Town of Marana Impact Fee Study

Streets Facilities

Development Fee Report

Public Report FINAL



As approved by the Marana Town Council, December 20, 2022

Prepared by

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Psomas Project No. 7TMA150123 December 20, 2022

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1. Introduction

The Town of Marana collects development fees to offset some of the infrastructure costs associated with growth. The Town's ordinance and fee structure complies with Arizona Revised Statute (ARS) §9-463.05. This report provides revised development fee studies, project lists, and fee schedules necessary to implement the update of its street impact fees.

The statute prescribes in detail development fee assessment procedures and programs. It limits the types of "necessary public services" which the fees can fund. A municipality must develop two preliminary products prior to calculating the fees for each service category: a set of land use assumptions and an infrastructure improvements plan (IIP). These documents were adopted by the Town Council on September 20, 2022.

As described in the Streets Facilities Infrastructure Improvements Plan (Streets IIP), the Town has three service areas for street improvements. The service areas are shown in Figure 1 on page 5. Note that this figure is slightly different than the one shown in the IIP because of the preexisting exemption for the Dove Mountain development.

This Development Fee Report defines terminology and identifies the maximum recommended fees to be collected to fund the Streets IIP. This report is an update of the Streets Facilities Fee Report approved and adopted by Town Council in December 2017.

2. STREETS FACILITIES FEE CATEGORIES

Streets facilities fees are assessed based on a development's size, type, and service area. The fees are divided into eight land use categories including residential, retail, high traffic retail, industrial, general office, medical facility, institutional, and recreation. Residential development and retail/service uses are further refined in subcategories. Definitions for these categories and subcategories are provided here, based on commonly used land use descriptions found in ITE's *Trip Generation* publication (ITE).

"Single Family Residential" (SFR) refers to all detached or attached residential structures characteristic of a primary residence, even if the residence is subsequently rented. Duplexes, Triplexes, Condominiums, Townhomes, as well as mobile homes and manufactured homes on individual parcels are assessed at the SFR rate. See also ITE Land Use Category 210.

"Multi-Family Residential" refers to development where more than a single residential unit occurs on a single lot. This includes apartments, student housing, and mobile home parks. See also ITE Land Use Category 220.

"Age Restricted Residential" refers to communities that restrict residents to those who are at least 55 years old with no one in the household under age 18. See ITE Land Use Categories 251 and 252.

"Hotel/Motel" refers to temporary lodging facilities including hotels, motels, time shares/fractional shares, and recreational vehicle parks. See ITE Land Use Categories 310, 320, and related categories.

"Congregate Care" refers to group housing that is typified by a central eating facility, smaller rooms, and a higher level of care for its tenants. This includes nursing homes, group homes, and other similar uses. See ITE Land Use Category 253.

"Retail Services" include myriad land uses providing retail sales, discount sales, and related services. See ITE Land Use Categories 800-899.

"High Traffic Retail" includes, but is not limited to, fast food restaurants, service stations, convenience stores, and high-turnover restaurants. See ITE Land Use Categories 853 and 900-999.

"Industrial" uses include all light and heavy industry, industrial parks, manufacturing, warehousing, mini-storage, and utilities. See ITE Land Use Categories 100-199.

"Office" includes all office uses, office parks, corporate headquarters, governmental offices, business parks, and research and development (R&D) parks. Doctor, dentist, and veterinary offices, clinics, and urgent care facilities fall under this category instead of medical facilities. See ITE Land Use Category 710 and related categories.

"Medical Facility" includes hospitals, micro hospitals, stand-alone emergency rooms, and other similar uses. See ITE Land Use Categories 610 and 630.

"Institutional" includes churches, schools, colleges, and universities, cemeteries, libraries, fraternal lodges, and day care centers. See ITE Land Use Categories 500-599.

"Recreation" includes parks, camp grounds, golf courses, bowling alleys, movie theaters, racetracks, skating rinks, tennis courts, health/fitness clubs, and community recreational centers. See ITE Land Use Categories 400-499.

Additional definitions for terms used in the Streets IIP and in this report include the following:

"Equivalent Demand Unit (EDU)" is the demand for streets infrastructure created by a typical single family residence, or SFR. The average vehicle-miles of travel created by a SFR on the arterial/major collector network is one service unit, or EDU. The demand for streets infrastructure for other land uses is the ratio of its demand compared to that of a SFR, expressed in EDU. For example, the EDU/unit for one multi-family residential unit is 0.6 EDU. This definition differs from the Parks Fee study, which uses the ratio of household size (number of occupants) instead.

"Service Unit" means a standardized measure of infrastructure capacity consumption, use, generation or discharge attributable to an individual unit of development calculated pursuant to generally accepted engineering or planning standards for a particular category of necessary public services or facility expansions. In this Fee Report, the terms service unit and EDU are interchangeable.

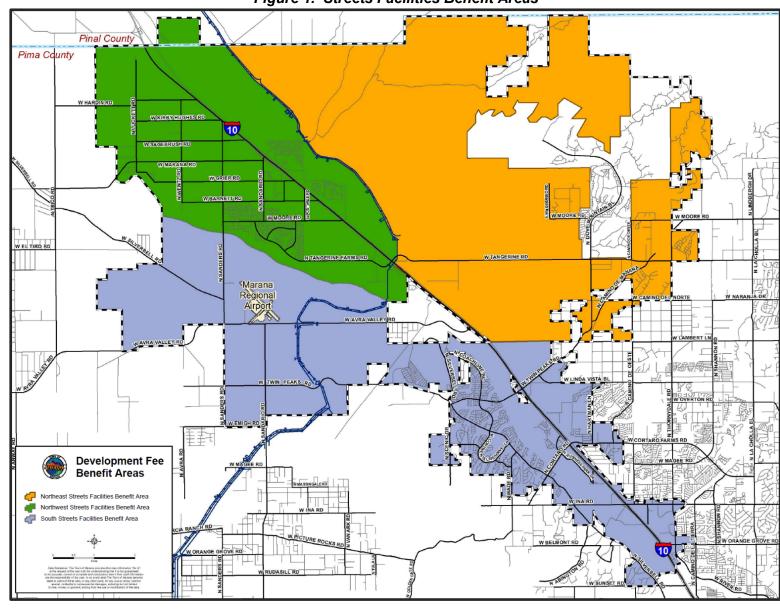


Figure 1. Streets Facilities Benefit Areas

3. STREETS FACILITIES AND FUNDABLE IMPROVEMENTS

A list of proposed streets improvements to be funded between 2023 and 2032 is shown in Table 1 of the Streets IIP. That exhibit, titled "Necessary Streets Facilities, Existing and Future" is hereby incorporated by reference. The list includes projects in each of the three service areas, and total costs of improvements is \$213,576,744. The total cost of the improvements is greater than the cost attributable to new development from 2023 to 2032, which totals \$110,623,843, as shown in Table 1 below. The table also includes the cost of two updates to the impact fee studies during the 10-year period, estimated at \$90,000 each, split proportionally (by EDUs) between the three service areas. These costs are eligible expenditures of development fees pursuant the definitions of necessary public services in A.R.S. §9-463.05(7)G.

The table also reflects the exemption of Dove Mountain from the northeast benefit area, including adjusted costs for the projects and the future impact fee (see additional discussion in Section 4). Per the existing agreement, the Town of Marana is responsible for impact fees which would have otherwise been paid by Dove Mountain.

Table 1. Gross Fee by Service Area

	Estimated EDUs by Service Area	Project Costs by Service Area	Impact Fee Study Costs	Total Costs by Service Area	Raw Streets Fee Per EDU
Northwest	9,618	\$55,490,082	\$105,813	\$55,595,895	\$5,780.29
Northeast (excluding Dove Mountain)*	1,789	\$14,725,469	\$19,680	\$14,745,149	\$8,242.76
Northeast (Dove Mountain)*	1,600	\$13,170,819	\$17,602	\$13,188,421	\$8,242.76
South	3,355	\$27,237,473	\$36,905	\$27,274,378	\$8,130.58
TOTALS	16,362	\$110,623,843	\$180,000	\$110,803,843	N/A

^{*}Dove Mountain costs will be borne by the Town of Marana per an existing agreement. See text.

4. DEVELOPMENT FEES FOR STREETS FACILITIES

The analysis of maximum recommended fees for the various land use categories, as applied to the three service areas, takes into consideration numerous factors. These include the trip generation rates, percent of primary trips, length of travel on the major collector/arterial system, and the current expected cost of building additional roadway capacity. These factors are inherent in the summary matrix provided in Table 2, which defines the recommended maximum base fee for each combination of land use and service area. (Additional detail is provided in Appendix B.) This table also includes fee offsets for the construction sales tax (CST) as applicable, which was detailed in the IIP. The CST credit described in the Streets IIP is split between the Streets Fee and the Parks Fee. The Parks fee credit is \$500 per residential unit for single family, multi-family, and age restricted units and is \$100 per unit, room, or 1,000 square feet as applicable for all other uses; the remainder is credited to the Streets Fee.

As examples, the recommended maximum base development fees for single family residences are \$2,304 for the Northwest service area, \$4,767 for the Northeast service area, and \$4,655 for the South service area. The recommended maximum fees for other land uses are proportional to their relative EDU factors and allowable offsets. Note that fees for the "Retail and Services" category are assessed on a build-up basis. For example, a 150,000 square foot development in the South service area would be charged \$86,025 for the first 15,000 square feet plus \$9,800 times 135 for the remaining 135,000 square feet, for a total base fee of \$1,409,025.

Fees are assessed not only for new capacity, but also for available capacity built in advance by the Town in anticipation of new development. The value of these completed capacity projects is factored into the analysis on a pro rata basis of construction costs and the utilization of these facilities by an expanded population and business base. These projects include portions of Tangerine Road, Twin Peaks Road, Moore Road, Cortaro Road, Silverbell Road, and Ina Road, as shown in Appendix B.

Table 2. Recommended Maximum Street Facilities Fee

		EDUs			Ra	w Fees*			Con	struction	ection			Base Fees***				
Land Use Category	Unit	per Unit	Northwest		Northeast		South		Sales Tax**		Northwest		Northeast		9	South		
Residential																		
Single Family Residential	Dwelling Unit	1.0	\$	5,780	\$	8,243	\$	8,131	\$	3,476	\$	2,304	\$	4,767	\$	4,655		
Multi-Family	Dwelling Unit	0.6	\$	3,468	\$	4,946	\$	4,878	\$	1,392	\$	2,076	\$	3,554	\$	3,486		
Hotel/Motel	Rooms	0.5	\$	2,890	\$	4,121	\$	4,065	\$	1,095	\$	1,795	\$	3,026	\$	2,970		
Congregate Care	Dwelling Unit	0.2	\$	1,156	\$	1,649	\$	1,626	\$	1,060	\$	96	\$	589	\$	566		
Single Family Residential (age restricted	Dwelling Unit	0.4	\$	2,312	\$	3,297	\$	3,252	\$	3,476		N/A		N/A		N/A		
Multi-Family Residential (age restricted	Dwelling Unit	0.3	\$	1,734	\$	2,473	\$	2,439	\$	1,392	\$	342	\$	1,081	\$	1,047		
Retail and Services ****																		
< 15,000 sf	1000 sf	0.9	\$	5,202	\$	7,418	\$	7,318	\$	1,583	\$	3,619	\$	5,835	\$	5,735		
15 000 of	Total fee for first 15,000 sq ft:									\$	54,285	\$	87,525	\$	86,025			
>15,000 sf	1000 sf	1.4	\$	8,092	\$	11,540	\$	11,383	\$	1,583	\$	6,509	\$	9,957	\$	9,800		
High Traffic Retail	1000 sf	1.9	\$	10,983	\$	15,661	\$	15,448	\$	2,186	\$	8,797	\$	13,475	\$	13,262		
Industrial	1000 sf	0.4	\$	2,312	\$	3,297	\$	3,252	\$	2,186	\$	126	\$	1,111	\$	1,066		
General Office	1000 sf	0.8	\$	4,624	\$	6,594	\$	6,504	\$	2,186	\$	2,438	\$	4,408	\$	4,318		
Medical Facility	1000 sf	1.1	\$	6,358	\$	9,067	\$	8,944	\$	4,687	\$	1,671	\$	4,380	\$	4,257		
Institutional	1000 sf	0.3	\$	1,734	\$	2,473	\$	2,439	\$	2,468		N/A		N/A	\$	N/A		
Recreation	1000 sf	0.3	\$	1,734	\$	2,473	\$	2,439	\$	2,240		N/A	\$	233	\$	199		

^{*}Raw fees are the development fees before construction sales tax credits are applied.

^{**} Construction sales tax credit for single family residential, multi-family, single family (age restricted) and multi-family (age restricted) has been reduced by \$500 and for all other uses has been reduced by \$100 to account for that portion of the CST credit applied to the Parks and Recreational Facilities fee.

^{***}Base fees are the raw fees after applying the construction sales tax credits.

^{****}Retail developments will pay the total fee for the first 15,000 sq ft (as applicable) plus the base fee for their category for each additional square foot of building area. For example, the impact fees for a 150,000-sq ft development in the South benefit area would be \$86,025 for the first 15,000 sf plus (\$9,800 x 135) for the remaining 135,000 sf, for a total base fee of \$1,409,025.

The fees shall be determined by the Town utilizing the land use intensity factors contained in the fee tables, i.e., number of dwelling units or 1000s of square feet of building area. Portions of a development that do not generate traffic impacts may be excluded from the calculation of fees at the discretion of the Town.

Examples of such ancillary uses which would not generate traffic impacts include maintenance and storage facilities on a golf course or an outdoor car wash at an auto dealership. Fees shall be assessed to governmental uses including school districts, fire districts, water companies, and public utilities. The Town of Marana is a municipal corporation exempt from streets facilities development fees.

The Dove Mountain development is removed in its entirety from the streets facilities development fee northeast benefit area due to a prior agreement between the Town and the developer. This exemption does not alter the technical analysis or the resulting fee calculation. The fee study considers the exemption of approximately 1,300 single family and 500 multi-family dwelling units representing approximately 1600 EDUs anticipated in the Land Use Assumptions for Dove Mountain over the next 10 years. The subtraction of these EDUs does not change the result of the fee analysis because the total fees for the benefit area were reduced accordingly (i.e. the portion which Dove Mountain would have paid was removed from the total). The Town of Marana is obligated to provide any streets facilities project funding which otherwise would have been paid by Dove Mountain.

As a matter of sound fiscal policy, the streets fees should be reviewed, and if necessary, adjusted, every two years concurrent with the mandatory biennial audit. At a minimum, upon consideration by the Mayor and Council, adjustment should be made for the Construction Cost Index, which shall not exceed a five percent increase in the fee.

5. GUIDANCE ON SPECIAL FEE STUDIES

5.1. NEED FOR SPECIAL FEE STUDIES

In some cases, there will be a need for a special impact fee study because the routine application of the fee table is deemed unfair to either the developer or the Town. This might occur if the projected traffic from a proposed development has a significantly different trip generation rate or trip length, or if there is no strong nexus between the land use and the funded facilities. An example of this would include a student housing project where vehicle use is low, alternate modes are provided, and trip distances are short. Conversely, an industrial use might overburden a roadway structural section such that the roadway design basis used in the fee calculation is exceeded. In such a case, additional structural capacity would be needed for the proposed loading rather than adding travel lanes.

One use which is likely to require a special fee study is a logistics facility. These facilities generally dedicate most or all of their floor space to moving product, as opposed to a more typical industrial facility which includes a large amount of space for production and smaller amount of space for shipping/receiving. In addition, logistics facilities are likely to have a higher heavy truck percentage and higher overall trip generation than a "typical" industrial facility of the same size, and therefore, are expected to have a greater impact on the streets network.

For these examples (and other unusual situations), either the developer or the Town would request a special impact fee study be conducted. The study could be conducted by a qualified consultant on behalf of the developer, or by Town staff. The Town remains the final decision maker on these matters, including the need for a special study, who conducts it, and its ultimate approval resulting in a modified fee.

5.2. TIMING OF SPECIAL FEE STUDIES

Special fee studies may be initiated by a developer or by the Town. In the case of developer-initiated studies, the developer shall submit to the Town a letter of justification prior to conducting a special fee study. The letter shall state the reasons why a special study is necessary. If Town staff concurs that a special study is justified, staff will then decide if the study will be conducted in-house at no cost to the developer, or by a mutually agreed upon and qualified third party, at the expense of the developer. The Town shall render a determination on the request within two weeks of submittal. Special fee studies must be justified, prepared, submitted, and approved (if appropriate) prior to the time when streets facilities development fees are due. Special studies may not be conducted retroactively or after development fees have been paid to the Town. Requests for full or partial refunds after payment of the fees are not allowed.

In cases where the Town initiates a special fee study, the Town shall notify the developer in writing not later than four weeks after a developer submits a tentative plat in the case of a subdivision, development plan, or building permit request. The Town shall conduct a special fee study and make a modified fee determination prior to the time fees are due. A developer may appeal the Town's findings to the Town Council in a manner prescribed by Town ordinances and codes. The Town may not conduct a special study or modify fees retroactively or after development fees have been paid to the Town.

In no case shall special fee studies be conducted due to simple disagreement with the Town's cost estimates, ITE trip generation rates, or projects defined in the Infrastructure Improvements Plan for Streets Facilities. Developer-initiated fee studies will generally be disallowed if the project can readily be reused for other more intense purposes.

5.3. Persons Preparing Special Fee Studies

Due to the highly technical nature of development fee calculations, special fee studies shall be prepared by qualified professional(s), as defined by statutes. For studies conducted by a third party on behalf of the developers, the Town shall approve the selection of the person or firm preparing the study in advance of the study's submittal to the Town.

5.4. CONTENT OF SPECIAL FEE STUDIES

Special fee studies may be prepared as a freestanding report or as a supplement to a traffic impact report required by the Town as a precondition of development approval. Special fee studies shall include the following elements:

- Introduction describing the project location, land use, and intensity. State
 the assigned Marana case number.
- Justification for the Study, which may be a reiteration of the approved letter of request.
- Technical analysis of the elements of fee basis, resulting in a new or revised EDU calculation used to estimate the impact fee. The technical analysis may consider the existing uses of the site.
- Detailed cost estimate of proposed development to determine construction cost credit. This cost estimate may ultimately be utilized by the Town for building permitting use.
- Recalculation of the proposed Streets facilities development fee to be paid
 by the developer, based on the revised EDU calculation. The fee
 recalculation may also consider credits for prior Streets facilities
 development fee payments to the Town and existing uses on the site.
- Summary of findings, briefly restating the contents of the study.
- Appendices, providing any supporting information such as field data, technical publications, and market information. Include copies of the letter of request for a special study and the approval of the request.
- Seal of professional registrant as required by R4-30-304, Use of Seals,
 Arizona State Board of Technical Registration.

6. GUIDANCE ON FEE CREDITS

Fee credits are allowed under three circumstances:

Credit for Prior Fees. If a streets facilities development fee has been paid previously to the Town for an approved development on the same site, the Town shall adjust the amount of the new impact fee due by subtracting the previous payment amount, uninflated, from the total due.

Credit for Existing Uses. The demand for roadway capacity from a conforming developed site may be subtracted from the impacts of a proposed new use or reuse in a special fee study. Replacement of existing conforming uses of the same type and scale (number of EDU) will have no fee assessed. Credit shall not be given for nonconforming existing uses under any circumstances.

Credit for Improvements in the IIP. A developer may be credited for making improvements contained in the IIP at an amount not greater than the estimated cost contained in the most current IIP, which includes right-of-way costs. Partial improvements shall be credited on a pro rata basis as determined by the Town. Dedications-of-rights of way only shall be credited based on the presumptive right-of-way unit costs used in the preparation of the Streets IIP, which is \$45,000 per acre.

Appendix A List of Preparers

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Appendix B
Assessed Costs by Project and Service Area

	Road Project	Lim	nits	Project Type	# of Lanes	Classification	Volume Before Improvement S	Existing Volume (veh/day)	Existing Capacity (veh/day)	Future Volume (veh/day)	Future Capacity (veh/day)	Traffic from Development	used by	Total Improvement Costs	Cost of New Two-Lane Roadway	Outstanding Impact Fee Credits / Debt Service	Cost of Vehicular Improv (80%)	Cost of bike/ped improv (20%)	Cost Attributable to Develoment = (Vehicular Cost * % Capacity used) + 100% of ped/bike improvements
	Marana Main Street	Sandario Rd	Grier Rd	New	2	Collector	0	0	N/A	3,000	13,990	3,000	21%	\$ 3,255,000					\$ 3,255,000
	Marana Main Street	Tangerine Farms Rd	Sandario Rd	Legacy	2	Collector	0	1,000	16,730	4,300	16,730	3,300	20%			\$ 873,000			\$ 873,000
	Tangerine Farms Road	I-10 (Tangerine TI)	Clark Farms	Legacy	4	Arterial	0	13,500	37,610	27,500	37,610	14,000	37%			\$ 3,018,397			\$ 3,018,397
	Clark Farms	Riccati Dr	Despain Dr	Legacy	3	Collector	0	3,200	17,567	8,700	17,567	5,500	31%						
west	Tangerine Farms Road	Clark Farms	I-10 (Marana TI)	New	4	Arterial	0	0	N/A	10,000	30,620	10,000	33%	\$ 15,977,000	\$ 7,484,400				\$ 7,484,400
North	Marana Road Interchange, Phase 1	N/A	N/A	Interchange Reconstruct	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	100%	\$ 6,753,000					\$ 6,753,000
	Clark Farms	Despain Dr	Lon Adams Rd	New	3	Collector	0	0	N/A	10,000	14,690	10,000	68%	\$ 4,520,000			\$ 3,616,000	\$ 904,000	\$ 3,365,622
	Clark Farms	Lon Adams Rd	Tangerine Farms Rd	New	4	Collector	0	0	N/A	9,000	30,620	9,000	29%	\$ 25,313,000	\$11,774,700				\$ 11,774,700
	Adonis Road	Grier Rd	Tangerine Rd	New	2	Collector	0	0	N/A	10,000	15,930	10,000	63%	\$ 20,601,000			\$ 16,480,800	\$4,120,200	\$ 14,465,963
	Tangerine Road Interchange	N/A	N/A	Interchange Reconstruct	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	100%	\$ 4,500,000					\$ 4,500,000
	Tangerine Road, Phase 1	Dove Mountain Blvd	Town Limits	Completed Capacity	4	Arterial	14,444	15,400	37,610	20,400	37,610	5,000	13%	\$ 6,189,000			\$ 4,951,200	\$1,237,800	\$ 1,896,029
	Tangerine Road, Phase 2	I-10 (Tangerine TI)	Dove Mountain Blvd	Improvement	4	Arterial	N/A	8,000	16,730	14,000	37,610	6,000	16%	\$ 42,537,000			\$ 34,029,600	\$8,507,400	\$ 13,936,211
least	Twin Peaks Road	Lambert Ln	Tangerine Rd	Completed Capacity	4	Arterial	0	16,000	37,610	23,500	37,610	23,500	62%			\$ 3,642,259			\$ 3,642,259
North	Moore Road	Camino De Oeste	Thornydale Rd	Completed Capacity	2	Collector	0	3,000	13,990	7,000	16,730	7,000	42%			\$ 291,788			\$ 291,788
	Cayton Road	Dove Mountain Blvd	Thornydale Rd	New	2	Collector	0	0	N/A	5,400	13,990	5,400	39%	\$ 6,630,000					\$ 6,630,000
	Tangerine Road Interchange	N/A	N/A	Interchange Reconstruct	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	100%	\$ 1,500,000					\$ 1,500,000
	Twin Peaks Interchange	N/A	N/A	Legacy	N/A	N/A	N/A	N/A	N/A	N/A	N/A	N/A	100%			\$ 3,757,886			\$ 3,757,886
	Twin Peaks Road	I-10	Lambert Ln	Legacy	4	Arterial	0	22,000	37,610	33,000	37,610	11,000	29%			3,737,660			3,737,000
	Twin Peaks Road/Rattlesnake Pass	Saguaro Highlands Dr	Silverbell Rd	Expansion	4	Collector	N/A	12,500	16,730	22,700	37,610	10,200	27%	\$ 18,001,838			\$ 14,401,470	\$3,600,368	\$ 7,506,111
South	Cortaro Road	I-10	Camino de Oeste	Completed Capacity	4	Arterial	23,000	25,000	37,610	29,000	37,610	4,000	11%	\$ 8,134,735			\$ 6,507,788	\$1,626,947	\$ 2,319,081
	Silverbell Road	Ina Rd	Cortaro Rd	Completed Capacity	4	Arterial	9,800	14,000	37,610	22,500	37,610	8,500	23%	\$ 21,068,682			\$ 16,854,946	\$4,213,736	\$ 8,023,017
	Ina Road	I-10	Silverbell Rd	Completed Capacity	4	Arterial	12,848	26,000	16,730	32,300	37,610	6,300	17%	\$ 9,000,000			\$ 7,200,000	\$1,800,000	\$ 3,006,062
	Silverbell Road	Ina Rd	Sunset Rd	Expansion	4	Arterial	N/A	10,000	16,730	16,000	37,610	6,000	16%	\$ 8,013,159			\$ 6,410,527	\$1,602,632	\$ 2,625,316