County of Lee, Florida FY 2011 - Impact Fee Cost Allocation Plan

Actual Costs For The Year Ended
September 30, 2011

County of Lee, Florida FY 2011 - Impact Fee Cost Allocation Plan

Actual Costs For The Year Ended
September 30, 2011

TABLE OF CONTENTS

1.	INTF	RODUCTION 1
	A. B.	Background and Purpose
II.	SUM	IMARY OF FINDINGS 3
III.	DEP	ARTMENTAL ALLOCATIONS 5
	A.	Department of Community Development
	B.	Department of Transportation Services
	C.	Department of Construction Services
	D.	Department of Public Safety
	E.	County-Wide Indirect Costs
	F.	Department of Parks and Recreation

Section I

INTRODUCTION

A. Background and Purpose

The Lee County Board of County Commissioners has established by ordinance impact fees designed to determine and assess new development a proportionate share of the cost of capital facilities needed to serve such development. At the time this study was conducted, separate impact fee ordinances existed for Parks, Roads, Fire Protection, and Emergency Medical Services. Fire and Emergency Medical Service Impact Fee Funds were established in FY 1990. Each ordinance authorizes the County to retain a maximum of three percent of impact fee funds collected to offset the costs of administering the ordinances. Each district pays 2.30% with the exception of the City of Bonita Springs and the Town of Fort Myers Beach, which pay 3.00%.

This report presents the findings of a study conducted by Maguire Associates of Virginia, Inc., to examine the full cost incurred by various divisions of County government to administer the impact fee ordinances. Specifically, this report addresses administrative costs incurred for the fiscal year ended September 30, 2011 (FY 2011).

The findings contained in this report provide a basis for comparing annual administrative costs to the total amount of administrative fees retained by the County. For most of the departmental sources of administrative support, this report represents aggregate costs to administer all impact fees. This report does not attempt to identify support costs per individual impact fee fund.

B. Methodology and Report Format

The methodology used by Maguire Associates in conducting this study included interviews with principal staff responsible for impact fee administration, analysis of personnel/salary reports and year-end reports of actual expenditures by fund/department/division, depreciation schedules, and extraction of data contained in the County's Full-Cost Central Services Cost Allocation Plan for FY 2011. Official County reports of actual divisional expenditures and approved position salary rates were used as the source of cost data reflected in this report.

Through initial interviews with key County staff, the divisions of government involved in impact fee administration were identified. Managers within each division were then surveyed to determine which positions were responsible for administrative activities and what percentage of each position's total annual workload was related to those duties.

INTRODUCTION

The results of these interviews are shown in a series of **Divisional Salary Analyses**. In these tables, the percentage of each employee's time devoted to impact fee administration was factored against the employee's annual salary to compute divisional salary expense allocable in support of impact fee programs. The ratio of each division's impact fee-related salary expense to total salary expense is identified in Divisional Salary Analysis tables as an **Impact Fee Cost Factor**.

In accompanying **Divisional Cost Summary** tables, this ratio is used as the basis for allocating a portion of each division's fringe benefits and general operating costs to impact fee administration. Certain operating expenses, such as professional fees and other contractual services, have been included as **Direct Costs** of fee administration only when services were identified as being directly related to impact fee ordinances. In each Divisional Cost Summary, the Impact Fee Cost Factor is also used to allocate a portion of each division's **Indirect Costs** to fee administration. Total divisional indirect cost amounts have been derived from depreciation schedules and the Central Services Full Cost Allocation Plan prepared for FY 2011. These documents establish a distribution of County-wide administrative costs to all funds/departments/divisions.

County-wide administrative costs assigned directly to impact fee funds in the full-cost plans are described in a section titled **County-Wide Administrative Costs**. These costs include allocations from Budget Services, Internal Audit, Non-Departmental, Finance, County Manager, County Commissioners, Purchasing and County Attorney.

A summary of total impact fee administrative costs identified by this study are shown in Part II, **Summary of Findings**. Part III of this report provides a more detailed presentation of how **Departmental Allocations** of costs were determined.

Section II

SUMMARY OF FINDINGS

Table 1.00 presents a department/division breakdown of administrative costs devoted to Impact Fee Administration. The determination of departmental administrative costs is compared to the actual 2011 administrative fee transfers made from Impact Fee Funds to the County MSTU Fund.

The fee transferred from the Impact Fee Fund is lower by \$411,766. Cumulatively over the past twenty one (21) years, there is a surplus in the Administrative recovery of \$843,044 (See Table 1.11, Page 4).

TABLE 1.00 SUMMARY OF TOTAL IMPACT FEE ADMINI	STRATION COSTS
LEE COUNTY, FLORIDA	
DEPARTMENT/DIVISION	FY 2011
COMMUNITY DEVELOPMENT DCD Director's Office Other Divisions	\$ 14,076 96,344
TRANSPORTATION & ENGINEERING SERVICES Engineering Services Planning Section	28,410
CONSTRUCTION SERVICES Construction and Design Department	7,873
PUBLIC SAFETY ADMINISTRATION Public Safety Director's Office	0
COUNTY-WIDE ADMINISTRATION Other County-wide Administrative Costs	315,297
PARKS AND RECREATION Administration Support Section	32,338
TOTAL IMPACT FEE ADMINISTRATION COSTS	\$ 494,338
2.30% & 3.00% Administrative Fees Retained	<u>\$ 82,572</u>
Excess Fees over Administrative Cost	\$-411,766

SUMMARY OF FINDINGS

Table 1.11 provides a cumulative comparison of this year's Impact Fee Administrative Cost to the previous twenty (20) years.

The divisions primarily responsible for impact fee administration continues to be Community Development Divisions, Transportation Planning Division, Construction and Design Division, Internal Services Fiscal and Public Safety Administration.

The reasons for the fluctuation over time are discussed in depth in Section III of this report. The increases regarding indirect costs have been identified from the Central Services Full Cost Allocation Plan and will also be addressed in Section III. Each district pays 2.30% with the exception of the City of Bonita Springs and the Town of Fort Myers Beach, which pay 3.00%.

Fiscal <u>Year</u> FY 90-2000 FY 2001	Administrative Fees Retained (3.00%) & 2.30%	Actual Administrative Costs	Excess Fees
	A 404 PTS		Retained
EV 2001	\$4,494,571	\$3,928,831	\$565,740
FI ZUUL	594,749	433,351	161,398
FY 2002	592,443	375,128	217,315
FY 2003	776,797	655,051	121,746
FY 2004	1,957,369	1,215,008	742,361
FY 2005	2,370,683	1,241,725	1,128,958
FY 2006	1,460,512	1,292,200	168,312
FY 2007	691,805	1,121,942	-430,137
FY 2008	334,049	967,182	-633,133
FY 2009	167,036	597,286	-430,250
FY 2010	88,614	446,114	-357,500
FY 2011	82,572	494,338	-411,766
TOTAL	\$13,611,200	\$12,768,156	<u>\$ 843,044</u>
	FY 2003 FY 2004 FY 2005 FY 2006 FY 2007 FY 2008 FY 2009 FY 2010 FY 2011	FY 2003 776,797 FY 2004 1,957,369 FY 2005 2,370,683 FY 2006 1,460,512 FY 2007 691,805 FY 2008 334,049 FY 2009 167,036 FY 2010 88,614 FY 2011 82,572	FY 2003 776,797 655,051 FY 2004 1,957,369 1,215,008 FY 2005 2,370,683 1,241,725 FY 2006 1,460,512 1,292,200 FY 2007 691,805 1,121,942 FY 2008 334,049 967,182 FY 2009 167,036 597,286 FY 2010 88,614 446,114 FY 2011 82,572 494,338

Section III

DEPARTMENTAL ALLOCATIONS

DEPARTMENT OF COMMUNITY DEVELOPMENT

The daily responsibilities of administering Lee County's Impact Fee programs are assigned to various divisions within the Community Development Department as shown in Table 2.00. The majority of impact fee administrative work occurs in this department.

DMMUNITY DEVELOPMENT	
	FY 2011
DCD Director's Office	\$ 14,076
Other Divisions	96,344
TOTAL DEPARTMENTAL COSTS	\$110,420

COMMUNITY DEVELOPMENT Director's Office

Table 2.11 reflects the estimated percentage of each position's workload associated with fee administration in the Department of Community Development Director's Office. Surveys of staff time indicated that these duties are limited to the Director. Responsibilities included the supervision and coordination of the activities performed by subordinate divisions. This official participated in policy development, planning activities and also may be called upon to make final determinations of impact fee charges and credits. Corresponding to the percentage of time spent with impact fees is an amount of the total salary of the employee(s). This salary percent is then compared to total divisional salaries in the Director's Office and an impact fee cost factor of 1.0283% is determined.

TABLE 2.11 DIVISIONAL SA	LARY ANA	LYSIS	
CD DIRECTOR'S OFFICE			
	% of	FY 201	.1 impact fee
Position	time	salary	salary
DCD Director	5.00%	128,232	\$ 6,412
Total Impact Fee Salaries	•	•	\$ 6,412
divided by:Total Divisional Salaries			\$ 623,552
Impact Fee Cost Factor			1.0283%

COMMUNITY DEVELOPMENT Director's Office Cont.

The total allocation of costs from the DCD Director's Office has been calculated by applying the Cost Factor, as determined by the salary devoted to impact fees, to Fringe Benefits, Operating Expenses and Indirect Costs. These proportionate shares of expenses, excluding capital outlay, identified a total impact fee of \$14,076.

CD DIRECTOR'S OFFICE		
	FY	2011
		IMPACT
Description	TOTAL	FEE COSTS
Salaries (from TABLE 2.11) Benefits/Other Operating Expense Capital Outlay	\$ 268,482 344,074 0	\$ 6,412 2,761* 3,538*
DIRECT COSTS		\$ 12,711
INDIRECT COSTS	132,737	1,365
TOTAL IMPACT FEE COSTS		\$ 14,076

COMMUNITY DEVELOPMENT

Table 2.31 reflects the remaining workload activities within the Department of Community Development. Surveys of staff indicated that these duties included the positions of a Director, Building Official, a full time Impact Fee Coordinator, Permit Supervisor and one Permit Representative. Duties included the assessment of fees in conjunction with building permits, monitoring of zoning changes to determine their affect on previously assessed fees and providing information to the public regarding impact fee requirements. The percentage of each staff member's time is compared to divisional salaries and an impact fee cost factor of 1.8687% is determined.

TABLE 2.31 DIVISIONAL SALARY	ANALYSIS		
EVELOPMENT SERVICES DIVISION			
		FY 201	1
	% of	total	impact fee
Position	time	salary	salary
Development Services Director Building Official Impact Fee Coordinator Permit Representative Permitting Supervisor	1% 3% 50% 25% 5%	91,797 101,971 51,389 29,313 101,463	918 3,059 25,695 7,328 5,073
Total Impact Fee Salaries		•	\$ 42,073 \$2,251,443
Impact Fee Cost Factor			1.8687%

COMMUNITY DEVELOPMENT Other Divisions (Cont.)

The total allocation of costs from the Development Services Division is computed by applying the cost factor to Salaries (from Table 2.31), Fringe Benefits, Operating Costs and Indirect Costs below in Table 2.32. The proportionate share of these costs excluding Capital Outlay is \$96,344.

TABLE 2.32 DIVISIONAL COST 8	SUMMARY	
THER DIVISIONS		
	F)	? 2011
Description	TOTAL	IMPACT FEE COSTS
Salaries (from TABLE 2.31) Benefits/Other Other Operating Capital Outlay	\$ 967,293 1,412,228 0	\$ 42,073 18,076* 26,390*
DIRECT COSTS		\$ 86,539
INDIRECT COSTS**	524,693	9,805
* Impact Fee Cost = Total Costs x Impact Fe ** Source of Indirect Costs: FY 2011 Full C		

DEPARTMENT OF TRANSPORTATION SERVICES

Various responsibilities of administering Lee County's Impact Fee in relation to the County's Road Impact Fee programs are assigned to one division within the Department of Transportation Services. This division is the Engineering Services Planning Section. The following Table (3.00) summarizes the allocation of administrative impact fee costs to the Department of Transportation Services.

TABLE 3.00	DEPARTMENTAL COS	r summary	
TRANSPORTATION	SERVICES		
			FY 2011
Engineering	Services Planning Se	ction	\$28,410
TOTAL DEPAR	IMENTAL COSTS		\$28,410
TOTAL DEPAR	IMENTAL COSTS		\$28,410

TRANSPORTATION SERVICES Engineering Services Planning Section

Table 3.21 reflects the bulk of the workload activities within the Department of Transportation Services as performed by staff in the Engineering Services Planning Section. Surveys indicated that these duties are maintained by the Director and Senior Engineer. The responsibilities included the determination of fee amounts and the approving and processing of fee credits and the computing of proportionate shares of fees for the Development of Regional Impact Analyses. The percentage of each staff person's time is factored against total divisional salaries to identify an impact fee cost factor of 4.1332%.

TABLE 3.21 DIVISIONAL SALARY	ANALYSIS		
ENGINEERING SERVICES PLANNING SECTION			
		FY 201	
Position	% of time	total salary	impact fee salary
Senior Engineer	88	101,339	\$ 8,107
DOT Director	5%	121,957	6,098
Total Impact Fee Salaries		•	\$ 14,205
divided by: Total Divisional Salaries			\$343,684
Impact Fee Cost Factor	······		4.1332%

TRANSPORTATION SERVICES Engineering Services Planning Section (Cont.)

The total allocation of costs from the Engineering Services Planning Section has been calculated by applying the cost factor to Fringe Benefits, Operating Costs and Indirect Costs. This proportionate share of expenses including Salaries (from Table 3.21) and excluding capital outlay, grants and aids have operating costs of \$28,410.

GINEERING SERVICES PLANNING SE	CTION	
	FY	2011
		IMPACT
Description	TOTAL	FEE COSTS
Salaries (from TABLE 3.21)		\$14,205
Benefits/Other	\$147,604	6,101*
Other Operating	90,327	3,733*
Capital Outlay/Grants	36,632	
DIRECT COSTS		\$24,039
INDIRECT COSTS**	\$105,764	4,371
TOTAL IMPACT FEE COSTS		\$28,410

CONSTRUCTION SERVICES

Routine duties relating to Lee County's Impact Fee Administration are assigned to the Department of Construction and Design and accomplished by the Construction and Design Division. The following Table (4.00) summarizes the allocation of administrative costs in fulfilling impact fee tasks.

TABLE 4.00	DEPARTMENTAL C	OST SUMMAR	Y	
CONSTRUCTION SER	VICES			
, , , , , , , , , , , , , , , , , , , ,				
			FY 2011	•
Construction	and Design Divisi	ion	\$ 7,873	
TOTAL DEPART	MENTAL COSTS		\$ 7,873	

CONSTRUCTION SERVICES Construction and Design Division

Table 4.11 reflects the percentage of time that the Department Director devoted to impact fee duties. Activities include forecast the needs and delineate budgetary requirements for the Parks and Recreation, Library and general government elements for approximately 40-50 projects of the Lee County Capital Improvement Program through use of community and regional park impact fees. The information from the salary survey is factored against the staff person's salary and total divisional salaries to formulate an impact fee cost factor of .3492%.

ONSTRUCTION AND DESIGN DIVISION			
		FY 201	1
•	% of	total	impact fee
Position	time	salary	salary
Division Director	5%	90,000	\$ 4,500
Total Impact Fee Salaries divided by: Total Divisional Salaries			\$ 4,500 \$1,288,777

CONSTRUCTION SERVICES Construction and Design Division (Cont.)

The full cost of administering Lee County's impact fees has been determined by applying the Impact Fee Cost Factor (derived in Table 4.11) to Fringe Benefits, Operating Costs and Indirect Costs. This proportionate share of costs including Salaries and excluding Capital Outlay items is \$7,873.

ONSTRUCTION AND DESIGN DIVISION		
	F.	Y 2011
		IMPACT
Description	TOTAL	FEE COSTS
Salaries (from TABLE 4.21) Benefits/Other Operating	\$514,469 119,043	\$ 4,500 1,797* 416*
DIRECT COSTS		\$ 6,713
INDIRECT COSTS**	\$332,125	1,160
TOTAL IMPACT FEE COSTS	······································	\$ 7,873

DIVISION OF PUBLIC SAFETY

Responsibility for the administrative functions related to the Fire Impact Fee and Emergency Medical Service Impact Fee ordinances are assigned to the Public Safety Division and specifically to the Public Safety Administration Program. Table 5.00 summarizes the total costs related to impact fee activities in the Public Safety Division. In FY 2011 there was no activity within the Division.

DEPARTMENTAL (COST	SUMMARY			
/INISTRATION					
			F	'Y 201	.1
Administration			 	\$	0
ENTAL COSTS				\$	0
	DEPARTMENTAL O	MINISTRATION Administration	Administration	MINISTRATION E Administration	MINISTRATION FY 201 Administration \$

DIVISION OF PUBLIC SAFETY Public Safety Administration

Table 5.11 represents the estimated percentage of each positions' workload associated with fee administration in the Public Safety Administration Program. Division surveys of staff time indicated that duties are shared by the Fiscal Officer and an Administrative Specialist position. The duties included the determination of fee amounts and the processing and approval of credits. The percentage of time identified by the two staff positions are factored against their salaries and total divisional salaries to formulate an impact fee cost factor of zero. There was no activity in FY 2011.

TABLE 5.11 DIVISIONAL SALARY	ANALYSIS		
UBLIC SAFETY ADMINISTRATION			
Position	% of time	FY 201 total salary	impact fee salary
Admin Specialist Sr Fiscal Officer	96 96	\$	\$
Total Impact Fee Salaries divided by: Total Divisional Salaries			\$ \$
Impact Fee Cost Factor			0%

DIVISION OF PUBLIC SAFETY Public Safety Administration (Cont.)

The Impact Fee Cost Factor identified in Table 5.11 is applied to Fringe Benefits, Operating Expenses (less revenue) and Indirect Costs. This proportionate share of costs which includes the divisional Salaries is zero. There was no activity in FY 2011.

TABLE 5.12	DIVISIONAL COST S	UMMARY		·····	
PUBLIC SAFETY A	DMINISTRATION				
			Y 2011		
			IM	PACT	
Des	cription	TOTAL	FEE	COSTS	
Salaries	(from TABLE 5.11)			\$	0
Benefits/Oth		\$			0*
Other Operat	ing				0*
DIRECT COSTS		***************************************	***************************************	\$	0
INDIRECT COSTS	**				0
TOTAL IMPACT I	EE COSTS			\$	0
* Impact Fee Cost	= Total Costs x Impact Fee C	ost Factor (from I	ABLE 5.11)		
	ct Costs: Maguire Associate			on Plan	

COUNTY-WIDE INDIRECT COSTS

In addition to the allocable costs derived from each of the three departments and one division discussed in preceding sections of this report, Lee County also incurs costs for more generalized administrative support of impact fee programs. This section of the report (Table 6.00) addresses costs of management activities performed by staff of Budget Services, Non-Departmental, Internal Audit, Public Resources, Finance, Purchasing, County Commissioners, County Manager and the County Attorney's Office.

TABLE 6.00	DEPARTMENTAL COST SUMMARY	
JNTY-WIDE INDI	RECT COSTS	
		FY 2011
Budget/Non-De	epartmental/Purchasing	\$ 206,142
County Attorn	ney/Internal Audit	27,691
Finance/Commi	issioners/County Manager	81,464
·		
MORE DESCRIPTION	MENTAL COSTS	\$315,297

COUNTY-WIDE INDIRECT COSTS Other County-Wide Indirect Costs

The remaining impact fee administration costs identified by this study are derived from the Central Services Full Cost Allocation Plan prepared for the County 2011 fiscal period. These costs represent shares of operating costs of the County Attorney, Internal Audit, Finance, Non-Departmental, Purchasing, County Commissioners, County Manager and Budget Services.

Distribution of Budget Services, Internal Audit, County Manager, Commissioners and the County Attorney's Office are based upon percentage estimates of time devoted to Impact Fee Funds. Finance and Non-Departmental costs were allocated on the number of accounting transactions per department. Costs associated with Purchasing were based on purchase order processing. Detailed information regarding these costs was included in the FY 2011 Central Services Full Cost Allocation Plan. Table 6.11 provides a breakdown of the fiscal year's cost allocations by the departmental source of costs and each Impact Fee Fund.

		1		
				
		Sources	of Indirect	Costs
Fund	Fund	Bud/Pur	Atty/Com	FY 2011
#	Title	Non-Dept	Fin/Oth	TOTALS
101	Fire Impact Fees	\$28,777	\$ 19,406	\$ 48,183
186	Comm Park Impact Fees	44,274	20,709	64,983
187	Regional Park Impact Fees	31,287	11,032	42,319
188	Road Impact Fees	43,580	30,388	73,968
189	EMS Impact Fees	28,131	12,356	40,487
·····	TOTALS	\$176,049	\$93,891	\$269,940

COUNTY-WIDE INDIRECT COSTS Other County-Wide Indirect Costs(Cont.)

The following four (4) areas of impact fee administration were included starting in FY 2002 and derive from the FY 2011 Central Services Full Cost Allocation Plan. These costs represent shares of operating costs of the County Attorney, Internal Audit, Finance, Non-Departmental and Budget Services.

Distribution of Budget Services, Internal Audit, Commissioners, County Manager and the County Attorney's Office are based upon percentage estimates of time devoted to Impact Fee Funds. Finance and Non-Departmental costs were allocated on the number of accounting transactions per department. Detailed information regarding these costs was included in the FY 2011 Central Services Full Cost Allocation Plan. Table 6.12 provides a breakdown of the fiscal year's cost allocations by the departmental source of costs and each Impact Fee Fund.

	WIDE INDIRECT COSTS	- FY 20	11		
			Sources	of Indirect	Costs
Fund	Fund		Budget	Attorney	FY 2011
#	Title		Non-Dept	Fin/Oth	TOTALS
185	School Impact Fees		\$30,086	\$ 15,197	\$ 45,283
610	FMB Impact Fees				
611	Bonita Impact Fees				
630	Bonita Road Impact	Fees	7	67	74
	TOTALS		\$30,093	\$15,264	\$ 45,357

DEPARTMENT OF PARKS AND RECREATION

Various routine responsibilities of administering Lee County's Impact Fee programs are assigned to the Parks and Recreation Administrative Section. The following Table (7.00) summarizes the allocation of administrative impact fee costs in fulfilling impact fee tasks.

TABLE 7.00 DEPARTMENTAL COST S	UMMARY
ninistrative Support Section	
	FY 2011
Administrative Support Section	\$32,338
TOTAL DEPARTMENTAL COSTS	\$32,338

Department of Parks and Recreation Administrative Support Section

Table 7.11 reflects the workload activities within the Department of Parks and Recreation Administrative Section. The staff associated with impact fees are comprised of a Director, Deputy Director, GIS Manager, Manager and Fiscal Manager. Duties include forecasting, coordinating community meetings and plans review pertaining to impact fees. The percentage of each staff member's time is compared to divisional salaries and an impact fee cost factor of .1519% is determined.

dministrative Support Section			
		FY 201	1
	% of	total	impact fee
Position	time	salary	salary
Director Deputy Director Manager Fiscal Manager GIS Manager	4 % 4 % 3 % 2 % 5 %	111,208 82,270 53,005 76,098 52,480	\$ 4,44 3,29 1,59 1,52 2,62
Total Impact Fee Salaries			\$ 13,47 8,873,33

DEPARTMENT OF PARKS AND RECREATION Administrative Support Section (Cont.)

The total allocation of costs from the Parks and Recreation Administrative Section is computed by applying the cost factor to Salaries (from Table 7.11), Fringe Benefits and Indirect Costs below in Table 7.12. The proportionate share of these costs excluding Capital Outlay is \$32,338.

MINISTRATIVE SUPPORT SECTION		
	FY	2011
	<u> </u>	IMPACT
Description	TOTAL	FEE COSTS
Salaries (from TABLE 7.11) Benefits/	4,274,333	\$ 13,475 6,493*
Other Operating Capital/Grants	4,730,649 145,662	7,186*
DIRECT COSTS		\$ 27,154
INDIRECT COSTS**	3,412,850	5,184
TOTAL IMPACT FEE COSTS		\$ 32,338