Field	Harbor Bay Pkwy. & Doolittle Dr.
Curt Flood Field	School Street / Coolidge Avenue	Peralta Hacienda House and Park	2500 - 34th Avenue
Cypress Freeway Memorial Park	Mandela Parkway bet. 13th & 14th Sts.	Peralta Oaks Park	Peralta Oaks Court / 106th Avenue
Davies Tennis Stadium	198 Oak Road	Pine Knoll Park	Lakeshore Avenue / Hanover Avenue
Defremery Park / Recreation Center	1651 Adeline Street	Poplar Park / Recreation Center	3131 Union Street
Defremery Playground / Tennis Courts	16th Street / Poplar Street	Poplar Playground	3131 Union Street
Defremery Pool	1269 - 18th Street	Raimondi (Ernie) Park	1800 Wood Street
Dimond Park / Recreation Center	3860 Hanly Road	Raimondi Field	18th Street / Wood Street
Dimond Tennis Courts	Fruitvale Avenue / Lyman Avenue	Rainbow Park / Recreation Center	5800 International Boulevard
Dunsmuir Estate Park	61 Covington Street	Rainbow Teen Center	5818 International Boulevard
Dunsmuir Ridge	East of Lake Chabot Muni Golf Course	Rainbow Tennis Courts	5800 International Boulevard
Durant Mini-Park	675 29th Street	Rancho Peralta Park	34 East 10th Street
East Oakland Sports Center	9161 Edes Avenue	Saint Andrews Plaza	32nd Street / San Pablo Avenue
Eastshore Park	550 El Embarcadero / Lakeshore Ave	San Antonio Park / Recreation Center	1701 East 19th Street
Elmhurst Playground / Tennis Courts	1900 - 98th Avenue	San Antonio Playgound / Tennis Courts	1701 East 19th Street
Estuary Channel Park	5 Embarcadero	Sheffield Village Park / Recreation Center	251 Marlowe Drive
Eula Brinson Mini-Park	1712 - 85th Avenue	Sobranite Park / Playground	470 El Paseo Drive
F.M. Smith Park	1969 Park Boulevard	South Prescott Park	3rd Street / Chester St.
F.M. Smith Recreation Center	1969 Park Boulevard	Stonehurst Park / Playground	10315 E Street
Franklin Park / Recreation Center	1010 East 15th Street	Studio One	365 - 45th Street
Franklin Playground	1010 East 15th Street	Tassafaronga Park / Recreation Center	975 - 85th Avenue
Fremont Pool	4550 Foothill Boulevard	Tassafaronga Playground	975 - 85th Avenue
Fruitvale Bridge Park	3205 Alameda Avenue	Tomas Melero - Smith Park	1461 65th Avenue
Fruitvale Plaza	1412 - 35th Avenue	Union Point Park	Embarcadero East bet. Dennison & Kennedy St.
Garfield Playground	2260 Foothill Boulevard	Upper Dunsmuir	adjacent to Dunsmuir House & Gardens
Glen Daniels / King Estates Park	8251 Fontaine Street	Vantage Point Park	1198 - 13th Avenue
Glen Echo Creek Park	Panama Court / Monte Vista Avenue	Verdese Carter Park / Recreation Center	9600 Sunnyside Street
Carter Gilmore Field	1390 - 66th Avenue	Wade Johnson Park	1250 Kirkham Street
Grove Shafter Park I, II, III	Martin L. King Jr Way / 36th Street	Waterfront Trail	Fruitvale to High
Hellman Estates	3400 Malcolm Avenue	West Oakland Teen Center	3233 Market Street
Holly Mini-Park	9830 Holly Street	Willow Mini-Park	14th Street / Willow
Ira Jinkins Recreation Center	9175 Edes Avenue	Wood Park	2920 McKillop Road

Table 2: BENEFIT ZONE 2			
Name of Park/Facility	Address	Name of Park/Facility	Address
Avenue Terrace Park	4369 Bennett Place	Linden Park	998 42 St.
Beaconsfield Canyon	end of Beaconsfield Place	Marj Saunders Park	5750 Ascot Dr.
Bushrod Park / Recreation Center	560 - 59th Street	McCrea Trout Pond	4460 Shepherd Street
Bushrod Playground / Tennis Courts	560 - 59th Street	Montclair Park / Recreation Center	6300 Moraga Avenue
Caldecott Field	6900 Broadway	Montclair Playgound/ Tennis Courts	6300 Moraga Avenue
Chabot Park	6850 Chabot Road	Mosswood Park / Recreation Center	3612 Webster Street
Chabot Playground / Tennis Courts	6850 Chabot Road	Mosswood Playground Tennis Courts	3612 Webster Street
Colby Park	431 61st Street	Ostrander Park	6151 Broadway Terrace
Dover Street Park	5707 Dover Street	Pinto Park (Jones Field)	5000 Redwood Road
Garber Park	Alvarado Road / Claremont Avenue	Ranger Station	3450 Joaquin Miller Road
Gateway Gardens	Tunnel Road / Caldecott Lane	Redondo Park	Redondo Ave. & Clarke St.
Golden Gate Playground / Recreation Center	1075 - 62nd Avenue	Redwood Heights Park / Recreation Center	3883 Aliso Avenue
Grizzly Peak Open Space	Grizzly Peak Blvd.	Rockridge Park	6090 Rockridge Boulevard
Hardy Park	491 Hardy Street	Rockridge-Temescal Greenbelt	Hudson St. to Redondo Park
Jefferson Playground	2035 49th St.	Sequoia Park / Lodge	2666 Mountain Boulevard
Joaquin Miller Community Center	3590 Sanborn Drive	Shepherd Canyon Park	6000 Shepherd Canyon Road
Joaquin Miller Park	3304 Joaquin Miller Road	Temescal Pool	371 - 45th Street
Leona Heights Park	4444 Mountain Boulevard	Woodminister Theater	3304 Joaquin Miller Road
Leona Lodge	4444 Mountain Boulevard	Woodminister Cascade	3305 Joaquin Miller Road
McCrea Park	4460 Shepherd Street		

Table 3: BENEFIT ZONE 3			
Name of Park/Facility	Address	Name of Park/Facility	Address
African American Museum & Library	659 14th St.	Lakeside Nursery	666 Bellevue Avenue
Bandstand	Lakside and Lakeshore	Lakeside Park	Lakeside Drive along Lake Merritt
Bowling Clubhouse	666 Bellevue Avenue	Gardens at Lake Merritt	666 Bellevue Avenue
Bowling Green	666 Bellevue Avenue	Latham Square Fountain	15th Street / Broadway
Channel Park	21 - 7th Street & 1 East 10th Street	Lincoln Square Park	261 - 11th Street
Children's Fairyland	699 Bellevue Avenue	Lincoln Square Recreation Center	250 - 10th Street
Chinese Garden /Hong Lok Center	275 7th Street	Madison Square Park	810 Jackson Street
Downtown Veterans Bldg.	200 Grand Ave.	Main Library	125 14th street
Duck Islands	666 Bellevue Avenue	McElroy Fountain	666 Bellevue Avenue
Fire Alarm Building	1310 Oak Street	Necklace of Lights	Lake Merritt perimeter
Frank H. Ogawa Plaza (Civic Center)	One Frank H. Ogawa Plaza	Lake Chalet Restaurant	1520 Lake Chalet Restaurant
Garden Center	666 Bellevue Avenue	Peralta Park	94 East 10th Street
Lafayette Square Park	635 - 11th Street	Rotary Nature Center	600 Bellevue Avenue
Lake Merritt	468 Bellevue Avenue	Sailboat House	568 Bellevue Avenue
Lake Merritt Boating Center	568 Bellevue Avenue	Snow Park	19th & Harrison
Lakeside Park Improvements	12th Street		

Maintenance means the furnishing of services and materials for the ordinary and usual operation, maintenance and servicing of the landscaping, street lighting, public parks, street and park trees and recreational facilities and appurtenant facilities, including: repair, removal or replacement of all or part of any of the landscaping, street lighting, public park and recreational facilities, or appurtenant facilities; providing for the life, growth, health, and beauty of the landscaping, including cultivation, irrigation, trimming, spraying, fertilizing, and treating for disease or injury; and the removal of trimmings, rubbish, debris, and other solid waste. Servicing means the furnishing of water for the irrigation of the landscaping, the maintenance of any street lighting facilities or appurtenant facilities, and the furnishing of electric current or energy, gas, or other illuminating agent for the street lighting, public park, and recreational facilities or appurtenant facilities.

The plans and specifications for the improvements are on file in the Oakland Public Works Department of the City of Oakland.

PART B

ESTIMATE OF COST

The City's Fiscal Year 2018-19 Proposed Budget Summary for the District is shown below in Table 4.

Table 4 - Estimate of Revenues and Costs City of Oakland Landscaping and Lighting Assessment District Fiscal Year 2018-19			
	FY 2018-19 PROPOSED BUDGET	OTHER FUNDING FOR LLAD ACTIVITIES	TOTAL FY 2018-19 LLAD ELIGIBLE ACTIVITIES
Estimated Revenues			
Property Assessments	\$18,033,497	\$0	\$18,033,497
Port Revenue - Non Airport Parcels	\$651,725	\$0	\$651,725
Port Revenue - Airport Parcels	\$153,813	\$0	\$153,813
County Administrative Fee for Assessment Collections (17%)	(\$306,000)	\$0	(\$306,000)
Recoveries for Damaged Lights	\$207,275	\$0	\$207,275
Tree Removal Permits	\$52,000	\$0	\$52,000
Collection from Delinquent Accounts	\$211,000	\$0	\$211,000
Revenues from Other Funds	<u>\$935,844</u>	<u>\$8,418,471</u>	<u>\$9,354,315</u>
Total Revenues	\$19,939,153	\$8,418,471	\$28,357,624
Estimated Expenditures			
Finance			
Revenue Collections	\$30,131	\$0	\$30,131
Budget Analysis & Operations	<u>\$25,122</u>	<u>\$0</u>	<u>\$25,122</u>
<i>Subtotal</i>	\$55,253	\$0	\$55,253
Public Works			
Administration & Financial Mgmt.	\$304,207	\$0	\$304,207
Parks, Grounds and Medians	\$6,817,766	\$5,273,191	\$12,090,957
Trees	\$3,579,852	\$827,787	\$4,407,639
Facilities Management & Development	\$659,479	\$1,671,906	\$2,331,385
Safety, Liability & Compliance	\$0	\$0	\$0
Ball Fields	<u>\$399,134</u>	<u>\$0</u>	<u>\$399,134</u>
<i>Subtotal</i>	\$11,760,438	\$7,772,884	\$19,533,322
Transportation			
Street Light Maintenance	<u>\$2,601,153</u>	<u>\$0</u>	<u>\$2,601,153</u>
<i>Subtotal</i>	\$2,601,153	\$0	\$2,601,153
Parks & Recreation			
Central Administration	\$1,385,770	\$0	\$1,385,770
Recreation, Cultural, Civic	\$1,419,549	\$268,043	\$1,687,592
Competitive Sports	<u>\$785,024</u>	<u>\$377,544</u>	<u>\$1,162,568</u>
<i>Subtotal</i>	\$3,590,343	\$645,587	\$4,235,930
Economic & Workforce Development			
Marketing & Special Development	\$1,281	\$0	\$1,281
Non-Departmental			
Debt Service	\$1,930,685	\$0	\$1,930,685
Total Expenditures	\$19,939,153	\$8,418,471	\$28,357,624
Contribution to/(from) Fund Balance	(\$0)	\$0	(\$0)
Estimated Beginning Fund Balance (est. July 1, 2018)	(\$664,762)	\$0	(\$664,762)
Estimated Ending Fund Balance (est. June 30, 2019)	(\$664,762)	\$0	(\$664,762)

* Negative Fund Balances will not be eliminated by using future LLAD assessments, but instead from other funds.

The 1972 Act provides that the total cost for operations, maintenance and servicing of those facilities or improvements, which provide a “special benefit” to the parcels can be recovered in the assessment spread including incidental expenses. These incidental expenses include but are not limited to engineering fees, legal fees, printing, mailing, postage, publishing, etc.

In addition to the \$19.9 million in revenue that is proposed to be collected in Fiscal Year 2018-19 including prior year assessment delinquency collections, the City will also be financing approximately \$8.4 million in additional landscape and lighting district expenditures from other funding sources. This City contribution will be used to offset costs that are attributable to the general benefits received to the public at large.

The District’s total assessment revenue allocation by benefit zone is shown below in Table 5. The location of the zones of benefit and the method of apportionment are described in Part D of this Report.

Table 5. ASSESSMENT REVENUE BY BENEFIT ZONE						
DESCRIPTION	Zone 1 Budget		Zone 2 Budget		Zone 3	Total All Zones
	Residential	Non Residential	Residential	Non Residential	Non Residential	
Lighting	\$1,104,493	\$662,814	\$392,797	\$140,478	\$190,308	\$2,490,890
Landscaping	\$8,446,064	\$2,396,329	\$3,261,300	\$551,698	\$887,216	\$15,542,607
Total Estimated Assessments	\$9,550,557	\$3,059,143	\$3,654,098	\$692,175	\$1,077,524	\$18,033,497

The 1972 Act requires that a special fund be set up for the revenues and expenditures of the District. Funds raised by the assessment shall be used only for the purpose as stated herein. A contribution to the District by the City may be made to reduce assessments, as the City Council deems appropriate. Any balance or deficit remaining on July 1 must be carried over to the next fiscal year.

PART C

ASSESSMENT DISTRICT DIAGRAM

Assessment District

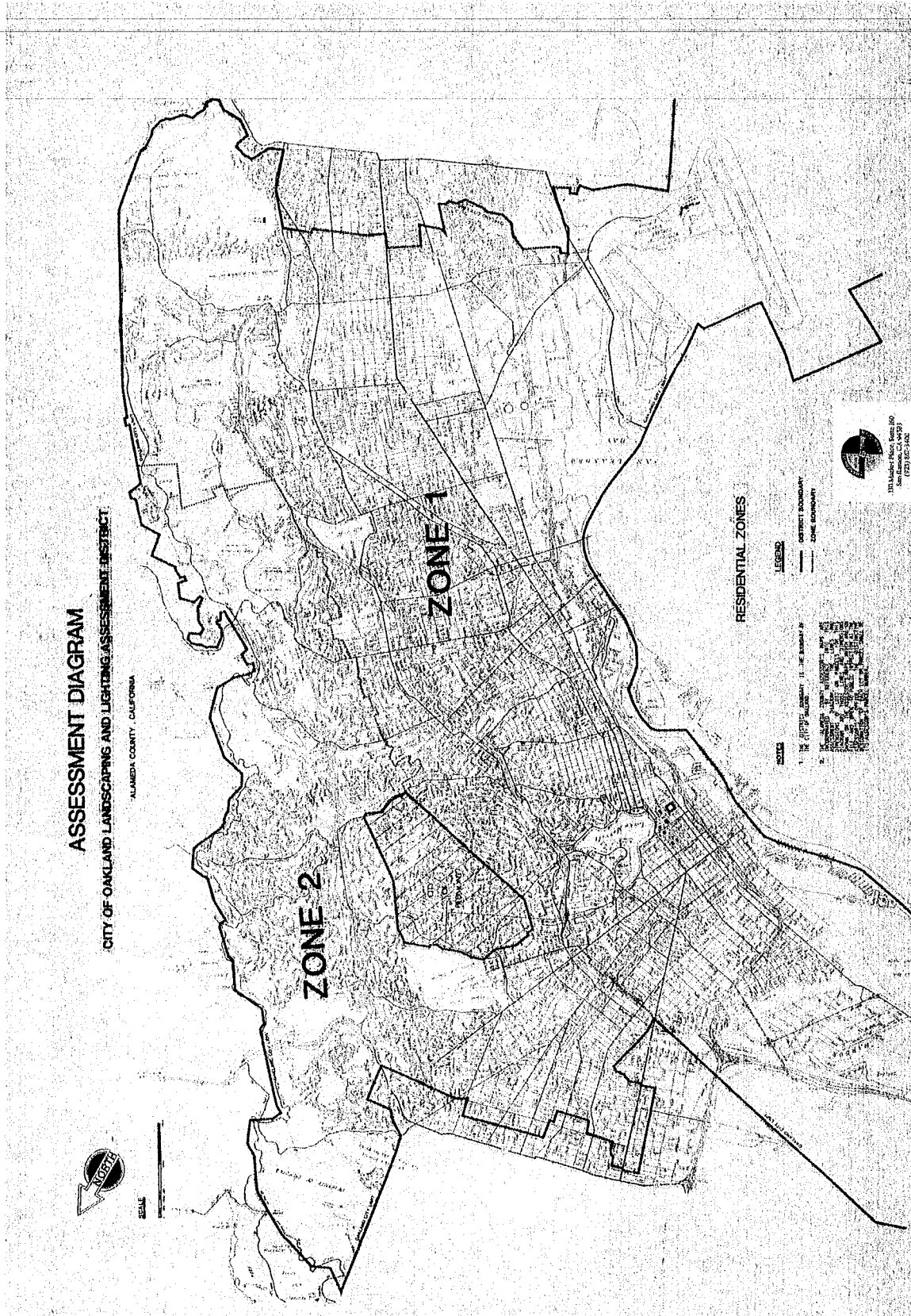
The boundaries of the City of Oakland's Landscaping and Lighting Assessment District coincide with the boundaries of the City of Oakland and encompass all parcels of land within the City. The District Diagram is located on the following pages of this Report.

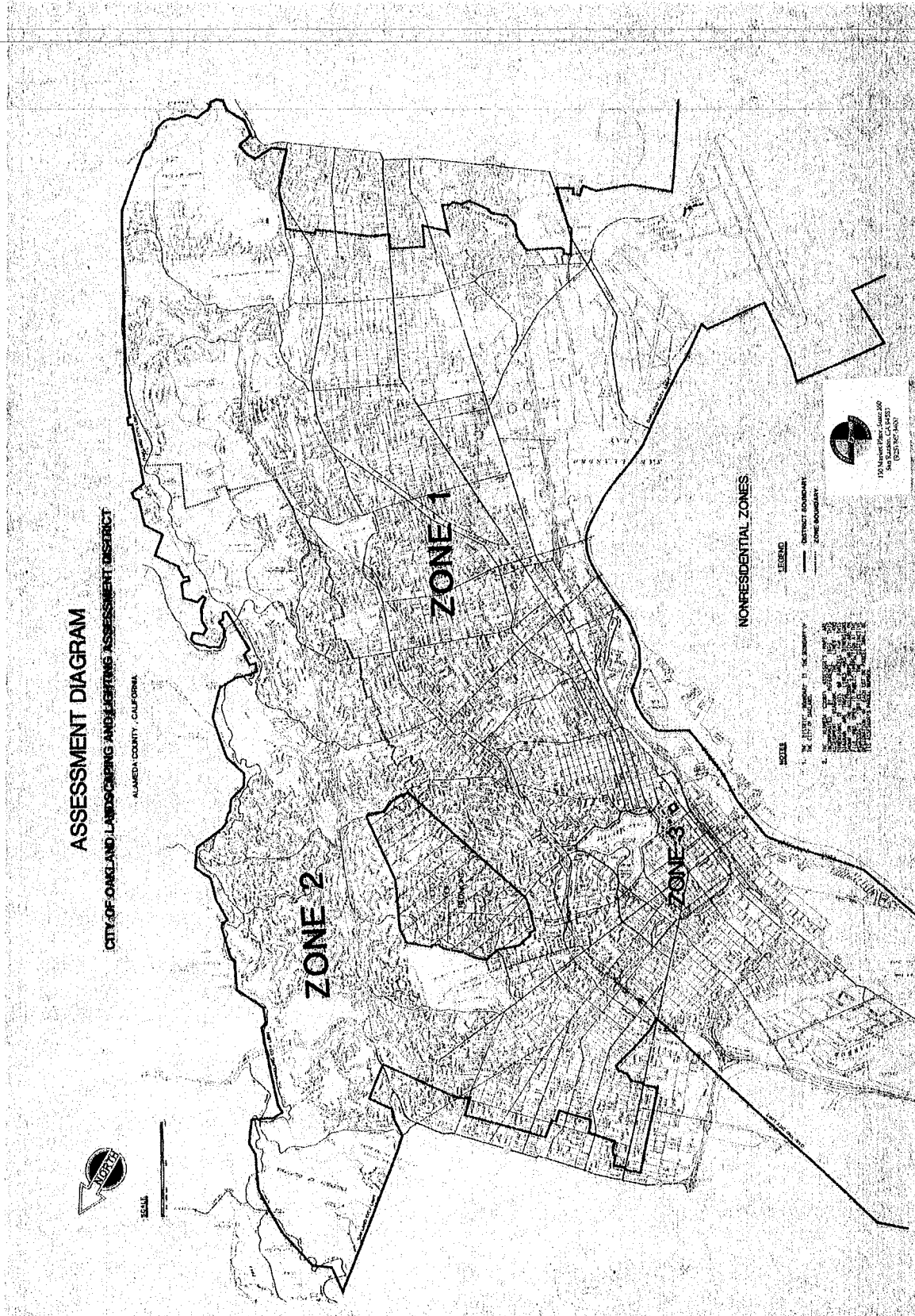
The District Diagram presents the District boundary, the Zones of Benefit, and City streets. The lines and dimensions of each parcel of land within the District, are those lines and dimensions of the Assessor's parcel maps on file at the Alameda County Assessor's office. The Assessor's maps are incorporated by reference into the Assessment Diagram. The Assessor's parcel number is adopted as the distinctive designation of each lot or parcel.

Benefit Zone Boundaries

The District is divided by two benefit zone systems, residential and non-residential. Consequently, the District Diagram is presented in two sheets, one depicting residential Benefit Zones 1 and 2, and the other depicting non-residential Benefit Zones 1, 2, and 3. For each sheet of the Assessment District Diagram, the dividing line between Benefit Zones 1 and 2 generally begins at I-580 and the northerly City Park District Limits, then continues easterly along I-580 and northerly along Piedmont Avenue to the City Limits of Piedmont. It then generally begins at Park Boulevard and the southerly boundary of Piedmont and meanders southerly to State Road 13 near Seminary Avenue, and easterly to the Oakland City Limits.

Non-residential Benefit Zone 3 encompasses the downtown business district generally bordered by Grand Avenue, El Embarcadero, Lakeshore Avenue, the Nimitz Freeway, Highway 24 and 27th Street.





PART D

METHOD OF APPORTIONMENT OF ASSESSMENT

GENERAL

The Landscaping and Lighting Act of 1972 permits the establishment of assessment districts by agencies for the purpose of providing, maintaining, and servicing certain public improvements, which include the construction, maintenance, and servicing of street lights, traffic signals, landscaping facilities, and park and recreational facilities.

Section 22573 of the 1972 Act requires that assessments be levied according to benefit rather than according to assessed value. This section states:

“The net amount to be assessed upon lands within an assessment district may be apportioned by any formula or method which fairly distributes the net amount among all assessable parcels in proportion to the estimated benefits to be received by each parcel from the improvements.”

The 1972 Act permits the designation of zones of benefit within any individual assessment district if “by reasons or variations in the nature, location, and extent of the improvements, the various areas will receive different degrees of benefit from the improvements”.

SPECIAL BENEFIT DETERMINATION

Street Lighting

The proper functioning of street lighting is imperative for the welfare and safety of property located adjacent to or near the street lights throughout the City. Proper operation, maintenance, and servicing of a street lighting system benefits the adjacent properties by providing increased illumination for ingress and egress to property, safe pedestrian traveling at night, improved security and protection to the property.

Landscaping

Trees, landscaping, hardscaping, and appurtenant facilities, if well maintained, provide beautification, shade and aesthetic enhancement of the surroundings to the adjacent properties, and therefore, directly increase property desirability and value. In Parkways and Land Values, written by John Nolan and Henry V. Hubbard in 1937, it is stated:

“. . . there is no lack of opinion, based on general principals and experience and common sense, that parkways do in fact add value to property, even though the amount cannot be determined exactly. . . Indeed, in most cases where public money has been spent for parkways, the assumption has been definitely made that the proposed parkway will show a provable financial profit to the City.”

It should be noted that the definition of “parkways” above includes all roadway landscaping including medians and entranceways.

Parks and Recreation

Park and Recreational facilities provide a special and direct benefit to properties located near or adjacent to the park and recreational facilities. These park and recreational facilities enable the adjacent property owners to participate in sporting events, leisure activities, picnics, organized social events, and other neighborly activities. Since these parcels are located within close proximity of the park and recreational facilities, these parcels realize a direct increase in property values. Property values increase more when the park and recreational facilities are in place, improved, operable, safe, clean, and well maintained near or adjacent to their parcels. Conversely, property values decrease when park and recreational facilities are non-existent, unsafe, or destroyed by the elements or vandalism.

Studies in a number of neighborhoods and communities, including counties and cities throughout the United States, have indicated that recreation and recreational facilities, if well maintained, have caused an increase in the property values within the community. These studies confirm the opinion long held by planning authorities as to the economic value to parcels from park and recreational facilities located nearby.

“The recreation value is realized as a rise in the value of land and other property in or near the recreation area, is of both private interest to the landowner and others holding an economic stake in the area, and of public interest to the taxpayers, who have a stake in a maximum of total assessed values.” (National Recreation and Park Association, June 1985)

BENEFIT ZONES

Benefit zones have been established to distinguish geographic areas with differing degrees of benefit received by parcels of similar size and use. These distinctions arise from variations in the nature, location, and extent of improvements. Within a benefit zone, parcels of similar size and use are estimated to receive the same degree of benefit. For the City of Oakland Landscaping and Lighting Assessment District, two benefit zone systems are used; one for residential parcels and one for non-residential parcels.

Street Lighting Improvements

The Oakland City Council has established minimum standards for residential street lighting that are uniformly applied throughout the City. The District's lighting budget includes funds to maintain all residential streets at these standards. In addition, the residential properties receive some additional benefit from the increased street lighting located on collector and arterial streets. Because all residences benefit from a portion of the collector and arterial lighting, 30 percent of these lighting costs are included in the residential assessments. In addition, for non-residential parcels, a distinction is necessary for benefits received from street lighting. Throughout the City, street lighting is similar among non-residential areas. One exception to this similarity in lighting among non-residential areas is the downtown area, which is more intensely lighted than are other non-residential areas. To account for this difference in lighting intensity, Benefit Zone 3, encompassing the central business district, was created for non-residential properties.

Landscaping Improvements

Because of the variation in density of roadway, median and parkway landscaping throughout the City, the District is divided into two benefit zones. Parcels located within their respective benefit zones will pay for the landscaping costs located within that benefit zone based upon the methodology detailed within this Report.

Parks and Recreation

Finally, a long-standing system of City Park Maintenance Districts provides another basis for placement of benefit zone boundaries. These park and recreational benefit zone boundaries were established on the basis of location and density of park and recreational improvements, in an effort to establish areas requiring equivalent input of resources.

For residential and non-residential parcels, it is appropriate to make the same distinction between Benefit Zones 1 and 2 for benefits received from park improvements. In addition to distinguishing lighting intensity, the Benefit Zone 3 boundary serves another purpose: the highest density of park improvements is in the downtown area. Downtown improvements include Lake Merritt. Clearly, areas outside Benefit Zone 3 also benefit from the downtown improvements. Portions of the Benefit Zone 3 park and recreational benefits are therefore attributed to Benefit Zones 1 and 2.

Estimates of the benefits received from the park & recreational improvements located within Benefit Zone 3 were based on interviews with City staff and other persons possessing extensive knowledge of City parks and their usage. Fifty percent of park & recreational improvements located within Benefit Zone 3 benefit the non-residential and residential parcels located within Benefit Zone 1, twenty-five percent of the park & recreational improvements located within Benefit Zone 3 benefit the non-residential parcels located in Benefit Zone 3, and twenty-five percent of the park & recreational improvements located within Benefit Zone 3 benefit the non-residential and residential parcels located within Benefit Zone 2.

In summary, several zones of benefit were established as follows:

Zone 1	Residential
Zone 1	Non-Residential
Zone 2	Residential
Zone 2	Non-Residential
Zone 3	Non-Residential

PART E

~~PROPERTY OWNER LIST & FINAL ASSESSMENT ROLL~~

A list of names and addresses of the owners of all parcels, and the description of each lot or parcel within the City of Oakland Landscaping and Lighting Assessment District is shown on the last equalized Property Tax Roll of the Alameda County Assessor, which by reference is hereby made a part of this report.

This list is keyed to the Assessor's Parcel Numbers as shown on the Final Assessment Roll, which includes the proposed amount of assessments for Fiscal Year 2018-19 apportioned to each lot or parcel. The Final Assessment Roll is on file in the Office of the City Clerk of the City of Oakland and is shown in this Report as Appendix "A".

APPENDIX 'A'

FISCAL YEAR 2018-19 FINAL ASSESSMENT ROLL

(Under separate cover and on file with the City Clerk)