

City of Camas

Park Impact Fee Study

July 2024

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Section I. INTRODUCTION

The City of Camas (City) is seeking to update its parks impact fee (PIF) to provide partial funding for the capital needs of its parks system. In 2022, the City engaged FCS GROUP to calculate a PIF update based on recent growth estimates, its parks project lists, and parks inventory data. The City provides parks and recreation services for all in its boundaries, and the City's park planning efforts extend throughout the same boundaries. The City's PIF is currently \$5,853 per dwelling unit.

The following sections provide the policy background upon which the PIF is based, as well as a general overview of the PIF calculation. The rest of the report details the specific data inputs and results of the PIF calculation.

I.A. POLICY

Park impact fees are enabled by state statutes, authorized by local ordinance, and constrained by the United States Constitution.

I.A.1. State Statutes

Impact fees are authorized by state law in RCW 82.02.050 through 82.02.110. By law, revenue from park impact fees shall be used for park system improvements that will reasonably benefit new development. The money may not be used to address system deficiencies, or maintenance and repair costs. The fees cannot exceed new development's proportionate share of the improvement costs, and the revenue may be spent only for the public facilities which are addressed by the capital facilities plan element of an adopted comprehensive land use plan. Impact fee revenue must be spent within ten years after collection. In addition, the City cannot depend entirely on impact fees to fund capital costs; there must be some amount of funding from other local sources.

I.A.2. Local Ordinance

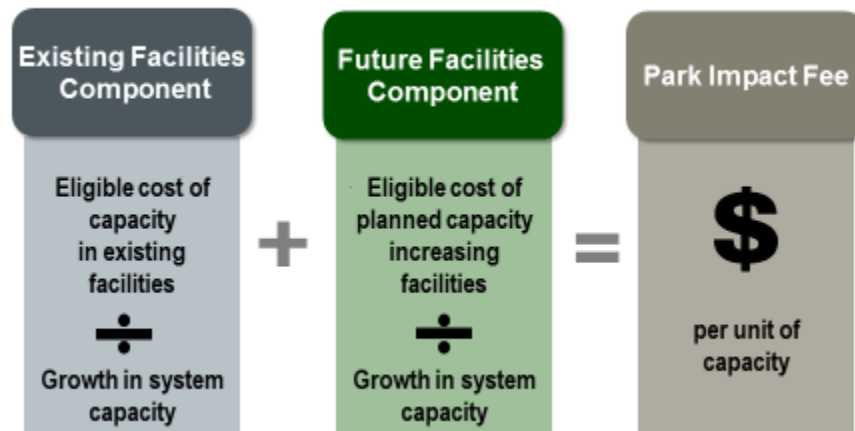
The City of Camas is authorized to charge impact fees under Chapter 3.88 of its municipal code. The City is implementing code updates to support the PIF calculated in this report, as well as to comply with updates to the State Statutes.

I.A.3. United States Constitution

The United States Supreme Court has determined that impact fees and other exactions that comply with state and/or local law may still violate the United States Constitution if they are not proportionate to the impact of the development. The PIF calculated in this report is designed to meet such constitutional and statutory requirements.

I.B. CALCULATION OVERVIEW

In general, impact fees are calculated by adding an existing facilities fee component and a future facilities fee component—both with potential adjustments. Each component is calculated by dividing the eligible cost by growth in units of demand. The unit of demand becomes the basis of the charge. The diagram below summarizes the basic outline of an impact fee calculation, and more detail is provided in the following bullets.



- **The eligible cost of capacity in existing facilities** is the cost of existing park facilities that will serve growth. For a parks impact fee, determining the capacity in the existing system available for growth starts with determining the amount of existing parks facilities that are required for existing users, commonly measured in park acres. One method for doing so first calculates the system’s level-of-service after completion of the capital facilities plan. By applying that level-of-service target to the current population, the City can determine if it’s currently meeting its level-of-service target. If the City has more park facilities (such as park acres) than needed based on its level-of-service target, the costs of such available facilities can be included in the existing facilities component of the impact fee.
- **The eligible portion of capacity increasing projects** is the cost of future projects that will serve growth. Some projects are intended to only serve growth, some projects do not serve to increase the capacity of the City’s park system, and some serve the City’s current and future populations. Determining how projects fall into each category can again be done with a level-of-service calculation to estimate how many park acres (for example) are needed to serve growth given the City’s level-of-service target. Other projects that do not add a measurable number of parks facilities may still be eligible if they will serve both existing and future users.
- **The growth in system demand** is the anticipated growth in the City’s population. However, as residents are not the only users of the City’s park system, employees of businesses within will be included as well, at a separate rate that reflects the parks demand characteristics of commercial developments.

Finally, summing the existing facilities component with the future facilities component gives the fully calculated impact fee.

Section II. PIF ANALYSIS

This section provides the detailed calculations of the maximum allowable PIF for the City of Camas.

II.A. GROWTH

The calculation of projected growth begins with defining the units by which current and future demand will be measured. Then, using the best available data, we quantify the current level of demand and estimate a future level of demand. The difference between the current level and the future level is the growth in demand that will serve as the denominator in the PIF calculations.

II.A.1. Unit of Measurement

A good unit of measurement allows an agency to quantify the incremental demand of development or redevelopment that creates additional demand for park facilities. A better unit of measurement allows an agency to distinguish different levels of demand added by different kinds of development or redevelopment.

II.A.1.a Options

For parks impact fees, demand that can be attributed to individual developments is usually measured in the number of people who will occupy a development. For residential developments, the number of occupants means the number of residents. We use data from the U. S. Census Bureau to estimate the number of residents for different kinds of dwelling units. For non-residential developments, the number of occupants means the number of employees. We use industry data to estimate the number employees per square foot for different kinds of non-residential developments.

When an agency chooses to impose a PIF on both residential and non-residential developments, the demand of one additional resident must be carefully distinguished from the demand of one additional employee. This is usually accomplished by the calculation of a residential equivalent. One resident is equal to one residential equivalent, and one employee is typically less than one residential equivalent.

Non-residential developments are a source of demand for parks facilities in Camas, and the City intends to charge PIFs for both residential and non-residential developments using residential equivalents as the unit of growth.

II.A.2. Demand Adjustment for Non-Residential Users

To charge PIFs to both residential and non-residential developments, we must estimate both (1) how much availability non-residential occupants (i.e., employees) have to use parks facilities and (2) how that availability differs from residential occupants (i.e., residents).

The calculation begins with the most recent counts for population and employment in Camas. As shown in **Exhibit 2.1** below, in 2019 (the most recent year for which both population and employment data were available), 25,602 residents lived in Camas, according to the Census Bureau's

American Community Survey. Also, according to the Census Bureau, 9,052 employees worked in Camas for their primary occupation. Of these, 1,425 people both lived and worked in Camas.

Exhibit 2.1 – 2019 Population and Employment in Camas

| Population and Employment, 2019 | Living Inside Camas | Living Outside Camas | Total |
|---------------------------------|------------------------|-------------------------|-------|
| Working Inside Camas | 1,425 | 7,627 | 9,052 |
| Working Outside Camas | 8,628 | | |
| Not Working | 15,549 | | |
| Total | 25,602 | | |

Source: Census Bureau, OnTheMap, 2019 Inflow/Outflow Analysis on Primary Jobs

Next, we estimate the number of hours per week that each category of person would be available to use the parks facilities in Camas. **Exhibit 2.2** below shows an estimate of maximum availability. It assumes that 8 hours each day are used for sleeping for all residents of the City. For those who are not working, the remaining 16 hours of each day are available for use of the parks system, giving a total of 112 hours per week of parks system availability. For workers, 8 hours of each day are assumed to be spent at work, which leaves the remaining 8 hours per weekday available for residential use of the parks system. In addition, workers have 16 hours of residential demand each weekend day, for a total of 72 hours per week of residential demand. During work, 1 hour is assumed to be available for workers to use the parks system, giving 5 hours per week of non-residential demand. These estimates are not of actual use, but maximum availability.

Exhibit 2.2 – Demand Estimates by Category of Parks User

| Hours per Week of Park Availability Per Person, Residential Demand | Living Inside Camas |
|---|------------------------|
| Working Inside Camas | 72 |
| Working Outside Camas | 72 |
| Not Working | 112 |

Source: FCS GROUP.

| Hours per Week of Park Availability Per Person, Non-Residential Demand | Living Inside Camas | Living Outside Camas |
|--|------------------------|-------------------------|
| Working Inside Camas | 5 | 5 |
| Working Outside Camas | | |
| Not Working | | |

Source: FCS GROUP.

When the hours of availability above are multiplied by the counts presented earlier, we can determine the relative demand of residents and employees. As shown in **Exhibit 2.3** below, the parks demand of one employee is equivalent to the parks demand of about 0.05 residents. To put it another way, the parks demand of about 19.26 employees is equivalent to the parks demand of one resident.

Exhibit 2.3 – Total Hours per Week of Park Availability

| Total Hours per Week of Park Availability, 2019 | Residential hours | Non-residential hours | Total Hours |
|---|-------------------|-----------------------|------------------|
| Working Inside Camas | 102,600 | 45,260 | 147,860 |
| Working Outside Camas | 621,216 | | 621,216 |
| Not Working | 1,741,515 | | 1,741,515 |
| Total | 2,465,331 | 45,260 | 2,510,591 |
| Hours per resident | 96 | | |
| Hours per employee | | 5 | |
| Residents per employee | | | 0.05 |

Source: Previous tables

II.A.3. Growth in Demand

The current (2020) demand for parks facilities is 26,544 residential equivalents. That number is the sum of 26,065 residents and 479 residential equivalents for 9,216 employees. Population estimates come from the 2022 Parks, Recreation, and Open Space (PROS) Plan, and employee counts come from the Census Bureau estimates for 2019 increased proportionally with the population.

During the forecast period from 2020 to 2035, the residential population is expected to grow by 8,035 residents. If total residential equivalents remain proportionate to the residential population, then residential equivalents will grow by 8,183 to a total of 34,726 residential equivalents. Therefore, 8,183 residential equivalents will be the denominator for the PIF calculations later in this report.

Exhibit 2.4 below summarizes these calculations:

Exhibit 2.4 – Growth in Demand

| Residential Equivalent Growth, Camas | 2020 | 2035 | Growth | CAGR | Growth Share |
|--------------------------------------|---------------|---------------|--------------|--------------|---------------|
| Population | 26,065 | 34,100 | 8,035 | 1.81% | 23.56% |
| Employees | 9,216 | 12,056 | 2,841 | 1.81% | 23.56% |
| Residential-equivalent employees | 479 | 626 | 148 | 1.81% | 23.56% |
| Total residential equivalents | 26,544 | 34,726 | 8,183 | 1.81% | 23.56% |

Source: 2022 PROS Plan

II.B. FUTURE FACILITIES FEE

The future facilities fee is the eligible cost of planned projects per unit of growth that such projects will serve. Since we have already calculated growth (denominator) above, we will focus here on the future facilities fee cost basis (numerator).

II.B.1. Eligibility

A project’s eligible cost is the product of its total cost and its eligibility percentage. The eligibility percentage represents the portion of the project that creates capacity for future users.

For park impact fees, eligibility is often determined by a level-of-service analysis that quantifies the park facilities that are needed for growth (and are therefore eligible to be included in the future

facilities cost basis). Park facilities can be measured by sorting them into categories such as neighborhood park, community park, or open space, or by considering their respective units of measurement (e.g., acres) without distinguishing them by park type. Further, in either approach, the current or future level of service may be targeted. These two separate choices create four distinct and equally defensible ways of calculating the eligibility percentage of each project.

Each method will be examined in the sections below.

II.B.1.a Current Level of Service (By Category and by Unit of Measurement)

Determining PIF eligibility for parks projects using the current level of service requires determining the quantity of parks facilities needed to maintain the current level of service. Any projects that add facilities in excess of that quantity are ineligible.

The City has seven relevant parks categories for determining its level of service by category. These are shown in the upper panel of the first column in **Exhibit 2.5**. Each category receives its own level of service. Using neighborhood parks as an example, the City currently has 36.03 acres of neighborhood parks. Using the 2020 population discussed above, this implies that there are 1.38 acres of neighborhood parks per 1,000 residents. The parks project list, when completed, will add 28.18 acres of neighborhood parks. Based on the 2035 population and the current level of service, only 11.11 additional acres of neighborhood parks are needed. So, only 11.11 acres out of the planned 28.18 acres are eligible for inclusion in the parks impact fee, or 39.41 percent.

The same line of reasoning is used to develop the eligibility percentages for other parks categories. Calculating eligibility using level of service by unit of measurement (e.g., acres, miles), instead of by park type, also follows the same approach. The eligibility percentage for each parks category or unit of measurement is shown in the last column of **Exhibit 2.5**.

Exhibit 2.5 – Eligibility under the Current Level of Service

| | Units | 2020 Quantity | 2020 Units per 1,000 Residents | Change in Quantity | Current LoS Additional Needed to Maintain LoS | Eligibility |
|----------------------------------|--------|---------------|--------------------------------|--------------------|---|-------------|
| By Category: | | | | | | |
| Neighborhood Park | Acres | 36.03 | 1.38 | 28.18 | 11.11 | 39.41% |
| Community Park | Acres | 59.74 | 2.29 | - | 18.42 | 0.00% |
| Regional Park | Acres | 54.80 | 2.10 | 5.00 | 16.89 | 100.00% |
| Cemetery | Acres | 25.40 | 0.97 | - | 7.83 | 0.00% |
| Greenspace | Acres | 839.68 | 32.21 | (25.53) | 258.85 | 0.00% |
| Special Facility | Number | 6.00 | 0.23 | 2.00 | 1.85 | 92.48% |
| Trail | Miles | 12.00 | 0.46 | 20.30 | 3.70 | 18.22% |
| By Unit of Measurement: | | | | | | |
| Acres of Parks and Natural Areas | Acres | 1,015.64 | 38.97 | 7.65 | 313.09 | 100.00% |
| Number of Special Facilities | Number | 6.00 | 0.23 | 2.00 | 1.85 | 92.48% |
| Miles of Trail | Miles | 12.00 | 0.46 | 20.30 | 3.70 | 18.22% |

Source: City of Camas, previous tables

II.B.1.b Future Level of Service (By Category and Unit of Measurement)

To determine PIF eligibility using the future level of service, the proposed additional quantity of planned parks facilities is added to the current quantity of parks facilities. Using the future population, a future level of service is then calculated. That level of service is compared to the current parks system to determine if any deficiencies exist against the current population. Only the portions of parks projects that do not cure existing deficiencies are considered eligible for the future facilities fee cost basis under this method.

As in the previous section, calculating PIF eligibility based on future level of service can be done both when measuring parks facilities by category and when measuring by unit of measurement.

Exhibit 2.6 below outlines both methods using the future level of service. Using neighborhood parks as an example again, the City currently has 36.03 acres of neighborhood parks. The parks project list, when completed, will add 28.18 acres of neighborhood parks. This results in a future level of service of 1.88 acres of neighborhood parks per 1,000 residents in 2035. If that level of service was applied to the 2020 population, a minimum of 49.08 acres would be needed. However, the City only has 36.03 acres in 2020, so 13.05 of the acres being constructed would be curing the current deficiency in the system and would not be eligible for inclusion in the PIF cost basis. Therefore, only the remaining 15.13 acres added by the project list are eligible for inclusion in the PIF, or 53.69 percent.

The same approach is used to develop the eligibility percentages for other parks categories. Calculating eligibility using level of service by unit of measurement (e.g., acres, miles), instead of by park type, follows the same logic. The eligibility percentage for each parks category or unit of measurement is shown in the “Eligibility” column of **Exhibit 2.6** below.

Exhibit 2.6 – Eligibility under the Future Level of Service

| | Units | 2020 Quantity | 2020 Units per 1,000 Residents | Change in Quantity | Future LoS | | | Reimbursable Quantity |
|----------------------------------|--------|---------------|-----------------------------------|-----------------------|-----------------------------------|--------------------------|-------------|--------------------------|
| | | | | | 2035 Units per 1,000 Residents | 2020 Minimum Quantity | Eligibility | |
| By Category: | | | | | | | | |
| Neighborhood Park | Acres | 36.03 | 1.38 | 28.18 | 1.88 | 49.08 | 53.69% | - |
| Community Park | Acres | 59.74 | 2.29 | - | 1.75 | 45.66 | 0.00% | 14.08 |
| Regional Park | Acres | 54.80 | 2.10 | 5.00 | 1.75 | 45.71 | 100.00% | 9.09 |
| Cemetery | Acres | 25.40 | 0.97 | - | 0.74 | 19.41 | 0.00% | 5.99 |
| Greenspace | Acres | 839.68 | 32.21 | (25.53) | 23.88 | 622.31 | 0.00% | 217.37 |
| Special Facility | Number | 6.00 | 0.23 | 2.00 | 0.23 | 6.11 | 94.25% | - |
| Trail | Miles | 12.00 | 0.46 | 20.30 | 0.95 | 24.69 | 37.49% | - |
| By Unit of Measurement: | | | | | | | | |
| Acres of Parks and Natural Areas | Acres | 1,015.64 | 38.97 | 7.65 | 30.01 | 782.18 | 100.00% | 233.47 |
| Number of Special Facilities | Number | 6.00 | 0.23 | 2.00 | 0.23 | 6.11 | 94.25% | - |
| Miles of Trail | Miles | 12.00 | 0.46 | 20.30 | 0.95 | 24.69 | 37.49% | - |

Source: City of Camas, previous tables

The final column of **Exhibit 2.6** shows the reimbursable quantity of each park category and unit of measurement. The quantity of such park facilities exceeds the existing needs of the park system when measuring by the future level of service, and as such, can be used to provide capacity for future users. Since those facilities will benefit future users, a share of their cost can be included in the existing facilities cost basis.

II.B.2. Expansion Projects

The first of the City’s two project lists includes projects that will expand the inventory of the parks system and are therefore subject to the eligibility calculations described above. The total cost of these projects is \$50.95 million, and eligibility is based on the level-of-service calculation chosen. These projects are summarized in **Exhibit 2.7** below. The eligibility percentages and the eligible cost columns are shown assuming the future level-of-service calculation by unit of measurement. As shown, the total eligible cost is \$44.33 million.

Exhibit 2.7 – Expansion Projects

| Project Name | Total Cost | Eligibility | Eligible Cost |
|---|----------------------|-------------|----------------------|
| Trail Corridors | \$ 2,500,000 | 37.49% | \$ 937,299 |
| T-3 Trail - East segment of N. Shore Trail | 1,250,000 | 37.49% | 468,649 |
| Mill Ditch Trail | 3,500,000 | 37.49% | 1,312,218 |
| Green Mountain property | 1,500,000 | 37.49% | 562,379 |
| Neighborhood park | 4,500,000 | 100.00% | 4,500,000 |
| Neighborhood park | 4,000,000 | 100.00% | 4,000,000 |
| Ash Creek Park | 2,200,000 | 100.00% | 2,200,000 |
| Neighborhood park | 3,500,000 | 100.00% | 3,500,000 |
| Lacamas Heights Park | 1,000,000 | 100.00% | 1,000,000 |
| Ostensen Canyon Park | 3,000,000 | 100.00% | 3,000,000 |
| Legacy Lands - Phase I, implementation site master plan | 4,000,000 | 100.00% | 4,000,000 |
| Aquatic Center * | 19,000,000 | 94.25% | 17,907,918 |
| Public Plaza | 1,000,000 | 94.25% | 942,522 |
| Total | \$ 50,950,000 | | \$ 44,330,985 |

Source: 2022 PROS Plan

II.B.3. Infill List

The second of the City’s two project lists includes projects that will not expand the inventory of the parks system by adding acres but that will nevertheless add capacity for future users by adding amenities. The project list is shown in **Appendix A** and has a total cost of \$56.22 million. Each project is assigned one of two eligibility percentages: zero percent if the project is for repair or replacement of existing assets and 23.56 percent if the project adds new amenities. That 23.56 percent represents the share of total future users made up by new users at the end of the planning period in 2035. Assigning a project that eligibility percentage recognizes that existing and future users are expected to share new amenities in existing parks proportionately. The total eligible cost of the infill list is approximately \$13.02 million.

II.B.4. Calculated Future Facilities Fee Cost Basis

After determining costs associated with expanding capacity, the future facilities fee cost basis is calculated by multiplying those costs by their respective eligibility percentages. As discussed above, eligibility for capacity-expanding costs on the project list were determined through level-of-service calculations, and projects on the infill list were assigned either 0 or 23.56 percent. All methods are equally valid, meaning that the future facilities cost basis ranges from \$44.29 million up to \$57.35 million depending on the level of service method chosen, as shown in **Exhibit 2.8** below.

Exhibit 2.8 – Future Facilities Cost Basis

| Future Facilities Cost Basis | Current LoS | | | Future LoS | |
|----------------------------------|-----------------------|-------------|----------------------|-------------|----------------------|
| | Cost | Eligibility | Eligible Cost | Eligibility | Eligible Cost |
| By Category | | | | | |
| Neighborhood Park | \$ 18,200,000 | 39.41% | \$ 7,172,720 | 53.69% | \$ 9,771,083 |
| Community Park | - | 0.00% | - | 0.00% | - |
| Regional Park | 4,000,000 | 100.00% | 4,000,000 | 100.00% | 4,000,000 |
| Cemetery | - | 0.00% | - | 0.00% | - |
| Greenspace | - | 0.00% | - | 0.00% | - |
| Special Facility | 20,000,000 | 92.48% | 18,496,068 | 94.25% | 18,850,440 |
| Trail | 8,750,000 | 18.22% | 1,594,489 | 37.49% | 3,280,545 |
| Expansion Projects Total | \$ 50,950,000 | | \$ 31,263,276 | | \$ 35,902,068 |
| Infill Projects | 56,215,000 | | 13,022,120 | | 13,022,120 |
| Total | \$ 107,165,000 | | \$ 44,285,395 | | \$ 48,924,188 |
| By Unit of Measurement | | | | | |
| Acres of Parks and Natural Areas | \$ 22,200,000 | 100.00% | \$ 22,200,000 | 100.00% | \$ 22,200,000 |
| Number of Special Facilities | 20,000,000 | 92.48% | 18,496,068 | 94.25% | 18,850,440 |
| Miles of Trail | 8,750,000 | 18.22% | 1,594,489 | 37.49% | 3,280,545 |
| Expansion Projects Total | \$ 50,950,000 | | \$ 42,290,556 | | \$ 44,330,985 |
| Infill Projects | 56,215,000 | | 13,022,120 | | 13,022,120 |
| Total | \$ 107,165,000 | | \$ 55,312,676 | | \$ 57,353,105 |

Source: Previous tables

II.C. EXISTING FACILITIES FEE

The existing facilities fee is related to the eligible cost of the park facilities available for future users. Growth was calculated in Section II.A and **Exhibit 2.6** shows the quantity of facilities available for inclusion in the existing facilities fee. The remaining component of the fee calculation is the original cost of eligible park facilities.

II.C.1. Existing Facilities Fee Cost Basis

The City provided records for historical expenditures on its parks system going back as far as 1951. These costs were divided into categories and unit of measurement as shown in the third column of **Exhibit 2.9**. By dividing that investment by the total number of units in each category, the historical investment per unit was calculated as shown in the fifth column of **Exhibit 2.9**.

Exhibit 2.9 – Historical Investment in the City’s Parks System

| | Units | Historical Investment | Number of Units | Historical Investment per Unit |
|----------------------------------|--------|-----------------------|-----------------|--------------------------------|
| By Category: | | | | |
| Neighborhood Park | Acres | \$ 3,720,679 | 36.03 | \$ 103,272 |
| Community Park | Acres | 2,498,285 | 59.74 | 41,819 |
| Regional Park | Acres | 6,578,811 | 54.80 | 120,051 |
| Cemetery | Acres | - | 25.40 | - |
| Greenspace | Acres | 31,871,085 | 839.68 | 37,956 |
| Special Facility | Number | 5,008,302 | 6.00 | 834,717 |
| Trail | Miles | 2,417,414 | 12.00 | 201,451 |
| Total | | \$ 52,094,576 | | |
| By Unit of Measurement: | | | | |
| Acres of Parks and Natural Areas | Acres | \$ 44,668,861 | 1015.64 | \$ 43,981 |
| Number of Special Facilities | Number | 5,008,302 | 6.00 | 834,717 |
| Miles of Trail | Miles | 2,417,414 | 12.00 | 201,451 |
| Total | | \$ 52,094,576 | | |

Source: City staff, previous tables

By multiplying that investment per unit by the number of units shown in **Exhibit 2.6**, the eligible cost of those park facilities is calculated to be approximately \$9.93 million when measuring by category and approximately \$10.27 million when measuring by unit of measurement. However, an adjustment must be made for growth’s share of outstanding debt related to that investment. Such an adjustment is necessary to make sure that growth isn’t paying twice for the same capacity; once in the PIF, and once through property taxes. Growth’s share of outstanding principal is estimated to be \$2.84 million, and so the total eligible amount is either \$7.29 million or \$7.62 million depending on the method used for determining level of service.

Exhibit 2.10 – Existing Facilities Fee Cost Basis

| | Units | Eligible Number of Units | Unadjusted Eligible Amount | Outstanding Principal | Growth's Share of Outstanding Principal | Total Eligible Amount |
|----------------------------------|--------|--------------------------|----------------------------|-----------------------|---|-----------------------|
| By Category: | | | | | | |
| Neighborhood Park | Acres | - | \$ - | \$ - | \$ - | \$ - |
| Community Park | Acres | 14.08 | 588,672 | - | - | 588,672 |
| Regional Park | Acres | 9.09 | 1,091,351 | - | - | 1,091,351 |
| Cemetery | Acres | 5.99 | - | - | - | - |
| Greenspace | Acres | 217.37 | 8,250,521 | 11,224,000 | 2,644,717 | 5,605,804 |
| Special Facility | Number | - | - | 840,000 | 197,930 | - |
| Trail | Miles | - | - | - | - | - |
| Total | | | \$ 9,930,544 | \$ 12,064,000 | \$ 2,842,646 | \$ 7,285,827 |
| By Unit of Measurement: | | | | | | |
| Acres of Parks and Natural Areas | Acres | 233.47 | \$ 10,268,171 | \$ 11,224,000 | \$ 2,644,717 | \$ 7,623,455 |
| Number of Special Facilities | Number | - | - | 840,000 | 197,930 | - |
| Miles of Trail | Miles | - | - | - | - | - |
| Total | | | \$ 10,268,171 | \$ 12,064,000 | \$ 2,842,646 | \$ 7,623,455 |

Source: City staff, previous tables

II.D. CALCULATED PIF

This section combines the eligible cost from the future facilities cost basis and the existing facilities cost basis. It also makes an adjustment for the estimated future facilities fee balance. This fund balance was collected based on the City’s previous PIF methodology. To avoid the risk of double-charging for projects that were carried over from the previous list to the list used in this calculation, the outstanding fund balance is removed.

After adjusting for the fund balance, the PIF is calculated by dividing the total cost basis for each level of service calculation by the growth in residential equivalents, producing a parks impact fee per residential equivalent. **Exhibit 2.11** below summarizes the PIF calculation for all four measures of level of service.

Exhibit 2.11 – Calculated PIF

| Calculated Parks Impact Fee | Current by Category | Future by Category | Current by Unit | Future by Unit |
|--|---------------------|--------------------|------------------|------------------|
| Cost Basis: | | | | |
| Future Facilities | \$ 44,285,395 | \$ 48,924,188 | \$ 55,312,676 | \$ 57,353,105 |
| Estimated Future Facilities Fee Balance | (3,851,009) | (3,851,009) | (3,851,009) | (3,851,009) |
| Existing Facilities | - | 7,285,827 | - | 7,623,455 |
| Total Cost Basis | \$ 40,434,386 | \$ 52,359,006 | \$ 51,461,667 | \$ 61,125,550 |
| Growth in Residential Equivalents | 8,183 | 8,183 | 8,183 | 8,183 |
| Future Facilities Fee per Residential Equivalent | \$ 4,942 | \$ 5,508 | \$ 6,289 | \$ 6,539 |
| Existing Facilities Fee per Residential Equivalent | - | 890 | - | 932 |
| Total Parks Impact Fee per Residential Equivalent | \$ 4,942 | \$ 6,399 | \$ 6,289 | \$ 7,470 |
| Impact Fee per Dwelling Unit | \$ 13,739 | \$ 17,791 | \$ 17,486 | \$ 20,770 |
| Impact Fee per Employee | 257 | 332 | 327 | 388 |

Source: Previous tables, Census Bureau ACS 2020 5-year Estimates for Camas, Table B25024 and B25033

As shown above, the maximum allowable PIF is \$7,470 per residential equivalent under the future level of service by unit of measurement. The resulting PIF is \$20,770 for a residential dwelling unit, based on an average occupancy of 2.78 residents per Census data.

The rate per employee is \$388 based on the equivalency calculated in **Section II.A**. The non-residential PIF can be charged using an estimate of employee density per 1,000 square feet. **Exhibit 2.12** below provides a schedule for the non-residential PIF for all four level-of-service calculations based on employee density estimates from the Portland Metro regional government and the U.S. Census Bureau Area Profile provided in its 2021.

Exhibit 2.12 – Calculated Non-residential PIF

| | Employees per 1,000 SF | Current by Category | Future by Category | Current by Unit | Future by Unit |
|----------------|---------------------------|------------------------|-----------------------|--------------------|-------------------|
| Industrial | 1.17 | \$300 | \$389 | \$382 | \$454 |
| Retail | 2.13 | \$546 | \$707 | \$695 | \$825 |
| Office | 2.16 | \$555 | \$719 | \$706 | \$839 |
| Healthcare | 2.86 | \$733 | \$949 | \$933 | \$1,108 |
| Overall | 1.77 | \$454 | \$588 | \$578 | \$687 |

Source: Metro, "1999 Employment Density Study," Table 4. US Census Bureau Area Profile (2021) OnTheMap - All Employees

Section III. IMPLEMENTATION

This section addresses practical aspects of implementing PIFs and provides comparisons to other jurisdictions.

III.A. INDEXING

We recommend that the City index its charges to the Engineering News Record Construction Cost Index for the City of Seattle and adjust its charges annually.

III.B. SCALING THE RESIDENTIAL PIF

New Washington State law requires a scaling impact fee schedule for PIFs charged to residential dwelling units. This is discussed in RCW 82.02.060(1), which states that the schedule for PIFs “shall reflect the proportionate impact of new housing units... based on the square footage, number of bedrooms, or trips generated.” Per the same code section, this scaling requirement is intended “to produce a proportionally lower impact fee for smaller housing units.” This requirement is not just for single-family dwelling units, but also for multi-family dwelling units.

One approach for scaling the PIF is to estimate the smallest dwelling unit size (inclusive of single-family and multi-family dwelling units) necessary to accommodate one resident in Camas, and thereby calculate the PIF per dwelling unit as a per square foot charge. The Census Bureau’s statistics from the American Community Survey state that the average occupancy per dwelling unit in Camas in 2020 was 2.78. Per Clark County Assessor’s data, the City’s estimated average dwelling unit size (inclusive of both single-family and multi-family dwelling units) is 2,277 square feet. That means that, on average, 819 square feet accommodates one resident, and 1 square foot will accommodate 0.0012 residents.

American Housing Survey data for the Portland Metro Area shows that, to a point, house size is positively correlated with the number of occupants. After about 2,605 square feet, that correlation dissipates. Therefore, we recommend that the City scale its parks impact fee for residential developments up to a maximum of 2,605 square feet. Doing so would set a minimum PIF of \$7,470 for dwelling units at 819 square feet or less, and a maximum PIF of \$23,770 at 2,605 square feet or more. Each intermediate square foot would increase the PIF by \$9.12. This approach is summarized in **Exhibit 3.1** below.

Exhibit 3.1 – Scaled Residential PIF Calculations

| Parks Impact Fee Schedule | Square Feet | Residents | Impact Fee |
|---|-------------|-----------|------------|
| Impact fee per resident | 819 | 1.0000 | \$7,470 |
| Impact fee per square foot of dwelling unit | 1 | 0.0012 | \$9.12 |
| Maximum impact fee per dwelling unit | 2,605 | 3.1819 | \$23,770 |

Source: Census Bureau ACS 2020 5-year Estimates for Camas, 2019 American Housing Survey for Portland, City staff

The City can use the summary provided in **Exhibit 3.1** to generate a PIF schedule to be applied to both single-family and multi-family residential units based on their total square footage (SF). **Exhibit 3.2** provides an example of such a schedule where housing units are sorted into different SF ranges, with each range being assigned a SF for the purpose of calculating the PIF.

Exhibit 3.2 – Scaled Residential PIF Schedule

| Example Scaled PIF Schedule | Calculated PIF |
|-----------------------------|-----------------|
| 0 to 1,000 SF | \$7,470 |
| 1,001 to 2,000 SF | \$13,685 |
| 2,001 to 2,600 SF | \$20,770 |
| 2,601 SF and above | \$23,766 |

Source: Previous tables

In addition to requirements for scaling laid out in RCW 82.02.060(1), state law also puts restrictions on the impact fees that can be charged to accessory dwelling units (ADUs). Per RCW 36.70A.681(a), the city may not assess impact fees on ADUs that are greater than 50 percent of the charge assessed to the principal dwelling unit. Therefore, if the City implements a scaling schedule as laid out in **Exhibit 3.2**, the City should also ensure that its code limits the charge for an ADU to 50 percent of the charge assessed to the principal dwelling unit. For example, if the principal dwelling unit is 1,500 SF, the charge for an ADU added to that property should be no more than 50 percent multiplied by \$13,685, or \$6,482.

III.C. COMPARISONS

Exhibit 3.3 below shows a comparison of PIFs calculated for single-family residences for some relevant jurisdictions.

Exhibit 3.3 – PIF Comparisons for Single-family Residences

| Jurisdiction | PIF for a SFR* |
|--------------------------|-----------------|
| Camas** (Maximum) | \$20,770 |
| Issaquah | \$10,805 |
| Kirkland | \$8,016 |
| Sammamish | \$6,739 |
| Washougal | \$6,663 |
| Redmond | \$6,373 |
| Camas (Current) | \$5,853 |
| Shoreline | \$5,410 |
| Vancouver | \$5,232 |
| Woodland | \$4,580 |
| Battleground | \$4,419 |
| Ridgefield | \$4,181 |
| La Center | \$2,842 |

Source: FCS GROUP Survey, 3/28/2024

*SFR = Single-family residence

**Assumes 2,000 to 2,499 SF

Exhibit 3.4 below shows a comparison of PIFs calculated for multi-family homes for some relevant jurisdictions.

Exhibit 3.4 – PIF Comparisons for Multi-family Dwelling Units

| Jurisdiction | PIF per Dwelling Unit |
|--------------------------|-----------------------|
| Camas** (Maximum) | \$13,685 |
| Issaquah | \$6,633 |
| Kirkland*** | \$6,093 |
| Camas (Current) | \$5,853 |
| Washougal*** | \$4,829 |
| Woodland | \$4,580 |
| Sammamish | \$4,362 |
| Ridgefield | \$4,181 |
| Redmond | \$4,085 |
| Vancouver | \$3,824 |
| Battleground | \$3,670 |
| Shoreline | \$3,548 |
| La Center*** | \$2,842 |

Source: FCS GROUP Survey, 3/28/2024

**Assumes 1,001 to 2,000 SF

***Kirkland has an ADU rate of \$3,224

Washougal has an ADU rate of \$2,332

La Center has an ADU rate of \$710

Exhibit 3.5 below shows a comparison of PIFs calculated for 1,000 square feet of office space. As shown, many jurisdictions do not charge a non-residential PIF.

Exhibit 3.5– PIF Comparisons for 1,000 Square Feet of Office Space

| Jurisdiction | PIF for 1,000 SF Office Space |
|------------------------|-------------------------------|
| Redmond | \$1,726 |
| Issaquah | \$1,150 |
| Camas (Maximum) | \$504 |
| Camas (Current) | \$0 |
| Kirkland | \$0 |
| Sammamish | \$0 |
| Shoreline | \$0 |
| Vancouver | \$0 |
| Ridgefield | \$0 |
| La Center | \$0 |
| Battleground | \$0 |
| Woodland | \$0 |
| Washougal | \$0 |

Source: FCS GROUP Survey, 3/28/2024

APPENDIX A: INFILL PROJECT LIST

| Project Name | Details | Total Cost | Impact Fee Eligibility | Impact Fee Eligible Costs |
|--|--|---------------|------------------------|---------------------------|
| Crown Park | Park development per site master plan | \$ 6,300,000 | 23.56% | \$ 1,484,472 |
| Open Space Management Plan | Develop Plan | - | 23.56% | - |
| Urban Forestry Management Plan | Develop Plan | - | 23.56% | - |
| System-wide | Trails & Trailheads - planning and development | 1,800,000 | 23.56% | 424,135 |
| Skate Park | | - | 23.56% | - |
| Closing the Loop - Heritage and N. Shore trails | Planning and development | 1,500,000 | 23.56% | 353,446 |
| Mill Ditch Trail | Trail corridor access point & stairway planning | 225,000 | 23.56% | 53,017 |
| System-wide | Minor repair/replacement (parks amenities) projects | 250,000 | 0.00% | - |
| Forest Home Park | Picnic shelter, drainage, building replacement & minor upgrades | 300,000 | 23.56% | 70,689 |
| 3rd Ave. Trailhead | Trailhead development | - | 23.56% | - |
| Legacy Lands - Phase I, develop site master plan | Using existing draft Vision Plan, phased approach to Master Planning. This would be Phase I. | - | 23.56% | - |
| Skate Park (Phase 2) | Phase II - Water access, trail and parking improvements | 2,000,000 | 23.56% | 471,261 |
| Bike pump track | Install bike pump track at selected site | 350,000 | 23.56% | 82,471 |
| Dog Park | Install dog park at selected site | 125,000 | 23.56% | 29,454 |
| System-wide | Install all-inclusive playground at selected site | 600,000 | 23.56% | 141,378 |
| All-inclusive playground | ADA compliance projects: facilities, pathway & amenities | 200,000 | 23.56% | 47,126 |
| System-wide (ADA Compliance projects) | Sports Field - assessment of existing fields & planning for system gaps | 100,000 | 23.56% | 23,563 |
| System-wide (assessment of existing fields) | Field improvements, new fence, infield dirt/grading, etc. | 200,000 | 23.56% | 47,126 |
| Fallen Leaf Softball Field | Site master plan | 250,000 | 23.56% | 58,908 |
| Green Mountain property | Wayfinding and Park Signage program | 150,000 | 23.56% | 35,345 |
| System-wide | Modify dock, staging to separate non-motorized launches and Gate access control upgrades | 125,000 | 23.56% | 29,454 |
| Heritage Park | Playground replacements | 1,000,000 | 23.56% | 235,630 |
| System-wide (wayfinding and signage) | | 150,000 | 0.00% | - |
| Dorothy Fox Park | Sport field drainage/renovations | 150,000 | 0.00% | - |
| Grass Valley Park | Sport field drainage/renovations | 280,000 | 23.56% | 65,977 |
| Heritage Park | Picnic shelter installation & minor upgrades | 150,000 | 0.00% | - |
| Prune Hill Sports Park | Sport field drainage/renovations | 250,000 | 23.56% | 58,908 |
| Heritage Park | Install additional parking | 200,000 | 23.56% | 47,126 |
| Prune Hill Sports Park | Picnic shelter installation & minor upgrades | 20,000,000 | 23.56% | 4,712,610 |
| Sports Complex | Site selection, site master plan, implementation | 90,000 | 23.56% | 21,207 |
| Ash Creek Park | Site master plan | 150,000 | 23.56% | 35,345 |
| Goot Park | Picnic shelter installation, replace bleachers & minor upgrades | 750,000 | 23.56% | 176,723 |
| Louis Block Park | Upgrade baseball facilities (fencing, restroom, concession, etc.) | 100,000 | 23.56% | 23,563 |
| Ostensen Canyon Park | Site master plan | 2,000,000 | 23.56% | 471,261 |
| Leadbetter House redevelopment | Feasibility analysis and redevelopment | 50,000 | 23.56% | 11,782 |
| Community garden support | New garden to fill gap in the system | 75,000 | 23.56% | 17,672 |
| Lacamas Heights Park | Site master plan | 400,000 | 23.56% | 94,252 |
| Oak Park | Restroom installation & minor site upgrades | 10,000,000 | 23.56% | 2,356,305 |
| Camas Community Center * | Feasibility analysis and redevelopment | 450,000 | 23.56% | 106,034 |
| Heritage Park | Upgrade playground & restroom | 250,000 | 0.00% | - |
| Grass Valley Park | Replace playground | 2,600,000 | 23.56% | 612,639 |
| Fallen Leaf Lake Park | Park development per site master plan | 1,750,000 | 23.56% | 412,353 |
| Goot Park - area under powerline | Site master plan and development | 895,000 | 23.56% | 210,889 |
| Pickelball Courts | Master Planning and development (upto 8 courts) | \$ 56,215,000 | \$ | \$ 13,022,120 |