

Memorandum Date: October 12, 2009  
Work Session Date: October 27, 2009

T. G. a.

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**TO:** Board of County Commissioners

**DEPARTMENT:** Public Works

**PRESENTED BY:** Celia Barry, Transportation Planning  
Todd Winter, Parks

**AGENDA ITEM TITLE:** DISCUSSION/PROVIDING DIRECTION REGARDING PUBLISHING A NOTICE  
AND SETTING A HEARING FOR A NEW TRANSPORTATION SYSTEM  
DEVELOPMENT CHARGE AND AN UPDATED PARKS SYSTEM  
DEVELOPMENT CHARGE

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**I. MOTION**

Move to provide direction to staff to publish a 90-day notice and set a public hearing for a new transportation system development charge (SDC) and an updated parks system development charge, using a phased, two-year implementation approach on the transportation system development charge.

Also, direct staff to schedule a Regional SDC discussion with Eugene and Springfield on the next available Joint Elected Officials (JEO) meeting agenda in early 2010.

**II. AGENDA ITEM SUMMARY**

Public Works has been working with consultant FCS Group to establish rates for a new transportation system development charge (SDC) and an updated parks SDC. The consultant will provide a brief refresher on SDC basics and then describe the methodology and outcomes of the study.

**III. BACKGROUND/IMPLICATIONS OF ACTION**

**A. Board Action and Other History**

The Lane County *Parks and Recreation System Development Charges Methodology Report* and the *SDC Capital Improvement Plan (CIP)*, dated September 4, 2001, were adopted by the Board of County Commissioners on March 13, 2002.

The current Parks SDC methodology was created and implemented by the Board after a public hearing in 2004. ORS requires a periodic review of the Parks SDC every five years.

Lane County Parks and Recreation System Development Charges (SDC) are collected to fund a portion of park capital improvements in response to new development and the subsequent increase in demand for park facilities and services. Guidance for the collection and use of SDCs is articulated in *Lane Code* 4.600 through 4.670. Projects eligible for SDC funds are listed in the Parks and Recreation CIP.

Board discussions and direction to proceed with the transportation SDC and parks SDC update study occurred in 2006-2007 at Finance and Audit Committee. FCS Group was hired in August 2008.

The Board held a work session on May 20, 2009 to obtain a status report on the SDCs study. At that meeting staff was asked to contact Eugene and Springfield to explore SDC options. Since then County staff did meet with City staff in Transportation and Parks. In addition, Transportation Planning staff teamed with the consultant to refine the SDC study data and methodology, to come up with SDC rates.

#### **B. Policy Issues**

Transportation System Plan (TSP) policy 22-a states:

*The dedication of adequate right-of-way and construction of road improvements may be required to serve traffic that will be generated due to the development.*

Policy 23-b states:

*Identify and consider additional potential funding sources and strategies, such as a local option gas tax or vehicle registration fee, in the event of loss or reduction of existing funding sources.*

The parks SDC review and update is a provision of the current plan and presents no policy issue for the Board.

#### **C. Board Goals**

Two goals from the Strategic Plan, page 13 are related to the transportation SDC:

- *Contribute to appropriate community development in the areas of transportation and telecommunications infrastructure, housing, growth management, and land development.*
- *Protect the public's assets by maintaining, replacing or upgrading the County's investments in systems and capital infrastructure.*

County strategy and goals pertaining to the Parks SDC:

- County list of strategies from the Strategic Plan D-D2 - *Identify and recover user fees and charges.*
- Strategic Plan - Goal 7 - *Protect the public assets by maintaining, replacing or upgrading the county's investments in systems and capital infrastructure.*

#### **D. Financial and/or Resource Considerations**

The parks SDC rate is currently \$404. The study resulted in a decreased rate of \$378 because the number of developed and undeveloped park acres has been more accurately calculated since the SDC was last put in place. At the new rate it would bring in an estimated \$45,000 in parks SDC revenues annually. Transportation SDC rates are discussed in the analysis section.

A significant factor in the level of revenue that could be generated from a County SDC is whether Eugene and Springfield collaborate with the County in implementing it inside their respective city limits. This is discussed further in the Analysis section below.

## **E. Analysis**

### **Transportation SDC**

As a reminder, SDCs are regulated by Oregon Revised Statutes (ORS) 223.297-314. Transportation SDCs can be a reimbursement fee, an improvement fee, or a combination of both. A reimbursement fee charges individual developments (by building permit) based upon the relative service that development receives from unused capacity in the existing road system, while an improvement fee collects the fee for future road improvements necessary to serve the development, based upon its impacts relative to the value of a future project list. SDCs can be collected upon building permit application or at another time, such as upon approval for occupancy. The latter approach was recently implemented in Springfield for 1-2 family dwellings in order to address private economic hardship brought about by the recession.

#### **Methodology - Reimbursement Fee**

In order to calculate the SDC reimbursement fee, based on the value of unused capacity in the existing County road system, County staff first established the value and capacity of each road segment in the County. The project team then established the value of capacity expected to be used by growth in the study period (2009-2029), and converted that value to a rate per vehicle mile traveled (VMT). The per VMT reimbursement fee was used to develop a schedule of charges by land use.

#### **Methodology - Improvement Fee**

Using a number of sources including the County Transportation System Plan (TSP), County staff and the consultant compiled a comprehensive list of needed capital projects as a starting point to develop the SDC improvement fee. The project team identified the portion of each project that will add system capacity for future users. The improvement fee was calculated by dividing the sum of these capacity-increasing project costs by expected trip growth. The per peak-hour trip improvement fee was used to develop a schedule of charges by land use.

FCS Group's presentation at your work session will provide further methodology detail. The presentation is in an Attachment to your memo.

#### **Eugene-Springfield Contacts**

At the Board's direction, staff met with colleagues in Eugene and Springfield to seek feedback on the possibility of charging county SDCs inside Eugene and Springfield's urban growth boundaries (ugb). As you know there are many miles of county roads within cities. City transportation staff could potentially see a benefit for city residents provided there was certainty that revenues would be spent on projects within the cities.

In considering City comments, county staff explored additional options with our consultant. We held very preliminary discussions with city staff regarding a regional SDC. This could include a regional project list funded by city and regional (county) SDCs. The combined City and Regional rate charged to residents within a defined area, such as within the

Central Lane Metropolitan Planning Organization boundary, or the Eugene-Springfield Metropolitan Area General Plan boundary, would fund projects within this area. The county's rural SDC would be charged on new development outside the Regional boundary.

This kind of a approach could also potentially benefit off-road and recreational priorities. For instance, the Rivers to Ridges Strategy envisions a green and blue "necklace" connecting open spaces around the metropolitan area. A regional SDC could be used to fund these connections. Both parks and transportation SDC's could be considered as a source of revenue for this concept.

By statute, improvement fees can be used only on the capacity-increasing portion of projects. Reimbursement fee proceeds can be used to make up the difference. The reimbursement fee can be used on both capacity-increasing and non-capacity increasing project portions.

Many county facilities within cities lack sidewalks and bicycle facilities, and currently the county does not have the means to improve these facilities. In times of constrained revenues, urban modernization projects compete poorly with preservation projects, because the County's adopted financial priorities are to preserve the existing system. At the same time Eugene and Springfield are unwilling to take operational jurisdiction of county roads within cities unless they are upgraded. This is especially true now that the county has stopped sharing Secure Rural Schools revenues with the cities. It makes sense for cities to operate and maintain streets that serve city residents. To the extent the county can facilitate this transfer by collaborating with the cities through a regional SDC, the county could maximize the efficient use of County Road Fund maintenance dollars while providing a benefit to city residents in improved streets with sidewalks and bicycle facilities.

In October 2007 Board Chair Stewart contacted the Eugene and Springfield mayors regarding four issues of County interest. One was a request that the cities authorize Lane County to collect parks and transportation SDCs within cities. This Board item could resurrect that discussion at a future Joint Elected Official meeting.

The table below shows potential Transportation SDC rates depending if Eugene and Springfield participated in a Regional SDC. Shown are the current rates charged by the Cities of Eugene and Springfield for a typical detached single family dwelling, and the potential county rates, as shown in the Attachment on slides 15, 19, and 20.

	City and Regional SDC Rate within (as yet undefined) Metropolitan Area	Rural SDC Rate( Charged on Development Outside all Cities and Eugene-Springfield SDC)	
		If Eugene- Springfield participate	If Eugene- Springfield do not participate
Eugene	\$1,621		
Springfield	\$2,250		
Regional/Lane County Reimbursement Fee*	\$2,967	\$ 2,967	\$2,967
Improvement Fee*	\$ 223	\$ 223	\$ 214
Total	\$3,190	\$3,190	\$3,181

\* Slide 15 shows the \$2,967 Reimbursement fee SDC rate for a single family dwelling. For the Improvement fee SDC rate, Slide 19 shows per peak hour trip fees with and without Eugene-Springfield participation (\$221 and \$212, respectively). These fees, multiplied by adjusted trips per single family dwelling (1.01) give the Improvement fee SDC rates of \$223 and \$214, shown in the table.

If Eugene and Springfield decline to charge a regional or county SDC within their city limits, the amount of revenue generated from the county SDC, and the corresponding ability of the county to construct needed Metro Area projects, would be substantially reduced. In 2008 the following single family dwelling (SFD) and manufactured home (MH) permit activity took place, and associated revenue were a County transportation SDC in place:

2008 SFD and MH Permit Activity and Associated County or Regional Transportation Revenues If a Full County or Regional Transportation SDC Were in Place			
	SFD/MH Permits	If Eugene-Springfield participate	If Eugene-Springfield do not participate
Eugene	194	\$ 618,860	
Springfield	126	\$ 401,940	
Lane County	287	\$ 915,530	\$ 912,947
Totals	607	\$1,936,330	\$ 912,947

#### **Parks SDC:**

Staff worked with FCS Group to provide a review and update of the current Parks SDC.

Board directed staff to meet with Eugene and Springfield city park staff and discuss possible future collaboration on a parks SDC. Specifically, if a benefit could be identified in having the county parks SDC collected within the city limits of Eugene and Springfield. Staff met with both Eugene and Springfield. Both meetings were positive and genuine thought went into future collaboration. Springfield staff felt we would need to identify the benefit for the citizens before moving forward. Eugene staff was open to the concept and offered many scenarios that could be explored.

Both city park staffs were welcoming of the concept and demonstrated a willingness to participate in future discussions however both were cautiously optimistic about the concept of future SDC collaboration.

#### **F. Alternatives/Options**

1. Do not move forward with a transportation SDC or updated parks SDC at this time.
2. Direct staff to publish a 90-day notice and set a hearing on the \$3,190/\$3,181 transportation SDC rates, and an updated parks SDC rate.
3. Direct staff to publish a 90-day notice and set a hearing on a phased rate approach for the transportation SDC, and an updated parks SDC rate. For the transportation SDC phased approach, a typical approach in other jurisdictions has been to implement the transportation SDC over a 2-year period in 3 steps, beginning at one-third of the full rate, or \$1,063.33/1,060.33.

Other options determined by the Board.

**V. TIMING/IMPLEMENTATION**

The notice must be published 90-days prior to the public hearing. Typically a week's notice to the newspaper is necessary, so a notice could be published in the first week of November and a hearing held in the second or third week of January.

**VI. RECOMMENDATION**

Option 3. For the transportation SDC, FCS Group indicate that a phased approach over a two year period has been a typical approach in other jurisdictions, and that there has been community acceptance of this approach.

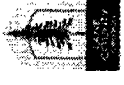


**VII. FOLLOW-UP**

Under either option 2 or 3, contact with the Homebuilders Association is appropriate, as is work at the staff level to engage Eugene and Springfield in additional discussion about a Regional SDC approach.

The Board can also discuss this item with Eugene and Springfield at a Joint Elected Official (JEO) meeting. The December JEO is booked. Scheduling this item for a February or March JEO would allow the Board to hold a public hearing on the item first.


**VII. ATTACHMENTS**

FCS Group Presentation






## Transportation & Parks SDC Update

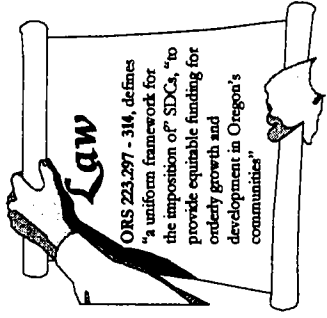
*Presented by*  
John Giliaducci, FCS GROUP Principal



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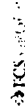
## SDC Background




**Key Characteristics**

1. SDCs are one-time charges, not ongoing rates.
2. SDCs are for capital only, in both their calculation and in their use.
3. Properties which are already developed do not pay SDCs unless they "redevelop".
4. SDCs include both future and existing cost components.
5. SDCs are for general facilities, not "local" facilities.

ORS 223.297 - 314, defines "a uniform framework for the imposition of" SDCs, "to provide equitable funding for orderly growth and development in Oregon's communities"



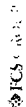
FCS GROUP, INC.




## SDC Components: Existing

### Reimbursement Fee

- For capital improvements that have been already constructed or are under construction
- Must be based on:
  - Value / cost of unused capacity in existing facilities
  - Ratemaking principles
  - Gifts or grants
  - Prior contributions by existing users
- Future users must pay "no more than an equitable share"
- Fee revenues may be spent on any related capital




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
## SDC Components: Future

### Improvement Fee

- For capital improvements to be constructed
- Must demonstrate consideration of:
  - Adopted list of capital improvements
  - Capacity-increasing costs only
  - Increased capacity must be for future users
- Calculate to recover growth-related costs
- Fee revenues may be spent on growth-related capital costs only




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## SDC Calculation



FCS 10/2017

Eligible value / cost  
of unused capacity  
in existing  
facilities

+

Growth in system  
capacity demand

+

Eligible cost of  
planned capacity-  
increasing  
facilities


+

Growth in system  
capacity demand

=


\$

per unit



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## SDC Credits




FCS 10/2017

Credits against the improvement fee must be provided for the construction of a capital improvement, which is:


- required as a condition of development,
- identified in an adopted capital facilities plan,
- off-site or,
- *if on-site*, is required to provide more capacity than needed by the development in question.






Lane County

## Key Policy / Technical Issues




FCS 10/2017

- Applicability of Transportation Reimbursement Fee
- Commercial Parks SDCs
- County-wide (urban & rural) SDCs
- Area-specific Transportation SDCs



Lane County

## Reimbursement Fee Applicability



FCS 10/2017

Is it appropriate to include a reimbursement fee as a component of the County's initial transportation SDC?

The existing County road system has been funded using a combination of sources: Federal timber receipts and timber replacement revenues; property tax revenues; and State gas tax revenues. That said, timber receipts and timber replacement revenues have been the primary source of funding. We recommend that the County use the value of its road infrastructure funded by timber-related revenues as the basis of its reimbursement fee.

<p><b>Pros</b></p> <ul style="list-style-type: none"> <li>▪ Reimburses County for historical investment in road infrastructure.</li> <li>▪ Provides a basis for a reimbursement fee that would otherwise not exist.</li> <li>▪ Provides revenue source for planned capital.</li> </ul>	<p><b>Cons</b></p> <ul style="list-style-type: none"> <li>▪ Could be considered an economic burden by struggling development industry.</li> </ul>
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## Commercial Parks SDCs

The County's parks SDC has historically been imposed only on new residential development -- not commercial. Is there a valid basis for crafting a parks SDC that would apply to commercial development?

Commercial parks SDCs are becoming more common in the State of Oregon, particularly for parks systems that are heavily impacted by tourism and / or are employment centers. We suggest that the County address the need for park system capacity to meet commercial demand in its next park plan. This would strengthen / make explicit the nexus between a commercial parks charge and the need for park system capacity for commercial development.

### Pros

- Would defer installation of commercial SDC until clear nexus documented.
- Would not burden near-term planned commercial development.

### Cons

- Commercial development likely impacts County parks, yet would not immediately be charged.

## County-wide SDCs

The County constructs capacity in its parks & transportation systems that serves both rural and urban growth. Would it be appropriate to develop a County SDC that could be applied in rural *and* urban areas?

We recommend that the County proceed with such an approach only with the collaboration of the cities within which such a charge would apply. As the permitting agencies, the cities could not be required to collect such a charge. It is also important to note that the cities construct capacity that serves County growth just as the County constructs capacity that serves city growth.

### Pros

- Charging in cities would recognize the impact on the County system of trips generated in cities.

### Cons

- Charging in cities opens discussion of impact on city systems of trips generated by non-city residents.
- Resulting fee may be too low if cities do not participate.

## Area-Specific Transportation SDCs

Does it make sense, due to expected levels of development and varying infrastructure needs, to charge SDCs that vary by geographic area within the rural County?

The generally rural character of the service area, with regard to the SDCs, and the common level of service provided and to be provided, supports the implementation of a uniform charge throughout the rural County.

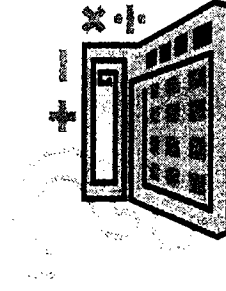
### Pros (of area-specific approach)


- May appear more equitable to charge different fees in different areas -- no cross-County subsidies.
- Makeup of "rural" County may change over time.

### Cons (of area-specific approach)

- More difficult to understand and administer.
- Does not support unified County vision.

## SDC Calculation Summaries






Lane County


Transportation Reimbursement Fee

Summary of Methodology

- Staff compiled list of County road segments
- Estimated the value of unused capacity for each segment (if any)
- Estimated value of unused capacity to be used by growth in the next 20 years (through 2029) in vehicle miles traveled (VMT)
- Checked to ensure total value did not exceed timber receipt-funded infrastructure
- Calculated fee per VMT



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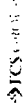
Lane County

Transportation Reimbursement Fee


Calculation Summary

Description	Value	Capacity (VMT)
County Road System	[A] \$ 859,670,163	[B] 10,899,885
2009-2029 Unused	[C] \$ 41,973,149	[D] 534,479

Reimbursement Fee [C] / [D] =  
\$ 78.53 / VMT



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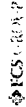
Lane County

Transportation Reimbursement Fee


Application for Select Customer Types

ITE Code	Land Use Type	No. VMT Added (1)	Fee per VMT	Fee Rate	Per Unit
210	Single Family Detached	37.78	\$ 78.53	\$	2,967 DU
220	Apartment	26.25	\$ 78.53	\$	2,062 DU
520	Elementary School	2.04	\$ 78.53	\$	160 student
560	Church	26.97	\$ 78.53	\$	2,118 KSF
820	Shopping Center	91.99	\$ 78.53	\$	7,381 KSF
850	Supermarket	217.00	\$ 78.53	\$	17,041 KSF
851	Convenience Market 24 hr	477.25	\$ 78.53	\$	37,479 KSF
931	Quality Restaurant	198.87	\$ 78.53	\$	15,617 KSF
934	Fast Food (w/ Drive-Thru)	499.46	\$ 78.53	\$	39,223 KSF
710	General Office Building	46.08	\$ 78.53	\$	3,618 KSF
110	General Light Industrial	29.17	\$ 78.53	\$	2,291 KSF
140	Manufacturing	15.99	\$ 78.53	\$	1,255 KSF
151	Mini Warehouse	10.46	\$ 78.53	\$	822 KSF

(1) No VMT = adjusted ADT by land use X adjusted average trip length by land use



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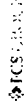


Lane County

Transportation Improvement Fee

Summary of Methodology

- Staff / DKS Associates compiled comprehensive list of planned transportation improvements
- Estimated the portion of each project that is expected to add capacity for future users
- Analyze / Estimate trip growth during study period
- Calculate fee per peak-hour trip




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Lane County				
Transportation Improvement Fee				
Project List Summary				
Source	Total	Growth Allocation	Improvement Fee Eligible	
LCTSP - TransPlan	\$ 50,940,554	21.6%	\$ 11,005,518	
LCTSP - Rural	\$ 131,707,328	5.1%	\$ 6,665,853	
LCTSP - Coburg	\$ 3,381,860	11.3%	\$ 380,459	
LCTSP - Cottage Grove	\$ 7,654,755	10.5%	\$ 805,189	
LCTSP - Florence	\$ 9,022,780	9.1%	\$ 825,095	
LCTSP - Junction City	\$ 10,566,092	11.0%	\$ 1,158,682	
LCTSP - Oakridge	\$ 2,457,212	6.1%	\$ 150,823	
LCTSP - Veneta	\$ 867,672	5.3%	\$ 45,553	
	<b>\$ 216,598,253</b>	<b>9.7%</b>	<b>\$ 21,037,172</b>	

Lane County				
Transportation Improvement Fee				
Projected Growth in Motor Vehicle Peak Hour Trips				
Growth Type	Total Lane County	Outside E/S UGBs	Inside E/S UGBs	
Households	37,856	12,531	25,325	
Retail Employees	33,406	6,204	27,203	
Other Employees	24,105	4,897	19,207	
Totals	95,367	23,632	71,735	
Share	100.00%	24.78%	75.22%	

Lane County				
Transportation Improvement Fee				
Calculation Summary				
Countywide SDC Eligible Improvements Cost:		\$21,037,172		
"Rural" Only Eligible Improvements Cost:		\$5,013,551		
Improvement Fee Rate Option	Basis In Peak Hour Trips	Fee / Peak Hour Trip		
All County Trips	95,367	\$221		
All Trips Outside E/S UGBs	23,632	\$212		

Lane County				
Transportation Improvement Fee				
Application for Select Customer Types				
ITE Code	Land Use Type	Adjusted P-H T (1)	Fee per P-H T	Fee Rate
210	SF Detached	1.01	\$ 221	\$ 223 DU
220	Apartment	0.62	\$ 221	\$ 137 DU
520	Elementary School	0.28	\$ 221	\$ 62 Student
560	Church	0.66	\$ 221	\$ 146 KSF
820	Shopping Center	1.47	\$ 221	\$ 325 KSF
850	Supermarket	2.76	\$ 221	\$ 610 KSF
851	Convenience Market	14.80	\$ 221	\$ 3,271 KSF
931	Quality Restaurant	2.15	\$ 221	\$ 475 KSF
934	Fast Food with Drive-Thru	9.20	\$ 221	\$ 2,033 KSF
710	General Office	1.49	\$ 221	\$ 329 KSF
110	General Light Industrial	0.98	\$ 221	\$ 217 KSF
140	Manufacturing	0.74	\$ 221	\$ 164 KSF
151	Multi-Warehouse	0.26	\$ 221	\$ 57 KSF

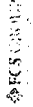


Lane County


Parks Improvement Fee

Summary of Methodology

- Classified (A, B, C, D) and inventory existing parks
- Calculated existing levels of service (LOS) for parks by class
- Calculated additional parks needed to provide existing LOS to future users (growth)
- Developed LOS-based capital improvement plan (CIP)
- Calculated park improvement fee per capita unit cost
- Converted per capita fee to per dwelling unit fee



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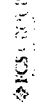


Lane County


Parks Improvement Fee

LOS-Based CIP Summary

Project Type	Cost	% SDC
Undeveloped Park Site Acquisition	\$ 4,290,000	100%
Class A Parks Development	\$ 3,168,000	100%
Class B Parks Development	\$ 484,000	100%
Class C Parks Development	\$ 463,400	100%
Specialty Facility Development	\$ 2,925,000	100%
	<b>\$ 11,330,400</b>	<b>100%</b>



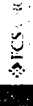
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Lane County

Parks Improvement Fee

Park Type	Units	Current LOS (1)	Units needed for growth LOS (2)	Cost per Unit	Total Cost	Per Capita Cost
Class A						
Developed Area	25,449	0.73	52.76	\$ 45,000	\$ 3,629,600	\$ 47.38
Undeveloped Area	151,52	0.43	31.41	\$ 5,000	\$ 157,671	\$ 2.17
Class B						
Developed Area	114.44	0.33	24.22	\$ 25,000	\$ 605,621	\$ 8.39
Undeveloped Area	64.76	0.19	13.41	\$ 7,000	\$ 93,861	\$ 0.93
Class C						
Developed Area	319.46	0.92	66.31	\$ 12,000	\$ 795,816	\$ 10.08
Undeveloped Area	2,621.97	0.64	582.15	\$ 5,000	\$ 2,910,750	\$ 34.69
Class D						
Developed Area	4.93	0.01	1.82	\$ 7,000	\$ 12,748	\$ 0.30
Undeveloped Area	860.04	2.32	167.75	\$ 5,000	\$ 838,741	\$ 11.59
Specialty Facilities						
Base Range	39	0.11	8.09	\$ 35,000	\$ 283,330	\$ 3.91
Base Range	502	1.44	104.04	\$ 15,000	\$ 1,561,220	\$ 21.59
Complete	212	0.61	43.95	\$ 25,000	\$ 1,098,867	\$ 15.18
					<b>\$ 11,920,935</b>	<b>\$ 156.46</b>
				# of Persons per DU		2.41
						<b>Fee per DU \$ 378</b>



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