



TOWN OF PRESCOTT VALLEY

Non-Utility Development Impact Fee Report

DRAFT REPORT / September 15, 2026

September 15, 2026

Mr. Ryan Judy
Deputy Town Manager
Town of Prescott Valley
7501 E Skoog Blvd
Prescott Valley, AZ 86314

Subject: Non-Utility Development Impact Fee Report

Dear Mr. Judy,

Raftelis is pleased to provide this 2026 Development Impact Fee (DIF) report to supplement the Land Use Assumptions and Infrastructure Improvements Plan (IIP) report for Streets, Police, and Parks/Recreation facilities for the Town of Prescott Valley (Town).

This report details the development of the Town's projected DIFs based on the results of the LUA and IIP report. The proposed fees follow the requirements set forth in the Arizona Revised Statute 9-463.05.

We would like to thank you and the entire staff engaged in this project for your and the Town's staff for their assistance. Questions regarding this report and the Study should be directed to Mr. Cristiano at the contact information below.

Sincerely,
RAFTELIS



Todd Cristiano
Vice President
tcristiano@raftelis.com

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Executive Summary

Introduction

The Town of Prescott Valley (Town) retained Raftelis to conduct a comprehensive update to its streets, police, and parks/recreational development impact fees (DIF). The last study was completed in 2020. This report summarizes the methodologies used for each fee area, calculations, and the proposed FY 2027 development impact fees for the 10-year study period FY 2027 – FY 2037.

Impact Fee Statutory Requirements

Arizona's enabling legislation for development fees (ARS § 9-463.05) includes the following components: 1) Land Use Assumptions (LUA) for at least 10 years; 2) Infrastructure Improvements Plan (IIP); and 3) Development Fees (DIF). Given the State's two-phase adoption process, the LUA and IIP are being reviewed, refined, and approved before focusing on the development fees.

The projections of demand for necessary public services or facility expansions required by new service units set forth in the IIP is limited to 10 years. The enabling legislation also requires that the fees be based on the same Level-Of-Service (LOS) provided to existing development. LOS to existing development may increase, but not by means of development fees. The enabling legislation also places specific limitations on necessary public services. For example, only 10,000 square feet of a new library may be funded with development fees. Prescott Valley's 2026 Development Fee Study includes the necessary public services listed below:

- Streets
- Public Safety Facilities (Police)
- Parks/Recreation facilities

Development fees are one-time payments used to construct system improvements needed to accommodate new development. The fees represent future development's proportionate share of infrastructure capacity. Development fees may only be used for capital improvements or debt service for growth-related infrastructure. In contrast to general taxes, development fees may not be used for operations, maintenance, replacement, or correcting existing deficiencies.

Arizona Development Fee Enabling Legislation

Arizona Revised Statutes § 9-463.05 governs how development fees are calculated for municipalities in Arizona. During the state legislative session of 2011, Senate Bill 1525 (SB 1525) was introduced which significantly amended the development fee enabling legislation. The changes included:

- Amending existing development fee programs by January 1, 2012
- Abandoning existing development fee programs by August 1, 2014
- New development fee program structure revolving around Land Use Assumptions and Infrastructure Improvements Plan
- New adoption procedures for the Land Use Assumptions, Infrastructure Improvements Plan, and development fees

- New definitions, including “necessary public services” which specify what categories and types of infrastructure may be funded with development fees
- Time limitations in development fee collections and expenditures
- New requirements for credits, “grandfathering” rules, and refunds

The Town of Prescott Valley (Town) has complied with Arizona’s development fee enabling legislation and applicable legal precedents with industry-standard methodologies. Development fees are proportionate and reasonably related to the capital improvement demands of new development. Specific costs have been identified using local data and current dollars. Raftelis, with input from Town staff determined demand indicators for each type of infrastructure and calculated proportionate share factors to allocate costs by type of development. This report documents the formulas and input variables used to calculate the development fees for each type of public facility. Development fee methodologies also identify the extent to which new development is entitled to various types of credits to avoid potential double payment of growth-related capital costs.

Necessary Public Services

Consistent with Arizona’s development fee enabling legislation, development fees may be only used for construction, acquisition, or expansion of public facilities that are necessary public services. Necessary public facilities must have a life expectancy of three or more years and be owned or operated on behalf of the municipality.

Evaluation of Credits

New development should not be required to pay twice for the cost of new facilities – once through development fees and again through other taxes or fees that are used to fund the same facilities. To avoid potential double-payment, development fees may be reduced, and such a reduction is referred to as an offset or revenue credit that is incorporated into the development fee calculation. In general, offsets are only required for funding that is dedicated for capacity-expanding improvements of the type addressed by the development fee. A municipality is not required to use general fund revenue to pay for growth-related improvements.

SB 1525 amended the “offset” provision in the state enabling act to add a mandate regarding construction contracting excise tax, as highlighted in the following provision ARS § 9-463.05(B)(12):

The municipality shall forecast the contribution to be made in the future in cash or by taxes, fees, assessments or other sources of revenue derived from the property owner towards the capital costs of the necessary public service covered by the development fee and shall include these contributions in determining the extent of the burden imposed by the development. Beginning August 1, 2014, for purposes of calculating the required offset to development fees pursuant to this subsection, if a municipality imposes a construction contracting or similar excise tax rate in excess of the percentage amount of the transaction privilege tax rate imposed on the majority of other transaction privilege tax classifications, the entire excess portion of the construction contracting or similar excise tax shall be treated as a contribution to the capital costs of necessary public services provided to development for which development fees are assessed, unless the excess portion was already taken into account for such purpose pursuant to this subsection.

Because Prescott Valley does not charge a construction excise tax at a rate higher than for other types of business activities, no such offset is required.

Qualified Professionals

Qualified professionals must prepare the IIP, using generally accepted engineering and planning practices. A qualified professional is defined as “a professional engineer, surveyor, financial analyst, or planner providing services within the scope of the person’s license, education, or experience.” Raftelis is a financial consulting firm specializing in the cost of growth services and user charges for utilities. Our services include development fees, infrastructure funding, user fees, and cost-of-service studies. Since 1993, Raftelis has provided consulting services for local governments and utilities across the United States. The total cost of professional services for non-utility impact fees, including all meetings with staff, Mayor’s Commission, and elected officials, was \$81,320. The cost of professional services was allocated equally the three fee areas.

Methods

Development fees fund growth-related infrastructure that will benefit multiple development projects or the entire jurisdiction (usually referred to as system improvements). There are three general methods for calculating development fees. The choice of a particular method depends primarily on the timing of infrastructure construction (past, concurrent, or future) and service characteristics of the facility type being addressed. Each method has advantages and disadvantages in a particular situation and can be used simultaneously for different cost components.

The process of calculating development impact fees involves two main steps: (1) determining the cost of development-related capital improvements and (2) allocating those costs equitably to various types of development. In practice, though, the calculation of development fees can become complicated due to the many variables involved in defining the relationship between development and the need for facilities within the designated service area. The following paragraphs discuss three basic methods for calculating development fees and how those methods can be applied.

- **Recoupment.** The rationale for recoupment, often called cost recovery, is that new development is paying for its share of the useful life and remaining capacity of facilities already built, or land already purchased, from which new growth will benefit. This methodology is often used for utility systems that must provide adequate capacity before new development can take place.
- **Incremental Expansion.** The incremental expansion method documents current infrastructure standards for each type of public facility, using both quantitative and qualitative measures. By definition there are no existing infrastructure deficiencies or surplus capacity in infrastructure. New development is only paying its proportionate share to maintain current standards for growth-related infrastructure. Fee revenue will be used to expand or provide additional facilities, as needed to keep pace with new development.
- **Plan-Based.** The plan-based method allocates costs for a specified set of improvements to a specified amount of service units. Improvements are typically identified in a facility master plan and development potential is identified by the land use assumptions. There are two options for determining the cost per service unit: 1) total cost of a public facility can be divided by total demand units (average cost approach), or 2) the growth-share of the public facility cost can be divided by the net increase in demand units over the planning timeframe (marginal cost approach).

Figure 1 summarizes the methods and cost components for each type of infrastructure included in Prescott Valley's IIP and DIF study. Arizona's enabling legislation also requires a determination of service areas, within which a substantial nexus exists between public facilities and the development being served. A Townwide service area is appropriate for Prescott Valley's streets, police, and parks/recreation facilities.

Figure 1: Development Fee Methods and Cost Components

Type of Infrastructure	Service Area	Cost Recovery (past improvement)	Incremental Expansion (current standards)	Plan-Based (future improvements)	Cost Allocation
<i>Parks and Recreation</i>	Townwide		Park Improvements and Trails		Daytime Population
<i>Police</i>	Townwide	Debt Service Police Buildings	Police Vehicles		Functional Population
<i>Streets</i>	Townwide			Growth Share of Arterials, Collectors, and Intersections	Average Daily Inbound Vehicle Miles of Travel

Proposed Development Fees

Proposed fees per residential dwelling are summarized in Figure 2. Residential fees per dwelling unit are charged in two classes – single family and multifamily.

Fees for nonresidential development are listed per square foot of floor area. Proposed fees are provided for three general types of development. Industrial includes all goods production and warehouse development. Office and Other Services includes business service and personal services, such as health care. Retail and Restaurants includes the uses found in a typical shopping center, such as eating/drinking places.

Figure 2: Proposed Development Impact Fees

	Streets	Police	Parks/Recreation	Library	Total
Residential (per dwelling)					
Multifamily	\$2,457	\$596	\$1,458	\$998	\$5,509
Single Family	\$3,616	\$676	\$1,654	\$1,589	\$7,535
Nonresidential (per Square Foot of floor area)					
Industrial	\$0.98	\$0.24	\$0.27		\$1.49
Office & Other Services	\$2.13	\$0.52	\$0.69		\$3.34
Retail & Restaurants	\$4.87	\$1.74	\$0.63		\$7.24

Streets Facilities

ARS § 9-463.05(T)(7)(e) defines the facilities and assets which can be included in the Streets Facilities IIP.

“Street facilities located in the service area, including arterial or collector streets or roads that have been designated on an officially adopted plan of the municipality, traffic signals and rights-of-way and improvements thereon.”

Development Fees for Streets

Figure 3 indicates key input variables at the top, which are documented in Prescott Valley’s LUA and IIP report. Proposed fees are equal to the Vehicle Miles of Travel (VMT) by development category multiplied by the cost factor of \$446 per VMT. The cost factor is equal to the growth-related cost over the 10-year period divided by the VMT increase over the same period (\$11,857,107 / 26,542). For example, the DIF for a single family residential unit is derived from the formula below.

$$7.85 \times 0.57 \times 1.20 \times 1.51 \times \$446 = \$3,616 \text{ (truncated)}$$

Figure 3: Proposed Streets Fees

Prescott Valley Input Variables			Growth Quantity	Cost Factor	
10-Year Growth Cost of Lane Miles			10.0	\$1,183,000	\$11,830,000
Professional services for LUA, IIP, and DIF					\$27,107
Impact Fee Audit					
TOTAL GROWTH COST OVER TEN YEARS					\$11,857,107
VMT Increase Over 10 Years					26,542
Growth Cost per VMT					\$446
Average Miles per Trip					1.51
Residential (per dwelling unit) for Streets					
ITE Code	Type	Avg Wkdy Veh Trip Ends	Trip Rate Adjustment	Trip Length Adjustment	Maximum Supportable Streets Impact Fees
221	Multifamily	5.34	57%	120%	\$2,457
210	Single Family	7.85	57%	120%	\$3,616
Nonresidential (per square foot of floor area) for Streets					
ITE Code	Type	Avg Wkdy Veh Trip Ends per 1,000 Sq Ft	Trip Rate Adjustment	Trip Length Adjustment	Maximum Supportable Streets Impact Fees
110	Industrial	3.60	50%	81%	\$0.98
710	Office/Services	7.83	50%	81%	\$2.13
820	Retail/Restaurant	36.39	36%	56%	\$4.87

Projected Revenue from Streets Fees

The revenue projection shown below assumes implementation of the proposed streets fees and that development in the service area over the next 10 years is consistent with the land use assumptions. To the extent the rate of development either accelerates or slows down, there will be a corresponding change in the impact fee revenue. The streets fee revenue projection in Figure 4 (\$11.73 million over 10 years) approximates the growth cost of planned system improvements to be funded with development fees.

Figure 4: Proposed Streets Fee Revenue

Ten-Year Cost of Transportation Improvements

Growth Cost => **\$11,857,107**

Transportation Impact Fee Revenue

		<i>Average-Size Residential</i> \$3,316 per housing unit	<i>Industrial</i> \$980 per 1000 Sq Ft	<i>Office/Services</i> \$2,130 per 1000 Sq Ft	<i>Retail/Restaurant</i> \$4,870 per 1000 Sq Ft
		<i>Hsg Units</i>	<i>KSF</i>		<i>KSF</i>
Base	2027	24,684	3,313	2,157	1,384
Year 1	2028	24,968	3,353	2,183	1,401
Year 2	2029	25,255	3,394	2,209	1,418
Year 3	2030	25,545	3,434	2,236	1,435
Year 4	2031	25,840	3,475	2,263	1,452
Year 5	2032	26,136	3,518	2,289	1,469
Year 6	2033	26,437	3,560	2,317	1,487
Year 7	2034	26,741	3,602	2,345	1,505
Year 8	2035	27,049	3,645	2,373	1,523
Year 9	2036	27,360	3,689	2,401	1,541
Year 10	2037	27,675	3,733	2,430	1,560
<i>10-Yr Increase</i>		2,991	420	273	176
Projected Revenue =>		\$9,918,000	\$412,000	\$581,000	\$857,000
Total Revenue (rounded) =>					\$11,768,000

Public Safety Facilities

ARS § 9-463.05(T)(7)(f) defines the police facilities eligible for development fee funding. The Town of Prescott Valley will refer to these as “public safety facilities.”

“Fire and Police facilities, including all appurtenances, equipment and vehicles. Fire and Police facilities do not include a facility or portion of a facility that is used to replace services that were once provided elsewhere in the municipality, vehicles and equipment used to provide administrative services, helicopters or airplanes or a facility that is used for training firefighters or officers from more than one station or substation.”

Police Development Fees

Input variables for police, as documented in the IIP, are summarized in the upper portion of Figure 5. The conversion of infrastructure costs per service unit into a cost per development unit is also shown in the table below. For residential development, average number of persons per dwelling provides the necessary conversion. For nonresidential development, trip generation rates by type of development are from the Institute of Transportation Engineers (ITE 2025). To ensure the analysis is based on travel demand associated with nonresidential development within Prescott Valley, trip ends (entering and exiting) are converted to inbound trips using trip adjustment factors. For industrial and office/other services, a basic adjustment of 50% is applied. Because commercial development attracts “pass-by” trips, the adjustment factor for commercial is only 36%, based on the average pass-by factor for shopping centers (ITE 2025). Proposed development fees for police facilities are shown in the column with gray shading.

Figure 5: Proposed Police Fees**Prescott Valley Input Variables**

<i>Infrastructure Type</i>	<i>Infrastructure Units</i>	<i>Growth Quantity Over Ten Years</i>	<i>Cost Factor per Unit</i>	<i>Growth Cost (rounded)</i>
Police Buildings	square feet	4,381	\$302	\$1,325,000
Police Vehicles (3+ years of useful life)	count	12	\$97,261	\$1,167,000
Professional Services for LUA, IIP, and DIF				\$27,107

Total => \$2,519,107

Allocated Cost by Land Use

Residential	78%	\$1,964,903
Nonresidential	22%	\$554,203

<i>Growth 2027 - 2037</i>		<i>Cost per Service Unit</i>
Residential (persons)	6,581	\$298
Nonresidential (vehicle trips)	4,098	\$135

Residential Impact Fees (per housing unit) for Police

<i>Type</i>	<i>Persons per Housing Unit</i>	<i>Maximum Supportable Police Impact Fees</i>
Multifamily	2.00	\$596
Single Family	2.27	\$676

Nonresidential Impact Fees (per square foot of floor area) for Police

<i>Type</i>	<i>Avg Wkdy Veh Trip Ends per 1,000 Sq Ft</i>	<i>Trip Adjustment Factors</i>	<i>Maximum Supportable Police Impact Fees</i>
Industrial	3.60	50%	\$0.24
Office/Services	7.83	50%	\$0.52
Retail/Restaurant	36.39	36%	\$1.74

Projected Revenue from Police Fees

The revenue projection shown below assumes implementation of the proposed police fees and that development in the service area over the next 10 years is consistent with the land use assumptions. To the extent the rate of development either accelerates or slows down, there will be a corresponding change in the impact fee revenue. The police fee revenue projection in Figure 6 (\$2.51 million over 10 years) approximates the growth cost of planned system improvements to be funded with development fees.

Figure 6: Police Fee Revenue¹**Ten-Year Need for Growth-Related Police Facilities => \$2,519,107****Police Impact Fee Revenue**

		<i>Average Residential \$655 per housing unit</i>	<i>Industrial \$240 per 1000 Sq Ft</i>	<i>Office/ Services \$520 per 1000 Sq Ft</i>	<i>Retail/ Restaurant \$1,740 per 1000 Sq Ft</i>
		<i>Housing Units</i>	<i>KSF</i>	<i>KSF</i>	<i>KSF</i>
Base	2027	24,684	3,313	2,157	1,384
Year 1	2028	24,968	3,353	2,183	1,401
Year 2	2029	25,255	3,394	2,209	1,418
Year 3	2030	25,545	3,434	2,236	1,435
Year 4	2031	25,840	3,475	2,263	1,452
Year 5	2032	26,136	3,518	2,289	1,469
Year 6	2033	26,437	3,560	2,317	1,487
Year 7	2034	26,741	3,602	2,345	1,505
Year 8	2035	27,049	3,645	2,373	1,523
Year 9	2036	27,360	3,689	2,401	1,541
Year 10	2037	27,675	3,733	2,430	1,560
<i>Ten-Yr Increase</i>		2,991	420	273	176
Projected Revenue =>		\$1,959,000	\$101,000	\$142,000	\$306,000
Total Projected Revenues (rounded) =>					\$2,508,000

¹ Actual revenue will vary depending on the square footage and type of residential and non-residential growth.

Parks/Recreation Facilities Development Fees

ARS § 9-463.05(T)(7)(g) defines the parks and recreation facilities eligible for development fee funding.

“Neighborhood parks and recreational facilities on real property up to thirty acres in area, or parks and recreational facilities larger than thirty acres if the facilities provide a direct benefit to the development. Park and recreational facilities do not include vehicles, equipment or that portion of any facility that is used for amusement parks, aquariums, aquatic centers, auditoriums, arenas, arts and cultural facilities, bandstand and orchestra facilities, bathhouses, boathouses, clubhouses, community centers greater than three thousand square feet in floor area, environmental education centers, equestrian facilities, golf course facilities, greenhouses, lakes, museums, theme parks, water reclamation or riparian areas, wetlands, zoo facilities or similar recreational facilities, but may include swimming pools.”

Input variables for parks/recreation facilities, documented in the IIP, are summarized in the upper portion of Figure 7. The conversion of costs per service unit into a cost per development unit is also shown in the table below. For residential development, average number of persons per housing unit provides the necessary conversion. For nonresidential development, average jobs per square foot of floor area are derived from trip generation rates by type of development, published by the Institute of Transportation Engineers (ITE 2025). Additional details on nonresidential prototypes are provided in the LUA report. Proposed development fees for parks/recreation facilities are shown in the column with gray shading.

Figure 7: Parks/Recreation Facilities Service Units and Fees per Development Unit

Prescott Valley Input Variables

Infrastructure Type	Infrastructure Units	Growth Quantity Over Ten Years	Cost Factor per Unit	Growth Cost (rounded)
Park Improvements	acres	22	\$200,000	\$4,420,000
Trails (not within street ROW)	linear feet	10,428	\$74	\$773,000
Impact Fee Audit				
Professional Services for LUA, IIP, and DIF				\$27,107
Total =>				\$5,220,107

Cost Allocation

Residential	92%
Nonresidential	8%

Allocated Cost by Land Use

Residential	\$0
Nonresidential	\$0
Growth 2027 to 2037	
Residential (persons)	6,581
Nonresidential (jobs)	1,364

Cost per Service Unit

Residential (persons)	6,581	\$729
Nonresidential (jobs)	1,364	\$306

Residential Impact Fees (per housing unit) for Parks and Recreation

Type	Persons per Housing Unit	Maximum Parks and Recreation Impact Fees
Multifamily	2.00	\$1,458
Single Family	2.27	\$1,654

Nonresidential Impact Fees (per square foot of building floor area) for Parks and Recreation

Type	Jobs per 1,000 Square Feet	Maximum Parks and Recreation Impact Fees
Industrial	0.90	\$0.27
Office/Services	2.28	\$0.69
Retail/Restaurant	2.09	\$0.63

Projected Revenue for Parks/Recreation Facilities

Parks/recreation facilities development fee revenue is expected to match the growth cost of parks/recreation infrastructure, which has a 10-year total cost of approximately \$5.22 million (see the upper portion of Figure 8). The table below indicates Prescott Valley should receive approximately \$5.21 million in development fee revenue, if actual development matches the land use assumptions. To the extent the rate of development either accelerates or slows down, there will be a corresponding change in the need for infrastructure and development fee revenue.

Figure 8: Parks/Recreation Development Fee Revenue²

Parks and Recreation Growth Cost Over 10 Years => \$5,220,107

Parks and Recreation Impact Fee Revenue

		Average Residential \$1,603 per housing unit	Industrial \$270 per 1000 Sq Ft	Office/Services \$690 per 1000 Sq Ft	Retail/Restaurant \$630 per 1000 Sq Ft
		Housing Units	KSF	KSF	KSF
Base	2027	24,684	3,313	2,157	1,384
Year 1	2028	24,968	3,353	2,183	1,401
Year 2	2029	25,255	3,394	2,209	1,418
Year 3	2030	25,545	3,434	2,236	1,435
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Year 9	2036	27,360	3,689	2,401	1,541
Year 10	2037	27,675	3,733	2,430	1,560
Ten-Yr Increase		2,991	420	273	176
Projected Revenue =>		\$4,795,000	\$113,000	\$188,000	\$111,000
		Total Revenue Over 10 Years=> \$5,207,000			

Library Debt Service

ARS § 9-463.05(R) authorizes Prescott Valley to continue collecting Library impact fees for remaining debt service.

“R. A municipality may continue to assess a development fee adopted before January 1, 2012 for any facility that was financed before June 1, 2011 if:

- 1. Development fees were pledged to repay debt service obligations related to the construction of the facility.*
- 2. After August 1, 2014, any development fees collected under this subsection are used solely for the payment of principal and interest on the portion of the bonds, notes or other debt service obligations issued before June 1, 2011 to finance construction of the facility.”*

Figure 9 lists remaining principal and interest payments for the Town’s library. Prescott Valley will stop collecting the current Library DIF after any General Fund advances to the Library DIF have been repaid.

² Actual revenue will vary depending on the square footage and type of residential and non-residential growth.

Figure 9: Remaining Principal and Interest Payments - Library

Fiscal Year Ending	Private Placement 2015 (Library Building)		Total
	Principal	Interest	
2027	\$1,115,000	\$26,537	
	\$1,115,000	\$26,537	\$1,141,537

Based on the 2027 land use assumptions, Figure 10 projects library impact fee revenue to yield approximately \$403 thousand over the next year. Projected DIF revenue is approximately 35% of the remaining debt service obligation.

Figure 10: Projected Impact Fee Revenue for Library Debt

Remaining Debt Service (2027) =>		\$1,141,537	
Library Impact Fee Revenue			
	<i>Year</i>	<i>Single Family Residential</i> \$1,589 per housing unit	<i>Multifamily Residential</i> \$998 per housing unit
		<i>Housing Units</i>	<i>Housing Units</i>
Current	2026	18,058	6,345
Base	2027	18,266	6,418
<i>One-Yr Increase</i>		208	73
Projected Revenue =>		\$330,000	\$73,000
Total Revenue Over Seven Years (rounded) =>		\$403,000	