

TRANSPORTATION IMPACT FEE FACILITIES PLAN (IFFP) & IMPACT FEE ANALYSIS (IFA)

CITY OF ST. GEORGE, UTAH



FINAL ADOPTED
JULY 10, 2014


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Certification for Impact Fee Facilities Plan and Impact Fee Analysis

IFFP Certification

LYRB certifies that the attached impact fee facilities plan:

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; and,
3. complies in each and every relevant respect with the Impact Fees Act.

IFA Certification

LYRB certifies that the attached impact fee analysis:

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;
3. offsets costs with grants or other alternate sources of payment; and,
4. complies in each and every relevant respect with the Impact Fees Act.

LYRB makes this certification with the following caveats:

1. All of the recommendations for implementations 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.



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SECTION 1: EXECUTIVE SUMMARY

The purpose of the Transportation Impact Fee Facilities Plan (“IFFP”), with supporting Impact Fee Analysis (“IFA”), is to fulfill the requirements established in Utah Code Title 11 Chapter 36a, the “Impact Fees Act”, and assist the City of St. George (the “City”) in financing and constructing necessary transportation capital improvements for future growth. This document will address the future transportation 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”).

- ☐ **Impact Fee Service Area:** The service area for transportation impact fees includes all areas within the City.
- ☐ **Demand Analysis:** The demand units utilized in this analysis are based on undeveloped residential and commercial land and the **new trips generated from these land-use types**. As residential and commercial growth occurs within the City, additional trips will be generated on the City’s roadways. The transportation capital improvements identified in this study are based on maintaining the current level of service as defined by the City.
- ☐ **Level of Service:** LOS is a term used to describe the traffic operations of an intersection and/or roadway, based on congestion and delay. Level of Service is generally defined in ranges from LOS A (almost no congestion or delay) to LOS F (traffic demand is above capacity and the intersections experience long queues and delays). The **LOS C or D** is generally considered acceptable for rural or urbanized areas. Most of the City’s roadways currently maintain this standard.
- ☐ **Excess Capacity:** A buy-in component has not been calculated in this analysis. Capital projects required to maintain existing service levels, as a result of new growth, are considered impact fee eligible projects.
- ☐ **Capital Facilities Analysis:** Based upon the projected increase in trips through 2023, a total of **\$16,846,944** is identified as necessary, growth-related future transportation capital projects. The percentage of the total costs that is attributable to growth is based upon the proportionate share analysis provided by the City.
- ☐ **Funding of Future Facilities:** This analysis assumes future growth related facilities will be funded on a pay-as-you-go basis and will use transportation impact fee fund balances to fund a portion of the costs.

PROPOSED TRANSPORTATION IMPACT FEE

The IFFP must properly complete the legislative requirements found in the Impact Fee Act if it is to serve as a working document in the calculation of appropriate impact fees. The calculation of impact fees relies upon the information contained in this analysis. Impact fees are then calculated based on many variables centered on proportionality share and level of service. The following paragraph describes the methodology used for calculating impact fees in this analysis.

PLAN BASED (FEE BASED ON DEFINED CAPITAL IMPROVEMENT PLAN)

Impact fees can be calculated using a specific set of costs specified for future development. The improvements are identified in the IFFP, CFP (“Capital Facilities Plan”) or CIP (“Capital Improvement Plan”) as growth related projects. 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 level of service and determine any excess capacity in existing facilities that could serve new growth.

TRANSPORTATION IMPACT FEE CALCULATION

The total cost identified as growth related and funded is then applied to the total future trips served over the planning horizon. This results in a cost per trip of approximately \$94.61.

TABLE 1.1: ILLUSTRATION OF IMPACT FEE PER TRIP

TRANSPORTATION CAPITAL PROJECTS	GROWTH RELATED COSTS	FUTURE TRIPS	COST PER TRIP
Future Roadway Projects	\$16,846,944	151,830	\$110.96
Professional Expenses ¹	\$9,675	86,692	\$0.11
Impact Fee Fund Balance ²	(\$2,498,912)	151,830	(\$16.46)
Net Impact Fee Cost per Trip	\$14,357,707		\$94.61

The cost per trip is then applied to the trip statistics for each type of land use, as shown below.

TABLE 1.2: FEE BY LAND USE TYPE

ITE CLASSIFICATION	WEEKDAY TRIPS	PASS-BY ADJUST.	ADJUSTED TRIPS	ESTIMATED FEE	EXISTING FEE	% CHANGE
Residential (per Unit)						
Single Family Homes (210)	9.57		9.57	\$905	\$754	20%
Multi-Family (220)	6.65		6.65	\$629	\$529	19%
Mobile Home Park (240)	4.99		4.99	\$472	\$393	20%
Lodging (per Room)						
Hotel (310)	8.17		8.17	\$773	\$562	38%
Motel (320)	5.63		5.63	\$533	\$574	-7%
Non Residential (Per 1,000 SF)						
Church (560)	9.11		9.11	\$862	\$574	50%
Supermarket (850)	102.24	36%	65.43	\$6,191	\$1,622	282%
Fast Food With Drive Thru (934)	496.12	50%	248.06	\$23,470	\$6,025	290%
Quality Restaurant (931)	89.95	44%	50.37	\$4,766	\$4,959	-4%
Drive-In Bank (912)	148.15	47%	78.52	\$7,429	\$3,882	91%
Convenience. Mkt W/ Gas Pumps (853)	845.60	66%	287.50	\$27,201	\$4,556	497%
General Commercial/Shopping Center (820)	42.94	34%	28.34	\$2,681	\$2,705	-1%
Specialty Retail Center (814)	44.32		44.32	\$4,193	\$1,745	140%
General Office (710)	11.01		11.01	\$1,042	\$867	20%
General Light Industrial (110)	6.97		6.97	\$659	\$549	20%
Auto Parts (843)	61.91	43%	35.29	\$3,339	\$3,901	-14%
Medical/Dental Office (720)	36.13		36.13	\$3,418	\$2,845	20%
Business Park (770)	12.76		12.76	\$1,207	\$1,005	20%
New Car Sales (841)	33.34		33.34	\$3,154	\$2,101	50%
Free Standing Discount Super (813)	53.13	28%	38.25	\$3,619	\$1,654	119%
Hardware/Paint Store (816)	51.29	26%	37.95	\$3,591	\$2,424	48%
Home Improvement Store (862)	29.80	48%	15.50	\$1,466	\$1,408	4%
Electronic Superstore (863)	45.04	40%	27.02	\$2,557	\$2,483	3%
Apparel Store (876)	66.40		66.40	\$6,282	\$2,615	140%
Manufacturing (140)	3.82		3.82	\$361	\$301	20%

Note: Adjustment factor is considered to be 1.00 for all land uses.

¹ This is the actual cost to update the IFFP and IFA. The City can use this portion of the impact fee to reimburse itself for the expense of updating the IFFP and IFA. The cost is divided over the total future trips generated in the next six years.

² The FY 2013 Impact Fee Fund balance totaled \$2,524,912. The City anticipates that most of this will be spent on projects listed in the IFFP. Approximately \$26,000 has already been spent or will be spent on projects listed in the previous impact fee study thus the impact fee calculation only includes \$2,498,912 as the impact fee fund balance.

**NON-STANDARD IMPACT FEES**

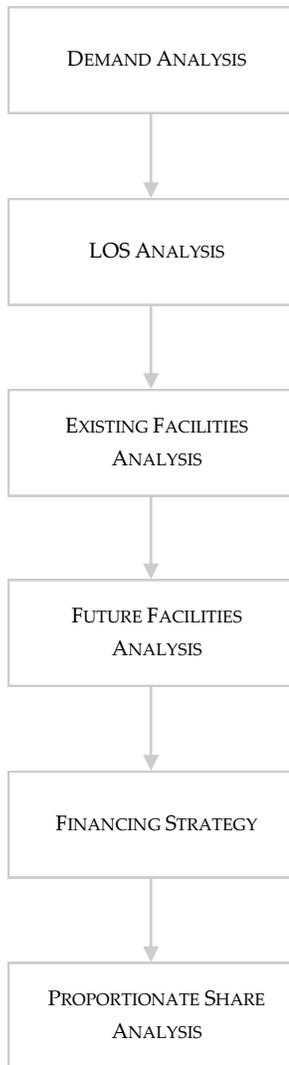
The City reserves the right under the Impact Fees Act to assess an adjusted fee that more closely matches the true impact that the land use will have upon public facilities.³ This adjustment could result in a higher or lower impact fee if the City determines that a particular user may create a different impact than what is standard for its land use. To determine the impact fee for a non-standard use, the City should use the following formula:

$$\text{Total Trips (per Specified Land Use) * Applicable Adjustment Factors * Cost per Trip (\$94.61)}$$

³ 11-36a-402(1)(c)

SECTION 2: GENERAL IMPACT FEE METHODOLOGY

FIGURE 2.1: IMPACT FEE METHODOLOGY



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 improvements. To the extent possible, the inventory valuation should consist of the following information:

- ▣ Original construction cost of each facility;
- ▣ Estimated date of completion of each future facility;
- ▣ Estimated useful life of each facility; and,
- ▣ Remaining useful life of each existing 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.⁴ 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.⁵

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).

⁴ 11-36a-302(2)

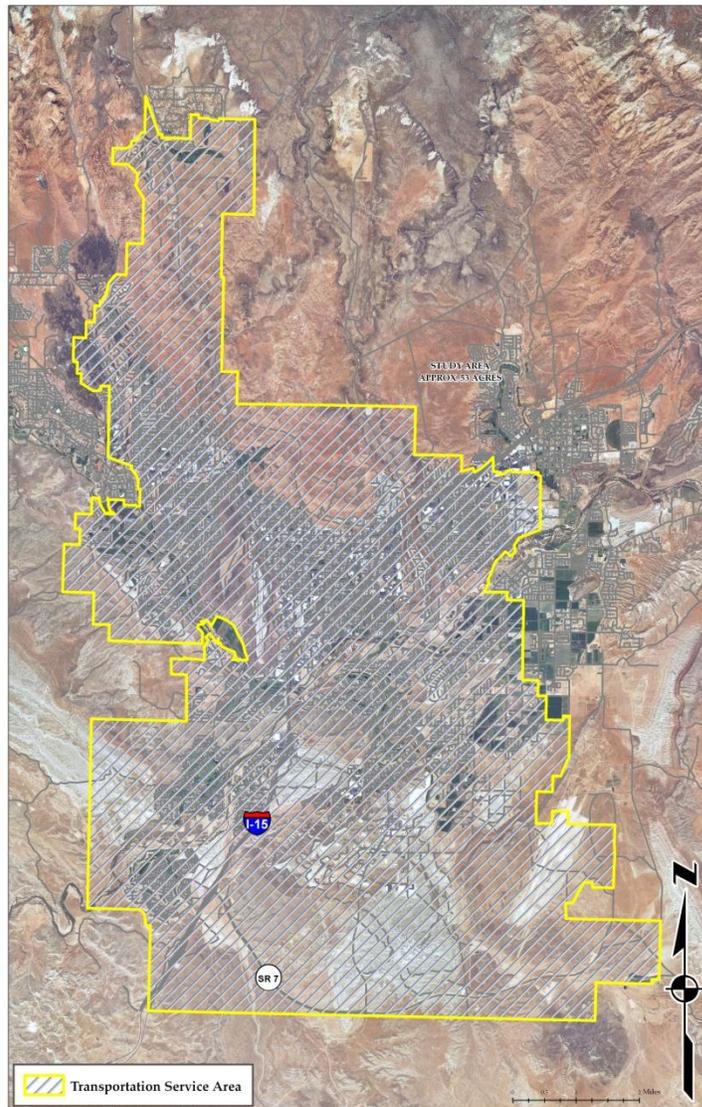
⁵ 11-36a-302(3)

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

SERVICE AREA

Utah Code requires the impact fee enactment to establish one or more service areas within which impact fees will be imposed.⁶ The service area for transportation impact fees includes all areas within the City. This document identifies capital projects that will help to maintain the same level of service enjoyed by existing residents into the future.

FIGURE 3.1: ST. GEORGE TRANSPORTATION SERVICE AREA



It is anticipated the growth projected over the next six to ten years will impact the City's existing services. Public facilities will need to be expanded in order to maintain the existing level of service. The IFFP, in conjunction with the IFA, are designed to accurately assess the true impact of a particular user upon the City's infrastructure.

⁶ 11-36a-402(a)

DEMAND UNITS

The demand units utilized in this analysis are based on undeveloped residential and commercial land and the new trips generated from these land-use types. As residential and commercial growth occurs within the City, additional trips will be generated on the City’s roadways. The transportation capital improvements identified in this study are based on maintaining the current level of service as defined by the City. The proposed impact fees are based upon the projected growth in demand units which are used as a means to quantify the impact that future users will have upon the City’s system. The demand unit used in the calculation of the transportation impact fee is based upon each land use category’s impact and road usage characteristics expressed in the number of trips generated. The existing and future trip statistics used in this analysis were prepared by the City and their engineers based on existing modeling software.

To determine the proportionate 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. Growth of new development will create an additional 151,830 trips by 2023, as show in TABLE 3.1.

TABLE 3.1: ILLUSTRATION OF TRIPS

TRIPS BY TYPE	2013	2018	2023
Pass-By ¹	21,665	26,734	33,973
IX – XI ²	114,550	140,695	170,058
Internal ³	222,381	246,801	270,542
Total Trips	580,977	661,031	745,115
Growth in Trips (Difference between 2023 and 2013 Total Trips)			164,138
Trip Productions and Attractions in St. George⁴	559,312	634,297	711,142
Growth in New Trips within St. George (Difference between 2023 and 2013 Trip Productions and Attractions in St. George)			151,830

1 - Pass-By: Trip passes through St. George City but begins and ends outside City limits.

2 - IX-XI: Trip either begins or ends in St. George City limits but not both.

3 - Internal: Trip begins and ends inside St. George limits.

4 - Trip Productions and Attractions in St. George: “IX-XI” plus two times the “Internal” trips. This is done to determine the number of trips relative to the trip statistics found in the Institute of Traffic Engineers (ITE) Manual. Trip statistics in the ITE Manual account for entering and exiting traffic by development type.⁷

Source: St. George City, Horrocks Engineers

LEVEL OF SERVICE STANDARDS

The purpose of this document is to establish a level of service (“LOS”) based on the facilities and amenities provided to residents within the service area. Roadway operations are typically rated in terms of “Level of Service” (LOS). LOS is a term used to describe the traffic operations of an intersection and/or roadway, based on congestion and delay. Level of Service is generally defined in ranges from LOS A (almost no congestion or delay) to LOS F (traffic demand is above capacity and the intersections experience long queues and delays). LOS C or D is generally considered acceptable for rural or urbanized areas, whereas LOS E and F are considered above capacity.

⁷ For example, the 2013 Trip Productions and Attractions figure was calculated by multiplying the Internal Trips of 222,381 by two to account for beginning and ending trips and then adding the IX-XI Trips of 114,550. This totals 559,312 trips.

TABLE 3.2: LEVEL OF SERVICE CRITERIA FOR ROADWAYS

LOS	ARTERIAL (ADTs) ⁸	COLLECTOR (ADTs)
LOS A	5,500	5,000
LOS B	7,500	7,000
LOS C	10,000	9,000
LOS D	11,500	10,500
LOS E	15,000	13,500

The Impact Fees Act allows cities to charge impact fees for roadway facilities as long as a reasonable relationship exists between the fees imposed on development and the needs generated by new development. Thus, the consultants used the level of service analysis to determine the road segments that would be impacted by new growth through a reduction in the level of service. For those road segments that experience a reduced level of service as a result of new growth, impact fees are an applicable method of financing additional capital improvements. In addition, in areas where new roadways need to be constructed (due to new development), the capital costs of these projects can also be applied to impact fees. For the road segments that do not experience a reduced level of service as a result of future growth, the capital costs are not included in the impact fee analysis. Under this methodology the consultants isolated those projects that could be funded through impact fees.

It is important to note that existing roadways that maintain the level of service despite growth and the road improvements required to be funded by developers or other agencies are not included.

In accordance with current City policy, development that will increase traffic volumes on collector and arterial road intersections will be required to make improvements to maintain at least a level of service (“LOS”) D during peak hours. Most of the City’s roadways currently maintain this standard. However, in the event that existing roadways must be repaired in order to meet the LOS standard, the City has created a transportation maintenance program which is designed to finance reparations to existing roadways on an as-needed-basis.

⁸ “Arterial” roads serve major traffic movements or major traffic corridors. “ADTs” stands for Average Daily Trips.



SECTION 4: EXISTING FACILITIES INVENTORY

EXCESS CAPACITY

Transportation impact fees are justified when trips are added to system-wide roadways that are at or nearing capacity or when new system-wide roadways are needed to meet the demands of growth. A buy-in component is contemplated for the roadways that have sufficient capacity to handle new growth while maintaining safe and acceptable levels of service. No buy-in component is calculated in this analysis. Capital projects required to maintain existing service levels, as a result of new growth, are considered impact fee eligible projects.

VALUE OF EXISTING TRANSPORTATION INFRASTRUCTURE

Since a buy-in component is not included in this analysis, the value of existing infrastructure has not been calculated.

MANNER OF FINANCING EXISTING FACILITIES

The City has funded existing facilities using several revenue sources including general fund revenues (property taxes, Class C road funds, etc.), grants, donations, impact fee revenues and debt. 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. In addition, the City has identified the alternative funding mechanism related to future facilities, as discussed in the next section.

SECTION 5: CAPITAL FACILITY ANALYSIS

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 maintain the levels of service within the City that have historically been maintained for the existing development in the City. The future capital projects have been designed to maintain the existing level of service for future development, and repair and replacement projects have been excluded from the calculation of impact fees.

This section identifies system improvements as well as projects related to curing existing deficiencies. Existing deficiencies are also identified based on the LOS standards and existing demand. Impact fee eligible costs were calculated based on the percent attributed to new growth for **system improvements** necessary to maintain the existing LOS, and excluded those improvements that were necessary to cure deficiencies.

Based upon the projected increase in trip ends through 2023, the City's Public Works Department has determined the transportation capital improvements needed to serve future development. TABLE 5.1 summarizes the costs of future transportation capital projects (APPENDIX A provides a detailed description of the capital projects as well as the allocation of cost to growth). The percentage of the total costs that is attributable to growth is based upon the proportionate share analysis provided by the City. Also, an adjustment is made to remove the costs applicable to pass-by traffic. As shown in TABLE 3.1, St. George trips are approximately 151,830 or 92.5 percent of the total trips (164,138). Thus, 92.5 percent of the total costs to growth for future improvements will be included in the impact fee.

TABLE 5.1: SUMMARY OF TRANSPORTATION CAPITAL IMPROVEMENT PLAN

	2013 ESTIMATED COST	CONSTRUCTION YEAR COST	% GROWTH RELATED	COST TO GROWTH
Short-Term Projects (1-5 Years)				
Subtotal: Short Term	\$73,277,000	\$75,828,524	11.8%	\$8,966,852
Mid-Term Projects (6-10 Years)				
Subtotal: Mid Term	\$31,460,000	\$33,549,392	27.6%	\$9,245,779
Total	\$104,737,000	\$109,377,916		\$18,212,631
			Pass-By Adjustment	92.5%
			Total Growth Related Costs Applied to Impact Fees⁹	\$16,846,944

The City has determined the projects included in this Impact Fee Facilities Plan using capital project and engineering data, planning analysis and other information. The City has provided all future capital project data including project descriptions and estimated project costs (See APPENDIX A). The accuracy and correctness of this plan is contingent upon the accuracy of the data and assumptions. Any deviations or changes in the assumptions due to changes in the economy or other relevant information used by the City for this study may cause this plan to be inaccurate and require modifications.

SYSTEM VS. PROJECT IMPROVEMENTS

System improvements are defined as existing and future public facilities that are intended to provide services to service areas within the community at large.¹⁰ 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.¹¹ The Impact Fee Analysis may only include the costs of impacts on system improvements related to new growth within the proportionate share analysis.

⁹ \$16.8 million is approximately 15 percent of the total construction year costs, thus the overall percent to growth is approximately 15 percent.

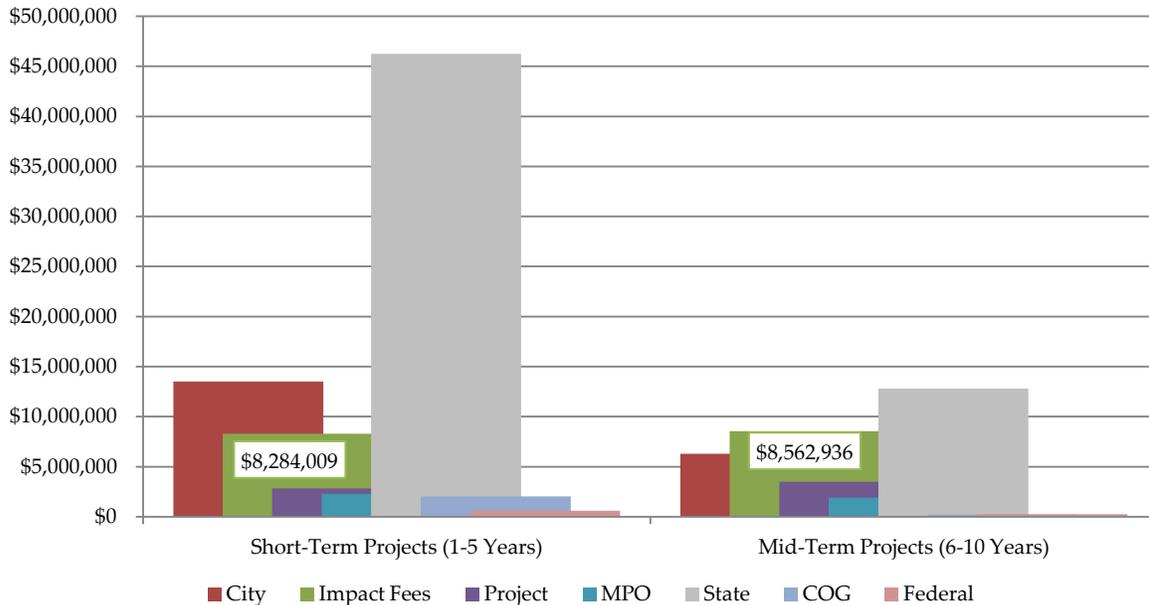
¹⁰ 11-36a-102(20)

¹¹ 11-36a102(13)

FUNDING OF FUTURE FACILITIES

The IFFP must also include a consideration of all revenue sources, including impact fees and the dedication (donations) of system improvements, which may be used to finance system improvements.¹² 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.¹³ 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. In addition, the City has identified the alternative funding mechanism related to future facilities, as shown below.

FIGURE 5.1: ILLUSTRATION OF FUTURE CAPITAL FACILITIES BY FUNDING SOURCE



As shown in the figure above, a total of \$16,846,944 is identified as necessary, growth-related future transportation capital projects, based on projects within the next ten years. See APPENDIX A for more details.

CONSIDERATION OF ALTERNATIVE FUNDING MECHANISMS

Property tax revenues are considered in this analysis as a funding source for capital projects. The City has identified the projects that will be paid through general fund revenues. Specific grants are not identified in this analysis. However, it is likely that some or all of the funds shown under the “Federal” category will be obtained through grants. If unanticipated grants become available, the impact analysis should be updated to reflect the grant monies received. A donor will be entitled to a reimbursement for the value of the system improvements funded through impact fees if donations are made by new development. Section 6 further addresses developer credits for donations.

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

¹² 11-36a-302(2)

¹³ 11-36a-302(3)



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.

This analysis assumes future growth related facilities will be funded on a pay-as-you-go basis, utilizing impact fee and utility fee revenues.

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% 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.

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: TRANSPORTATION 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.

PROPOSED TRANSPORTATION IMPACT FEE

PLAN BASED (FEE BASED ON DEFINED CAPITAL IMPROVEMENT PLAN)

Impact fees can be calculated using a specific set of costs specified for future development. The improvements are identified in the IFFP, CFP ("Capital Facilities Plan") or CIP ("Capital Improvement Plan") as growth related projects. 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 level of service and determine any excess capacity in existing facilities that could serve new growth.

TRANSPORTATION IMPACT FEE CALCULATION

The total cost identified as growth related and funded is then applied to the total future trips served over the planning horizon. This results in a cost per trip of \$94.61.

TABLE 6.1: ILLUSTRATION OF IMPACT FEE PER TRIP

TRANSPORTATION CAPITAL PROJECTS	GROWTH RELATED COSTS	FUTURE TRIPS	COST PER TRIP
Future Roadway Projects	\$16,846,944	151,830	\$110.96
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Net Impact Fee Cost per Trip	\$14,357,707		\$94.61

The cost per trip is then applied to the trip statistics for each type of land use, as shown below.

TABLE 6.2: FEE BY LAND USE TYPE

ITE CLASSIFICATION	WEEKDAY TRIPS	PASS-BY ADJUST.	ADJUSTED TRIPS	ESTIMATED FEE	EXISTING FEE	% CHANGE
Residential (per Unit)						
Single Family Homes (210)	9.57		9.57	\$905	\$754	20%
Multi-Family (220)	6.65		6.65	\$629	\$529	19%
Mobile Home Park (240)	4.99		4.99	\$472	\$393	20%
Lodging (per Room)						
Hotel (310)	8.17		8.17	\$773	\$562	38%
Motel (320)	5.63		5.63	\$533	\$574	-7%
Non Residential (Per 1,000 SF)						
Church (560)	9.11		9.11	\$862	\$574	50%
Supermarket (850)	102.24	36%	65.43	\$6,191	\$1,622	282%
Fast Food With Drive Thru (934)	496.12	50%	248.06	\$23,470	\$6,025	290%
Quality Restaurant (931)	89.95	44%	50.37	\$4,766	\$4,959	-4%
Drive-In Bank (912)	148.15	47%	78.52	\$7,429	\$3,882	91%
Convenience. Mkt W/ Gas Pumps (853)	845.60	66%	287.50	\$27,201	\$4,556	497%
General Commercial/Shopping Center (820)	42.94	34%	28.34	\$2,681	\$2,705	-1%
Specialty Retail Center (814)	44.32		44.32	\$4,193	\$1,745	140%

¹⁴ This is the actual cost to update the IFFP and IFA. The City can use this portion of the impact fee to reimburse itself for the expense of updating the IFFP and IFA. The cost is divided over the total future trips generated in the next six years.

¹⁵ The FY 2013 Impact Fee Fund balance totaled \$2,524,912. The City anticipates that most of this will be spent on projects listed in the IFFP. Approximately \$26,000 has already been spent or will be spent on projects listed in the previous impact fee study thus the impact fee calculation only includes \$2,498,912 as the impact fee fund balance.

ITE CLASSIFICATION	WEEKDAY TRIPS	PASS-BY ADJUST.	ADJUSTED TRIPS	ESTIMATED FEE	EXISTING FEE	% CHANGE
General Office (710)	11.01		11.01	\$1,042	\$867	20%
General Light Industrial (110)	6.97		6.97	\$659	\$549	20%
Auto Parts (843)	61.91	43%	35.29	\$3,339	\$3,901	-14%
Medical/Dental Office (720)	36.13		36.13	\$3,418	\$2,845	20%
Business Park (770)	12.76		12.76	\$1,207	\$1,005	20%
New Car Sales (841)	33.34		33.34	\$3,154	\$2,101	50%
Free Standing Discount Super (813)	53.13	28%	38.25	\$3,619	\$1,654	119%
Hardware/Paint Store (816)	51.29	26%	37.95	\$3,591	\$2,424	48%
Home Improvement Store (862)	29.80	48%	15.50	\$1,466	\$1,408	4%
Electronic Superstore (863)	45.04	40%	27.02	\$2,557	\$2,483	3%
Apparel Store (876)	66.40		66.40	\$6,282	\$2,615	140%
Manufacturing (140)	3.82		3.82	\$361	\$301	20%

Note: Adjustment factor is considered to be 1.00 for all land uses.

NON-STANDARD IMPACT FEES

The proposed fees are based upon population growth. 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.¹⁶ This adjustment could result in a higher or lower impact fee if the City determines that a particular user may create a different impact than what is standard for its land use. To determine the impact fee for a non-standard use, the City should use the following formula:

$$\text{Total Trips (per Specified Land Use)} * \text{Applicable Adjustment Factors} * \text{Cost per Trip (\$94.61)}$$

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.

PROPOSED CREDITS OWED TO DEVELOPMENT

The Impact Fees Act requires that credits be paid back to development for future fees that will pay for growth-driven projects included in the Impact Fee Facilities Plan that would otherwise be paid for through user fees. Credits may also be paid to developers who have constructed and donated facilities to the City that are included in the IFFP in-lieu of impact fees. This situation does not apply to developer exactions or improvements required to offset density or as a condition of development. Any project that a developer funds must be included in the IFFP if a credit is to be issued.

In the situation that a developer chooses to construct facilities found in the IFFP in-lieu of impact fees, the decision must be made through negotiation with the developer and the City on a case-by-case basis.

¹⁶ 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. A one percent annual construction inflation adjustment is applied to projects completed after 2013 (the base year cost estimate).



APPENDIX A:

TABLE A-1: ILLUSTRATION OF CAPITAL FACILITIES AND ESTIMATED COST

		PROJECT NAME	LOCATION	PROJECT DESCRIPTION	ESTIMATED COST (2013)	CONSTRUCTION YEAR COST
Short-Term Projects (1-5 Years)						
1	2014	Mall Drive Bridge	3000 East to Riverside Drive	Construct new bridge and connecting roads over the Virgin River.	\$10,000,000	\$10,100,000
2	2014	3000 East, 700 South to 1400 South	700 South to 1400 South	Improve to arterial standards.	\$3,000,000	\$3,030,000
3	2014	Little Valley Road	2450 South to Commerce Dr.	Extend, widen and improve roadway.	\$1,100,000	\$1,111,000
4	2014	Indian Hills Drive	Valley View to Hilton Drive	Widen and improve to major collector standard.	\$3,000,000	\$3,030,000
5	2016	Bluff Street/Sunset Blvd Intersection Upgrade	Bluff Street and Sunset Blvd.	Upgrade to a Jug-Handle Intersection	\$21,100,000	\$21,739,351
6	2016	Transit Facilities and Planning	Various areas of the City	Provide building improvements and bus stop improvements and planning.	\$715,000	\$736,665
7	2017	Development Matching	Various areas of the City	Special developer-related projects that occur on a year-to-year basis and cannot be specifically identified in a 10-year forecast.	\$500,000	\$520,302
8	2017	Traffic and Transportation Studies	N/A	Studies required to meet traffic and transportation needs.	\$200,000	\$208,121
9	2017	R/W Acquisition/Corridor Preservation	Various areas of the City	Acquire right-of-way for future transportation corridors throughout the City.	\$1,000,000	\$1,040,604
10	2017	Intersection Improvements	Various areas of the City	Traffic signals, roundabouts and other intersection improvements.	\$1,000,000	\$1,040,604
11	2017	Master plan Update	N/A	Forecast of transportation needs, update of city-wide road planning and improvement program.	\$150,000	\$156,091
12	2017	Traffic Control Center & Communication Systems	City-wide System	Upgrade and expansion of the Traffic Control Center, fiber network, and associated infrastructure.	\$200,000	\$208,121
13	2017	Access Management	Various areas of the City	Plan and improve access on major roads.	\$100,000	\$104,060
14	2017	Bike Lanes	Various areas of the City	Plan and install bike lanes along City streets.	\$50,000	\$52,030
15	2018	Bluff Street Widening, Phase I	300 North to 500 North	Widen Bluff Street to seven lanes.	\$25,000,000	\$26,275,251
16	2018	East St. George Blvd.	St. George Blvd. - 900 E. to 1000 E.	Widen & upgrade St. George Blvd.	\$650,000	\$683,157
17	2018	Old Airport Redevelopment Access Road	From Blackridge Drive to top of Black Hill	Extend and improve road.	\$1,500,000	\$1,576,515
18	2018	River Road Widening	Ft. Pearce Drive to Brigham Road	Roadway widening to five lanes and bridge reconstruction	\$3,350,000	\$3,520,884
19	2018	700 South Upgrade	Bluff Street to River Road	Refurbish and restripe as a five-lane facility. Improve access conditions as required to facilitate traffic flow.	\$162,000	\$170,264
20	2018	200 North Extension	250 East to 300 East	Extend and improve road.	\$500,000	\$525,505
Total					\$73,277,000	\$75,828,524



		PROJECT NAME	LOCATION	PROJECT DESCRIPTION	ESTIMATED COST (2013)	CONSTRUCTION YEAR COST
Mid-Term Projects (6-10 Years)						
21	2019	Commerce Drive	1630 East to 2350 East	Construct bridge and extend and improve road to arterial standards.	\$6,000,000	\$6,369,121
22	2019	3000 East, 1580 South to 4000 South	1580 South to 4000 South	Improve to arterial standards	\$2,500,000	\$2,653,800
23	2019	Red Hills Parkway/Red Cliffs Drive Connection	Area near Red Cliffs Mall	Construct a new connection across I-15.	\$16,000,000	\$16,984,322
24	2020	Plantations Drive	Sunbrook Drive to Dixie Drive	Improve new arterial road.	\$1,750,000	\$1,876,237
25	2020	Intersection Improvements	Various areas of the City	Traffic signals, roundabouts, and other intersection improvements	\$1,000,000	\$1,072,135
26	2020	Master plan Update	N/A	Forecast of transportation needs, update of city-wide road planning and improvement program.	\$150,000	\$160,820
27	2021	Development Matching	Various areas of the City	Special development-related projects that occur on a year-to-year basis and cannot be specifically identified in a 10-year forecast.	\$500,000	\$541,428
28	2021	Traffic and Transportation Studies	N/A	Studies required to meet traffic and transportation needs.	\$200,000	\$216,571
29	2021	R/W Acquisition/Corridor Preservation	Various areas of the City	Acquire right-of-way for future transportation corridors throughout the City.	\$1,000,000	\$1,082,857
30	2021	Traffic Control Center & Communication Systems	City-wide System	Upgrade and expansion of the Traffic Control Center. Fiber network and associated infrastructure.	\$200,000	\$216,571
31	2021	Transit Facilities and Planning	Various areas of the City	Provide building improvements and bus stop improvements and planning.	\$300,000	\$324,857
32	2021	Access Management	Various areas of the City	Plan and improve access on major roads.	\$100,000	\$108,286
33	2022	Bike Lanes	Various areas of the City	Plan and install bike lanes along City streets.	\$50,000	\$54,684
34	2022	Sunset Blvd. Upgrade	Entire Length	Refurbish and restripe as a seven-lane facility. Improve access conditions as required to facilitate traffic flow.	\$110,000	\$120,305
35	2023	2450 South	Little Valley Road to east city boundary	Extend and improve to arterial standards.	\$1,600,000	\$1,767,395
Total					\$31,460,000	\$33,549,392



TABLE A-2: ILLUSTRATION OF CAPITAL FACILITIES BY FUNDING SOURCE

	PROJECT NAME	CONSTRUCTION YEAR COST	% NON-GROWTH (CITY)	% IMPACT FEE (GROWTH)	% PROJECT	% METROPOLITAN PLANNING ORGANIZATION (MPO)	% STATE	% COUNCIL OF GOVERNMENTS (COG)	% FEDERAL
Short-Term Projects (1-5 Years)									
1	Mall Drive Bridge	\$10,100,000	90%	10%					
2	3000 East, 700 South to 1400 South	\$3,030,000	20%	50%	30%				
3	Little Valley Road	\$1,111,000	30%	50%	20%				
4	Indian Hills Drive	\$3,030,000	5%	35%	20%	40%			
5	Bluff Street/Sunset Blvd Intersection Upgrade	\$21,739,351	0%	0%			100%		
6	Transit Facilities and Planning	\$736,665	0%	20%					80%
7	Development Matching	\$520,302	0%	100%					
8	Traffic and Transportation Studies	\$208,121	25%	50%		25%			
9	R/W Acquisition/Corridor Preservation	\$1,040,604	10%	70%				20%	
10	Intersection Improvements	\$1,040,604	50%	50%					
11	Master plan Update	\$156,091	50%	50%					
12	Traffic Control Center & Communication Systems	\$208,121	0%	30%		70%			
13	Access Management	\$104,060	40%	60%					
14	Bike Lanes	\$52,030	40%	60%					
15	Bluff Street Widening, Phase I	\$26,275,251	0%	1%		0%	92%	7%	
16	East St. George Blvd.	\$683,157	0%	50%		0%	50%		
17	Old Airport Redevelopment Access Road	\$1,576,515	25%	5%	70%				
18	River Road Widening	\$3,520,884	25%	50%		25%			
19	700 South Upgrade	\$170,264	25%	75%					
20	200 North Extension	\$525,505	100%	0%					
Total		\$75,828,524							
Mid-Term Projects (6-10 Years)									
21	Commerce Drive	\$6,369,121	40%	50%	10%				
22	3000 East, 1580 South to 4000 South	\$2,653,800	20%	50%	30%				
23	Red Hills Parkway/Red Cliffs Drive Connection	\$16,984,322	10%	5%		10%	75%		
24	Plantations Drive	\$1,876,237	0%	65%	35%				
25	Intersection Improvements	\$1,072,135	50%	50%					
26	Master plan Update	\$160,820	50%	50%					
27	Development Matching	\$541,428	0%	100%					
28	Traffic and Transportation Studies	\$216,571	25%	50%		25%			
29	R/W Acquisition/Corridor Preservation	\$1,082,857	10%	70%				20%	
30	Traffic Control Center & Communication Systems	\$216,571		30%		70%			
31	Transit Facilities and Planning	\$324,857		20%					80%
32	Access Management	\$108,286	40%	60%					



	PROJECT NAME	CONSTRUCTION YEAR COST	% NON- GROWTH (CITY)	% IMPACT FEE (GROWTH)	% PROJECT	%METROPOLITAN PLANNING ORGANIZATION (MPO)	%STATE	% COUNCIL OF GOVERNMENTS (COG)	% FEDERAL
33	Bike Lanes	\$54,684	40%	60%					
34	Sunset Blvd. Upgrade	\$120,305		50%			50%		
35	2450 South	\$1,767,395		20%	80%				
Total		\$33,549,392							