

Sewer
Impact Fee Facilities Plan
DRAFT

January 2017

Prepared by:

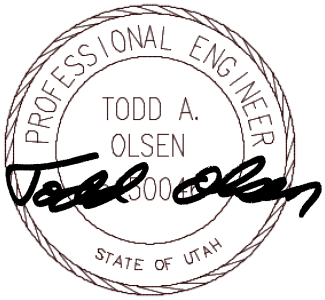
Bowen Collins
& Associates, Inc.
CONSULTING ENGINEERS

SEWER IMPACT FEE FACILITIES PLAN

DRAFT

January 2017

Project No. 235-16-01



01-31-17

Prepared for:

Prepared by:

Bowen Collins & Associates, Inc.
CONSULTING ENGINEERS

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EXECUTIVE SUMMARY – IFFP

The purpose of an impact fee facilities plan is to identify demands placed upon the City's 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 may be funded through impact fees.

WHY IS AN IFFP NEEDED?

The IFFP provides a technical basis for assessing updated impact fees throughout the City. This document addresses the future sewer infrastructure needed to serve the City. The existing and future capital projects documented in this IFFP will ensure that level of service standards are maintained for all existing and future residents who reside within the service area. Local governments must pay strict attention to the required elements of the Impact Fee Facilities Plan which are enumerated in the Impact Fees Act.

PROJECTED FUTURE GROWTH

To evaluate the use of existing capacity and the need for future capacity, it is first necessary to calculate the demand associated with existing development and projected growth. Using available information for existing development and growth projections from the City's 2016 Master Plan, projected growth in system demand is summarized in Table ES-1.

Table ES-1
Ivins City Service Area Sewer ERU Projections

	Projected ERUs	Estimated Dry Weather Sewer Flows (mgd)
2016	3,192	0.600
2020	4,241	0.797
2025	5,197	0.977
2030	5,835	1.096
2035	6,995	1.315
2040	7,768	1.460

Demands are projected in terms of Equivalent Residential Units (ERUs). An ERU represents the demand that a typical single family residence places on the system. The basis of an ERU for historical flow rates is summarized in Table ES-2.

Table ES-2
Ivins City Service Area Historic Flows

Item	Value for Existing Conditions
Service Area Population	8,234
Equivalent Residential Units (ERUs)	3,001
Domestic Wastewater Production (mgd)	0.536
Infiltration, Maximum Month (mgd)	0.064
Average Day, Maximum Month Flow (mgd)	0.600
Peak Hour Flow (mgd)	1.44
Flows per ERU	
Domestic Wastewater Production (gpd/ERU)	168
Average Day, Maximum Month Flow (gpd/ERU)	188
Peak Hour Flow (gpd/ERU)	423
Average Indoor Water Use (gpd/ERU)	187

LEVEL OF SERVICE

Level of service is defined in the Impact Fees Act as "the defined performance standard or unit of demand for each capital component of a public facility within a service area". Performance standards are those standards that are used to design and evaluate the performance of facilities. While the Impact Fees Act includes "defined performance standard" as part of the level of service definition, this report will make a subtle distinction between performance standard and level of service. The performance standard will be considered the desired minimum level of performance for each component, while the existing level of service will be the actual current performance of the component and the proposed level of service will be the proposed actual performance of the component in the future. Summary values for each of these categories are contained in Table ES-3.

Table ES-3
Performance Standards and Level of Service

	Existing Performance Standard	Existing Level of Service
Pipeline Capacity		
Maximum Ratio of Peak Flow Depth to Pipe Diameter[1]	0.70	0.577[2]

[1] Peak hour, dry weather flow

[2] Because there are thousands of pipeline components, the value given is for the worst case only. All other components have a higher level of service with the vast majority meeting the desired performance standard. Only four pipelines currently do not meet the performance standard.

EXISTING CAPACITY AVAILABLE TO SERVE FUTURE GROWTH

Projected future growth will be met through a combination of available excess capacity in existing facilities and construction of additional capacity in new facilities. Within Ivins City, the vast majority of existing sewer lines were built by either Special Improvement Districts (SID) or private developers. As a result, the City has not directly paid for any substantial portion of the existing infrastructure. For this reason, a "buy-in" cost into existing infrastructure will not be assessed to future system users. However, excess capacity in existing sewer lines will still be utilized to serve future demands wherever possible.

REQUIRED SYSTEM IMPROVEMENTS

Beyond available existing capacity, additional improvements required to serve new growth are summarized in Table ES-4. To satisfy the requirements of state law, Table ES-4 provides a breakdown of the percentage of the project costs attributed to existing and future users. For future use, capacity has been divided between capacity to be used by growth within the 10-year planning window of this IFFP and capacity that will be available for growth beyond the 10-year window.

Table ES-4
Project Costs Allocated to Projected Development

Project Identifier	Project Year	Description	Total Estimated Construction Cost (2016 Dollars)	Percent to Existing	Percent to 10-yr Growth	Percent to Beyond 10-yr	Cost to Existing	Cost to 10-yr Growth	Cost to Beyond 10-yr
S-1B	2023	Tuacahn Wash Sewer Transmission Line Replacement (Long-term Improvements)	$1,179,360	6.3%	31.0%	62.7%	$74,300	$365,602	$739,459
S-3	2019	200 West 10-inch Sewer Diversion Project	$387,500	0.0%	53.5%	46.5%	$0.00	$207,312	$180,187
S-4	2021	Highway 91 10-inch Sewer Line Expansion Project	$511,500	0.0%	53.5%	46.5%	$0.00	$273,652	$237,848
S-6*	2028	800 South/400 East to Pioneer Parkway 18-inch Pipe Replacement	$717,315	12.5%	0.0%	87.5%	$89,664	$0	$627,651
		TOTAL	**$2,795,675**				**$163,964**	**$846,566**	**$1,785,145**

*Project S-6 is not anticipated to be needed to service 10-year growth, but development through Santa Clara may require the relocations of sections of this line. The City has an agreement with developers that if they relocate the existing 12-inch line, Ivins will pay the difference to upsize the line for future flows. This is a cost-effective option for the City, and impact fees can be used toward these upsizes. However, since the upsize will not service growth within the 10-year planning window, 0% of the cost has been allocated to 10-year growth. Accordingly, the impact fee analysis will not include costs associated with this project. The City should track any expenditures made on line upsizes for Project S-6 to be included in the next Sewer IFA.

IMPACT FEE FACILITIES PLAN

INTRODUCTION

Ivins City (City) has retained Bowen Collins & Associates (BC&A) to prepare an impact fee facilities plan (IFFP) for sewer collection services provided by the City. The purpose of an IFFP is to determine the public facilities required to service development resulting from new development activity. The IFFP is also intended to outline the improvements which may be funded through impact fees.

Much of the analysis forming the basis of this IFFP has been taken from the City's Sewer Master Plan. The Sewer Master Plan was prepared by Bowen Collins & Associates and is dated September 15, 2016. For the purposes of this report, subsequent references to the Sewer Master Plan will simply be identified as the "2016 Master Plan". The reader should refer to the City's 2016 Master Plan for additional discussion of planning and evaluation methodology beyond what is contained in this IFFP.

Requirements for the preparation of an IFFP are outlined in Title 11, Chapter 36a of the Utah Code (the Impact Fees Act). Under these requirements, an IFFP shall accomplish the following for each facility:

1. Identify the existing level of service
2. Establish a proposed level of service
3. Identify excess capacity to accommodate future growth at the proposed level of service
4. Identify demands placed upon existing public facilities by new development
5. Identify the means by which demands from new development will be met
6. Consider the following additional issues
    a. revenue sources to finance required system improvements
    b. necessity of improvements to maintain the proposed level of service
    c. need for facilities relative to planned locations of schools

The following sections of this report have been organized to address each of these requirements.

EXISTING LEVEL OF SERVICE - 11-36a-302(1)(a)(i)

Level of service is defined in the Impact Fees Act as "the defined performance standard or unit of demand for each capital component of a public facility within a service area". This section discusses the level of service being currently provided to existing users.

Unit of Demand

The projected flow used to design and evaluate sewer system components will vary depending on the nature of each component. For example, most treatment plant processes are designed based on average day, maximum month flow. Conversely, conveyance pipelines must be designed based on peak hour flow (function of daily flow and diurnal flow variation). Since Ivins City does not

operate treatment facilities, the only system component which will be evaluated in this IFFP is the sewer collection infrastructure.

For the purposes of this analysis, it is useful to define demands in terms of Equivalent Residential Units (ERUs). An ERU represents the demand that a typical single family residence places on the system. The basis of an ERU for historical flow rates is summarized in Table 1. Additional detail regarding the calculation of values used in the definition of an ERU are contained in the City's 2016 Master Plan.

Table 1
Ivins City Service Area Historic Flows

Item	Value for Existing Conditions
Service Area Population	8,234
Equivalent Residential Units (ERUs)	3,001
Domestic Wastewater Production (mgd)	0.536
Infiltration, Maximum Month (mgd)	0.064
Average Day, Maximum Month Flow (mgd)	0.60
Peak Hour Flow (mgd)	1.44
Flows per ERU	
Domestic Wastewater Production (gpd/ERU)	168
Average Day, Maximum Month Flow (gpd/ERU)	188
Peak Hour Flow (gpd/ERU)	423
Average Indoor Water Use (gpd/ERU)	187

Performance Standard

Performance standards are those standards that are used to design and evaluate the performance of facilities. While the Impact Fees Act includes "defined performance standard" as part of the level of service definition, this report will make a subtle distinction between performance standard and level of service. The performance standard will be considered the desired minimum level of performance for each component, while the existing level of service will be the actual current performance of the component. Thus, if the existing level of service does not meet the performance standard it is a deficiency, whereas if it exceeds the performance standard it may indicate excess capacity. This section discusses the existing performance standards for the City. A subsequent section will consider existing level of service relative to these standards.

Ivins City does not operate proprietary wastewater treatment facilities; sewer flows from Ivins are treated at the City of St. George Water Reclamation Facility. Therefore, the only wastewater component evaluated in this IFFP is collection pipes. The performance standards for sewer pipelines are as follows:

Pipeline Capacity

Ivins City engineering standards require that all sewer mains be designed such that the peak flow depth in the pipe is less than or equal to the depth equal to 75 percent of the pipe's hydraulic capacity, using a Manning's roughness factor *n* of 0.012. This is approximately equal to a depth over diameter ratio of 0.70. This allows for a small amount of extra capacity to be reserved in the pipeline to account for potential inflow into the system and other unknowns. This design standard was used as the level of service for system evaluation.

Existing Level of Service

Existing level of service values are summarized in Table 2 below. For comparison purposes, Table 2 also includes a summary of the existing performance standards.

Table 2
Existing Performance Standard and Level of Service
for Ivins City Sewer Collection Pipes

	Existing Performance Standard	Existing Level of Service
Pipeline Capacity		
Maximum Ratio of Peak Flow Depth to Pipe Diameter[1]	0.70	0.577[2]

[1] Peak hour, dry weather flow

[2] Because there are hundreds of pipelines in the Ivins City sewer collection system, the value given is for the worst case only. All other components have a higher level of service.

As shown in the table, the City's existing level of service indicates that all pipelines are operating within the existing performance standard. This means that there are no deficiencies in the existing system. This also means there is excess capacity in the existing system to accommodate some future growth as will be discussed in a subsequent section of this report.

PROPOSED LEVEL OF SERVICE - 11-36a-302(1)(a)(ii)

The proposed level of service is the performance standard used to evaluate system needs in the future. The Impact Fees Act indicates that the proposed level of service may:

1. diminish or equal the existing level of service; or
2. exceed the existing level of service if, independent of the use of impact fees, the City implements and maintains the means to increase the level of service for existing demand within six years of the date on which new growth is charged for the proposed level of service.

In the case of this IFFP, no changes are proposed to the existing performance standard. Future growth will be evaluated based on the same performance standard used for the existing system as shown in Table 3. By definition, this becomes the proposed level of service.

Table 3
Proposed Performance Standard and Level of Service
for Ivins City Sewer Collection Pipes

	Proposed Performance Standard	Proposed Level of Service
Pipeline Capacity		
Maximum Ratio of Peak Flow Depth to Pipe Diameter[1]	0.70	0.70

[1] Peak hour, dry weather flow

EXCESS CAPACITY TO ACCOMMODATE FUTURE GROWTH - 11-36A-302(1)(A)(III)

Projected future growth will be met through a combination of available excess capacity in existing facilities and construction of additional capacity in new facilities. Within Ivins City, the vast majority of existing sewer lines were built by either Special Improvement Districts (SID) or private developers. As a result, the City has not directly paid for any substantial portion of the existing infrastructure. For this reason, a "buy-in" cost into existing infrastructure will not be assessed to future system users. However, excess capacity in existing sewer lines will still be utilized to serve future demands wherever possible.

DEMANDS PLACED ON FACILITIES BY NEW DEVELOPMENT - 11-36a-302(a)(iv)

Growth projections within the City's service area and projections of sewer flows resulting from said growth are discussed in detail in the 2016 Master Plan. Projected growth in terms of both equivalent residential units and corresponding sewer flows are summarized in Table 4.

Table 4
Projected Ivins City Sewer System Growth

	Projected ERUs	Estimated Dry Weather Sewer Flows (mgd)
2016	3,192	0.600
2020	4,241	0.797
2026	5,197	0.977
2030	5,835	1.096
2036	6,995	1.315
2040	7,768	1.460

INFRASTRUCTURE REQUIRED TO MEET DEMANDS OF NEW DEVELOPMENT - 11-36A-302(1)(a)(v)

To satisfy the requirements of state law, the effect of demand placed upon existing system facilities by future development was evaluated using the process outlined below. Each of the steps were completed as part of this plan's development. More description of the methodology used in the process outlined below can be found in the 2016 Master Plan.

1. **Existing Demand** – The demand existing development places on the City's system was estimated based on historic water use and flow records.
2. **Existing Capacity** – The capacities of existing system collection facilities were estimated using pipe size data provided by the City and a hydraulic computer model.
3. **Existing Deficiencies** – Existing deficiencies in the system were looked for by comparing defined performance standards against calculated capacities. No existing capacity deficiencies were identified in this study.
4. **Future Demand -** The demand future development will place on the system was estimated based on development projections as summarized above and as discussed in the 2016 Master Plan.
5. **Future Deficiencies -** Future deficiencies in the collection system were identified using the proposed level of service and results from the computer model as discussed in the 2016 Master Plan.
6. **Recommended Improvements** – Needed system improvements were identified to meet demands associated with future development.

The steps listed above "identify demands placed upon existing public facilities by new development activity at the proposed level of service; and… the means by which the political subdivision or private entity will meet those growth demands" (Section 11-36a-302(1)(a) of the Utah Code).

10-Year Improvement Plan

In the City's 2016 Master Plan, capital facilities projects needed to provide service to different parts of the City at projected buildout are identified. These projects will be completed incrementally as required by development. Only infrastructure to be constructed within a ten year horizon will be considered in the calculation of impact fees to avoid uncertainty surrounding improvements further into the future. Table 5 summarizes the impact fee related projects identified in the capital facilities plan that will need to be constructed within the next ten years.

Table 5
Project Costs Allocated to Projected Development

Project Identifier	Project Year	Description	Total Estimated Construction Cost (2016 Dollars)	Percent to Existing	Percent to 10-yr Growth	Percent to Beyond 10-yr	Cost to Existing	Cost to 10-yr Growth	Cost to Beyond 10-yr
S-1B	2023	Tuacahn Wash Sewer Transmission Line Replacement (Long-term Improvements)	$1,179,360	6.3%	31.0%	62.7%	$74,300	$365,602	$739,459
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S-4	2021	Highway 91 10-inch Sewer Line Expansion Project	$511,500	0.0%	53.5%	46.5%	$0.00	$273,652	$237,848
S-6*	2028	800 South/400 East to Pioneer Parkway 18-inch Pipe Replacement	$717,315	12.5%	0.0%	87.5%	$89,664	$0	$627,651
		TOTAL	**$2,795,675**				**$163,964**	**$846,566**	**$1,785,145**

*Project S-6 is not anticipated to be needed to service 10-year growth, but development through this area of Santa Clara may require the relocations of sections of this line. The City has an agreement with developers that if they relocate the existing 12-inch line, Ivins will pay the difference to upsize the line for future flows. This is a cost-effective option for the City, and impact fees can be used toward these upsizes. However, since the upsize will not service growth within the 10-year planning window, 0% of the cost has been allocated to 10-year growth. Accordingly, the impact fee analysis will not include costs associated with this project. The City should track any expenditures made on line upsizes for Project S-6 to be included in the next Sewer IFA.

Project Cost Attributable to Future Growth

To satisfy the requirements of state law, Table 5 also provides a breakdown of the capital facilities projects and the percentage of the project costs attributed to existing and future users. As defined in Section 11-36a-102(15), the impact fee facilities plan should only include the proportionate share of "the cost of public facilities that are roughly proportionate and reasonably related to the service demands and needs of any development activity." While some projects identified in the table are required solely to meet future growth, some projects also provide a benefit to existing users. Projects that benefit existing users include those projects which involve an upsize of an existing trunk line.

For many projects, the division of costs between existing and future users is easy because 100 percent of the project costs can be attributed to one category or the other (e.g. infrastructure needed solely to serve new development can be 100 percent attributed to new growth, while projects related to existing condition or capacity deficiencies can be 100 percent attributed to existing user needs). For projects needed to address both existing deficiencies and new growth or where a higher level of service is being proposed, costs have been divided proportionally between existing and future users based on their projected needs in the facility. A few notes regarding specific projects are as follows:

- **Project S-1B**: The 2016 Master Plan identifies a project (Project S-1A) to address existing condition-related issues in the Lower Tuacahn Wash trunk line. Since this project is aimed to address an existing condition issue, it has not been included in the IFFP. Beyond Project S-1A, however, new growth in Ivins (and Santa Clara) is projected to exceed the capacity of the Lower Tuachan Wash trunk line within the next 10 years. Project S-1B is needed to address this capacity issue. Cost distribution for this project was calculated using the following methodology:

    - As identified in the 2016 Master Plan, Project S-1B involves the replacement of an existing 12-inch and 15-inch sewer line in the Lower Tuacahn Wash with a new 18-inch and 21-inch line. Rather than performing this sewer line replacement, a parallel sewer line could be installed alongside the existing pipe to satisfy the needs of future users. Under this scenario, 100% of the project cost would be allocated to future users. However, installing parallel lines is not always advantageous or even possible, and increases the amount of pipe that the City will ultimately need to maintain. This considered, it may be preferred to replace an existing line with a larger pipe. In this case future users would still be responsible for the project cost which would be associated with the installation of the parallel line for their capacity; however, existing users would have the option of paying for an upsize to avoid maintaining two pipes. In the case of Project S-1B, the parallel sewer line needed to accommodate all future growth would be 15 inches. This means future users will be assessed the cost to install a 15-inch line. If existing users choose to upsize the pipeline, they will be responsible for the upsize to 18-inch and 21-inch pipe (as outlined in the 2016 Master Plan). This has been shown in Table 5.

- **Project S-6:** As identified in the City's 2016 Master Plan and as shown in Table 5, Project S-6 is not anticipated to be needed to service future growth until the year 2028, which falls outside of the planning window of this IFFP. However, significant growth is occurring in the northern region of Santa Clara, and some developments have proposed a relocation of sections of the existing 12-inch sewer line. As pieces of this sewer line are relocated by developers, the City has made an agreement to pay for the portion of the project associated with the upsize of the line (paying the difference between installing a 12-inch line and an 18-inch line). Since this added capacity is not anticipated to be used by growth within the next 10 years, 0% of the project cost has been allocated to 10-year growth (as indicated in Table 5). However, the City may use collected impact fees to pay for upsizes along this reach of pipe.

Table 5 does not include bond costs related to paying for impact fee eligible improvements. These costs are calculated as part of the impact fee analysis.

Project Cost Attributable to 10-Year Growth

Included in Table 5 is a breakdown of capacity associated with growth both at full buildout and through the next 10 years. This is necessary because the projects identified in the table will be built with capacity to accommodate flows beyond the 10-year growth window. While the exact location and timing of future growth is ultimately unknown, it is reasonable to assume that new growth within the next 10 years will be focused in the areas of the system that will receive new access to service with the construction of proposed Projects S-3 and S-4.

With this in mind, the cost distributions contained in Table 5 were developed based on an estimate that 20 percent of new growth in the next 10 years will come in the form of remaining available infill in areas that are currently partially developed. This growth will primarily utilize excess capacity in existing infrastructure. The remaining 80 percent of growth in the next 10 years is expected to be in areas which will be serviced by Projects S-3 and S-4. Distribution of growth between the two areas has been done proportionally based on total potential for growth. This procedure yields the cost distribution shown in Table 5.

Basis of Construction Cost Estimates

The costs of construction for projects to be completed within ten years have been estimated based on past City experience with projects of a similar nature. To account for the time value of money, estimated 2016 construction costs have been used for all projects. Details associated with the costs used for each project are contained in the 2016 Master Plan.

ADDITIONAL CONSIDERATIONS

MANNER OF FINANCING - 11-36a-302(2)

The City may fund the infrastructure identified in this IFFP through a combination of different revenue sources.

Federal and State Grants and Donations

Impact fees cannot reimburse costs funded or expected to be funded through federal grants and other funds that the City has received for capital improvements without an obligation to repay. Grants and donations are not currently contemplated in this analysis. If grants become available for constructing facilities, impact fees will need to be recalculated and an appropriate credit given.

Bonds

None of the costs contained in this IFFP include the cost of bonding. The cost of bonding required to finance impact fee eligible improvements identified in the IFPP may be added to the calculation of the impact fee. This will be considered in the impact fee analysis.

Interfund Loans

Because infrastructure must generally be built ahead of growth, there often arises situations in which projects must be funded ahead of expected impact fee revenues. In some cases, the solution to this issue will be bonding. In others, funds from existing user rate revenue will be loaned to the impact fee fund to complete initial construction of the project and will be reimbursed later as impact fees are received. Consideration of potential interfund loans will be included in the impact fee analysis and should also be considered in subsequent accounting of impact fee expenditures.

Impact Fees

It is recommended that impact fees be used to fund growth-related capital projects as they help to maintain the proposed level of service and prevent existing users from subsidizing the capital needs for new growth. Based on this IFFP, an impact fee analysis will be able to calculate a fair and legal fee that new growth should pay to fund the portion of the existing and new facilities that will benefit new development.

Developer Dedications and Exactions

Developer exactions are not the same as grants. If a developer constructs a system improvement or dedicates land for a system improvement identified in this IFFP, or dedicates a public facility that is recognized to reduce the need for a system improvement, the developer will be entitled to an appropriate credit against that particular developer's impact fee liability or a proportionate reimbursement.

If the value of the credit is less than the development's impact fee liability, the developer will owe the balance of the liability to the City. If the recognized value of the improvements/land dedicated is more than the development's impact fee liability, the City must reimburse the difference to the developer.

It should be emphasized that the concept of impact fee credits pertains to system level improvements only. Developers will be responsible for the construction of project improvements (i.e. any improvements not identified in the impact fee facilities plan) without credit against the impact fee.

NECESSITY OF IMPROVEMENTS TO MAINTAIN LEVEL OF SERVICE - 11-36a-302(3)

According to State statute, impact fees cannot be used to correct deficiencies in the City's system and must be necessary to maintain the proposed level of service established for all users. Only those facilities or portions of facilities that are required to maintain the proposed level of service for future growth have been included in this IFFP. Additionally, any portion of projects being used to cure existing deficiencies that will be paid for through future user rates will be accounted for through an impact fee credit to be calculated as part of the impact fee analysis. This will result in an equitable fee as future users will not be expected to fund any portion of the facilities that will benefit existing residents.

IMPACT FEE CERTIFICATION - 11-36a-306(1)

This IFFP has been prepared in accordance with Utah Code Title 11, Chapter 36a (the "Impact Fees Act"), which prescribes the laws pertaining to the imposition of impact fees in Utah. The accuracy of this IFFP relies in part upon planning, engineering, and other source data, provided by the City and its designees.

In accordance with Utah Code Annotated, 11-36a-306(1), Bowen Collins & Associates makes the following certification:

I certify 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. cost 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; and
3. Complies in each and every relevant respect with the Impact Fees Act.

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