# ORDINANCE NO. 657

# AN ORDINANCE ESTABLISHING A REIMBURSEMENT DISTRICT PROCESS AND AMENDING CHAPTER 12.08 OF THE TROUTDALE MUNICPAL CODE

WHEREAS, the City Council desires to establish a process to reimburse a person who finances the construction of a public improvement for the cost of those improvements which benefit other properties; and

WHEREAS, the proposed amendment to Chapter 12.08 of the Troutdale Municipal Code is intended to establish such a process.

# NOW, THEREFORE, BE IT ORDAINED BY THE COUNCIL OF THE CITY OF TROUTDALE

Chapter 12.08 of the Troutdale Municipal Code is amended to read as indicated in Attachment A hereto, which is made a part hereof.

YEAS: 7
NAYS: 0
ABSTAINED: 0

Paul A. Thalhofer, Mayor

Dated: /- 30 - 98\_

George Martinez, City Recorder

Adopted: 1-27-98

C:\PWDEC97

# **CHAPTER 12.08**

# **PUBLIC IMPROVEMENTS**

# **SECTIONS:**

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This chapter of the Troutdale Municipal Code shall be entitled "Public Improvements".

# 12.08.020 Intent and Scope

Pursuant to the statutes of the State of Oregon and the powers granted in the Charter of the City, the Council finds, declares, and affirms a need to provide for public improvements by special assessments when the improvement is determined by the Council to confer a special and peculiar benefit on properties, and these properties are charged through assessment all or a portion of the improvement cost. A special assessment may be made by either the creation of a Local Improvement District or by the creation of a Reimbursement District.

### 12.08.25 Definitions

- A. <u>Person.</u> A natural person, the person's heirs, executors, administrators, or assigns; a firm, partnership, corporation, association or legal entity, its or other successors or assigns; and any agent employee or any representative thereof.
- B. Reimbursement Charge. The charge required to be paid by benefited property owners and identified in the resolution adopted by the council and in the reimbursement agreement.
- C. <u>Reimbursement District</u>. The area which is determined by the council to derive a benefit from the construction of public street, water, sewer, or stormwater improvements financed in whole or in part by the applicant and includes property which has the opportunity to utilize such an improvement.
- D. <u>Reimbursement Resolution</u>. The resolution that identifies which properties benefit from the improvement and each property's share of the cost of constructing the improvement.
- E. <u>Sewer Improvement</u>. A sewer or sewer line improvement conforming to City standards including but not limited to:
  - 1. Extension of a sewer line to property other than that owned by the person financing the improvement so that sewer service can be provided to that property without further extension of the line; and
  - 2. Construction of a sewer line larger, deeper, or of greater capacity than necessary to serve the property of the person financing the improvement in order to provide future service to other properties without the need to reconstruct the line, or constructing additional, deeper or parallel lines.
- F. Street Improvement. A street or street improvement conforming to City standards and including but not limited to streets, surface water drainage facilities in conjunction with streets, curbs, gutters, sidewalks, bike and pedestrian pathways, traffic control devices, street trees, lights and signs and public right-of-way or easement acquisition.
- G. <u>Surface Water Management Improvement</u>. A surface water quality or quantity facility conforming with City standards including but not limited to:
  - 1. Extension of a surface water management line to property other than that owned by the person financing the improvement so that surface water management service can be provided to that property without further extension of the line;

- 2. Construction of a surface water management line larger, deeper, or of greater capacity than necessary to serve the property of the person financing the improvement in order to provide future service to other properties without the need to reconstruct the line:
- 3. A detention facility with the capacity to serve upstream properties; and
- 4. A water quality facility with capacity to serve upstream properties.
- H. <u>Water Improvement.</u> A water or water line improvement conforming with City standards including but not limited to:
  - 1. Extension of a water line to property other than that owned by the person financing the improvement so that water service can be provided to that property without further extension of the line; and
  - 2. Construction of a water line larger or of greater capacity than necessary to serve the property of the person financing the improvement in order to provide future service to other properties without the need to reconstruct the line, or constructing additional or parallel lines.

# 12.08.030 Local Improvement District Initiation

- A. Creation of a Local Improvement District may be initiated by the Council or by affected property owners.
- B. Initiation by the Council. Whenever the Council deems it expedient to construct, alter, repair, improve, widen or extend any street, ally, sidewalk, parking, curbing or any part thereof, or to construct, alter or install street lights, or to construct, improve or repair any sanitary or storm sewer or waterline or any part thereof, or to acquire, establish, construct or reconstruct any off-street motor vehicle parking facility; or to construct, reconstruct or repair any flood control facility, or to construct, repair or equip a park, playground or neighborhood recreation facility, for which it is anticipated that special assessments will be levied, it shall by motion direct the Director to make an investigation of such project and to submit a written report, containing the information hereinafter specified.
- C. Initiation by affected property owners. Whenever the owners of at least sixty percent of the affected property by area in the proposed district desire to form themselves into a Local Improvement District, they may by written petition request the Council to direct the Director to submit a report as hereinafter specified. The petition must be filed with the recorder not less than seven days prior to the meeting of the Council which will consider the matter. The Council, if satisfied that the petition is signed by the owners of at least sixty percent in area of the affected property within the proposed district, shall pass the requested motion unless by a

vote of at least two-thirds of the councilors present, the Council deems it not in the public interest to comply with such petition. In determining the public interest, the Council may consider the City's Comprehensive Plan designation for the area to be served and the effect of the improvement on the goals of the community, the credit rating of the City, the level of petitioner investment in the improvement to serve the area, the credit worthiness and bonding capabilities of property in the proposed district, and any other facts deemed significant.

# 12.08.040 Local Improvement District Director's Report

- A. The Director shall provide the Council with a report containing the following:
  - 1. A map or plat showing the general nature, location and extent of the proposed improvement and the land to be assessed for the payment of any part of the cost thereof;
  - 2. Estimated cost of the work to be done, including any legal, administrative and engineering costs attributable thereto; provided, however, that where the proposed project is to be carried out in cooperation with any other governmental agency, the Director may adopt the estimates of that agency;
  - 3. An analysis of the extent to which the proposed improvement benefits the entire City and a recommendation as to the method of determining the project costs that will be borne by the entire City;
  - 4. A recommendation as to the method of assessment to be used to arrive at a fair apportionment of the whole or any portion of the cost of the improvement to the properties specially benefited;
  - 5. An estimate of the unit assessment cost of the improvement based upon the recommended method of assessment:
  - 6. The description and assessed value of each lot, parcel of land, or portion thereof, to be specially benefited by the improvement, with the names of the record owners thereof and, when readily available, the names of the contract purchasers thereof;
  - 7. A statement of outstanding assessments against property to be assessed.
- B. After the Director's report has been received, the Council may by motion approve the report, modify the report and approve it as modified, require the Director to supply additional or different information for such improvement, or abandon the improvement.

# 12.08.050 Local Improvement District Approval

- A. If the report is approved, the Council shall, by resolution, declare its intention to make such improvement, provide the manner and method of carrying out the improvement, and direct the recorder to give notice of the improvement by two publications one week apart in a newspaper of general circulation within the City, or by posting notice at the City Hall and at two places within the benefited area, and by mailing copies of the notice to the owners to be assessed for the costs of such improvement. The notice shall be mailed, and posted, at least ten days prior to the public hearing on the proposed improvement. The notice shall contain the following:
  - 1. A statement describing the proposed improvement, the area to be served and the district boundary, and the intention of the Council to make such an improvement;
  - 2. The place and times at which the Director's report on the proposed improvement may be examined;
  - 3. The date, time and place of the public hearing on the proposed improvement;
  - 4. The procedure for presenting objections and remonstrances;
  - 5. The estimated total cost of the project or the cost of that portion of the project to be financed by assessments to benefited properties;
  - 6. The method of assessment and the estimated unit assessment rate.
- B. The Council shall hold a public hearing on the proposed improvement not less than 10 days from the time notice is deposited in the mail. At that hearing, remonstrators and persons favoring the improvement are entitled to be heard. If, prior to or during the hearing, written objections are received from owners representing two-thirds of the area to be assessed, the improvement proceedings shall be abandoned and shall not be subject to a further hearing for at least six months. The Council, after receiving objections from owners representing not more than two-thirds of the area to be assessed, may discontinue the proceedings or adopt or amend the Director's report and, as amended, adopt the same by resolution. Having by resolution created a local improvement district of the area to be benefited by the proposed improvement, the Council shall direct, in the resolution or by subsequent action, the Director to prepare detailed plans, specifications and cost estimates for the proposed improvement.
- C. Following adoption of the project approval resolution, the City may advertise for bids, contract for construction of the improvement, and construct the improvement in accordance with law and the adopted plans and specifications. The City may also construct by contracting with another unit of Government. After satisfactory

completion of the construction, the Director shall prepare a certificate of completion and final estimate showing the total cost.

# 12.08.060 Local Improvement District Assessment

- A. Assessments are made following construction of the improvement. The determination shall be based upon actual construction costs and related costs, and the determination of proposed individual and specific property assessments shall be known as the "preliminary assessment roll."
- B. The Council shall establish the date, time and place at which it will meet to equalize and adjust the preliminary assessment roll, and shall direct the city recorder to mail and post or publish the notice of the proposed assessments and hearing for equalization of the assessments in the manner provided by Section 12.08.050A of this code. Notices shall be mailed, published or posted at least ten days prior to the hearing.
- C. The notice of preliminary assessment shall contain the following:
  - 1. A brief description of the improvement;
  - 2. The place and times at which the preliminary assessment roll can be examined;
  - 3. The date, time and place of the hearing on equalization of proposed assessments;
  - 4. The procedure for presenting objections and remonstrances;
  - 5. The individual and specific assessment proposed for the property owned by the recipients of the mailed notices.
- D. The Council shall hear all objections and remonstrances at the designated meeting or, failing to hear all objections and remonstrances within a reasonable period of time, shall adjourn the hearing to a time and place designated prior to adjournment. After hearing all objections and remonstrances, the Council shall, at the hearing or at subsequent meetings, equalize and spread the proposed assessments.
- E. The Council shall, by ordinance, levy and spread the assessments, such assessment to be then known as the "final assessment roll". Promptly after passage of the ordinance levying the final assessments, the recorder shall send by registered or certified mail a notice of final assessment to all owners of property being assessed.

The notice of final assessment shall contain the following:

- 1. A brief description of the improvement;
- 2. The procedure for cash payment or for applying for Bancroft financing;
- 3. The final assessment levied on property owned by the recipient.
- F. The Council, in adopting a method of assessment of the costs of the improvement, may:
  - 1. Use any just and reasonable method of determining the extent of any improvement district consistent with the benefits derived;
  - 2. Use any method of apportioning the sum to be assessed as is just and reasonable between the properties determined to be specially benefited;
  - 3. Authorize payment by the City of all, or any part of, the cost of any such improvement, when in the opinion of the Council the topographical or physical conditions, or unusual or excessive public travel, or other character of the work involved warrants only a partial payment or no payment by the benefited property of the costs of the improvement.
- G. In the event that an assessment shall be made before the total cost of the improvement is ascertained, and if it is found that the amount of the assessment is insufficient to defray the expenses of the improvement, the Council may, by ordinance, declare such deficit and prepare a proposed deficit assessment. The Council shall set a time for a hearing of objections to such deficit assessment and shall direct the city recorder to publish one notice thereof in a newspaper of general circulation in the City. After such hearing the Council shall make a just and equitable deficit assessment by ordinance, which shall be entered in the docket of City liens as provided by this chapter, and notices of the deficit assessment shall be published and mailed and the collection of the assessment shall be made in accordance with applicable sections of this chapter.
- H. To the extent consistent with the provisions of this chapter, ORS 223.317 to ORS 223.485 on assessment, reassessment, and apportionment of assessment applies to assessments by the City.
- I. Nothing contained in this chapter shall preclude the Council from using any other available means of financing improvements, including federal or state grants in aid, user charges or fees, revenue bonds, general obligation bonds, or any other legal means of finance. In the event that such other means of financing improvements are used, the Council may, in its discretion, levy special assessments according to the benefits derived to cover any remaining part of the costs of the improvement.

# 12.08.070 Local Improvement District Objections and Remedies

Subject to the curative provisions of this chapter, and the rights of the City to reassess as provided in this chapter, proceedings for writs of review and suits in equity may be filed not earlier than thirty days nor later than sixty days after the filing of written objections as provided in this chapter. A property owner who has filed written objections with the city recorder prior to the public hearing may have the right to apply for a writ of review based upon the City Council exercising its functions erroneously or arbitrarily or exceeding its jurisdiction to the injury of some substantial right of such owner if the facts supporting such claim have been specifically set forth in the written objections. A property owner who has filed written objections with the city recorder prior to the public hearing may commence a suit for equitable relief based upon a total lack of jurisdiction on the part of the City; and if notice of the improvement shall not have been sent to the owner and if the owner did not have actual knowledge of the proposed improvement prior to the hearing, then the owner may file written objections alleging lack of jurisdiction with the city recorder within thirty days after receiving notice or knowledge of the improvement. No provision of this section shall be construed so as to lengthen any period of redemption or so as to affect the running of any statute of limitation. Any proceeding on a writ of review or suit in equity shall be abated if proceedings are commenced and diligently pursued by the City Council to remedy or cure the alleged errors or defects.

# 12.080.080 Local Improvement District Liens and Foreclosure Proceedings

After passage of the assessment ordinance by the City Council, the city recorder shall enter in the docket of city liens a statement of the amounts assessed upon each particular lot, parcel of land or portion thereof, together with a description of the improvement, the name of the owners and the date of the assessment ordinance. Upon such entry in the lien docket, the amount so entered shall become a lien and charge upon the respective lots, parcels of land or portions thereof, which have been assessed for such improvements. All assessment liens of the City shall be superior and prior to all other liens and encumbrances on property insofar as the laws of the state permit. Interest shall be charged on all amounts not paid within thirty days from the date of the assessment ordinance. The interest rate charged shall be equal to the true interest rate of the bonds sold to finance the improvements plus one percent to pay a proportionate part of the cost of administering the bond assessment program. Upon expiration of thirty days from the date of such assessment ordinance, the City may proceed to foreclose or enforce collection of the assessment liens in the manner provided by the general laws of the state; provided, however, that the City may, at its option, enter a bid for the property being offered at a foreclosure sale, which bid shall be prior to all bids except those made by persons who would be entitled under the laws of the state to redeem such property.

# 12.08.090 Local Improvement District Abandonment of Proceedings

The Council shall have full power and authority to abandon and rescind proceedings for improvements made under this chapter at any time prior to the final completion of such improvements.

# 12.08.100 Local Improvement District Curative Provisions

- A. No improvement assessment shall be rendered invalid by reason of a failure of the Director's report to contain all of the information required by this chapter, or by reason of a failure to have all of the information required to be in the improvement resolution, the assessment ordinance, the lien docket or notices required to be published and mailed, nor by the failure to list the name of, or mail notice to, the owner of any property as required by this chapter, or by reason of any other error, mistake, delay, omission, irregularity or other act, jurisdictional or otherwise, in any of the proceedings or steps specified in this chapter, unless it appears that the assessment is unfair or unjust in its effect upon the person complaining; and the Council shall have the power and authority to remedy and correct all such matters by suitable action and proceedings.
- B. Whenever any assessment, deficit or reassessment for any improvement which has been made by the City has been, or shall be, set aside, annulled, declared or rendered void, or its enforcement restrained by any court of the state, or any federal court having jurisdiction thereof, or when the Council shall be in doubt as to the validity of such assessment, deficit assessment or reassessment, or any part thereof, then the Council may make a reassessment in the manner provided by the laws of the state.

## 12.08.110 Bancroft Bonding

The provisions of Oregon Revised Statutes Sections 223.205 through 223.295 known as Bancroft Bonding Act are adopted and made a part of this section by reference.

#### 12.08.200 Purpose of Reimbursement District

The purpose of a Reimbursement District is to provide a method to reimburse the city or a person who finances the construction of a sewer, water, stormwater, or street improvement in whole or in part for the cost of those improvements which benefit other properties. It is intended to be used to mitigate the cost of financing such public improvements by distributing those costs to other benefited property owners at the time those benefited property owners connect to or make use of the improvements.

#### 12.08.210 Reimbursement District Initiation

- A. Any person who chooses or is required as a condition of a development or building permit approval to construct a public street, water, sanitary sewer, or stormwater improvement which will or could provide service to property other than property owned by the person may apply to the city to form a reimbursement district. The street, water, sanitary sewer, or stormwater improvements must include improvements located off-site or in a size greater than those which would otherwise ordinarily be required in connection with an application for development or building permit approval. The city may also initiate formation of a reimbursement district for city financed water, sanitary sewer, street and stormwater improvements.
- B. The application for a reimbursement district shall be in writing and filed with the Director, and shall be accompanied by a processing fee established by council resolution, sufficient to cover the administrative review and notice costs of processing an application.
- C. The application shall include the following:
  - 1. A description of the location, type, size, and estimated cost of the public improvement to be eligible for reimbursement.
  - 2. A map showing the properties to be included in the proposed reimbursement district; the land use designation for each of the properties; the front footage and square footage of each of the properties, or similar data necessary for calculating the apportionment of the costs; and the properties owned by the applicant.
  - 3. A proposed methodology for spreading costs amongst the benefited properties.
  - 4. The estimated cost of the improvements as evidenced by bids, projections of the cost of labor and materials, or other evidence satisfactory to the Director.
  - 5. The estimated date of completion of the public improvements.
- D. The application for formation of a reimbursement district must be made prior to city approval of construction plans and authorization to proceed with the construction of the street, water, sewer, or stormwater improvements. The applicant may proceed with the construction of the improvements prior to council authorizing the reimbursement district. If the council does not authorize the reimbursement district, the applicant will be responsible for the full cost of the improvement.

# 12.08.220 Reimbursement District Director's Report

The Director shall review the application for the establishment of a Reimbursement District and recommend whether a district should be established. The Director may request the submittal of other relevant information from the applicant in order to assist in the evaluation. The Director shall prepare a written report for the council that:

- A. Recommends whether or not the Reimbursement District should be formed;
- B. Explains whether the applicant will finance or has financed some or all of the cost of a street, water, sewer, or stormwater improvement, thereby making service available to property, other than property owned by the applicant;
- C. Recommends the area to be included in Reimbursement District;
- D. States the estimated cost of the street, water, sewer, or stormwater improvements within the area of the proposed Reimbursement District and the portion of the cost for which the applicant should be reimbursed. The cost to be reimbursed to the applicant shall be limited to the cost of engineering, design and construction surveying, construction, acquisition and condemnation costs of acquiring the additional easements and right-of-way, the cost of permits, engineering and legal expenses and the processing fee. The applicant for formation of the reimbursement district shall not be reimbursed for the portion of the reimbursement charge computed for the property of the applicant or for any improvements that are not dedicated to and accepted by the City as a public improvement.
- E. Recommends a just and reasonable methodology for spreading the cost among the parcels within the Reimbursement District.
- F. Recommends the amount to be charged by the city for administration of the agreement by the city. The administration fee shall be fixed by the council and will be included in the resolution approving and forming the reimbursement district.

# 12.08.230 Reimbursement District Approval

- A. The Council shall hold a public hearing on the proposed reimbursement district at which time any person may comment on the proposal.
- B. Because formation of the reimbursement district does not result in an assessment against property or lien against property, the process is not subject to mandatory termination because of remonstrances. The Council has the sole discretion after the public hearing to decide whether a resolution approving and forming the reimbursement district shall be adopted.

- C. The City shall provide mailed notice of the public hearing on the proposal to the applicant and all owners of property within the proposed district as shown on the most recent County Assessor's assessment roll. Notice shall be deemed effective on the date of mailing. Failure of the applicant or any affected owner to receive the notice shall not invalidate or otherwise affect the public hearing or the formation of the reimbursement district. Notice of the hearing shall be mailed by regular mail at least 14 days before the date of the hearing. The notice shall:
  - 1. State that a reimbursement district has been proposed that includes the property of the person receiving notice.
  - 2. Briefly describe the reimbursement district, the street, water, sewer, or stormwater improvement to be reimbursed, the estimated amount of the reimbursement charge, and the circumstances under which the charge must be paid.
  - 3. Include a copy of the Director's report.
  - 4. State the time, date, and place of the public hearing.
- D. After the public hearing is held, the Council shall approve, reject or modify the recommendations contained in the Director's report. If a reimbursement district is established, the Council shall pass a resolution establishing the area included in the Reimbursement District, the estimated cost of the improvements, the methodology for allocating the costs among the parcels, the estimated cost borne by each parcel, and the administrative fee charged by the City.
- E. A right to reimbursement shall terminate ten years after the Reimbursement District is created.
- F. When the applicant is other than the City, the resolution shall instruct the Director to enter into an agreement with the applicant pertaining to the reimbursement district improvements. The agreement, at a minimum, shall contain the following provisions:
  - 1. The public improvements shall meet all applicable City standards.
  - 2. The total amount of potential reimbursement to the applicant.
  - 3. The applicant shall guarantee the public improvements for a period of 24 months after the date of acceptance for ownership and operation.

- 4. The applicant shall defend, indemnify and hold harmless the City from any and all losses, claims, damage, judgments or other costs or expense arising as a result of or related to the City's establishment of the district.
- 5. The applicant shall acknowledge that the City is not obligated to collect the reimbursement fee from affected property owners.
- 6. Other provisions as the Council determines necessary and proper to carry out the provisions of this chapter.

### 12.08.240 Reimbursement District Assessment

- A. After the project is completed, the applicant shall submit to the City the final costs of the improvement. The Director shall then prepare a proposed reimbursement resolution.
- B. The City shall provide mailed notice of the proposed reimbursement resolution to the applicant and all owners of property within the district. Notice shall be deemed effective on the date of mailing. Notice shall be mailed by regular mail at least 14 days before the date of the Council action on the reimbursement resolution. The notice shall set forth the time, date, and place of the Council action. The notice shall also state the amount of the reimbursement charge proposed for each property.
- C. The Director shall submit the final costs and the proposed reimbursement resolution to the Council for approval. The Council may approve the reimbursement resolution as proposed or adjust the costs if they are not deemed just and reasonable.
- D. The City shall notify all property owners within the district and the applicant of the adoption of a reimbursement resolution. The notice shall include a copy of the reimbursement resolution, the date it was adopted and a short explanation of when the property owner is obligated to pay the reimbursement charge and the amount of the charge.
- E. The City Recorder shall record the reimbursement resolution in the office of the County Recorder so as to provide notice to potential purchasers of property within the district. The recording shall not create a lien. Failure to make such a recording shall not affect the legality of the reimbursement resolution or the obligation to pay the reimbursement charge.

#### 12.08.250 Reimbursement District Objections

No legal action intended to contest the formation of the district or the reimbursement charge, including the amount of the charge designated for each parcel, shall be filed after 60 days following adoption of a reimbursement resolution.

# 12.08.260 Reimbursement District Obligation to Pay

- A. The benefited property owners' obligation to pay the reimbursement charges identified in the reimbursement resolution and reimbursement agreement is established in one of the following methods:
  - 1. The property owner receives final approval for a development permit to subdivide or partition property located within the district.
  - 2. A use of property is expanded to create additional units.
  - 3. A property owner connects to the sewer line or water line or makes use of the surface water management or street improvement. As used in this subsection, "makes use of the surface water management improvement" means installation of an improvement that substantially increases impervious surface on the property a the time of or following construction of the surface water management improvement for which the district has been formed. As used in this subsection, "makes use of the street improvement" means installation of an improvement or changing the use of the property at the time of or following construction of the street improvement that increases traffic or congestion on the road improvement for which the district was formed.
- B. The charge is due and payable as a precondition of receiving the first City permit applicable to the development activity undertaken, or, in the case of a connection to a line, as a precondition of receiving the connection permit.
- C. The reimbursement charge may be paid in annual installments over a period of no more than ten years.

# 12.08.270 Reimbursement District Administration

- A. The right of reimbursement is assignable and transferable after written notice is delivered to the city, advising the City to whom future payments are to be made.
- B. The City shall establish separate accounts for each reimbursement district. Upon receipt of a reimbursement charge, the City shall cause a record to be made of that property's payment and remit the charge to the applicant or their assignee.
- C. The reimbursement charge is not intended to replace or limit, and is in addition to, any other existing, fees or charges collected by the City.