Transportation Impact Fees

South Weber City

March 29, 2019

ZIONS PUBLIC FINANCE, INC.

Transportation Impact Fee Analysis

Summary

This Impact Fee Analysis (IFA) is based on the information provided in the City's Transportation Roadway Impact Fee Facilities Plan ("IFFP") dated March 2019, prepared by Horrocks Engineers. The IFFP identifies only City-owned roadways as eligible for impact fees and does not include any County or State roads in the calculation of impact fees.

Projected Growth. The IFFP projects that the number of vehicular trips generated by new development in the South Weber City ("City") is projected to grow by an estimated 878 PM peak hour trips between 2018 and 2028 – from 1,632 PM peak hour trips in 2018 to 2,510 trips in 2026. This growth will require the expansion of existing roads or development of new roads and the improvement (signalization) of intersections to maintain the existing levels of service.

Service Levels. The IFFP states that, "LOS C will be the standard by which the impacts of future growth will be evaluated."[1] The IFFP does not propose to increase the existing LOS for roadway segments and intersections. Any roadway or signalized intersection which currently performs at LOS C or better but which will perform at LOS D, E or LOS F in the future due to new development in the City will be mitigated and is impact fee eligible. When an unsignalized intersection that currently performs at an acceptable LOS and/or does not currently meet signal warrants, but which will perform at an unacceptable LOS in the future and/or will meet signal warrants in the future due to new development in the City, the intersection will be mitigated and is impact fee eligible. The IFFP also gives a very detailed analysis of the existing level of service in Figure 3 of the IFFP. That graphic has also been included in the Impact Fees Analysis in Appendix A.

Service Areas. The City includes one roadway service area.

System Improvements. In terms of streets, only improvements to "collector" streets and "arterials" are considered "system improvements" and are eligible to be funded with impact fees. In addition, intersection improvements are considered system improvements and have been included in the calculation of impact fees.

Excess Capacity. The City's IFFP does not identify any roads that are classified as system improvements that have excess capacity and that should be included in the calculation of impact fees.

System Deficiencies. Using LOS C as the threshold for roadway and signalized intersection improvements, the IFFP identifies only one roadway segment that is nearing capacity: South Weber Drive junction with US-89. Impact fees cannot, and have not been, used to mitigate existing deficiencies and are not included in the calculation of impact fees.

New Construction. The City's IFFP identifies a total of 12 projects that are necessitated by new development. The total estimated cost of these projects is $26,470,000. Those projects that are needed to address existing deficiencies are not impact fee eligible and are not included in the calculation of the

[1] Horrocks Engineers, 2018 Transportation Impact Fee Facilities Plan, p. 7.

Roadway Impact Fee. One of the projects is slated to be funded solely by UDOT and is therefore not eligible for impact fees.

After removing the projects that address existing deficiencies, and the UDOT contribution, as well as calculations for excess capacity, pass-thru traffic, and existing users, as shown in Tables 5, 6 and 7 of the IFFP, new development in the City is responsible for only $3,376,000 of the total new construction costs.

Proportionate Share Analysis. A summary of the proportionate share analysis is as follows:

TABLE 1: PROPORTIONATE SHARE ANALYSIS – COST PER PM PEAK HOUR TRIP

Summary of Cost per Trip	Amount
New Construction	$3,845.10
Consultant Cost	$9.51
Impact Fee Fund Balance	($272.19)
Cost per PM Peak Hour Trip	**$3,582.42**

The per PM peak hour trip cost is $3,582.42.

There is no outstanding debt on the City's existing transportation facilities. Therefore, no credits need to be made for any double payments that would occur with future bond payments.

The cost per PM peak hour trip is then reduced by 50 percent to account for differences in the model used by the engineers in the IFFP and the Institute of Transportation Engineers (ITE) in relation to trip ends. These standards have been further reduced to adjust for pass-by trips.

The City may choose to combine many of the categories listed by ITE to avoid large differences in fees charged to developments of different types. The following table shows groupings commonly used by cities and the maximum fee that may be charged for these categories.

TABLE 2: RECOMMENDED MAXIMUM TRANSPORTATION IMPACT FEES BY MAJOR GROUPINGS

ITE Code	ITE Land Use	Unit	Trip Rate	Pass-by Reduction	Adjusted Trip Rate	Impact Fee
130	Industrial Park 130	1000 Sq. Feet Gross Floor Area	0.85		0.43	$1,522.53
140	General Manufacturing	1000 Sq. Feet Gross Floor Area	0.73		0.37	$1,307.58
151	Mini-Warehouse	1000 Sq. Feet Gross Floor Area	0.26		0.13	$465.71
152	Warehouse / Distribution Center	1000 Sq. Feet Gross Floor Area	0.12		0.06	$214.95
210	**Single-Family Detached Housing**	**Dwelling Unit**	**1.00**		**0.50**	$1,791.21
220	Multi-Family / Apartment (Greater than 4 units)	Dwelling Unit	0.62		0.31	$1,110.55
230	Multi-Family / Condo. Townhouse	Dwelling Unit	0.52		0.26	$931.43
240	Mobile Home / RV Park	Occupied Dwelling Unit	0.59		0.30	$1,056.81
254	Assisted Living Center	Bed	0.22		0.11	$394.07

ITE Code	ITE Land Use	Unit	Trip Rate	Pass-by Reduction	Adjusted Trip Rate	Impact Fee
310	Hotel	Room	0.60		0.30	$1,074.73
444	Movie Theater < 10 Screens	1000 Sq. Feet Gross Floor Area	3.80		1.90	$6,806.60
445	Movie Theater ≥ 10 Screens	1000 Sq. Feet Gross Floor Area	4.91		2.46	$8,794.84
492	Health/Fitness Club	1000 Sq. Feet Gross Floor Area	3.53		1.77	$6,322.97
520	Elementary School	1000 Sq. Feet Gross Floor Area	1.21		0.61	$2,167.36
522	Middle School / Junior High School	1000 Sq. Feet Gross Floor Area	1.19		0.60	$2,131.54
530	High School	1000 Sq. Feet Gross Floor Area	0.97		0.49	$1,737.47
534	Private School (K-8)	Students	0.60		0.30	$1,074.73
560	Church	1000 Sq. Feet Gross Floor Area	0.55		0.28	$985.17
565	Day Care Center	1000 Sq. Feet Gross Floor Area	12.34		6.17	$22,103.53
590	Library	1000 Sq. Feet Gross Floor Area	7.30		3.65	$13,075.83
610	Hospital	1000 Sq. Feet Gross Floor Area	0.93		0.47	$1,665.82
710	General Office Building	1000 Sq. Feet Gross Floor Area	1.49		0.75	$2,668.90
720	Medical-Dental Office Building	1000 Sq. Feet Gross Floor Area	3.57		1.79	$6,394.62
770	Business Park	1000 Sq. Feet Gross Floor Area	1.26		0.63	$2,256.92
812	Building Material and Lumber Store	1000 Sq. Feet Gross Floor Area	4.49		2.25	$8,042.53
817	Nursery (Garden Center)	1000 Sq. Feet Gross Floor Area	6.94		3.47	$12,430.99
820	Shopping Center / Strip Mall	1000 Sq. Feet Gross Leasable Area	3.71	34%	1.22	$4,385.96
826	Specialty Retail Center	1000 Sq. Feet Gross Leasable Area	2.71		1.36	$4,854.18
841	Automobile Sales	1000 Sq. Feet Gross Floor Area	5.98		2.99	$10,711.43
848	Tire Store	1000 Sq. Feet Gross Floor Area	4.15	28%	1.49	$5,352.13
850	Supermarket	1000 Sq. Feet Gross Floor Area	9.48	36%	3.03	$10,867.63
851	Convenience Market	1000 Sq. Feet Gross Floor Area	52.41	61%	10.22	$36,612.14
912	Drive-in Bank	1000 Sq. Feet Gross Floor Area	24.30	47%	6.44	$23,068.99
918	Hair Salon	1000 Sq. Feet Gross Floor Area	1.45		0.73	$2,597.25
932	Restaurant, Sit-Down (High Turnover)	1000 Sq. Feet Gross Floor Area	9.85	44%	2.76	$9,880.31
933	Fast Food without Drive-Through Window	1000 Sq. Feet Gross Floor Area	26.15	43%	7.45	$26,698.87

ITE Code	ITE Land Use	Unit	Trip Rate	Pass-by Reduc-tion	Adjusted Trip Rate	Impact Fee
934	Restaurant with Drive Through Window	1000 Sq. Feet Gross Floor Area	32.65	50%	8.16	$29,241.50
942	Auto Care Center	1000 Sq. Feet Gross Leasable Area	3.11		1.56	$5,570.66
944	Gasoline/Service Station	Fueling Position	13.87	42%	4.02	$14,409.56
945	Gasoline/Service Station with Convenience Store	1000 Sq. Feet Gross Leasable Area	97.47	56%	21.44	$76,819.25
947	Self Service Car Wash	Wash Stall	5.54		2.77	$9,923.30
948	Automated Car Wash	1000 Sq. Feet Gross Floor Area	14.12		7.06	$25,291.88

If additional categories are desired, the City can use the ITE Trip Generation Manual, 10th ed., and multiply the total PM peak hour trips by 50 percent, plus any reduction for pass-by trips, by the total cost per PM peak hour trip ($3,582.42).

Utah Code Legal Requirements

Utah law requires that communities prepare an Impact Fee Analysis (IFA) before enacting an impact fee. Utah law also requires that communities give notice of their intent to prepare and adopt an IFA. This IFA follows all legal requirements as outlined below. The City has retained Zions Public Finance Inc., a wholly-owned subsidiary of ZB, N.A. to prepare this Impact Fee Analysis in accordance with legal requirements.

Notice of Intent to Prepare Impact Fee Analysis

A local political subdivision must provide written notice of its intent to prepare an IFA before preparing the Plan (Utah Code §11-36a-503). This notice must be posted on the Utah Public Notice website. The City has complied with this noticing requirement.

Preparation of Impact Fee Analysis

Utah Code requires that each local political subdivision, before imposing an impact fee, prepare an impact fee analysis. (Utah Code 11-36a-304).

Section 11-36a-304 of the Utah Code outlines the requirements of an impact fee analysis as follows:

(1) An impact fee analysis shall:

(a) identify the anticipated impact on or consumption of any existing capacity of a public facility by the anticipated development activity;

(b) identify the anticipated impact on system improvements required by the anticipated development activity to maintain the established level of service for each public facility;

(c) demonstrate how the anticipated impacts described in Subsections (1)(a) and (b) are reasonably related to the anticipated development activity;

(d) estimate the proportionate share of:
  (i) the costs for existing capacity that will be recouped; and
  (ii) the costs of impacts on system improvements that are reasonably related to the new development activity; and

(e) identify how the impact fee was calculated.

(2) In analyzing whether or not the proportionate share of the costs of public facilities are reasonably related to the new development activity, the local political subdivision or private entity, as the case may be, shall identify, if applicable:

(a) the cost of each existing public facility that has excess capacity to serve the anticipated development resulting from the new development activity;

(b) the cost of system improvements for each public facility;

(c) other than impact fees, the manner of financing for each public facility, such as user charges, special assessments, bonded indebtedness, general taxes, or federal grants;

(d) the relative extent to which development activity will contribute to financing the excess capacity of and system improvements for each existing public facility, by such means as user charges, special assessments, or payment from the proceeds of general taxes;

(e) the relative extent to which development activity will contribute to the cost of existing public facilities and system improvements in the future;

(f) the extent to which the development activity is entitled to a credit against impact fees because the development activity will dedicate system improvements or public facilities that will offset the demand for system improvements, inside or outside the proposed development;

(g) extraordinary costs, if any, in servicing the newly-developed properties; and

(h) the time-price differential inherent in fair comparisons of amounts paid at different times.

Certification of Impact Fee Analysis

Utah Code states that an Impact Fee Analysis shall include a written certification from the person or entity that prepares the Impact Fee Analysis. This certification is included at the conclusion of this analysis.

Anticipated Impact on or Consumption of Any Existing Capacity of a Public Facility by the Anticipated Development Activity

Utah Code 11-36a-304(1)(a)

Projected Growth in PM Peak Hour Trips

PM peak hour trips are projected to grow by 878 trips by 2028.

TABLE 3: PM PEAK HOUR TRIP GROWTH

Time Period	PM Peak Hour Trips
2018 PM Peak Hour Trips	1,632
2028 PM Peak Hour Trips	2,510
Growth in PM Peak Hour Trips, 2018-2028	878

Source: South Weber City 2018 Transportation IFFP, p. 15

Consumption of Existing Capacity

The IFFP does not identify any existing excess capacity that should be included in the calculation of impact fees.

Current Deficiencies

Using LOS C as the threshold for roadway and signalized intersection improvements, the IFFP identifies one roadway segment at or near capacity – South Weber Dr. junction with US-89. Any roadway or signalized intersection which currently performs at LOS C or better but which will perform at LOS D, E or F in the future due to new development in the City will be mitigated and is impact fee eligible. When an unsignalized intersection that currently performs at an acceptable LOS and/or does not currently meet signal warrants, but which will perform at an unacceptable LOS in the future and/or will meet signal warrants in the future due to new development in the City, the intersection will be mitigated and is impact fee eligible. Impact fees cannot, and have not been, used to mitigate existing deficiencies and are not included in the calculation of impact fees.

Identify the Anticipated Impact on System Improvements Required by the Anticipated Development Activity to Maintain the Established Level of Service for Each Public Facility and Demonstrate How the Anticipated Impacts are Reasonably Related to the New Development Activity

Utah Code 11-36a-304(1)(b)(c)

New Construction

The City's IFFP identifies a total of 12 projects that are needed to address existing deficiencies or which are necessitated by new development. The total estimated cost of these projects is $26,470,000. Any

projects that are needed to address existing deficiencies are not impact fee eligible and are not included in the calculation of the Roadway Impact Fee. One of the projects will be funded solely by UDOT and is therefore not eligible for impact fees. Therefore, only $3,376,000 of the total new construction costs have been identified as necessitated by new growth.

The projects identified in the IFFP as necessary to address existing deficiencies or to maintain a LOS C over the next ten years, given the demands placed on the roadway network by new development, are found in Table 9, p. 20 of the IFFP. This list of projects makes adjustments and reductions for pass-thru traffic, excess capacity, and existing users, as shown in Tables 6, 7 and 8 of the IFFP.

TABLE 4: CAPITAL IMPROVEMENTS NECESSITATED BY NEW DEVELOPMENT, 2018-2028

Project	Location	Total Cost	South Weber Total	Proportion Attributable to Growth	Cost Attributable to Growth
3	South Bench Drive: Toe of Bench to South Weber Drive	$5,050,000	$490,000	12%	$59,000
4	South Bench Drive: South Weber Drive to Cook Property	$5,250,000	$500,000	60%	$300,000
5	South Bench Drive: Cook Property to 475 East (includes realignment of 475 East)	$1,940,000	$1,940,000	74%	$1,436,000
6	Harper Way: End of Existing to South Weber Drive	$2,250,000	$0	10%	$0
7	New roads: Kingston Drive & Harper Way	$1,830,000	$0	10%	$0
9	Canyon Meadow Drive: End of Existing to South Bench Drive	$1,320,000	$0	9%	$0
10	Old Fort Rd: End of Existing to South Bench Drive	$800,000	$0	16%	$0
11	Lester Drive/7375 South: End of Existing to South Bench Drive	$2,310,000	$1,760,000	8%	$141,000
14	1900 East Extension: Deer Run Drive to South Bench Drive	$1,220,000	$1,220,000	37%	$452,000
16	Old Maple Road: End of Existing to South Weber Drive	$1,860,000	$1,310,000	10%	$131,000
17	New Traffic Signal: South Bench Drive & South Weber Drive	$260,000	$0	100%	$0
20	South Bench Drive: Roadway Improvements at South Weber Drive	$2,380,000	$2,380,000	36%	$857,000
	TOTAL	**$26,470,000**	**$9,600,000**		**$3,376,000**

The total cost of $3,376,000 attributable to new development between 2018 and 2028 must be shared proportionately between the additional PM peak hour trips projected in that time period. PM peak hour trip demand City-wide is projected to grow from 1,632 trips in 2018 to 2,510 PM peak hour trips in 2028 – an increase of 878 trips over the 10-year period. The increased volume and capacity impacts should be viewed as part of an overall system of roads.

Estimate the Proportionate Share of (i) the Costs for Existing Capacity That Will Be Recouped; and (ii) The Costs of Impacts on System Improvements That Are Reasonably Related to the New Development Activity; and Identify How the Impact Fee was Calculated

Utah Code 11-36a-304(1)(d)(e)

New Construction Cost Calculation

In order to maintain its LOS C, the City will need to construct additional facilities, as identified previously and in the IFFP. Only those projects necessitated by new development have been included in the calculation of impact fees.

New construction costs are calculated as follows:

TABLE 5: PROPORTIONATE SHARE CALCULATION – NEW CONSTRUCTION COSTS

New Construction	Amount
Cost Attributable to New Development, 2018-2028	$3,376,000
Growth in PM Peak Hour Trips, 2018-2028	878
Cost per PM Peak Hour Trip	**$3,845.10**

Other Cost Calculations

Utah law allows for the cost of developing the Impact Fee Facility Plan and Impact Fee Analysis to be included in the calculation of impact fees. These costs are then shared proportionately among the additional trips generated between 2018 and 2028.

TABLE 6: PROPORTIONATE SHARE CALCULATION – CONSULTING COSTS

Consulting Costs	Amount
Horrocks – IFFP	$5,196
ZPFI – IFA	$3,150
PM Peak Hour Growth 2017-2026	878
Consultant Cost per PM Peak Hour Trip	**$9.51**

The City has an impact fee fund balance of $238,982.[2] These funds can be used for the roadway projects listed in this report and therefore reduce the cost of new construction. The impact fee fund balance credit is as follows:

TABLE 7: PROPORTIONATE SHARE CALCULATION – IMPACT FEE FUND BALANCE

Impact Fee Fund Balance	Amount
Fund Balance	$238,982
Growth in PM Peak Hour Trips, 2018-2028	878
Cost per Trip	**$272.19**

[2] E-mail from City, January 7, 2019

Summary of Cost per Trip

TABLE 8: SUMMARY OF COST PER TRIP

Summary of Cost per PM Peak Hour Trip	Amount
New Construction	$3,845.10
Consultant Costs	$9.51
Impact Fee Fund Balance	($272.19)
TOTAL Cost per PM Peak Hour Trip	**$3,582.42**

Credits for Outstanding Debt

The City has no debt outstanding for transportation facilities and therefore does not need to make any credits to the cost per trip calculated in the previous section.

Cost per Trip Adjustments

The IFFP explains that the trips generated need to be adjusted: "There is a minor discrepancy in the way ITE calculates trips and the way trips or roadway volumes are calculated in the travel demand model used in the South Weber TMP. This discrepancy is explained by the model roadway volumes and capacities being calculated using daily traffic volumes rather than trips on the roadway. Essentially, this means that a travel demand model "trip" or unit of volume is counted once as a vehicle leaves home, travels on the road network, and then arrives at work. This vehicle will only be counted as it travels on the roadway network. The ITE Trip Generation method uses driveway counts as its measure of a trip. Therefore, a vehicle making the same journey will be counted once as it leaves home and once again as it arrives at work for a total of two trips. This can be rectified simply by adjusting the ITE Trip Generation rates by one half; this calculation will be evident in the IFA."[3]

The maximum cost per PM peak hour trip (after reductions for outstanding debt) is then multiplied by the number of PM peak hour trips per day, per development type. An additional consideration is that of primary and pass-by trips. Allowance for pass-by trips has also been considered as part of this analysis, as shown in the table below.

TABLE 9: SUMMARY OF MAXIMUM IMPACT FEES – 2018

ITE Code	ITE Land Use	Unit	Trip Rate	Pass-by Reduction	Adjusted Trip Rate	Impact Fee
130	Industrial Park 130	1000 Sq. Feet Gross Floor Area	0.85		0.43	$1,522.53
140	General Manufacturing	1000 Sq. Feet Gross Floor Area	0.73		0.37	$1,307.58
151	Mini-Warehouse	1000 Sq. Feet Gross Floor Area	0.26		0.13	$465.71
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210	**Single-Family Detached Housing**	**Dwelling Unit**	**1.00**		**0.50**	$1,791.21

[3] South Weber Transportation Impact Fee Facilities Plan 2018, pp. 5-6.

ITE Code	ITE Land Use	Unit	Trip Rate	Pass-by Reduction	Adjusted Trip Rate	Impact Fee
220	Multi-Family / Apartment (Greater than 4 units)	Dwelling Unit	0.62		0.31	$1,110.55
230	Multi-Family / Condo. Townhouse	Dwelling Unit	0.52		0.26	$931.43
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942	Auto Care Center	1000 Sq. Feet Gross Leasable Area	3.11		1.56	$5,570.66
944	Gasoline/Service Station	Fueling Position	13.87	42%	4.02	$14,409.56
945	Gasoline/Service Station with Convenience Store	1000 Sq. Feet Gross Leasable Area	97.47	56%	21.44	$76,819.25
947	Self Service Car Wash	Wash Stall	5.54		2.77	$9,923.30
948	Automated Car Wash	1000 Sq. Feet Gross Floor Area	14.12		7.06	$25,291.88

If additional categories are desired, the City can use the ITE Trip Generation Manual, 10th ed., and multiply the total PM peak hour trips by 50 percent, by any reduction for pass-by trips, by the total cost per PM peak hour trip ($3,582.42).

Certification

Zions Public Finance, Inc. 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; or
    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.

Appendix A – Existing Level of Service

South Weber City Impact Fee Facilities Plan

FIGURE 03: EXISTING LEVEL OF SERVICE

Legend

Existing Roadway Network Level of Service

- INTERSTATE 84/US-89
- ACCEPTABLE (LOS B OR BETTER)
- NEAR CAPACITY (LOS C)
- CITY BOUNDARY
- ANNEXATION BOUNDARY

Driving Conditions	Collector		Arterial	
	2-Lane	3-Lane	2-Lane	3-Lane
Acceptable	< 7,000	< 7,500	< 7,500	< 9,000
Near Capacity	7,000 - 9,000	7,500 - 10,000	7,500 - 10,000	9,000 - 11,500
Unacceptable	> 9,000	> 10,000	> 10,000	> 11,500

0 0.275 0.55 1.1

Miles

HORROCKS