#### CITY OF OAKLAND

#### AGENDA REPORT



To: Office of the City Administrator

Attn: Deborah Edgerly

From: Budget Office and Public Works Agency

**Date:** March 28, 2006

Re: A Report and Resolution (A) of Intention to Levy the Landscaping and Lighting

Assessment; (B) Accepting the Fiscal Year 2006-07 Preliminary Engineer's Report for the City of Oakland Landscaping and Lighting Assessment District; (C) Setting the Date for a Public Hearing; and (D) Authorizing the Preparation and Mailing of Notices and Ballots Seeking Property-Owner Approval of a

**Proposed Rate Increase** 

#### **SUMMARY**

A resolution has been prepared declaring the City Council's intent to levy and collect assessments for FY 2006-07 for the Landscaping and Lighting Assessment District (LLAD), with an increase in assessments from prior years, accepting the Preliminary Engineer's Report for the LLAD, setting a public hearing date for June 20, 2006 at 7:00 p.m. and authorizing the preparation and mailing of notices seeking property-owner approval of an increase in assessments.

The FY 2006-07 Preliminary Engineer's Report for the LLAD, prepared by Francisco & Associates, Inc., the District Engineer is attached. (Exhibit A)

#### FISCAL IMPACT

There is no direct fiscal impact from City Council action on this report. However, City Council action on the attached resolution continues the process for assessing and collecting revenues from the LLAD for FY 2006-07, begun at the February 21, 2006 City Council meeting with the adoption of the LLAD resolution of initiation. LLAD revenues are used to support City services directly related to the installation, maintenance and servicing of public landscaping and lighting.

For FY 2006-07, the Preliminary Engineer's Report estimates revenues and appropriations of approximately \$28 million from the LLAD, provided that a majority of property owners approve the proposed assessment increase. The \$28 million budget presented in the Preliminary Engineer's Report proposes a \$4.48 million increase from the LLAD budget adopted by Council in June 2005.

The proposed LLAD increase would generate an additional \$10 million of which \$4.3 million of that amount would replace the gap funding from other sources already appropriated by the City Council in the FY05-07 Budget. Approximately \$1.02 million would continue the additional

support for park and tree maintenance funded directly by the General Purpose and Capital Reserve Funds from one-time sources. An additional \$0.2 million would cover the increased County Administration fee for Assessment Collections. The remaining approximately \$4.48 million is proposed to be allocated as shown in the draft budget (Exhibit C) and the following descriptions:

#### Possible Enhancements with Increased LLAD Funding

Of the \$4.48 million available, \$4.08 million could provide enhancements within four areas – parks, trees and lighting and accountability.

The following is a list of program areas and approximate dollar amounts that could qualify for funding under the LLAD. The categories include parks maintenance, tree planting, street lighting and accountability. A detailed description for each category and a list of deliverables will be included in a supplemental report for the Finance Committee meeting of March 28, 2006.

#### **Parks**

Enhancements to parks maintenance could include dedicated gardening staff at the larger parks, weekend and holiday services, increased litter and weed removal in parks and medians and enhanced landscape maintenance at libraries and senior centers. The additional services would also allow staff to be allocated to maintain new parks and medians as well as the Lake Merritt enhancements currently being developed as part of Measure DD, The Oakland Trust for Clean Water and Safe Parks, that is funding \$198 million dollars in capital improvements at the Lake and creeks. Enhancements could also include required monitoring and vegetation management at creek restoration sites, such as Arroyo Viejo and Sausal Creeks. Improvements to maintenance levels at athletic fields for soccer and baseball could be enhanced with dedicated crews. Development or renovation of fields may be done in collaboration with Oakland Unified School District and within existing City parks.

Approximate Cost: \$2,400,000

#### **Trees**

Enhancements to tree maintenance could include planting an additional 1000 trees and increasing street tree and park tree pruning by 1300 trees annually.

**Approximate Cost:** \$790,000

#### Electrical

Additional funding is needed to pay for energy cost increases and costs associated with new streetlights already installed and others that are in planning and/or construction phases of major streetscape projects. Funding could also be used for public safety lighting improvements that are temporary measures in hotspot locations, permanent installations or pro-active re-lamping programs.

Approximate Cost: \$690,000

#### Accountability

Performance standards for LLAD covered services will be established by October 1, 2006. The performance standards will be the basis of annual independent performance reviews.

Approximate Cost: \$200,000

If a majority of property owners reject the proposed LLAD increase, a revised Engineer's Report will be presented with the revenues and appropriations originally adopted by Council as part of the FY 2005-07 Adopted Policy Budget, based on the baseline cost of services (i.e., keeping the services at current levels). The adopted FY 2006-07 budget included revenues of \$17.74 million and expenditures of \$21.7 million. As noted in the February 21, 2006 report to Council, the FY 2006-07 budget required a \$4.3 million transfer from the General Purpose Fund (GPF), of which \$2.5 million has been identified and the remaining \$1.8 million has yet to be found.

The increased assessment for the LLAD is expected to generate an additional \$10 million in annual revenue. The average single-family residential parcel's annual assessment would increase by approximately \$40 to \$50. The commercial, industrial and institutional assessment rates would increase by the same rate.

#### **Optional Subsidy**

Proposition 218 requires schools, churches and hospitals to be assessed if property owners approve the increased rate. At its discretion, the City Council can authorize a subsidy to owners of properties used as schools, churches and hospitals. In FY 2006-07, this subsidy could be paid from the \$2.5 million General Purpose Fund (GPF) transfer that was used to balance the LLAD budget, but that would not be necessary if property owners approve the increased rate. It is important to note that the \$2.5 million GPF transfer was from one-time only funds. For FY 2007-08 and beyond, Council would need to identify another funding source to continue the subsidy of school, church and hospital property uses. The table below outlines subsidy levels that the City Council could consider:

#### **Proposed Subsidy Level (in \$millions)**

	25 percent	50 percent	75 percent	100 percent
Schools	\$0.36	\$0.71	\$1.07	\$1.42
Churches	\$0.12	\$0.23	\$0.35	\$0.46
Hospitals	\$0.03	\$0.05	\$0.08	\$0.10
Total	\$0.50	\$0.99	\$1.49	\$1.98

#### Cost of living adjustment:

Staff is also proposing that the LLAD include an annual cost-of-living adjustment. An increase pegged to the regional CPI would enable the LLAD to, in part, keep up with rising fixed costs, including those charged by PG&E for lighting. This proposal is consistent with legislation adopted for the City's special tax levies, including Measures Q (Library Enhancement) and Y (Violence Prevention and Public Safety). This legislation permits the City Council to adjust the tax rates in accordance with the CPI for the immediate San Francisco Bay Area, raising it by no more than 5 percent over the previous fiscal year. Even with the CPI cost-of-living adjustments LLAD funds may not keep pace with costs in future years.

#### BACKGROUND

The California Landscaping and Lighting Act of 1972 (California Streets and Highways Code Sections 22500-22509) allows local government agencies to form assessment districts for the purpose of financing the costs and expenses of landscaping and lighting public areas. The City of Oakland formed a Landscaping and Lighting Assessment District on June 23, 1989. In 1993, Oakland voters reconfirmed its existence. The LLAD, utilizing a direct benefit assessment, provides a funding source for the operation and maintenance of public landscaping, fountains, general lighting, recreational, playground, and park facilities, and street lighting in defined benefit zones that encompass the City of Oakland.

In addition, the California Streets and Highways Code, Sections 22620-22631, applies to all assessments that are to be levied and collected for a fiscal year. The code describes the requirements for levying assessments as follows:

- Adopt a resolution describing any proposed new improvements or any substantial changes in existing improvements and ordering the engineer to prepare and file a report.
   (The resolution of initiation was discussed at the Finance and Management Committee of February 14, 2006 and adopted by City Council, Resolution No. 79738 C.M.S. on February 21, 2006.)
- 2. <u>Approve Engineer's Report and adopt a resolution of intention</u>. 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 date, hour, and place for a public hearing. (This step is the subject of this report and resolution.)
- 3. Conduct the public hearing. The Public Hearing affords all interested parties the opportunity to hear and be heard. (Staff proposes that the public hearing occur on June 20, 2006 at 7:00 p.m., or as soon thereafter as the item may be heard, in the City Council Chambers.)
- 4. Adopt a resolution confirming the Engineer's Report and the levy of the assessment within the LLAD for the 2006-07 fiscal year. (Staff will forward this item directly to the City Council in July 2006.)

Upon fulfillment of these requirements, the City of Oakland must submit the assessment roll to the Alameda County Assessor by August 10, 2006 for inclusion in the FY 2006-07 property tax roll. The City of Oakland collects the LLAD assessments through the County of Alameda's property tax billing process.

#### **KEY ISSUES AND IMPACTS**

The resolution states that the City of Oakland intends to increase assessments for the LLAD for FY 2006-07. The assessment rate structure has been in place since FY 1993-94. The following table, taken directly from the Preliminary Engineer's Report, summarizes the assessment rates for one equivalent dwelling unit benefit by zone and general land use. Zones, zone maps and rates calculations are included in the attached Draft Engineer's Report. (Exhibit A)

Summary of Assessments for
One Equivalent Dwelling Unit Benefit by Zone and General Land Use

Benefit Zones	Residential	Non-Residential
Zone 1 – Lighting	\$16.38	\$33.73
Zone 1 – Parks/Trees	\$125.26	\$121.94
Total Zone 1	\$141.64	\$155.67
Zone 2 – Lighting	\$16.55	\$34.17
Zone 2 – Parks/Trees	\$137.38	\$134.19
Total Zone 2	\$153.93	\$168.36
Zone 3 – Lighting	NA	\$56.18
Zone 3 – Parks/Trees	NA	\$261.91
Total Zone 3	NA	\$318.09

If the proposed assessment increase to the LLAD is not successful, the City will need to close the \$1.8 million gap between revenues and expenditures in FY 2006-07 and face an approximate \$6 million shortfall in the FY 2007-08 LLAD budget to fund the current level of service. In the latter event, the City would need to cut spending in LLAD-funded programs.

#### Preliminary Engineer's Report

There is one attachment to the Preliminary Engineer's Report that is not included with this report because of its large size. Appendix B of the Preliminary Engineer's Report is the FY 2006-07 Assessment Roll, a document that lists all properties within the assessment district by Assessor's Parcel Number, each property's use code, and indicates the property's assessment amount. The FY 2006-07 Assessment Roll is on file with the City Clerk.

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. Staff proposes that the date of the public hearing be set for Tuesday, June 20, 2006 at 7:00 p.m., or as soon thereafter as the item may be heard, in the City Council Chambers.

#### **Notice and Ballot**

Exhibit B contains the draft notices for each of the three zones of benefit and the draft ballot.

#### SUSTAINABLE OPPORTUNITIES

There are no direct economic, environmental, or social equity opportunities or impacts associated with the City Council action requested in this report.

#### DISABILITY AND SENIOR ACCESS

LLAD revenues support the installation, maintenance, and servicing of public park and recreational facilities, and landscaping improvements, which are made accessible to persons with disabilities and seniors in accordance with the Americans with Disabilities Act.

#### RECOMMENDATION

Staff recommends that the City Council approve the attached Resolution of Intention to (A) Levy the Landscaping and Lighting Assessment; (B) Accepting the Fiscal Year 2006-07 Preliminary Engineer's Report for the City of Oakland Landscaping and Lighting Assessment District; (C) Setting the Date for a Public Hearing; and (D) Authorizing the Preparation and Mailing of Notices and Ballots Seeking Property-Owner Approval of a Proposed Rate Increase.

Respectfully submitted,

CHERYL L. TAYLOR Interim Budget Director

Prepared by:

Michael Killian

Chief Deputy City Auditor

RAUL GODINEZ II

Director, Public Works Agency

Prepared by:

Brooke A. Levin

Assistant Director, Public Works Agency Department of Facilities & Environment

APPROVED AND FORWARDED TO THE FINANCE AND MANAGEMENT COMMITTEE:

Office of the City Administrate

Hume a. Eugen

#### **EXHIBITS:**

A -- Preliminary Engineer's Report

B -- Proposed Notices and Ballot

C -- Draft LLAD Budget

# **OAKLAND CITY COUNCIL**

RESOLUTION NO.\_\_\_\_\_C.M.S.



RESOLUTION OF INTENTION AND ACCEPTING THE
FISCAL YEAR 2006-07 PRELIMINARY ENGINEER'S REPORT FOR THE
CITY OF OAKLAND LANDSCAPING AND LIGHTING ASSESSMENT
DISTRICT, SETTING THE DATE FOR A PUBLIC HEARING, AND
AUTHORIZING THE PREPARATION AND MAILING OF NOTICES AND
BALLOTS

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 has taken a series of actions preliminary to ordering the establishment of the Landscaping and Lighting Assessment District ("LLAD") and did establish such District on June 23, 1989; and

WHEREAS, pursuant to the California Streets and Highway Code Sections 22500, et seq., 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; and

WHEREAS, the City Administrator filed with the City Clerk and presented before the Finance and Management Committee of the City Council, on March 28, 2006, reports for the continuation of the Landscaping and Lighting Assessment District in order to raise revenues for the installation, maintenance, and servicing of public landscaping and lighting; and

WHEREAS, the District Engineer has submitted a Preliminary Engineer's Report for the District containing details of the proposed Landscaping and Lighting Assessment District increased assessment rates for FY 2006-2007, which is on file with the City Clerk; now, therefore be it

**RESOLVED**: That the City Council intends to levy and collect assessments within the City of Oakland Landscaping and Lighting Assessment District for FY 2006-2007, with an increase in assessments from prior years; and be it

**FURTHER RESOLVED:** That the City Council authorizes the preparation and mailing of Notices and Ballots seeking Property-Owner Approval of an increase in assessments; and be it

**FURTHER RESOLVED:** That the City Council directs the preparation of performance standards for LLAD covered services by October 1, 2006. The performance standards will be used in annual independent performance reviews; and be it

FURTHER RESOLVED: That beginning in Fiscal Year 2006-2007 and each year thereafter, the City Council may increase the assessment hereby only upon a finding that the cost of living in the immediate San Francisco Bay Area, as shown on the Consumer Price Index (CPI) for all items in the San Francisco Bay Area as published by the U.S. Department of Labor Statistics, has increased. In no event shall any adjustment exceed five percent of the assessment charged during the immediate preceding fiscal year; and be it

**FURTHER RESOLVED:** That the City Council hereby accepts the Preliminary Engineer's Report for the Landscaping and Lighting Assessment District for discussion purposes; and be it

**FURTHER RESOLVED**: That all the area of land to be assessed is located in the City of Oakland, Alameda County; and be it

FURTHER RESOLVED: That a public hearing is set for June 20, 2006 at 7:00 p.m., or as soon thereafter as the item may be heard, in the City Council Chambers, Oakland City Hall, One Frank H. Ogawa Plaza, Oakland, California regarding the FY 2006-07 Landscaping and Lighting Assessment District and the levy of assessments; and be it

**FURTHER RESOLVED**: That the Office of the City Administrator is directed to publish notice of the public hearing no later than June 13, 2006.

	LATONDA SIMMONS
AT	TEST:
ABSTENTION	
ABSENT	
NOES	
AYES BROOKS, BRUNNER, CHANG, KERNIGHAN, LA FUENTE	NADEL, QUAN, REID and PRESIDENT DE
PASSED BY THE FOLLOWING VOTE:	
IN COUNCIL, OAKLAND, CALIFORNIA,	, 2006

of the City of Oakland, California



# PRELIMINARY ENGINEER'S REPORT

# CITY OF OAKLAND

# CITY OF OAKLAND LANDSCAPING & LIGHTING ASSESSMENT DISTRICT

Fiscal Year 2006-07

<u>Prepared for:</u> City of Oakland Alameda County, California

Prepared by: Francisco & Associates, Inc.

April 4, 2006

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# <u>APPENDIX</u>

Appendix A - Assessment Roll (under separate cover)

# CITY OF OAKLAND CITY COUNCIL MEMBERS AND CITY STAFF

#### FISCAL YEAR 2006-07

#### **MAYOR**

Jerry Brown

#### CITY COUNCIL MEMBERS

Jane Brunner, District 1 Council Member Pat Kernighan, District 2 Council Member

Nancy Nadel, District 3 Council Member Jean Quan, District 4 Council Member

Ignacio De La Fuente, District 5 President of the Council Desley Brooks, District 6 Council Member

Larry Reid, District 7 Council Member

Henry Chang, At Large Council Member

#### **CITY STAFF MEMBERS**

Deborah Edgerly City Administrator

John Russo City Attorney La Tonda Simmons City Clerk

Cheryl Taylor Interim Budget Director, Budget Office

> Francisco & Associates, Inc. Assessment Engineer

# CITY OF OAKLAND

# LANDSCAPING AND LIGHTING ASSESSMENT DISTRICT

## FISCAL YEAR 2006-07

The undersigned respectfully submits the enclosed Oakland.	l Engineer's Report as directed by the City of
Dated:	By
	By Joseph A. Francisco, P.E. RCE No. 40688
I HEREBY CERTIFY that the enclosed Engineer's and the Assessment Diagram thereto attached, was 2006.	
	La Tonda Simmons, City Clerk City of Oakland Alameda County, California
	Ву
I HEREBY CERTIFY that the enclosed Engineer's and the Assessment Diagram thereto attached was of the City of Oakland, Alameda County, California	approved and confirmed by the City Council
	La Tonda Simmons, City Clerk City of Oakland Alameda County, California
	By
I HEREBY CERTIFY that the enclosed Engineer's and the Assessment Diagram thereto attached was of Alameda, on the day of 2006	filed with the County Auditor of the County
	ByFrancisco & Associates, Inc.

## **SECTION I**

#### INTRODUCTION

#### **ENGINEER'S REPORT**

#### CITY OF OAKLAND

#### LANDSCAPING AND LIGHTING ASSESSMENT DISTRICT

#### FISCAL YEAR 2006-07

## Background Information

The Landscape and Lighting Assessment District was originally formed on June 23, 1989 and subsequently approved by the registered voters of the City of Oakland. 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.

The Oakland City Council is proposing to increase the annual assessments rates commencing in FY 2006-07. In order to comply with the requirements of Proposition 218, the Oakland City Council will direct City Staff to mail notices and ballots to each affected property owner who would receive an increase in their annual assessment. It is anticipated that the notices and ballots will be mailed around May 5, 2006. On June 20, 2006, the Oakland City Council will conduct a Public Hearing and provide any interested person the opportunity to be heard. At the conclusion of the public input portion of the Public Hearing, City Council will close the public input portion of the public hearing and continue the Public Hearing until July 18, 2006 to allow staff sufficient time to tabulate the assessment ballots. The assessment ballots will be weighted by each property owners proposed increase in assessment. On July 18, 2006 the City Clerk will present the results of the assessment balloting to the Oakland City Council. If it is determined, based upon the results of the assessment balloting that the property owners support the proposed increase in assessment, City Council may then approve the assessment increase. If it is determined that the property owners do not support the assessment increase then the Oakland City Council may only levy the assessments at the same rate as was levied in FY 2005-06. Following the adoption of this resolution, the final Assessor's roll will be prepared and filed with the County Auditor's Office to be included on the FY 2006-07 tax roll.

As required by the Landscaping and Lighting Act of 1972, this Engineer's Report describes the improvements to be constructed, operated, maintained, and serviced by the District for FY 2006-07, provides an estimated budget for the District, and lists the proposed assessments to be levied upon each assessable lot or parcel within the District.

# **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 2006-07

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 the Resolution of Intention, being Resolution No. \_\_\_\_\_\_, adopted April 4, 2006, 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 Public Works Agency, 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 FY 2006-07, including incidental costs and expenses. For a more detailed cost estimate of the improvements, refer to the cost estimate on file in the Public Works Agency, 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. 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 & 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 FY 2006-07. The 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 36,000 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 lights are installed and upgraded, the District's operating and maintenance costs are impacted. Cost estimates prepared by the Public Works Agency, take into account the projected additional energy and maintenance costs for improvements to be installed during FY 2006-07.

#### 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; street trees; sidewalks; trails; fixtures; and appurtenant facilities including but not limited to lights, playground equipment, including tot lots, play courts, public restrooms, sports fields, sports courts, parkways; and 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 including scenic Joaquin Miller Park, Lake Merritt, Mandela Parkway and Union Point Park; 75,000 street trees; more than 130 City park and public grounds; and 25 recreation, community and interpretive centers.

Tables 1, 2, and 3 on the following pages, present a partial list of the District's landscaping, and park and recreational facilities by each Benefit Zone. This list is not exclusive and many small facilities (e.g., street channels 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		
25th Street Mini-Park	2425 Martin L.King Jr. Way	Hellman Estates	3400 Malcolm Avenue		
88th Avenue Mini-Park	1722 88th Avenue	Holly Mini-Park	9830 Holly Street		
Allendale Park/ Recreation Center	3711 Suter Street	Ira Jinkins Recreation Center	9175 Edes Avenue		
Arroyo Viejo Park/ Recreation Center	7701 Krause Avenue	Jack London Aquatic Center	115 Embarcadero West		
Arroyo Viejo Tennis Courts	7921 Olive Street	Iohn Marshall	3400 Malcolm Avenue		
Athol Plaza Plaza and Tennis Courts	Foothill Bouleyard / Lakeshore Ave	Josie de la Cruz/ Sanborn Park	1637 Fruitvale Avenue		
Beaumont Park	Beaumont Avenue / East 28th Street	King Estates Playground	8251 Fontaine Street		
Bella Vista Park	1025 East 28th Street	Knowland Park/Zoo	9777 Golf Links Road		
Bertha Port Tot Lot	1756 Goss Street	Lazear Playground	824 - 29th Avenue		
Brookdale Park / Recreation Center	2535 High Street	Lions Pool	3860 Hanly Road		
Brookdale Tennis Courts	2535 High Street	Live Oak Pool	1055 MacArthur Boulevard		
Brookfield Playground / Tennis Courts	525 Jones Avenue	Lowell Park/ Playground	1180 - 14th Street		
Brooklyn Plaza	14th Avenue / Foothill Boulevard	Mandalay Parkway	8th St. to 32nd St.		
Burckhalter Park	4062 Edwards Avenue	Manzanita Park/ Recreation Center	2701 - 22nd Avenue		
Burckhalter Playground / Tennis Courts		Marston Campbell Park	17th Street / West Street		
Carmen Flores Recreation Center	1637 Fruitsale Asenue				
		Maxwell House Park and Playground	4618 Allendale Avenue		
Cesar Chawz Park	3705 Foothill Boulevard	McClymonds Mini-Park	2528 Linden Street		
Central Reservoir Park/Playground	2506 East 29th Street	Morcom Rose Garden / Buildings	Jean Street / Olive Street		
Chester Tot Lot	319 Chester	Morgan Plaza	2601 Highland Drive		
Cleveland Cascade	395 Merritt Avenue	Nicol Park	Nicol Avenue / Coolidge Avenue		
Clinton Square Park	1230 6th Street	Oak Glen Park	3390 Richmond Boulevard		
Coliseum Gardens Park	966 - 66th Avenue	Oak Park	3239 Kempton Avenue		
Coliseum Playground	5885 Oak Port Street	Oakport Field	3200 Boston Avenue		
Columbian Gardens Playground	Heskett Road / Empire Road	Officer Willie Wilkins Park	1990 - 98th Avenue		
Concordia Park / Tennis Courts	2901 64th Awnuc	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 Awnue / Hanover Awnue		
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	RainbowPark / Recreation Center	5800 International Boulevard		
Dunsmuir E state Park	61 Covington Street	RainbowTennis Courts	5800 International Boulevard		
Dunsmuir Ridge	East of Lake Chabot Muni Golf Course	Rancho Peralta Park	34 East 10th Street		
Durant Mini-Park	725 Grand 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 Awnuc	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	Sobrante 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 Awnue		
Fremont Pool	4550 Foothill Boulevard	Tassafaronga Playground	975 - 85th Awnuc		
			Embarcadero East bet. Dennison &		
Fruitvale Bridge Park	3205 Alameda Avenue	Union Point Park	Kennedy St.		
Fruitvale Plaza	1412 - 35th Awnue	Vantage Point Park	1198 - 13th Avenue		
Garfield Playground	Foothill Boulevard / 23th Avenue	Verdese Carter Park / Recreation Center	9600 Sunnyside Street		
Glen Daniels / King Estates Park	8251 Fontaine Street	Wade Johnson Park	1250 Kirkham Street		
Glen Echo Creek Park	Panama Court / Monte Vista Avenue	WillowMini-Park	14th Street / Willow		
Greenman Field	1390 - 66th Asenuc	Wood Park	2920 McKillop Road		
	Martin L. King Jr Way / 36th Street	TT CAME I ALE	2320 MCMIN'P INAU		
Grove Shafter Park I, II, III	paranent E. King Ji. way / 20th offect	Ī	i l		

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	Becansfieldplace	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 Chahot Road	Mosswood Park/Recreation Center	3612 Webster Street		
Chabat Playground/ Tennis Courts	6850 Chalxx Rend	Mosswood Playground Tennis Courts	3612 Webster Street		
Colby Park	6lst / Colby Street	Ostrander Park	6151 Broadway Terrace		
Dover Street Park	5707 Dave Street	PintoPark (Jones Field)	5000 Redwood Road		
Garber Park	AlvaradoRoad/ Claremont Avenue	Ranger Station	3450 Joaquin Miller Road		
Gateway Gardens	Tunnel Road / Caldecott Lane	Redondo Park	Redondo Ave & Clarke &		
Golden Gate Playground/Recreation Center	1075 @nd 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 Greenhelt	Along Temescal Creek, 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		
Josquin Miller Park	3304 Jouquin Miller Road	Temescal Creek Park	Cavour / Clifton Street		
Leona Heights Park	4444 Mountain Boulevard	Temescal Pool	371 · 45th Street		
Leona Lodge	4444 Mountain Boulevard	Wexminister Theater	3304 Joaquin Miller Road		
McCrea Park	4460 Shepherd Street				

Table 3: BENEFIT ZONE 3					
Name of Park/Facility	Address				
AfroAmerican Museum & Library	65914th St.	Lakeside Nursery	666 Bellevue Avenue		
Bandstand	Lakside and Lakeshore	Lakeside Park	Lakeside Drive along Lake Merritt		
Bowling Aubhause	666 Bellevue Avenue	Lakeside Show Gardens	666 Bellevuc Avenue		
Rowling Green	666 Bellevue Avenue	Latham Square Fountain	15th Street / Broadway		
Channel Park	21 - 7th Street & 1 East 10th Street	Lincdn Square Park	261 - 11th Street		
Children's Fairyland	209Grand Avenue	Lincoln Square Recreation Center	250 - 10th Street		
Chinese Garden (Rilea, Railroad) Park	7th Street & Harrison Street	Madison Square Park	810 Jackson Street		
Downtown Veterans Bldg.	200 Grand Ave.	Main Library	12514th street		
Duck Islands	666Bellevue Avenue	McElroy Fountain	666 Rellevue Avenue		
Fire Alarm Building	1310 Oak Street	Necklace of Lights	633 Rellevue Avenue		
Frank H. Ogawa Plaza (Givic Center)	One Frank H. Ogawa Plazi	P&R Office · Lakeside Drive	1520 Lakeside Drive		
Garden Center	666Rellevue Avenuc	Peralta Park	94 East 10th Street		
Lafayette Square Park	635 · 11th Street	Rotary Nature Center	600 Rellevue Avenue		
Lake Merritt	468 Bellevue Avenue	Sailbout House	666 Bellevue Avenue		
Lake Merritt Ruting Center	568 Bellevue Avenue	Snow Park	19th & Harrison		

Maintenance means the furnishing of services and materials for the ordinary and usual operations, maintenance and servicing of the landscaping, street lighting, public park, 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, and 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 Public Works Agency of the City of Oakland.

PART B

# **ESTIMATE OF COST**

The City's FY 2006-07 Baseline Budget Summary for the District is shown below in Table 4.

Estimate of Revenues and Costs City of Oakland Landscape and Lighting Assessi Fiscal Year 2006-07	ment District	
Tisca Tea 2000-07	420222	PROPOSEE
in the latest and the	ADOPTED	AMENDED
Stimated Revenues Property Assessments	\$17,987,764	\$27,987,764
. ,		
County Administrative Fee for Assessment Collections Recoveries for Damaged Lights	(\$295,740)	(\$475,79)
Tree Removal Permits	\$20,153 \$27,000	\$20,15
Sidewalk Repair Service Charges	\$4,765	\$27,00 \$4,76
One-Time Revenue Sources to Bridge LLAD Funding Gap	\$4,300,000	\$7,70 \$
Total Revenues	\$22,043,942	\$27,563,89
stimated Expenditures		
City Attorney		
Advisory Services	\$147,864	\$147,86
City Administrator - Budget Office		
Budget Analysis & Operations	\$91,184	\$91,18
Finance & Management - Revenue & Info Technology		
Revenue Collections	5134,025	S134,02
Application Development & Support	<u>\$35,616</u>	<u>\$35,61</u>
Subtotal	\$169,641	\$169,64
Museum		:
Museum Oversight	\$60,000	\$60,00
Museum Visitor Services	5279.876	5279.87
Subtotal	\$339,876	\$339,87
Public Works		
Parks, Grounds and Streetscapes	58,080,191	\$10,930,50
Trees	52,978,468	\$4,341,58
Electrical & Energy Efficiency	53,902,930	\$4,592,93
Facilities Management & Development	\$2,471.275	\$2,471.27
Keep Oakland Clean & Beautiful	531,864	531,86
Streets & Sidewalks Mgmt & Development Subtotal	<u>\$293,576</u> \$17,758,304	\$293,57
Subtotal	\$17,736,504	\$22,661,73
Parks & Recreation	C1577.02.0	61=703
Central Administration	\$157,939 \$2,101,580	\$157,93 \$2,101,58
Recreation, Cultural, Civic Competitive Sports	\$283,596	5283,59
Aquatics	5400,074	5400,07
Rall Fields	\$234,338	5254.33
Subtotal	\$3,197,527	\$3,197,52
Performance Evaluaton	•	5200,00
otal Expenditures	\$21,704,396	\$26,807,82
Contribution to/(from) Fund Balance	\$339,546	\$756,06
estimated Ending Fund Balance	\$539,917	\$756,06

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 \$28 million in revenue which is proposed to be collected through assessments (including assessments for City parcels) the City will also be financing approximately \$3.5 million in additional eligible landscape and lighting district expenditures. These additional expenditures 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: ASSESSMENTS BY BENEFIT ZONE							
	Zone 1 Budget Zone 2 Budget Zone 3 Total					Total	
		Non		Non	Non	All	
DESCRIPTION	Residential	Residential	Residential	Residential	Residential	Zones	
Lighting	\$1,463,097	\$1,499,311	\$535,787	\$ 279,210	\$363,403	\$4,140,807	
Landscaping	<u>\$11,188,494</u>	<u>\$5,420,278</u>	\$4,447,517	\$1,096,492	\$1,694,175	<u>\$23,846,957</u>	
Total Estimated Assessments	\$12,651,591	\$6,919,589	\$4,983,304	\$1,375,702	\$2,057,578	\$27,987,764	

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

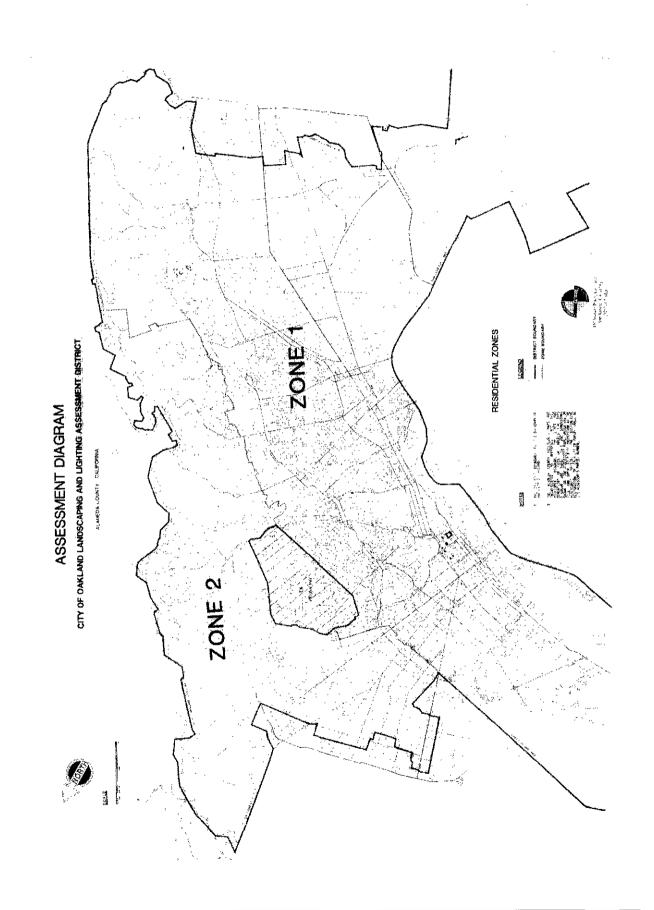
The boundaries of the City of Oakland's Landscaping and Lighting Assessment District coincide with the boundaries of the City of Oakland and encompass all parcels of land within the City. The District Diagram is located on the following pages of this Report.

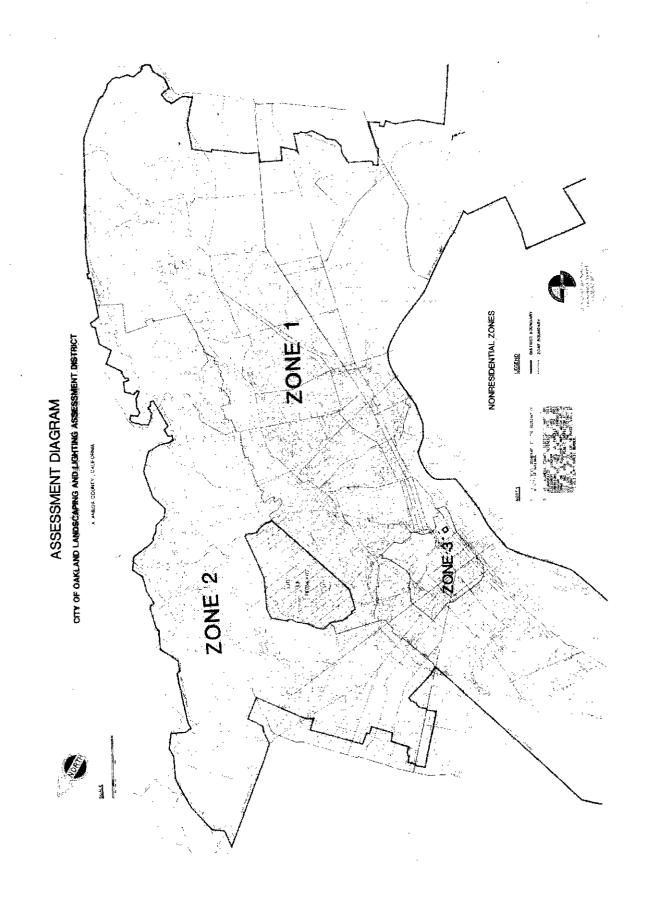
The District Diagram presents the District boundary, the Zones of Benefit, and City streets. The lines and dimensions of each parcel of land within the District, are those lines and dimensions of the Assessor's parcel maps on file at the Alameda County Assessor's office. The Assessor's maps are incorporated 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 27<sup>th</sup> 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".

In addition, Article XIIID, Section 4(a) of the California State Constitution requires that a parcel's assessment may not exceed the reasonable cost of the proportional special benefit conferred on that parcel.

# SPECIAL BENEFIT DETERMINATION

#### Street Lighting

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

# **Landscaping**

Trees, landscaping, hardscaping, and appurtenant facilities, if well maintained, provide beautification, shade and enhancement of the desirability of the surroundings, and therefore, increase property desirability and value. In <u>Parkways and Land Values</u>, 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 has been believed that the establishment of parkways causes a rise in real estate values throughout the City or in parts of the City..."

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

#### Parks and Recreation

Property values in communities are increased, and the overall quality of life and desirability of an area are enhanced, when public park and recreational facilities are in place, improved, operable, safe, clean, and well maintained. Conversely, property values decrease when park and recreational facilities are non-existent, unsafe, or destroyed by the elements or vandalism.

Property values in an area also increase when there is an increase in the number of parks, recreation centers, and sports facilities. These park and recreational facilities enable property owners to participate in sporting events, leisure activities, picnics, organized social events, and other miscellaneous activities.

Studies in a number of communities, including counties and cities throughout the United States, have indicated that recreation & recreational facilities, if well maintained, have caused an increase in the property values within the community. Consequently, such park & recreational facilities have proved a potent factor in maintaining a sound economic condition and a high standard of livability in the community. These studies confirm the opinion long held by planning authorities as to the economic value of park & recreational facilities in a community.

"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)

The benefit of parks and recreational facilities to residential and non-residential properties has been summarized by a number of studies. The United States Department of the Interior, National Park Service, in a publication of June 1984, concluded that:

- "Park and recreation improvements stimulate business and generate tax revenues."
- "Park and recreation improvements help conserve land, energy, and resources."
- "An investment in park and recreational improvements helps reduce pollution and noise, makes communities more livable, and increases property values."
- Public recreation benefits all employers by providing continuing opportunities to maintain a level of fitness throughout one's working life, and through helping individuals cope with the stress of a fast-paced and demanding life."

#### **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, is 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 25 percent of the park & recreational improvements located within Benefit Zone 3 benefit the non-residential and residential parcels located within Benefit Zone 3 benefit the non-residential and residential parcels located within Benefit Zones 2.

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

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

#### **SPECIAL BENEFIT ALLOCATION**

Each parcel is assigned Equivalent Dwelling Units (EDUs) in proportion to the estimated benefit the parcel receives from the lighting, landscape, and park improvements. The total number of EDUs are then divided into the annual revenue requirement to determine the cost per EDU.

Calculation of the EDUs to be allocated to each parcel is based upon land use (intensity of development), street frontage and parcel size.

#### Single Family

Since the single-family parcel represents over 63% of the total assessable parcels within the District, it is used as the basic unit of assessment and is defined as 1.00 EDU (one Equivalent Dwelling Unit). Single family parcels are defined as parcels that have a land use classification as single family residential with the Alameda County Assessor's Office.

#### Condominium

Condominium parcels are considered 0.75 EDUs due to their reduced population density and size of structure relative to the typical single family residence. Condominium parcels are defined as parcels that have a land use classification as condominium, attached planned unit development or co-op with the Alameda County Assessor's.

#### Mobile Home Parks

Mobile home parcels are considered 0.75 EDUs due to their reduced population density and size of structure relative to the typical single family residence. Mobile home parcels are defined as parcels that have a land use classification as mobile home with the Alameda County Assessor's.

#### Multi-Family

Multi-family residential parcels are also given a reduction of EDUs because of their reduced benefit received as the number of units increase. By decreasing the equivalency factor as the number of units increases, a reasonable benefit assessment per parcel is achieved. The equivalency factors for multi-family parcels are shown on Table No. 6 below. Multi-family parcels are defined as parcels that have a land use classification as multi-family, which includes duplexes, triplexes, apartments, etc., with the Alameda County Assessor's Office.

-	Table 6: Multi-Family Residential EDU Calculations					
Number or Range of Units Per Parcel	Single-Family Equivalent Benefits Per Unit		Number or Range of Units Per Parcel	Single-Family Equivalent Benefits Per Unit		
l	1.000		31-34	0.514		
2	0.700		35-39	0.511		
3	0.650		40-44	0.508		
4	0.600		45-49	0.505		
5	0.550		50-59	0.502		
6	0.547		60-69	0.499		
7	0.544		70-79	0.496		
8	0.541		80-99	0.493		
9	0.538		100-129	0.490		
10	0.535		130-159	0.487		
11	0.532		160-199	0.484		
12	0.529		200-249	0.481		
13-15	0.526		250-299	0.478		
16-19	0.523		300-349	0.475		
20-24	0.520		350-500	0.472		
25-30	0.517					

#### Commercial and Institutional

The commercial and institutional land use category represents the largest non-residential category. Although the parcel area and frontage equating to the benefit received by a single family residential parcel is incapable of exact determination, reasoned judgment establishes estimates resulting in fair assessments. Commercial and institutional parcels are generally defined as parcels that have a land use classification as commercial or institutional with the Alameda County Assessor's Office. These land use types include schools, churches and hospitals.

Parcel area and frontage for an "average" single family parcel are approximately 3,200 sq. ft. and approximately 40 feet respectively. If one further estimates that the benefits received by a "typical" single family parcel are attributable to one-half of its street frontage and one-half of its parcel area, the 0.50 EDUs should be allocated for each 3,200 sq. ft. of parcel area and 0.50 EDUs should be allocated to each 40 feet of street frontage. It is this range of estimates that is applied to the commercial/institutional and industrial (see below) land use categories.

As noted in the following table and illustrated in the example calculation, one EDU benefit is attributed to a commercial/institutional parcel for each 80 feet of frontage and for each 6,400 square feet of parcel area.

Table 7: Area and Frontage EDUs by Land Use Category			
Land Use Category	Frontage (FT)	Area (SF)	
Commercial/Institutional	80	6,400	
Industrial	100	10,000	
Public Utilities	1,000	100,000	
Golf Course	1,000	200,000	
Quarry	1,000	250,000	

Example benefit estimation for a commercial or institutional parcel with a frontage of 160 feet and an area of 12,800 square feet:

<u>Frontage</u>		<u>Area</u>	
_160 FT_		12,800 SF	
80 FT/SFE	+	6,400 SF/SFE =	4 SFE Benefit Units

#### Industrial

Predominantly industrial areas are generally less intensely lighted than are predominantly commercial areas. This less intense lighting is accounted for by using larger frontage and area factors to represent the unit benefit. Moreover, basic differences in land use result in less benefit being received per unit area or frontage by industrial uses than for commercial or institutional uses. Industrial uses are typically less intense, requiring greater areas and generating fewer occupants and pedestrians than do commercial or institutional uses. In addition, the enhanced image created by the presence of parks and landscaping is generally more important to commercial and institutional uses than to industrial uses.

For the industrial land use category, estimates are taken from the other end of the range discussed above. One EDU benefit is represented by 100 feet of frontage and by 10,000 square feet of parcel area. It is estimated that, for a given increment of frontage or area, an industrial parcel benefits less than does a commercial or institutional parcel. The distinction in frontage or area per unit benefit is designed to take this difference into account.

#### Non-Residential Condominiums

There are a number of condominiums with use codes in the commercial and industrial land use categories. Parcel area and frontage data from the Assessor's parcel maps pertain to a condominium complex as a whole. This data were used to compute an assessment for the total complex. A third variable, each parcel's percentage interest in the condominium, was derived from documents in the County Recorder's Office and was used to prorate the assessment for the total complex to the individual condominium units.

#### Tall Non-Residential Buildings

Tall non-residential buildings make relatively intense use of public lighting, landscaping, and parks because of their high rates of occupancy and pedestrian generation. Because of the small ratio of building footprint to floor area for a tall building, the benefits received from this intense use are not fairly measured by parcel area and frontage alone. In estimating the benefits received by tall buildings, area and frontage measures are supplemented by net rentable area of the building.

A tall building is defined as a building of more than five stories. For tall buildings, the normal benefit computation is performed on the basis of parcel area and frontage. Added to that result is an estimated additional benefit of one EDU per 5,000 SF of net rentable area. To avoid unreasonably large benefit estimates for tall buildings on large parcels, a maximum estimated benefit of 100 EDU's is established.

#### <u>Public</u> <u>Utilities</u>

Properties owned or leased by investor owned public utilities are established as a separate land use category. Many of the parcels in this category have large areas and frontages and would receive unreasonably large assessments unless a distinction is made in the frontage and area representing a unit benefit. Most of these parcels contain equipment and facilities that receive relatively little benefit from public lighting, landscaping, and parks. These parcels were allocated 1.00 EDU benefit for each 1,000 FT of frontage and for each 100,000 SF of area.

# Public Agency Parcels

Public property that are developed and used for business purposes similar to private residential, commercial, industrial, institutional and utility activities will be assessed the at same rate as the private residential, commercial, industrial institutional or utility parcels. If it is determine that a portion of the public parcel is used for open space, right-of-way or some other non-benefiting use, then that portion of the parcel will not be assessed. An example would be a 100 acre parcel owned by East Bay Regional Park District which has a ranger station and commercial parking lot for hikers. The portion of the parcel which is developed as a ranger station and the parking lot will be assessed at the commercial rate and the open space portion will be exempt.

#### Golf Courses

Golf Course parcels represent very large areas and frontages. Most of the area involving golf courses is permanent open space. Golf courses do contain clubhouses and other structures and do benefit from public lighting, landscaping and parks, but estimation of their benefits requires a formula different from that applied to other land uses. The golf courses are allotted 1.00 EDU benefit for each 1,000 FT of frontage and for each 200,000 SF of area.

#### Exempt

Exempted from the assessment would be public streets, public avenues, public lanes, public roads, public drives, public courts, public alleys, public easements and rights-of-way, public greenbelts and public parkways, open space and that portion of public property that is not developed and used for business purposes similar to private residential, commercial, industrial, and institutional activities.

#### **SUMMARY OF ASSESSMENTS**

The methods described above are applied to estimate the benefits received by each assessable parcel in the District from lighting, landscaping, parks, and recreational improvements. These estimates are expressed as Equivalent Dwelling Units (EDU). The total of equivalent benefit units for each Zone is then computed for both residential and non-residential land uses. A Summary of Single-Family EDUs by Zone and General Land Use is presented below.

Table 8: Summary of Equivalent Dwelling Units By Benefit Zone and General Land Use			
Benefit Zone	Residential	Non-Residential	Combined
1	89,322.17	44,450.37	133,772.53
2	32,373.83	8,171.19	40,545.02
3	N/A	<u>6,468.54</u>	6,468.54
Total	121,696.00	59,090.10	180,786.10

These EDU benefits are then divided into the appropriate budget item subtotal (see Cost Estimate) to obtain the assessment for lighting and for parks and landscaping, for residential and non-residential uses in each Benefit Zone. A Summary of Assessments for One Equivalent Dwelling Unit Benefit by Zone and General Land Use is as follows:

Table No. 9 - Summary of Assessments
For One Equivalent Dwelling Unit
By Zone and General

Zone l	Residential	Non-Residential
Lighting	\$16.38	\$33.73
Landscaping/Parks	\$125.26	\$121.94
Total	\$141.64	\$155.67

Zone 2	Residential	Non-Residential
Lighting	\$16.55	\$34.17
Landscaping/Parks	\$137.38	\$134.19
Total	\$153.93	\$168.36

Zone 3	Residential	Non-Residential
Lighting	N/A	\$ 56.18
Landscaping/Parks	<u>N/A</u>	\$ 261.91
Total	N/A	\$318.09

The annual assessment rates shown above will be increased based upon the prior years change in the San Francisco Bay Area Consumer Price Index, up to a maximum of 5% each subsequent fiscal year to accommodate for increases in the cost of services and materials. The assessment for a particular parcel is computed by multiplying that parcel's EDU's by the assessment rate shown above. The total assessment revenues for residential and non-residential parcels within each Zone are presented in the following table:

Table 10: Summary of Assessments			
By Benefit Zone and General Land Use			
Benefit Zone	Residential	Non-Residential	Combined
1	\$12,651,591	\$6,919,589	\$19,571,180
2	\$ 4,983,304	\$1,375,702	\$6,359,006
3	<u>N/A</u>	\$ 2,057,578	<u>\$ 2,057,578</u>
Total	\$17,634,895	\$10,352,869	\$27,987,764

#### PART E

#### PROPERTY OWNER LIST & 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 Assessment Roll, which includes the proposed amount of assessments for FY 2006-07 apportioned to each lot or parcel. The 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'

FY 2006-07 ASSESSMENT ROLL

(On File with the City Clerk)

### CITY OF OAKLAND



EXHIBIT B ZONE 1



Oakland City Council Public Hearing

Tuesday June 20, 2006 at 7:00 p.m.

City Council Chambers, 1 Frank H. Ogawa Plaza, Oakland, CA 94612

Mayor JERRY BROWN

Council Members
Jane Brunner, District 1
Patricia Kernighan, District 2
Nancy Nadel, District 3
Jean Quan, District 4
Desley Brooks, District 6

City Administrator Deborah Edgerly

Larry Reid, District 7 Henry Chang, At-Large

City Auditor Roland Smith

City Clerk LaTonda Simmons

Public Works Director Raul Godinez II

**Director of Parks and Recreation** Audree Jones-Taylor

# Notice of Public Hearing Concerning Your Vote on the Proposed Increase in the City of Oakland Landscape & Lighting Assessment District (LLAD)

#### What is the Oakland LLAD?

The City of Oakland Landscape & Lighting Assessment District (LLAD) was established in 1989 to ensure a continuous funding source for keeping our parks green, facilities clean, roadway landscaping (medians and streetscapes) groomed, street trees trimmed and street lighting properly functioning throughout the City of Oakland. This funding is critical to making Oakland bright, safe, clean and aesthetically pleasing for everyone.

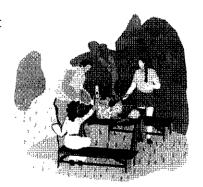
#### Why is an increase in the LLAD needed?

While the cost of electricity, labor and materials has risen significantly since the last assessment increase in 1993 (13 years ago), the City has NOT asked Oakland property owners to increase their LLAD assessment.

In addition to these cost increases the City has also

- ♦ Added more than 300 acres of new park and open space lands,
- ♦ Planted more than 10,000 new street trees,
- ♦ Installed more than 11,000 new energy efficient street lights.
- ♦ Landscaped numerous street medians throughout the City.

The increased electricity, labor and material costs coupled with more landscaped acres, street trees, street lights and landscape street medians has placed a great strain on the LLAD budget. This strain has resulted in a decline in the level of maintenance over the past few years.









What does the LLAD do with my money?

#### **Parks**

- ◆ Landscape maintenance and litter pick-up at more than 130 Oakland parks covering more than 2,000 acres 300 more acres added since the original LLAD in 1989.
- ◆ Custodial services, litter pick-up, painting, and general upkeep of 25 recreation centers and 28 stand-alone restroom facilities at ball fields and parks.
- ◆ Maintenance of public gardens and historic landmarks, such as the Oakland Museum, Morcom Rose Garden, Lake Merritt, and the 75-acre Lakeside Park and community gardens.

Playgrounds/Ball Fields/Swimming Pools

- ♦ Maintenance and repair of:
- ⇒ 31 Little League/Softball Diamonds
- ⇒ 14 Soccer Fields
- ⇒ 12 Adult Baseball Fields
- ⇒ 2 Lawn Bowling/Putting Greens
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#### Trees/Landscaping

- ◆ Pruning, removal, emergency services, and maintenance of approximately 75,000 street trees more than 2,000 new trees have been planted in the last two years alone.
- ◆ Litter removal and weeding of more than 100 landscaped street medians.

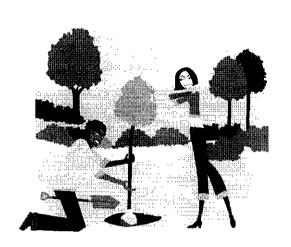
#### Street Lighting/Utilities

- ◆ Servicing over **36,000** street lights and park lighting includes **2,500** calls for street light repair annually.
- ♦ Increasing the wattage of street lighting for improved safety.
- Replacing thousands of burned out bulbs through the Lighting Enhancement Program.
- Payment of gas, electricity, and water bills for street lights, medians, and park facilities. The City uses 132 million gallons of water per year.

New Improvements to be Installed with your Assessment

• Insert list of improvements here.

#### What are the annual costs to the parcel owners?



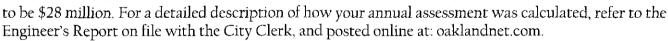
How is the annual assessment to each parcel determined?

Because there are varying degrees of street lighting, landscaping and park improvements throughout the City, the Landscape & Lighting Assessment District has been divided into three (3) "zones of benefit." The annual cost to maintain the street lighting, landscaping and park improvements within a particular benefit zone are then shared among the parcels within each respective benefit zone. Annual assessment rates are based upon the following:

- ☑ The use of the parcel (e.g., single-family, condominium, apartment, commercial, industrial, public, etc.),
- ☑ All residential parcels (single-family, condominium, apartment, etc.) are assessed on a per unit basis.
- ☑ All non-residential parcels (commercial, industrial, public, etc.) are assessed based upon their street frontage, parcel area and improved square footage.

#### How much will my parcel be assessed?

The proposed FY 2006-07 assessment for your developed parcel is shown on the enclosed ballot \*. The proposed FY 2006-07 assessment rate for each type of land use within the Oakland Landscape & Lighting District within your benefit zone is shown below. These annual assessment rates will be increased based upon the prior year's change in the San Francisco Bay Area Consumer Price Index, up to a maximum of 5% each subsequent fiscal year to accommodate for increases in the cost of services and materials. The total revenue collected within the LLAD for FY 2006-07 is estimated to be \$28 million. For a detailed description of how your annual assessment was calcul



Land Use	FY 2006-07		
Description of Parcel	Proposed Zone 1 - Residential and Non-Residential Assessment Rates		
  Single Family	\$141.64 per Unit		
Townhome/Condo/Mobile Home	\$106.23 per Unit		
Multi-Family	\$66.85 to \$99.15 per Unit (assessment rate per unit decreases as the number of units increase)		
Commercial/Hospital	\$1.94588 per linear foot along the street frontage + \$0.02432 sq. ft. of parcel area		
Institutional/School/Church	\$1.94588 per linear foot along the street frontage + \$0.02432 sq. ft. of parcel area		
Industrial	\$1.55670 per linear foot along the street frontage + \$0.01557 sq. ft. of parcel area		
Tall Building (> 5 Stories)	\$1.94588 per linear foot along the street frontage + \$0.02432 sq. ft. of parcel area + \$0.03113/building sq. ft. (Max \$15,567/parcel)		
Public Utility	\$1.55670 per linear foot along the street frontage + \$0.00156 sq. ft. of parcel area		
Golf Course	\$1.55670 per linear foot along the street frontage + \$0.00078 sq. ft. of parcel area		
Quarry	\$1.55670 per linear foot along the street frontage + \$0.00062 sq. ft. of parcel area		
Other Public	Assessed similar to the developed categories listed above if their current use is similar		

\*See your enclosed ballot for your property's proposed annual assessment. This assessment will be collected annually until City Council determines otherwise.







#### Are there measures of accountability?

"First, performance standards for services funded by the LLAD will be established by October 2006. Second, an annual independent performance review will be conducted to ensure that services funded from the LLAD meet the established performance standards."

#### How do I vote?

Enclosed with this Notice of Public Hearing is your ballot, along with a self-addressed, postage-paid return envelope.

- ☑ The ballot must be completed by the property owner(s), or an authorized representative, indicating the property owner's support for, or opposition to, the proposed annual assessment increase.
- For your ballot to be counted, you must clearly mark the appropriate box, sign the ballot, seal it in the enclosed envelope, and return it to the City Clerk of the City of Oakland.
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#### When will we know the results?

The results of the ballot tabulation are expected to be reported to City Council on July 18, 2006, at which time the Council will determine if there is support to impose the increase in the annual assessment for Fiscal Year 2006-07.

#### Who do I call with questions?

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☐ For questions about the assessment increase voting procedures or process, please call Joe Francisco, Engineering Consultant, at (510) 893-1332.

### CITY OF OAKLAND





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Mayor JERRY BROWN

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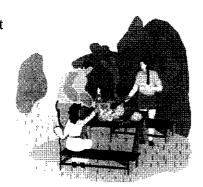
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Playgrounds/Ball Fields/Swimming Pools

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New Improvements to be Installed with your Assessment

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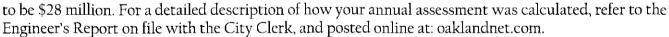
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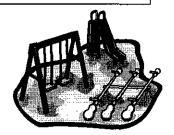
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<b>FY 2006-07</b>
Proposed Zone 2 - Residential and Non-Residential Assessment Rates
\$153.93 per Unit
\$115.45 per Unit
\$72.65 to \$107.75 per Unit (assessment rate per unit decreases as the number of units increase)
\$2.10450 per linear foot along the street frontage + \$0.02631 sq. ft. of parcel area
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\$1.68360 per linear foot along the street frontage + \$0.01684 sq. ft. of parcel area
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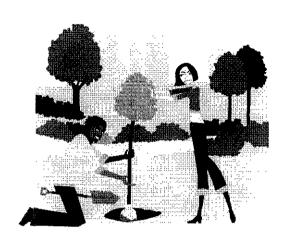
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Land Use Description of Parcel	FY 2006-07 Proposed Zone 3 - Non-Residential Assessment Rates		
Single Family	\$141.64 per Unit		
ownhome/Condo/Mobile Home	\$106.23 per Unit		
Aulti-Family	\$66.85 to \$99.15 per Unit (assessment rate per unit decreases as the number of units increase)		
Commercial/Hospital	\$3.97613 per linear foot along the street frontage + \$0.04970 sq. ft. of parcel area		
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Golf Course	\$3.18090 per linear foot along the street frontage + \$0.00159 sq. ft. of parcel area		
Quarry	\$3.18090 per linear foot along the street frontage + \$0.00127 sq. ft. of parcel area		
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OFFICIAL PROPERTY OWNER BALLOT CITY OF OAKLAND LANDSCAPE & LIGHTING ASSESSMENT DISTRICT				
nt District which provides service all fields, swimming pools, play fer street lighting; Maintenance	nent increase for the City of Oakland Landscape & Lighting ces including: Maintenance and improvements to parks, park ygrounds and restrooms; Maintenance, repairs and electricity of city trees and public landscaped areas along streets, sidewalks to Oakland's parks and open space areas.			
	nt increase for the City of Oakland Landscape & Lighting			
	the legal property owner and/or person entitled to execute this eferenced by Assessor's parcel number, in this mail ballot.			
	Printed			
of Record Owner or Authorized	Representative (Insert Bar Code Here)			
DDRESS	Assessor Parcel No.: 037A-3149-048-02 Proposed Annual Assessment for this Property - \$ 155.00 Previous Annual Assessment Amount: \$110.00 Property Address: 350 RISHELL DR			
The following is	s printed on the back of the notice.			
	iness showmon the enclosed return envelope by 5:00 p.m. on			
and delivered to the City Cle	iness, sind which the end osed required typortion of the Public of the Public of 2006, in the City of Oaktani City Council Chambers, at			
	UPPORT the proposed assessment District which provides service all fields, swimming pools, play offer street lighting; Maintenance; and litter removal throughout PPOSE the proposed assessment District.  der penalty of perjury that I ame the property(s) shown below, restrict of Record Owner or Authorized OPERTY OWNER NAME ODRESS AKLAND, CA XXXXX  The following is the proposed at the additional property of the pr			

Estimate of Revenues and Costs City of Oakland Landscaping and Lighting Assessment District Fiscal Year 2006-07				
		PROPOSED		
	ADOPTED	AMENDED		
Estimated Revenues	¢17.097.744	\$37.007.76A		
Property Assessments	\$17,987,764	\$27,987,764		
County Administrative Fee for Assessment Collections	(\$295,740)	, ,		
Recoveries for Damaged Lights	\$20,153	\$20,153		
Tree Removal Permits	\$27,000	\$27,000		
Sidewalk Repair Service Charges	\$4,765	\$4,765		
One-Time Revenue Sources to Bridge LLAD Funding Gap Total Revenues	\$4,300,000 \$22,043,942	\$27,563,890		
Estimated Expenditures				
City Attorney				
Advisory Services	\$147,864	\$147,864		
City Administrator - Budget Office	***	*** **		
Budget Analysis & Operations	\$91,184	\$91,184		
Finance & Management - Revenue & Info Technology				
Revenue Collections	\$134,025	\$134,025		
Application Development & Support	<u>\$35,616</u>	\$35,61 <i>6</i>		
Subto	\$169,641	\$169,641		
Museum				
Museum Oversight	\$60,000	\$60,000		
Museum Visitor Services	<u>\$279,876</u>	\$279,876		
Subto	s339,876	\$339,876		
Public Works				
Parks, Grounds and Streetscapes	\$8,080,191	\$10,930,504		
Trees	\$2,978,468	\$4,341,585		
Electrical & Energy Efficiency	\$3,902,930	\$4,592,930		
Facilities Management & Development	\$2,471,275	\$2,471,275		
Keep Oakland Clean & Beautiful	\$31,864	\$31,864		
Streets & Sidewalks Mgmt & Development	<u>\$293,576</u>	\$293,576		
Subto	tal \$17,758,304	\$22,661,734		
Parks & Recreation				
Central Administration	\$157,939	\$157,939		
Recreation, Cultural, Civic	\$2,101,580	\$2,101,580		
Competitive Sports	\$283,596	\$283,596		
Aquatics	\$400,074	\$400,074		
Ball Fields	\$254,338	\$254,338		
Subto	tal \$3,197,527	\$3,197,527		
Performance Evaluation	-	\$200,000		
Total Expenditures	\$21,704,396	\$26,807,826		
Contribution to/(from) Fund Balance*	\$339,546	\$756,064		
Estimated Ending Fund Balance*	\$539,917	\$956,435		

<sup>\*</sup>The beginning fund balance is estimated to be \$0.2 million. Contributions to or from fund balance would increase or decrease the estimated ending fund balance. As adopted in June 2005, FY 2006-07 LLAD resources are expected to exceed expenditures by \$0.34 million, yielding an estimated ending fund balance of \$0.54 million. If property owners approve the LLAD increase, the revised FY 2006-07 contribution to fund balance of \$0.76 million is expected to yield an estimated ending fund balance of \$0.96 million.