

Union Public Utility District – Calaveras County, CA

Water Connection and Capacity Fees Study [DRAFT]

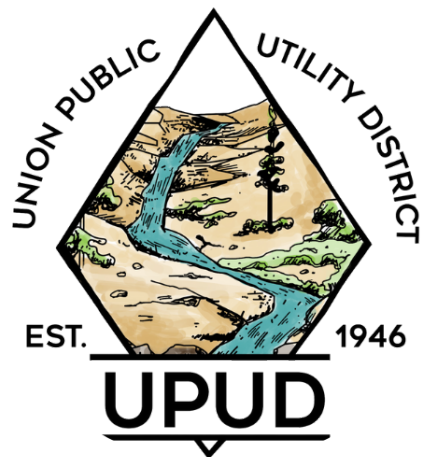
2024

Prepared for:

Union Public Utility
District

339 Main Street

Murphys, CA 95247



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1. Executive Summary

1.1 Purpose of this Study

The purpose of this study is to provide recommendations to Union Public Utility District (UPUD) on updating the water service connection and capacity fees.

The District currently charges a flat fee of \$14,000 for all new connections, regardless of service size. This fee was established in 2008 to balance the cost of existing and anticipated system upgrades with the projected growth rate within the District boundary. However, the District believes it is appropriate to update the fee schedule to more accurately reflect the current and projected costs of infrastructure upgrades, as well as to establish a basis for a graduated fee structure based on meter size. This report details the calculations, estimates and assumptions used to determine the proposed fee schedule.

These are one-time fees charged to new water system customers and existing customers who require additional capacity (meter upsizing).

1.2 District Background

The District provides domestic water service and agricultural irrigation along the Highway 4 corridor in Calaveras County. Surface water is provided by Utica Water and Power Authority (UWPA), routed from the North Fork of the Stanislaus River to UPUD facilities. The District boundaries extend north to the Utica Canal, north of Murphys, and include the communities of Murphys, Vallecito, Douglas Flat, extending west to Six Mile Village and south to Carson Hill. The District's service area is coterminous with its sphere of influence (SOI) and encompasses approximately 19.1 square miles. The sphere of influence (SOI) overlaps approximately 190 acres of the City of Angels Camp SOI.

The District currently serves approximately 1,600 metered domestic water connections (treated). Approximately 1,560 of these are 3/4" or smaller. The average daily flow of treated water is around 850,000 gallons, with notably higher flows in the summer months. The untreated irrigation system has approximately 100 metered connections, with daily flows ranging from 35,000 to over 3 million gallons.

1.3 Methodologies Used

The proposed fee structure is broken into several components. The "connection fee" includes the material cost of a new meter and the labor and equipment costs of installation. The "capacity charge" includes a combination of a buy-in fee and administrative fee. This fee reflects the costs associated with the additional demand on the system.

This study incorporates recommended methodologies as described in the American Water Works Association (AWWA) M1 manual titled "Principles of Water Rates, Fees, and Charges". The Manual outlines the basic elements involved in the determination of water-related fees and presents various alternative rules of procedure for formulating said fees, providing the water purveyor the ability to exercise judgment and preference to meet local conditions and

requirements. The methodologies chosen for this study are widely used and accepted by policy makers and industry professionals. Further detail is provided in the body of this report as to how these are implemented.

1.4 Authority to Charge Connection and Capacity Fees

The District is authorized to charge connection and capacity fees under the Mitigation Fee Act, which is included in the California Government Code Sections 66010 through 66020. Section 66013 defines the following terms:

water connection: "...the connection of a structure or project to a public water system..."

fee: "...a fee for the physical facilities necessary to make a water connection or sewer connection, including, but not limited to, meters, meter boxes, and pipelines from the structure or project to a water distribution line or sewer main, and the estimated reasonable cost of labor and materials for installation of those facilities bears a fair or reasonable relationship to the payor's burdens on, or benefits received from, the water connection or sewer connection".

capacity charge: "...a charge for public facilities in existence at the time a charge is imposed or charges for new public facilities to be acquired or constructed in the future that are of proportional benefit to the person or property being charged..."

A capacity charge does not include the monthly service charge and water usage fees. For the purposes of this study, the term "connection fee" assumes the definition of "fee" provided above, whereas the simple terms "fee" and "charge" are used somewhat interchangeably within this report.

The District must demonstrate that the fees imposed reflect the estimated cost of providing the service. This report details the costs of installing a new connection, as well as the calculations used to determine the reasonable cost of providing the capacity to serve the new connection.

1.5 Summary of Proposed Connection and Capacity Charges

As defined above, the connection fee is based on an estimate of material, labor, and equipment costs for the service connection. A more detailed discussion of the connection fee is presented in Section 2 of this report.

The capacity charge is an estimate of the cost of providing water capacity. The capacity of the system can be described as the number of typical customers that can safely be served, or the maximum gallons per day that can be distributed to the customers. By determining the overall current value of the existing facilities and comparing it to current capacity, the District can assume a reasonable estimate of the cost of capacity per typical customer. The capacity charge for larger services will be higher, in proportion to the additional capacity demand they place on the system compared to a standard service size. A more detailed discussion of the capacity charge is presented in Section 3 of this report.

Tables 1 and 2 below summarize the proposed connection fee and capacity charge structure for domestic and irrigation services respectively, based on the size of the meter. Since the capacity of the irrigation system is largely independent of the domestic system, the capacity charge is calculated separately.

Table 1

Domestic		3/4" or smaller	1"	1.5"	2"	larger than 2"
	Connection Fee		\$975	\$1,050	\$1,400	\$1,900
Capacity Charge		\$7,739	\$13,157	\$25,540	\$41,019	Table 6
Total		\$8,714	\$14,207	\$26,940	\$42,919	
ADU Total Fee		DFU ÷ 17 x \$8,714				

Table 2

Irrigation		3/4" or smaller	1"	1.5"	2"	larger than 2"
	Connection Fee		\$975	\$1,050	\$1,400	\$1,900
Capacity Charge		\$7,562	\$12,856	\$24,955	\$40,080	Table 7
Total		\$8,537	\$13,906	\$26,355	\$41,980	

2. Connection Fees

2.1 Meter Fee Calculation

The “meter fee” reflects the current market price for the meter, meter radio, and other appurtenances. In other words, it accounts for the material costs associated with installation of a new meter. For meters larger than 2”, the charge is determined by the actual costs. Due to the variability of meter types and applications for larger meters, it is difficult to provide a “one size fits all” cost estimate.

2.2 Installation Fee Calculation

The “installation fee” includes the cost of all labor and equipment for the installation of the new meter. The cost of labor is based on the average hourly employee rate, including benefits. The equipment cost includes the actual usage or any rental costs needed to complete the installation. A typical meter installation is estimated to take a crew of two persons and a work truck one hour to complete. The actual cost of any work in addition to the installation of the meter and appurtenances will be charged to the applicant as an additional fee and may include an administrative fee. Additional work may include trenching, lateral and meter box installation, connection to the main, repaving, and any other work required to provide the new service. Table 3 below presents the minimum meter and installation fees for various service sizes.

Table 3

	3/4" or smaller	1"	1.5"	2"	larger than 2"
Meter Fee	\$750	\$825	\$1,175	\$1,675	actual cost
Installation Fee	\$225	\$225	\$225	\$225	actual cost
Connection Fee (total)	\$975	\$1,050	\$1,400	\$1,900	actual cost

2.3 ADU Connection Fee

Newly constructed attached or detached accessory dwelling units (ADU) not within the existing space of the primary residence or accessory structure will be charged a connection fee pursuant to California Government Code Section 66324. The connection fee for an ADU is proportional to the ADU's drainage fixture units (DFU), as defined by the Uniform Plumbing Code. The DFU count is determined by the type (e.g., sinks, showers, toilets, etc.) and number of plumbing fixtures in the ADU.

The fee is calculated by dividing the total DFU count by 17 (the assumed average DFU total of a typical single-family residence and multiplying that by the fee for a typical single-family residence. Thus, the formula for determining an ADU connection fee for a 3/4" service is as follows:

$$\text{ADU connection fee} = (\text{DFU} \div 17) \times \$975$$

3. Capacity charges

3.1 Buy-in Fee

The capacity charge is made up of a buy-in fee and an administrative fee. As with the connection fee, it is a one-time fee applied to new customers requiring a new metered connection, or to existing customers who require additional capacity (larger meter). This charge can be understood as a "buy-in" to the existing system's capacity. The revenue collected through the capacity charge is used exclusively for capital improvements to the District facilities for the purpose of increasing raw water supply, treatment, storage, or transmission capacity.

Capacity related facilities and upgrade projects are typically constructed in advance of when new development occurs, often years before connections are made. Because of this, it is not feasible to determine an exact cost to the District for each individual connection. The "buy-in" method is a way to establish an equitable standard fee based on average historical costs per unit of capacity over the lifetime of the system. In other words, the buy-in fee is intended to approximate the amount that existing customers have paid over the years, through water usage rates and capacity fees, to fund the construction of the system as it is today.

As presented in the AWWA Manual M1, Principles of Water Rates, Fees, and Charges, the fundamental formula for the buy-in fee is:

$$\text{Customer Buy-in Fee} = \text{System Value} \div \text{System Capacity} \times \text{Customer Capacity Demands}$$

The first step is to estimate the value of the system. While there are several accepted methods to determine the value of assets, this study will be using the “Reproduction Cost New Less Depreciation” (RCNLD) method. With this method, the value is equal to the cost to replace the facility less (minus) the accumulated depreciation of the facilities. Land value is added separately, as it is not depreciable. This method effectively converts past expenses into current day dollars by accounting for inflation and changing construction costs. Projects funded through sources other than the District’s customers, such as grants, were intentionally left out. Table A-1 in Appendix A lists the facilities, equipment and vehicles comprising UPUD assets and details the calculations made to derive the valuations. The overall value of the domestic water assets is estimated to be \$18,191,400, and the corresponding value for the irrigation system is \$3,737,300.

The next step is to determine the current capacity of both the domestic and irrigation systems. There are several main factors that may limit a system’s capacity, including raw water availability, transmission capabilities (backbone pipelines), treatment capabilities, and storage capacity. UPUD’s domestic water system capacity is currently limited by the filtering capabilities at the treatment plant. According to documents provided by UPUD, the maximum capacity of the filters is 2.07 million gallons per day (GPD).

The irrigation system’s capacity is limited by the raw water supply, as dictated by UPUD’s agreement with Utica Water and Power Authority. The combined maximum flow after subtracting the flow for treated water is approximately 5.49 million GPD.

In order to convert these numbers into “maximum number of typical customers served”, we will first define the standard service size as 3/4”, which is fairly typical for a single-family residence within the District. The capacity, or demand on the system, of this standard service is expressed as one Equivalent Residential Unit (ERU). To convert larger service sizes to an ERU, a factor is applied based on the maximum flow rate of the meter compared to the 3/4” meter. This factor is referred to as the “meter equivalent ratio”. Table 4 below presents the maximum flow rates and corresponding meter ratios for common meter sizes.

Table 4

Meter Size	Flow Rate (gpm)	Meter Ratio (gpm/30)
3/4" & smaller	30	1.0
1"	50	1.7
1.5"	100	3.3
2"	160	5.3
3"	320	10.7
4"	500	16.7
6"	1,000	33.3

Applying these meter ratios, a 3/4" meter is considered 1 ERU, and a 1.5" meter, which has 3.3 times the maximum flow rate, is 3.3 ERU. Thus, a 1.5" meter has a 3.3 times higher capacity demand on the system. Table 5 below lists the existing meters connected to the two systems and the resulting ERU tabulations.

Table 5

	Meter Size	Current Meters	Meter Equivalent Ratio	ERU
Domestic	3/4" & smaller	1,565	1.0	1,565.0
	1"	32	1.7	53.3
	1.5"	4	3.3	13.3
	2"	7	5.3	37.3
	3"	1	10.7	10.7
	4"	1	16.7	16.7
	6"	1	33.3	33.3
	Total Domestic	1,611		1,730
Irrigation	3/4" & smaller	8	1.0	8.0
	1"	36	1.7	60.0
	1.5"	37	3.3	123.3
	2"	13	5.3	69.3
	3"	8	10.7	85.3
	4"	2	16.7	33.3
	Total Irrigation	104		379

As shown in Table 5, the total number of domestic ERUs currently served is 1,730. Currently, the District produces an average of around 1,000,000 gallons per day (GPD) of treated water during the summer months, with a Maximum Daily Demand (MDD) of 1,480,000 GPD (highest day production in the last 10 years). This means that the 1,730 ERUs result in a capacity demand of 1.48 million GPD.

$$1,480,000 \text{ GPD} \div 1,730 \text{ ERUs} = 855 \text{ GPD per ERU.}$$

As noted above, the maximum capacity of the domestic system is 2.07 million GPD. Using the result of the calculation above, we can convert GPD to ERU:

$$2,070,000 \text{ GPD} \div 855 = 2421 \text{ ERUs}$$

This is the maximum ERUs that can be served with the current system capacity. From here we calculate the cost of capacity per ERU:

$$\text{\$}18,191,400 \div 2421 = \text{\$}7,514 \text{ per ERU}$$

The Irrigation system currently serves 379 ERUs and has an MDD of 4.09 million GPD and a maximum capacity of 5.49 million GPD. Following the same procedure as detailed above for the domestic system, we get:

$$4,090,000 \text{ GPD} \div 379 \text{ ERUs} = 10,792 \text{ GPD per ERU}$$

$$5,490,000 \text{ GPD} \div 10,792 = 509 \text{ ERUs}$$

$$\$3,737,300 \div 509 = \$7,342 \text{ per ERU.}$$

These calculated costs per ERU represent the buy-in portion of the capacity fees. An administrative fee of 3% is applied to cover the costs of handling fees, facilitate public hearings, make updates to the fee program, etc. Tables 6 and 7 below show the resulting capacity fee for various meter sizes.

Table 6

Domestic		3/4" or smaller	1"	1.5"	2"	3"	4"	6"
	Buy-in Fee		\$7,514	\$12,774	\$24,796	\$39,824	\$80,400	\$125,484
Admin. Fee (3%)		\$225	\$383	\$744	\$1,195	\$2,412	\$3,765	\$7,506
Capacity Fee (total)		\$7,739	\$13,157	\$25,540	\$41,019	\$82,812	\$129,248	\$257,723

Table 7

Irrigation		3/4" or smaller	1"	1.5"	2"	3"	4"	6"
	Buy-in Fee		\$7,342	\$12,481	\$24,229	\$38,913	\$78,559	\$122,611
Admin. Fee (3%)		\$220	\$374	\$727	\$1,167	\$2,357	\$3,678	\$7,335
Capacity Fee (total)		\$7,562	\$12,856	\$24,955	\$40,080	\$80,916	\$126,290	\$251,823

These values should be understood as a maximum allowable fee based on the data, assumptions, and chosen calculation methodologies presented herein. They are intended to represent the estimated reasonable cost of providing capacity. The ultimate goal is long-term financial stability related to sustained growth and to equitably levy fees from those who benefit from that growth, in proportion to the benefit received. Significant deviations from these values should be supported by additional data, clarifications, or revisions to the method of calculation.

3.2 ADU Capacity Fees

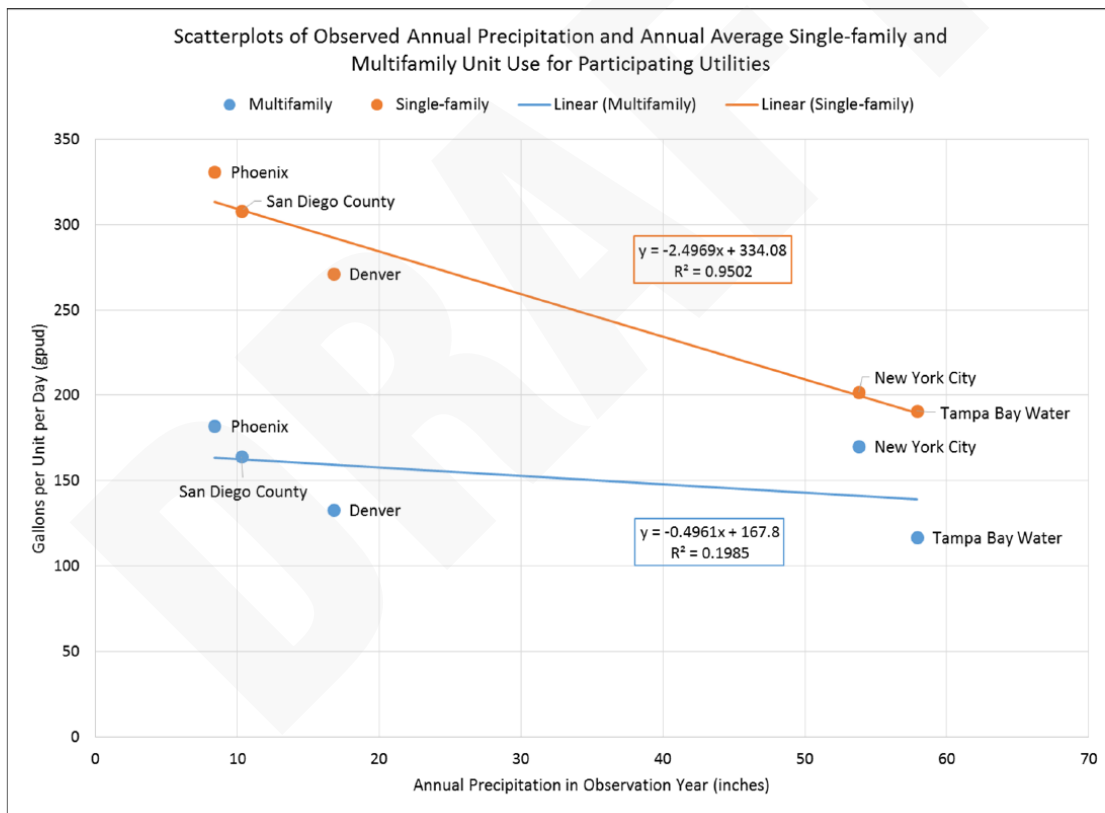
As with the ADU connection fee described in Section 2.3, the ADU capacity fee is charged on the basis of total number of DFU's. Again, the fee is calculated by dividing the total DFU count by 17, the assumed average DFU of a typical single-family residence, and multiplying by the fee for a typical single-family residence (3/4" service). Thus, the formula for determining an ADU capacity fee is:

$$\text{ADU capacity fee} = \text{DFU} \div 17 \times \$7,739$$

3.3 Multi-Family Unit Capacity Fees

In the case of multi-family developments such as apartment buildings, duplexes, townhouses, condominiums, and trailer/mobile home parks, it is recommended to establish a capacity fee per unit that is somewhat reduced from the standard single-family residence. The rationale is twofold. First, these units are often occupied by only one or two people, so the indoor water use is below average. Secondly, outdoor water use is typically reduced due to limited or shared landscaping and/or yard space. Although indoor water use is roughly proportional to the number of occupants in a dwelling, the difference between outdoor and indoor water use between single-family houses and multi-family units varies by climate. Figure 1 below illustrates the relationship between yearly rainfall and overall water use.

Figure 1



Source: Kiefer, J. and L. Krentz. 2018. *Water Use in the Multi-Family Housing Sector*. Project #4554. Denver, Colo.: Water Research Foundation.

The area within UPUD's boundaries receives an average of approximately 40 inches of rain per year, placing it between Denver and New York City in this analysis. Using the formulas provided, we get a ratio of 0.63. In other words, the multi-family units in this area are expected to use 63% of the water used by a typical single-family residence. Consequently, we recommend the formula for determining capacity fees for multi-family developments be as follows:

$$\text{Multi-family capacity fee per unit} = 0.63 \times \$7,739$$

3.4 Regional Fees Comparison

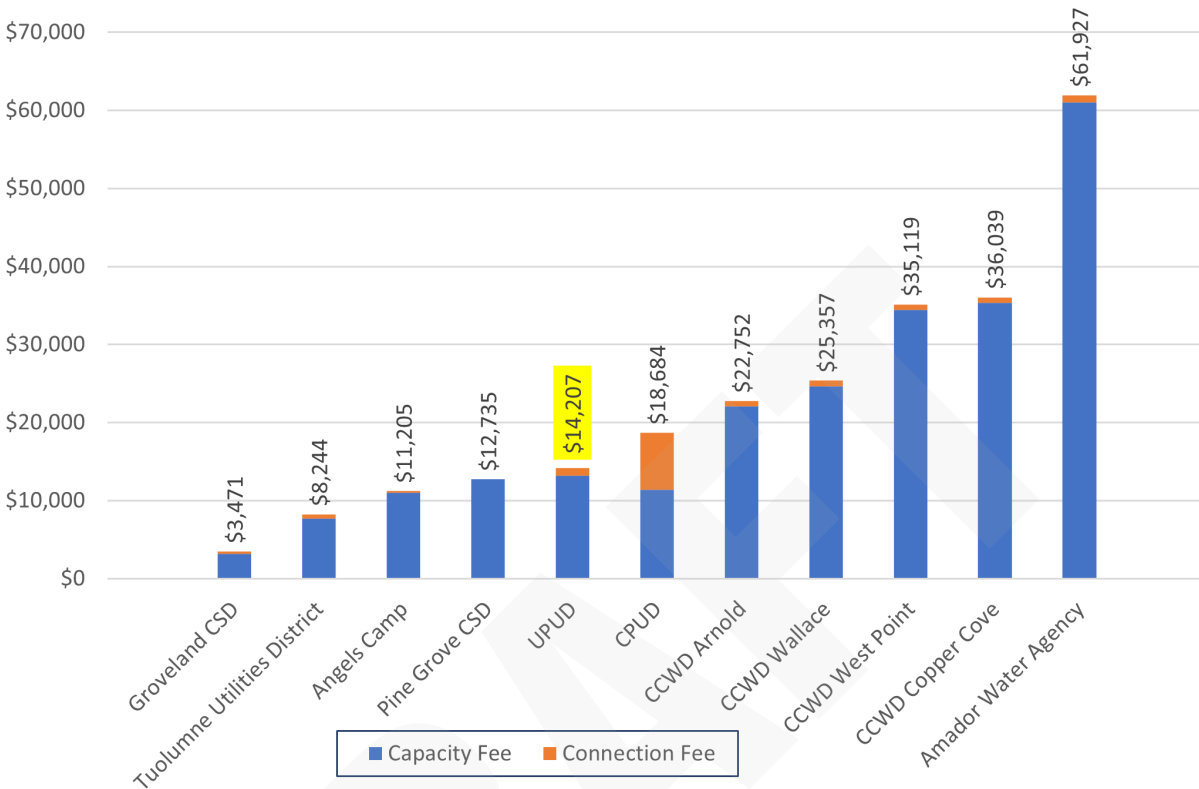
Capacity fees are a common method for utility providers to offset the cost of capacity-related infrastructure projects in a way that ensures the equitable distribution of cost between existing and new customers. Most water providers charge a similar type of fee.

It is important to note that every water provider has its own challenges and circumstances regarding cost of service. Availability and reliability of raw water, treatment requirements, ease of transmission, existing unused capacity, among many other factors, affect the cost of adding new customers. Furthermore, there are varying methods of recovering costs and allocating resources, and many ways to determine an appropriate fee structure. These variations are reflected in the significant range of capacity fees charged by water providers.

With that in mind, Figure 2 below represents the capacity fees established by several water providers in the general vicinity of UPUD. Since some providers use a 1" service as the standard ERU meter size, a 1" service was used here for comparison. The purpose of this chart is to give UPUD and their customers a general comparison, and not to give justification for the calculated fees. The values presented below are subject to change and their current accuracy is not guaranteed.

Figure 2

Capacity and Connection Fees for 1" Meter



4. Administration and Adoption

4.1 Adoption of New and Revised Fees

Prior to adoption by ordinance or resolution of the suggested fees discussed in this study, the District is required by State Government Code Section 66016 to hold a public meeting to consider the material for adoption. A final draft of this evaluation and other pertinent information should be made available to the public.

4.2 Future Fee Corrections and Incremental Adjustments

The District is advised to review the adopted fee schedule periodically and make adjustments as appropriate to more closely match the actual costs of the service being provided. Pursuant to Government Code Section 66016, if the fees create revenues in excess of the actual cost, those revenues should be used to reduce those fees, and an updated fee schedule should be adopted. Conversely, if it is found that the adopted schedule adequately covers the costs, it may become necessary to implement yearly or otherwise regular adjustments based on construction cost

trends. A widely accepted source of this data is the Engineering News-Record Construction Cost Index.

Other reasons for needing to make adjustments may include: major proposed capital improvement projects, desire to change the calculation methodology, changes to demand forecast and capacity usage, and changing legislation.

4.3 Separate Capacity Fee Fund

Section 66013, subdivision (c) of the California Government Code states:

A local agency receiving payment of a [capacity] charge ... shall deposit it in a separate capital facilities fund with other charges received, and account for the charges in a manner to avoid any commingling with other moneys of the local agency, except for investments, and shall expend those charges solely for the purposes for which the charges were collected. Any interest income earned from the investment of moneys in the capital facilities fund shall be deposited in that fund.

This requirement only applies to treated and untreated water capacity fees, and not the connection fees discussed in this study. There are specific transparency and reporting requirements associated with this fund, listed in the same code section. The District is advised to review these requirements prior to preparing the resolution or ordinance implementing the new fees.

4.4 Exceptions and Alternative Capacity Fees

There may be certain instances in which the actual capacity demand of a customer is not accurately reflected by the meter size or the ERU calculation methodology presented in this study. We suggest that the District have a policy in place to establish procedures to review and approve or reject special calculations prepared by a qualified professional and submitted by the prospective customer. This policy may include a specified monitoring period, after which the capacity fee would be “trued-up” based on the data collected. The District should establish a standard fee for this review process.

APPENDIX A

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**Table A-1
Record**

Asset	Year Acquired a	Original Cost e	Replacement Cost Estimate g = e * f	RCNLD Current Value j = g - i	% Funded by District	Percent Domestic	Percent Irrigation	RCNLD Value Domestic	RCNLD Value Irrigation	RCN Value Domestic	RCN Value Irrigation	
SUMMARY												
Buildings and Renovations												
District-Wide												
UPUD main office	1981	\$99,003	\$557,224	\$78,011	100%	94%	6%	\$73,331	\$4,681	\$523,790	\$33,433	
UPUD garage (main street)	2019	\$74,981	\$91,665	\$82,499	100%	94%	6%	\$77,549	\$4,950	\$86,165	\$5,500	
UPUD main office renovation	2013	\$6,374	\$9,917	\$6,281	100%	94%	6%	\$5,904	\$377	\$9,322	\$595	
Corp yard site improvements	2003	\$130,905	\$304,384	\$224,483	100%	94%	6%	\$211,014	\$13,469	\$286,121	\$18,263	
Corp yard equipment storage building	2005	\$120,200	\$257,910	\$159,904	100%	94%	6%	\$150,310	\$9,594	\$242,435	\$15,475	
Domestic System												
treatment plant	1984	\$4,226,312	\$21,085,832	\$12,651,499	79%	100%	0%	\$9,957,342	\$0	\$16,595,570	\$0	
Additional filter at WTP	1993	\$91,800	\$319,018	\$195,399	4%	100%	0%	\$7,067	\$0	\$11,537	\$0	
Vallecito tank chlorine station	2006	\$50,000	\$103,058	\$79,870	100%	100%	0%	\$79,870	\$0	\$103,058	\$0	
Eltringham tank station	2006	\$50,000	\$103,058	\$79,870	100%	100%	0%	\$79,870	\$0	\$103,058	\$0	
Water Tanks												
Domestic System												
Treatment plant (2M)	2005	\$2,529,772	\$5,428,068	\$4,138,901	100%	100%	0%	\$4,138,901	\$0	\$5,428,068	\$0	
2M gal tank aerator installation	2020	\$192,892	\$226,526	\$203,873	100%	100%	0%	\$203,873	\$0	\$226,526	\$0	
Vallecito Tank & system expansion	1986	\$605,400	\$2,787,213	\$1,463,287	34%	100%	0%	\$496,464	\$0	\$945,645	\$0	
Vallecito Tank recoat	1998	\$17,350	\$49,319	\$0	100%	100%	0%	\$0	\$0	\$49,319	\$0	
Sheep Ranch Eltringham (1M)	1992	\$391,520	\$1,416,372	\$849,823	72%	100%	0%	\$607,761	\$0	\$1,012,935	\$0	
Vehicles												
District-Wide												
Ford F150 - Union 1	2017	\$30,000	\$39,744	\$11,923	100%	94%	6%	\$11,208	\$715	\$37,360	\$2,385	
Ford F150	2023	\$40,000	\$41,640	\$37,476	100%	94%	6%	\$35,227	\$2,249	\$39,142	\$2,498	
Ford 3/4 ton	2013	\$32,000	\$49,786	\$0	100%	94%	6%	\$0	\$0	\$46,799	\$2,987	
Dams												
Irrigation System												
Stephens	1951	\$300,000	\$5,636,695	\$1,521,908	100%	0%	100%	\$0	\$1,521,908	\$0	\$5,636,695	
Siebel	1947	\$250,000	\$5,516,278	\$1,268,744	100%	0%	100%	\$0	\$1,268,744	\$0	\$5,516,278	
Association	1947	\$20,000	\$441,302	\$101,500	100%	0%	100%	\$0	\$101,500	\$0	\$441,302	
Spillways												
Irrigation System												
Stephens	1951	\$25,000	\$469,725	\$126,826	100%	0%	100%	\$0	\$126,826	\$0	\$469,725	
Siebel	1947	\$25,000	\$551,628	\$126,874	100%	0%	100%	\$0	\$126,874	\$0	\$551,628	
Association	1947	\$10,000	\$220,651	\$50,750	100%	0%	100%	\$0	\$50,750	\$0	\$220,651	
Cash Reserves												
Domestic System												
Capital Reserve Fund				693,162	100%	100%	0%	\$693,162	\$0	693,162	0	
Irrigation												
Irrigation Reserve Fund				201,496	100%	0%	100%	\$0	\$201,496	0	201,496	
Land Value												
District-Wide												
UPUD Main Office parcel				\$1,000,000	100%	94%	6%	\$940,000	\$60,000	\$940,000	\$60,000	
Corp Yard				\$233,660	100%	94%	6%	\$219,640	\$14,020	\$219,640	\$14,020	
Domestic System												
WTP & Cademartori parcels				\$202,930	100%	100%	0%	\$202,930	\$0	\$202,930	\$0	
Irrigation System												
Stephens Reservoir parcel				\$229,110	100%	0%	100%	\$0	\$229,110	\$0	\$229,110	
								\$18,191,423	\$3,737,261	\$27,802,583	\$13,422,040	
							round	\$18,191,400	\$3,737,300	\$27,802,600	\$13,422,000	
								RCNLD - Dom	RCNLD - Irr	RCN - Dom	RCN - Irr	
								3/4" buy-in fee	\$7,514	\$7,342	\$11,484	\$26,369
								1" buy-in fee	\$12,774	\$12,482	\$19,523	\$44,828