

EASTSIDE  
BRIDGE AND MAJOR THOROUGHFARE  
CONSTRUCTION FEE DISTRICT  
UPDATE REPORT

Prepared for:

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LOS ANGELES COUNTY DEPARTMENT OF PUBLIC WORKS

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and

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CITY OF SANTA CLARITA TRANSPORTATION and ENGINEERING SERVICES

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## I. SUMMARY

The Eastside Bridge and Major Thoroughfare Construction Fee District Update Report presents to the Los Angeles County Board of Supervisors and the City of Santa Clarita City Council an update for their approval to an existing area of benefit for financing specific improvements in the Eastside area of the Santa Clarita Valley, within Los Angeles County and City of Santa Clarita jurisdictions. Improvements include, but are not limited to, new and improved roadways, bridges, intersections, and interchanges.

Updating the Eastside Bridge and Major Thoroughfare Construction Fee District, hereinafter referred to as "District", will provide an equitable financing mechanism by which new development within an identified area will share the costs of providing full mitigation improvements, as discussed in this summary.

State Subdivision Law and both the Los Angeles County and City of Santa Clarita codes authorize the use of bridge and major thoroughfare construction fee districts for the funding and construction of improvements, provided these facilities are identified on the local agency's adopted transportation element of its General Plan. Based on the transportation needs in this area of the Santa Clarita Valley, and the limitations of other funding sources, this funding method has been determined to be the best alternative to provide needed transportation related improvements.

This report describes the concept and mechanics of the District. Information included in this report will enable subject property owners to determine the District fee to be assessed against their property if and when it is developed.

### BRIDGE AND MAJOR THOROUGHFARE CONSTRUCTION FEE DISTRICTS IN THE SANTA CLARITA VALLEY

Certain areas of Los Angeles County and the City of Santa Clarita have topographical features that limit the ability to provide access. Prior to the 1980's, the County was able to assist developers in the funding and construction of needed highway improvements. However, gas tax revenue, formerly the traditional source of funding for new highway and bridge improvements, has not provided sufficient funding towards improvements in the Santa Clarita Valley. Due to the regional nature of many of the District improvements, the District shall pursue funding for eligible improvements from City, County, State, and Federal agencies, to supplement the adopted District fee.

The current highway system in the Santa Clarita Valley is considered adequate for existing development. However, at this time public funding is not available to adequately provide highway improvements for the future anticipated development in the Santa Clarita Valley. The Santa Clarita Valley Bridge and Major Thoroughfare Districts are designed to accommodate the needs of future development anticipated by both the Los Angeles County and City of Santa Clarita General Plans. A map showing the district is included as Figure 1.

NEED FOR DISTRICT UPDATING

The District was originally approved by the Los Angeles County Board of Supervisors on July 21, 1987 as the "Route 126 Bridge and Major Thoroughfare Construction Fee District". After its incorporation, the City of Santa Clarita adopted the District on November 28, 1989. The current District fee in the City of \$10,000 was approved by the City Council on September 14, 1999 and the Board of Supervisors approved the current District fee in the County on May 9, 1991. The District was renamed the "Eastside Bridge and Major Thoroughfare Construction Fee District" under the City of Santa Clarita's Resolution 93-4 on January 12, 1993. The current District fees are shown in Table 1.

TABLE 1 CURRENT DISTRICT FEES

Land Use Category	Current District Fee	
	County	City
Residential:		
Single Family (per unit)	\$4,800	\$10,000
Townhome/Condo (per unit)	\$3,840	\$8,000
Apartment (per unit)	\$3,360	\$7,000
Non-Residential:		
Commercial (per gross acre)	\$24,000	\$50,000
Industrial (per gross acre)	\$14,400	\$30,000

The District was originally established for the purpose of funding much-needed improvements to serve the circulation needs created by new developments within this District, originally estimated as \$81.70 million.

This District update is different from updates in the past where the District fee has been revised due only to changes in improvement costs and in the amount of proposed future development. This update re-analyzes build-out development of the District and expands on the scope of District improvements. Instead of including only nine improvement projects, the updated District proposes to fully improve all roadways identified on the City and County circulation elements, including intersections and interchanges. Full mitigation improvements will include full-width grading, base, pavement, curb, gutter, sidewalk, medians, striping for capacity enhancement, bus turnouts or bus pads (where applicable), bike lanes (where applicable), fully improved and signalized intersections, signal interconnect (where applicable), street lighting, roadway-related utility relocation, drainage structures within road right-of-way, and full improvements for bridges and interchanges. Right of-way is assumed

to be dedicated by individual development projects, except for State highway projects and roadway widenings that are unrelated to private development projects.

UPDATED DISTRICT FEE RATES

A development analysis, based on filed tentative maps, mid-point densities of the Santa Clarita Valley Area Plan, and mid-point densities of the City of Santa Clarita Zoning map, indicates that an estimated 12,598 residential units, 487 commercial land use acres, and 157 industrial land use acres are expected to be built within the District boundary. Remaining District improvements to roadways, bridges, intersections, and interchanges total an estimated \$236.94 million. The analysis concludes that a District fee increase is necessary to fully fund these improvements. The proposed District fees are shown in Table 2.

TABLE 2 PROPOSED DISTRICT FEES

Land Use Category	Proposed District Fee
	(City and County)
Residential:	
Single Family (per unit)	\$14,700
Townhome/Condo (per unit)	\$11,760
Apartment (per unit)	\$10,290
Non-Residential:	
Commercial (per gross acre)	\$73,500
Industrial (per gross acre)	\$44,100

## II. THE BRIDGE AND MAJOR THOROUGHFARE CONSTRUCTION FEE DISTRICT

### A. AUTHORITY

The State of California Government Code Section 66484, regarding Subdivisions, gives local agencies the authority to adopt local ordinances that "may require the payment of a fee as a condition of approval of a final map or as a condition of issuing a building permit for purposes of defraying the actual or estimated cost of constructing bridges over waterways, railways, freeways, and canyons, or constructing major thoroughfares." The local adopted ordinance must refer to the circulation element of its general plan, provide for a public hearing, provide for the establishment of boundaries of an area of benefit, and provide for the identification of the costs, a fair method of allocation of costs to the area of benefit and a fair fee apportionment (to be disclosed at the public hearing). Further, the local ordinance must provide that the payment of fees shall not be required unless the major thoroughfares are in addition to or a reconstruction of any existing thoroughfares serving the area at the time of district adoption, and that the planned bridge facility is an original bridge serving the area, or an addition to any existing bridge facility serving the area, at the time of district adoption. It must further provide that if owners of more than one-half of the area of property to be benefited by the improvement(s) file proper written protests, the district proceedings as proposed shall be abandoned for at least one year. The local ordinance allows acceptance of considerations in lieu of the payment of fees, permits a local agency to advance money from its general fund or road fund to be reimbursed from bridge and major thoroughfare funds, permits a local agency to incur an interest bearing indebtedness for the construction of bridge or major thoroughfare facilities, and does not preclude an agency from providing funds for the construction of bridge or major thoroughfare facilities to defray costs not allocated to the District.

The Los Angeles County Board of Supervisors adopted Ordinance No. 82-0050 on March 2, 1982, adding Section 21.32.200 to the Los Angeles County Code, providing for the establishment of bridge and major thoroughfare construction fees to be paid by subdivider or building permit applicants. Within the City of Santa Clarita, payment of such fees is established by City of Santa Clarita Subdivision Code Section 16.21.190 established on November 24, 1992. These codes are consistent with the requirements and provisions of the State law (County Code Section 21.32.200 and City Code Section 16.21.190 are included in Attachment A).

## **B. PURPOSE**

The District has been designed to accommodate the needs of future development anticipated by the City of Santa Clarita General Plan and the Los Angeles County Area Wide General Plan. Updating the District will provide local and regional benefits. Many of the District improvements will be eligible for local, state, and federal funding. The District intends to pursue all potential sources of out-of-district funding for these improvements including, but not limited to, State and Federal Gas Taxes, Propositions A and C Sales Tax, Transportation Planning and Development Sales Tax on Gasoline, County Transportation Tax, State Transportation Improvement Program funding, Federal Transportation Efficiency Act for the 21<sup>st</sup> Century funds, State and Federal Highway Trust Funds, special grants, and other sources that may be available. The District will provide the matching funds necessary to pursue greater funding from the aforementioned sources. A reasonable amount of outside funding has been anticipated and formulated into the proposed District fees. If outside funding, not anticipated in the District formation analysis or update, is received; or if funds anticipated are not received, the District costs will be revised, and the District fee may be adjusted accordingly.

## **C. CONCEPT**

As authorized by statutes cited above, the adoption of a specific area of benefit permits the County and City to levy a fee against future development located within the area of benefit. This funding method appropriately assesses developments, which create the need for additional improvements, for the additional public facility costs. The charge is levied in proportion to the estimated number of trips generated by the development, which is translated into Factored Development Units (FDUs). FDUs are described in more detail in the "Development Analysis" section of this report.

The adoption of this type of funding district does not charge existing development. The District fee is collected at the time of recordation of a final map or just prior to the issuance of a building permit.

## **D. DISTRICT FORMATION AND STATUS**

The District was originally approved by the Los Angeles Board of Supervisor's on July 21, 1987 for the purpose of financing highway and bridge improvements in the Eastside area of the Santa Clarita Valley. After incorporation, the City of Santa Clarita adopted the District on November 28, 1989. Nine projects were proposed for construction within the original District including Golden Valley Road, Lost Canyon Road, Newhall Ranch Road, Oak Springs Canyon, Sand Canyon Road, Shadow Pines Boulevard, Soledad Canyon Road, Via Princessa, and Whites Canyon Road for a total cost originally estimated at \$81.70 million. These original roadway and bridge improvements are listed and described in Table 3. Due



to inflation, the estimated project costs have been increased substantially. The original improvements proposed to be funded by the District were derived from determination of the traffic needs of the then anticipated 32,919 residential units, 635 acres of industrial development and 644 acres of commercial development expected within the area of benefit and an analysis of highways (including bridges) designated on the Highway Plan of the adopted County General Plan. The District has funded the completion of several of the original improvements. Completed improvements are identified in Table 3.

The amount of District fees collected and expended in the District, along with accrued interest is summarized in Table 4.

TABLE 3 DESCRIPTION OF ORIGINAL ROADWAY AND BRIDGE IMPROVEMENTS

Completed	Improvement Description	Project Cost
	<b>GOLDEN VALLEY ROAD: SOLEDAD CANYON ROAD TO GREEN MOUNTAIN DRIVE</b>	
	Soledad Canyon Road to Via Princessa Grading Drainage Base and pavement New signal Preliminary and construction engineering	\$1,885,000
	Via Princessa to Sierra Highway RW acquisition Grading Drainage Base and pavement New signal Preliminary and construction engineering	\$5,535,000
	Sierra Highway to Green Mountain Drive RW acquisition Grading Drainage Base and pavement Preliminary and construction engineering	\$3,180,000
	<b>LOST CANYON: VIA PRINCESSA TO SAND CANYON ROAD</b>	
Partial	Via Princessa to Canyon Park Boulevard Grading Drainage Base and pavement Bridge construction over Southern Pacific Railroad Preliminary and construction engineering	\$3,320,000

TABLE 3 DESCRIPTION OF ORIGINAL ROADWAY AND BRIDGE IMPROVEMENTS

Completed	Improvement Description	Project Cost
	Canyon Park Boulevard to Sand Canyon Road R/W acquisition Levee construction Grading Drainage Base and pavement Full-width bridge construction over Sand Canyon Wash New signal Preliminary and construction engineering	\$4,830,000
	<b>OAK SPRINGS CANYON: LOST CANYON ROAD TO SOLEDAD CANYON ROAD</b>	
	Lost Canyon Road to Soledad Canyon Road Grading Base and pavement Bridge construction over Santa Clara River Drainage New signal Preliminary and construction engineering	\$1,470,000
	<b>ROUTE 126: GOLDEN VALLEY ROAD TO SR-14</b>	
	Golden Valley Road to Soledad Canyon Road R/W acquisition Grading Drainage Base and pavement Bridge construction over the Santa Clara River Levee improvement work Preliminary and construction engineering	\$23,847,000
	Soledad Canyon Road to Sierra Highway R/W acquisition Grading Drainage Base and pavement Bridge construction over Southern Pacific Railroad Preliminary and construction engineering	\$18,824,000
	Sierra Highway to SR-14 Full-width bridge at Sierra Highway Interchange improvements with connecting ramps from Route 126 to SR-14	\$7,775,000
	<b>SAND CANYON ROAD: AT SR-14 AND AT SANTA CLARA RIVER</b>	
Yes	At SR-14 Widen existing Sand Canyon Bridge over SR-14 Widen the existing ramp from SR-14 northbound to Sand Canyon Road from one lane to two lanes Widen existing bridge approached on Sand Canyon Road Drainage Signal modification Preliminary and construction engineering	\$880,000

TABLE 3 DESCRIPTION OF ORIGINAL ROADWAY AND BRIDGE IMPROVEMENTS

Completed	Improvement Description	Project Cost
	At Santa Clara River Widen bridge over Santa Clara River Widen highway approaches Preliminary and construction engineering	\$920,000
	<b>SHADOW PINES BOULEVARD: GRANDIFLORAS DRIVE TO BEGONIAS LANE</b>	
	Grandifloras Drive to Begonias Lane Base and pavement Curb and gutter	\$230,000
	<b>SOLEDAD CANYON ROAD: SAND CANYON ROAD TO OAK SPRINGS CANYON ROAD AND FROM SHADOW PINES BOULEVARD TO SR-14</b>	
Yes	Sand Canyon Road to Oak Springs Canyon Road R/W acquisition Grading Drainage Full-width roadway improvements New signal Preliminary and construction engineering	\$1,830,000
Yes	Shadow Pines Boulevard to SR-14 Grading Drainage Base and pavement New signals Preliminary and construction engineering	\$750,000
	<b>VIA PRINCESSA: TRACT NO. 38519 TO WHITES CANYON ROAD</b>	
Yes	Tract 38519 to Whites Canyon Road R/W acquisition Grading Drainage Full-width roadway improvements Base and pavement Curb and gutter Full-width bridge at the Southern Pacific Railroad and Route 126 Preliminary and construction engineering	\$3,060,000
	<b>WHITES CANYON ROAD: VIA PRINCESSA TO SIERRA HIGHWAY (THIS PORTION NOW REFERRED TO AS VIA PRINCESSA)</b>	
Yes	Via Princessa to Sierra Highway R/W acquisition Grading Drainage Half-width roadway improvements Half-width bridge at the Southern Pacific Railroad and wash Preliminary and construction engineering	\$3,360,000
	<b>Total:</b>	\$81,696,000

TABLE 4 ANALYSIS OF DISTRICT FUNDS

District Fees	County	City	Total
Collections	\$21,924,447	\$11,527,117	\$33,451,564
Expenditures	\$21,301,254	\$13,524,358	\$34,825,612
Interest			\$1,049,830
Funds Available			-\$324,220

### III. EASTSIDE AREA ACCESS

#### A. BACKGROUND

Historically, access to new development has been provided cooperatively by the County and land developers. The County funded its share with Gas Tax Funds. Land development was primarily concentrated in flatter areas, expanding away from urban centers. Public facilities were constructed to accommodate this expansion.

Much of the development in recent years and that which is expected to occur in the future is and will be in outlying areas where topography is more rugged and restrictive. As a result, the cost of providing necessary public facilities, including roadways will continue to increase.

#### B. EXISTING CIRCULATION AND PROPOSED DISTRICT IMPROVEMENTS

The primary road network for the District consists of State Route 14 (Antelope Valley Freeway), five interchanges with SR-14, and twelve arterials which are classified as Major, Secondary, or Limited Secondary Highways on the City of Santa Clarita Circulation Element and the Los Angeles County Santa Clarita Valley Area Wide Circulation Plan.

In the past, updates have been prepared to specifically reflect changes in improvement costs of anticipated future development. This update differs from previous updates in that it re-analyzes build-out development of the District and expands the scope of District improvements. Instead of including only nine improvement projects, the updated District proposes to provide full mitigation for all roadways identified on the City and County circulation elements, including intersections and interchanges.

Full mitigation improvements will include full-width grading, base, pavement, curb, gutter, sidewalk, medians, striping for capacity enhancement, bus turnouts or bus pads (where applicable), bike lanes (where applicable), fully improved and signalized intersections, signal interconnect (where applicable), street lighting, roadway-related utility relocation, drainage structures within road right-of-way, and full improvements for bridges and interchanges. Right of-way is assumed to be dedicated by individual development projects, except for State highway projects and roadway widenings or roadway construction that are unrelated to private development projects.

The arterials for the District are described below. Intersection improvements along the arterials and regional improvements are described in the Proposed Improvements and Estimated Costs Section of this Report.

1. VIA PRINCESSA ROAD: (major highway) varies from 5 to 6 lanes from Jason Drive to 0.7 mile west of Whites Canyon Road. Via Princessa will be improved to 6 lanes from the northerly boundary of Golden Valley Ranch to the westerly District boundary.