

2015

City of New Richmond

# Impact Fee Needs Assessment

CITY OF NEW RICHMOND

PREPARED BY: CITY OF NEW RICHMOND AND CBS SQUARED, INC.

APPROVED BY THE CITY COUNCIL ON 4/13/2015

# Contents

- 1.0 Introduction..... 2**
  - 1.1 Population Projections..... 2**
  - 1.2 Current and Future Development..... 3**
  - 1.3 History ..... 4**
    - 1.3.1 Timeline of Special Charges ..... 4**
- 2.0 Needs Assessment for Municipal Facilities..... 6**
  - 2.1 General ..... 6**
  - 2.2 Municipal Facilities Impact Fees ..... 6**
  - 2.3 Municipal Facilities Impact Fees ..... 6**
- 3.0 Needs Assessment for Transportation Facilities ..... 7**
  - 3.1 General ..... 7**
  - 3.2 Transportation Facility Expansion Costs ..... 7**
  - 3.3 Transportation Facility Impact Fees ..... 8**
- 4.0 Sewer Access Charge (SAC) Fees Needs Assessment – Sanitary Sewer and Wastewater Treatment Facilities..... 9**
  - 4.1 General ..... 9**
  - 4.2 Sanitary Sewer and Wastewater Facility Expansion Costs..... 9**
  - 4.3 Sanitary Sewer and Wastewater Treatment SAC Fees ..... 10**
- 5.0 Needs Assessment for Water Facilities ..... 10**
  - 5.1 General ..... 10**
  - 5.2 Water Expansion Costs..... 10**
  - 5.3 Water Impact Fees ..... 11**
- 6.0 Needs Assessment for Parks and Recreational Facilities ..... 11**
  - 6.1 General ..... 11**
  - 6.2 Park Improvement and Expansion Costs ..... 11**
  - 6.3 Park Impact Fees..... 12**
- 7.0 Increase Fees from Inflation and Construction Cost..... 12**
  - 7.1 Increase Summary..... 12**
- Exhibit A – Future Land Use Map..... 13**
- Exhibit B – Impact Fee Road Improvement Map..... 14**

# Impact Fee Needs Assessment

## 1.0 Introduction

The City of New Richmond has a history of being proactive when increasing and maintaining infrastructure for the provision of services for new development, residents and businesses. To do this, the City has utilized a full range of planning and financing options, including grants, taxes, developer negotiations, Impact Fees, and utilities. A State law enacted in 1995 allows the City to charge Impact Fees for public improvements. Based on this Needs Assessment, updated Impact Fees will be proposed for these facilities. In 2002, the City hired Short Elliott Hendrickson, Inc. (SEH) to complete an Impact Fee Needs Assessment for future development. In 2010, SEH reviewed and updated the Needs Assessment document. In 2003, the City began to utilize Impact Fees to address the need for significant improvements to accommodate growth occurring within the City. Impact Fees are cash contributions, land contributions, interests in land, or any other items of value that are imposed on a developer by a political subdivision. Impact Fees can be used to recover costs to construct, expand, or improve public facilities. Public facilities are:

- Highways and other transportation facilities
- Traffic control devices
- Facilities for collection and treating of sewage
- Facilities for collection and treating storm and surface water
- Facilities for pumping, storing, and distributing water
- Parks, playgrounds, and land for athletic fields
- Solid waste and recycling facilities
- Fire protection facilities
- Law enforcement facilities
- Emergency medical facilities
- Libraries
- Municipal buildings

The City has heard considerable feedback that the current Impact Fees are cumbersome, too expensive, and/or too confusing. In 2014, City staff started the process of reviewing the City's past and present Impact Fees/Special Charges and Sewer Availability Charges (SAC). During this process City staff compiled an extensive history of fees, completed a survey of surrounding communities, consulted attorneys, reviewed State Statutes and City Ordinances, and put together a committee to review findings and make recommendations for moving forward with a new Impact Fee proposal. State Statute requires the City to complete a Needs Assessment along with new ordinances regarding Impact Fees. In 2015, City staff started developing a new Needs Assessment and hired CBS Squared, Inc. to assist in validating the process for infrastructure needs and develop a new Needs Assessment.

## 1.1 Population Projections

From the 2002 study, the population projection for 2010 was 8,325, and the actual census was 8,375. This data shows the growth rate exceeded the 2002 population projection. This also occurred during the economic recession in 2006-2009 and is most likely due to people continuing to look for affordable housing during hard economic times. Below are the population projections provided by the Department of Administration, which shows the City's population increasing by 940 residents over the next 5 years.

The data indicates projections that follow the historic trend with a population growth of approximately 3%. The City believes this estimate will be exceeded once the St. Croix River Bridge is complete in 2016.

**State Department of Administration Population Projections—City of New Richmond:**

Census CoCode	Census Code	MCD Type and Name	County Name	2010 Census	1/1/13 Estimate	2014 Estimate	2015 Projection	2020 Projection	2025 Projection
109	57100	City New Richmond	Sat Croix	8,375	8,533	8616	8,830	9,770	10,560

Source: *Demographic Services Center, Division of Intergovernmental Relations, Department of Administration, State of Wisconsin, 12/10/2013*

**1.2 Current and Future Development**

After review of the population projections, existing platted property, and the potential development areas as shown on Exhibit A – Future Land Use, the 2020 projected Residential growth is 940 additional residents. Based on an average of 2.5 people/unit and only 42.5% of the additional population are new residents, the City anticipates 32 new homes built each year over the next 5 years for a total of 160 units. This calculation was based on historic building permit data. In addition, it is assumed that Commercial and Industrial development will occur at the same rate as the Residential development. Therefore, it is projected that 6 new Commercial, or Industrial developments will occur, each year, over the next 5 years. Based on the proposed population projections and possible development over the next 5 years, the City will be using 20-30% of the proposed infrastructure improvement costs when calculating the Impact Fees. Residential, Commercial and Industrial development will be converted to Residential Equivalent Units (REUs) based on the meter size installed. The conversion table for REUs from one Residential unit to Commercial and Industrial units are shown below.

Residential, Commercial and Industrial Meter size	REU Calculations
3/4" or 5/8" (Residential)	1
1"	2.5
1.25"	4
1.5"	5
2"	8
3"	15
4"	25
6"	50
8" or larger	80

City Staff has projected that of the 6 Commercial developments occurring each year, all will be a mixture of low to moderate water users. The table on page 4 shows the meter size and development assumptions utilized to determine the Commercial and Industrial REUs for the Impact Fee calculations.

<b>Residential Commercial and Industrial Meter Size</b>	<b>REU Conversion Table</b>	<b>Commercial/Industrial Development</b>	<b>REU Calcs</b>
3/4" or 5/8"	1		0
1"	2.5	1	2.5
1.25"	4		0
1.5"	5		0
2"	8	1	8
3"	15	2	30
4"	25	1	25
6"	50	1	50
8" or larger	80		0
		<b>Total REUs in one year</b>	<b>116</b>
		<b>Total over 5 years</b>	<b>580</b>
		<b>Average Number of Commercial Bldgs.</b>	<b>6</b>

Note: REUs have been rounded to the nearest REU.

Each Impact Fee will be multiplied by the number of REUs associated with the meter size to determine the total fee for each service.

### 1.3 History

The City started collecting Impact Fees in 2002. Since then, the City has made many changes to its Impact Fee rates, its Impact Fee ordinances, and its Sewer Availability Charge (SAC) Fees. It is important to understand the timeline of the changes as outlined.

#### 1.3.1 Timeline of Special Charges

<u>Effective Date</u>	<u>Event</u>	<u>Amount</u>	<u>Authority</u>
6/21/2001	Park Fee	\$600	Ordinance #268
6/19/2002	Sewer Availability Charge (SAC)	\$2000	City Council Meeting June 10, 2002
12/23/2002	Adopted Sewer Availability Charge Manual as Policy	\$2000	Utility Commission Meeting
3/27/2003	Park Fee	\$950	Ordinance #291

<u>Effective Date</u>	<u>Event</u>	<u>Amount</u>	<u>Authority</u>
4/1/2003	SAC	\$3250	Rate increased per Utility Commission March 18, 2003
8/1/2003	Impact Fees – Res./Commercial	\$680 Total	Ordinance #296
2/13/2006	Impact Fees – Hangar	\$680	Finance Committee
6/14/2006	Park Impact Fee	Varies per Developers Agreement	
6/22/2006	Water Impact Fee – Residential	\$2310	Ordinance #356
6/22/2006	Water Impact Fee – Commercial	\$2310 Per REU	Ordinance #356
6/22/2006	Water Impact Fee – Residential	\$3107	Ordinance #356
6/22/2006	Water Impact Fee – Commercial	\$3107 per REU	Ordinance #356
6/22/2006	Sewer Interceptor Fee – Residential	\$1818	Ordinance #357
6/22/2006	Sewer Interceptor Fee – Commercial	\$1818 per REU	Ordinance #357
1/4/2007	Park Fee (Residential)	\$954	Ordinance #362
1/4/2007	Park fee (Commercial)	\$.15/sq. foot	Ordinance #362
6/1/2007 to 5/31/2008	50% Water Impact Fee reduction – RESIDENTIAL ONLY	.5 of \$2310 or .5 of \$3107	City Council May 14, 2007
6/1/2007 to 5/31/2008	33% SAC Fee and 33% Water Impact Fee reduction for private COMMERCIAL ONLY.		City Council May 14, 2007
2/19/2009	Don't collect SAC or Water Impact Fees on ALTERATIONS (Commercial jobs) if no change in use.		Per Finance Committee meeting of 2/19/2009 (no council action required per D. Horner)

<u>Effective Date</u>	<u>Event</u>	<u>Amount</u>	<u>Authority</u>
7/29/2010	Increase Transportation Charges	\$855 total (\$425 Streets, \$287 Library, \$143 Police)	City Council June 14, 2010
7/29/2010	NR Southeast Neighborhood Impact Fees	Transportation \$1892 per REU, Sanitary Sewer \$423 per REU, Water \$691 per REU	Ordinance #420
9/12/2011	“Land Rush” Suspension of All Special Charges		Special Council Meeting 8/29/2011

As shown in the table above, many changes have occurred in the Impact Fee calculations and the collection of fees has become extremely difficult to administer. Because the original analysis was based on a 10-year construction period, re-evaluation and re-calculation of the proposed Impact Fees is recommended.

## 2.0 Needs Assessment for Municipal Facilities

### 2.1 General

The Fire Department serves the City of New Richmond, Village of Star Prairie, all portions of the Town of Richmond, Town of Stanton, Town of Star Prairie and portions of the Town of Erin Prairie and Town of Alden. The Fire Hall was updated in 2013 and will not require any major improvements for the next five years.

In 2010, the Library completed a Space Needs Assessment that was updated in October of 2012. This Needs Assessment showed that our current Library is out of space. Additionally, an analysis is currently being completed for the Library and Civic Center future needs.

### 2.2 Municipal Facilities Impact Fees

The needed improvements to the Municipal Facilities due to the population growth within the City would include a possible update to the Civic Center and may include a new Library.

<b>Facility Name - Municipal Facilities</b>	<b>When Needed</b>	<b>Estimated Cost</b>
Municipal Buildings and/or Library	2020	\$2,220,000
<b>Total Municipal Facilities Cost</b>		<b>\$2,220,000</b>

### 2.3 Municipal Facilities Impact Fees

The Municipal Facilities Impact Fees are based on the cost to provide services to a REU. The impact of future development is assumed to be 20% of the demand on these building improvements. The total

number of REUs expected to use the Municipal Facilities in the future as shown in the population portion of the report has been used to calculate these fees.

<b>Total Municipal Facilities</b>	<b>\$2,220,000</b>
20% of cost applied to Impact Fees	\$444,000
Residential units over 5 years	160
Industrial/Commercial units over 5 years	580
<b>Total cost per REU</b>	<b>\$600</b>

The recommended Impact Fee for Municipal Facilities is \$600. The remaining funds for these facilities will be paid for by the existing users, loans, grants, and/or fund raisers.

### 3.0 Needs Assessment for Transportation Facilities

#### 3.1 General

The City of New Richmond historically financed municipal improvements through many funding sources including developer negotiations, annexation agreements, Impact Fees, property tax, as well as requiring infrastructure to be paid for as part of the subdivision developers’ agreement.

Wisconsin Law requires municipalities to adopt a service standard for each public improvement that is being paid for by Impact Fees. The City of New Richmond has established service standards for a variety of public infrastructure, as part of previous Impact Fee Needs Assessments, as well as other professional studies and plans. This report summarizes those standards, as identified in this report, and incorporates them by reference. All service standards are in accordance with Section 66.0617(1)(h) Wisconsin Statutes, as adopted by the City of New Richmond.

#### 3.2 Transportation Facility Expansion Costs

The City of New Richmond continues to have additional demands on their transportation system. The demand is caused by the expansion of the Industrial Park on the south side of the City and the demand to get residents from their homes to the business district. The Impact Fee Road Improvement Map as shown on Exhibit B, also shows the City foresees expansion of its Industrial, high density Residential and Commercial areas.

The main collector roadway within the City’s transportation system is North 4<sup>th</sup> Street. This roadway is located in the north portion of the City and connects the Residential area to the Business District and will serve as a connection with future Residential, Commercial, and Industrial development to the northwest. This roadway does not meet the City’s adopted service standard and with additional traffic from the future development areas, expansion to accommodate additional traffic demands will be required.

Another collector and main route for trucks traveling to and from the City Wastewater Treatment Facility is 115<sup>th</sup> Street. With additional demands on the wastewater treatment system and the additional traffic that will be placed on the 115<sup>th</sup> Street with future development, street improvements will be required to accommodate additional traffic demands.

Paperjack Drive is a local collector that carries traffic from the Business Park and Multi-Use District to the main roadways that access the highway system that surrounds the City. This street sees a large

amount of traffic from the Industrial Park area and has a high demand for pedestrian and bicycle services to connect the City’s trail system.

The main access to connect streets on either side of Paperjack Creek is 125<sup>th</sup> Avenue. This roadway does not meet current service standards and is the main connection between one Residential area and the Industrial Park. As future growth occurs, improvements to this roadway will need to occur to handle the additional traffic demands between the two areas.

All of the proposed transportation projects are shown on Exhibit B. The cost for the Transportation Facilities to accommodate future growth within the City over the next 5 years is shown below. These facilities are located within the City where they will be heavily utilized by future development areas. The impact of future development is assumed to be 25% of demand on these Transportation Facilities.

The cost for the Transportation Facilities improvements to accommodate future growth within the City are found in the table below.

<b>Facility Name - Transportation</b>	<b>When Needed</b>	<b>Estimated Cost</b>
North 4th Street - Knowles Ave to Sharron Street	2015	\$1,250,000
115th Street	2015	\$120,000
Paperjack Drive-Knowles Ave	2016	\$640,000
125th Ave - Pulverize and Repave	2016	\$120,000
TIF 6 Connecting Street	2017	\$200,000
<b>Total Transportation Facilities Cost</b>		<b>\$2,330,000.00</b>

Generally the City does not build infrastructure in advance of development occurring in an area. The City, through the subdivision process, requires streets be designed and constructed to standards appropriate to the development - Residential, Commercial, or Industrial.

The City may also use the special assessment process in order to pay for improvements – in this case the City constructs the improvements, then levies a special assessment against the properties benefited to pay for the cost of said improvements. However, the City has historically only done this for properties located within the City, as levying special assessments outside the City limits requires approval by the applicable Town Board, which historically has been difficult to obtain.

In certain circumstances, the City requires improvements to be constructed to a level that is higher than that which is required by the traffic demands for the development itself. This is done for the purpose of accommodating future demand that will be generated within the City that will directly impact the location the work is being completed, and are to follow with sound engineering practices. In order to pay for the additional capacity on these streets, the City instituted a City-wide Impact Fee in 2003. Thus, through the Impact Fee, all future development pays for its share of the long-term improvements being built in any specific location.

### **3.3 Transportation Facility Impact Fees**

The Transportation Facility Impact Fees are based on the cost to provide adequate street systems per REU. The REU correlation between the use of the Transportation Facilities and the amount of water and sewer use of a facility is the same proportion for most facilities. The REU conversion shown in the

current and future development section of this report will also apply when calculating Transportation Impact Fees.

The total numbers of REUs expected to impact the transportation expansion facility in the future as shown in the population portion of the report have been used to calculate the Impact Fees.

<b>Total Transportation Facilities</b>	<b>\$2,330,000</b>
28% of the cost applied to Impact Fees	\$652,400
Residential units over 5 years	160
Industrial/Commercial units over 5 years	580
<b>Total cost per REU</b>	<b>\$882</b>

The recommended Impact Fee for the Transportation Facilities is \$900. The additional revenue needed for the improvements would be received by City general funds, potential grant borrowing, and/or TIF funding sources.

## **4.0 Sewer Access Charge (SAC) Fees Needs Assessment – Sanitary Sewer and Wastewater Treatment Facilities**

### **4.1 General**

The costs to expand the existing capacity of the Wastewater Treatment Facility were developed with the knowledge of the possible future effluent limits that may be imposed by the DNR due to greater discharge flows. The City evaluated the existing Wasterwater Treatment Facility and outlined the future needs to accommodate growth as part of the 2005 Facility Plan. The City determined the probable construction costs for the future needs from previous experience with Wastewater Treatment Facility design and construction.

The City has 15 Lift Stations within the City’s sewer system facility. The Main Lift Station is in need of pump replacement due to future growth and development within the City. In addition, the Airport Sewer extension and North 4<sup>th</sup> Street sewer replacement projects will help expand the system to accommodate future development in these targeted areas within the City.

### **4.2 Sanitary Sewer and Wastewater Facility Expansion Costs**

The cost for the Sanitary Sewer and Wastewater Treatment Facilities to accommodate future growth within the City over the next 5 years is shown below. The impact of future development is assumed to be 28% of demand on the Sanitary Sewer and Wastewater System.

<b>Sanitary Sewer and WWTP Facilities</b>	<b>When Needed</b>	<b>Estimated Cost</b>
N. 4th St-Knowles Ave to Sharron Sewer Main	2015	\$270,000
Airport Sewer Main Extension *Note: this with be a New Richmond Utility project	2016	\$1,010,000
Replace MLS Pumps & Add Grit Removal	2019	\$800,000
<b>Total Sanitary Sewer &amp; WWTP Facilities Cost</b>		<b>\$2,080,000</b>

### 4.3 Sanitary Sewer and Wastewater Treatment SAC Fees

The Wastewater Treatment Facility and Main Lift Station SAC Fees are based on the cost to provide services to a REU. It is recommended the City impose SAC Fees on the Residential, Commercial, and Industrial development based upon water meter size and equating the size of the meter to REUs as stated in the Current and Future Development section of this report.

The total number of REUs expected to impact the Wastewater Treatment Facility in the future as shown in the population portion of the report have been used to calculate the SAC Fees as shown below.

<b>Total Sanitary Sewer &amp; WWTP Facilities (SAC Fees)</b>	<b>\$2,080,000</b>
28% of the cost to be applied to SAC Fees	\$582,400
Residential units over 5 years	160
Industrial/Commercial units over 5 years	580
<b>Total cost per REU</b>	<b>\$787</b>

The recommended SAC Fee for the Sanitary Sewer and Wastewater Treatment Facilities is \$800. The additional revenue needed for the improvements would be received by sanitary sewer utility, potential grant borrowing, and/or TIF funding sources.

## 5.0 Needs Assessment for Water Facilities

### 5.1 General

The City imposes Water Impact Fees for land development which includes modifications or additions to existing development that creates a need for new, expanded or improved water facilities. The City has evaluated the existing water system and has determined the need to increase capacity by installing watermain facilities in Airport Road and replacing watermain in North 4th Street. In addition, the Water Department Facility will need to be expanded due to the increase need for services within the Water Department.

In 2008, a space needs assessment was completed on the existing Water Department Facility. The study results show that the existing facility is marginally meeting current demands but will not accommodate additional staff and equipment.

### 5.2 Water Expansion Costs

The cost for the Water Facilities to accommodate future growth within the City over the next 5 years is shown below. The impact of the future development is assumed to be 30% of the demand on the Water Facilities.

<b>Water Facilities</b>	<b>When Needed</b>	<b>Estimated Cost</b>
Replace N 4th St-Knowles-Sharron WM	2015	\$465,000
Airport Water Extension *Note: this will be a New Richmond Utility project	2016	\$1,100,000
Water Shop Expansion	2017	\$287,500
<b>Water Facility Costs</b>		<b>1,852,500</b>

### 5.3 Water Impact Fees

The Water Impact Fees are based on the cost to provide services to a REU. It is recommended that the City impose Impact Fees on the Residential, Commercial, and Industrial development based upon water meter size and equating the size of the water meter to one REU as stated in the Current and Future Development section of this report.

The total number of REUs expected to impact the Water Facilities in the future as shown in the population portion of the report have been used to calculate the Water Impact Fees as shown below:

<b>Total Water Facilities</b>	<b>\$1,852,500</b>
30% of cost applied to Impact Fees	\$555,750
Residential units over 5 years	160
Industrial/Commercial units over 5 years	580
<b>Total cost per REU</b>	<b>\$751</b>

The recommended Water Impact Fee for the Water Facilities is \$800. The additional revenue needed for the improvements would be received by the water utility, potential grants, borrowing and/or TIF funding sources.

## 6.0 Needs Assessment for Parks and Recreational Facilities

### 6.1 General

The Parks and Recreation Impact Fees are based on the cost to provide Parks and Recreation Facilities to a REU. The total number of REUs expected to contribute to the Parks and Recreation Facility in the future as shown in the population portion of the report, have been used to calculate the Impact Fees.

### 6.2 Park Improvement and Expansion Costs

The Park Impact Fees are based on the cost to provide services to a REU. It is recommended that the City impose Impact Fees on the Commercial and Industrial development based upon water meter size and equating the size of the water meter to one REU as stated in the Current and Future Development section of this report. Listed below are the Park Facilities projects that are scheduled to be completed in the next 5 years to accommodate additional City development.

<b>Park Facilities</b>	<b>When Needed</b>	<b>Estimated Cost</b>
Portion of Minnesota Ave Bike/Pedestrian Path	2016	\$280,000
Portion of CTH A Bike/Pedestrian Path	2017	\$306,000
Portion of Fox Run Bike/Pedestrian Path	2018	\$250,000
Portion of Mary Park Improvements	2018	\$80,000
Portion of Hatfield Park Improvements	2018	\$150,000
Portion of Freedom Park Improvements	2019	\$630,000
Potion of North Side Bike/Pedestrian Path	2019	\$153,600
<b>Total Park Facilities Cost</b>		<b>\$1,849,600</b>

### 6.3 Park Impact Fees

The Park Impact Fees are based on the cost to provide services to a REU. It is recommended the City impose Impact Fees on the Residential, Commercial, and Industrial development based upon water meter size and equating the size of the water meter to one REU as stated in the Current and Future Development section of this report. It is recommended that 20% of the cost for Park and Recreational Facilities comes from Impact fees.

The total numbers of REUs expected to impact the Park Facilities in the future as shown in the population portion of the report, have been used to calculate the Park Impact Fees as shown below:

<b>Total Park Facilities</b>	<b>\$1,849,600</b>
20% of cost applied to Impact Fees	\$369,920
Residential units over 5 years	160
Industrial/Commercial units over 5 years	580
<b>Total cost per REU</b>	<b>\$500</b>

The recommended Park Impact Fee for the Park and Recreation Facilities is \$500. The additional revenue needed for the improvements would be received by potential grants, borrowing and/or fund raisers.

## 7.0 Increase Fees from Inflation and Construction Cost

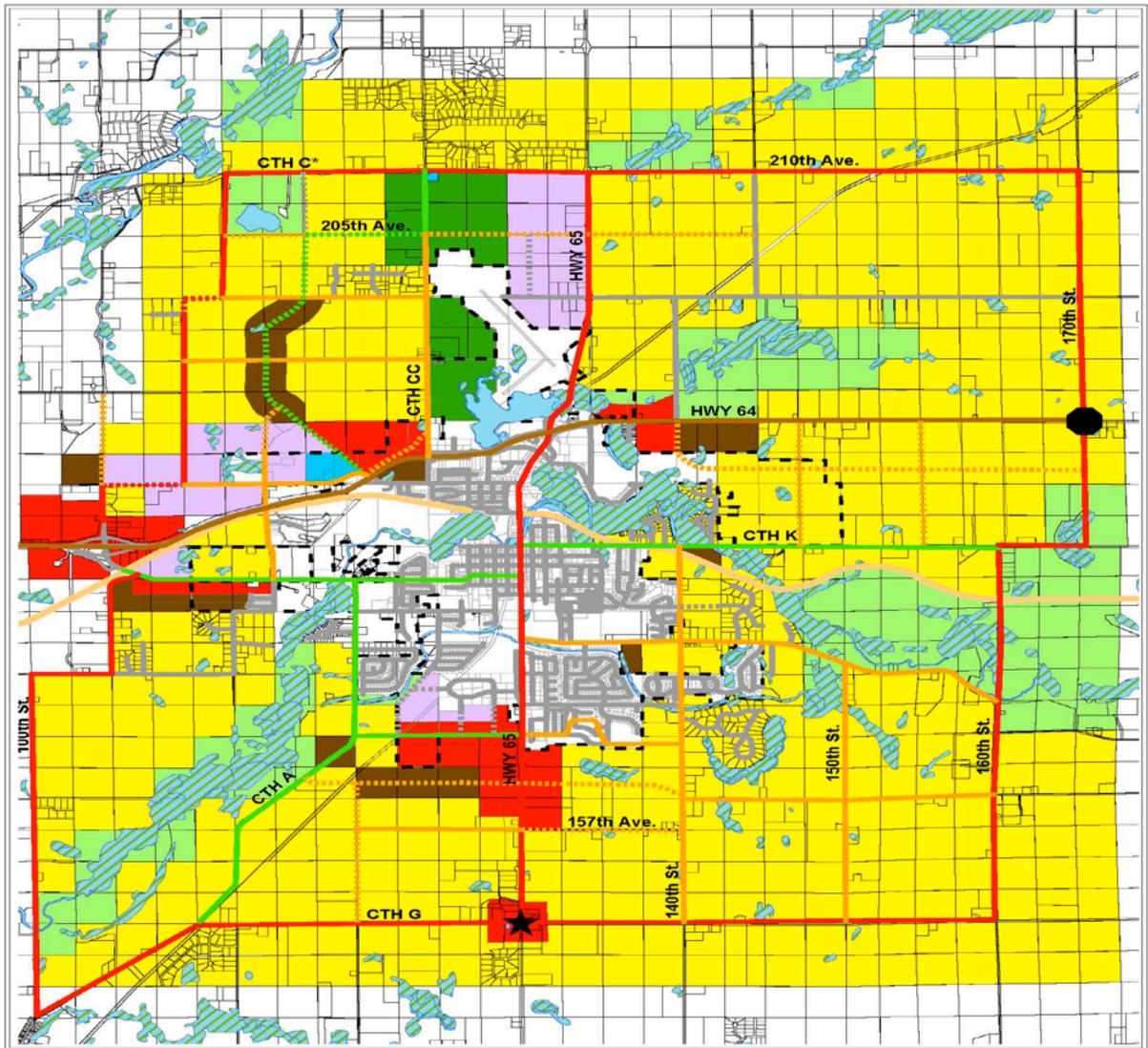
### 7.1 Increase Summary

All calculations and fees described in this report are based on 2015 construction costs. We are recommending an increase in each of the Impact Fees to accommodate annual increases based on Engineering News Record (ENR) construction index and/or Consumer Price Index. A summary of the recommended Impact Fees for each service along with the increase in fees over time is shown on page 13.

<b>Impact Fee</b>	<b>2014</b>	<b>2015</b>	<b>2016</b>	<b>2017</b>
Municipal	\$430	\$600	\$667	\$733
Transportation	\$425	\$900	\$1000	\$1100
SAC	\$3,250	\$800	\$889	\$978
Water	\$2,310	\$800	\$889	\$978
Parks	\$475	\$500	\$555	\$611
<b>Total</b>	<b>\$6,890</b>	<b>\$3,600</b>	<b>\$4,000</b>	<b>\$4,400</b>

Fee increases beyond the three year period will be evaluated to determine the appropriate increase based on the actual inflation and cost of living increases that have occurred between 2015 and 2017.

# Exhibit A - Future Land Use Map



**Future Land Use & Thoroughfares**  
 City of New Richmond, Wisconsin  
 August 17, 2005

**Legend**

<p><b>Road Classifications</b></p> <ul style="list-style-type: none"> <li><span style="color: brown;">—</span> Principal Arterial - Expressway (PA-EX)</li> <li><span style="color: red;">—</span> Principal Arterial - Parkway (PA-PKWY)</li> <li><span style="color: green;">—</span> Minor Arterial (MA)</li> <li><span style="color: orange;">—</span> Collector</li> <li><span style="color: grey;">—</span> Local Streets</li> <li><span style="color: yellow;">—</span> Rail Road</li> </ul>	<p><b>Interchanges</b></p> <ul style="list-style-type: none"> <li>★ Jug-handle Grade Separation</li> <li>● Interchange Footprint To Be Preserved</li> </ul> <p> <span style="color: blue;">▨</span> Wetlands  <span style="color: lightblue;">▨</span> Surface Water                 </p>	<p><b>Future Land Use</b></p> <ul style="list-style-type: none"> <li><span style="color: red;">■</span> Commercial</li> <li><span style="color: purple;">■</span> Industrial</li> <li><span style="color: brown;">■</span> Potential High Density Residential (3-4 Units Per Acre)</li> <li><span style="color: yellow;">■</span> Residential (1-3 Units Per Acre)</li> <li><span style="color: green;">■</span> Agriculture / Open Space</li> <li><span style="color: lightgreen;">■</span> Parks / Conservation</li> <li><span style="color: blue;">■</span> Institutional</li> </ul>
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**NOTE**  
 Proposed road shown with dashed line.  
 Existing roads shown with solid line.

0      2,950      5,900 Feet

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# Exhibit B – Impact Fee Road Improvement Map

