

The House Committee on Governmental Affairs offers the following substitute to HB 1230:

A BILL TO BE ENTITLED
AN ACT

1 To amend Title 36 of the Official Code of Georgia Annotated, relating to local government,
2 so as to change certain provisions in the "Georgia Development Impact Fee Act"; to change
3 and provide for definitions; to increase community participation in development impact fee
4 advisory committees; to provide for the expenditure of impact fees; to correct
5 cross-references; to provide for related matters; to provide for an effective date; to repeal
6 conflicting laws; and for other purposes.

7 BE IT ENACTED BY THE GENERAL ASSEMBLY OF GEORGIA:

8 **SECTION 1.**

9 Title 36 of the Official Code of Georgia Annotated, relating to local government, is amended
10 by striking Chapter 71, relating to the "Georgia Development Impact Fee Act," and inserting
11 in lieu thereof the following:

12 "36-71-1.

13 (a) This chapter shall be known and may be cited as the 'Georgia Development Impact Fee
14 Act.'

15 (b) The General Assembly finds that an equitable program for planning and financing
16 public facilities and public transportation needed to serve new growth and development is
17 necessary in order to promote and accommodate orderly growth and development and to
18 protect the public health, safety, and general welfare of the citizens of the State of Georgia.

19 It is the intent of this chapter to:

20 (1) Ensure that adequate public facilities and public transportation are available to serve
21 new growth and development;

22 (2) Promote orderly growth and development by establishing uniform standards by
23 which municipalities and counties may require that new growth and development pay a
24 proportionate share of the cost of new public facilities and public transportation needed
25 to serve new growth and development;

1 (3) Establish minimum standards for the adoption of development impact fee ordinances
2 by municipalities and counties; and

3 (4) Ensure that new growth and development is required to pay no more than its
4 proportionate share of the cost of public facilities and public transportation needed to
5 serve new growth and development and to prevent duplicate and ad hoc development
6 exactions.

7 36-71-2.

8 As used in this chapter, the term:

9 (1) 'Capital improvement' means an improvement with a useful life of ten years or more,
10 by new construction or other action, which increases the service capacity of a public
11 facility or public transportation.

12 (2) 'Capital improvements element' means a component of a comprehensive plan adopted
13 pursuant to Chapter 70 of this title which sets out projected needs for system
14 improvements during a planning horizon established in the comprehensive plan, a
15 schedule of capital improvements that will meet the anticipated need for system
16 improvements, and a description of anticipated funding sources for each required
17 improvement.

18 (3) 'Comprehensive plan' has the same meaning as provided for in Chapter 70 of this
19 title.

20 (4) 'Developer' means any person or legal entity undertaking development.

21 (5) 'Development' means any construction or expansion of a building, structure, or use,
22 any change in use of a building or structure, or any change in the use of land, any of
23 which creates additional demand and need for public facilities or public transportation.

24 (6) 'Development approval' means any written authorization from a municipality or
25 county which authorizes the commencement of construction.

26 (7) 'Development exaction' means a requirement attached to a development approval or
27 other municipal or county action approving or authorizing a particular development
28 project, including but not limited to a rezoning, which requirement compels the payment,
29 dedication, or contribution of goods, services, land, or money as a condition of approval.

30 (8) 'Development impact fee' means a payment of money imposed upon development as
31 a condition of development approval to pay for a proportionate share of the cost of
32 system improvements needed to serve new growth and development.

33 (9) 'Encumber' means to legally obligate by contract or otherwise commit to use by
34 appropriation or other official act of a municipality or county.

35 (10) 'Fee payor' means that person who pays a development impact fee or his successor
36 in interest where the right or entitlement to any refund of previously paid development

1 impact fees which is required by this chapter has been expressly transferred or assigned
 2 to the successor in interest. In the absence of an express transfer or assignment of the
 3 right or entitlement to any refund of previously paid development impact fees, the right
 4 or entitlement shall be deemed 'not to run with the land.'

5 ~~(10.1)~~(11) 'Governmental entity' means any water authority, water and sewer authority,
 6 or water or waste-water authority created by or pursuant to an Act of the General
 7 Assembly of Georgia.

8 ~~(11)~~(12) 'Level of service' means a measure of the relationship between service capacity
 9 and service demand for public facilities or public transportation in terms of demand to
 10 capacity ratios, ~~or~~ the comfort and convenience of use or service of public facilities or
 11 public transportation, or both.

12 ~~(12)~~(13) 'Present value' means the current value of past, present, or future payments,
 13 contributions or dedications of goods, services, materials, construction, or money.

14 ~~(13)~~(14) 'Project' means a particular development on an identified parcel of land.

15 ~~(14)~~(15) 'Project improvements' means site improvements and facilities that are planned
 16 and designed to provide service for a particular development project and that are
 17 necessary for the use and convenience of the occupants or users of the project and are not
 18 system improvements. The character of the improvement shall control a determination
 19 of whether an improvement is a project improvement or system improvement and the
 20 physical location of the improvement on site or off site shall not be considered
 21 determinative of whether an improvement is a project improvement or a system
 22 improvement. If an improvement or facility provides or will provide more than incidental
 23 service or facilities capacity to persons other than users or occupants of a particular
 24 project, the improvement or facility is a system improvement and shall not be considered
 25 a project improvement. No improvement or facility included in a plan for public facilities
 26 or public transportation approved by the governing body of the municipality or county
 27 shall be considered a project improvement.

28 ~~(15)~~(16) 'Proportionate share' means that portion of the cost of system improvements
 29 which is reasonably related to the service demands and needs of the project within the
 30 defined service area.

31 ~~(16)~~(17) 'Public facilities' means:

32 (A) Water supply production, treatment, and distribution facilities;

33 (B) Waste-water collection, treatment, and disposal facilities;

34 ~~(C) Roads, streets, and bridges, including rights of way, traffic signals, landscaping,~~
 35 ~~and any local components of state or federal highways;~~

36 ~~(D)~~ Storm-water collection, retention, detention, treatment, and disposal facilities,
 37 flood control facilities, and bank and shore protection and enhancement improvements;

1 ~~(E)~~(D) Parks, open space, and recreation areas and related facilities;

2 ~~(F)~~(E) Public safety facilities, including police, fire, emergency medical, and rescue
3 facilities; and

4 ~~(G)~~(F) Libraries and related facilities.

5 (18) 'Public transportation' means roads, streets, and bridges, including rights of way,
6 traffic signals, landscaping, any local components of state or federal highways, streetcars,
7 light rail projects, or other transportation rail projects, including preconstruction
8 activities, when such projects are not part of a system that is presently owned by a
9 regional transportation authority.

10 ~~(17)~~(19) 'Service area' means a geographic area defined by a municipality, county, or
11 intergovernmental agreement in which a defined set of public facilities or public
12 transportation provide service to development within the area. Service areas shall be
13 designated on the basis of sound planning or engineering principles or both.

14 ~~(18)~~(20) 'System improvement costs' means costs incurred to provide additional public
15 facilities or public transportation capacity needed to serve new growth and development
16 for planning, design and construction, land acquisition, land improvement, design and
17 engineering related thereto, including the cost of constructing or reconstructing system
18 improvements or facility expansions, including but not limited to the construction
19 contract price, surveying and engineering fees, related land acquisition costs (including
20 land purchases, court awards and costs, attorneys' fees, and expert witness fees), and
21 expenses incurred for qualified staff or any qualified engineer, planner, architect,
22 landscape architect, or financial consultant for preparing or updating the capital
23 improvement element, and administrative costs, provided that such administrative costs
24 shall not exceed 3 percent of the total amount of the costs. Projected interest charges and
25 other finance costs may be included if the impact fees are to be used for the payment of
26 principal and interest on bonds, notes, or other financial obligations issued by or on
27 behalf of the municipality or county to finance the capital improvements element but such
28 costs do not include routine and periodic maintenance expenditures, personnel training,
29 and other operating costs.

30 ~~(19)~~(21) 'System improvements' means capital improvements that are public facilities or
31 public transportation and are designed to provide service to the community at large, in
32 contrast to 'project improvements.'

33 (22) 'Transportation impact fee' means those development impact fees specifically paid
34 for public transportation improvement.

1 36-71-3.

2 (a) Municipalities and counties which have adopted a comprehensive plan containing a
3 capital improvements element are authorized to impose by ordinance development impact
4 fees as a condition of development approval on all development pursuant to and in
5 accordance with the provisions of this chapter. After the transition period provided in this
6 chapter, development exactions for other than project improvements shall be imposed by
7 municipalities and counties only by way of development impact fees imposed pursuant to
8 and in accordance with the provisions of this chapter.

9 (b) Notwithstanding any other provision of this chapter, that portion of a project for which
10 a valid building permit has been issued prior to the effective date of a municipal or county
11 development impact fee ordinance shall not be subject to development impact fees so long
12 as the building permit remains valid and construction is commenced and is pursued
13 according to the terms of the permit.

14 (c) Payment of a development impact fee shall be deemed to be in compliance with any
15 municipal or county requirement for the provision of adequate public facilities ~~or services~~
16 or public transportation in regard to the system improvements for which the development
17 impact fee was paid.

18 36-71-4.

19 (a) A development impact fee shall not exceed a proportionate share of the cost of system
20 improvements, as defined in this chapter.

21 (b) Development impact fees shall be calculated and imposed on the basis of service areas.

22 (c) Development impact fees shall be calculated on the basis of levels of service for public
23 facilities or public transportation that are adopted in the municipal or county
24 comprehensive plan that are applicable to existing development as well as the new growth
25 and development.

26 (d) A municipal or county development impact fee ordinance shall provide that
27 development impact fees shall be collected not earlier in the development process than the
28 issuance of a building permit authorizing construction of a building or structure; provided,
29 however, that development impact fees for public transportation or public facilities
30 described in subparagraph ~~(D)~~ (C) of paragraph ~~(16)~~ (17) of Code Section 36-71-2 may be
31 collected at the time of a development approval that authorizes site construction or
32 improvement which requires public transportation or public facilities described in
33 subparagraph ~~(D)~~ (C) of paragraph ~~(18)~~ (17) of Code Section 36-71-2.

34 (e) A municipal or county development impact fee ordinance shall include a schedule of
35 impact fees specifying the development impact fee for various land uses per unit of
36 development on a ~~service~~ an area by ~~service~~ area basis. The ordinance shall provide that

1 a developer shall have the right to elect to pay a project's proportionate share of system
2 improvement costs by payment of development impact fees according to the fee schedule
3 as full and complete payment of the development project's proportionate share of system
4 improvement costs.

5 (f) A municipal or county development impact fee ordinance shall be adopted in
6 accordance with the procedural requirements of Code Section 36-71-6.

7 (g) A municipal or county development impact fee ordinance shall include a provision
8 permitting individual assessments of development impact fees at the option of applicants
9 for development approval under guidelines established in the ordinance.

10 (h) A municipal or county development impact fee ordinance shall provide for a process
11 whereby a developer may receive a certification of the development impact fee schedule
12 or individual assessment for a particular project, which shall establish the development
13 impact fee for a period of 180 days from the date of certification.

14 (i) A municipal or county development impact fee ordinance shall include a provision for
15 credits in accordance with the requirements of Code Section 36-71-7.

16 (j) A municipal or county development impact fee ordinance shall include a provision
17 prohibiting the expenditure of development impact fees except in accordance with the
18 requirements of Code Section 36-71-8.

19 (k) A municipal or county development impact fee ordinance may provide for the
20 imposition of a development impact fee for system improvement costs previously incurred
21 by a municipality or county to the extent that new growth and development will be served
22 by the previously constructed system improvements.

23 (l) A municipal or county development impact fee ordinance may exempt all or part of
24 particular development projects from development impact fees if:

25 (1) Such projects are determined to create extraordinary economic development and
26 employment growth or affordable housing;

27 (2) The public policy which supports the exemption is contained in the municipality's
28 or county's comprehensive plan; and

29 (3) The exempt development's proportionate share of the system improvement is funded
30 through a revenue source other than development impact fees.

31 (m) A municipal or county development impact fee ordinance shall provide that
32 development impact fees shall only be spent for the category of system improvements for
33 which the fees were collected and in the service area in which the project for which the fees
34 were paid is located.

35 (n) A municipal or county development impact fee ordinance shall provide that, in the
36 event a building permit is abandoned, credit shall be given for the present value of the

1 development impact fee against future development impact fees for the same parcel of
2 land.

3 (o) A municipal or county development impact fee ordinance shall provide for a refund
4 of development impact fees in accordance with the requirements of Code Section 36-71-9.

5 (p) A municipal or county development impact fee ordinance shall provide for appeals
6 from administrative determinations regarding development impact fees in accordance with
7 the requirements of Code Section 36-71-10.

8 (q) Development impact fees shall be based on actual system improvement costs or
9 reasonable estimates of such costs.

10 (r) Development impact fees shall be calculated on a basis which is net of credits for the
11 present value of revenues that will be generated by new growth and development based on
12 historical funding patterns and that are anticipated to be available to pay for system
13 improvements, including taxes, assessments, user fees, and intergovernmental transfers.

14 36-71-5.

15 (a) Prior to the adoption of a development impact fee ordinance, a municipality or county
16 adopting an impact fee program shall establish a Development Impact Fee Advisory
17 Committee.

18 (b) Such committee shall be composed of not less than five nor more than ten members
19 appointed by the governing authority of the municipality or county and at least ~~40~~ 50
20 percent of the membership shall be representatives from the development, building, or real
21 estate ~~industries~~ industry. An existing planning commission or other existing committee
22 that meets these requirements may serve as the Development Impact Fee Advisory
23 Committee.

24 (c) The Development Impact Fee Advisory Committee shall serve in an advisory capacity
25 to assist and advise the governing body of the municipality or county with regard to the
26 adoption of a development impact fee ordinance. In that the committee is advisory, no
27 action of the committee shall be considered a necessary prerequisite for municipal or
28 county action in regard to adoption of an ordinance.

29 36-71-6.

30 Prior to the adoption of an ordinance imposing a development impact fee pursuant to this
31 chapter, the governing body of a municipality or county shall cause two duly noticed public
32 hearings to be held in regard to the proposed ordinance. The second hearing shall be held
33 at least two weeks after the first hearing.

1 36-71-7.

2 (a) In the calculation of development impact fees for a particular project, credit shall be
3 given for the present value of any construction of improvements or contribution or
4 dedication of land or money required or accepted by a municipality or county from a
5 developer or his or her predecessor in title or interest for system improvements of the
6 category for which the development impact fee is being collected. Credits shall not be
7 given for project improvements.

8 (b) In the event that a developer enters into an agreement with a county or municipality
9 to construct, fund, or contribute system improvements such that the amount of the credit
10 created by such construction, funding, or contribution is in excess of the development
11 impact fees which would otherwise have been paid for the development project, the
12 developer shall be reimbursed for such excess construction, funding, or contribution from
13 development impact fees paid by other development located in the service area which is
14 benefited by such improvements.

15 36-71-8.

16 (a) An ordinance imposing development impact fees shall provide that all development
17 impact fee funds shall be maintained in one or more interest-bearing accounts. Accounting
18 records shall be maintained for each category of system improvements and the service area
19 in which the fees are collected. Interest earned on development impact fees shall be
20 considered funds of the account on which it is earned and shall be subject to all restrictions
21 placed on the use of development impact fees under the provisions of this chapter. The
22 accounting records shall include the following information:

23 (1) The accounting records to be maintained shall specify the address of each property
24 which paid development impact fees, the amount of fees paid in each category in which
25 fees were collected, and the date that such fees were paid; and

26 (2) As to any exemptions granted, the accounting records to be maintained shall specify
27 the address of each property for which exemptions were granted, the reason for which
28 such exemption was granted, and the revenue source from which the exempt
29 development's proportionate share of the system improvements is to be paid.

30 (b) Expenditures of development impact fees shall be made only for the category of system
31 improvements and in the service area for which the development impact fee was imposed
32 as shown by the capital ~~improvement~~ improvements element and as authorized by this
33 chapter. Development impact fees shall not be used to pay for any purpose that does not
34 involve system improvements that create additional service available to serve new growth
35 and development.

1 (c)(1) Transportation impact fees shall be expended to fund, in whole or in part, system
 2 improvement projects:

3 (A) That have been identified in the capital improvements element of the
 4 municipality's or county's comprehensive development plan; and

5 (B) That are prioritized by proximity to areas which have generated transportation
 6 impact fees and which provide the largest improvement in level of service for public
 7 transportation.

8 (2) Where no proposed system improvement project meets the criteria set forth in
 9 paragraph (1) of this subsection, transportation impact fees may be expended to fund, in
 10 whole or in part, system improvement projects that are included in the capital
 11 improvements element of the municipality's or county's comprehensive development
 12 plan, provided that the county or municipality separately states in its annual report that
 13 transportation impact fees have been expended, or encumbered, under this subsection.
 14 Each municipality or county which funds a system improvement project under this
 15 subsection shall be required to document that no projects met the criteria set forth in
 16 paragraph (1) of this subsection and shall include documentation stating the planning or
 17 engineering principles that demonstrate that such project provided service to
 18 developments which paid transportation impact fees.

19 (3) Where the expenditure of development impact fees paid by a development is
 20 allocated to system improvements in the general area of such development, through an
 21 agreement between the municipality or county and the fee payor and such agreement is
 22 approved by the governing body, the analysis required by paragraphs (1) and (2) of this
 23 subsection shall not be applicable.

24 (d) As part of its annual audit process, a municipality or county shall prepare an annual
 25 report describing the amount of any development impact fees collected, encumbered, and
 26 used during the preceding year by category of public facility and service area.

27 36-71-9.

28 Any municipality or county which adopts a development impact fee ordinance shall
 29 provide for refunds in accordance with the following provisions:

30 (1) Upon the request of an owner of property on which a development impact fee has
 31 been paid, a municipality or county shall refund the development impact fee if capacity
 32 is available and service is denied or if the municipality or county, after collecting the fee
 33 when service is not available, has failed to encumber the development impact fee or
 34 commence construction within six years after the date that the fee was collected. In
 35 determining whether development impact fees have been encumbered, development
 36 impact fees shall be considered encumbered on a first-in, first-out (FIFO) basis;

1 (2) When the right to a refund exists due to a failure to encumber development impact
2 fees, the municipality or county shall provide written notice of entitlement to a refund to
3 the feepayor who paid the development impact fee at the address shown on the
4 application for development approval or to a successor in interest who has given notice
5 to the municipality or county of a transfer or assignment of the right or entitlement to a
6 refund and who has provided a mailing address. Such notice shall also be published
7 within 30 days after the expiration of the six-year period after the date that the
8 development impact fees were collected and shall contain the heading 'Notice of
9 Entitlement to Development Impact Fee Refund';

10 (3) An application for a refund shall be made within one year of the time such refund
11 becomes payable under paragraph (1) or (2) of this Code section or within one year of
12 publication of the notice of entitlement to a refund under this Code section, whichever
13 is later;

14 (4) A refund shall include a refund of a pro rata share of interest actually earned on the
15 unused or excess development impact fee collected;

16 (5) All refunds shall be made to the feepayor within 60 days after it is determined by a
17 municipality or county that a sufficient proof of claim for a refund has been made; and

18 (6) The feepayor shall have standing to sue for a refund under the provisions of this
19 chapter if there has been a timely application for a refund and the refund has been denied
20 or has not been made within one year of submission of the application for refund to the
21 collecting municipality or county.

22 36-71-10.

23 (a) A municipality or county which adopts a development impact fee ordinance shall
24 provide for administrative appeals to the governing body or such other body as designated
25 in the ordinance of a determination of the development impact fees for a particular project.

26 (b) A developer may pay a development impact fee under protest in order to obtain a
27 development approval or building permit, as the case may be. A developer making such
28 payment shall not be estopped from exercising the right of appeal provided by this chapter,
29 nor shall such developer be estopped from receiving a refund of any amount deemed to
30 have been illegally collected.

31 (c) A municipality or county development impact fee ordinance may provide for the
32 resolution of disputes over the development impact fee by binding arbitration through the
33 American Arbitration Association or otherwise.

1 36-71-11.

2 Municipalities and counties which are jointly affected by development are authorized to
3 enter into intergovernmental agreements with each other, with authorities, or with the state
4 for the purpose of developing joint plans for capital improvements or for the purpose of
5 agreeing to collect and expend development impact fees for system improvements, or both,
6 provided that such agreement complies with any applicable state laws.

7 36-71-12.

8 This chapter shall not repeal any existing laws authorizing a municipality or county to
9 impose fees or require contributions or property dedications for capital improvements;
10 provided, however, that all local ordinances or resolutions imposing development exactions
11 for system improvements on April 4, 1990, shall be brought into conformance with this
12 chapter no later than November 30, 1992.

13 36-71-13.

14 (a) Nothing in this chapter shall prevent a municipality or county from requiring a
15 developer to construct reasonable project improvements in conjunction with a development
16 project.

17 (b) Nothing in this chapter shall be construed to prevent or prohibit private agreements
18 between property owners or developers and municipalities, counties, or other governmental
19 entities in regard to the construction or installation of system improvements and providing
20 for credits or reimbursements for system improvement costs incurred by a developer,
21 including interproject transfers of credits or providing for reimbursement for project
22 improvement costs which are used or shared by more than one development project.

23 (c) Nothing in this chapter shall limit a municipality, county, or other governmental entity
24 which provides water or sewer service from collecting a proportionate share of the capital
25 cost of water or sewer facilities by way of hook-up or connection fees as a condition of
26 water or sewer service to new or existing users, provided that the development impact fee
27 ordinance of a municipality or county or other governmental entity that collects
28 development impact fees pursuant to this chapter shall include a provision for credit for
29 such hook-up or connection fees collected by the municipality or county to the extent that
30 such hook-up or connection fee is collected to pay for system improvements. Imposition
31 of such hook-up or connection fees by any governmental entity to pay for system
32 improvements either existing or new shall be consistent with the capital ~~improvement~~
33 improvements element of the comprehensive plan and shall be subject to the approval of
34 each county, municipality, or combination thereof which appoints the governing body of
35 such entity. The adoption, imposition, collection, and expenditure of such fees for system

1 improvements by any governmental entity shall be subject to the same procedures
2 applicable to the adoption, imposition, collection, and expenditure of development impact
3 fees by a county.

4 (d) Nothing in this chapter shall apply to a water authority created by Act of the General
5 Assembly, as long as such authority is not established as a political subdivision of the State
6 of Georgia but instead acts subject to the approval of a county governing authority."

7 **SECTION 2.**

8 This Act shall become effective on July 1, 2006.

9 **SECTION 3.**

10 All laws and parts of laws in conflict with this Act are repealed.