

Final Report

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SYTIA Board of Directors
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SOUTH YUBA TRANSPORTATION IMPROVEMENT AUTHORITY (SYTIA)

Traffic Impact Fee Study

May 1, 2019



**In Conjunction with
David Taussig & Associates, Inc.**

**South Yuba Transportation Improvement
Authority
Traffic Impact Fee Study**

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CHAPTER 1. INTRODUCTION AND SUMMARY

Introduction

Traffic Impact Fee

This report provides the initial recommended traffic impact fee for the South Yuba Transportation Improvement Authority (SYTIA). The County of Yuba and the City of Wheatland have established a joint-powers authority (Authority) with a mission to help develop, fund, program, and construct transportation infrastructure required to support the land development planned and anticipated over the next 30 years in southern Yuba County. The boundaries of the area covered by the proposed SYTIA traffic impact fee are shown in Figure 1. The study area is bounded by the Bear River on the south, the Feather River on the west, the Yuba River on the north and the Yuba County/Nevada County line on the east.

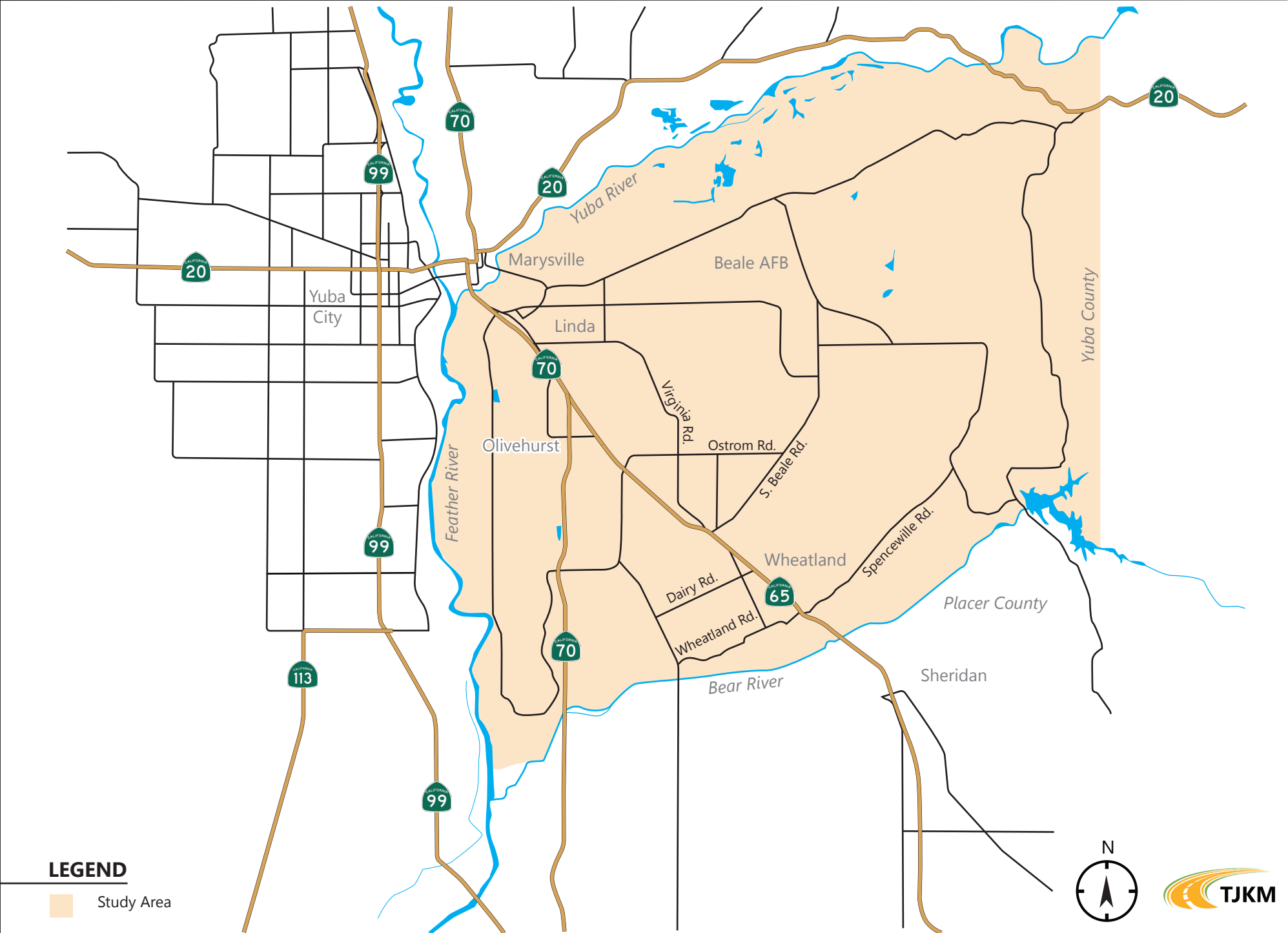
This report provides the required transportation impact fee (TIF) study to establish a nexus between anticipated developments and supporting infrastructure needs. Traffic Impact Fees are one-time fees typically paid prior to the issuance of a building permit and imposed on development projects by local agencies responsible for regulating land use. The fee's purpose is to help mitigate the transportation impacts of development growth. In addition to fees and projects considered in this document, other on-site, frontage, and off-site improvements directly associated with future projects may be required. A project-specific traffic impact study will assess this.

To guide the widespread imposition of public facilities fees, the State Legislature adopted the Mitigation Fee Act (the Act) with Assembly Bill 1600 in 1987 and subsequent amendments. The Act, contained in California Government Code §§66000-66025, establishes requirements on local agencies for the imposition and administration of fee programs. The specific tasks performed in preparing this analysis and their results are summarized in this section.

TIF Development Process

The development of the updated TIF program involved the major tasks described below.

1. **List of Projects** The list of projects for the TIF program was based on plans developed by SYTIA Board and its two member agencies. The projects consist of various elements of the proposed Wheatland Bypass.
2. **Project Costs** The project costs were prepared and included in this document. The costs were adjusted to account for through trips that do not result from development within the study area. The costs also reflect the use of outside funding sources.
3. **Trip Generation** An estimate was prepared of the p.m. peak hour trip generation that will result from development of the expected future land uses within the fee area. The p.m. peak hour was utilized since it is usually the period for which road improvements are designed.
4. **Cost per Trip** A cost per trip was calculated along with the corresponding schedule of fees. The schedule of fees includes fee categories for residential and non-residential land uses.



Executive Summary

Chapter 1 – Introduction and Summary

Chapter 2 – Peak Hour Trips

The first step required for the TIF is the determination of the number of peak hour trips expected in the life of the TIF. The trip generation portion of the TIF program is based on the proposed changes in land use during the life of the TIF. The growth in trips over the TIF period was based on information based on the expected growth in land use and related traffic generation in the SYTIA until 2050. Application and analysis of the growth in homes and employment information showed a maximum of 35,363 additional p.m. peak hour trips would be generated by the land use growth during that timeframe (projected to 2050).

Chapter 3 – Selection and Cost of Projects

The recommended list of new transportation improvements to serve the Authority was developed to provide service on the proposed Wheatland Bypass. The recommended improvement projects are listed in **Chapter 3** with locations depicted on Figures 2 and 3. Costs and details of the individual projects are described in **Appendix A** of this report.

The projects have a total program cost of \$250,000,000, of which \$100,000,000 is proposed for the TIF, based on the nexus findings.

Chapter 4 – Program Costs and Fee Calculation

The base fee per p.m. peak hour trip is calculated by dividing the total cost of the TIF program, \$100,000,000 by the total projected 35,363 new p.m. peak hour trips. The TIF requirement calculates a cost of \$2,828 per p.m. peak hour trip. The proposed TIF fee schedule is as follows:

Table 1: Fee Schedule

Land Use Category	Fee Rate
Single Family/Unit	\$2,828
Multi-Family/Unit	\$1,697
Commercial/KSF	\$1,697
Office/KSF	\$1,697
Industrial/KSF	\$566
Agricultural/KSF	\$283

KSF = Thousand square feet

Chapter 5 – Nexus Findings

California legislation requires that charges on new developments bear a reasonable relationship to the needs created by, and the benefits accruing to, that development. This is known as “nexus.” California courts have long used that reasonableness standard or nexus to evaluate the constitutionality of exactions, including development fees. Based on the analysis included in this report, the future development and the need for their associated improvements meet or exceed

the basic requirements set forth in Government Code sections beginning with 66000 to govern development fees.

The total cost for necessary improvements is based on the project list. The methodology of this report ensured that only a portion of that total cost is ascribed to future growth, based on the proportion of need generated by that growth. Thus, there is a reasonable relationship between the proposed use of the TIF and the proposed land use development projects on which the fee will be imposed. In the same manner, there is a reasonable relationship between the need for facilities included in the TIF and the proposed land use development projects.

CHAPTER 2. EXISTING AND FUTURE DEFICIENCIES AND PEAK HOUR TRIPS

A key step in the fee development process is to determine the number of trips that will be generated by growth within the SYTIA area during the life of the fee. TJKM used information provided by Yuba County based on projections from the General Plan for the County and for the City of Wheatland to determine the expected land use growth.

Based on this information, the growth between 2018 and 2050 is expected to be as follows:

Population:	57,081
Dwelling units:	18,007
Employment:	21,695

Table 2 below summarizes the land use growth within the SYTIA area with these land use categories. The "Growth" column in the table is the estimated amount of dwelling units (DU), and employment until 2050.

The table lists the growth in trips in each category after the p.m. peak hour factors based on the Institute of Transportation Engineers (ITE) publication *Trip Generation, 10th Edition*. Peak hour trips are considered because traffic analyses are based on congestion, which is largely a result of more people trying to use the transportation system during the busiest hours.

Table 2: Determination of TIF Trips

Land Use Category	Amount	P.M. Peak hour trip rate	Number of trips
Dwelling units	18,007	1.0	18,007
Employment	21,695	0.8 ¹	17,356
Total			35,363

¹ P.M. peak hour trips for employment represent all trips peak hour generated by non-residential uses during the hour, not just those of employees.

The 0.8 employment trip rate utilized in the table is representative trip rate for all non-residential land uses. The total p.m. peak hour trips for all residential and non-residential uses is 35,363 trips.

CHAPTER 3. SELECTION AND COST OF PROJECTS

The SYTIA project is primarily intended to construct the Wheatland Bypass, a replacement for portions of California State Highway 65 in southern Yuba County. Two alternative alignments for the project are shown in **Figure 2** (Alignment A) and **Figure 3** (Alignment B) on the following pages. The main components of the project are described as follows:

- A new high-capacity roadway beginning at a connection with CA 65 south of the Bear River in Placer County extending northerly to connect with the existing CA 65 freeway north of Morrison Road/Rancho Road intersection.
- The South Beale Road/CA 65 interchange and railroad overcrossing.
- A westward extension of the bypass to connect with Forty Mile Road.
- The extension of Plumas Lake Blvd. from the existing CA 70 interchange northeasterly to Plumas Arboga Road
- Bridges over the Bear River, Grasshopper Slough, Dry Creek and Best Slough.
- An interchange with Spenceville Road and an overcrossing of South Beale Road.

The preliminary total cost of Alignment A, including soft costs and contingencies is \$293.15 million. The preliminary cost of Alignment B, also including soft costs and contingencies, is \$242.84 million.

More information regarding the costs of these projects is included in Appendix A.

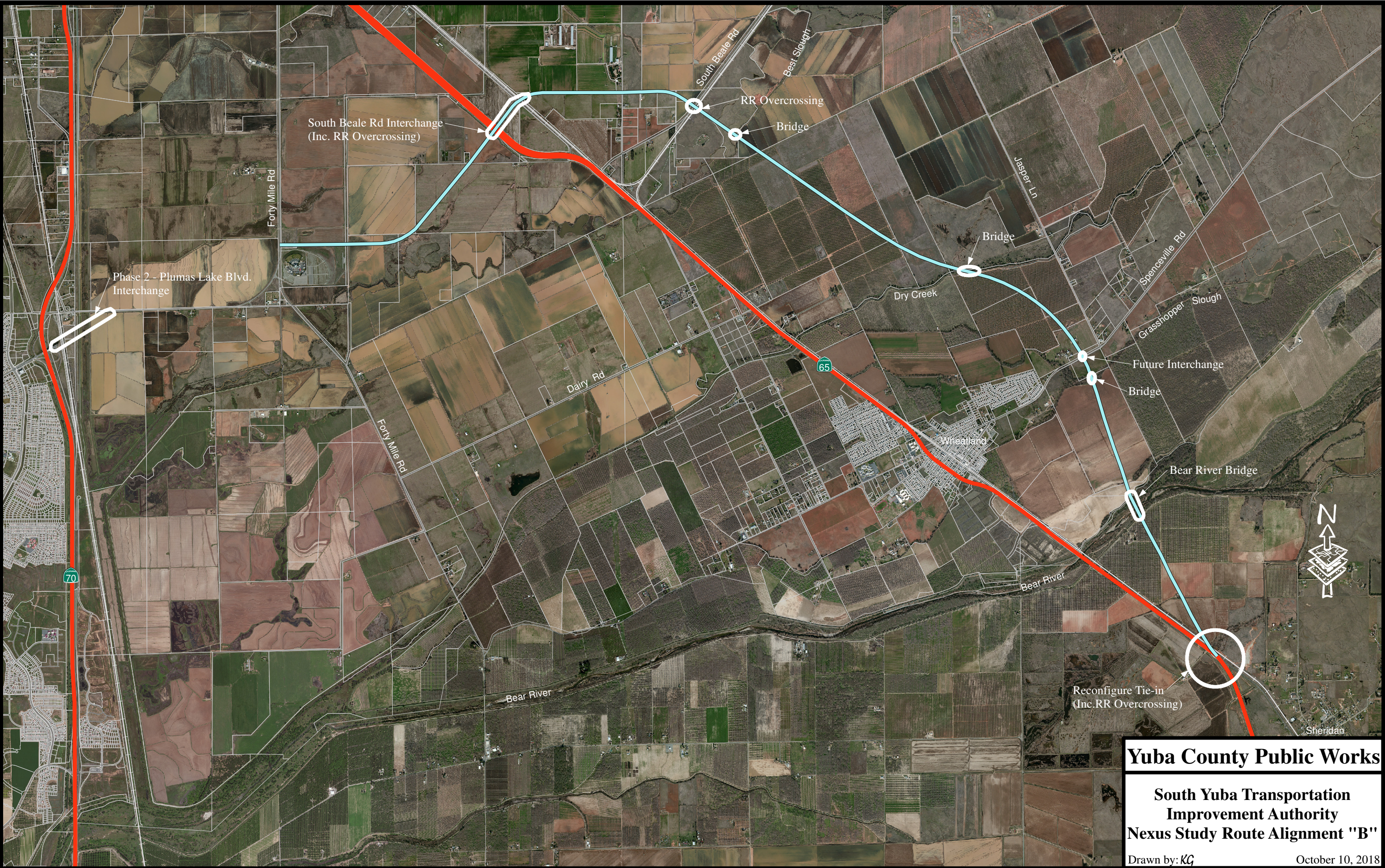


Yuba County Public Works

**South Yuba Transportation
Improvement Authority
Nexus Study Route Alignment "A"**

Drawn by: *KQ*

October 10, 2018



Yuba County Public Works

**South Yuba Transportation
Improvement Authority
Nexus Study Route Alignment "B"**

Drawn by: *KQ* October 10, 2018

CHAPTER 4. PROGRAM COSTS AND FEE CALCULATION

Cost per Trip Estimate

Table 3 presents a summary of the TIF improvement project costs, the projected future trips to be added by new development, and the resulting estimated TIF improvement cost per trip. The total cost of the TIF projects to be included in the program is \$100,000,000.

The fee calculation is based on trip generation estimates in **Table 2** and the cost estimates of the TIF improvement projects. There are two alternative alignments for the Wheatland Bypass, one costing \$293 million and one costing \$243 million. For the purposes of this preliminary fee calculation, TJKM is using a project cost estimate of \$250 million. The cost per p.m. peak hour trips is calculated to be \$2,828 using a total TIF cost of \$100 million, and 35,363 new p.m. peak hour trips. The TIF improvement project costs as well as the calculated new TIF cost per trip are shown in **Table 3**.

TJKM has conducted an analysis of the SACMET model and determined that approximately one-third of all traffic using the proposed roadway has neither a trip origin nor a trip destination within the SYTIA. These through trips are therefore not the responsibility of the local developers to provide roadway capacity. In addition, the revenue assumes that 40 percent of the cost of development will be borne by outside sources. The Wheatland Bypass will be a relocation of CA 65, having regional and statewide importance beyond South Yuba County and will need to be partly financed by outside sources. Table 3 shows that as a result of the two discounts described above, the project cost for which SYTIA developers are responsible is \$100,000,000.

When accounting for the 35,363 planned trips in the study area, the cost per trip becomes \$2,828.

Table 3: 2019 Cost per Trip Estimate

	2018 TIF Costs
a. All Projects	\$250,000,000
b. Discount for through traffic (33.3 percent)	(83,333,000)
c. Subtotal	\$166,667,000
d. Funding by outside sources (40%)	(66,667,000)
e. Subtotal	\$100,000,000
Total TIF Funding	\$100,000,000
Total P.M. Peak Hour Trips Added by New Development	35,363
TIF Cost Per P.M. Trip	\$2,828

Table 4 presents the new schedule of fees. The land use categories in this fee schedule have been determined based on a range of expected development land use types. The fees are calculated by multiplying the trip rates in the second column by the cost per trip, \$2,828.

The resulting fee rate, shown in the highlighted column of **Table 4** is the rate per dwelling unit for residential developments, or per thousand square feet (KSF) for non-residential development.

Table 4: Calculations of Fees

Land Use Category	P.M. Trip Rate ²	Cost Per P.M. Trip	Proposed Fee Rate
Single Family /Unit	1.00	\$2,828	\$2,828
Multi-Family/Unit	0.60	\$2,828	\$1,697
Retail Commercial/KSF	0.60	\$2,828	\$1,697
Office/KSF	0.60	\$2,828	\$1,697
Industrial/KSF	0.20	\$2,828	\$566
Agricultural/KSF	0.10	\$2,828	\$283

¹KSF = thousand square feet ²Source: Development Impact Fee Justification Study for Yuba County, DTA, Inc., 2014

The Authority may establish procedures for applying these fees using regulations such as, or similar to, Chapter 13.50 of the Yuba County Ordinance Code. This chapter includes the following categories:

- General Provisions
- Adoption of Studies
- Establishment of Fees
- Deposit of Fees in Trust
- Protest and Appeals
- Administration
- Enforcement

CHAPTER 5. NEXUS FINDINGS

TIF's are one-time fees typically paid prior to the issuance of a building permit and imposed on development projects by local agencies responsible for regulating land use (cities and counties) to mitigate the transportation impacts of the development. To guide the widespread imposition of public facilities fees, the State Legislature adopted the Act with Assembly Bill 1600 in 1987 and subsequent amendments. The Act, contained in California Government Code §§66000-66025, establishes requirements on local agencies for the imposition and administration of fee programs. The Act requires local agencies to document four findings when establishing, increasing or imposing a fee.

The four statutory findings required for adoption of the maximum justified fee documented in this report are presented in this chapter and supported in detail by this report. All statutory references are to the Act.

1. Purpose of the Fee

For the first finding, the Authority must:

Identify the purpose of the fee. (§66001(a)(1))

The purpose of this fee is to implement the actions of various Authority documents and policies. The imposition of impact fees is one of the preferred methods of ensuring that development bears a proportionate share of the cost of capital facilities necessary to accommodate new development. This fee will charge new development the fair share cost of transportation improvements needed to mitigate the transportation impacts created by that development.

2. Use of Fee Revenues

For the second finding, the Authority must:

Identify the use to which the fee is to be put. (§66001(a)(2))

If the use is financing public facilities, the facilities shall be identified. That identification may, but need not, be made by reference to a capital improvement plan as specified in Section 65403 or 66002, may be made in applicable general or specific plan requirements, or may be made in other public documents that identify the public facilities for which the fee is charged.

Detail on planned uses of fee revenues is contained in **Chapter 3** of this report.

3. Benefit Relationship

For the third finding, the Authority must:

Determine how there is a reasonable relationship between the fee's use and the type of development project on which the fee is imposed. (§66001(a)(3))

The Authority has determined the improvements listed in the report are necessary to address traffic congestion and General Plan compliance, as identified in the County General Plan environmental documents, due to future development. Public facilities funded by the fee will enhance the network of transportation infrastructure accessible to the additional residents and workers associated with new development, resulting in mobility and accessibility benefits to the

new development. Thus, there is a reasonable relationship between the use of fee revenues and the new residential and nonresidential development that will pay the fee.

4. Burden Relationship

For the fourth finding, the Authority must:

Determine how there is a reasonable relationship between the need for the public facility and the type of development project on which the fee is imposed. (§66001(a)(4))

The number of residential dwelling units and building square footage are indicators of the demand for transportation facilities needed to accommodate growth. As new building square footage is created, the occupants of the new structures will place additional burdens on the transportation facilities. The need for the fee is based on traffic engineering studies assessing the impact of additional vehicle trips from new development. Traffic engineering and related data were also used to inform the scope of improvements included in the fee program. For transportation improvements needed to accommodate the development anticipated in the near term, the cost burden is fully allocated based on development anticipated in the near term. For transportation improvements that are not immediately needed to accommodate near term development, but that will be needed to accommodate development in the longer term, the cost burden is allocated based on projections of new development. Thus, there is a reasonable relationship between the need for the planned improvements, the scope of the improvements, and the parcels that will pay the fee.

APPENDIX A

Cost Estimates for Alignment A and Alignment B

Route	Item	Distance	Costs
A	Plumas Lake Blvd Interchange Phase 2		\$25,000,000
A	S. Beale Rd Interchange (Inc. RR overcrossing)	-2240'	\$40,000,000
A	S. Beale Rd overcrossing (Inc. RR)	-700'	\$15,000,000
A	Spenceville Rd Interchange	-370'	\$20,000,000
A	Bridge over Bear River	-4000'	\$50,000,000
A	Tie-in to Hwy 65	-1690'	\$20,000,000
A	Route A (11 miles, incl. Best Slough, Dry Creek, Grasshopper Slough bridges) minus above items @ \$5 mill/mile	49080'	\$46,500,000
	Totals	58080'	\$216,500,000
A	Right of way costs (11 miles x 200' wide=300 ac) x \$30,000 ac		\$9,000,000
	Grand total		\$225,500,000
A	Soft Costs/Contingency @ 30%		\$67,650,000
	Grand total		\$293,150,000

B	Plumas Lake Blvd Interchange Phase 2		\$25,000,000
B	S. Beale Rd Interchange (Inc. RR overcrossing)	-2240'	\$40,000,000
B	S. Beale Rd overcrossing (Inc. RR)	-700'	\$15,000,000
B	Spenceville Rd Interchange	-200'	\$20,000,000
B	Bridge over Bear River	-1000'	\$17,000,000
B	Tie-in to Hwy 65	-900'	\$20,000,000
B	Route B (9.4 miles, including Best Slough, Dry Creek, Grasshopper Slough bridges) minus above items @ \$5 mill/mile	44592'	\$42,300,000
	Totals	49632'	\$179,300,000
B	Right of way costs (9.4 miles x 200' wide=250 ac) x \$30,000 ac		\$7,500,000
	Total		\$186,800,000
B	Soft Costs/Contingency @ 30%		\$56,040,000
	Grand total		\$242,840,000

Notes:

- 1 Bear River bridge costs based on 5th Street bridge construction costs.
- 2 Roadway costs per mile based on Phase 2A of Lincoln Bypass construction costs (2 lane widening portion).
- 3 Soft costs include design, staking, plan check, inspections, and contingency.