ATTACHMENT "F"

MILLVILLE CITY

CULINARY WATER, TRANSPORTATION & PARK IMPACT FEE ANALYSIS (IFA)

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IMPACT FEE CERTIFICATION

IFA Certification

Lewis Young Robertson & Burningham, Inc. certifies that the Impact Fee Analysis ("IFA") prepared for culinary water, transportation and parks and recreation services:

1. includes only the costs of public facilities that are:
    a. allowed under the Impact Fees Act; and
    b. actually incurred; or
    c. projected to be incurred or encumbered within six years after the day on which each impact fee is paid;
2. does not include:
    a. costs of operation and maintenance of public facilities;
    b. costs for qualifying public facilities that will raise the level of service for the facilities, through impact fees, above the level of service that is supported by existing residents;
    c. an expense for overhead, unless the expense is calculated pursuant to a methodology that is consistent with generally accepted cost accounting practices and the methodological standards set forth by the federal Office of Management and Budget for federal grant reimbursement;
    d. offsets costs with grants or other alternate sources of payment; and
3. complies in each and every relevant respect with the Impact Fees Act.

Lewis Young Robertson & Burningham, Inc. makes this certification with the following caveats:

1. All of the recommendations for implementation of the IFFP made in the IFFP documents or in the IFA documents are followed by City Staff and elected officials.
2. If all or a portion of the IFFP or IFA are modified or amended, this certification is no longer valid.
3. All information provided to LYRB is assumed to be correct, complete, and accurate. This includes information provided by the City as well as outside sources.

LEWIS YOUNG ROBERTSON & BURNINGHAM, INC.

DEFINITIONS

The following acronyms are used in this document and expanded below:

ADT: Average Daily Trips

ERC: Equivalent Residential Connection Based on 1" Meter Size

Gal: Gallons

GPM: Gallons per Minute

IFA: Impact Fee Analysis

IFFP: Impact Fee Facilities Plan

LOS: Level of Service

LYRB: Lewis Young Robertson and Burningham, Inc.

Sq. Ft.: Square Feet

SECTION 1: EXECUTIVE SUMMARY

The purpose of this Impact Fee Analysis ("IFA"), is to fulfill the requirements established in Utah Code Title 11 Chapter 36a, the "Impact Fees Act," and help Millville City (the "City") plan necessary capital improvements for future growth. This document will address the future culinary water, transportation and park infrastructure needed to serve the City through the next six to ten years, as well as the appropriate impact fees the City may charge to new growth to maintain the existing level of service ("LOS"). An Impact Fee Facilities Plan is not required, as the population of the service area was below 5,000 people as of the last census and impact fee revenues are less than $250,000 annually.[1] However, this analysis relies on information provided by the City and its engineers to evaluate existing system capacity and future projects.

- **Impact Fee Service Areas:** The service area for culinary water and parks impact fees includes all areas within the municipal boundaries of the City. The transportation service area includes all areas within the municipal boundaries east of SR-165. This document identifies capital projects that will help to maintain the same level of service enjoyed by existing residents into the future.
- **Demand Analysis:** The demand units utilized in this analysis include population, Equivalent Residential Connections (ERCs) and growth in Average Daily Trips (ADTs). As residential and commercial growth occurs within the City, this new development creates greater demand on existing system infrastructure. The system improvements identified in this study are determined necessary to maintain the level of service for future development.
- **Level of Service:** The existing and proposed level of service for culinary water is approximately 1.37 GPM per ERC. The current total park value per capita is $241 for neighborhood parks, $1,267 for community parks, and $17 for undeveloped park land. The current level of service for transportation is category D or higher for both intersection congestion and roadway congestion.
- **Excess Capacity:** The culinary water source component has 249 GPM of excess capacity at the existing LOS of 1.37 GPM per ERC. The culinary water storage component has 292,604 GAL of excess capacity. The buy-in cost to growth calculated for the source, distribution, and booster pumps is $288,462. No excess capacity has been identified related to park facilities. The buy-in to the existing street system is based on proportionate trips through buildout, with a total of $1,388,978 included in this analysis.
- **Capital Facilities Analysis:** The culinary water capital cost eligible for impact fees is $90,170. The eligible cost for parks impact fees is $636,537. The transportation eligible costs are $1,817,102.
- **Outstanding Debt:** The City has three pieces of outstanding debt that have been included in this analysis: the 1997A Water Bonds, 1997B Water Bonds, and the 2006 Water Revenue Bonds. According to the City, these bonds were used to fund improvements to the water system and are paid from the water fund. A total of $1,220,581 in interest cost associated with these bonds is included in this analysis. There are no bonds outstanding related to transportation or parks and recreation.
- **Funding of Future Facilities:** This analysis assumes future growth related facilities will be funded through a combination of utility revenues, impact fee revenues and general fund revenues. Future bonding is not contemplated in this analysis.

PROPOSED IMPACT FEES

TABLE 1.1: TOTAL IMPACT FEE SUMMARY

	PROPOSED	EXISTING	DIFFERENCE	PERCENT CHANGE
Park (Single Family Residential)	$5,332	$2,000	$3,332	167%
Culinary Water (Per ERC)*	$3,053	$3,700	($647)	(17%)
Transportation (Residential)	$1,764	$4,749	($2,985)	(63%)
Total	**$10,148**	**$10,449**	**($301)**	**(3%)**

*One ERC is equal to a 1" meter.

TABLE 1.2: CULINARY WATER IMPACT FEE BY METER SIZE

Meter Size (in)	Nominal Multiplier*	Impact Fee per Meter Size
1	1.00	$3,053
1 1/2	1.99	$6,075
2	3.19	$9,739
3	6.99	$21,340
4	11.98	$36,575
6	24.95	$76,172

*ERC Multiplier based on updated AWWA M6 Manual "Water Meters"

TABLE 1.3: PARK IMPACT FEE SCHEDULE

Impact Fee per HH	Persons per HH	Fee per HH
Single-Family (per unit)	3.39	$5,332
Multi-Family (per unit)	1.04	$1,636

TABLE 1.4: TRANSPORTATION IMPACT FEE SCHEDULE

Land Use	Per	Adjusted Trips	Impact Fee
Residential Dwellings	Unit	4.79	$1,764
General Commercial	KSF	7.76	$2,859
Manufacturing/Warehousing	KSF	1.85	$680

[1] UCA 11-36a-301(3)y

SECTION 2: GENERAL IMPACT FEE METHODOLOGY

DEMAND ANALYSIS

LOS ANALYSIS

EXISTING FACILITIES ANALYSIS

FUTURE FACILITIES ANALYSIS

FINANCING STRATEGY

PROPORTIONATE SHARE ANALYSIS

The purpose of this study is to fulfill the requirements of the Impact Fees Act regarding the establishment of an IFFP and IFA. The IFFP is designed to identify the demands placed upon the City's existing facilities by future development and evaluate how these demands will be met by the City. The IFFP is also intended to outline the improvements which are intended to be funded by impact fees. The IFA is designed to proportionately allocate the cost of the new facilities and any excess capacity to new development, while ensuring that all methods of financing are considered. Each component must consider the historic level of service provided to existing development and ensure that impact fees are not used to raise that level of service. The following elements are important considerations when completing an IFFP and IFA.

DEMAND ANALYSIS

The demand analysis serves as the foundation for the IFFP. This element focuses on a specific demand unit related to each public service – the existing demand on public facilities and the future demand as a result of new development that will impact public facilities.

LEVEL OF SERVICE ANALYSIS

The demand placed upon existing public facilities by existing development is known as the existing "Level of Service" ("LOS"). Through the inventory of existing facilities, combined with the growth assumptions, this analysis identifies the level of service which is provided to a community's existing residents and ensures that future facilities maintain these standards. Any excess capacity identified within existing facilities can be apportioned to new development. Any demand generated from new development that overburdens the existing system beyond the existing capacity justifies the construction of new facilities.

EXISTING FACILITY INVENTORY

In order to quantify the demands placed upon existing public facilities by new development activity, the Impact Fee Facilities Plan provides an inventory of the City's existing **system** facilities. To the extent possible, the inventory valuation should consist of the following information:

- Original construction cost of each facility; and,
- Estimated useful life of each facility.

The inventory of existing facilities is important to properly determine the excess capacity of existing facilities and the utilization of excess capacity by new development.

FUTURE CAPITAL FACILITIES ANALYSIS

The demand analysis, existing facility inventory and LOS analysis allow for the development of a list of capital projects necessary to serve new growth and to maintain the existing system. This list includes any excess capacity of existing facilities as well as future **system improvements** necessary to maintain the level of service. Any demand generated from new development that overburdens the existing system beyond the existing capacity justifies the construction of new facilities.

FINANCING STRATEGY – CONSIDERATION OF ALL REVENUE SOURCES

This analysis must also include a consideration of all revenue sources, including impact fees, future debt costs, alternative funding sources and the dedication of system improvements, which may be used to finance system improvements.[2] In conjunction with this revenue analysis, there must be a determination that impact fees are necessary to achieve an equitable allocation of the costs of the new facilities between the new and existing users.[3]

PROPORTIONATE SHARE ANALYSIS

The written impact fee analysis is required under the Impact Fees Act and must identify the impacts placed on the facilities by development activity and how these impacts are reasonably related to the new development. The written impact fee analysis must include a proportionate share analysis, clearly detailing each cost component and the methodology used to calculate each impact fee. A local political subdivision or private entity may only impose impact fees on development activities when its plan for financing system improvements establishes that impact fees are necessary to achieve an equitable allocation to the costs borne in the past and to be borne in the future (UCA 11-36a-302).

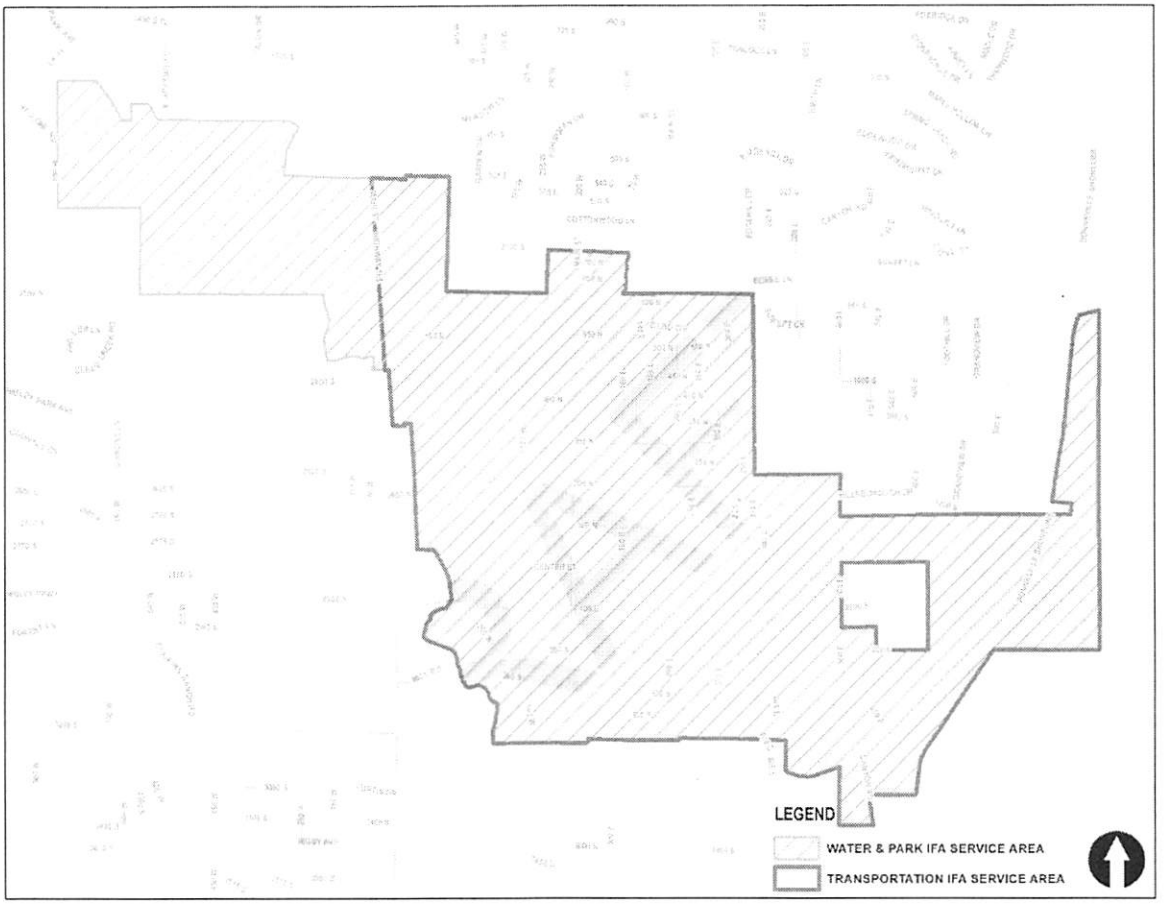
[2] 11-36a-302(2)
[3] 11-36a-302(3)

SECTION 3: OVERVIEW OF SERVICE AREA, DEMAND, AND LOS

SERVICE AREAS

Utah Code requires the impact fee enactment to establish one or more service areas within which impact fees will be imposed.[4] The service area for culinary water, transportation and parks are shown in **Illustration 3.1**. The service area for culinary water and parks includes all areas within the City, whereas the transportation service area includes all areas east of SR-165. This document identifies capital projects that will help to maintain the same level of service enjoyed by existing residents into the future.

ILLUSTRATION 3.1: PROPOSED SERVICE AREAS



[4] UC 11-36a-402(a)

DEMAND UNITS

As shown in **Table 3.1**, the growth in ERCs which is used to calculate culinary water demand is expected to reach 700 units by 2025, based on a growth rate of 2.0 percent. This represents an increase of 126 ERCs from 2015. As illustrated in **Table 3.2**, the population, which identifies park demand, is expected to increase by 417 to 2,323 by the year 2025, reflecting an AARG of 2.0 percent. A comparison of population growth from 2000 to 2010 shows an AAGR of 1.96 percent.

TABLE 3.1: WATER: ERC GROWTH PROJECTIONS

Year	ERC Est.
2015	574
2016	585
2017	597
2018	609
2019	621
2020	634
2021	646
2022	659
2023	673
2024	686
2025	700
New ERCs in IFFP	**126**
AAGR	**2.00%**

TABLE 3.2: PARK: POPULATION PROJECTIONS

YEAR	POPULATION
2015	1,906
2016	1,944
2017	1,983
2018	2,022
2019	2,063
2020	2,104
2021	2,146
2022	2,189
2023	2,233
2024	2,277
2025	2,323
New population	417
AAGR	2.00%
Average HH Size (Singe Family)	3.39
Average HH Size (Singe Family)	1.04
Household Size based on 2009-2013 ACS Census Data	

To determine the proportionate transportation impact from each land use type, the existing trips are allocated to the different land use types based on trip statistics as presented in the Institute of Traffic Engineers (ITE) Trip Generation Manual, 8th Edition. The most common method of determining growth is measuring the number of trips within a community based on existing and future land uses. Appropriate adjustment factors are applied to remove pass-by traffic. Based on the growth in trips, the City will need to expand its current facilities to accommodate new growth. The current and future trip counts are shown in **Table 3.3** and **Table 3.4**. It is anticipated that trips on existing roadways will increase as a result of new development with a total of 7,382 trips for residential dwellings, 4,328 trips for general commercial entities, for a total of 11,710 new trips at buildout, an increase of 8,516 trips.

TABLE 3.3: TRANSPORTATION CURRENT TRIPS

Land Use		FAR	Developed Acres	Developed Units	Daily Trips	Entering/ Exiting	Pass-by Adjustment	Current Peak Hour Trips
Residential								
Residential Dwellings	Unit		515.13	580	9.57	0.50	0%	2,775
Non-Residential								
General Commercial	Sq. Ft.	0.14	9.09	54,000	18.13	0.50	14%	419
Manufacturing/Warehousing	Sq. Ft.	0.20	-	-	3.69	0.50	0%	-
TOTALS			**524.22**					**3,194**

TABLE 3.4: TRANSPORTATION BUILDOUT TRIPS

Land Use		FAR	Undeveloped Acres	Undeveloped Units	Future Daily Trips	Total Trips @ Build-out
Residential						
Residential Dwellings	Unit		320.94	962.81	4,607	7,382
Non-Residential						
General Commercial	Sq. Ft.	0.14	84.80	503,842	3,909	4,328
Manufacturing/Warehousing	Sq. Ft.	0.20	-	-	-	-
TOTALS			**405.74**		**8,516**	**11,710**

LEVEL OF SERVICE STANDARDS

Impact fees cannot be used to finance an increase in the level of service to current or future users of capital improvements. Therefore, it is important to identify the existing and proposed culinary water level of service to ensure that the new capacities of projects financed through impact fees do not exceed the established standard.

The existing and proposed culinary water LOS for the source component as illustrated in **Table 3.5** is approximately 1.37 GPM per ERC. This is based on the actual peak demand of 786 GPM, which was provided by the City's engineer, divided by the existing ERCs of 574. For additional discussion regarding the level of service and demand variables related to culinary water, see **Appendix A**.

Table 3.6 includes the total value per capita for park land and improvements within the City. Per capita, neighborhood parks are valued at $241, community parks are $1,267, and undeveloped park land is $17. The current transportation level of service for intersection congestion and roadway congestion is based on maintaining a grade of D or higher as shown in **Table 3.7**.

TABLE 3.5: CULINARY WATER LEVEL OF SERVICE

Actual Existing LOS	Provided LOS	Proposed LOS	Measurement
Source (Observed)	1.37	1.37	GPM per ERC
Storage (Equalization + Emergency)	1,720	1,358	GPD per ERC

TABLE 3.6: PARKS LEVEL OF SERVICE

Summary Level of Service (Cost per Capita)	Land Value per Capita	Improvement Value per Capita	Total Value per Capita
Neighborhood Parks	$40	$201	$241
Community Parks	$398	$868	$1,267
Undeveloped Park Land	$17	-	$17

TABLE 3.7: TRANSPORTATION LEVEL OF SERVICE

Summary Level of Service	Category
Intersection Congestion	D or higher
Roadway Congestion Level	D or higher

SECTION 4: EXISTING FACILITIES INVENTORY

EXISTING SYSTEM

CULINARY WATER

Based on information provided by the City, the existing culinary water system capacity is shown in **Table 4.1**. These values represent amounts that can be included in any excess capacity calculations and exclude other revenue sources such as grants, donations or developer contributions.

TABLE 4.1: CULINARY WATER EXISTING CAPACITY INVENTORY

ASSET	AVAILABLE WATER-SUMMER (GPM)	CAPACITY (GALLONS)	TOTAL PIPE LENGTH (FEET)	CAPACITY (GPM)
	Source	Storage	Distribution	Booster Stations
Total	**1,035**	**2,300,000**	**82,060**	**600**

Source: Millville City

According to the City's financial statements, the current system is valued at $5,320,112. Isolating only system improvements that can be identified as source, storage, or distribution produces a value of $2,651,333. After the inclusion of interest on existing bonds, the total value included in this analysis is $3,822,199.

TABLE 4.2: CULINARY WATER DETERMINATION OF ORIGINAL VALUE

	PRINCIPAL	INTEREST	TOTAL
Source	$127,289	$56,212	**$183,501**
Storage	$2,017,500	$890,957	**$2,908,457**
Distribution	$506,544	$223,697	**$730,241**

Source: Millville City

PARKS AND RECREATION

The City's existing park inventory for park acres by type is shown in **Table 4.3**. This inventory is used to help calculate the LOS in the City that will need to be perpetuated as additional residents locate in the City. The improvement costs for parks and recreation are based on the historic value of existing amenities.

TABLE 4.3: PARKS & RECREATION EXISTING FACILITIES

PARK TYPE	CITY PARKS SYSTEM	TOTAL ACREAGE
Neighborhood Park	North Park 100 East 450 North	2.67
Community Park	South Park 500 East 300 South	11.50
Undeveloped Park Land	South Park Undeveloped	0.50
Total		**14.67**

Table 4.4 illustrates the total value per capita for park land and improvements within the City, with neighborhood parks valued at $241, community parks at $1,267, and undeveloped park land at $17. **Appendix B** provides a detailed illustration of the inventory of existing parks and recreation facilities. The determination of park values excludes non-City funded amenities and values. This includes Recreation, Arts, Parks and Zoo (RAPZ) funds, as well as grants. The City received a total of $414,259 in RAPZ funds which has been excluded from this analysis.

TABLE 4.4: PARKS LEVEL OF SERVICE

Summary Level of Service (Cost per Capita)	Land Value per Capita	Improvement Value per Capita	Total Value per Capita
Neighborhood Parks	$40	$201	$241
Community Parks	$398	$868	$1,267
Undeveloped Park Land	$17	-	$17

It is noted that current costs are used strictly to determine the actual cost, in today's dollars, of duplicating the current level of service for future development in the City, and does not reflect the value of the existing improvements within the City. According to the City, land is valued at $66,000 per acre.

TRANSPORTATION

The current value of transportation infrastructure including sidewalks, curbs, and land is $3,548,489. A total of $714,903 is excluded from this value as project improvements and $923,604 is excluded as grants or donated funds, leaving $1,909,982 as impact fee eligible value as shown in **Table 4.5**. This total excludes grant funding and the value related to project improvements which are not eligible revenue sources for the calculation of impact fees.

TABLE 4.5: TRANSPORTATION DETERMINATION OF ORIGINAL VALUE

TRANSPORTATION INFRASTRUCTURE	VALUE
Sidewalks	$509,585
Curbs	$136,734
Roads	$1,976,335
Land Under Roads	$925,835
Total	**$3,548,489**
Less Project Improvements	($714,903)
Less Grant Funding	($923,604)
Impact Fee Eligible Value	**$1,909,982**

Source: Millville City

EXCESS CAPACITY

The intent of the equity buy-in component is to recover the costs of the unused capacity in existing infrastructure from new development. This section addresses any excess capacity in the systems.

CULINARY WATER

The culinary water system has excess capacity including 249 GPM of source with an original value of $44,147, and 292,604 GAL of storage excess capacity with an original value of $370,011. Of these values, $30,590 is applied to this analysis for source value utilized by ERCs in the next ten years and $216,374 for storage. A total of 5.7 percent, or a value of $41,498, of the distribution system is available to the impact fee. The determination of excess capacity or buy-in value is shown below. Based on the timing of this report, the calculation of ERC excess capacity differs slightly from **Appendix A**.

TABLE 4.6: CULINARY WATER SOURCE

		UNIT
Total Source Capacity	1,035	GPM
Existing Demand	786	GPM
Excess Capacity	249	GPM
% Excess Capacity	24.1%	
ERCs Served by Excess Capacity	182	ERCs
New ERCs in IFFP	126	ERCs
Percent to IFA	**69.3%**	
Remaining ERCs to Serve in IFFP	-	
Base Value of Existing Facilities	$183,501	
Cost of Issuance		
Total Base Value	$183,501	
% Excess Capacity	24.1%	
Excess Capacity Value	$44,147	
Percent to IFA	**69.3%**	
Cost to IFA	**$30,590**	

TABLE 4.7: CULINARY WATER STORAGE

		UNIT
Total Storage Capacity	2,300,000	GAL
Less Fire Suppression	1,020,000	GAL
Remaining Capacity	1,280,000	GAL
Existing Used Capacity	987,396	GAL
Total Excess Capacity	292,604	GAL
% Excess Capacity	12.7%	
ERCs Served by Excess Capacity	215	ERCs
New ERCs in IFFP	126	ERCs
Percent to IFA	**58.5%**	
Remaining ERCs to Serve in IFFP	-	
Base Value of Existing Facilities	$2,908,457	
Cost of Issuance	-	
Total Base Value	$2,908,457	
% Excess Capacity	12.7%	
Excess Capacity Value	$370,011	
Percent to IFA	**58.5%**	
Cost to IFA	**$216,374**	

TABLE 4.8: CULINARY WATER DISTRIBUTION

	ERCS	% OF TOTAL
Year: 2015	574	26%
New ERCs in IFFP	126	6%
Build Out ERCs	2,212	100%
Total Base Value	$730,241	
Percent to IFA	**5.7%**	
Cost to IFA	**$41,498**	

TRANSPORTATION

The buy-in to the existing street system is based on proportionate trips through buildout, with a total of $1,909,982 included in this analysis. This total excludes grant funding and the value related to project improvements which are not eligible revenue sources for the calculation of impact fees. It is anticipated that a total of 8,516 new trips will be added to the system through buildout. This represents 73 percent of the total trips at buildout. Thus, 73 percent of the existing value, or $1,388,978, is applied to the new trips through buildout.

PARKS AND RECREATION

No excess capacity has been identified related to park facilities.

FUNDING OF EXISTING FACILITIES

CULINARY WATER

The City has funded its existing capital infrastructure through a combination of different revenue sources, including general utility fund revenues, the issuance of debt, and revenues received from other governmental agencies. This analysis has removed all funding that has come from federal grants and donations from non-resident citizens to ensure that none of those infrastructure items are included in the level of service.

The City has three pieces of outstanding debt that have been included in this analysis: the 1997A Water Bonds, 1997B Water Bonds, and the 2006 Water Revenue Bonds. According to the City, these bonds were used to fund improvements to the water system and are paid from the water fund. A total of $1,220,581 in interest cost associated with these bonds is included in this analysis. There are no bonds outstanding related to transportation or parks and recreation.

Utility rate revenues serve as the primary funding mechanism within enterprise funds. Rates are established to ensure appropriate coverage of all operations and maintenance expenses, debt service coverage, and capital project needs. Impact fee revenues are generally considered non-operating revenues and help offset future capital costs. Rate revenues will be required to fund non-growth related capital improvements.

TRANSPORTATION

The City's existing transportation infrastructure has been funded through general fund revenues, grants, donations and other taxes. As shown in **Table 4.5**, a total of $923,604 in grant funding from FEMA, UDOT and the Cache County Council of Governments has been excluded from this analysis.

PARKS AND RECREATION

The City's existing parks and recreation infrastructure has been funded through general fund revenues, grants, donations and other taxes. The City also received Recreation, Arts, Parks and Zoo (RAPZ) funds, as well as grants. The City received a total of $414,259 in RAPZ funds which has been excluded from this analysis.

SECTION 5: CAPITAL FACILITY ANALYSIS

The estimated costs attributed to new growth were analyzed based on existing development versus future development patterns, as well as through an analysis of flow data. From this analysis, a portion of future development costs were attributed to new growth and included in this impact fee analysis. Capital projects related to curing existing deficiencies were not included in the calculation of the impact fees. The costs of projects related to curing existing deficiencies cannot be funded through impact fees.

CULINARY WATER

Table 5.1 illustrates the identified cost of future culinary water capital improvements within the Service Area. The total cost related to growth is **$2,392,853**, based on construction timing and inflation of three percent annually. **Appendix C** provides a detail of the future capital improvements related to culinary water.

TABLE 5.1: CULINARY WATER CAPITAL IMPROVEMENTS

PROJECT	ESTIMATED COSTS	CONSTRUCTION YEAR COST TOTAL	COST TO GROWTH	% WITHIN IFFP	COST TO IFA
Source	$2,199,000	$2,200,740	$2,200,740	-	-
Distribution	$465,600	$651,427	$154,109	59%	$90,170
Booster Pumps	$30,000	$38,003	$38,003	-	-
Total Capital Projects	**$2,694,600**	**$2,890,171**	**$2,392,853**		**$90,170**

Source: Millville City, LYRB

TRANSPORTATION

Table 5.2 illustrates the estimated cost of future capital improvements within the Service Area, as identified by the City. The total cost related to growth is **$1,817,102**, based on construction timing and inflation of three percent annually. **Appendix D** provides details for the future capital improvements related to transportation.

TABLE 5.2: TRANSPORTATION CAPITAL IMPROVEMENTS

STREET	TOTAL COST	CONSTRUCTION YR. COST	COST TO MILLVILLE	COST TO NEW GROWTH
Total	$22,995,820	$34,155,716	$10,599,711	$9,855,550
IFFP Projects (10 Year Horizon)	**$5,767,840**	**$6,437,862**	**$2,103,064**	**$1,817,102**

Source: Millville City, LYRB

PARKS AND RECREATION

Based on the expected changes in population over the planning horizon, the City will need to acquire and develop additional acres of parkland and park improvements. This assumes the City will grow by 417 persons through 2025. A total of **$636,537** in additional capital expenditures is identified within the next ten years.

TABLE 5.3: PARKS CAPITAL IMPROVEMENTS

TYPE OF IMPROVEMENT	LAND VALUE PER CAPITA	IMPROVEMENT VALUE PER CAPITA	TOTAL VALUE PER CAPITA	POPULATION INCREASE IFFP HORIZON	COST TO PARKS OVER IFFP HORIZON
Neighborhood Parks	$40	$201	**$241**	417	**$100,717**
Community Parks	$398	$868	**$1,267**	417	**$528,593**
Undeveloped Park Land	$17	$0	**$17**	417	**$7,227**
Total			**$1,525**		**$636,537**

SYSTEM VS. PROJECT IMPROVEMENTS

System improvements are defined as existing and future public facilities designed to provide services to service areas within the community at large.[5] Project improvements are improvements and facilities that are planned and designed to provide service for a specific development (resulting from a development activity) and considered necessary for the use and convenience of the occupants or users of that development.[6] To the extent possible, this analysis only includes the costs of system improvements related to new growth within the proportionate share analysis.

FUNDING OF FUTURE FACILITIES

The IFFP must also include a consideration of all revenue sources, including impact fees and the dedication of system improvements, which may be used to finance system improvements.[7] In conjunction with this revenue analysis, there must be a determination that impact fees are necessary to achieve an equitable allocation of the costs of the new facilities between the new and existing users.[8]

[5] UC 11-36a-102(20)
[6] UC 11-36a102(13)
[7] 11-36a-302(2)
[8] 11-36a-302(3)

In considering the funding of future facilities, the City has determined the portion of future projects that will be funded by impact fees as growth-related, system improvements. Impact fees are an appropriate funding and repayment mechanism of the growth-related improvements. Where applicable, impact fees will offset the cost of future facilities. However, impact fees cannot be used to fund non-qualified expenses (i.e. to cure existing deficiencies, to raise the level of service, to recoup more than the actual cost of system improvements, or to fund overhead). Other revenues such as utility rate revenues, property taxes, sales tax revenues, grants, or loans can be used to fund these types of expenditures, as described below.

UTILITY RATE REVENUES

Utility rate revenues serve as the primary funding mechanism within enterprise funds. Rates are established to ensure appropriate coverage of all operations and maintenance expenses, debt service coverage, and capital project needs. Impact fee revenues are generally considered non-operating revenues and help offset future capital costs. Rate revenues will be required to fund non-growth related capital improvements.

GENERAL FUND REVENUES

It is anticipated that the general fund revenues will continue to be a source of revenue for future park and transportation improvements, maintenance and operations of future facilities, and level of service improvements. Impact fees will be necessary to help maintain the existing level of service for new development. Where general fund monies are used to pay for growth related improvements, impact fees can be used as a repayment mechanism to replace these funds.

GRANTS, DONATIONS AND DEVELOPER CONTRIBUTIONS

This analysis has removed all funding that has come from federal grants and donations to ensure that none of those infrastructure items are included in the level of service. Therefore, the City's existing "level of service" standards have been funded by the City's existing residents. Funding the future improvements through impact fees places a similar burden upon future users as that which has been placed upon existing users through impact fees, property taxes, user fees, and other revenue sources.

Grants, donations or developer contributions are not specifically identified in this analysis related to funding of future improvements. However, the impact fees should be adjusted if grant monies are received. New development may be entitled to a reimbursement for any grants or donations received by the City for growth related projects, or for developer funded IFFP projects.

IMPACT FEE REVENUES

Impact fees have become an ideal mechanism for funding growth-related infrastructure. Impact fees are charged to ensure that new growth pays its proportionate share of the costs for the development of public infrastructure. Impact fee revenues can also be attributed to the future expansion of public infrastructure if the revenues are used to maintain an existing level of service. Increases to an existing level of service cannot be funded with impact fee revenues. Analysis is required to accurately assess the true impact of a particular user upon the City infrastructure and to prevent existing users from subsidizing new growth.

DEBT FINANCING

In the event the City has not amassed sufficient impact fees to pay for the construction of time sensitive or urgent capital projects needed to accommodate new growth, the City must look to revenue sources other than impact fees for funding. The Impact Fees Act allows for the costs related to the financing of future capital projects to be legally included in the impact fee. This allows the City to finance and quickly construct infrastructure for new development and reimburse itself later from impact fee revenues for the costs of principal and interest.

PROPOSED CREDITS OWED TO DEVELOPMENT

The Impact Fees Act requires a local political subdivision or private entity to ensure that the impact fee enactment allows a developer, including a school district or a charter school, to receive a credit against or proportionate reimbursement of an impact fee if the developer: (a) dedicates land for a system improvement; (b) builds and dedicates some or all of a system improvement; or (c) dedicates a public facility that the local political subdivision or private entity and the developer agree will reduce the need for a system improvement.[9]

The facilities must be considered system improvements or be dedicated to the public, and offset the need for an improvement identified in the IFFP.

EQUITY OF IMPACT FEES

Impact fees are intended to recover the costs of capital infrastructure that relate to future growth. The impact fee calculations are structured for impact fees to fund 100 percent of the growth-related facilities identified in the proportionate share analysis as presented in the impact fee analysis. Even so, there may be years that impact fee revenues cannot cover the annual growth-related expenses. In those years, other revenues such as general fund revenues will be used to make up any annual deficits. Any borrowed funds are to be repaid in their entirety through impact fees.

[9] 11-36a-402

NECESSITY OF IMPACT FEES

An entity may only impose impact fees on development activity if the entity's plan for financing system improvements establishes that impact fees are necessary to achieve parity between existing and new development. This analysis has identified the improvements to public facilities and the funding mechanisms to complete the suggested improvements. Impact fees are identified as a necessary funding mechanism to help offset the costs of new capital improvements related to new growth. In addition, alternative funding mechanisms are identified to help offset the cost of future capital improvements.

SECTION 6: IMPACT FEE CALCULATION

The calculation of impact fees relies upon the information contained in this analysis. Impact fees are calculated based on many variables centered on proportionality and level of service. The City currently provides culinary water to its residents and businesses. As a result of new growth, the culinary system is in need of expansion to perpetuate the level of service ("LOS") that the City has historically maintained. The Millville City Culinary Water System Master Plan Update 2010 outlines the recommended capital projects that will maintain the established level of service.

PROPOSED CULINARY WATER IMPACT FEE

Impact fees for culinary water are calculated based on a defined set of costs specified for future development, as defined by the City. The total project costs are divided by the total demand units the projects are designed to serve. Under this methodology, it is important to identify the existing LOS and determine any excess capacity in existing facilities that could serve new growth. Impact fees are then calculated based on many variables centered on proportionality share and LOS.

The culinary water impact fees proposed in this analysis will be assessed within the entire municipal boundaries. The table below illustrates the appropriate impact fee to maintain the existing LOS, based on the assumptions within this document. The fee below represents the maximum allowable impact fee assignable to new development.

TABLE 6.1: CULINARY WATER IMPACT FEE PER ERC

	TOTAL COST	COST TO GROWTH	PERCENT IN IFFP WINDOW	COST TO IMPACT FEE	ERCS SERVED	FEE PER ERC
Excess Capacity						
Source	$183,501	$44,147	69%	$30,590	126	$243
Storage	$2,908,457	$370,011	58%	$216,374	126	$1,721
Distribution	$730,241	$41,498	100%	$41,498	126	$330
Subtotal Excess Capacity	**$3,822,199**	**$455,656**		**$288,462**		**$2,294**
Future Projects						
Future Source	$2,200,740	$2,200,740	-	-	126	-
Future Storage	-	-	-	-	126	-
Future Distribution	$651,427	$154,109	59%	$90,170	126	$717
Future Booster Pumps	$38,003	$38,003	-	-	126	-
Subtotal Future Projects	**$2,890,171**	**$2,392,853**		**$90,170**		**$717**
Other						
Professional Expense	$4,167	$4,167	100%	$4,167	99	$42
Subtotal Other	**$4,167**	**$4,167**		**$4,167**		**$42**
Total	**$6,716,536**	**$2,852,675**		**$382,799**		**$3,053**

Approximately $90,170 of the future facilities are attributed to growth within the next ten years. In addition, a total of $288,462 of buy-in value is applied to new growth, based on the original value of system assets. These costs, along with the professional expense result in a total cost to growth of $382,799. The professional expense includes the current cost to update the IFFP and IFA. The professional expense and the costs for future projects are apportioned based on the demand anticipated to be served by these facilities. The total fee per ERC is $3,053. The impact fee per meter is shown below.

TABLE 6.2: IMPACT FEE PER METER SIZE

Meter Size (in)	Nominal Multiplier*	Impact Fee per Meter Size
1	1.00	$3,053
1 1/2	1.99	$6,075
2	3.19	$9,739
3	6.99	$21,340
4	11.98	$36,575
6	24.95	$76,172

*ERC Multiplier based on updated AWWA M6 Manual "Water Meters"

PROPOSED TRANSPORTATION IMPACT FEE

The proportionate share analysis determines the proportionate cost assignable to new development based on the proposed capital projects and the new growth served by the proposed projects. The impact fee per trip is calculated below.

TABLE 6.3: TRANSPORTATION IMPACT FEE COST PER TRIP

	TOTAL QUALIFIED COST	% TO NEW GROWTH	COST TO NEW GROWTH	TRIPS	COST PER TRIP
Existing Facilities	$1,909,982	72.7%	$1,388,978	8,516	$163
Future Facilities	$1,817,102	100.0%	$1,817,102	8,516	$213
Impact Fee Fund Balance	($112,246)	100.0%	($112,246)	8,516	($13)
Professional Expense	$4,000	100.0%	$4,000	758	$5
Total	**$3,618,838**		**$3,097,834**		**$369**

TABLE 6.4: TRANSPORTATION IMPACT FEE BY LAND-USE TYPE

LAND USE	ITE CODES	PER	ADJUSTED TRIPS	IMPACT FEE
Residential Dwellings	210	Unit	4.79	**$1,764**
General Commercial	822,860,862, 869, 875, 890, 942	KSF	7.76	**$2,859**
Manufacturing/Warehousing	140,150	KSF	1.85	**$680**

PROPOSED PARK IMPACT FEE

The methodology utilized in this analysis is based on the increase in residential demand. The growth driven method utilizes the existing level of service and perpetuates that LOS into the future. Impact fees are then calculated to provide sufficient funds for the entity to expand or provide additional facilities, as growth occurs within the community. Under this methodology, impact fees are calculated to ensure new development contributes the same level of investment as existing development while maintaining the current LOS standards in the community. This approach is often used for public facilities that are not governed by specific capacity limitations and do not need to be built before development occurs (i.e. park facilities).

The park impact fees proposed in this analysis will be assessed within all areas of the City. Utilizing the estimated land cost per acre by park type and the cost per acre to provide the same level of improvements, the total fee per capita is $1,573. The impact fee per residential unit is shown in **Table 6.6.**

TABLE 6.5: PARK IMPACT FEE PER CAPITA

	LAND VALUE PER CAPITA	VALUE OF IMPROVEMENTS PER CAPITA	TOTAL VALUE PER CAPITA
Parks			
Neighborhood Parks	$40	$201	$241
Community Parks	$398	$868	$1,267
Undeveloped Park Land	$17	-	$17
Other			
Professional Services Expense		$11,417	$47
Estimate of Impact Fee Per Capita			**$1,573**

TABLE 6.6: PARK IMPACT FEE PER BY LAND-USE TYPE

IMPACT FEE PER HH	PERSONS PER HH	FEE PER HH
Single-Family (per unit)	3.39	$5,332
Multi-Family (per unit)	1.04	$1,636

NON-STANDARD CULINARY WATER IMPACT FEES

The City reserves the right under the Impact Fees Act to assess an adjusted fee that more closely matches the true impact that the land use will have upon public facilities.[10] This adjustment could result in a lower impact fee if the City determines that a particular user may create a different impact than what is standard for its land use.

CONSIDERATION OF ALL REVENUE SOURCES

The Impact Fees Act requires the proportionate share analysis to demonstrate that impact fees paid by new development are the most equitable method of funding growth-related infrastructure. See Section 5 for further discussion regarding the consideration of revenue sources.

EXPENDITURE OF IMPACT FEES

Legislation requires that impact fees should be spent or encumbered within six years after each impact fee is paid. Impact fees collected in the next five to six years should be spent only on those projects outlined in the IFFP as growth related costs to maintain the LOS.

[10] 11-36a-402(1)(c)

GROWTH-DRIVEN EXTRAORDINARY COSTS

The City does not anticipate any extraordinary costs necessary to provide services to future development.

SUMMARY OF TIME PRICE DIFFERENTIAL

The Impact Fees Act allows for the inclusion of a time price differential to ensure that the future value of costs incurred at a later date are accurately calculated to include the costs of construction inflation. This analysis has included an annual inflationary multiplier of three percent to account for construction year costs.

APPENDIX A: CULINARY WATER DEMAND AND LOS DISCUSSION

MEMORANDUM

DATE: September 28, 2015
TO: Lewis Young Robertson & Burningham Inc
CC: Mayor Mike Johnson
FROM: Zan Murray S.E.
SUBJECT: Culinary Water Source and Storage Amounts for Impact Fee Analysis

Over the past 18 months we have been updating the General Plan for Millville City. Along with the General Plan update, Lewis Young Robertson & Burningham Inc (LYRB) has been updating the impact fees for the culinary water system. As part of that update, water source and storage level of service and latent capacity values have been reviewed by J-U-B to ensure that they are reasonable.

Water Storage

Currently Millville City has water storage of 2.3 million gallons (MG). According to Utah Administrative Code R-309-510-8, water systems must provide equalization storage, fire storage and emergency storage. Equalization and fire storage are dictated by rules and codes. Emergency storage amounts are set by the water system provider. Equalization storage is set by rule from the Division of Drinking Water (DDW). The current DDW requirement for equalization storage is 400 gallons per connection and 2,848 gallons per irrigated acre. With 574 connections in the city, and an equivalent of 292 connections irrigating approximately 0.25 acres each, the current equalization storage required is 437,504 gallons.

At this time, Millville has a fire storage requirement of 1.02 MG according to the International Fire Code (IFC). This is because of a church located in the community that does not have fire sprinkler protection. Most structures in Millville only require 120,000 gallons of storage per the IFC.

Emergency storage is determined by the public water system. This is typically in terms of peak day demand (PDD). Emergency Storage for public water systems will often vary between 0.5 PDD and 1 PDD. Peak Day Demand for Millville according to historical records from the public works department is 1.1 MG (pp. 5 Source Feasibility Study).

With a very high volume of fire flow storage required by the IFC, it would be highly improbable to have a fire at the church and a situation where a PDD of emergency storage would be required. That would be a combined total of 2.12 MG of water used in one day. That is nearly five times the equalization storage required by the DDW. To be more realistic, we recommend that the city use 1/2 a peak day water usage or 550,000 gallons for emergency storage. Therefore the storage Level of Service per connection should be 400 gallons for equalization and 958 gallons for emergency storage for a total of 1358 gallons per connection. This is based on 574 connections in the city.

Latent storage is the remaining storage not used for equalization, fire or emergency storage. Given the storage requirements above, latent storage is 2.3 MG (total) – 0.4375 MG (equalization) - 1.02 MG (fire)– 0.55 MG (emergency) = 0.30 MG (latent). Therefore there is storage capacity for 221 connections left in the system.

Water Source

The sources of water in Millville must be equal to or greater than the Peak Day Demand. At this time, Millville's Sources can produce 1035 gallons per minute (pp 6 Source Feasibility Study) or 1,490,400 gallons per day. In comparison, the historic PDD for the city has been 1.1MG. That means that the city is at 74% of capacity and should look for additional sources of water for the system. They are currently developing several of the options outlined in the Source Feasibility Study to meet the upcoming demand.

Based upon the Source Feasibility Study, the historic PDD was 1.1 MG for 521 connections. That equates to a source Level of Service of 2,111 gallons per connection. Source latent capacity is now 390,400 gallons per day. This means that there is capacity for 185 connections to the city water supply.

Summary

As this memo was prepared, we reviewed the Source Feasibility Study and the Millville City Hydraulic Model Design Elements and System Capacity – Expansion Report. We also based our conclusions in this memo with actual usage data collected by the city to be more accurate in the analysis and defendable for the impact fees.

APPENDIX B: PARK INVENTORY

PARK TYPE	CITY PARKS SYSTEM	ACCESSIBLE PARK	TOTAL ACREAGE	LESS DETENTION	LAND DONATION	FINAL ACREAGE	% CITY OWNED	% CITY FUNDED (LAND)	CITY OWNED ACREAGE	STATUS	LAND VALUE
Neighborhood Park											
	North Park 100 East 450 North	Yes	2.67	-	-	2.67	100%	44%	1.16	Existing	$76,839
Community Park											
	South Park 500 East 300 South	Yes	11.5	-	-	11.5	100%	100%	11.50	Existing	$759,000
Undeveloped Park Land											
	South Park Undeveloped	Yes	0.5	-	-	0.5	100%	100%	0.50	Undeveloped	$33,000
Totals			14.67	-	-	14.67			13.16		$868,839

AMENITIES	CITY PARKS SYSTEM	ACCESSIBLE PARK	PAVILION LARGE	PICNIC TABLES	PAVILION MEDIUM	DRINKING FOUNTAIN	LARGE PLAY-GROUND	SMALL PLAY-GROUND	RESTROOM (YEAR ROUND)	TENNIS (SET OF TWO COURTS)	SOFTBALL FIELDS	YOUTH BASEBALL FIELDS	SIDEWALK/WALKING PATH-MILES
Neighborhood Park													
		Cost Per Unit	$100,00	$775	$75,000	$2,750	$150,000	$70,000	$120,000	$150,000	$155,600	$58,000	$200,000
	North Park 100 East 450 North	Yes	1	15	-	1	1	-	1	1	-	-	0.34
	Subtotal		$100,000	$11,625	-	$2,750	$150,000	-	$120,000	$150,000	-	-	$68,000
Community Park													
	South Park 500 east 300 South	Yes	1	33	1	2	1	1	1	-	1	1	0.27
	Subtotal		$170,000	$25,575	$75,000	$5,500	$150,000	$70,000	$120,000	-	$155,600	$58,000	$54,000
Total Amenities			2	48	1	3	2	1	2	1	1	1	1
Total Cost			$270,000	$37,200	$75,000	$8,250	$300,000	$70,000	$240,000	$159,000	$155,600	$58,000	$122,000

AMENITIES	CITY PARKS SYSTEM	PARKING LOT PER SQ FT	PICNIC TABLE AND SHELTER	BIKE RACK	CONCESSIONS SCOREKEEPING	PARK SIGN	INDIVIDUAL PICNIC PAVILION AND TABLE	SWINGS	BLEACHERS/METAL 15' LENGTH	BENCH	SPLASH PAD	OPEN GRASS AREA-ACRES
Neighborhood Park												
	Cost Per Unit	$5	$12,500	$200	$25,000	$2,200	$5,500	$6,700	$630	$1,500	$179,000	$50,595
	North Park 100 East 450 North	4,968	-	-	-	1	1	1	-	12	-	2.1
	Subtotal	$24,840	-	-	-	$2,200	$5,500	$6,700	-	$18,000	-	$106,250
Community Park												
	South Park 500 east 300 South	12,528	3	2	1	4	4	1	2	6	1	6
	Subtotal	$62,640	$37,500	$400	$25,000	$8,800	$22,000	$6,700	$1,200	$9,000	$179,000	$303,570
Total Amenities		17,496	3	2	1	5	5	2	2	18	1	8
Total Cost		$87,480	$37,500	$400	$25,000	$11,000	$27,500	$11,400	$1,200	$27,000	$179,000	$409,820

VALUATION	CITY PARKS SYSTEM	TOTAL IMPROVEMENTS	DESIGN/ENGINEERING COST (%)	TOTAL IMPROVEMENT COST	% CITY FUNDED	CITY FUNDED IMPROVEMENTS	TOTAL LAND VALUE PER CAPITA	TOTAL IMPROVEMENT VALUE PER CAPITA	TOTAL VALUE PER CAPITA
Neighborhood Park									
	North Park 100 East 450 North	$764,865	$76,486	$841,351	44%	$366,862	$40	$192.51	$232.83
	Unspent Impact Fee Fund Balance	-	-	-		$16,207	-	$8.50	$8.50
Community Park									
	South Park 500 East 300 South	$1,538,485	$153,849	$1,692,334	97%	$1,638,520	$398	$859.81	$1,258.09
	Unspent Impact Fee Fund Balance	-	-	-		$16,207	-	$8.50	$8.50
Undeveloped Park Land									
	South Park Undeveloped	-	-	-	100%	-	$17	-	$17.32
Total Level of Service Value		$2,303,350	$230,335	$2,533,684		$2,037,796	$456	$1,069.33	$1,525.25

APPENDIX C: CULINARY WATER FUTURE CAPITAL PROJECTS

PROJECT	CONSTRUCTION YEAR	2011 CONSTRUCTION COST TOTAL	CONSTRUCTION YEAR COST TOTAL	% COST TO GROWTH	COST TO GROWTH	% WITHIN IFFP	COST TO IFA
Source							
Garr Spring Water 2016	2016	$58,000	$59,740	100%	$59,740	-	-
Park Well Upgrade	2015	$206,000	$206,000	100%	$206,00	-	-
Glenridge Well Blending	2015	$395,000	$395,000	100%	$395,000	-	-
Glenridge Well Aquifer Storage and Recovery	2015	$490,000	$490,000	100%	$490,000	-	-
New Well	2015	$1,050,000	$1,050,000	100%	$1,050,000	-	-
Sub-Total		**$2,199,000**	**$2,200,740**		**$2,200,740**	-	-
Distribution							
Install an 8" water line along 200 East from Center Street to 100 North. This will provide adequate fire flow to the homes on the east end of Center Street. (1,840 of 8" pipe x $40/ft)	2020	$73,600	$85,323	-	-	100%	-
Install an 8" line along 300 South from 550 East down to 400 East with a PRV at 450 East. This line will connect the homes above the canal along 300 South to the upper pressure zone to provide adequate pressure to these homes. (1000' 8" pipe x $40/ft + $50k for PRV)	2020	$90,000	$104,335	50%	$52,167	100%	$52,167
Install an 8" line along 80 East from 500 North to 650 North. This will enable the distribution system to provide adequate fire flow protection at the hydrant located at 750 North on Main Street (1670' 8" pipe x $40/ft)	2030	$66,800	$104,072	-	-	-	-
When the existing booster pumps nears the end of its usable life, replace and upsize pumps to meet demands for the next 15 years.	2023	$30,000	$38,003	100%	$38,003	100%	$38,003
Replace and upsize existing 4" line along 200 S to an 8" line (3260' 8" pipe x $40/ft)	2030	$130,400	$203,159	20%	$40,362	-	-
Replace and upsize existing 4"line along 100 W to an 8" line (1870' 8" pipe x $40/ft)	2030	$74,800	$116,536	20%	$23,307	-	-
Sub-Total		**$465,600**	**$651,427**	**24%**	**$154,109**	**59%**	**$90,170**
Booster Pump Stations							
When the existing booster pumps nears the end of its usable life, replace and upsize pumps to meeting demands for the next 15 years	2023	$30,000	$38,003	100%	$38,003	-	-
Sub-Total		$30,000	$38,003		$38,003	-	-
Combined Total Capital Projects		**$2,694,600**	**$2,890,171**		**$2,392,853**		**$90,170**

Source: Millville Water Feasibility Study for Source, Updated by JUB