

# Council Business Meeting

November 6, 2018

<b>Agenda Item</b>	Public Hearing and a Resolution Adopting Transportation Systems Development Charge Methodology (2018), Pursuant to Ashland Municipal Code Sections 4.20.040 and 4.20.050.	
<b>From</b>	Paula C. Brown, PE	Public Works Director
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## **SUMMARY**

With Council's approval at the November 7, 2017, business meeting, Resolution 2016-35 was repealed and replaced with Resolution [2017-26](#), establishing temporary Transportation Systems Development Charges (SDC). This reversion to the 1999 adopted methodology provided time for staff to complete a focused effort for a more equitable distribution of transportation impacts.

Staff hired Galardi Consulting, LLC, and has completed a comprehensive review of the Transportation SDCs (TSDC), methodology, and project list. The existing SDC Committee was utilized for input and feedback. After three consultant facilitated meetings, the SDC Committee unanimously recommended the changes to the TSDC as shown on the attached Draft Methodology Report Transportation Systems Development Charges dated August 27, 2018.

Council is asked to hold a public hearing for any further comments on the proposed methodology. If there are no changes to the proposed methodology, Council is further asked to read, by title only, the Resolution Adopting Transportation Systems Development Charge Methodology (2018), Pursuant to Ashland Municipal Code Sections 4.20.040 and 4.20.050.

Council will be asked to approve the methodology and to determine whether or not to phase the increases to the transportation SDC charges.

## **POLICIES, PLANS & GOALS SUPPORTED**

*Council Goals:*

- 2.2 Engage boards and commissions in supporting the strategic plan*
- 4 Evaluate real property and facility assets to strategically support city mission and goals*
- 5.2 Support and promote, through policy, programs that make the City affordable to live in*
- 7.2 Support land-use plans and policies that encourage family-friendly neighborhoods*

Department Goals:

- Maintain existing infrastructure to meet regulatory requirements and minimize life-cycle costs
- Deliver timely life cycle capital improvement projects
- Maintain and improve infrastructure that enhances the economic vitality of the community
- Evaluate all city infrastructure regarding planning management and financial resources

## **PREVIOUS COUNCIL ACTION**

Council's initial action on this specific SDC methodology was at the November 7, 2017, Council business meeting. Council approved staff's recommendation to repeal Resolution 2016-35(*a Resolution Adopting New Transportation Systems Development Charges Pursuant to Section 4.20 of the Ashland Municipal Code*) and adopted Resolution [2017-26](#), the System Development Charges set forth in Resolution 1999-42, New Transportation Systems Development Charge Methodology and Charges, pursuant to Ashland Municipal Code Section 4.20.040 and 4.20.050. The reversion to the 1999 adopted methodology provided time for staff to complete a focused effort on a more equitable distribution of transportation impacts.

At the [August 7, 2018](#) study session, Council was presented with the proposed new 2018 Transportation Systems Development Charge methodology and the rationale and justification of the proposed changes. At the [September 4, 2018](#) business meeting, staff informed Council that the draft methodology had been published for public review in preparation of tonight's public hearing.

### **BACKGROUND AND ADDITIONAL INFORMATION**

Oregon Revised Statutes (ORS) 223.297 through 223.314 authorize cities, to establish Transportation SDCs as a one-time fee on new development to recover a fair share of costs of existing and planned facilities that provide capacity to serve future growth. ORS 223.299 defines two types of SDCs; a reimbursement fee and an improvement fee.

In preparation for the new methodology and updated TSDCs, staff reviewed the financially constrained transportation project list developed as a result of the adopted 2013 Transportation System Plan (TSP). All projects were updated to 2018 costs based upon the Oregon Department of Transportation's (ODOT) unit costs. Future improvement costs were also adjusted for expected external funding (for example, grants and contributions). Costs were updated to include the new American's with Disabilities Act (ADA) standards for crossings. The TSP placed a priority on sidewalks, especially school routes. As a result, the project list has over \$16M in sidewalk projects that will most likely be completed through Safe Routes to School or other grant programs.

Based on Council's prior direction, the Nevada Street Bridge extension (Council action [June 20, 2017](#)) was removed from the eligible projects for funding and will be reviewed again during the next TSP update which is anticipated to be included in the next biennium budget cycle. Staff added the Ashland Street, Oak Knoll, and E. Main/Hwy 66 intersection potential roundabout project (R9) to the list in its place. In addition, staff also added five developer-driven projects expected to be constructed within the next 5-7 years. In most cases these new projects will provide benefits not only to the new development area, but also to the community at-large. The majority of the costs of the developer driven projects are borne by the developer. The updated Transportation SDC Project List is shown in the draft methodology report as Table A-1.

As discussed during the August 7, 2018, study session, the changes in Transportation SDC methodology incorporate the following:

- ✓ basing the rates on average daily trips
- ✓ adding an adjustment for pass-by and diverted linked trips (and removing trip length) to better reflect industry standards
- ✓ using rates from the newest Institute of Transportation Engineers (ITE) Trip Generation Manual, 10<sup>th</sup> Edition (2017) and thereby adopting the newest trip generation data
- ✓ using updated land use categories and trip generation rates (per ITE 10<sup>th</sup> Edition)
- ✓ using information from a travel demand forecasting model that recognizes the relationship between land use and transportation; this model relies upon updated population and employment growth forecasts to more accurately reflect travel patterns and volumes on specific streets and corridors

- ✓ using both a reimbursement fee and an improvement fee
- ✓ addition of an administrative compliance component to recover program administration and a portion of future transportation studies/evaluations
- ✓ policy incentives and discounts (credits) are also included in the draft methodology (page 4-3):
  - 50% credit for new homes (including ADU) that are 500 square feet or smaller
  - 25% credit for homes (including cottage housing) that are 501-800 square feet
  - Maintain the existing affordable housing 100% credit; qualified as affordable housing by the City of Ashland Housing Program and deed restricted to remain affordable for a minimum of 30 years
  - Provide a 20% credit for developers planning to employ Transportation Demand Management (measures aimed at reducing single occupancy vehicle use); as an example this credit recognizes developing near transit (e.g., Transit Triangle); eligible projects must demonstrate achievable transportation impact reductions and parking reductions

**FISCAL IMPACTS**

TSDCs were last adopted in 1999 and as such, are nearly 20 years behind in cost adjustments. According to the adopted Transportation System Plan (TSP – March 2013, Kittelson & Associates, Inc.), the City began falling behind in collecting adequate TSDCs in 2007.

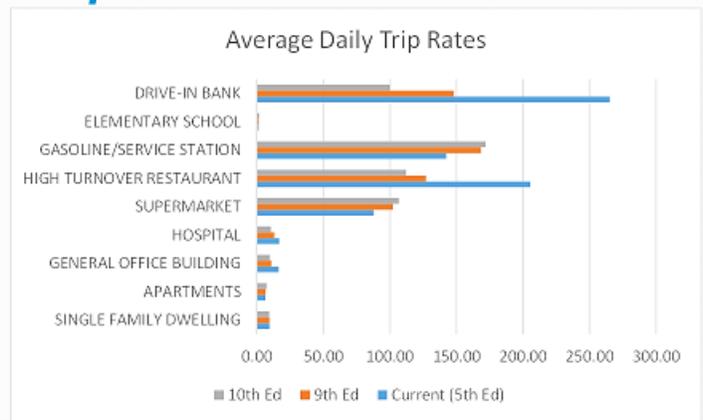
As noted in the August 7, 2018 study session, uncollected revenues for just single family dwelling and multi-family dwelling units (they are the easiest to determine the construction numbers) reveals **\$857,600** in unrecovered TSDCs due to inflation alone. Adding the commercial component only compounds the uncollected transportation revenues due to growth that was not collected these past 20 years. The SDC Committee is sensitive to the significant increases in TSDC costs per trip and has recommended a three-year phase in process. This phase-in is shown in the proposed methodology, but could be adjusted by the Council.

The proposed 2018 TSDC rates reflect an increase for almost every land use category. The reason for the increases are two-fold:

- 1) an increase in the overall cost per trip due to the updated Project List, and
- 2) increases in trip rates based on more current ITE data that reflects travel behaviors more typical of today’s conditions versus relying upon outdated data collected in the 1960s, 1970s and 1980s.

The increases in some cases are dramatic. Although some land uses like banks have significantly different travel characteristics than 20 years ago, the single family trip generation rate is nearly the same.

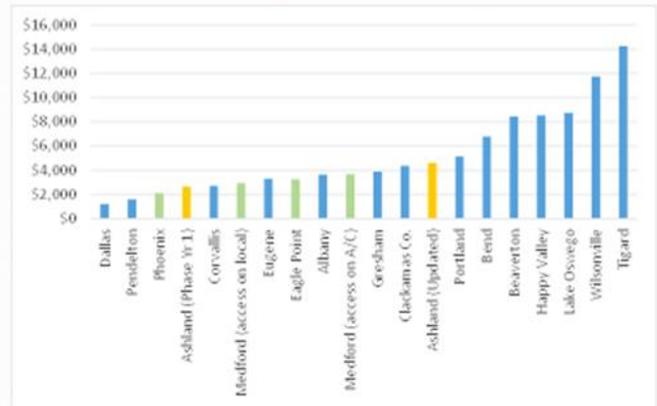
**Data Considerations: ITE Trip Rates**



It is important to note that when comparing the rejected 2016 TSDC rates (updated to reflect current project costs) to the now proposed 2018 rates, some land uses go up slightly (residential, hotel/motel, community college, library, hospital, automobile sales), while the majority of the commercial rates are significantly less than the 2016 proposed rates. Reverting back to a daily average trip rate versus a PM peak, and adding back some trip rate adjustments that had been eliminated in the 2016 methodology balances the fair share costs of

future growth across all community users. A significant change comes from the increase to the overall cost per trip, reflecting 20- year inflationary cost increase. When both the updated methodology and project list costs are considered, 7 land uses are over a 500% increase with the top increase at 1139% (convenience market). Those uses that increase over 500% were provided a significant trip *length* adjustment in the 1999 methodology, which resulted in *discounting the rates by over 95%*. As noted previously, the SDC Committee recommendations include eliminating the trip length adjustment, as it is outdated, and not support by current industry data. Proposed TSDC rates by land uses are shown on Table A-2 in the draft report.

## TSDC Comparison – Single Family Dwelling



A/C = arterial/collector

The SDC Committee recommends a three-year phase in process with 50% of the increase beginning on January 1, 2019, and the remaining 50% realized in two roughly uniform increments on January 1, 2020, and January 1, 2021. In addition, the Committee recommends that the City’s fees increase with the ENR construction cost index for inflationary rates effective July 1<sup>st</sup> each year. The March ENR construction cost index is used by the City for all other fee increases and it is proposed for the TSDCs.

### **STAFF RECOMMENDATION**

Staff supports the SDC Committee recommendations and fully understands the desire for a three-year phase in to lessen the burden to the community. As discussed by at least one council member at the August 7<sup>th</sup> meeting, Council does have the option to request a full rate increase on January 1, 2019, which would increase the revenue stream for transportation projects. Regardless of the phasing, the methodology itself stays the same.

### **ACTIONS, OPTIONS & POTENTIAL MOTIONS**

- 1) I move to approve the Resolution Adopting Transportation Systems Development Charge Methodology (2018), Pursuant to Ashland Municipal Code Sections 4.20.040 and 4.20.050, **with** the three-year phase in process; or,
- 2) I move to approve the Resolution Adopting Transportation Systems Development Charge Methodology (2018), Pursuant to Ashland Municipal Code Sections 4.20.040 and 4.20.050, **without** a phase in process.
- 3) I recommend staff make the following changes (list) and bring this back for future Council action.

### **ATTACHMENTS**

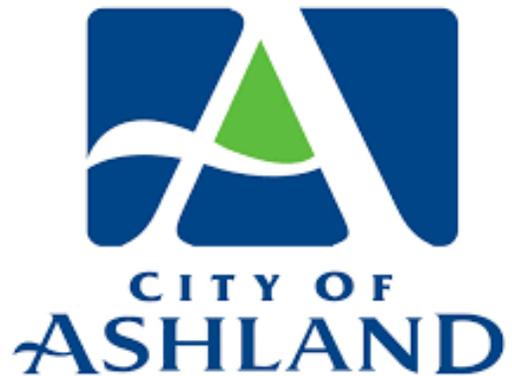
Attachment 1: Draft Methodology Report Transportation Systems Development Charges dated August 27, 2018

Attachment 2: Resolution Adopting Transportation Systems Development Charge Methodology

### **REFERENCES**

- Council Meeting September 4, 2018, agenda item ([link](#))
- Council Study Session August 7, 2018, agenda item ([link](#))
- Council Meeting November 7, 2017, agenda item ([link](#))
- Council Meeting December 20, 2016, agenda item ([link](#)) and minutes ([link](#))
- Council Study Session November 14, 2016, agenda item ([link](#)) and minutes ([link](#))

# Transportation System Development Charges



August 27, 2018



In association with



# Executive Summary

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## Background

The City of Ashland (the City) last updated its transportation system development charges (TSDCs) in 2016 (effective July 1, 2017). However, concerns over the impact of the new TSDCs on certain development types led to the fees being repealed in November 2017. Since that time, the City has been charging TSDCs based on its prior methodology and fee schedule adopted in 1999. In January 2018, the City embarked on an effort to update its TSDC methodology and project list. The objectives of the study were to:

- Develop a new project list based on the 2013 Transportation System Plan and more current (2018) project costs.
- Work with a SDC Advisory Committee (SAC) to develop a methodology that was consistent with industry standards and Oregon Revised Statutes (ORS) 223.297 through 223.314 guidelines.
- Consider potential TSDC discounts and incentives related to broader City policy objectives.

The SAC met three times over the course of the project and reached consensus on methodological and policy recommendations.

The Ashland City Council intends on holding a public hearing to hear comments on the proposed Transportation SDC methodology on November 6, 2018, at its regularly scheduled business meeting. Subject to comments, first reading of the ordinance to impose these fees will be the same night, with second reading on November 20, 2018. The fees are intended to be enacted on January 1, 2019.

## Overview of Proposed Methodology

Table ES-1 presents the key components of the recommended methodology, and provides comparison to the current (1999) and prior (2016) methodologies.

**Table ES-1**  
*TSDC Methodology Comparison*

Methodology Element	Current (1999) Methodology	Prior (2016) Methodology	Recommended (2018) Methodology
Project List	Improvement only	Improvement only	Improvement & Reimbursement
Growth share	Population-based	Population based	Mode-specific planning criteria
Growth in trips	Estimated from population and employment data system-wide	Estimated from population and employment data system-wide	Based on travel demand model forecast that recognizes growth in land use by area (e.g., by TAZ)
Trip Rate Type	Average Daily Trips	PM Peak Trips	Average Daily Trips

Trip Rate Adjustments	Pass-by and trip length	None	Pass-by and diverted trips
Trip Rate Data by Land Use	ITE 5 <sup>th</sup> edition	ITE 9 <sup>th</sup> Edition	ITE current edition (10 <sup>th</sup> edition most recent; 2017)

TAZ = Transportation Analysis Zone

As shown in Table ES-1, the recommended methodology differs from the current methodology in that it includes both an improvement and reimbursement element. The addition of a reimbursement element provides a more flexible capital funding source, and ensures that new development contributes an equitable share to existing roadway capacity. The new methodology also includes a more rigorous approach to both the determination of the growth share of project costs, and the projected growth in trips system-wide. The new methodology is based on data from the regional travel demand model.

Like the existing methodology, the recommended methodology is assessed based on average daily trips, and it maintains trip rate adjustments (a key difference from the 2016 methodology). However, the type of adjustments have changed somewhat from the current methodology and the adjustment factors along with the trip rates have been updated to reflect current data from the Institute of Transportation Engineers (ITE) *Trip Generation Manual*.

## Major Findings

### TSDC Costs

A summary of the SDC improvement project costs by project type is provided in Table ES-2, and the detailed project list is provided in Appendix A-1. As shown in Table ES-2, the TSDC improvement project list includes about \$56.3 million in planned improvements and related studies. The improvements include new facilities and upgrades to existing facilities in order to increase capacity and improve the level of performance of the transportation system. Approximately \$23.9 million of project costs are assumed to be funded by other (external) funds, including grants, developer contributions, and state funding. When the project costs are reduced by projected external funding sources, the net project costs allocated to growth are about \$16.8 million (about 52 percent of total project costs.)

**Table ES-2**

City of Ashland

*Summary of Improvement Project List*

Project Type	Total Cost	Other Funding	% Growth <sup>1</sup>	TSDC Cost <sup>2</sup>
Studies	\$153,400	\$0	11%	\$16,430
Transit	\$4,425,000	\$0	11%	\$473,937
Pedestrian	\$16,359,225	\$10,763,813	97%	\$5,486,026
Bike	\$5,943,660	\$594,366	34%	\$1,969,374
Intersection Studies	\$330,400	\$0	24%	\$80,406
Intersection & Roadway Improvements	\$27,884,972	\$11,728,161	52%	\$8,323,813
Crossing	\$1,180,000	\$767,000	100%	\$413,000
<b>Total</b>	<b>\$56,276,657</b>	<b>\$23,853,340</b>	<b>52%</b>	<b>\$16,762,985</b>

<sup>1</sup> Growth portion before other funds applied

<sup>2</sup> Other funding applied first to non-growth share of cost; any remaining funds reduce TSDC cost

The reimbursement fee is calculated based on the actual cost of reserve capacity from roadway improvements constructed over the past 20 years, exclusive of grants and contributions. A total value of \$7.5 million was identified for reimbursement projects, of which about \$3.4 million represents the estimated City-funded cost. Growth is allocated approximately \$1.2 million (35 percent) of the net existing system value, based on individual project cost allocations.

## TSDC Schedule

The growth-related improvement and reimbursement costs are divided by the projected future growth in trips (as measured by average daily trip ends) to determine the system-wide cost per trip. The regional travel demand model projects a growth in daily trips of 38,066, which results in a total cost per trip of about \$472:

$$\$440.36 \text{ (improvement fee)} + \$31.19 \text{ (reimbursement fee)} = \$471.55 \text{ combined fee}$$

In addition, local governments are entitled to include in the SDCs, a charge to recover costs associated with complying with the SDC law. Compliance costs include costs related to developing and administering the TSDC methodology, project list, as well as annual accounting costs. The compliance charge is estimated to be about \$16 per trip, or about three percent of the combined TSDC per trip (\$488).

The TSDC for an individual development is based on the cost per trip, and the number of trips attributable to a particular development, where the number of development trips is computed as follows:

$$\text{Number of Development Trips} = \text{Trip Generation Rate} \times \text{Adjustment Factors} \times \text{Development Units}$$

The standard practice in the transportation industry is to use ITE trip generation rates to determine the TSDCs for *individual* developments. Adjustment factors applied to base trip rates reflect pass-by and diverted linked trip factors for some land uses. Pass-by trips refer to trips that occur when a motorist is already on the roadway, as in the case of a traveler stopping by a fast-food restaurant on the way home from work. In this case, the motorist making a stop while “passing by” is counted as a trip generated by the restaurant, but it does not represent a new (or primary) trip on the roadway. A diverted linked trip is a similar type of non-primary trip but in this case the motorist will divert from a primary route to access a nearby use (e.g., a vehicle may turn off a major roadway onto an intersecting street to access a land use), and then return to the original route to complete the trip.

Based on the TSDCs presented in this report, and the most current version of the ITE Trip Generation Manual (10th edition), the TSDC for a single family dwelling unit (with an average trip rate of 9.44) is \$4,603. The full TSDC schedule is shown in Appendix Table A-2.

## TSDC Implementation

In addition to the updated methodology and project list, the SAC made a number of recommendations related to the implementation of the TSDCs, aimed primarily at addressing revenue adequacy and affordability objectives.

### Inflationary Adjustments

In order to keep pace with inflation, and avoid significant future TSDC adjustments, the SAC recommends that the City's fees increase with the Engineering News Record (ENR) construction cost index July 1st each year.

### Phase-In

As a result of the updated cost per trip, as well as changes to ITE trip rates since the 1999 methodology, the TSDCs for many land use categories increase significantly compared with current fees. The SAC has recommended a 3-year phase in of the updated cost per trip, with the first year including 50 percent of the increase, and approximately 25 percent increases in years 2 and 3. Table A-2 shows the projected TSDCs (before future inflation adjustments) during the recommended 3-year phase-in period. The City Council has the final determination on the phasing option.

### Discounts and Incentives

The SAC discussed incentives and discounts for certain development types, and recommends the following:

- 50 percent discount for new homes (including Accessory Dwelling Units) that are 500 square feet or smaller
- 25 percent discount for homes (including cottage housing) that are 501-800 square feet
- Maintain the existing affordable housing 100 percent discount; qualified as affordable housing by the City of Ashland Housing Program and deed restricted to remain affordable for a minimum of 30 years.
- Provide a 20 percent discount for developers planning to employ Transportation Demand Management (measures aimed at reducing single occupancy vehicle use); as an example this credit recognizes developing near transit (e.g., Transit Triangle); eligible projects must demonstrate achievable transportation impact reductions and parking reductions.

## Report Contents

This methodology report is organized as follows:

- **Executive Summary** – Provides background information on TSDCs in Ashland, and a summary of the recommended TSDC methodology and major findings.
- **Section 1 – Introduction** – Provides a summary of SDC statutory requirements.

- **Section 2 – Growth Requirements** – Presents the approaches used to determine future growth in trips and the growth share of project costs.
- **Section 3 – TSDC Cost** – Summarizes the reimbursement and improvement project costs, based on the approaches and assumptions presented in Section 2 and the updated Project List.
- **Section 4 – TSDC Schedule** – Provides information on system-wide unit costs, the process for assessing TSDCs to individual developments, and method for updating for future cost escalation.

Appendix A provides the detailed Improvement Project List, as well as the TSDC Schedule.

## SECTION 1

# Introduction

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## Oregon SDC Law

Oregon Revised Statutes 223.297-223.314 authorize local governments to assess System Development Charges (SDCs) for the following types of capital improvements:

- Drainage and flood control (i.e., storm water)
- Water supply, treatment, and distribution
- Wastewater collection, transmission, treatment, and disposal
- Transportation
- Parks and recreation

In addition to specifying the infrastructure systems for which SDCs may be assessed, the SDC legislation provides guidelines on the calculation and modification of SDCs, accounting requirements to track SDC revenues, and the adoption of administrative review procedures. A summary of key provisions is provided below.

### SDC Structure

Oregon law allows that an SDC may include a reimbursement fee, an improvement fee, or a combination of the two.

#### Reimbursement Fee

The reimbursement fee is based on the value of available reserve capacity associated with capital improvements already constructed or under construction. The methodology used to calculate the reimbursement fee must consider the cost of existing facilities, prior contributions by existing users, the value of unused capacity, grants, and other relevant factors. The objective of the reimbursement fee methodology is to require new users to contribute an equitable share of the capital costs of existing facilities. When new users pay for their share of the available reserve capacity through the SDC reimbursement fee, the money received can be used to fund other capital needs (e.g., system replacements).

#### Improvement Fee

The improvement fee is designed to recover all or a portion of the costs of planned capital improvements that add system capacity to serve future users. An increase in system capacity may be established if a capital improvement increases the level of performance or service provided by existing facilities or provides new facilities. The portion of the improvements funded by improvement fees must be related to the need for increased capacity to provide service for future users.

## **Credits**

The legislation requires that a credit be provided against the improvement fee for the construction of “qualified public improvements.” Qualified public improvements are improvements that are required as a condition of development approval, identified in the system’s capital improvement program, and either (1) not located on or contiguous to the property being developed, or (2) located in whole or in part, on or contiguous to, property that is the subject of development approval and required to be built larger or with greater capacity than is necessary for the particular development project to which the improvement fee is related.

## **Review and Notification Requirements**

The methodology for establishing or modifying improvement or reimbursement fees shall be available for public inspection. The local government must maintain a list of persons who have made a written request for notification prior to the adoption or amendment of such fees. The notification requirements for changes to the fees that represent a modification to the methodology are 90-day written notice prior to first public hearing, with the SDC methodology available for review 60 days prior to public hearing.

## **Other Provisions**

Other provisions of the legislation require:

- Preparation of a capital improvement program or comparable plan (prior to the establishment of a SDC), that includes a list of the improvements that the jurisdiction intends to fund with improvement fee revenues and the estimated timing, cost, and eligible portion of each improvement.
- Deposit of SDC revenues into dedicated accounts and annual accounting of revenues and expenditures, including a list of the amount spent on each project funded, in whole or in part, by SDC revenues.
- Creation of an administrative appeals procedure, in accordance with the legislation, whereby a citizen or other interested party may challenge an expenditure of SDC revenues.

The provisions of the legislation are invalidated if they are construed to impair the local government’s bond obligations or the ability of the local government to issue new bonds or other financing.

# Growth Requirements

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## Introduction

This section presents the projected future growth needs, and the bases for determining the costs that will be recovered from growth through the TSDCs (“growth share”). To comply with Oregon SDC law and industry standard practices, new development cannot be charged for costs associated with capacity needed to serve existing development– either in the form of used capacity on existing facilities or future expansion needed to remedy existing deficiencies. To be defensible, the methodology must:

- Specify how growth needs will be evaluated (e.g., volume, volume/capacity ratio, level of service, etc.)
- Identify the list of existing facilities and future projects needed to address growth needs.
- Allocate project costs between growth and existing development, based on the portion of each project that relates to providing capacity for growth vs. addressing an existing deficiency or increase the level of performance for existing development.

## System-Wide Growth in Trips

To evaluate the roadway capacity needs and the amount of vehicle trips that are generated by existing and future development, the regional travel demand model was utilized. Specifically, the model was utilized to approximate the existing number of trips (base year) using the City street network. The model then considers forecast population and employment increases by transportation analysis zone (TAZ) to project future year (2037) trips generated within the City’s currently acknowledged Urban Growth Boundary (UGB).

Table 2-1 lists the total number of trip ends for the base year and future year scenarios. As listed, the total number of trip ends is forecasted to grow from 134,944 to 173,010. The growth in average daily trip ends (38,066) represents about 22 percent of the future projections.

**Table 2-1**

*Model Vehicle Average Daily Trip Ends (Within the City’s currently acknowledged UGB)<sup>1</sup>*

	Base Year Trips	Future Trips	Growth Trips
<b>Trip Ends</b>	<b>134,944</b>	<b>173,010</b>	<b>38,066</b>
<sup>1</sup> ODOT TPAU (May 16, 2018); excludes external-external trips			

## Growth Share

The system-wide growth in trips will be accommodated by existing roadway reserve capacity, as well as planned future system expansion for all modes of travel (auto, transit, bike and pedestrian). According to SDC statutory requirements: “An increase in system capacity may be established if a capital improvement increases the level of performance or service provided by existing facilities or provides new facilities.” A key component of the SDC methodology is allocation of existing facility and planned future facility costs to growth, in proportion to estimated capacity requirements.

For purposes of determining growth share, individual projects are analyzed to determine the portion of capacity costs needed for future growth requirements versus existing development. Two general methods are used for determining the growth share:

1. **Standards-Based approach** – where the allocation of project costs to existing development is limited to correcting any existing deficiency. Existing deficiencies are evaluated based on current performance relative to the appropriate planning/ design standard for the particular improvement. For intersections, the standard is a “volume-capacity ratio (v/c ratio)”<sup>1</sup>. For multimodal improvements, the standard is miles per capita of bikeways and pedestrian ways.
2. **Capacity Utilization approach** – Improvements to existing facilities to address safety, modernization, and other performance considerations provide capacity for growth and enhanced performance for existing development, so the costs are allocated in proportion to the utilization of the facilities, as determined for each improvement individually.

Table 2-2 provides a summary of the allocation basis for existing and future development by major project type.

**Table 2-2**  
*Summary of Growth Share Methods*

Project Type	Existing Share	Future Development Share
Roadway and Intersection Level of Performance Improvements (e.g., safety and modernization)	Existing development trips as a percent of total future 2037 trips	Future development trips as a percent of total future 2037 trips
New roadways and extensions	0%	100%
Intersection capacity and Bike and Pedestrian Improvements	Limited to existing deficiency (as defined by v/c or level of service)	100% - Existing Deficiency
Studies	Share of future population (89%)	Share of future population (11%)

<sup>1</sup> Volume-to-capacity ratio is defined as motor vehicle trips divided by the hourly capacity of the facility to serve those trips.

The recommended methodology is based on a mode-specific analysis for determining growth share of project costs, which takes into consideration the different travel characteristics of pedestrians, cyclists and motorists, as described below.

### Roadways and Intersections (Improved Level of Performance)

For upgrade of existing facilities (i.e., realignments, modernization, and other improvements), the growth share analysis for each roadway and intersection project was based on information from the travel demand model. These projects were evaluated using existing and future traffic volumes at each location. These volumes reflect the relationship between land use and transportation and rely upon estimates of household and employment growth by area of city (i.e., TAZ). This means that each new roadway or intersection project will have a different growth related proportion, as shown in Table A-1 (appendix).

### New Roadway and Intersection Facilities; Existing Facility Expansion (Capacity Only)

New roadways and expansions driven by future development capacity requirements are allocated 100% to growth, since the capacity is needed entirely for new development.

Similarly, intersection improvements that are not needed to meet existing mobility standards, but are needed once the growth trips are added to the intersection, are assumed to be 100% funded by growth, since there is no existing deficiency. Data was compiled from the TSP to determine if facilities were operating with a volume/capacity ratio less than the required standard.

### Bike and Pedestrian Improvements

Unlike roadway and intersection projects, trip data for bike and pedestrian improvements is not available. Therefore, the growth share for bike and pedestrian facilities is based on the planned level of service (LOS). The planned LOS is defined as the quantity of future facilities per 1,000 population served.

The following equation shows the calculation of the planned LOS:

$$\frac{\text{Existing}Q + \text{Planned}Q}{\text{FuturePopulationServed}} = \text{PlannedLOS}$$

Where:

*Q* = quantity (miles of bike or pedestrian facilities), and  
*Future Population Served* (within the UGB) = 23,183

The existing and future miles of bike and pedestrian facilities are shown in Table 2-3.

**Table 2-3***Existing and Future Bike and Pedestrian Facilities*

Facility Type	Current (Miles)	Additional (miles)		Future (Miles)
		Stand-Alone Projects	Road Projects	
Multi Use Path	3.93	1.9	0	5.8
Bike Lanes <sup>2</sup>	22.0	9.6	2.4	34.0
Sidewalks <sup>3</sup>	80.0	9.8	2.5	92.3

<sup>1</sup>City-owned paved shared use paths

<sup>2</sup>Bike lanes only; does not include bike shoulders

<sup>3</sup>On improved and partially improved arterials and collectors

The City's population forecast for existing and future (2038) conditions are presented in Table 2-4. Growth during the planning period is estimated to be 2,483 people.

**Table 2-4***Current and Future Population*

	Current (2018)	Future (2038)	Growth
Population	20,700	23,183	2,483

Table 2-5 presents the existing and future LOS for bike and pedestrian facilities, based on the existing and planned future facilities presented in Table 2-3 divided by the existing and projected future population presented in Table 2-4. In all cases, the planned LOS is higher than the existing LOS, which means that there are existing deficiencies for bike and pedestrian improvements, so a portion of future improvements are needed by existing development.

**Table 2-5***Existing and Future Bike and Pedestrian LOS*

Facility Type	Miles/1,000 People	
	Current	Future
Multi Use Path	0.19	0.25
Bike Lanes	1.06	1.47
Sidewalks	3.86	3.98

The capacity requirements, or miles, needed for the existing population and for growth are shown in Table 2-6 and estimated by multiplying the planned (future) LOS for each facility type (from Table 2-5) by the population of each group (from Table 2-4).

**Table 2-6***Existing and Growth Capacity Needs*

Facility Type	Total Miles Needed		
	Current	Growth	Total
Multi Use Path	5.2	0.6	5.8
Bike Lanes	30.4	3.6	34.0
Sidewalks	82.4	9.9	92.3

Existing development's needs are assumed to be met first by the existing inventory of facilities; any shortfall is assumed to be provided from planned improvements. Therefore, the additional need for facilities by the existing population is equal to the total inventory needed (from Table 2-6) less the existing inventory (from Table 2-3). For example, the planned LOS results in a total need of 5.18 miles of multi-use paths for existing development. The current inventory of 3.93 miles is deducted from the total need to yield an additional need of 1.25 miles.

Table 2-7 shows the existing and growth allocation for the planned improvements by project type. For the multi-use paths, the growth need is equal to 0.6 miles, so the additional 1.9 miles of path are allocated 67 percent and 33 percent, respectively to existing and growth. For bike projects, the overall growth need is 30 percent (3.6 miles) of the planned additional bike lanes; however, improvements are in conjunction with roadway projects, and as such are allocated in proportion to future auto trip volumes. As shown in Table 2-7, the roadway project allocations result in 0.38 miles of bike lane costs allocated to growth, so there is an additional need of 3.3 miles (34 percent) from the stand-alone bike projects. Similarly, for sidewalk improvements, the roadway allocations result in 0.41 miles of new sidewalks allocated to growth. However, the total growth need is 9.9 miles, so 97 percent of the stand-alone sidewalk costs on the project list are allocated to growth.

**Table 2-7***Allocation of Additional Facilities*

	Miles Added		Total	% Allocation		Total
	Existing <sup>1</sup>	Growth		Existing	Growth	
Multi Use Path	1.25	<b>0.6</b>	1.9	67%	<b>33%</b>	100%
Bike Lanes						
Road Projects <sup>2</sup>	2.0	0.38	2.4	84%	16%	100%
Bike Projects	6.4	3.3	9.6	66%	<b>34%</b>	100%
Subtotal	8.4	<b>3.6</b>	12.0	70%	30%	100%
Sidewalks						
Road Projects	2.1	0.41	2.5	84%	16%	100%
Pedestrian Projects	0.3	9.5	9.8	3%	<b>97%</b>	100%
Subtotal	2.42	<b>9.9</b>	12.3	20%	80%	100%

<sup>1</sup> Existing need assumed to be met first by current facilities

<sup>2</sup> Numbers in bold used for growth share of stand-alone bike & pedestrian projects in Table A-1

## Studies

Growth share for corridor studies are based on the average of growth trips on facilities with future planned improvements.

## SECTION 3

# TSDC Cost

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## Introduction

The development of the TSDC cost generally involves the following key steps:

1. The TSDC project list is updated to reflect projects and costs related to current and future system needs.
2. Project costs are reduced by projected external funding amounts (assessments, grants, contributions by other agencies).
3. Net project costs are allocated between growth and existing development, as described in Section 2.

As allowed by Oregon SDC law, the TSDC costs include both completed (reimbursement) and planned future (improvement) projects costs. Both components of the TSDC cost are summarized below.

## Project List and Costs

City staff reviewed the financially constrained transportation project list developed as a result of the adopted 2013 TSP. All projects were updated to 2018 costs based upon the Oregon Department of Transportation (ODOT) unit costs of construction. Costs were updated to include the new Americans with Disabilities Act (ADA) standards for crossings. Completed projects were moved to a list considered for the reimbursement fee based on actual construction costs and City funding sources.

## Improvement Costs

The improvement TSDC cost is summarized by major project component in Table 3-1. A detailed list of projects is provided in Table A-1 (appendix). The TSP was adopted in 2013 and placed a priority on sidewalks, especially school routes. As a result, the project list has over \$16M in sidewalk projects that will most likely be completed through Safe Routes to School or other grant programs. Based on Council's prior direction, the Nevada Street Bridge extension (Council action June 20, 2017) was removed from the eligible projects for funding and will be reviewed again during the TSP update. City staff added the Ashland Street, Oak Knoll, and E. Main/Hwy 66 intersection potential roundabout project (R9) to the list to reflect higher priority needs in the city.

Developer-driven projects expected to be constructed within the next 5-7 years are also included on the list shown in Table A-1. In most cases these new projects will provide benefits not only to the new development area, but also to the community at large. If the City

will be giving TSDC credits for work being done by the developer, funds must be accounted for and collected through the TSDC. Many developer driven projects are constructed to include more pavement and sidewalk width to be consistent with City standards for a certain type of street in lieu of a reflecting the minimum width that would be required just to serve development. For those development driven projects, the City’s share to “upsized” the roadway was estimated to be 35%. The costs will be adjusted as the project is built to ensure equitable credits for the development completed above the general standard (similar to water and sewer pipeline up-sizing).

As shown in Table 3-1, the total cost of improvements on the project list is about \$56 million. Future improvement costs were adjusted for expected external funding totaling almost \$24 million, as follows:

- Sidewalk projects potentially eligible for Safe Routes to School or other grant programs are assumed to be grant funded at 75 percent
- New bikeways assume 10 percent grant funding
- Improvements on ODOT facilities include 90 percent external funding
- Roadway safety projects assume other funding of 25 percent
- Development driven projects assume 65 percent developer funded

The growth portion (i.e., TSDC cost) is about \$16.7 million.

**Table 3-1**  
City of Ashland TSDC Methodology  
*Summary of Improvement Project Costs*

Project Type	Total Cost	Other Funding	% Growth <sup>1</sup>	TSDC Cost <sup>2</sup>
Studies	\$153,400	\$0	11%	\$16,430
Transit	\$4,425,000	\$0	11%	\$473,937
Pedestrian	\$16,359,225	\$10,763,813	97%	\$5,486,026
Bike	\$5,943,660	\$594,366	34%	\$1,969,374
Intersection Studies	\$330,400	\$0	24%	\$80,406
Intersection & Roadway Improvements	\$27,884,972	\$11,728,161	52%	\$8,323,813
Crossing	\$1,180,000	\$767,000	100%	\$413,000
<b>Total</b>	<b>\$56,276,657</b>	<b>\$23,853,340</b>	<b>52%</b>	<b>\$16,762,985</b>

<sup>1</sup> Growth portion before other funds applied

<sup>2</sup> Other funding applied first to non-growth share of cost; any remaining funds reduce TSDC cost

## Reimbursement Costs

The reimbursement project lists and costs are shown in Table 3-2. Project costs reflect actual construction costs, adjusted for other funding sources. The growth share represents the portion of roadway capacity reserved for future development trips, as estimated from the travel demand model. The total reimbursement growth cost is almost \$1.2 million.

**Table 3-2**  
**City of Ashland Transportation SDC Methodology**  
*Reimbursement Project Costs*

<b>Description</b>	<b>Actual Project Cost</b>	<b>Other Funding</b>	<b>NET CITY \$</b>	<b>GROWTH %</b>	<b>SDC \$</b>
Siskiyou Blvd, Gresham, 3rd, Lithia Way Intersection	\$5,128,571	\$2,900,000	\$2,228,571	36%	\$802,657
N. Main/Hersey/Wimer Intersection Realignment	\$1,049,051	\$682,696	\$366,356	17%	\$60,802
Walker Ave @ E Main - Install right turn lane	\$701,351	\$418,920	\$282,431	40%	\$114,005
Railroad Crossing Imp; E Main (07)	\$443,002	\$100,000	\$343,002	30%	\$103,287
Railroad Crossing Improvements; Oak	\$115,960		\$115,960	71%	\$82,481
Will Dodge Way reconstruction	\$27,909		\$27,909	51%	\$14,192
N. Main Road Diet	\$108,657	\$32,597	\$76,060	13%	\$9,726
	<b>\$7,574,501</b>	<b>\$1,234,213</b>	<b>\$3,440,288</b>	<b>35%</b>	<b>\$1,187,150</b>

SECTION 4

# TSDC Schedule

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## Introduction

The TSDC for an individual development is based on the system-wide unit cost per trip and the number of trips attributable to a particular development.

## System-Wide Unit Costs (\$/Trip)

Based on the growth trips and TSDC costs summarized in Sections 2 and 3, the total cost per average daily trip is equal to \$471.55, as shown in Table 4-1, and is comprised of the following components:

$$\$440.36 \text{ (improvement fee)} + \$31.19 \text{ (reimbursement fee)}$$

**Table 4-1**  
City of Ashland Transportation SDC Methodology  
*Transportation System Unit Costs of Capacity (\$/Trip)*

	<b>Improvement SDC</b>	<b>Reimbursement SDC</b>	<b>Combined SDC</b>
Cost Basis (1)	\$16,762,985	\$1,187,150	\$17,950,135
Growth Trip Ends (2)	38,066	38,066	38,066
<b>SDC per Trip End</b>	<b>\$440.36</b>	<b>\$31.19</b>	<b>\$471.55</b>

(1) From Tables 3-1 and 3-2

(2) From Table 2-1

## Compliance Charge

Local governments are entitled to include in the TSDCs, a charge to recover costs associated with complying with the SDC statutes. Compliance costs include costs related to developing and administering the SDC methodology, project list (including but not limited to TSP and other studies), and credit system; as well as annual accounting and other City administration costs.

Table 4-2 shows the calculation of the compliance charge per trip, which is \$16.05, or about 3.3 percent of the total cost per trip (\$488).

**Table 4-2**

*Estimated Compliance Costs*

	<b>Total \$</b>	<b>Amortize (Years)</b>	<b>Annual \$</b>	<b>Growth %</b>	<b>Growth \$</b>
SDC Study	\$50,000	5	\$10,000	100%	\$10,000
TSP	\$225,000	10	\$22,500	52%	\$11,633
Accounting, Legal, Planning	\$1,000	1	\$1,000	100%	\$1,000
			<b>Total Cost</b>		\$22,633
			Annual Trips		1,410
			<b>Compliance \$/Trip</b>		\$16.05

## TSDC Schedule

The TSDC for an individual development is based on the cost per trip (including the reimbursement, improvement, and compliance fees) and the number of trips (average daily) attributable to a particular development, where the number of development trips is computed as follows:

$$\text{Number of Development Trips} = \text{Trip Generation Rate} \times \text{Adjustment Factors} \times \text{Development Units}$$

Table A-2 (in Appendix A) includes the updated TSDC rates and traffic impact assumptions for typical land use categories.

## Trip Generation Rates

In recognition of Ashland's character and its residents' travel behaviors, the SAC reviewed the differences between basing the TSDC on average daily versus PM peak hour (4-6 pm) trip generation. After significant debate, the SAC recommended the use of average daily trips as more proportional and equitable for TSDC assessment purposes. Average daily trips recognize the overall capacity utilization of the system, not just capacity used by trips generated during the PM peak.

The City will continue to use the Institute of Transportation Engineers (ITE) average daily trip generation rates to determine the TSDCs for *individual* developments. Use of ITE trip generation data is standard in the transportation industry. ITE trip rates by land use are based on studies from around the country, and in the absence of local data, represent the best available source of trip data for specific land uses.

## Trip Rate Adjustments

The updated methodology includes pass-by and diverted linked trip adjustments. The current methodology adjustments for trip length are eliminated, as available data to reasonably estimate average trip length for a given land use type in comparison to other uses is extremely limited. Furthermore, trip length may be more directly attributable to location within an area and the availability of other similar uses in the area than it is to simply the type of use.

The updated methodology adjustments are discussed in more detail below.

### **Pass-by Trips**

Pass-by trips refer to trips that occur when a motorist is already on the roadway, as in the case of a traveler stopping by a fast-food restaurant on the way home from work. In this case, the motorist making a stop while “passing by” is counted as a trip generated by the restaurant, but it does not represent a new (or primary) trip on the roadway. Pass-by trip adjustments in the updated methodology are based on published data by land use from the ITE.

### **Diverted Link Trips**

The updated methodology also adjusts traffic impact based on “diverted link” trips, which is another type of non-primary trip. In this case, the motorist will divert from a primary route to access a nearby use (e.g., a vehicle may turn off a major roadway onto an intersecting street to access a land use), and then return to the original route to complete the trip. As with the pass-by trip adjustments, the diverted link trip adjustments included in the updated methodology are based on reported ITE data.

## **TSDC Implementation**

The SAC made a number of recommendations related to the implementation of the TSDCs, aimed primarily at addressing revenue adequacy and affordability objectives.

### **Inflationary Adjustments**

In order to keep pace with inflation, and avoid significant future TSDC adjustments, the SAC recommends that the City’s fees increase with the Engineering News Record (ENR) construction cost index July 1st each year.

### **Phase-In**

As a result of the updated cost per trip, as well as changes to ITE trip rates since the 1999 methodology, the TSDCs for many land use categories increase significantly compared with current fees. The SAC has recommended a 3-year phase in of the updated cost per trip, with the first year including 50 percent of the increase, and approximately 25 percent increases in years 2 and 3. Table A-2 shows the projected TSDCs (before future inflation adjustments) during the recommended 3-year phase-in period.

### **Discounts and Incentives**

The SAC discussed incentives and discounts for certain development types, and recommends the following:

- 50 percent discount for new homes (including Accessory Dwelling Units) that are 500 square feet or smaller
- 25 percent discount for homes (including cottage housing) that are 501-800 square feet

- Maintain the existing affordable housing 100 percent discount; qualified as affordable housing by the City of Ashland Housing Program and deed restricted to remain affordable for a minimum of 30 years.
- Provide a 20 percent discount for developers planning to employ Transportation Demand Management (measures aimed at reducing single occupancy vehicle use); as an example this credit recognizes developing near transit (e.g., Transit Triangle); eligible projects must demonstrate achievable transportation impact reductions and parking reductions.

**Table A-1**  
**City of Ashland, Oregon**  
**TRANSPORTATION SDC Project List**

Type/ #	Street	Description	Classification	Priority	2018 Cost	Other Funding	% Growth	TSDC Cost <sup>1</sup>
<b>GENERAL POLICIES &amp; STUDIES</b>								
S1	NA	Funding Sources Feasibility Study	NA	2	\$35,400		11%	\$3,791
S2	NA	Downtown Parking & Multi-Modal Circulation Study		1	\$118,000		11%	\$12,638
ST	Total Policies & Studies Projects				\$153,400			\$16,430
<b>PEDESTRIAN PROJECTS</b>								
O1	NA	Travel Smart Education, Targeted Marketing Program			\$53,100		0%	\$0
P1	N. Main St/Hwy 99	N. Main St to Schofield St	Boulevard	1	\$73,750		97%	\$71,626
P4	Laurel St	Nevada St to Orange Ave	Avenue	2	\$737,500	\$553,125	97%	\$184,375
P5	Glenn St/Orange Ave	N. Main St to 175' E of Willow St	N'hood Street	1	\$295,000	\$221,250	97%	\$73,750
P6	Orange Ave	175' west of Drager St to Helman St	Avenue	1	\$368,750	\$276,563	97%	\$92,188
P8	Wimer St	Thornton Way to N. Main St	N'hood Street	2	\$1,180,000	\$885,000	97%	\$295,000
P9	Maple St	Chestnut St to 150' E of Rock St	Avenue	1	\$147,500	\$110,625	97%	\$36,875
P10(1)	Scenic Dr	Maple St to Wimer St	Avenue	1	\$368,750	\$276,563	97%	\$92,188
P17	Beaver Slide	Water St to Lithia Way	N'hood Street	1	\$73,750		97%	\$71,626
P18	A St	Oak St to 100' W of 6th St	Avenue	1	\$368,750	\$276,563	97%	\$92,188
P22	N. Mountain Ave	100' S of Village Green Way to Iowa St	Avenue	1	\$663,750		97%	\$644,634
P23	Wightman St	200' N of E. Main St to 625' S of E. Main St	N'hood Collector	1	\$590,000	\$442,500	97%	\$147,500
P27(1)	Walker Ave	Oregon St to Woodland Dr	Avenue	1	\$295,000	\$221,250	97%	\$73,750
P28(1)	Ashland St	S. Mountain Ave to Morton St	Avenue	1	\$663,750	\$497,813	97%	\$165,938
P38(1)	Clay St	Siskiyou Blvd to Mohawk St	Avenue	1	\$442,500	\$331,875	97%	\$110,625
P57(1)	Tolman Creek Rd	Siskiyou Blvd to west side City Limits	Avenue	1	\$626,875		97%	\$608,821
P58(1)	Helman St	Hersey St to Van Ness Ave	Avenue	1	\$147,500	\$110,625	97%	\$36,875
P59	Garfield St	E. Main St to Siskiyou Blvd	N'hood Street	1	\$1,106,250	\$829,688	97%	\$276,563
P60	Lincoln St	E. Main St to Iowa St	N'hood Street	1	\$663,750	\$497,813	97%	\$165,938
P61	California St	E. Main St to Iowa St	N'hood Street	1	\$737,500	\$553,125	97%	\$184,375
P62	Quincy St	Garfield St to Wightman St	N'hood Street	2	\$221,250	\$165,938	97%	\$55,313
P63	Liberty St	Siskiyou Blvd to Ashland St	N'hood Street	1	\$958,750	\$719,063	97%	\$239,688
P64	Water St	Van Ness Ave to B St	N'hood Street	2	\$368,750	\$276,563	97%	\$92,188
P65	Faith Ave	Ashland St to Siskiyou Blvd	N'hood Street	1	\$516,250	\$387,188	97%	\$129,063
P66	Diane St	Jaquelyn St to Tolman Creek Rd	N'hood Street	1	\$29,500	\$22,125	97%	\$7,375
P67	Frances Lane	Siskiyou Blvd to Oregon St	N'hood Street	1	\$14,750	\$11,063	97%	\$3,688
P68	Carol St	Patterson St to Hersey St	N'hood Street	1	\$221,250	\$165,938	97%	\$55,313
P70	Park St	Ashland St to Siskiyou Blvd	N'hood Street	1	\$958,750	\$719,063	97%	\$239,688
P72	C St	Fourth St to Fifth St	N'hood Street	2	\$147,500		97%	\$143,252

**Table A-1**  
**City of Ashland, Oregon**  
**TRANSPORTATION SDC Project List**

Type/ #	Street	Description	Classification	Priority	2018 Cost	Other Funding	% Growth	TSDC Cost 1
P73	Barbara St	Jaquelyn St to Tolman Creek Rd	N'hood Street	2	\$147,500	\$110,625	97%	\$36,875
P74	Roca St	Ashland St to Prospect St	N'hood Street	2	\$368,750	\$276,563	97%	\$92,188
P75	Blaine St	Morton St to Morse Ave	N'hood Street	2	\$147,500	\$110,625	97%	\$36,875
P78	Patterson St	Crispin St to Carol St	N'hood Street	2	\$147,500	\$110,625	97%	\$36,875
P79	Harrison St	Iowa St to Holly St	N'hood Street	2	\$147,500	\$110,625	97%	\$36,875
P80	Spring Creek Dr	Oak Knoll Dr to Road End	N'hood Street	2	\$516,250	\$387,188	97%	\$129,063
P81	Bellview Ave	Green Meadows Way to Siskiyou Blvd	N'hood Street	2	\$368,750		97%	\$358,130
P37	Clay St	Faith Ave to Siskiyou Blvd	Avenue	2	\$1,475,000	\$1,106,250	97%	\$368,750
<b>ST</b>	<b>Total Pedestrian Projects</b>				<b>\$16,359,225</b>	<b>\$10,763,813</b>		<b>\$5,486,026</b>
<b>BICYCLE PROJECTS</b>								
B2	Wimer St	Scenic Dr to N. Main St	Avenue	1	\$27,140	\$2,714	34%	\$9,201
B3	Nevada St	Vansant St to N. Mountain Ave	Avenue	2	\$312,110	\$31,211	34%	\$105,806
B5	Maple/Scenic/Nutley	N. Main St to Winburn Way	N'hood Collector	1	\$149,270	\$14,927	34%	\$50,603
B7	Iowa St	Terrace St ; S. Mountain to Walker Ave	Avenue	1	\$325,680	\$32,568	34%	\$110,406
B9	Ashland St	Morton St to University Way	Avenue	2	\$40,710	\$4,071	34%	\$13,801
B10	S. Mountain Ave	Ashland St to E. Main St	Avenue	1	\$162,840	\$16,284	34%	\$55,203
B11	Wightman St	E. Main St to Siskiyou Blvd	Avenue	1	\$81,420	\$8,142	34%	\$27,602
B13	B St	Oak St to N. Mountain Ave	Avenue	1	\$108,560	\$10,856	34%	\$36,802
B16	Lithia Way	Oak St to Helman St	Avenue	1	\$149,270	\$14,927	34%	\$50,603
B17	Main St	Helman St to Siskiyou Blvd	Boulevard	1	\$67,850	\$6,785	34%	\$23,001
B18	N. Main St	Jackson Rd to Helman St	Boulevard	2	\$352,820	\$35,282	34%	\$119,607
B19	Helman St	Nevada St to N. Main St	Avenue	1	\$108,560	\$10,856	34%	\$36,802
B20	Water St	Hersey St to N. Main St	N'hood Street	2	\$40,710	\$4,071	34%	\$13,801
B25	Tolman Creek Rd	Siskiyou Blvd to Green Meadows Way	Avenue	2	\$135,700	\$13,570	34%	\$46,003
B26	Normal Ave	E. Main St to Siskiyou Blvd	Avenue	1	\$257,830	\$25,783	34%	\$87,405
B29	Walker Ave	Siskiyou Blvd to Peachey Rd	Avenue	1	\$54,280	\$5,428	34%	\$18,401
B31	Indiana St	Siskiyou Blvd to Oregon St	N'hood Street	1	\$27,140	\$2,714	34%	\$9,201
B33	8th St	A St to E. Main St	N'hood Street	1	\$27,140	\$2,714	34%	\$9,201
B37	Clay St	Siskiyou Blvd to Mohawk St	Avenue	2	\$27,140	\$2,714	34%	\$9,201
B39	Glenn St/Orange Ave	N. Main St to Proposed Trail	N'hood Collector	2	\$54,280	\$5,428	34%	\$18,401
B40	Laurel St	Orange St to Nevada St	N'hood Collector	2	\$54,280	\$5,428	34%	\$18,401
TR2	New Trail	Clay St to Tolman Creek Rd	Multi-Use Path	2	\$542,800	\$54,280	33%	\$180,316
TR1	Northside Trail	Orchid Ave to Tolman Creek Rd	Multi-Use Path	1	\$2,714,000	\$271,400	33%	\$901,578
B38	Oregon/Clark St	Indiana St to Harmony Lane	NS	1	\$54,280	\$5,428	33%	\$18,032
<b>ST</b>	<b>Total Bicycle Projects</b>				<b>\$5,943,660</b>	<b>\$594,366</b>		<b>\$1,969,374</b>

**Table A-1**  
**City of Ashland, Oregon**  
**TRANSPORTATION SDC Project List**

Type/ #	Street	Description	Classification	Priority	2018 Cost	Other Funding	% Growth	TSDC Cost 1
<b>TRANSIT PROJECTS</b>								
O5	Transit Service Program	Provides funds & allocation guidance to improve transit svc			\$3,245,000		11%	\$347,554
O5	Transit Service Program	Provides funds & allocation guidance to improve transit svc			\$1,180,000		11%	\$126,383
<b>ST</b>	<b>Total Transit Projects</b>				<b>\$4,425,000</b>	<b>\$0</b>		<b>\$473,937</b>
<b>INTERSECTION &amp; ROADWAY IMPROVEMENTS</b>								
S3	N. Main St (OR 99)	Helman St to Sheridan St	Boulevard	2	\$88,500		21%	\$18,891
S5	Siskiyou Blvd	Ashland St to Tolman Creek Rd	Boulevard	2	\$88,500		20%	\$17,467
S6	Ashland St (OR 66)	Siskiyou Blvd to Tolman Creek Rd	Boulevard	2	\$88,500		28%	\$25,185
S9	Ashland St (OR 66)	Clay St to Washington St	Boulevard/Ave	2	\$23,600		31%	\$7,210
S10	Siskiyou Blvd	Highway 66 to Beach St	Bldv/N'hood Coll	1	\$41,300		28%	\$11,653
<b>ST</b>	<b>Studies Subtotal</b>				<b>\$330,400</b>	<b>\$0</b>		<b>\$80,406</b>
<b>Intersection &amp; Roadway Projects</b>								
R5	Siskiyou Blvd (OR 66)	Lithia Way (OR 99 NB) / E. Main St	Boulevard/Ave	1	\$73,750	\$66,375	100%	\$7,375
R6	Siskiyou Blvd (OR 66)	Tolman Creek Rd	Boulevard/Ave	1	\$118,273	\$106,445	14%	\$11,827
R8	Ashland St (OR 66)	Oak Knoll Dr / E. Main St (realignment)	Boulevard/Ave	1	\$602,851	\$542,566	24%	\$60,285
R19	Normal Ave Ext	Normal Ave to E. Main St	Avenue	2	\$3,630,499		31%	\$1,133,777
R25	Washington St Ext	Washington St Tolman Creek Rd	N'hood Collector	1	\$1,584,169	\$1,029,945	17%	\$267,855
R29	Washington St Ext	Washington St to Benson Way	N'hood Collector		\$1,535,180	\$997,867	100%	\$537,313
R36	N. Main St	N. Main St Permanent Diet	Boulevard	2	\$295,000		13%	\$37,722
R38	Ashland St	Siskiyou Blvd to Walker Ave Streetscape	Boulevard	2	\$1,298,000	\$843,700	40%	\$454,300
R39	Ashland St	Walker Ave to Normal Ave Streetscape	Boulevard		\$1,534,000	\$997,100	39%	\$536,900
R40	Walker Ave Festival St	Siskiyou Blvd to Ashland St	Avenue	1	\$1,150,500		36%	\$416,717
R9	Ashland St (OR 66)	Oak Knoll Dr / E. Main St (roundabout)	Boulevard/Ave	3	\$4,646,250	\$1,161,563	24%	\$1,123,342
R43	New Roadway (E)	Mistletoe Rd to Siskiyou Blvd (OR 99)	Boulevard		\$5,099,960	\$3,314,974	100%	\$1,784,986
R44	Tolman Creek	Mistletoe Rd Streetscape	Boulevard		\$4,104,040	\$2,667,626	28%	\$1,164,086
R41	Ashland St	Tolman Creek Rd Streetscape	Boulevard/Ave	4	\$2,212,500		36%	\$787,328
<b>ST</b>	<b>Total Intersection &amp; Roadway Improvements</b>				<b>\$27,884,972</b>	<b>\$11,728,161</b>	<b>52%</b>	<b>\$8,323,813</b>
<b>RAILROAD CROSSING PROJECTS</b>								
X3	Normal Ave	Crossing Upgrade	Planned Avenue	4	\$1,180,000	\$767,000	100%	\$413,000
<b>ST</b>	<b>Total Railroad Crossing Projects</b>				<b>\$1,180,000</b>	<b>\$767,000</b>		<b>\$413,000</b>
<b>Total</b>					<b>\$56,276,657</b>	<b>\$23,853,340</b>	<b>52%</b>	<b>\$16,762,985</b>

1 Grants & contributions applied first to non-growth share of cost; any remaining funds reduce growth cost for TSDC calculation purposes

Table A-2										Phased \$/Trip		
City of Ashland, Oregon										New \$/Trip		
TSDC by Land Use (Updated and 3-Year Phase In)										\$488		
ITE Code	Description	Unit of Measure	Updated TSDC per Unit	Daily Trip Rate	Diverted	Pass-by	Linked Trip Factor <sup>2</sup>	Adjusted Daily Trip Rate	Updated ITE 10th Edition			
									\$320	\$397	\$488	
									Year 1	Year 2	Year 3	
90	PARK & RIDE LOT WITH BUS SERVICE	PER PARKING SPACE	\$ 1,370	2.81	0%	0%		2.81	\$ 899	\$ 1,116	\$ 1,370	
110	GENERAL LIGHT INDUSTRIAL	PER TGSF	\$ 2,419	4.96	0%	0%	1.00	4.96	\$ 1,587	\$ 1,969	\$ 2,419	
130	INDUSTRIAL PARK	PER TGSF	\$ 1,643	3.37	0%	0%	1.00	3.37	\$ 1,078	\$ 1,338	\$ 1,643	
140	MANUFACTURING	PER TGSF	\$ 1,916	3.93	0%	0%	1.00	3.93	\$ 1,258	\$ 1,560	\$ 1,916	
150	WAREHOUSING	PER TGSF	\$ 848	1.74	0%	0%	1.00	1.74	\$ 557	\$ 691	\$ 848	
151	MINI WAREHOUSE	PER TGSF	\$ 736	1.51	0%	0%	1.00	1.51	\$ 483	\$ 599	\$ 736	
154	HIGH-CUBE/SHORT-TERM STORAGE WAREHOUSE	PER TGSF	\$ 683	1.40	0%	0%	1.00	1.40	\$ 448	\$ 556	\$ 683	
160	DATA CENTER	PER TGSF	\$ 483	0.99	0%	0%	1.00	0.99	\$ 317	\$ 393	\$ 483	
210	SINGLE FAMILY DWELLING/TOWNHOME	PER DU	\$ 4,603	9.44	0%	0%	1.00	9.44	\$ 3,021	\$ 3,748	\$ 4,603	
220	APARTMENTS/CONDOS	PER DU	\$ 3,569	7.32	0%	0%	1.00	7.32	\$ 2,342	\$ 2,906	\$ 3,569	
225	OFF-CAMPUS STUDENT APARTMENT	PER BEDROOM	\$ 1,536	3.15	0%	0%	1.00	3.15	\$ 1,008	\$ 1,251	\$ 1,536	
240	MANUFACTURED HOUSING		\$ 2,438	5.00	0%	0%	1.00	5.00	\$ 1,600	\$ 1,985	\$ 2,438	
251	SENIOR HOUSING DETACHED	PER DU	\$ 2,082	4.27	0%	0%	1.00	4.27	\$ 1,366	\$ 1,695	\$ 2,082	
252	SENIOR HOUSING ATTACHED	PER DU	\$ 1,804	3.70	0%	0%	1.00	3.70	\$ 1,184	\$ 1,469	\$ 1,804	
253	CONGREGATE CARE FACILITY	PER DU	\$ 985	2.02	0%	0%	1.00	2.02	\$ 646	\$ 802	\$ 985	
			\$ -									
310	HOTEL/MOTEL	PER ROOM	\$ 4,076	8.36	0%	0%	1.00	8.36	\$ 2,675	\$ 3,319	\$ 4,076	
411	CITY PARK	PER ACRE	\$ 380	0.78	0%	0%	1.00	0.78	\$ 250	\$ 310	\$ 380	
430	GOLF COURSE	HOLES	\$ 14,813	30.38	0%	0%	1.00	30.38	\$ 9,722	\$ 12,061	\$ 14,813	
444	THEATER	SEATS	\$ 858	1.76	0%	0%	1.00	1.76	\$ 563	\$ 699	\$ 858	
492	HEALTH/FITNESS CLUB	PER TGSF	\$ 12,205	25.03	0%	0%	1.00	25.03	\$ 8,010	\$ 9,937	\$ 12,205	
491	TENNIS	PER COURT	\$ 13,511	27.71	0%	0%	1.00	27.71	\$ 8,867	\$ 11,001	\$ 13,511	
495	COMMUNITY CENTER	PER TGSF	\$ 14,053	28.82	0%	0%	1.00	28.82	\$ 9,222	\$ 11,442	\$ 14,053	
520	ELEMENTARY SCHOOL	PER STUDENT	\$ 922	1.89	0%	0%	1.00	1.89	\$ 605	\$ 750	\$ 922	
536	PRIVATE SCHOOL (K-12)	PER STUDENT	\$ 1,209	2.48	0%	0%	1.00	2.48	\$ 794	\$ 985	\$ 1,209	
522	MIDDLE SCHOOL/JUNIOR HIGH SCHOOL	PER STUDENT	\$ 1,039	2.13	0%	0%	1.00	2.13	\$ 682	\$ 846	\$ 1,039	
530	HIGH SCHOOL	PER STUDENT	\$ 990	2.03	0%	0%	1.00	2.03	\$ 650	\$ 806	\$ 990	
540	JUNIOR/COMMUNITY COLLEGE	PER STUDENT	\$ 561	1.15	0%	0%	1.00	1.15	\$ 368	\$ 457	\$ 561	
550	UNIVERSITY/COLLEGE	PER STUDENT	\$ 761	1.56	0%	0%	1.00	1.56	\$ 499	\$ 619	\$ 761	
560	PLACE OF WORSHIP	PER TGSF	\$ 3,389	6.95	0%	0%	1.00	6.95	\$ 2,224	\$ 2,759	\$ 3,389	
565	DAY CARE CENTER	PER STUDENT	\$ 877	4.09	56%	0%	0.44	1.80	\$ 576	\$ 714	\$ 877	
590	LIBRARY	PER TGSF	\$ 35,132	72.05	0%	0%	1.00	72.05	\$ 23,056	\$ 28,604	\$ 35,132	
610	HOSPITAL	PER TGSF	\$ 5,227	10.72	0%	0%	1.00	10.72	\$ 3,430	\$ 4,256	\$ 5,227	
710	GENERAL OFFICE BUILDING	PER TGSF	\$ 4,749	9.74	0%	0%	1.00	9.74	\$ 3,117	\$ 3,867	\$ 4,749	
720	MEDICAL-DENTAL OFFICE	PER TGSF	\$ 16,969	34.8	0%	0%	1.00	34.80	\$ 11,136	\$ 13,816	\$ 16,969	
731	DEPARTMENT OF MOTOR VEHICLES	PER TGSF	\$ 5,466	11.21	0%	0%	1.00	11.21	\$ 3,587	\$ 4,450	\$ 5,466	
732	US POST OFFICE		\$ 50,681	103.94	0%	0%	1.00	103.94	\$ 33,261	\$ 41,264	\$ 50,681	
813	FREE-STANDING DISCOUNT SUPERSTORE	PER TGSF	\$ 17,552	50.7	0%	29%	0.71	36.00	\$ 11,519	\$ 14,291	\$ 17,552	
816	HARDWARE/PAINT STORE	PER TGSF	\$ 3,298	9.14	0%	26%	0.74	6.76	\$ 2,164	\$ 2,685	\$ 3,298	
817	NURSERY (GARDEN CENTER)	PER TGSF	\$ 33,206	68.1	0%	0%	1.00	68.10	\$ 21,792	\$ 27,036	\$ 33,206	
820	SHOPPING CENTER/RETAIL	PER TSFGLA	\$ 7,363	37.75	26%	34%	0.40	15.10	\$ 4,832	\$ 5,995	\$ 7,363	
841	AUTOMOBILE SALES	PER TGSF	\$ 13,575	27.84	0%	0%	1.00	27.84	\$ 8,909	\$ 11,052	\$ 13,575	
850	SUPERMARKET	PER TGSF	\$ 13,537	106.78	38%	36%	0.26	27.76	\$ 8,884	\$ 11,022	\$ 13,537	
851/853	CONVENIENCE MARKET	PER TGSF	\$ 54,785	624.2	16%	66%	0.18	112.36	\$ 35,954	\$ 44,605	\$ 54,785	
854	DISCOUNT SUPERMARKET	PER TGSF	\$ 22,597	90.87	28%	21%	0.51	46.34	\$ 14,830	\$ 18,398	\$ 22,597	
857	DISCOUNT CLUB	PER TGSF	\$ 12,841	41.8	0%	37%	0.63	26.33	\$ 8,427	\$ 10,455	\$ 12,841	
862	HOME IMPROVEMENT SUPERSTORE	PER TGSF	\$ 8,694	30.74	0%	42%	0.58	17.83	\$ 5,705	\$ 7,078	\$ 8,694	
880	PHARMACY/DRUGSTORE W/OUT DRIVE THRU WIN	PER TGSF	\$ 14,495	90.08	14%	53%	0.33	29.73	\$ 14,495	\$ 14,495	\$ 14,495	
881	PHARMACY/DRUGSTORE WITH DRIVE THRU WIN	PER TGSF	\$ 20,226	109.16	13%	49%	0.38	41.48	\$ 20,226	\$ 20,226	\$ 20,226	
911	WALK-IN BANK	PER TGSF	\$ 12,440	59.33	22%	35%	0.43	25.51	\$ 8,164	\$ 10,129	\$ 12,440	
912	DRIVE-IN BANK	PER TGSF	\$ 20,973	100.03	22%	35%	0.43	43.01	\$ 13,764	\$ 17,076	\$ 20,973	
931	QUALITY RESTAURANT	PER TGSF	\$ 11,855	83.84	27%	44%	0.29	24.31	\$ 7,780	\$ 9,652	\$ 11,855	
932	HIGH TURNOVER RESTAURANT	PER TGSF	\$ 16,957	112.18	26%	43%	0.31	34.78	\$ 11,128	\$ 13,806	\$ 16,957	
934	FAST FOOD RESTAURANT WITH DRIVE-THRU	PER TGSF	\$ 62,002	470.95	23%	50%	0.27	127.16	\$ 40,690	\$ 50,481	\$ 62,002	
937	COFFEE/DONUT WITH DRIVE-THROUGH	PER TGSF	\$ 44,002	820.38	0%	89%	0.11	90.24	\$ 28,877	\$ 35,826	\$ 44,002	
936	COFFEE/DONUT WITHOUT DRIVE-THROUGH	PER TGSF	\$ 50,010	932.39	0%	89%	0.11	102.56	\$ 32,820	\$ 40,717	\$ 50,010	
944	GASOLINE/SERVICE STATION	PER VEH.FUEL.POS.	\$ 19,291	172.01	35%	42%	0.23	39.56	\$ 12,660	\$ 15,706	\$ 19,291	
945	GAS/SERVICE STATION W/CONVENIENCE MKT	PER VEH.FUEL.POS.	\$ 13,017	205.36	31%	56%	0.13	26.70	\$ 8,543	\$ 10,599	\$ 13,017	

<sup>1</sup> Discounted by pass-by trips

<sup>2</sup> Discounted by pass-by and diverted link trips

TGSF = Thousand Gross Square Feet

TSFGLA = Thousand Square Feet Gross Leasable Area

DU = Dwelling Unit

VEH. FUEL POS. = Vehicle Fueling Position

**RESOLUTION NO. 2018-\_\_\_\_\_**

**A RESOLUTION ADOPTING TRANSPORTATION SYSTEMS DEVELOPMENT CHARGE METHODOLOGY (2018), PURSUANT TO ASHLAND MUNICIPAL CODE SECTIONS 4.20.040 AND 4.20.050.**

RECITALS:

- A. The City adopted a new Transportation Systems Plan on March 19, 2013 through ordinance 3080 that amended the comprehensive plan.

THE CITY OF ASHLAND RESOLVES AS FOLLOWS:

SECTION 1. Resolution 2017-26 is repealed.

SECTION 2. The Draft Methodology Report Transportation Systems Development Charges dated August 27, 2018, including Discounts and Incentives as presented on page 4-3, Transportation SDC Project List (Table A-1), and Transportation SDC by Land Use charges per trip (Table A-2) are hereby adopted in their entirety.

SECTION 3. The Draft Methodology Report Transportation Systems Development Charges dated August 27, 2018, will be renamed FINAL Methodology Report Transportation Systems Development Charges dated November 6, 2018.

SECTION 4. The Transportation Systems Development Charges and phased \$/trip attached to this resolution and marked "Exhibit A" will be effective January 1, 2019 (year 1) and will adjust for year 2 and year 3.

SECTION 5. The Transportation Systems Development Charges will adjust for inflation with the Engineering News Record (ENR) construction cost index on July 1st each year as described on page 4-3 of the methodology report.

SECTION 6. The Transportation Systems Development Charges will adjust on January 1, 2020, for year 2 increases, and on January 1, 2021, for year 3 increases.

SECTION 7. One copy of this Resolution along with the Transportation Systems Development Charges Methodology Report, Transportation SDC Project List (Table A-1), and Transportation SDC by Land Use (Table A-2) shall be maintained in the office of the City Recorder and shall be available for public inspection during regular business hours.

SECTION 8. The fees imposed by this Resolution are classified as not subject to the limits of Section 11b of Article XI of the Oregon Constitution (Ballot Measure No. 5).

This resolution was read by title only in accordance with Ashland Municipal Code §2.04.090 duly PASSED and ADOPTED this \_\_\_\_ day of \_\_\_\_\_, 2018.

\_\_\_\_\_  
Melissa Huhtala, City Recorder

SIGNED and APPROVED this \_\_\_\_ day of \_\_\_\_\_, 2018.

\_\_\_\_\_  
John Stromberg, Mayor

Reviewed as to form:

\_\_\_\_\_  
David Lohman, City Attorney