

Public Safety and Criminal Justice Impact Fees



MISSOULA COUNTY, MONTANA

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Prepared By

TischlerBise
Fiscal, Economic & Planning Consultants

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EXECUTIVE SUMMARY

Impact fees are one-time payments used to construct system improvements needed to accommodate new development. The Montana Impact Fee Act, adopted in 2005, requires Missoula County to identify capital improvements necessary to meet growth-related needs. To be funded by impact fees, improvements must have a useful life of at least ten years and the CIP must be updated at least every two years. Therefore, impact fee calculations are in current dollars (not inflated over time), with the expectation that costs will be updated every one to two years as part of the regular budgetary process. Missoula County's impact fees will provide partial funding of three major capital projects. First, the County plans to construct a new Public Safety Center adjacent to the existing jail. To provide additional space for courts, the second major capital project will be a new administrative office building to accommodate County employees currently working in the Courthouse and adjacent Annex. After County staff is relocated to the new building, the third major project will be a major renovation of the Courthouse and Annex to become the new Law & Justice Center.

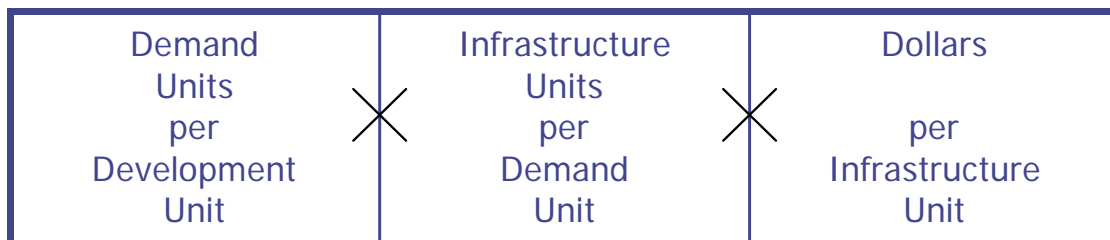
In Montana, "new development may not be held to a higher level of service than existing users" although higher standards are acceptable if there is a funding plan to correct the deficiency or enhance the current infrastructure standard. To comply with these requirements, the infrastructure standards used in the impact fee calculations are based on projected demand units approximately 20 years in the future (i.e. costs are allocated to existing and new development). Because the County will have to bond finance these major projects, the impact fee calculations include revenue credits for future principal payments.

The Montana Act also addresses adoption, collection and expenditure of the fees. The main procedural requirement is the involvement of an Impact Fee Advisory Committee that must include at least one representative of the development community and one certified public accountant. To help cover impact fee expenses, Montana allows an administrative surcharge not to exceed five percent of the total impact fee.

Basic Understanding of Impact Fee Methods

In contrast to development exactions, which are typically referred to as project-level improvements, impact fees fund growth-related infrastructure that will benefit multiple development projects, or even the entire jurisdiction. The basic steps in a conceptual impact fee formula are illustrated below (see Figure 1). The first step (see the left box) is to determine an appropriate demand indicator, for a particular type of infrastructure. The demand indicator measures the number of demand units for each unit of development. For example, an appropriate indicator of the residential demand for fire infrastructure is population growth and the increase in population can be estimated from the average number of persons per housing unit. The second step in the conceptual impact fee formula is shown in the middle box below. Infrastructure units per demand unit are typically called Level-Of-Service (LOS) or infrastructure standards. In keeping with the fire impact fee example, a common infrastructure standard is square feet of fire station floor area per person. The third step in the conceptual impact fee formula, as illustrated in the right box, is the cost of various infrastructure units. To complete the fire fee example, this part of the formula establishes the cost per square foot for fire station expansion or the construction of a new fire station.

Figure 1 – Conceptual Impact Fee Formula



When applied to specific types of infrastructure, the conceptual impact-fee formula is customized using three common impact fee methods that focus on different timeframes. The first method is the cost recovery method. To the extent that new growth and development is served by previously constructed improvements, jurisdictions may seek reimbursement for the previously incurred public facility costs. This method is used for facilities that have adequate capacity to accommodate new development, at least for the next five years. The rationale for the cost recovery approach is that new development is paying for its share of the useful life or remaining capacity of an existing facility that was constructed in anticipation of additional development. The second basic approach used to calculate impact fees is the incremental expansion cost method. This method documents the current LOS for each type of public facility in both quantitative and qualitative measures. The jurisdiction uses impact fee revenue to incrementally expand infrastructure as needed to accommodate new development. A third impact fee

approach is the plan-based method. This method is best suited for public facilities that have commonly accepted engineering/planning standards or specific capital improvement plans.

Figure 2 summarizes the methods used to derive the impact fee for each type of public facility in Missoula County. The Detention Center could logically be placed in either the Public Safety or Criminal Justice impact fees. In contrast to the Public Safety Center impact fee, which will be reduced within the City of Missoula to account for municipal police service, the Detention Center is a countywide function with the same fee schedule applying to development in both the unincorporated area and the City of Missoula. Thus the Detention Center impact fee component will be implemented in the same manner as the fee for County administrative offices and the Courthouse renovation. Also, to avoid a procedural challenge TischlerBise recommends unanimous approval of to Detention Center impact fee component by the Board of County Commissioners.

Figure 2 – Fee Methods and Cost Components

Type of Fee	Cost Recovery (past)	Incremental Expansion (present)	Plan-Based (future)
<i>Public Safety</i>	Not applicable	Not applicable	Public Safety Center
<i>Criminal Justice</i>	Detention Center	Not applicable	County Administrative Offices and Courthouse Renovations

Proposed Impact Fees by Geographic Area

Because the major facilities listed above serve the entire county, Missoula County will seek an Intergovernmental Agreement with the City of Missoula to implement the fees on a countywide basis, but with a reduced fee schedule for new development within the City. Figure 3 summarizes impact fees for new development in the unincorporated area of Missoula County and Figure 4 provides the fee schedule for new development in the City of Missoula. For residential development, impact fees will be imposed by type of housing (Single Family and All Other housing types), with the fees for Single Family varied by floor area of the housing unit. Appendix A provides documentation of the

demographic data used in the impact fee study, including the differentiation of fees by house size. For nonresidential development, impact fees are based on square feet of floor area or unique demand indicators, such as the number of rooms in a hotel. The fee schedule for nonresidential development is designed to provide a reasonable impact fee determination for common types of development. For unique development types, the County may allow or require an independent impact fee assessment, consistent with requirements specified in the impact fee ordinance.

Figure 3 – Unincorporated Area Impact Fees

	Public		Criminal Justice		5% Admin	TOTAL
	Safety Center	Detention Center	Administrative Offices	Courthouse Renovations		
Residential						
<i>Per Housing Unit</i>						
Single Family*	\$114	\$137	\$77	\$88	\$20	\$436
All Other Housing Types	\$80	\$96	\$53	\$62	\$14	\$305
Nonresidential						
<i>Per Square Foot of Floor Area</i>						
820 Commercial / Shpg Ctr	\$0.08	\$0.09	\$0.05	\$0.06	\$0.01	\$0.29
770 Business Park	\$0.01	\$0.02	\$0.01	\$0.01	\$0.00	\$0.05
710 Office	\$0.02	\$0.03	\$0.01	\$0.02	\$0.00	\$0.08
610 Hospital	\$0.03	\$0.04	\$0.02	\$0.02	\$0.00	\$0.11
151 Mini-Warehouse	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
150 Warehousing	\$0.01	\$0.01	\$0.00	\$0.00	\$0.00	\$0.02
110 Light Industrial	\$0.01	\$0.01	\$0.01	\$0.01	\$0.00	\$0.04
Other Nonresidential						
<i>Per Unique Demand Indicator</i>						
620 Nursing Home (per bed)	\$5	\$6	\$3	\$4	\$0	\$18
520 School (per student)	\$1	\$2	\$1	\$1	\$0	\$5
320 Lodging (per room)	\$12	\$14	\$8	\$9	\$2	\$45

*** Single Family Residential Impact Fee by Floor Area**

Net Capital Cost per Person =>		\$47.79	\$57.33	\$32.13	\$37.08		
Sq Ft	Avg Persons per Hsg Unit	Public Safety	Detention Center	Administrative Offices	Courthouse Renovations	5% Admin	TOTAL
1,100	1.09	\$52	\$62	\$35	\$40	\$9	\$198
1,200	1.27	\$60	\$72	\$40	\$47	\$10	\$229
1,300	1.43	\$68	\$82	\$46	\$53	\$12	\$261
1,400	1.58	\$75	\$90	\$50	\$58	\$13	\$286
1,500	1.72	\$82	\$98	\$55	\$63	\$14	\$312
1,600	1.85	\$88	\$106	\$59	\$68	\$16	\$337
1,700	1.98	\$94	\$113	\$63	\$73	\$17	\$360
1,800	2.09	\$99	\$119	\$67	\$77	\$18	\$380
1,900	2.20	\$105	\$126	\$70	\$81	\$19	\$401
2,000	2.31	\$110	\$132	\$74	\$85	\$20	\$421
2,100	2.41	\$114	\$137	\$77	\$89	\$20	\$437
2,200	2.50	\$119	\$143	\$80	\$92	\$21	\$455
2,300	2.59	\$123	\$148	\$83	\$96	\$22	\$472
2,400	2.68	\$127	\$153	\$85	\$99	\$23	\$487
2,500	2.76	\$131	\$158	\$88	\$102	\$23	\$502
2,600	2.84	\$135	\$162	\$91	\$105	\$24	\$517
2,700	2.91	\$139	\$167	\$93	\$108	\$25	\$532
2,800	2.99	\$142	\$171	\$96	\$110	\$25	\$544
2,900	3.06	\$146	\$175	\$98	\$113	\$26	\$558
3,000	3.13	\$149	\$179	\$100	\$116	\$27	\$571
3,100	3.20	\$152	\$183	\$102	\$118	\$27	\$582
3,200	3.26	\$155	\$186	\$104	\$120	\$28	\$593
3,300	3.32	\$158	\$190	\$106	\$123	\$28	\$605

Because the City of Missoula has its own Police Department, new development within the city limits will only pay for countywide functions in the new Public Safety Center. As shown in Figure 4, new development in the City will pay 91% of the Public Safety impact fee.

Figure 4 – Countywide Impact Fees in the City of Missoula

	91% Criminal Justice				5% Admin	TOTAL
	Public Safety	Detention Center	Administrative Offices	Courthouse Renovations		
Residential						
<i>Per Housing Unit</i>						
Single Family*	\$103	\$137	\$77	\$88	\$20	\$425
All Other Housing Types	\$72	\$96	\$53	\$62	\$14	\$297
Nonresidential						
<i>Per Square Foot of Floor Area</i>						
820 Commercial / Shpg Ctr	\$0.07	\$0.09	\$0.05	\$0.06	\$0.01	\$0.28
770 Business Park	\$0.00	\$0.02	\$0.01	\$0.01	\$0.00	\$0.04
710 Office	\$0.01	\$0.03	\$0.01	\$0.02	\$0.00	\$0.07
610 Hospital	\$0.02	\$0.04	\$0.02	\$0.02	\$0.00	\$0.10
151 Mini-Warehouse	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00	\$0.00
150 Warehousing	\$0.00	\$0.01	\$0.00	\$0.00	\$0.00	\$0.01
110 Light Industrial	\$0.00	\$0.01	\$0.01	\$0.01	\$0.00	\$0.03
Other Nonresidential						
<i>Per Unique Demand Indicator</i>						
620 Nursing Home (per bed)	\$4	\$6	\$3	\$4	\$0	\$17
520 School (per student)	\$0	\$2	\$1	\$1	\$0	\$4
320 Lodging (per room)	\$10	\$14	\$8	\$9	\$2	\$43

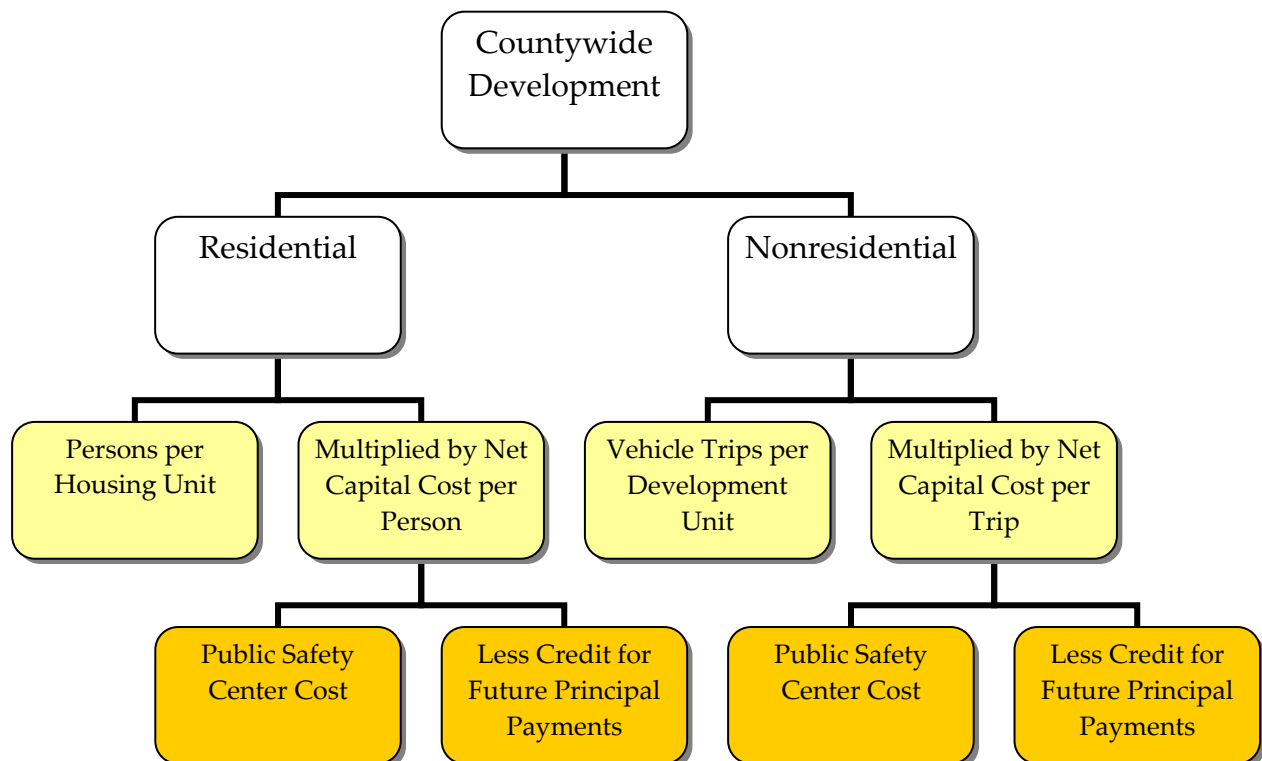
*** Single Family Residential Impact Fee by Floor Area**

Net Capital Cost per Person =>		\$43.48	\$57.33	\$32.13	\$37.08		
Sq Ft	Avg Persons per Hsg Unit	Public Safety	Detention Center	Administrative Offices	Courthouse Renovations	5% Admin	TOTAL
1,100	1.09	\$47	\$62	\$35	\$40	\$9	\$193
1,200	1.27	\$55	\$72	\$40	\$47	\$10	\$224
1,300	1.43	\$62	\$82	\$46	\$53	\$12	\$255
1,400	1.58	\$68	\$90	\$50	\$58	\$13	\$279
1,500	1.72	\$74	\$98	\$55	\$63	\$14	\$304
1,600	1.85	\$80	\$106	\$59	\$68	\$15	\$328
1,700	1.98	\$85	\$113	\$63	\$73	\$16	\$350
1,800	2.09	\$90	\$119	\$67	\$77	\$17	\$370
1,900	2.20	\$95	\$126	\$70	\$81	\$18	\$390
2,000	2.31	\$100	\$132	\$74	\$85	\$19	\$410
2,100	2.41	\$104	\$137	\$77	\$89	\$20	\$427
2,200	2.50	\$108	\$143	\$80	\$92	\$21	\$444
2,300	2.59	\$112	\$148	\$83	\$96	\$21	\$460
2,400	2.68	\$116	\$153	\$85	\$99	\$22	\$475
2,500	2.76	\$119	\$158	\$88	\$102	\$23	\$490
2,600	2.84	\$123	\$162	\$91	\$105	\$24	\$505
2,700	2.91	\$126	\$167	\$93	\$108	\$24	\$518
2,800	2.99	\$129	\$171	\$96	\$110	\$25	\$531
2,900	3.06	\$133	\$175	\$98	\$113	\$25	\$544
3,000	3.13	\$136	\$179	\$100	\$116	\$26	\$557
3,100	3.20	\$138	\$183	\$102	\$118	\$27	\$568
3,200	3.26	\$141	\$186	\$104	\$120	\$27	\$578
3,300	3.32	\$144	\$190	\$106	\$123	\$28	\$591

PUBLIC SAFETY

As shown in Figure 5, public safety impact fees use different demand indicators for residential and nonresidential development. Residential impact fees are calculated on a per capita basis and then converted to an appropriate amount by type of housing based on the average number of persons per housing unit. To calculate nonresidential impact fees, TischlerBise recommends using vehicle trips as the best demand indicator for public safety infrastructure. Trip generation rates are highest for commercial developments, such as shopping centers, and lowest for industrial/warehouse development. Office and institutional trip rates fall between the other two categories. This ranking of trip rates is consistent with the relative demand for public safety facilities by nonresidential development. Other possible nonresidential demand indicators, such as employment or floor area, do not accurately reflect the demand for service. If employees per thousand square feet were used as the demand indicator, public safety impact fees would be too high for office and institutional development. If floor area were used as the demand indicator, public safety impact fees would be too high for industrial development. Also, traffic accidents are a major service demand on public safety personnel, which are directly proportionate to trip generation rates.

Figure 5 – Public Safety Impact Fee Formula



Residential vs. Nonresidential Proportionate Share Factors

Given the lack of detailed calls-for-service data by type of development and the frequency of emergency responses to vehicle crashes or outdoor locations, TischlerBise recommends using the concept of functional population to determine the proportionate share of infrastructure needed by residential and nonresidential development. As shown in Figure 6, functional population takes into account Missoula County population, jobs, and commuting patterns to determine the relative demand for public safety infrastructure. For residential development, the proportionate share factor is based on estimated person hours of non-working residents, plus the non-working hours of workers who also live in Missoula County. For resident workers, two-thirds of a day (i.e., 16 hours on average over an entire year) was allocated to residential demand. Time spent at work (i.e., annualized average of 8 hours per day) was allocated to nonresidential development. In 2000, the U.S. Census Bureau estimated that 47,159 Missoula residents also worked in the county. According to the Census Transportation Planning Package (CTPP 2000 place of work data), there were 52,448 jobs located in Missoula County, thus requiring an inflow of 5,289 workers from outside the county. Based on estimated person hours, the cost allocation for residential development is 82% while nonresidential development accounts for 18% of the demand for infrastructure.

Figure 6 – Functional Population

	Demand Units in 2000	Demand Hours/Day	Person Hours
Residential			
Estimated Residents	95,802		
Residents Not Working	46,354	24	1,112,496
Workers Living in County*	49,448		
Residents Working in County*	47,159	16	754,544
Residents Working Outside County*	2,289	16	36,624
		Residential Subtotal	1,903,664
			82%
Nonresidential			
Jobs Located in County**	52,448		
Residents Working in County*	47,159	8	377,272
Non-Resident Workers in 2000	5,289	8	42,312
		Nonresidential Subtotal	419,584
			18%
		TOTAL	<u>2,323,248</u>

* Table P26 from SF3, Census 2000.

** 2000 Census Transportation Planning Package, Part 2 (Place of Work).

Public Safety Center

Wilson Estes Police Architects completed a Facilities Needs Assessment Study for Missoula County which is the source of the costs and square feet data shown in Figure 7. Consistent with the design year used in this study, infrastructure standards and cost factors are based on projected countywide population and vehicle trips to nonresidential development in the year 2025. To avoid potential duplication of service with City of Missoula Police, new development inside the city limits will pay 91% of the Public Safety impact fee.

Figure 7 – Public Safety Infrastructure Standards

Plan Based Method for Public Safety Center

Site	Total Cost	Square Feet
Primary Building	\$10,947,300	46,005
Outbuilding	\$1,854,500	12,845
Design and Construction Mgmt Costs	\$1,023,400	
Total	\$13,825,200	58,850

Cost per Square Foot \$235

	Proportionate Share	2025 Countywide Demand Units	Cost per Demand Unit
Residential	82%	134,730 persons	\$84.17
Nonresidential	18%	318,543 nonres veh trips	\$7.81

0.36 sq ft per person

0.03 sq ft per nonres veh trip

Potential Duplications of Service with City of Missoula Police

	Total Sq Ft	City Allocation	Sq Ft Reduction
Evidence and Property	1,745	22%	384
County Detectives	3,930	22%	865
Sheriff Uniform Patrol	4,600	22%	1,012
Outbuilding	12,845	22%	2,826
Total	23,120		5,087

Square Feet Providing Countywide Services 53,763

Total Square Feet of Public Safety Center 58,850

Share Paid by Development within the City of Missoula **91%**

Credit for Bond Financing on Public Safety Center

Missoula County anticipates bond financing approximately \$8 million of the projected \$13.8 million total cost of the new Public Safety Center. As shown in Figure 8, future principal payments were allocated to residential and nonresidential development and divided by projected demand units through FY25-26. A present value adjustment accounts for the time-value of the future revenue stream. TischlerBise recommends that Missoula County annual update the credit calculation by deleting the principal payment made in the current fiscal year, thus reducing the credit and increasing the impact fee over time.

Figure 8 – Revenue Credit for Future Principal Payments

<i>Fiscal Year</i>	<i>Principal Payments</i>	<i>Countywide</i>		82%	18%
		<i>Population</i>	<i>Vehicle Trips to Nonresidential</i>	<i>Credit Per Person</i>	<i>Credit Per Trip</i>
08-09	\$297,895	103,209	240,928	\$2.37	\$0.22
09-10	\$311,300	104,104	245,340	\$2.45	\$0.23
10-11	\$325,309	105,000	249,968	\$2.54	\$0.23
11-12	\$339,948	106,400	254,530	\$2.62	\$0.24
12-13	\$355,246	107,800	259,225	\$2.70	\$0.25
13-14	\$371,232	109,200	263,787	\$2.79	\$0.25
14-15	\$387,937	110,600	268,223	\$2.88	\$0.26
15-16	\$405,394	112,000	272,977	\$2.97	\$0.27
16-17	\$423,637	114,000	277,413	\$3.05	\$0.27
17-18	\$442,701	116,000	281,975	\$3.13	\$0.28
18-19	\$462,622	118,000	286,537	\$3.21	\$0.29
19-20	\$483,440	120,000	291,207	\$3.30	\$0.30
20-21	\$505,195	122,000	295,769	\$3.40	\$0.31
21-22	\$527,929	124,546	300,397	\$3.48	\$0.32
22-23	\$551,685	127,092	304,917	\$3.56	\$0.33
23-24	\$576,511	129,638	309,545	\$3.65	\$0.34
24-25	\$602,454	132,184	314,107	\$3.74	\$0.35
25-26	\$629,565	134,730	318,543	\$3.83	\$0.36
TOTAL	\$8,000,000			\$55.65	\$5.09
			Discount Rate	4.5%	4.5%
			Present Value	\$36.38	\$3.33

Maximum Supportable Public Safety Impact Fees

The upper portion of Figure 9 summarizes the key factors used to the public safety impact fee. Person per housing unit and average weekday vehicle trip ends are discussed in Appendix A. A trip end represents a vehicle entering or exiting (as if a traffic counter were placed across a driveway). Trip adjustment factors are used to avoid double counting the same vehicle trip at both origin and destinations points. Some development types attract “pass-by” trips (e.g. a person stopping at coffee shop on their way to work), which accounts for adjustment factors less than 50%.

Public safety impact fees by type of development are listed at the bottom of Figure 9. For most types of nonresidential development, the impact fee will be imposed per square foot of floor area. Several types of nonresidential development, such as lodging, have unique demand indicators. For example, fees for hotels/motels are based on the number of rooms.

Figure 9 – Public Safety Fee Schedule by Type of Development

		<i>Standards</i>	
<i>Persons per Housing Unit</i>			
Single Family		2.40	
All Other Housing Types		1.68	
		<i>Avg Wkdy Veh</i>	<i>Trip Adj</i>
<i>Nonresidential (per 1,000 Sq Ft of Floor Area)</i>		<i>Trip Ends</i>	<i>Factors</i>
820 Commercial / Shpg Ctr		53.28	36%
770 Business Park		12.76	33%
710 Office		13.34	50%
610 Hospital		17.57	50%
151 Mini-Warehouse		2.50	50%
150 Warehousing		4.96	50%
110 Light Industrial		6.97	50%
<i>Other Nonresidential (per unique demand indicator)</i>			
620 Nursing Home (per bed)		2.37	50%
520 School (per student)		1.29	33%
320 Lodging (per room)		5.63	50%
<i>Level of Service</i>		<i>Per Person</i>	<i>Per Trip</i>
Public Safety Center Cost		\$84.17	\$7.81
Principal Payment Credit		(\$36.38)	(\$3.33)
Net Capital Cost		\$47.79	\$4.48

<i>Maximum Supportable Public Safety Impact Fee</i>		<i>Adm</i>	<i>TOTAL</i>
<i>Residential</i>		<i>Per Housing Unit</i>	<i>5%</i>
Single Family	\$114	\$5	\$119
All Other Housing Types	\$80	\$4	\$84
<i>Nonresidential</i>		<i>Per Square Foot of Floor Area</i>	
820 Commercial / Shpg Ctr	\$0.08	\$0.00	\$0.08
770 Business Park	\$0.01	\$0.00	\$0.01
710 Office	\$0.02	\$0.00	\$0.02
610 Hospital	\$0.03	\$0.00	\$0.03
151 Mini-Warehouse	\$0.00	\$0.00	\$0.00
150 Warehousing	\$0.01	\$0.00	\$0.01
110 Light Industrial	\$0.01	\$0.00	\$0.01
<i>Other Nonresidential</i>		<i>Per Unique Demand Indicator</i>	
620 Nursing Home (per bed)	\$5	\$0	\$5
520 School (per student)	\$1	\$0	\$1
320 Lodging (per room)	\$12	\$0	\$12

Projected Cash Flow for Public Safety

As shown in Figure 10, Missoula County expects to collect an average of \$78,000 per year in public safety impact fee revenue, if imposed at the maximum supportable level. This revenue will help make debt service payments on the anticipated bond for the Public Safety Center. The cash flow assumes a constant fee schedule for the next five years. Revenues may increase slightly if the County annually updates the credit calculations and impact fee schedules.

The cash flow summary provides an indication of the impact fee revenue from new development within Missoula County. Because of the lower fees in the City of Missoula, TischlerBise derived weighted average impact fee amounts for the cash flow analysis. To the extent the rate of development either accelerates or slows down, there will be a corresponding change in the impact fee revenue. See Appendix A for discuss of the development projections that drive the cash flow analysis.

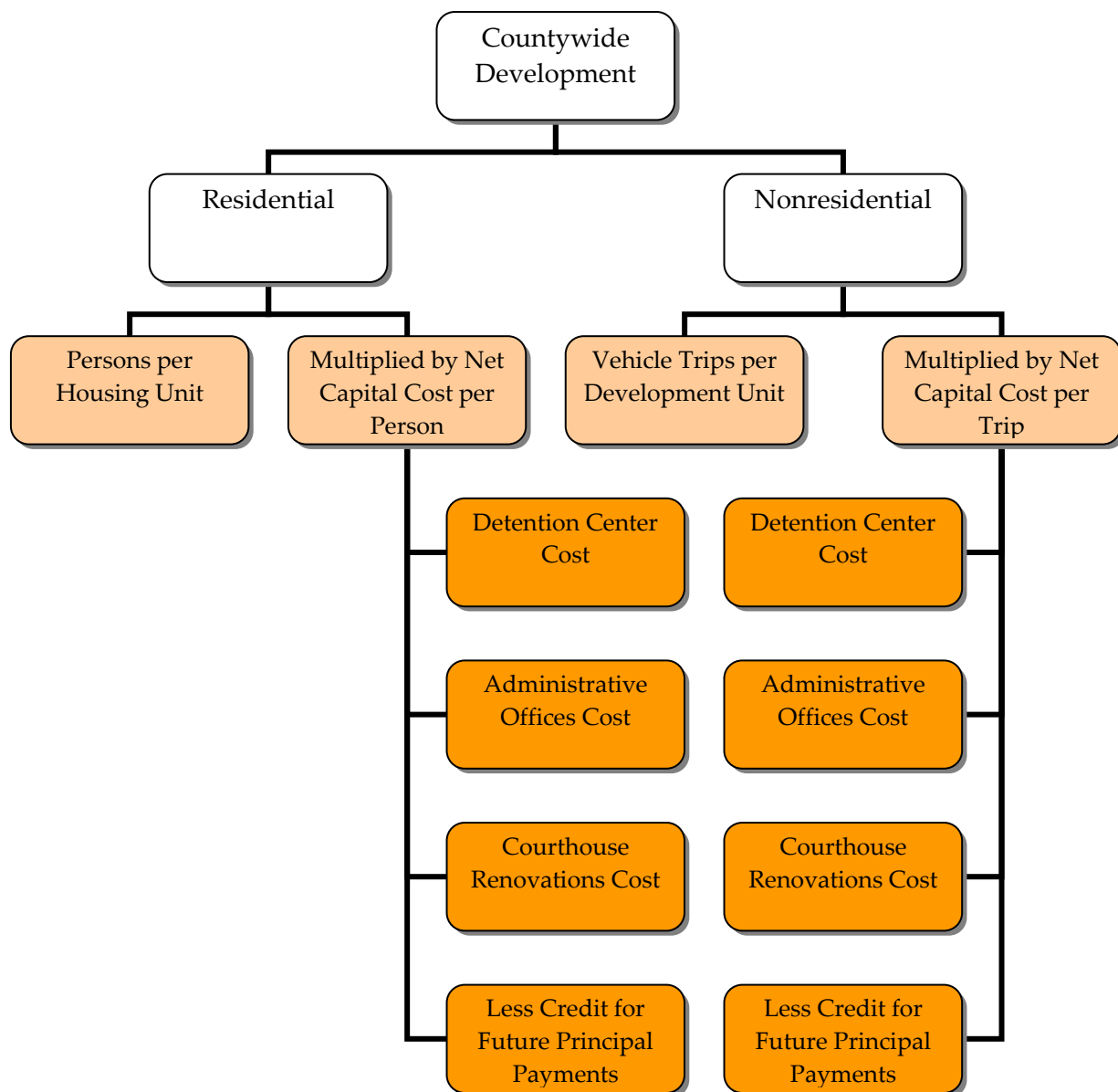
Figure 10 – Public Safety Cash Flow Summary

Missoula County Impact Fees (Current \$ in thousands)	1 2008	2 2009	3 2010	4 2011	5 2012	Cumulative Total	Average Annual
REVENUES							
1 Public Safety Fee - Single Family	\$44	\$44	\$45	\$64	\$64	\$262	\$52
2 Public Safety Fee - All Other Res	\$10	\$10	\$10	\$14	\$14	\$58	\$12
3 Public Safety Fee - Goods Prod	\$1	\$1	\$1	\$1	\$1	\$5	\$1
4 Public Safety Fee - Retail	\$8	\$7	\$8	\$8	\$8	\$40	\$8
5 Public Safety Fee - Other Com Serv	\$4	\$4	\$4	\$4	\$4	\$22	\$4
6 Public Safety Fee - Public	\$1	\$1	\$1	\$1	\$1	\$4	\$1
Public Safety Impact Fee Subtotal	\$68	\$68	\$69	\$92	\$93	\$390	\$78
CAPITAL COSTS							
Public Safety Center Debt Service	\$658	\$658	\$658	\$658	\$658	\$3,289	\$658
NET CAPITAL FACILITIES CASH FLOW - Public Safety						<i>(Current \$ in thousands)</i>	
Annual Surplus (or Deficit)	(\$590)	(\$590)	(\$589)	(\$566)	(\$565)	(\$2,899)	(\$580)
Cumulative Surplus (or Deficit)	(\$590)	(\$1,180)	(\$1,769)	(\$2,334)	(\$2,899)		

CRIMINAL JUSTICE

The criminal justice impact fee addresses the need for facilities that provide countywide service. As shown in Figure 11, the criminal justice impact fee formula follows the same basic methodology as the public safety impact fee. The three cost components in the criminal justice fee are: 1) cost recovery for the existing detention center, 2) plan-based cost of a new administrative office building, and 3) plan-based cost of renovating the historic County Courthouse and adjacent Annex.

Figure 11 – Criminal Justice Impact Fee Formula



Countywide Criminal Justice Facilities

Based on the time frame for the detention center bond, the cost of this facility was allocated to projected countywide demand units in 2018. According to the Operating Indicators by Function/Program (see Missoula County Comprehensive Annual Financial Report), the Detention Center has 392 available beds compared to an average daily occupancy of 358 beds from 2002 through 2006.

Preliminary space needs and architect plans for a new administrative office building call for 45,000 square feet of floor area. For a government office building, TischlerBise obtained a cost factor of \$198 per square foot from Marshal Valuation Service, assuming a fireproofed, structural steel frame and mid-range finish quality. Missoula County anticipates \$4 million in available funding for this project, leaving approximately \$4.9 to be bond financed no sooner than FY09-10.

If the County administrative office building requires roughly two years for construction, the Courthouse renovations would not start until FY11-12. The cost factor of \$151 per square foot is based on the 2005 remodeling of the Clerk of Court and County Attorney office space. At this point in time, Missoula County anticipates bond financing the entire \$10.5 million estimated cost of the Courthouse renovations.

Figure 12 – Criminal Justice Infrastructure Standards

Cost Recovery Component for Detention Center

Site	Square Feet	Building	Contents	Total	\$/SF
Detention Center	129,000	\$17,300,000	\$1,250,000	\$18,550,000	\$134
	Proportionate Share	2018 Countywide Demand Units		Cost per Demand Unit	
Residential	82%	118,000 persons		\$128.90	
Nonresidential	18%	286,537 nonres veh trips		\$11.65	
		0.90 sq ft per person			
		0.08 sq ft per nonres veh trip			

Plan-Based Cost of County Administrative Offices

Site	Square Feet	Total	\$/SF
Proposed New Building	45,000	\$8,910,000	\$198
	Proportionate Share	2027 Countywide Demand Units	
Residential	82%	138,464 persons	
Nonresidential	18%	332,385 nonres veh trips	
		0.27 sq ft per person	
		0.02 sq ft per nonres veh trip	

Plan-Based Cost of Courthouse Renovations

Site	Square Feet	Total	\$/SF
Courthouse Renovation	69,445	\$10,486,195	\$151
	Proportionate Share	2012 Countywide Demand Units	
Residential	82%	107,800 persons	
Nonresidential	18%	259,225 nonres veh trips	
		0.53 sq ft per person	
		0.05 sq ft per nonres veh trip	

Criminal Justice – Detention Center

The criminal justice impact fee includes revenue credits for three bonds. Figure 13 lists the remaining principal payments on the Series 2005 General Obligation Bond that refinanced the original Detention Center bonds. The credit calculations use the same proportionate share factors and demand units as the infrastructure standards. To account for the time value of the future revenues, a present value adjustment is included with the discount rate equal to the interest rate on the bonds. TischlerBise recommends that Missoula County annually delete the current fiscal year from the credit calculations, which will result in a slight increase in the impact fee amount. Over time, the revenue credit will be eliminated as the bond is retired.

Figure 13 – Credit for Future Principal Payments on Detention Center

Fiscal Year	Series 2005 Refunding G.O. Bonds	Persons	Nonresidential Vehicle Trips	Principal Payment Credit	
				Per Person 82%	Per Nonres Veh Trip 18%
08-09	\$910,000	103,209	240,928	\$7.23	\$0.68
09-10	\$935,000	104,104	245,340	\$7.36	\$0.69
10-11	\$965,000	105,000	249,968	\$7.54	\$0.69
11-12	\$1,000,000	106,400	254,530	\$7.71	\$0.71
12-13	\$1,040,000	107,800	259,225	\$7.91	\$0.72
13-14	\$1,075,000	109,200	263,787	\$8.07	\$0.73
14-15	\$1,115,000	110,600	268,223	\$8.27	\$0.75
15-16	\$1,155,000	112,000	272,977	\$8.46	\$0.76
16-17	\$1,205,000	114,000	277,413	\$8.67	\$0.78
17-18	\$1,255,000	116,000	281,975	\$8.87	\$0.80
18-19	\$1,305,000	118,000	286,537	\$9.07	\$0.82
TOTAL	\$11,960,000			\$89.15	\$8.14
			Discount Rate	3.70%	3.70%
			Net Present Value	\$71.57	\$6.55

Detention Center cost factors and revenue credits are shown in Figure 14 along with the resulting impact fees by type of development.

Figure 14 – Detention Center Impact Fee

		<i>Standards</i>	
<i>Persons per Housing Unit</i>			
Single Family		2.40	
All Other Housing Types		1.68	
		<i>Avg Wkdy Veh</i>	<i>Trip Adj</i>
<i>Nonresidential (per 1,000 Sq Ft of Floor Area)</i>		<i>Trip Ends</i>	<i>Factors</i>
820 Commercial / Shpg Ctr		53.28	36%
770 Business Park		12.76	33%
710 Office		13.34	50%
610 Hospital		17.57	50%
151 Mini-Warehouse		2.50	50%
150 Warehousing		4.96	50%
110 Light Industrial		6.97	50%
<i>Other Nonresidential (per unique demand indicator)</i>			
620 Nursing Home (per bed)		2.37	50%
520 School (per student)		1.29	33%
320 Lodging (per room)		5.63	50%
<i>Level of Service</i>		<i>Per Person</i>	<i>Per Trip</i>
Detention Center Cost		\$128.90	\$11.65
Principal Payment Credit		(\$71.57)	(\$6.55)
Net Capital Cost		\$57.33	\$5.10

<i>Maximum Supportable Detention Center Impact Fee</i>		<i>Adm</i>	<i>TOTAL</i>
<i>Residential</i>		<i>Per Housing Unit</i>	<i>5%</i>
Single Family	\$137	\$6	\$143
All Other Housing Types	\$96	\$4	\$100
<i>Nonresidential</i>		<i>Per Square Foot of Floor Area</i>	
820 Commercial / Shpg Ctr	\$0.09	\$0.00	\$0.09
770 Business Park	\$0.02	\$0.00	\$0.02
710 Office	\$0.03	\$0.00	\$0.03
610 Hospital	\$0.04	\$0.00	\$0.04
151 Mini-Warehouse	\$0.00	\$0.00	\$0.00
150 Warehousing	\$0.01	\$0.00	\$0.01
110 Light Industrial	\$0.01	\$0.00	\$0.01
<i>Other Nonresidential</i>		<i>Per Unique Demand Indicator</i>	
620 Nursing Home (per bed)	\$6	\$0	\$6
520 School (per student)	\$2	\$0	\$2
320 Lodging (per room)	\$14	\$0	\$14

Criminal Justice – Administrative Offices

To avoid potential double payment for the new administrative office building, which will require bond financing, a principal payment credit is used to lower the impact fees. As shown in Figure 15, the County anticipates a 20-year bond term at 4.5% annual interest. A present value adjustment is used to account for the time value of this future revenue stream.

Figure 15 – Credit for Administrative Offices

	<i>Fiscal Year</i>	<i>Principal Payments</i>	<i>Countywide</i>		<i>82%</i>	<i>18%</i>	
			<i>Population</i>	<i>Vehicle Trips to Nonresidential</i>	<i>Credit Per Person</i>	<i>Credit Per Trip</i>	
1	09-10	\$156,512	104,104	245,340	\$1.23	\$0.11	
2	10-11	\$163,555	105,000	249,968	\$1.28	\$0.12	
3	11-12	\$170,915	106,400	254,530	\$1.32	\$0.12	
4	12-13	\$178,606	107,800	259,225	\$1.36	\$0.12	
5	13-14	\$186,643	109,200	263,787	\$1.40	\$0.13	
6	14-15	\$195,042	110,600	268,223	\$1.45	\$0.13	
7	15-16	\$203,819	112,000	272,977	\$1.49	\$0.13	
8	16-17	\$212,991	114,000	277,413	\$1.53	\$0.14	
9	17-18	\$222,576	116,000	281,975	\$1.57	\$0.14	
10	18-19	\$232,592	118,000	286,537	\$1.62	\$0.15	
11	19-20	\$243,058	120,000	291,207	\$1.66	\$0.15	
12	20-21	\$253,996	122,000	295,769	\$1.71	\$0.15	
13	21-22	\$265,426	124,546	300,397	\$1.75	\$0.16	
14	22-23	\$277,370	127,092	304,917	\$1.79	\$0.16	
15	23-24	\$289,851	129,638	309,545	\$1.83	\$0.17	
16	24-25	\$302,895	132,184	314,107	\$1.88	\$0.17	
17	25-26	\$316,525	134,730	318,543	\$1.93	\$0.18	
18	26-27	\$330,769	134,608	323,229	\$2.01	\$0.18	
19	27-28	\$345,653	136,536	327,807	\$2.08	\$0.19	
20	28-29	\$361,208	138,464	332,385	\$2.14	\$0.20	
TOTAL		\$4,910,000			\$33.02	\$3.01	
					Discount Rate	4.5%	4.5%
					Present Value	\$20.63	\$1.89

Cost factors and revenue credits for the proposed Administrative Offices are shown in Figure 16 along with the resulting impact fees by type of development.

Figure 16 – Administrative Offices Impact Fees

		<i>Standards</i>	
<i>Persons per Housing Unit</i>			
Single Family		2.40	
All Other Housing Types		1.68	
		<i>Avg Wkdy Veh</i>	<i>Trip Adj</i>
<i>Nonresidential (per 1,000 Sq Ft of Floor Area)</i>		<i>Trip Ends</i>	<i>Factors</i>
820 Commercial / Shpg Ctr		53.28	36%
770 Business Park		12.76	33%
710 Office		13.34	50%
610 Hospital		17.57	50%
151 Mini-Warehouse		2.50	50%
150 Warehousing		4.96	50%
110 Light Industrial		6.97	50%
<i>Other Nonresidential (per unique demand indicator)</i>			
620 Nursing Home (per bed)		2.37	50%
520 School (per student)		1.29	33%
320 Lodging (per room)		5.63	50%
<i>Level of Service</i>		<i>Per Person</i>	<i>Per Trip</i>
Administrative Offices Cost		\$52.76	\$4.82
Principal Payment Credit		(\$20.63)	(\$1.89)
Net Capital Cost		\$32.13	\$2.93

<i>Maximum Supportable Administrative Offices Impact Fee</i>		<i>Adm</i>	<i>TOTAL</i>
<i>Residential</i>		<i>5%</i>	
<i>Per Housing Unit</i>			
Single Family	\$77	\$3	\$80
All Other Housing Types	\$53	\$2	\$55
<i>Nonresidential</i>			
<i>Per Square Foot of Floor Area</i>			
820 Commercial / Shpg Ctr	\$0.05	\$0.00	\$0.05
770 Business Park	\$0.01	\$0.00	\$0.01
710 Office	\$0.01	\$0.00	\$0.01
610 Hospital	\$0.02	\$0.00	\$0.02
151 Mini-Warehouse	\$0.00	\$0.00	\$0.00
150 Warehousing	\$0.00	\$0.00	\$0.00
110 Light Industrial	\$0.01	\$0.00	\$0.01
<i>Other Nonresidential</i>			
<i>Per Unique Demand Indicator</i>			
620 Nursing Home (per bed)	\$3	\$0	\$3
520 School (per student)	\$1	\$0	\$1
320 Lodging (per room)	\$8	\$0	\$8

Criminal Justice – Courthouse Renovations

Figure 17 provides the credit calculations for the anticipated bond that will be used to renovate the County Courthouse and Annex. After county administrative staff moves out of these buildings, they will be remodeled to provide additional space for court-related functions. A 20-year term and 4.5% annual interest are also assumed for this bond.

Figure 17 – Credit for Courthouse Renovations

	<i>Fiscal Year</i>	<i>Principal Payments</i>	<i>Countywide</i>		<i>82%</i>	<i>18%</i>	
			<i>Population</i>	<i>Vehicle Trips to Nonresidential</i>	<i>Credit Per Person</i>	<i>Credit Per Trip</i>	
1	11-12	\$334,259	106,400	254,530	\$2.58	\$0.24	
2	12-13	\$349,301	107,800	259,225	\$2.66	\$0.24	
3	13-14	\$365,020	109,200	263,787	\$2.74	\$0.25	
4	14-15	\$381,446	110,600	268,223	\$2.83	\$0.26	
5	15-16	\$398,611	112,000	272,977	\$2.92	\$0.26	
6	16-17	\$416,548	114,000	277,413	\$3.00	\$0.27	
7	17-18	\$435,293	116,000	281,975	\$3.08	\$0.28	
8	18-19	\$454,881	118,000	286,537	\$3.16	\$0.29	
9	19-20	\$475,351	120,000	291,207	\$3.25	\$0.29	
10	20-21	\$496,741	122,000	295,769	\$3.34	\$0.30	
11	21-22	\$519,095	124,546	300,397	\$3.42	\$0.31	
12	22-23	\$542,454	127,092	304,917	\$3.50	\$0.32	
13	23-24	\$566,864	129,638	309,545	\$3.59	\$0.33	
14	24-25	\$592,373	132,184	314,107	\$3.67	\$0.34	
15	25-26	\$619,030	134,730	318,543	\$3.77	\$0.35	
16	26-27	\$646,886	135,243	323,214	\$3.92	\$0.36	
17	27-28	\$675,996	137,281	327,790	\$4.04	\$0.37	
18	28-29	\$706,416	139,318	332,366	\$4.16	\$0.38	
19	29-30	\$738,205	141,355	336,941	\$4.28	\$0.39	
20	30-31	\$771,424	143,392	341,517	\$4.41	\$0.41	
TOTAL		\$10,486,195			\$68.30	\$6.24	
					Discount Rate	4.5%	4.5%
					Present Value	\$42.68	\$3.90

The upper portion of Figure 18 summarizes the key factors used to derive impact fees for the courthouse renovations. Person per housing unit and average weekday vehicle trip ends are discussed in Appendix A. A trip end represents a vehicle entering or exiting (as if a traffic counter were placed across a driveway). Trip adjustment factors are used to avoid double counting the same vehicle trip at both the origin and destinations points. Some development types attract “pass-by” trips, which accounts for adjustment factors less than 50%.

Impact fees by type of development are listed at the bottom of Figure 18. For most types of nonresidential development, the impact fee will be imposed per square foot of floor area. Several types of nonresidential development, such as lodging, have unique demand indicators. For example, fees for hotels/motels are based on the number of rooms.

Figure 18 – Impact Fees for Courthouse Renovations

<i>Standards</i>			
<i>Persons per Housing Unit</i>			
Single Family	2.40		
All Other Housing Types	1.68		
		<i>Avg Wkdy Veh</i>	<i>Trip Adj</i>
<i>Nonresidential (per 1,000 Sq Ft of Floor Area)</i>		<i>Trip Ends</i>	<i>Factors</i>
820 Commercial / Shpg Ctr		53.28	36%
770 Business Park		12.76	33%
710 Office		13.34	50%
610 Hospital		17.57	50%
151 Mini-Warehouse		2.50	50%
150 Warehousing		4.96	50%
110 Light Industrial		6.97	50%
<i>Other Nonresidential (per unique demand indicator)</i>			
620 Nursing Home (per bed)		2.37	50%
520 School (per student)		1.29	33%
320 Lodging (per room)		5.63	50%
<i>Level of Service</i>	<i>Per Person</i>	<i>Per Trip</i>	
Courthouse Renovations Cost	\$79.76	\$7.28	
Principal Payment Credit	(\$42.68)	(\$3.90)	
Net Capital Cost	\$37.08	\$3.38	

<i>Maximum Supportable Courthouse Renovations Impact Fee</i>		<i>Adm</i>	<i>TOTAL</i>
<i>Residential</i>		<i>Per Housing Unit</i>	
		5%	
Single Family	\$88	\$4	\$92
All Other Housing Types	\$62	\$3	\$65
<i>Nonresidential</i>		<i>Per Square Foot of Floor Area</i>	
820 Commercial / Shpg Ctr	\$0.06	\$0.00	\$0.06
770 Business Park	\$0.01	\$0.00	\$0.01
710 Office	\$0.02	\$0.00	\$0.02
610 Hospital	\$0.02	\$0.00	\$0.02
151 Mini-Warehouse	\$0.00	\$0.00	\$0.00
150 Warehousing	\$0.00	\$0.00	\$0.00
110 Light Industrial	\$0.01	\$0.00	\$0.01
<i>Other Nonresidential</i>		<i>Per Unique Demand Indicator</i>	
620 Nursing Home (per bed)	\$4	\$0	\$4
520 School (per student)	\$1	\$0	\$1
320 Lodging (per room)	\$9	\$0	\$9

Projected Cash Flow for Criminal Justice Facilities

As shown in Figure 19, Missoula County expects to receive \$224,000 per year in revenue from criminal justice impact fees, if impose at the maximum supportable level. This revenue will be used to help meet debt obligations, as listed under “Capital Costs” in the table below. The cash flow assumes a constant impact fee schedule for the next five years. Revenues may increase slightly if the County annually updates the credit calculations and impact fee schedules, as recommended by TischlerBise.

The cash flow summary provides an indication of the impact fee revenue and expenditures necessary to accommodate new development within Missoula County. To the extent the rate of development either accelerates or slows down, there will be a corresponding change in the impact fee revenue and capital costs. See Appendix A for discuss of the development projections that drive the cash flow analysis.

Figure 19 – Cash Flow Summary for Criminal Justice

Missoula County Impact Fees (Current \$ in thousands)	1 2008	2 2009	3 2010	4 2011	5 2012	Cumulative Total	Average Annual
REVENUES							
7 Criminal Justice Fee - Single Family	\$124	\$125	\$126	\$180	\$181	\$736	\$147
8 Criminal Justice Fee - All Other Res	\$27	\$28	\$28	\$40	\$40	\$162	\$32
9 Criminal Justice Safety Fee - Goods Pr	\$1	\$1	\$1	\$1	\$1	\$5	\$1
10 Criminal Justice Fee - Retail	\$22	\$20	\$22	\$22	\$22	\$108	\$22
11 Criminal Justice Fee - Other Com Serv	\$19	\$18	\$19	\$18	\$19	\$93	\$19
12 Criminal Justice Fee - Public	\$2	\$3	\$2	\$2	\$3	\$13	\$3
Criminal Justice Impact Fee Subtotal	\$196	\$195	\$198	\$263	\$266	\$1,118	\$224
CAPITAL COSTS							
Detention Center Debt Service	\$1,327	\$1,323	\$1,322	\$1,325	\$1,330	\$6,627	\$1,325
Administrative Offices Debt Service	\$0	\$377	\$377	\$377	\$377	\$1,510	\$302
Courthouse Renovations Debt Service	\$0	\$0	\$0	\$806	\$806	\$1,612	\$322
Total Criminal Justice Debt Service	\$1,327	\$1,700	\$1,700	\$2,508	\$2,513	\$9,749	\$1,950

NET CAPITAL FACILITIES CASH FLOW - Criminal Justice

(Current \$ in thousands)

Annual Surplus (or Deficit)	(\$1,131)	(\$1,505)	(\$1,502)	(\$2,245)	(\$2,248)	(\$8,632)	(\$1,726)
Cumulative Surplus (or Deficit)	(\$1,131)	(\$2,637)	(\$4,139)	(\$6,384)	(\$8,632)		

IMPLEMENTATION AND ADMINISTRATION

Because public safety facilities (i.e. police, emergency medical and fire protection) are specifically authorized in Montana's Impact Fee Act, the public safety impact fee will only require a simple majority vote of the County Commissioners. In contrast, the criminal justice impact fee will require a unanimous vote of the County Commissioners.

Growth-related capital projects that will be partially funded with impact fees are summarized in Figure 20. Additional details and adjustments to the estimated costs will be provided in subsequent budget documents and capital improvement plans approved by the Missoula County Commission.

Figure 20 – Growth-Related Capital Improvements Plan

<i>Project</i>	<i>Fiscal Year</i>	<i>Estimated Total Cost</i>	<i>Estimated Bond Amount</i>
Public Safety Center	08-09	\$13,825,200	\$8,000,000
Administrative Offices	09-10	\$8,910,000	\$4,910,000
Courthouse Renovations	11-12	\$10,486,195	\$10,486,195

Credits and Reimbursements

A general requirement that is common to impact fee methodologies is the evaluation of credits. A revenue credit may be necessary to avoid potential double payment situations arising from one-time impact fees plus the payment of other revenues that may also fund growth-related capital improvements. The determination of credits is dependent upon the impact fee methodology used in the cost analysis. There are three basic approaches used to calculate impact fees and each is linked to different credit methodology.

The first major type of impact fee method is a cost recovery approach. This method is used for facilities that have adequate capacity to accommodate new development for at least a five to six year time frame, which is the typical horizon for a Capital Improvements Plan (CIP). Outstanding principal payments are typically deducted from the value of the asset that was oversized for new development, or a revenue credit is included in the impact fee calculations.

A second basic approach used to calculate impact fees is the incremental expansion cost method. This method documents current factors and it is best suited for infrastructure that will be expanded incrementally in the future. Because new development will provide front-end funding of infrastructure, there is potential double payment for

future principal payments on existing debt for public facilities. A credit is not necessary for interest payments if interest costs are not included in the impact fees.

A third basic approach used to calculate impact fees is the plan-based method. This method is based on future capital improvements needed to accommodate new development. The plan-based method may be used for public facilities that have commonly accepted service delivery factors to determine the need for future projects or the jurisdiction plans to significantly increase the current factors and it has a financially feasible strategy to cover the cost of improvements. If a plan-based approach is used to derive impact fees, the credit evaluations should focus on future bonds and revenues that will fund capital improvements.

Specific policies and procedures related to site-specific credits or developer reimbursements will be addressed in the ordinance that establishes the impact fees. Project-level improvements (required as part of the development approval process) are not eligible for credits against impact fees. If a developer constructs a system improvement included in the fee calculations, it will be necessary to either reimburse the developer or provide a credit against the fees in the area benefiting from the system improvement. The latter option is more difficult to administer because it creates unique fees for specific geographic areas. Based on TischlerBise's experience, it is better for the County to establish a reimbursement agreement with the developer that constructs a system improvement. The reimbursement agreement should be limited to a payback period of no more than ten years and the County should not pay interest on the outstanding balance. The developer must provide sufficient documentation of the actual cost incurred for the system improvement. Missoula County should only agree to pay the lesser of the actual construction cost or the estimated cost used in the impact fee analysis. If the County pays more than the cost used in the fee analysis, there will be insufficient fee revenue. Reimbursement agreements should only obligate the County to reimburse developers annually according to actual fee collections from the benefiting area. Site specific credits or developer reimbursements for one type of system improvement does not negate payment of impact fees for other system improvements.

Service Areas and Evaluation of Benefit Districts

To ensure a substantial benefit to new development paying impact fees, Missoula County has evaluated the need for collection and expenditure zones for infrastructure that may have distinct service or benefit areas. In Missoula County, the public safety and criminal justice infrastructure provides countywide service and will benefit new development throughout the entire county. The County will establish accounting procedures to ensure impact fee revenue will only be spent for growth-related infrastructure, as specified in the Montana Impact Fee Act.

Nonresidential Development Categories

The nonresidential development categories listed in the impact fee schedules will cover a majority of the new construction anticipated within Missoula County. Nonresidential development categories are based on land use classifications from the book Trip Generation (Institute of Transportation Engineers 2003). For unique developments, the County may allow or require documentation of reasonable demand indicators to facilitate an impact fee determination, consistent with the methodologies and factors documented in this report.

Even though churches are a common type of development, they do not have a specific impact fee category due to a lack of sufficient data. The Institute of Transportation Engineers does not publish trip rates per church employee and the weekday trip generation rate per 1,000 square feet of floor area is not based on enough studies to be statistically valid.

For churches and any other atypical development, County staff must establish a consistent administrative process to reasonably treat similar developments in a similar way. When presented with a development type that does not match one of the development categories in the published fee schedule, staff should first look in the ITE manual to see if there is a land use category with valid trip rates that match the proposed development. The second option is to determine the published category that is most like the proposed development. For example, churches without daycare or schools are basically an office area (used throughout the week) with a large auditorium and class space (used periodically during the week). Some jurisdictions make a policy decision to impose impact fees on churches based on the fee schedule for warehouses or mini-warehouses. The rationale for this policy is the finding that churches are large buildings that generate little weekday traffic and only have a few full time employees. A third option is to impose impact fees on churches by breaking down the building floor area into its primary use. For example, a church with 25,000 square feet of floor area may have 2,000 square feet of office space used by employees throughout the week. At a minimum, impact fees could be imposed on the office floor area, based on the published rate per square foot for an office building. An additional impact fee amount could be imposed for the remainder of the building based on the rate for a warehouse or mini-warehouse. The key consideration for these administrative decisions is to be reasonable and consistent. If an applicant thinks the administrative decision is not reasonable, it is appealed to the elected officials for their consideration.

APPENDIX A – DEMOGRAPHIC DATA

In this Appendix, TischlerBise documents the demographic data and development projections used in the impact fee study for Missoula County. Although long-range projections are necessary for planning capital improvements, a shorter time frame of five years is critical for the impact fees analysis. Infrastructure standards will be calibrated using fiscal year 2007-2008 data and the first projection year for the cash flow model will be fiscal year 2008-2009. The Missoula County fiscal year begins July 1st.

Population and Housing Characteristics

As shown in Figure A1, Missoula County had 41,319 housing units in 2000. The weighted average, household size in 2000 for all housing types was 2.40 persons per household. According to the U.S. Census Bureau, a household is a housing unit that is occupied by year-round residents. The 7% vacancy rate for all housing types and group quarters population of 3,619 will be held constant in the impact fee study. Also, the housing mix of 76% single-family units and 24% all other housing types is assumed to remain unchanged over the next five years.

TischlerBise recommends the use of two residential categories in the impact fee calculations: 1) Single Family (stick-built, manufactured, and townhouses) and 2) All Other housing types. Differentiating impact fees by type of housing helps make the fees proportionate to the demand for public facilities. Single Family housing units are normally larger and have more persons than All Other housing types. Single Family housing averages 2.40 persons per unit (see the rows with yellow shading in the table below). All Other housing averages 1.68 persons per unit (see the rows with gray shading in the table below).

Impact fees often use per capita standards and persons per housing unit or persons per household to derive proportionate-share fee amounts. When persons per housing unit multipliers are used in the fee calculations, infrastructure standards are derived using year-round population. When persons per household multipliers are used in the fee calculations, the impact fee methodology assumes all housing units will be occupied, thus requiring seasonal or peak population to be used when deriving infrastructure standards. In Missoula County impact fee will be derived using year-round population and the average number of persons per housing unit.

Figure A1 – Persons per Housing Unit

Units in Structure	Renter & Owner			Housing Units	Persons Per Housing Unit	Vacancy Rate
	Persons	Hshlds	PPH			
1-Detached	60,537	23,039	2.63	24,835	2.44	7.2%
Mobile Homes	13,132	5,220	2.52	5,528	2.38	5.6%
1-Attached (Townhouse)	2,213	1,096	2.02	1,233	1.79	11.1%
Two (Duplex)	4,228	2,016	2.10	2,078	2.03	3.0%
3 or 4	5,103	2,753	1.85	2,936	1.74	6.2%
5 to 9	2,518	1,379	1.83	1,460	1.72	5.5%
10 to 19	1,669	956	1.75	1,065	1.57	10.2%
20 to 49	962	718	1.34	766	1.26	6.3%
50 or more	1,767	1,225	1.44	1,319	1.34	7.1%
Other (Boat, RV, etc.)	54	37	1.46	99	0.55	62.6%
Total SF3 Sample Data	92,183	38,439	2.40	41,319		7.0%
SF1 100-Percent Data	92,183	38,439	2.40	41,319	2.23	7.0%
House Type Demographics				Housing Units	Persons Per Housing Unit	Hsg Mix
	Persons	Hshlds	PPH			
Single Family	75,882	29,355	2.58	31,596	2.40	76%
All Other Housing Types	16,301	9,084	1.79	9,723	1.68	24%
Group Quarters	3,619					
Sample Difference	0	0		0		
TOTAL	95,802	38,439		41,319		

Source: U.S. Census Bureau, 2000 data.

Average Number of Persons by Size of Single Family Housing Unit

To derive impact fees by floor area of housing requires a linkage of demographic data from the U.S. Census Bureau and house size data from the Department of Revenue, with number of bedrooms as the common connection between the two databases. OPG staff provided countywide Montana Department of Revenue CAMA data on average floor area of single family housing, by bedroom range. Average floor area results are shown below for single-family housing units (attached and detached). All Other housing units (e.g. apartments) were excluded from the analysis. Useable square footage represents all levels of the structure, including basements and finished attic space. The average Single Family housing unit has three bedrooms.

- Avg. potential useable square feet 0-2 Bedrooms = 1,467
- Avg. potential useable square feet 3 Bedrooms = 2,303
- Avg. potential useable square feet 4+ Bedrooms = 3,076

Number of persons by bedroom range may be determined from survey data provided by the U.S. Census Bureau. Missoula County is in Public Use Microdata Area (PUMA) 00700 along with two other counties (Mineral and Ravalli). PUMAs are areas of roughly 100,000 persons for which the Census Bureau makes available a 5% sample of responses to the long-form census questionnaire. TischlerBise used this data to prepare persons per housing unit multipliers that vary by number of bedrooms. Because the number of persons increases with the number of bedrooms, this approach may be used to make impact fees more “progressive” with higher impact fees imposed on larger housing units and lower impact fees on smaller, more affordable housing.

The table below indicates persons per housing unit, by number of bedrooms, based on PUMS data for PUMA 00700 (three-county area including Missoula). To avoid sample size problems, TischlerBise aggregated bedroom ranges to derive demographic multipliers for small (2 or less bedrooms), medium (3 bedroom) and large (4 or more bedrooms) housing units.

Figure A2 – Unadjusted Persons per Housing Unit by Bedrooms

<i>Persons</i>	<i>0-2 Bdrms</i>	<i>3 Bdrms</i>	<i>4+ Bdrms</i>	<i>TOTAL</i>
Single-Family Housing	28,295	47,044	35,433	110,772
<i>Housing Units</i>	<i>0-2 Bdrms</i>	<i>3 Bdrms</i>	<i>4+ Bdrms</i>	<i>TOTAL</i>
Single-Family Housing	17,071	19,241	11,273	47,585
<i>Persons Per Housing Unit</i>	<i>0-2 Bdrms</i>	<i>3 Bdrms</i>	<i>4+ Bdrms</i>	<i>Wt Avg</i>
Single-Family Housing	1.66	2.44	3.14	2.33

*Source: Data for PUMA 00700 (includes SFD, SFA and MH)
US Census Bureau 2000 Public Use Microdata 5% Sample.*

TischlerBise recommends adjusting the persons per housing unit data (shown above) to 2000 census data for the Missoula County, which had an average of 2.40 persons per Single Family housing unit. The calibration multiplies each persons per housing unit factor by the ratio of 2.40 divided by 2.33 (unadjusted weighted average shown above). The demographic multipliers shown in the table below will enable Missoula County to adopt progressive impact fees by size of housing that are proportionate to the demand for infrastructure.

Figure A3 – Recommended Persons per Housing Unit by Bedroom Range

Missoula County, Montana				
	<i>0-2 Bdrms</i>	<i>3 Bdrms</i>	<i>4+ Bdrms</i>	<i>Wt Avg</i>
Single-Family Housing	1.71	2.51	3.23	2.40

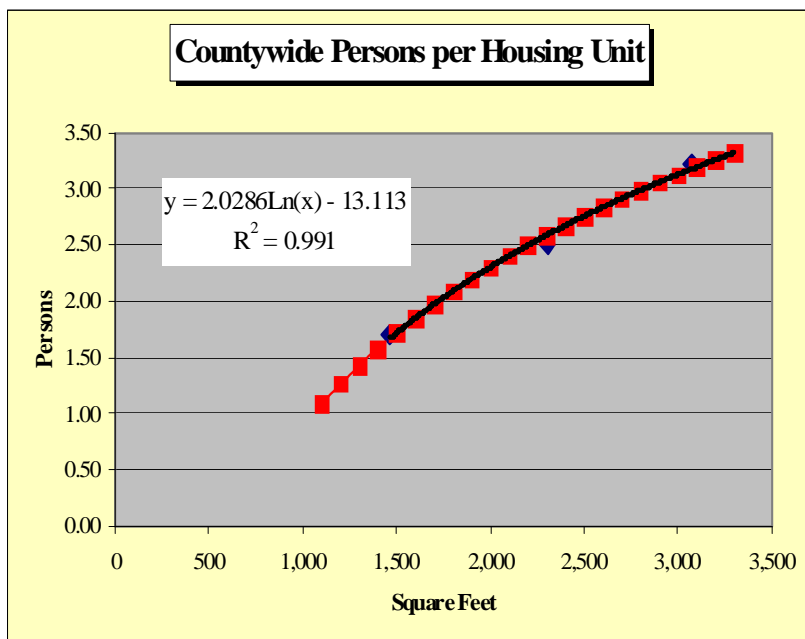
Source: Census 2000. Weighted average from SF1.

Determining the average number of persons by square feet of single-family housing requires a combination of demographic data from the Census Bureau and house size data from the Department of Revenue, with number of bedrooms as the common connection between the two databases. In Missoula County, the average size Single Family housing unit with two or less bedrooms has 1,467 square feet of floor area. The average size of a three bedroom Single Family unit is 2,303 square feet of floor area. Single Family housing units with four or more bedrooms average 3,076 square feet of floor area. Average floor area and number of persons by bedroom range are plotted on the chart below, with a logarithmic trend line derived from the three actual averages in Missoula County. Using the trend line formula shown in the chart, TischlerBise derived the estimated average number of persons by size of Single Family housing, using 100 square foot intervals. For the purpose of impact fees in Missoula County, TischlerBise recommends a minimum fee based on a unit size of 1,100 square feet and a maximum fee based on a unit size of 3,300 square feet. For Single Family residential units smaller than 1,100 square feet, impact fee will be based on an average of 1.09 persons per housing unit. For Single Family units larger than 3,300 square feet, impact fees will be based on an average of 3.32 persons per housing unit.

Figure A4 – Average Persons by Floor Area of Single Family Housing Unit

Missoula County, Montana

Averages			Estimated	
Bedrooms	Square Feet	Persons	Square Feet	Persons
2 or less	1,467	1.71	1,100	1.09
3 bedrooms	2,303	2.51	1,200	1.27
4 or more	3,076	3.23	1,300	1.43
			1,400	1.58
			1,500	1.72
			1,600	1.85
			1,700	1.98
			1,800	2.09
			1,900	2.20
			2,000	2.31
			2,100	2.41
			2,200	2.50
			2,300	2.59
			2,400	2.68
			2,500	2.76
			2,600	2.84
			2,700	2.91
			2,800	2.99
			2,900	3.06
			3,000	3.13
			3,100	3.20
			3,200	3.26
			3,300	3.32



Recent Residential Construction

Figure A5 indicates the US Census Bureau’s 2006 population estimate of 101,417 year-round residents and 45,366 housing units in Missoula County. According to Census Bureau estimates, Missoula County added an average of 675 housing units per year from 2000 to 2006. In comparison, a recent presentation on Urban Fringe Development by the Office of Planning and Grants indicated an average of 726 housing units per year during Fiscal Years 2001 through 2007. This higher annual average includes a spike in multifamily housing during FY2003, when a total of 1,530 housing units were constructed. During the last two fiscal years, residential construction activity slowed to an average of 455 housing units per year.

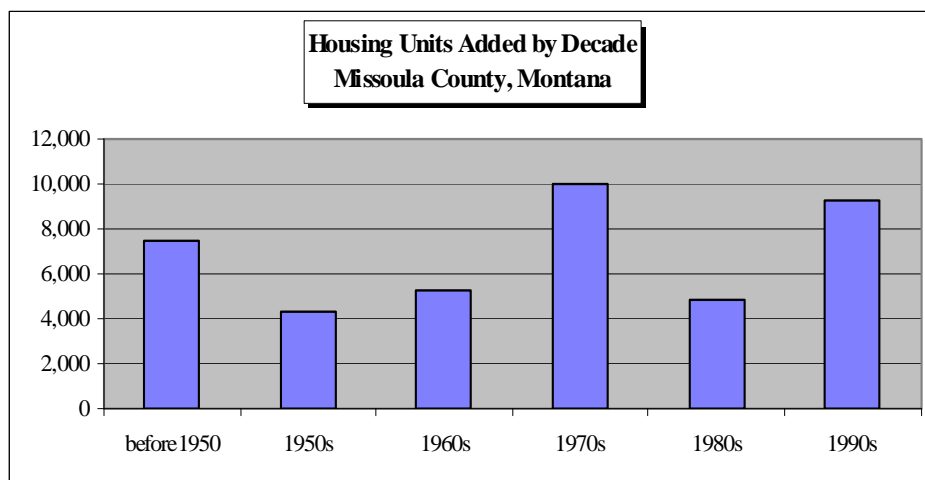
The chart at the bottom of Figure A5 indicates the estimated number of housing units added by decade in Missoula County. If the recent rate of housing construction continues, the first decade of the 21st century will experience an increase of approximately 6,750 housing units, which is less than the number of housing units added during the 90s.

Figure A5 – Missoula County Housing Units and Population in 2006

Missoula County, Montana	
Estimated Year-Round Population in 2006*	101,417
Total Housing Units in 2000	41,319
New Housing Units 2000-2006	4,047
Total Units in 2006*	45,366

* US Census Bureau Population and Housing Unit Estimates for 7/1/06.

From 2000 to 2006, Missoula County added an average of 675 housing units per year.



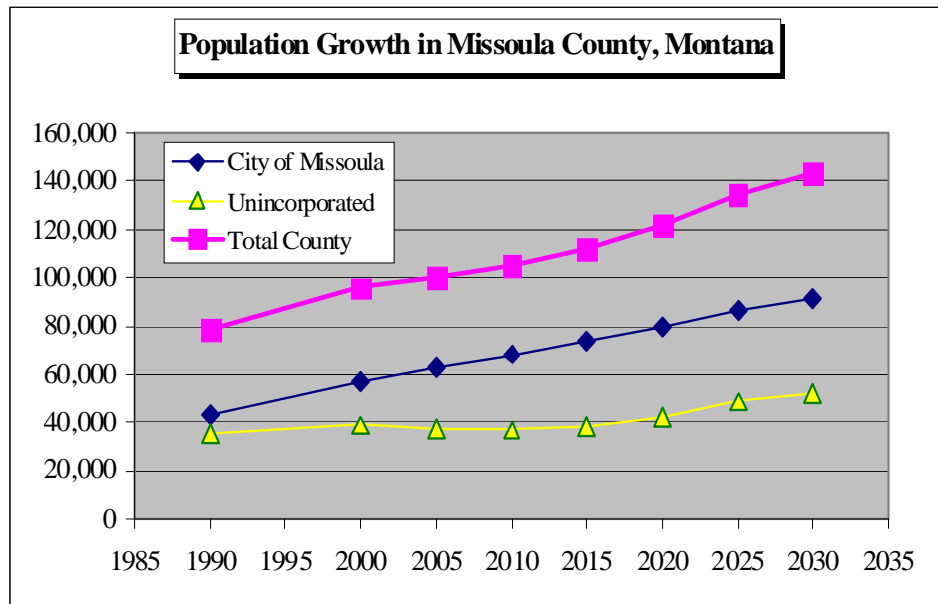
Source: Table H34, SF3 Census 2000, U.S. Census Bureau.

The impact fee study will use population and job projections as the key growth indicators, from which housing unit and nonresidential floor area data will be derived. According to Woods & Poole Economics (2007), Missoula County will be home to 134,730 residents by the year 2025. In that same year, the City of Missoula is expected to have a population of 86,136 (see Transportation Impact Fee Study, TischlerBise, 3/8/07). As shown in Figure A6, the unincorporated area’s population share is expected to decrease from 37% of total county population in 2005, to 34% by the year 2015.

Figure A6 – Unincorporated County Population Share

	1990	2000	2005	2010	2015	2020	2025	2030
Total County	78,687	95,802	100,033	105,000	112,000	122,000	134,730	143,392
City of Missoula	42,918	57,053	62,890	68,198	73,719	79,686	86,136	91,520
Unincorporated	35,769	38,749	37,143	36,802	38,281	42,314	48,594	51,872
Unincorporated Share	45%	40%	37%	35%	34%	35%	36%	36%

Source: City of Missoula and Total County 1990-2005 from U.S. Census Bureau. Projected 2025 Total County population from Woods & Poole Economics (2007). Projected 2025 City of Missoula population from Transportation Impact Fee Study (03/08/07).



Jobs by Place of Work

In addition to data on residential development, the calculation of impact fees requires data on nonresidential development. TischlerBise uses the term “jobs” to refer to employment by place of work. Similar to the above population share discussion, the unincorporated area’s capture ratio of countywide jobs is shown in Figure A7.

Missoula County job data were obtained from Woods & Poole Economics, Inc. (2007).

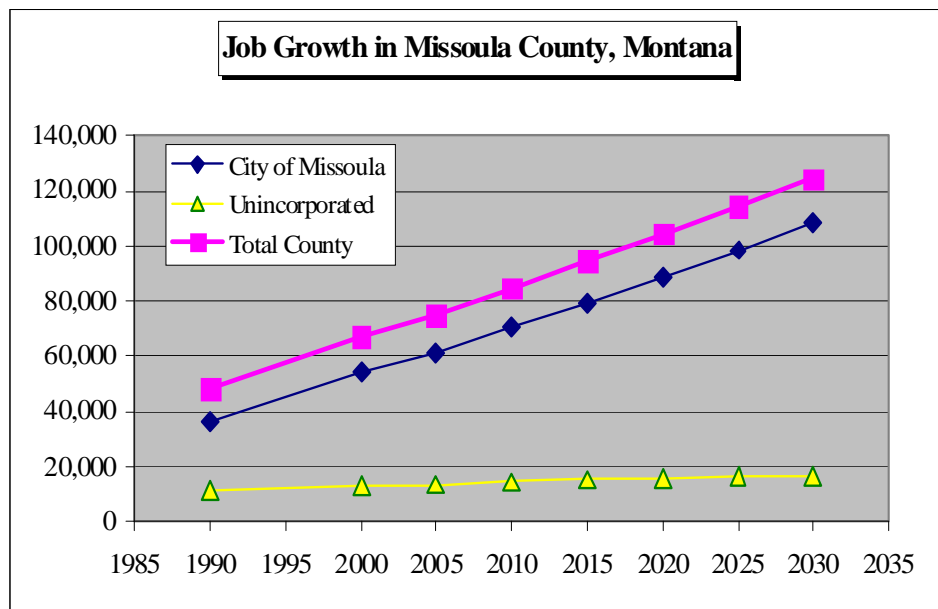
Estimated jobs within the City of Missoula, in both 1990 and 2000, are based on the U.S. Census Bureau’s Transportation Planning Package ratio of City-to-countywide jobs applied to the countywide Woods & Poole job data. This adjustment is necessary because Woods & Poole use Bureau of Economic Analysis data that includes self-employed, sole-proprietors, and persons with multiple jobs.

The impact fee study assumes the unincorporated area’s capture ratio decreases from 19% of Missoula County jobs in 2000 to 14% by the year 2025. In essence, the job projection is similar to the population projection with only modest growth in the unincorporated area and most of the new jobs locating within the City of Missoula.

Figure A7 – Unincorporated Area Job Share

	<u>1990</u>	<u>2000</u>	<u>2005</u>	<u>2010</u>	<u>2015</u>	<u>2020</u>	<u>2025</u>	<u>2030</u>
Total County	48,010	67,040	74,630	84,660	94,640	104,580	114,500	124,400
City of Missoula	36,488	54,302	61,197	70,268	79,498	88,893	98,470	108,228
Unincorporated	11,522	12,738	13,433	14,392	15,142	15,687	16,030	16,172
Unincorporated Share	24%	19%	18%	17%	16%	15%	14%	13%

Source: Total County jobs from Woods & Poole Economics (2007). Based on Census Transportation Planning Package data for 1990 and 2000, jobs located in the City of Missoula increased from 76% to almost 81% of total jobs in Missoula County.



Nonresidential Demand Indicators

Figure A8 provides employee and building area ratios derived using national data published by the Institute of Transportation Engineers (ITE) and the Urban Land Institute (ULI). In the impact fee study, vehicle trips per demand unit (i.e., one thousand square feet of floor area, beds, students or rooms) will be used to differentiate fees by type of nonresidential development. In the table below, gray shading indicates the four nonresidential development prototypes used by TischlerBise to calculate vehicle trips and potential impact fee revenue. The first prototype, for goods-producing jobs, is a warehouse. The second prototype, for retail jobs, is a shopping center with 200,000 square feet of floor area. The third prototype, for other commercial services, is a business park. According to ITE, a Business Park is a group of flex-type buildings served by a common roadway and includes a variety of uses, such as offices and warehousing. The fourth prototype, for public sector jobs, is a 100,000 square feet office building.

Figure A8 – Employee and Building Area Ratios

<i>ITE Code</i>	<i>Land Use / Size</i>	<i>Demand Unit</i>	<i>Wkdy Trip Ends Per Dmd Unit*</i>	<i>Wkdy Trip Ends Per Employee*</i>	<i>Emp Per Dmd Unit**</i>	<i>Sq Ft Per Emp</i>
Commercial / Shopping Center						
821	25K gross leasable area	1,000 Sq Ft	110.32	na	3.33	300
820	50K gross leasable area	1,000 Sq Ft	86.56	na	2.86	350
820	100K gross leasable area	1,000 Sq Ft	67.91	na	2.50	400
820	200K gross leasable area	1,000 Sq Ft	53.28	na	2.22	450
820	400K gross leasable area	1,000 Sq Ft	41.80	na	2.00	500
General Office						
710	10K gross floor area	1,000 Sq Ft	22.66	5.06	4.48	223
710	25K gross floor area	1,000 Sq Ft	18.35	4.43	4.15	241
710	50K gross floor area	1,000 Sq Ft	15.65	4.00	3.91	256
710	100K gross floor area	1,000 Sq Ft	13.34	3.61	3.69	271
710	200K gross floor area	1,000 Sq Ft	11.37	3.26	3.49	287
Industrial						
770	Business Park***	1,000 Sq Ft	12.76	4.04	3.16	317
151	Mini-Warehouse	1,000 Sq Ft	2.50	56.28	0.04	22,512
150	Warehousing	1,000 Sq Ft	4.96	3.89	1.28	784
140	Manufacturing	1,000 Sq Ft	3.82	2.13	1.79	558
110	Light Industrial	1,000 Sq Ft	6.97	3.02	2.31	433
Other Nonresidential						
720	Medical-Dental Office	1,000 Sq Ft	36.13	8.91	4.05	247
620	Nursing Home	bed	2.37	6.55	0.36	na
610	Hospital	1,000 Sq Ft	17.57	5.20	3.38	296
565	Day Care	student	4.48	28.13	0.16	na
530	Secondary School	student	1.71	19.74	0.09	na
520	Elementary School	student	1.29	15.71	0.08	na
520	Elementary School	1,000 Sq Ft	14.49	15.71	0.92	1,084
320	Lodging	room	5.63	12.81	0.44	na

* Source: Trip Generation, Institute of Transportation Engineers (2003).

** Employees per demand unit calculated from trip rates, except for Shopping Center data, which are derived from Development Handbook and Dollars and Cents of Shopping Centers, published by the Urban Land Institute.

*** According to ITE, a Business Park is a group of flex-type buildings served by a common roadway system. The tenant space includes a variety of uses with an average mix of 20-30% office/commercial and 70-80% industrial/warehousing.

Development Projections

Key demographic data for the Missoula County impact fee study are shown in Figure A9. Cumulative data are shown in the top section and annual increases at the bottom of the table. Over the next three years, the County is expected to increase by an average of 544 housing units per year.

Projected jobs by type of development are from Wood & Poole Economics (2007). The projections indicate a slight increase in the jobs-housing ratio over time.

Figure A9 – Countywide Demographic Data

Missoula County, MT	BaseYr							
	2000	2007	2008	2009	2010	2011	2012	2025
<i>Cumulative</i>	<i>FY07-08</i>	<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>	<i>18</i>	
Pop in Hshlds	92,183	98,694	99,590	100,485	101,381	102,781	104,181	131,111
Pop in Group Quarters*	3,619	3,619	3,619	3,619	3,619	3,619	3,619	3,619
Year-Round Population	95,802	102,313	103,209	104,104	105,000	106,400	107,800	134,730
Jobs	67,040	78,640	80,660	82,660	84,670	86,670	88,680	114,500
Housing Units	41,319	45,098	45,639	46,184	46,731	47,515	48,303	63,199
Jobs to Housing Ratio	1.62	1.74	1.77	1.79	1.81	1.82	1.84	1.81
Residential Vacancy Rate	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%	7.0%
Households	38,439	41,954	42,458	42,964	43,474	44,203	44,937	58,794
Persons Per Household	2.40	2.35	2.35	2.34	2.33	2.33	2.32	2.23
Jobs by Type of Development								
Goods Producing	16,290	17,000	17,140	17,260	17,400	17,530	17,670	19,330
Retail	13,810	15,860	16,100	16,340	16,580	16,820	17,060	20,210
Other Services	27,770	34,910	36,390	37,860	39,330	40,800	42,260	61,140
Public	9,170	10,870	11,030	11,200	11,360	11,520	11,690	13,820
Nonres Sq Ft (x 1,000)								
Goods Producing	12,770	13,330	13,440	13,530	13,640	13,740	13,850	15,150
Retail	6,210	7,140	7,250	7,350	7,460	7,570	7,680	9,090
Other Services	8,800	11,070	11,540	12,000	12,470	12,930	13,400	19,380
Public	2,490	2,950	2,990	3,040	3,080	3,120	3,170	3,750
Total	30,270	34,490	35,220	35,920	36,650	37,360	38,100	47,370
Avg Sq Ft Per Job	452	439	437	435	433	431	430	414

Annual Increase	07-08	08-09	09-10	10-11	11-12	12-13
Year-Round Population	896	896	896	1,400	1,400	1,400
Jobs	2,020	2,000	2,010	2,000	2,010	1,980
Housing Units	541	544	548	784	788	793
Goods Producing KSF**	110	90	110	100	110	100
Retail KSF**	110	100	110	110	110	110
Other Services KSF**	470	460	470	460	470	460
Public KSF**	40	50	40	40	50	40

* Group quarters population is held constant over time.

** KSF = square feet of floor area in thousands.

Key short-range growth indicators for Missoula County are summarized in Figure A10. Residential growth rates average 1.4% annually over the next five years. Nonresidential growth rates range from 0.8% to 4.2% per year. Over the next five years, annual housing unit construction is projected to increase from 541 housing units in Year 1 to 788 housing units by Year 5.

Figure A10 – Short-Range Growth Indicators

Missoula County, Montana	<u>2007</u>	<u>2008</u>	<u>2009</u>	<u>2010</u>	<u>2011</u>	<u>2012</u>	2007 to 2012 Average Annual	
	FY07-08	FY08-09	FY09-10	FY10-11	FY11-12	FY12-13	Increase	Growth Rate
Single Family Housing Units	34,274	34,686	35,099	35,516	36,111	36,711	487	1.4%
All Other Housing Units	10,823	10,953	11,084	11,215	11,404	11,593	154	1.4%
Goods Production Sq Ft x 1000	13,330	13,440	13,530	13,640	13,740	13,850	104	0.8%
Retail Sq Ft x 1000	7,140	7,250	7,350	7,460	7,570	7,680	108	1.5%
Other Com.Serv Sq Ft x 1000	11,070	11,540	12,000	12,470	12,930	13,400	466	4.2%
Public Sq Ft x 1000	2,950	2,990	3,040	3,080	3,120	3,170	44	1.5%

