

BEFORE THE BOARD OF COUNTY COMMISSIONERS

FOR COLUMBIA COUNTY, OREGON

In the Matter of Adopting the)
Columbia County System Development) ORDINANCE NO. 93-4
Charge Ordinance)

The Board of County Commissioners of Columbia County hereby ordains as follows:

SECTION 1. TITLE.

This ordinance shall be known as Ordinance No. 93-4. Exhibit "A", which is attached hereto and incorporated herein by this reference, shall be known as the "Columbia County System Development Charge Ordinance".

SECTION 2. AUTHORITY.

This ordinance is adopted pursuant to the authority of ORS 203.035, ORS 223.297 through 223.314 (1991 edition).

SECTION 3. PURPOSE.

The purpose of this ordinance is to adopt the Columbia County System Development Charge Ordinance.

SECTION 4. FINDINGS.

A. Future growth should contribute its fair share to the cost of improvements and additions to the transportation, parks and recreation facilities that are required to accommodate the needs of such growth; and

B. The imposition of system development charges will provide a source of revenue to fund the construction or improvement of facilities which are necessitated by such growth; and

C. ORS 223.297 through 223.314, originally adopted in 1989, authorizes local governments to impose system development charges; and

D. System development charges are charges incurred upon the decision to develop property at a specific use, density and/or intensity, and the incurred charge equals, or is less than the actual cost of providing public facilities commensurate with the needs of the chosen use, density, and/or intensity; and

E. Decisions regarding uses, densities, and/or intensities cause direct and proportional changes in the amount of the incurred charge; and

F. System development charges are separate from and in addition to any applicable tax, assessment, charge, fee in lieu of assessment, or other fee provided by law or imposed as a condition of development; and

G. System development charges are fees for services because they are based upon a development's receipt of services considering the specific nature of the development; and

H. System development charges are imposed on the activity of development, not on the land, owner, or property, and, therefore, are not taxes on property or on a property owner as a direct consequence of ownership of property within the meaning of Section 11b, Article XI of the Oregon Constitution or the legislation implementing that section.

SECTION 5. ADOPTION.

The Columbia County System Development Charge Ordinance, a copy of which is attached hereto, labeled Exhibit "A" and incorporated herein by this reference, is hereby adopted.

SECTION 6. SEVERABILITY.

If any clause, section or provision of this ordinance shall be declared unconstitutional or invalid for any reason or cause, the remaining portion of said ordinance shall be in full force and effect and be valid as if such invalid portion thereof had not been incorporated herein.

SECTION 7. EMERGENCY.

This ordinance being immediately necessary for the public health, safety and welfare of the citizens of Columbia County, an emergency is declared to exist and this ordinance shall take effect on July 1, 1993.

ADOPTED this 14th day of April, 1993.

ATTEST:

By: Jan Suenkel
Recording Secretary

APPROVED AS TO FORM:

By: John K. Kay
Office of County Counsel

BOARD OF COUNTY COMMISSIONERS
FOR COLUMBIA COUNTY, OREGON

By: Michael J. Sikes
Chairman

By: Ed Hain
Commissioner

By: Erna Hays
Commissioner

First Reading: 4-14-93

Second Reading: 4-14-93

Effective Date: 7-1-93

COLUMBIA COUNTY SYSTEM DEVELOPMENT CHARGE ORDINANCE

Section I. Definitions.

The following definitions apply:

A. "Applicant" shall mean the owner or other person who applies for a building or development permit within the unincorporated boundaries of Columbia County.

B. "Board" shall mean the Columbia County Board of County Commissioners.

C. "Building" shall mean any structure, either temporary or permanent, built for the support, shelter or enclosure of persons, chattels or property of any kind. This term shall include tents, trailers, mobile homes or any vehicles serving in any way the function of a building. This term shall not include temporary construction sheds or trailers erected to assist in construction and maintained during the term of a building permit.

D. "Building Permit" shall mean an official document or certificate authorizing the construction or siting of any building. For purposes of this ordinance, the term "Building Permit" shall also include any construction or installation permits which may be required for those structures or buildings, such as a mobile home, that do not require a building permit in order to be occupied.

E. "Capital Improvements" shall mean public facilities or assets used for Transportation or Parks and Recreation.

F. "Citizen or Other Interested Person" shall mean any person whose legal residence is within the boundaries of Columbia County, as evidenced by registration as a voter within the County, or by other proof of residency; or a person who owns, occupies, or otherwise has an interest in real property which is located within County boundaries or is otherwise subject to the imposition of system development charges, as outlined in Section III of this ordinance.

G. "County" shall mean Columbia County, Oregon.

H. "Development" shall mean a building or other land construction, or making a physical change in the use of a structure or land, in a manner which increases the usage of any capital improvements or which will contribute to the need for additional or enlarged capital improvements.

I. "Development Permit" shall mean an official document or certificate, other than a building permit or a permit issued under the Columbia County Zoning Ordinance or Columbia County Subdivision and Partitioning Ordinance, authorizing development.

J. "Dwelling Unit" shall mean a building or a portion of a building designed for residential occupancy, consisting of one or more rooms which are arranged, designed or used as living quarters for one family only.

K. "Encumbered" shall mean moneys committed by contract or purchase order in a manner that obligates the County to expend the encumbered amount upon delivery of goods, the rendering of services, or the conveyance of real property provided by a vendor, supplier, contractor or owner.

L. "Improvement Fee" shall mean a fee for costs associated with capital improvements to be constructed after the effective date of this ordinance. Notwithstanding anything in this ordinance to the contrary, it is an incurred charge or cost based upon the use of or the availability for use of the systems and capital improvements required to provide services and facilities necessary to meet the routine obligations of the use and ownership of property, and to provide for the public health and safety upon development.

M. "Owner" shall mean the person holding legal title to the real property upon which development is to occur.

N. "Person" shall mean an individual, a corporation, a partnership, an incorporated association, or any other similar entity.

O. "Qualified Public Improvement" shall mean a capital improvement that is:

1. Required as a condition of residential development approval;

2. Identified in the capital improvement plan adopted pursuant to Section IV.D; and

3. Not located on or contiguous to property that is the subject of residential development approval.

P. "Reimbursement Fee" shall mean a fee for costs associated with capital improvements already constructed or under construction on the date of this ordinance. Notwithstanding anything in this ordinance to the contrary, it is an incurred

charge or cost based upon the use of or the availability for use of the systems and capital improvements required to provide services and facilities necessary to meet the routine obligations of the use and ownership of property, and to provide for the public health and safety upon development.

Q. "System Development Charge" shall mean a reimbursement fee, an improvement fee, or a combination thereof assessed or collected at the time of increased usage of a capital improvement or issuance of a development or building permit. System development charges are separate from and in addition to any applicable tax, assessment, fee in lieu of assessment, or other fee or charge provided by law or imposed as a condition of development.

R. "System Development Charges Methodology" shall mean the methodology report adopted pursuant to Section III.B, as amended and supplemented pursuant to Section III.H.

Section II. Rules of Construction.

For the purposes of administration and enforcement of this ordinance, unless otherwise stated in this ordinance, the following rules of construction shall apply:

A. In case of any difference of meaning or implication between the text of this ordinance and any caption, illustration, summary table, or illustrative table, the text shall control.

B. The word "shall" is always mandatory and not discretionary; the word "may" is permissive.

C. Words used in the present tense shall include the future; words used in the singular shall include the plural and the plural the singular, unless the context clearly indicates the contrary; and use of the masculine gender shall include the feminine gender.

D. The phrase "used for" includes "arranged for", "designed for", "maintained for", or "occupied for".

E. Unless the context clearly indicates the contrary, where a regulation involves two or more items, conditions, provisions, or events connected by the conjunction "and", "or" or "either ... or", the conjunction shall be interpreted as follows:

1. "And" indicates that all the connected terms, conditions, provisions or events shall apply.

2. "Or" indicates that the connected items, conditions, or provisions or events may apply singly or in any combination.

3. "Either ... or" indicates that the connected items, conditions, provisions or events shall apply singly but not in combination.

F. The word "includes" shall not limit a term to the specific example, but is intended to extend its meaning to all other instances or circumstances of like kind or character.

Section III. Imposition of System Development Charges.

System development charges are hereby imposed, subject to the following conditions:

A. Development Subject to Charges.

System development charges are imposed on all development within the unincorporated boundaries of the County for capital improvements for transportation, parks and recreation. The system development charges shall be paid in addition to all other fees, charges and assessments due for development, and are intended to provide funds only for capital improvements necessitated by new development.

B. Rates of Charges.

1. The County hereby adopts and incorporates by reference the report entitled "Columbia County Transportation, Parks and Recreation System Development Charges Methodology Report", dated March 16, 1993, particularly the assumptions, conclusions and findings in such methodology as to the determination of anticipated costs of capital improvements required to accommodate growth and the rates for system development charges to reimburse the County for such capital improvements.

2. System development charges shall be imposed and calculated for the alteration, expansion or replacement of a building or dwelling unit if such alteration, expansion or replacement results in an increase in the use of capital improvements compared to the present use of the development. The amount of the system development charge to be paid shall be the difference between the rate for the proposed development and the rate that would be imposed for the development prior to the alteration, expansion or replacement.

C. Administrative Surcharge.

Notwithstanding any other provision of this ordinance, for the purpose of partially defraying the cost of administering this ordinance and collecting the fees imposed hereby, there is imposed a surcharge in the amount of five (5) percent of the total system development charges collected.

D. Payment of Charges.

Except as otherwise provided in this ordinance, applicants for building or development permits shall pay the applicable system development charges prior to the issuance of the permit.

E. Alternative Rate Calculation.

Applicants may submit alternative rates for system development charges, subject to the following conditions:

1. In the event an applicant believes that the impact on County capital improvements resulting from the development is less than the fee established in Section III.B, such applicant may submit a calculation of an alternative system development charge to the Board, or its designee.

2. The alternative system development charges rate calculations shall be based on data, information and assumptions contained in this ordinance and the adopted system development charges methodology or an independent source, provided that the independent source is a local study supported by a data base adequate for the conclusions contained in such study performed pursuant to a generally accepted methodology and based upon generally accepted standard sources of information relating to facilities planning, cost analysis and demographics.

3. If the Board, or its designee determines that the data, information and assumptions utilized by the applicant to calculate the alternative system development charges rates comply with the requirements of this Section by using a generally accepted methodology, the alternative system development charges rates shall be paid in lieu of the rates set forth in Section III.B.

4. If the Board, or its designee determines that the data, information and assumptions utilized by the applicant to calculate the alternative system development charges rates do not comply with the requirements of this Section or were not calculated by a generally accepted methodology, then the Board, or its designee shall provide to the Applicant (by certified mail,

return receipt requested) written notification of the rejection of the alternative system development charges rates and the reason therefor. The decision of the Board, or its designee shall be in writing and issued within ten (10) working days of the review.

5. Any applicant who has submitted a proposed alternative system development charges rate pursuant to this Section and desires the immediate issuance of a building permit, development permit, or connection shall pay the applicable system development charges rates pursuant to section III.B. Said payment shall be deemed paid under "protest" and shall not be construed as a waiver of any right of review. Any difference between the amount paid and the amount due, as determined by the Board, or its designee, shall be refunded to the applicant.

F. Exemptions.

The following development shall be exempt from payment of the system development charges:

1. Non-residential development shall be exempt from the Parks and Recreation SDC.

2. Alterations, expansion or replacement of an existing dwelling unit where no additional dwelling units are created.

3. The construction of accessory buildings or structures which will not create additional dwelling units and with do not create additional demands on the County's capital improvements.

4. The issuance of a permit for a mobile home on which applicable system development charges have previously been made as documented by receipts issued by the County for such prior payment.

5. Development with vested rights, determined as follows:

a. Any owner of land which was the subject of a building permit or development permit issued prior to the effective date of this ordinance may petition the County for a vested rights determination which would exempt the landowner from the provisions of this ordinance. Such petition shall be evaluated by the County Counsel and a decision made based on the following criteria:

(i) The existence of a valid, unexpired permit issued by the County authorizing the specific development for which a determination is sought;

(ii) Substantial expenditures or obligations made or incurred in reliance upon the authorizing governmental act;

(iii) Other factors that demonstrate it is highly inequitable to deny the owner the opportunity to complete the previously approved development under the conditions of approval by requiring the owner to comply with the requirements of this ordinance. For the purposes of this paragraph, the following factors shall be considered in determining whether it is inequitable to deny the owner the opportunity to complete the previously approved development:

(a) Whether the injury suffered by the owner outweighs the public cost of allowing the development to go forward without payment of the system development charges required by this ordinance; and

(b) Whether the expenses or obligations for the development were made or incurred prior to the effective date of this ordinance.

b. The Board, or its designee shall make a written determination as to whether the owner has established a vested right in the development and, if so, whether the development would exempt the owner from the provisions of this ordinance.

G. Credits for Developer Contributions of Qualified Public Improvements.

The County may grant a credit against the system development charges imposed pursuant to Section III.A and B for the donation of land for, or for the construction of, any qualified public improvements. Such land donation and construction shall be subject to the approval of the County.

1. The amount of developer contribution credit to be applied shall be determined according to the following standards of valuation:

a. The value of donated lands shall be based upon a written appraisal of fair market value by a qualified and professional appraiser based upon comparable sales of similar

property between unrelated parties in a bargaining transaction;
and

b. The cost of anticipated construction of qualified public improvements shall be based upon cost estimated certified by a professional architect or engineer.

2. Prior to issuance of a building or development permit, the applicant shall submit to the Board, or its designee a proposed plan and estimate of cost for contributions of qualified public improvements. The proposed plan and estimate shall include:

a. a designation of the development for which the proposed plan is being submitted;

b. a legal description of any land proposed to be donated and a written appraisal prepared in conformity with subsection 1.a of this Section;

c. a list of the contemplated capital improvements contained within the plan;

d. an estimate of proposed construction costs certified by a professional architect or engineer; and

e. a proposed time schedule for completion of the proposed plan.

3. The Board, or its designee shall determine if the proposed qualified public improvement is:

a. Required as a condition of residential development approval;

b. Identified in the capital improvement plan adopted pursuant to Section IV.D; and

c. Not located on or contiguous to property that is the subject of residential development approval.

The decision of the Board, or its designee as to whether to accept the proposed plan of contribution and the value of such contribution shall be in writing and issued within ten (10) working days of the review. A copy shall be provided to the applicant.

4. Any applicant who submits a proposed plan pursuant to this Section and desires the immediate issuance of a building

permit or development permit shall pay the applicable system development charges. Said payment shall be deemed paid under "protest" and shall not be construed as a waiver of any review rights. Any difference between the amount paid and the amount due, as determined by the Board, or its designee, shall be refunded to the applicant.

5. In the event the amount of developer contribution determined to be applicable by the Board, or its designee pursuant to an approved plan of contribution exceeds the total amount of system development charges due by the applicant, the County shall execute with the applicant an agreement for future reimbursement of the excess of such contribution credit from future receipts by the County of other system development charges. Such agreement of reimbursement shall not be for a period in excess of five years from the date of completion of the approved plan of contribution and shall provide for a forfeiture of any remaining reimbursement balance at the end of such five year period.

H. Appeals and Review Hearings.

1. An applicant who is required to pay system development charges shall have the right to request a hearing to review the denial of any of the following:

a. An alternative rate calculation pursuant to Section III.D.

b. A petition for vested rights pursuant to Section III.E.5.

c. A proposed credit for contribution of qualified public improvements pursuant to Section III.F.

2. Such hearing shall be requested by the applicant within thirty (30) days of the date of first receipt of the denial. Failure to request a hearing within the time provided shall be deemed a waiver of such right.

3. The request for hearing shall be filed with the Board of County Commissioners and shall contain the following:

a. The name and address of the applicant;

b. The legal description of the property in question;

c. If issued, the date the building permit, development permit, or connection was issued;

d. A brief description of the nature of the development being undertaken pursuant to the building permit, development permit, or connection;

e. If paid, the date the system development charges were paid; and

f. A statement of the reasons why the applicant is requesting the hearing.

4. Upon receipt of such request, the County shall schedule a hearing before the Board of County Commissioners at a regularly scheduled meeting or a special meeting called for the purpose of conducting the hearing and shall provide the applicant written notice of the time and place of the hearing. Such hearing shall be held within forty-five (45) days of the date the request for hearing was filed.

5. Such hearing shall be before the Board of County Commissioners and shall be conducted in a manner designed to obtain all information and evidence relevant to the requested hearing. Formal rules of civil procedures and evidence shall not be applicable; however, the hearing shall be conducted in a fair and impartial manner with each party having an opportunity to be heard and to present information and evidence.

6. Any applicant who requests a hearing pursuant to this Section and desires the immediate issuance of a building permit, development permit, or connection shall pay prior to or at the time the request for hearing is filed the applicable system development charges pursuant to Section III.B. Said payment shall be deemed paid under "protest" and shall not be construed as a waiver of any review rights.

7. An applicant may request a hearing under this Section without paying the applicable system development charges, but no building permit, development permit, or connection shall be issued until such system development charges are paid in the amount initially calculated or the amount approved upon completion of the review provided in this section.

I. Biennial Review of Methodology and Rates.

This ordinance and the system development charges methodology shall be reviewed at least once every two years. The review shall consider new estimates of population and other socioeconomic data, changes in the cost of construction and land acquisition, and adjustments to the assumptions, conclusions or findings set forth

in the methodology adopted by Section III.B. The purpose of this review is to evaluate and revise, if necessary, the rates of the system development charges to assure that they do not exceed the reasonably anticipated costs of the County's capital improvements. In the event the review of the ordinance or the methodology alters or changes the assumptions, conclusions and findings of the methodology, or alters or changes the amount of system development charges, the methodology adopted by reference in Section III.B shall be amended and updated to reflect the assumptions, conclusions and findings of such reviews and Section III.B shall be amended to adopt by reference such updated studies.

Section IV. Receipt and Expenditure of System Development Charges.

A. Trust Accounts.

The County hereby establishes separate trust accounts to be designated as the "Transportation SDC Account" and the "Parks and Recreation SDC Account", which shall be maintained separate and apart from all other accounts of the County. All system development charge payments shall be deposited into the appropriate trust account immediately upon receipt.

B. Use of System Development Charges.

The moneys deposited into the trust accounts shall be used solely for the purpose of providing capital improvements which provide for the increased capacity necessitated by development, including, but not limited to:

1. design and construction plan preparation;
2. permitting and fees;
3. land and materials acquisition, including any costs of acquisition or condemnation;
4. construction of capital improvements;
5. design and construction of new drainage facilities required by the construction of capital improvements and structures;
6. relocating utilities required by the construction of improvements and structures;
7. landscaping;

8. construction management and inspection;
9. surveying, soils and material testing;
10. acquisition of capital equipment;
11. repayment of moneys transferred or borrowed from any budgetary fund of the County which were used to fund any of the capital improvements as herein provided;
12. payment of principal and interest, necessary reserves and costs of issuance under any bonds or other indebtedness issued by the County to fund capital improvements;
13. direct costs of complying with the provisions of ORS 223.297 to 223.314, including the costs of developing system development charges methodologies and providing an annual accounting of system development charges expenditures; and
14. administrative costs associated with collection of system development charge revenues.

C. Prohibited Uses of System Development Charges.

Funds on deposit in system development charge trust accounts shall not be used for:

1. any expenditure that would be classified as a maintenance or repair expense; or
2. costs associated with the construction of administrative office facilities that are more than an incidental part of other capital improvements.

D. Capital Improvements Authorized to be Financed by System Development Charges.

Any capital improvement being funded wholly or in part with system development charges revenue shall be included in the County's capital improvement plan. The capital improvement plan may be modified at any time and shall:

1. list the specific capital improvement projects that may be funded with system development charges revenue;
2. provide the estimated cost of each capital improvement project;

3. provide the estimated timing of each capital improvement project; and

4. be updated at least once every two years.

E. Investment of Trust Account Revenue.

Any funds on deposit in system development charges trust accounts which are not immediately necessary for expenditure shall be invested by the County. All income derived from such investments shall be deposited in the system development charges trust accounts and used as provided herein.

F. Refunds of System Development Charges.

System development charges shall be refunded in accordance with the following requirements:

1. An applicant or owner shall be eligible to apply for a refund if:

a. The building permit, development permit or connection has expired and the development authorized by such permit is not complete; or

b. The system development charges have not been expended or encumbered prior to the end of the fiscal year immediately following the sixth anniversary of the date upon which such charges were paid. For the purposes of this Section, system development charges collected shall be deemed to be expended or encumbered on the basis of the first system development charges in shall be the first system development charges out.

2. The application for refund shall be filed with the County and contain the following:

a. The name and address of the applicant;

b. The location of the property which was the subject of the system development charges;

c. A notarized sworn statement that the petitioner is the then current owner of the property on behalf of which the system development charges were paid, including proof of ownership, such as a certified copy of the latest recorded deed;

d. The date the system development charges were paid;

e. A copy of the receipt of payment for the system development charges; and, if appropriate,

f. The date the building permit, development permit, or connection was issued and the date of expiration.

3. The application shall be filed within ninety (90) days of the expiration of the building permit, development permit, or connection, or within ninety (90) days of the end of the fiscal year following the sixth anniversary of the date upon which the system development charges were paid. Failure to timely apply for a refund of the system development charges shall waive any right to a refund.

4. Within thirty (30) days from the date of receipt of a petition for refund, the County will advise the petitioner of the status of the request for refund, and if such request is valid, the system development charges shall be returned to the petitioner.

5. A building permit, development permit, or connection which is subsequently issued for a development on the same property which was the subject of a refund shall pay the systems development charges as required by Section III.

G. Annual Accounting Reports.

The County shall prepare an annual report accounting for system development charges, including the total amount of system development charges revenue collected in each trust account, and the capital improvement projects that were funded.

H. Challenge of Expenditures.

Any citizen or other interested person (as defined in Section I.G) may challenge an expenditure of system development charges revenues.

1. Such challenge shall be submitted, in writing, to the County for review within two years following the subject expenditure, and shall include the following information:

a. The name and address of the citizen or other interested person challenging the expenditure;

b. The amount of the expenditure, the project, payee or purpose, and the approximate date on which it was made; and

c. The reason why the expenditure is being challenged.

2. If the County determines that the expenditure was not made in accordance with the provisions of this ordinance and other relevant laws, a reimbursement of system development charges trust account revenues from other revenue sources shall be made within one year following the determination that the expenditures were not appropriate.

3. The County shall make written notification of the results of the expenditure review to the citizen or other interested person who requested the review within ten (10) days of completion of the review.