Town of Marana

Impact Fee Study

Streets Facilities

Infrastructure Improvements Plan

Public Report

FINAL

As adopted by Council action under Resolution No. 2017-090

Prepared by

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Prepared for

MARANA AZ

CELEBRATING 40 YEARS

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Psomas Project No. 7TMA150105

September 19, 2017

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1. INTRODUCTION

As many jurisdictions do, the Town of Marana collects development impact fees to help offset some of the infrastructure costs associated with growth. In order to continue charging impact fees, the Town must comply with Arizona Revised Statute (ARS) §9-463.05, which includes the preparation of development fee studies, project lists, and fee schedules. Prior to establishing fees, a land use assumptions document and an infrastructure improvement plan (IIP) must be prepared.

This report identifies the infrastructure needs for the street facilities in the Town. The analysis only includes arterials and major collectors, since roadways with lower classifications are generally internal to development and are constructed during the development process. This analysis will be used in the subsequent calculation of impact fee rates.

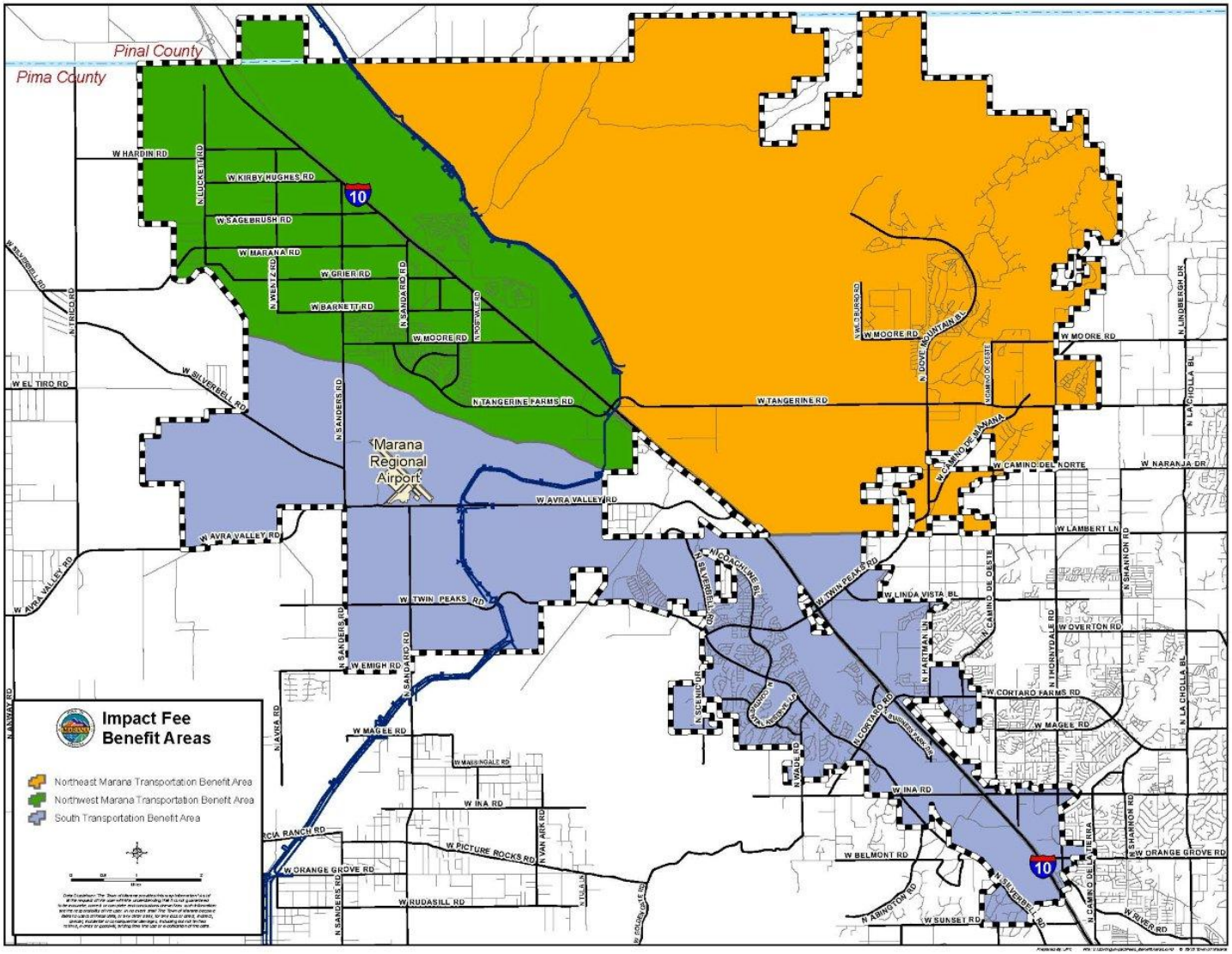
The land uses that are used in this report to evaluate infrastructure needs are documented separately in the Land Use Assumptions report developed by the Town of Marana. The Land Use Assumptions report provides a quantification of expected future development within each of the service areas for which impact fees will be assessed.

1.1. ALLOCATION OF GROWTH WITHIN SERVICE AREAS

A "service area" is defined in ARS §9-463.05 (T)9 as "any specified area within the boundaries of a municipality in which development will be served by necessary public services or facility expansions and within which a substantial nexus exists between the necessary public services of facility expansions and the development being served as prescribed in the infrastructure improvement plan."

The Town of Marana currently has three service areas for streets: Northeast, Northwest, and South. The Town will continue to use the current services areas, which are shown in Figure 1.

Figure 1. Streets Facilities Service Areas



2. NECESSARY PUBLIC SERVICES

2.1. EXISTING NEEDS

For each necessary public service for which impact fees will be used, this document shall include the following:

Per ARS §9-463.05(E)1:

- "A description of the existing necessary public services in the service area and the costs to upgrade, update, improve, expand, correct or replace those necessary public services to meet existing needs and usage and stricter safety, efficiency, environmental or regulatory standards, which shall be prepared by qualified professionals licensed in this state, as applicable."

Per ARS §9-463.05(E)2:

- "An analysis of the total capacity, the level of current usage and commitments for usage of capacity of the existing necessary public services, which shall be prepared by qualified professionals licensed in this state, as applicable."

The Town of Marana has identified the roadway projects which will be included in the development fee study as necessary public services. These projects, shown in Table 1, are necessary mainly due to the expected growth which was documented in the Land Use Assumptions report. The table includes the costs for all projects as well as the total costs for new/improvement projects and for legacy projects.

Based on the 10-year framework required by the ARS, the analysis years include 2017 through 2027. The roadway projects for that period include 45.5 lane-miles of new and improved roadways, two traffic interchanges along Interstate 10 (at Twin Peaks Road and at Marana Road), and 50.4 lane-miles of legacy facilities reserved for development. Traffic volumes for each roadway project in 2017 and 2027 are provided in Table 2. The development of the traffic volumes in the table are further discussed in the following section.

Table 1. Necessary Streets Facilities, Existing and Future

	Road Project	Limits		# of Lanes	Length (mi)	Construction Cost		Non-Construction Costs*	Total Capital Cost - New/ Improvements	Legacy Cost	Source	Notes
						Per Lane-Mile	Total					
Northwest	Marana Main Street	Sandario	Grier	2	0.54	$1,400,000	$1,512,000	$506,520	$2,020,000		RSC cost/mi (indexed)	
	Marana Main Street	Tangerine Farms Rd	Sandario	2	0.35					$1,000,000	Town of Marana	Debt Service
	Tangerine Farms Road	I-10 (Tangerine TI)	Clark Farms	4	4.1					$5,462,000	Outstanding Impact Fee Credits	Built by developers
	Clark Farms	Riccati Dr	Despain Dr	3	0.7							
	Gladden Farms	Tangerine Farms Rd	Lon Adams Rd	3	0.9							
	Lon Adams Road	Tangerine Farms Rd	Moore Rd	3	0.9							
	Tangerine Farms Road	Clark Farms	I-10 (Marana TI)	4	1.2	$1,400,000	$6,720,000	$2,251,200	$8,970,000		RSC cost/mi (indexed)	
	Marana Road Interchange, Phase 1	N/A	N/A	N/A	N/A				$6,000,000		Town of Marana	
Northeast	Tangerine Road, Phase 1	Dove Mountain Blvd	Town Limits	4	2.4				$6,189,000		Town of Marana	Shortfall in impact fees at time of Phase 1 construction
	Tangerine Road, Phase 2	I-10 (Tangerine TI)	Dove Mountain Blvd	4	4.6				$49,179,000		Town of Marana	Calculated cost of phase based on Phase 1 costs, less RTA funding
	Twin Peaks Road	Lambert Ln	Tangerine Rd	4	2.1					$4,097,000	Town of Marana	Debt Service (2/3 of total per Town of Marana based on length)
	Moore Road	Camino de Oeste	Thornydale Rd	2	1.3					$876,000	Outstanding cost	
South	Twin Peaks Interchange	N/A	N/A	N/A	N/A					$3,008,000	Town of Marana	Debt Service
	Twin Peaks Road	I-10	Lambert Ln	4	1.3					$2,049,000	Town of Marana	Debt Service (1/3 of total per Town of Marana based on length)
	Twin Peaks Road/ Rattlesnake Pass	Saguaro Highlands Dr	Silverbell Rd	4	1.5	$1,400,000	$8,400,000	$2,814,000	$11,210,000		RSC cost/mi (indexed)	Only 2 of the ultimate 4 lanes - the other 2 are a rezoning requirement
	Cortaro Road	I-10	Camino de Oeste	4	1.7				$8,134,735		Town of Marana	
	Silverbell Road	Ina Rd	Cortaro Rd	4	1.0				$21,068,682		Town of Marana	
	Ina Road	I-10	Silverbell Rd	4	1.1				$9,000,000		Town of Marana	
						Total (New/Improvement Facilities)			$121,771,417			
						Total (Legacy Facilities)				$16,492,000		
						TOTAL (ALL FACILITIES)			**$138,263,417**			

* Includes ROW, environmental mitigation, drainage, design, construction management, financing costs

Table 2. Current and Future Traffic Volumes

	Road Project	Limits		Speed Limit (mph)	Existing Volume (veh/day)[1]	Existing Volume Adjusted[2]	Existing Capacity (veh/day)[3]	Future Volume (veh/day)[4]	Future Volume Adjusted[5]	Future Capacity (veh/day)[6]
Northwest	Marana Main Street	Sandario Rd	Grier Rd	25	0		N/A	1,700	1,895	14,040
	Marana Main Street	Tangerine Farms Rd	Sandario Rd	25	0		14,040	600	2,659	14,040
	Tangerine Farms Road	I-10 (Tangerine TI)	Clark Farms	45	5,700		35,820	8,300		35,820
	Clark Farms	Riccati Dr	Despain Dr	40	1,200		14,742	2,200		14,742
	Gladden Farms	Tangerine Farms Rd	Lon Adams Rd	30	3,800		14,742	3,600		14,742
	Lon Adams Road	Tangerine Farms Rd	Moore Rd	30	4,100		14,742	4,100		14,742
	Tangerine Farms Road	Clark Farms	I-10 (Marana TI)	45	0		N/A	7,500		35,820
	Marana Road Interchange, Phase 1	N/A	N/A	N/A	N/A		N/A	N/A		N/A
Northeast	Tangerine Road, Phase 1	Dove Mountain Blvd	Town Limits	50	10,700	14,444	35,820	17,300	21,044	35,820
	Tangerine Road, Phase 2	I-10 (Tangerine TI)	Dove Mountain Blvd	50	5,800		15,930	9,200		35,820
	Twin Peaks Road	Lambert Ln	Tangerine Rd	45	13,700		35,820	19,700		35,820
	Moore Road	Camino De Oeste	Thornydale	30	5,500		14,040	9,300		14,040
South	Twin Peaks Interchange	N/A	N/A	N/A	N/A		N/A	N/A		N/A
	Twin Peaks Road	I-10	Lambert Ln	45	16,800		35,820	26,000		35,820
	Twin Peaks Road/Rattlesnake Pass	Saguaro Highlands Dr	Silverbell Rd	45	6,700		15,930	9,000	15,918	35,820
	Cortaro Road	I-10	Camino de Oeste	40	22,900		35,820	27,000		35,820
	Silverbell Road	Ina Rd	Cortaro Rd	45	15,500		35,820	26,500		35,820
	Ina Road	I-10	Silverbell Rd	45	19,700	12,848	35,820	31,400	24,548	35,820

[1] From PAG 2017 Travel Demand Model using Marana Land Use Assumptions

[2] Used recent traffic count if significant differences between 2017 PAG Model and recent traffic counts

[3] Based on current road section and FDOT Capacity Tables

[4] From PAG Travel Demand Model using Marana 2027 Land Use Assumptions and regional growth factor

[5] Adjusted to better reflect anticipated volumes based on existing and planned developments

[6] Based on 2027 road section and FDOT Capacity Tables

2.2. PAG MODELING METHODOLOGY

The Pima Association of Governments (PAG) maintains a travel demand model that estimates the future volumes for the Tucson metropolitan area. A new 2027 model was developed for this study based on employment, population, and facility inputs provided by the project team in collaboration with the Town. Note that the results of this model (and the 2017 model, also provided by PAG) do not represent official PAG forecasts, but are instead a special product developed by PAG for the Town of Marana.

The PAG model does not directly include ITE trip generation rates (which are typically used to determine how much traffic a development will generate). Instead, the model develops trip generation based on the characteristics of each Traffic Analysis Zone (TAZ), such as employment and population. Trips are then distributed on the surrounding roadway network based on origins and destinations, trip length, travel time, and available roadway capacity.

The resulting volumes are shown on Table 2 (see previous page). In some cases, existing and/or future volumes were adjusted beyond what was provided in the PAG models based on recent traffic counts and other available information.

To estimate the necessary public services, the daily roadway capacity for one lane-mile of arterial roadway was calculated. The general daily capacities for a single lane ranges from 7,000 to 9,000 vehicles per day (vpd), depending on the roadway type, vehicular access control, and whether the roadway is in an urban or a rural area. The Town uses performance criteria based on daily service volumes included in their 2006 *Procedures for Preparation of Transportation Impact Studies for the Town of Marana*[1] to evaluate roadway Level of Service (LOS). LOS D is the performance standard for most areas, and will be used in this study.

The often-used Florida Department of Transportation (FDOT) standards[2] for LOS D are similar to those used by the Town of Marana. It is recommended that the FDOT standards for LOS D for each roadway type be adopted for this study. The appropriate roadway capacities are shown in Table 2.

2.3. PROJECTED NEEDS

ARS §9-463.05(E)3 requires that this document shall include:

> "A description of all or the parts of the necessary public services or facility expansions and their costs necessitated by and attributable to development in the service area based on the approved land use assumptions, including an forecast of the costs of infrastructure, improvements, real property, financing, engineering and architectural services, which shall be prepared by qualified professionals licensed in this state, as applicable."

As shown in Table 1, there are approximately 45.5 lane-miles of new roadway attributable to new development, two traffic interchanges along I-10, and 50.4 miles of legacy facilities reserved for development, with an estimated total cost attributable to development of $67,849,296. The cost of preparing updates to the impact fee documents twice during the 10-year study period, based on the cost of this study, is $180,000 ($90,000 per update). Therefore, the total cost for providing these necessary public services associated with streets is $68,029,296 during the 10-year time period.

3. TRAVEL DEMAND PER DEMAND UNIT – METHODOLOGY

ARS §9-463.05(E)4 requires that this document shall include:

> "A table establishing the specific level or quantity of use, consumption, generation or discharge of a service unit for each category of necessary public services or facility expansions and an equivalency or conversion table establishing the ratio of a service unit to various types of land uses, including residential, commercial and industrial."

Town staff provided a list of land uses which will be used in calculating the trip generation for future development projects. Each of these land uses has documented trip rates in the *ITE Trip Generation Manual*[3]. There have been some minor changes in the land uses since the adoption of the 2014 IIP to better fit Town policies and projected development. Table 3 shows the estimated roadway demand per unit of land use, and a description of the factors is included in the following sections.

3.1. AVERAGE TRIP LENGTH

The average trip length shown in Table 3 is based on trip length data from the Table 5 of the 2009 National Household Travel Survey[4] (NHTS). The survey data is collected from a sample of U.S. households, and is expanded to provide national estimates of trips and travel distance by travel mode, trip purpose, and a number of household characteristics.

3.2. ITE TRIP GENERATION RATES

The ITE *Trip Generation Manual* contains trip generation rates for a wide variety of land uses by unit of land use measurement (i.e. per residential unit for residential developments, per 1,000 square feet for commercial, etc.). The 9th Edition, published in 2012, was referenced for this work. The PM peak hour rates were applied in the demand unit calculations. The PM peak hour rates were used because that period is typically the busiest period of the day, and is generally what drives the need for additional capacity.

Table 3. Estimate of Streets Facility Demand per Unit of Land Use

Land Use Category	Unit	% Primary Trips	Average PM Peak Hour Trip Rate per Unit	Average Trip Length (mi)	% Travel Demand on Marana Arterial Network	Vehicle Miles of Travel Demand per Unit	Representative ITE Category	EDUs
Residential								
Single Family Residential	Dwelling Unit	100%	1.00	9.7	48%	4.7	210	1.0
Multi-Family	Dwelling Unit	100%	0.62	9.7	48%	2.9	220	0.6
Hotel/Motel	Rooms	100%	0.47	9.7	48%	2.2	320	0.5
Congregate Care	Dwelling Unit	100%	0.17	9.7	48%	0.8	253	0.2
Single Family Residential (age restricted)	Dwelling Unit	100%	0.27	9.7	60%	1.6	251	0.3
Multi-Family (age restricted)	Dwelling Unit	100%	0.25	9.7	60%	1.5	252	0.3
Retail and Services								
< 15,000 sf	1000 sf	19%	11	6.5	40%	5.4	820	1.2
> 15,000 sf	1000 sf	66%	3.71	6.5	40%	6.4	820	1.4
High Traffic Retail	1000 sf	23%	25.86	6.5	40%	15.5	853, 934	3.3
Industrial	1000 sf	70%	0.56	9.7	40%	1.5	110, 120, 150, 151	0.3
Office	1000 sf	75%	1.49	11.8	40%	5.3	710	1.1
Medical Office / Hospital	1000 sf	60%	2.25	9.7	40%	5.2	720,610	1.1
Institutional	1000 sf	50%	1.09	6.3	40%	1.4	520, 530	0.3
Recreation	1000 sf	75%	0.17	10.7	40%	0.5	435	0.1

3.3. PRIMARY TRIPS

Primary trips are trips to and from a specified land use which a driver intended to make without making other stops along the way. Drivers may also choose to divert from their originally intended path to make a secondary stop, or may choose to make a stop along their original path. These trips are called diverted trips and pass-by trips, respectively. The calculations for determining impact fees are based solely on primary trips, so diverted trip and pass-by trip data in the ITE *Trip Generation Manual* was used to determine what percentage of trips are primary trips for each land use.

3.4. TRAVEL DEMAND ON THE ARTERIAL AND MAJOR COLLECTOR ROAD NETWORK

As previously discussed, only trips on the arterial and major collector roadways are considered in the development of impact fees. A general assumption, matching that in the 2014 IIP, is that 80% of travel occurs on the arterial/major collector system for most land use types. As the Town has grown, it is assumed that 60% of all residential trips are on Town roadways. For most of the other land uses, half of the generated trips will occur on Town roadways, while the other half will occur outside Town limits or on non-town roadways (such as I-10). Trips generated by age restricted residential developments are expected to include a higher percentage on Town roadways.

4. PROJECTED SERVICE UNITS FOR NEW DEVELOPMENT

ARS §9-463.05(E)5 requires that this document shall include:

> "The total number of projected service units necessitated by and attributable to new development in the service area based on the approved land use assumptions and calculated pursuant to generally accepted engineering and planning criteria."

In addition, ARS §9-463.05(E)6 requires that this document shall include:

> "The projected demand for necessary public services or facility expansions required by new service units for a period not to exceed ten years."

The *Land Use Assumptions* report estimated that growth between 2017 and 2027 will include 6,973 new residential units and 341 acres of non-residential development, estimated to include 2.9 million square feet of non-residential building area. The calculation assumes a non-residential floor area ratio (FAR) of 0.2.

5. REVENUE CONSIDERATIONS

Considering revenue, ARS §9-463.05(E)7 states that the IIP should include:

> "A forecast of revenues generated by new service units other than development fees, which shall include estimated state-shared revenue, highway users revenue, federal revenue, ad valorem property taxes, construction contracting or similar excise taxes and the capital recovery portion of utility fees attributable to development based on the approved land use assumptions, and a plan to include these contributions in determining the extent of the burden imposed by the development as required in subsection B, paragraph 12 of this section."

In order to provide an equitable obligation of transportation impact fees, both costs and credits must be considered. New development must be given credit for contributions to the various forms of funding which may be used for roadway improvements, such as the contribution of a development impact fee. Other sources of roadway infrastructure funding which can be identified as coming from a new development must be considered as credits for that development.

Further, the costs associated with correcting existing deficiencies cannot be placed as a burden on new development. Any money spent from common improvement funds to address a deficiency must consider credits to new development for which the improvement is associated. At this time, the only continuing revenue source which may be considered as credits to new development is the construction sales tax.

The Town currently has a 4.0% construction sales tax. The construction sales tax is nominally collected at the rate of 65% of the contract value, which is the presumptive proportion of the contract related to taxable building materials. The 4% rate includes the Town's base rate of 2% plus an additional 2% specific to contracting activities[1].

[1] It is noted that the Town has temporarily increased its sales tax from 2.0% to 2.5%. The Additional 0.5% is to fund the construction of a police station and is expected to sunset in December 0f 2018. Therefore for the purposes of this study, the 2.0% retail sales tax will be used.

For example, a typical new 2,000-square-foot single family home would have an estimated construction cost of $245,736[5], and a related construction tax of $5,995.53. However, only half of the tax is creditable against the development fee, so the credit is $2,997.77, which is rounded up to $2998. The calculation methodology and complete table of construction sales tax credits by impact fee category are included in Appendix B of this report.

Note that the construction sales tax credit will be split between the streets facilities fee and the park fee for single family and multi-family residential developments (general and age-restricted) in the development of the fee studies for the two infrastructure categories.

The Town utilizes its HURF/VLT allocation solely for maintenance. Therefore, no credit will be provided for HURF/VLT funds. In addition, the Town does not have a property tax, and other state and federal revenues are undeterminable and intermittent. Therefore, the construction sales tax credit is the only source of credits considered in this study.

6. REFERENCES

[1] *Procedures for the Preparation of Transportation Impact Studies for the Town of Marana.* Town of Marana, July 2006.

[2] *Florida Quality and Level of Service Tables.* Florida Department of Transportation, 2013.

[3] *Trip Generation Manual, 9th Edition.* Institute of Transportation Engineers, 2012.

[4] *Summary of Travel Trends, 2009 National Household Travel Survey*. Federal Highway Administration, June 2011. http://nhts.ornl.gov/2009/pub/stt.pdf, accessed May 2017.

[5] *Building Valuation Data – February 2017.* International Code Council, https://cdn-web.iccsafe.org/wp-content/uploads/BVD-0217.pdf, accessed May 2017.

Appendix A
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Appendix B
Methodology for Construction Sales Tax Credit

1. Assuming typical building materials for each representative impact fee category, construction costs were determined using the International Code Council cost valuation tables.
2. The construction sales tax is based on a state formula[2] which includes the Town construction sales tax (4%), the total tax rate for the area (10.1% in Pima County[3]), and a percentage of the actual construction cost (65%)
    a. First, the formula includes a calculation of a tax factor on the overall tax burden:

        (65% x 10.1%) / (1 + (65% x 10.1%)) = 0.0616056

    b. Next, the formula multiplies this factor by the portion of the total sales tax that is the Town's to determine an adjusted sales tax rate

        0.0616056 x (4% / 10.1%) = 2.4398%
3. State law requires that all tax revenue received above the Town's normal sales tax be credited against the development impact fees. For the Town, the normal sales tax is 2%, compared to the overall construction sales tax of 4%[4]. Therefore, 50% of the construction sales tax collected should be applied as a credit against the impact fees.
4. For impact fee categories which are unit based, representative building sizes were used to develop estimated construction costs and associated taxes. The following average square footages include residential living areas and additional accompanying areas.
    a. Single family residence (general and age-restricted) – 2,000 sq ft of living space, 400 sq ft garage
    b. Multi-family residence (general and age-restricted) – 1,115 sq ft total space per unit (rental)
    c. Hotel/motel – 550 sq ft of total space per unit (room)
    d. Congregate care – 350 sq ft of total space per unit (bed)

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[2] Formula is provided by the Arizona Department of Revenue (https://www.azdor.gov)
[3] Total tax rate is 5.6% for the state + 4% for Marana construction + 0.5% for the RTA = 10.1%
[4] It is noted that the Town has temporarily increased its sales tax from 2.0% to 2.5%. The Additional 0.5% is to fund the construction of a police station and is expected to sunset in December 0f 2018. Therefore for the purposes of this study, the 2.0% retail sales tax will be used.

5. All other impact fees categories use 1,000 sq ft of construction for the construction tax credit, related directly to the impact fee burden, which is also calculated based on 1,000 sq ft.

Construction Sales Tax Credit by Impact Fee Category

Impact Fee Category	ICC Building Group	ICC Construction Type	ICC Cost per sq ft	Average	Typical sq ft	Construction Cost	Total Construction sales tax	Creditable Construction Sales Tax
Single Family Residence	R3 - residential one and two family	5b	$113.85	$113.85	2,000	$245,736.00	$5,995.53	$2,998.00
	U - utility (garage)	5b	$45.09	$45.09	400			
Multi-Family Residence	R2 - residential multi-family	5b	$104.47	$104.47	1,115	$116,484.05	$2,842.01	$1,422.00
Single Family Residential (age restricted)	R3 - residential one and two family	5b	$113.85	$113.85	2,000	$245,736.00	$5,995.53	$2,998.00
	U - utility (garage)	5b	$45.09	$45.09	400			
Multi-Family (age restricted)	N/A	5b	$104.47	$104.47	1,115	$116,484.05	$2,842.01	$1,422.00
Hotel/Motel	R1 - residential hotels	5b	$133.61	$133.61	550	$73,485.50	$1,792.92	$897.00
Congregate Care	I2 - institutional, nursing homes	3a	$179.07	$157.75	355	$56,001.25	$1,366.33	$684.00
	R4 - care/assisted living	5a	$136.43					
Retail Services	M - mercantile	3b	$104.03	$104.03	1,000	$104,030.00	$2,538.15	$1,270.00
High Traffic Retail	B - business	3b	$142.14	$142.14	1,000	$142,140.00	$3,467.97	$1,734.00
Industrial	B - business	3b	$142.14	$142.14	1,000	$142,140.00	$3,467.97	$1,734.00
Office	B - business	3b	$142.14	$142.14	1,000	$142,140.00	$3,467.97	$1,734.00
Medical	I2 - institutional, hospitals	1b	$301.16	$301.16	1,000	$301,160.00	$7,347.78	$3,674.00
Institutional	A3 - assembly, churches	3b	$172.49	$154.64	1,000	$154,636.67	$3,772.86	$1,887.00
	E - educational	3b	$154.12					
	A3 - assembly, libraries, museums, community halls, general	3b	$137.30					
Recreation	A3 - museums, libraries	3b	$137.30	$137.30	1,000	$137,300.00	$3,349.88	$1,675.00