County of Lee, Florida FY 2009 - Impact Fee Cost Allocation Plan

Actual Costs For The Year Ended

SEPTEMBER 30, 2009

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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, 2009 (FY 2009).

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 2009. 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 2009. 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 2009 administrative fee transfers made from Impact Fee Funds to the County MSTU Fund.

The fee transferred from the Impact Fee Fund is lower by \$430,250. Cumulatively over the past nineteen (19) years, there is a surplus in the Administrative recovery of \$1,612,310 (See Table 1.11, Page 4).

TABLE 1.00 SUMMARY OF TOTAL IMPACT FEE ADMIN	ISTRATION COST
LEE COUNTY, FLORIDA	
DEPARTMENT/DIVISION	FY 2009
COMMUNITY DEVELOPMENT DCD Director's Office Other Divisions	\$ 21,948 181,662
TRANSPORTATION & ENGINEERING SERVICES Engineering Services Planning Section	49,235
CONSTRUCTION SERVICES Construction and Design Department	29,786
PUBLIC SAFETY ADMINISTRATION Public Safety Director's Office	6,462
COUNTY-WIDE ADMINISTRATION Other County-wide Administrative Costs	263,922
PARKS AND RECREATION Administration Support Section	44,271
TOTAL IMPACT FEE ADMINISTRATION COSTS	\$ 597,286
2.30% & 3.00% Administrative Fees Retained	<u>\$167,036</u>
Excess Fees over Administrative Cost	\$-430,250

SUMMARY OF FINDINGS

Table 1.11 provides a cumulative comparison of this year's Impact Fee Administrative Cost to the previous eighteen (18) 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%.

LE 1.11 C	UMULATIVE COMPARISON AND ACTUAL COST OF		
Fiscal <u>Year</u>	Administrative Fees Retained (3.00%) & 2.30%	Actual Administrative <u>Costs</u>	Excess Fees <u>Retained</u>
FY 90-95	\$2,104,733	\$1,923,642	\$181,091
FY 1996	388,263	310,534	77,729
FY 1997	497,478	442,758	54,720
FY 1998	455,645	366,205	89,440
FY 1999	455,584	461,492	-5,908
FY 2000	592,868	424,200	168,668
FY 2001	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
TOTAL	\$13,440,014	<u>\$11,827,704</u>	\$1,612,310

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.

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TABLE 2.00	DEPARTMENTAL COST SUMMARY	
OMMUNITY DEVE		
		FY 2009
DCD Director'	s Office	\$ 21,948
Other Divisio	ns	181,662
TOTAL DEPARTM	ENTAL COSTS	\$203,610

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 1.119% is determined.

TABLE 2.11 DIVISIONAL SA	LARY ANA	LYSIS	
DCD DIRECTOR'S OFFICE			
		FY 200	09
	% of	total	impact fee
Position	time	salary	salary
DCD Director	5.00%	142,394	\$ 7,120
Total Impact Fee Salaries			\$ 7,120
divided by:Total Divisional Salaries			\$ 640,359
divided by TOCAL DIVISIONAL DATALLES			

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 \$21,948.

TABLE 2.12	DIVISIONAL COST	SUMMARY	
DCD DIRECTOR'S	OFFICE		
		·	
		FY	2009
			IMPACT
Des	scription	TOTAL	FEE COSTS
	from TABLE 2.11)		\$ 7,120
Benefits/Ot		\$ 626,902	6,971*
Operating H Capital Out		407,491	4,531*
DIRECT COSTS	· •		\$ 18,622
INDIRECT COSTS	3	299,171	3,326
TOTAL IMPACT	FEE COSTS		\$ 21,948
* Impact Fee Cost =	= Total Costs x Impact Fee	Cost Factor (from TABLE	3 2.11)
** Source of Indi	rect Cost: FY 2009 Full	. Cost Plan/Deprecia	tion Report

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 two Permit Representatives. 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 2.4083% is determined.

FY 200 total	-
total	-
	impage foo
~]	impact fee
salary	salary
101,131	1,011
111,608	
55,745	27,873
35,965	26,974
111,089	5,554
-	\$ 64,760
	111,089 -

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 \$181,662.

JUMMARY	
F	7Y 2009
	IMPACT
TOTAL	FEE COSTS
1,949,994 2,330,856 47,850	\$ 64,760 46,962* 56,134*
	\$167,856
573,280	13,806
	TOTAL 1,949,994 2,330,856 47,850

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 COST SUMMARY	
RANSPORTATION	SERVICES	
		FY 2009
Engineering	Services Planning Section	\$49,235
Engineering	Services Planning Section	\$49,235

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, a Program Division Manager 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 5.3437%.

TABLE 3.21DIVISIONAL SALARY	ANALYSIS		
NGINEERING SERVICES PLANNING SECTION	J		
		FY 200	09
Position	% of	total	impact fee salary
	time	salary \$92,127	_
Senior Engineer	21% 2%		\$ 19,347
ENG Program Division Manager		106,050	2,121
DOT Director	18	133,897	1,339
Total Impact Fee Salaries		-	\$ 22,807
divided by: Total Divisional Salaries			\$426,803
Impact Fee Cost Factor			5.3437%

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 \$49,235.

TABLE 3.22 DIVISIONAL COST	SUPPLAKI	
NGINEERING SERVICES PLANNING S	ECTION	
	FY	2009
		IMPACT
Description	TOTAL	FEE COSTS
Salaries (from TABLE 3.21)		\$22,807
Benefits/Other	\$237,481	12,690*
Other Operating	89,117	4,762*
Capital Outlay/Grants		
DIRECT COSTS	-	\$40,259
INDIRECT COSTS**	\$ 167,970	8,976
TOTAL IMPACT FEE COSTS		\$49,235
* Impact Fee Cost = Total Costs x Impac	t Fee Cost Factor	(from TABLE 3.21)
** Source of Indirect Costs: FY 2009 Ful	1 Cost Plan/Depred	iation Report

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.

ONSTRUCTION SERVICES	
ONSTRUCTION SERVICES	
	FY 2009
Construction and Design Division	\$29,786

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 2.4092%.

TABLE 4.11 DIVISIONAL SALARY	ANALYSIS	3	
ONSTRUCTION AND DESIGN DIVISION			····
		FY 200	9
	% of	total	impact fee
Position	time	salary	salary
Division Director	10%	143,180	\$ 14,318
Total Impact Fee Salaries			\$ 14,318
divided by: Total Divisional Salaries			\$594,303
Impact Fee Cost Factor			2.4092%

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 \$29,786.

TABLE 4.12 DIVISIONAL COST :	SUMMARY	
CONSTRUCTION AND DESIGN DIVISION		
	FY	Y 2009
		IMPACT
Description	TOTAL	FEE COSTS
Salaries (from TABLE 4.21) Benefits/Other	\$333,721	\$14,318 8,040*
DIRECT COSTS	- —	\$22,358
INDIRECT COSTS**	\$308,317	7,428
TOTAL IMPACT FEE COSTS		\$29,786
* Impact Fee Cost = Total Costs x Impact Fee C ** Source of Indirect Costs: FY 2009 Full Cost		

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.

TABLE 5.00	DEPARTMENTAL CO	OST SUMMARY	
JBLIC SAFETY AD	MINISTRATION		
			FY 2009
Public Safety	Administration		\$6,462

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 .3615%.

TABLE 5.11 DIVISIONAL SALARY	ANALYSIS		
UBLIC SAFETY ADMINISTRATION			
	+ of	FY 200 total	9 impact fee
Position	time	salary	salary
Admin Specialist Sr Fiscal Officer	18 18	\$58,066 60,480	\$ 581 605
Total Impact Fee Salaries divided by: Total Divisional Salaries		-	\$ 1,186 \$328,061
			.3615%

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 \$6,462.

UBLIC SAFETY ADMINISTRATION		
	ਾਜ	¥ 2009
		IMPACT
Description	TOTAL	FEE COSTS
Salaries (from TABLE 5.11)		\$1,186
Benefits/Other	\$182,448	660*
Other Operating	545,139	1,971*
DIRECT COSTS		\$3,817
ÍNDIRECT COSTS**	731,682	2,645
TOTAL IMPACT FEE COSTS		\$6,462

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	
COUNTY-WIDE INDI	RECT COSTS	
		FY 2009
Budget/Non-Dep	partmental/Purchasing	\$ 139,437
County Attorne	ey/Internal Audit	11,823
Finance/Commis	ssioners/County Manager	112,662
TOTAL DEPARTM	ENTAL COSTS	\$263,922

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 2009 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 2009 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.

	WIDE INDIRECT COSTS - FY 200	8		
		Sources	of Indirect	Costs
Fund	Fund	Bud/Pur	Atty/Com	FY 2009
#	Title	Non-Dept	Fin/Oth	TOTALS
101	Fire Impact Fees	\$16,560	\$ 23,201	\$ 39,761
186	Comm Park Impact Fees	36,269	26,005	62,274
187	Regional Park Impact Fees	20,093	12,977	33,070
188	Road Impact Fees	33,809	27,970	61,779
1.00				

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 2009 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 2009 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.

JUNTY	-WIDE INDIRECT COSTS - FY	2008		
		Sources	of Indirect	Costs
Fund	Fund	Budget	Attorney	FY 2009
#	Title	Non-Dept	Fin/Oth	TOTALS
185	School Impact Fees	\$15,433	\$ 17,739	\$ 33,172
610	FMB Impact Fees	126	717	843
611	Bonita Impact Fees	379	2,455	2,834
630	Bonita Road Impact Fees	31	310	341

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 SUMMARY	?
ministrative S	Support Section	1
		, FY 2009
Administrativ	e Support Section	\$44,271
TOTAL DEPARTN	TENTAL COSTS	\$44,271

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 .1846% is determined.

dministrative Support Section				
		FY 200	9	
-	% of	total	impa	ct fee
Position	time	salary	sa	lary
Director Deputy Director Manager Fiscal Manager GIS Manager	48 48 18 18 18	101,600 75,175 73,352 78,204 53,932	\$	4,064 3,007 734 782 5,393
Total Impact Fee Salaries divided by: Total Divisional Salaries			\$ 7,	13,980 572,942

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 \$44,271.

TABLE 7.12	DIVISIONAL COST	SUMMARY	
ADMINISTRATIVE :	SUPPORT SECTION		
		۲۲	Y 2009
			IMPACT
Desc	ription	TOTAL	FEE COSTS
Salaries Benefits/ Other Operatin Capital/Grants		6,798,236 6,205,770 586,206	\$ 13,980 12,550* 11,456*
DIRECT COSTS			\$ 37,986
INDIRECT COSTS*	**	3,404,902	6,285
	EE COSTS		\$ 44,271