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*Elsinore Valley Municipal Water District
Capacity Fee Study*



**ELSINORE
VALLEY**

MUNICIPAL WATER DISTRICT

B CONSULTING

IB Consulting, LLC

31938 Temecula Parkway, Suite A #350

Temecula, CA. 92592

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Executive Summary

The Elsinore Valley Municipal Water District (District) engaged IB Consulting to complete a capacity fee study. This Capacity Fee Study Report (Report) describes the approach, methodology, and technical analysis used to derive updated capacity fees per California State Government Code, Section 66013 (GC 66013). GC 66013 allows an agency to charge the estimated reasonable infrastructure cost to serve a new connection for which the charge is imposed.

The District recently completed a Master Plan Report that identified the long-term capital improvement plan (CIP) for the potable water, recycled water, and wastewater utilities. The CIP identified capacity improvements and expansions required to accommodate future demand through Fiscal Year 2049-2050 (FY 2050) (Planning Period) and the costs associated with each project to serve future connections to the potable water and recycled water systems (collectively, the Water Utility), and wastewater system.

The approved water capacity fee for July 1, 2024, is \$17,356 for a 3/4" potable meter and \$872 for a 3/4" recycled meter, with larger meters paying more for the additional capacity/demand they place on the Water Utility. The approved wastewater capacity fee for July 1, 2024 is \$10,220 for one Equivalent Dwelling Unit (1 EDU)¹, reflecting the wastewater facility design requirements of 250 daily gallons of flow. Based on our analysis, the updated water capacity fee is **\$24,173** for a 3/4" potable meter and \$334 for a recycled water meter, and the updated wastewater capacity fee is **\$14,996** per EDU.

The updated fees recover each new connection's proportionate share of facility costs. This Capacity Fee Study Report (Report) describes the approach, methodology, and technical analysis used to derive the updated capacity fee per new connection in compliance with California State Government Code, Section 66013 (GC 66013). GC 66013 allows an agency to charge the estimated reasonable cost to serve a new or upsized connection for which the charge is imposed.

Annual Capacity Fee Adjustment

IB Consulting recommends adjusting the capacity fee annually to keep pace with inflation by applying the Engineering News-Record Construction Cost Index for Los Angeles (ENR). The District should also review its capacity charges every five years, in conjunction with its master plan updates, to capture any significant changes and ensure capacity fees remain equitable.

¹ 1 EDU = 250 gallons of flow per day

Overview

Background

The District provides potable water, recycled water, and wastewater collection and treatment within an area that spans approximately 97-square miles and serves a population of 159,000 people through over 47,000 connections. The District's service area includes Lake Elsinore, Canyon Lake, Murrieta, Wildomar, and the unincorporated communities of The Farm, Lakeland Village, Cleveland Ridge, Rancho Capistrano, El Cariso Village, Horsethief Canyon, Sedco, and Temescal Canyon. The District provides potable water service to two main areas, the Elsinore Division, and the Temescal Division. The existing water system comprises 70 storage reservoirs, 55 booster pump stations, 13 groundwater wells, 44 pressure regulating stations, and 743 miles of pipeline. Recycled water is provided to the four recycled water service areas of Wildomar, Railroad Canyon, Horsethief Canyon, and Regional.

The District provides wastewater collection and treatment to four service areas: Regional, Railroad Canyon, Horsethief Canyon, and Southern. The wastewater system consists of 429 miles of pipelines, 36 lift stations, three water reclamation facilities (WRF), and the District is currently in the process of expanding its Regional and Horsethief WRF. Wastewater flows from the Southern service area are conveyed to Rancho California Water District (RCWD) and treated at the Santa Rosa WRF (operated by Santa Rosa Regional Resources Authority - SRRRA). Recycled water is generated at each WRF and serves the District's four recycled water service areas.

Capacity Fee

A "Capacity Fee" is defined as a charge for public facilities in existence when a charge is imposed or for new facilities to be constructed in the future that benefit the person or property being charged. Capacity fees ensure new development or existing users requiring increased system capacity pay their fair share of the costs associated with the facilities.

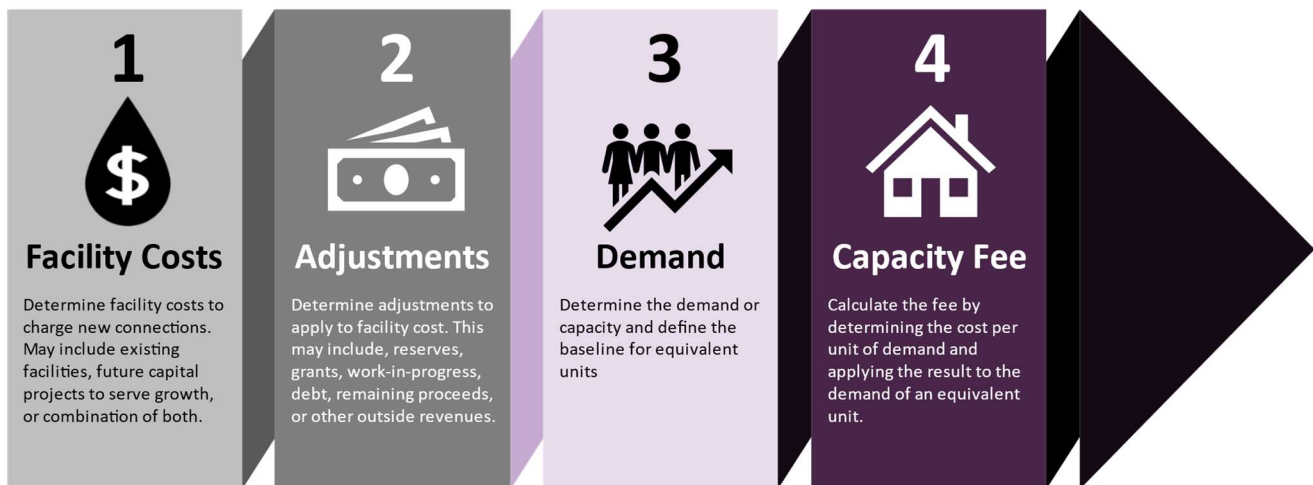
Based on the requirements of GC 66013, capacity fees must be based on the "*reasonable cost*" to accommodate additional demand from new development or the expansion of existing connections. In addition, Proposition 26 amended the State Constitution in 2010, which redefined a "tax" as any levy, charge, or exaction of any kind imposed by a local government. However, there were seven exemptions within Proposition 26, including cost-based charges imposed for providing a service (i.e., capacity fees) so long as such fees do not exceed the cost of providing the service. Therefore, the study summarized in this Report connects the costs of facilities, the capacity of the potable water, recycled water, and wastewater systems, the increased capacity gained from any expansions, and the updated proposed fees in compliance with the Proposition 26 exemption.

Government Code section 66016.6 requires that, Prior to levying a new fee or capacity charge, the District evaluate the amount of the fee or capacity charge. The evaluation shall include evidence to support that the fee or capacity charge does not exceed the estimated reasonable cost of providing service, in accordance with Section 66013. This Report meets the requirements of Government Code section 66016.6.

Capacity Fee Methodology

There are four primary steps in calculating capacity fees: (1) determine the cost of facilities and assets recoverable through capacity fees, (2) incorporate any credits or adjustments to apply towards the total infrastructure costs such as grants, existing debt obligations, unspent debt proceeds, and available funding through previously collected capacity fees, (3) identify demand or capacity related to the facilities and define the baseline requirements for a connection or equivalent dwelling unit based on planning documents, and (4) apportion the net infrastructure costs equitably to various types of connections based on the demand placed on the utility system.

Figure 1: Capacity Fee Analysis



In addition to the four steps above, there are two primary approaches for calculating capacity fees: the "Buy-In Method" and "Incremental-Cost Method." Selecting the best method depends on the unique circumstances of the utility, existing facilities funded in advance of development, current and future capacity planned to be built in the system, available funding, whether future facilities will be debt-financed, expected future growth, and access to up-to-date planning documents/master plans. Careful consideration may be required to allocate costs between existing and new customers and ensure no duplication of costs.

Buy-In Method

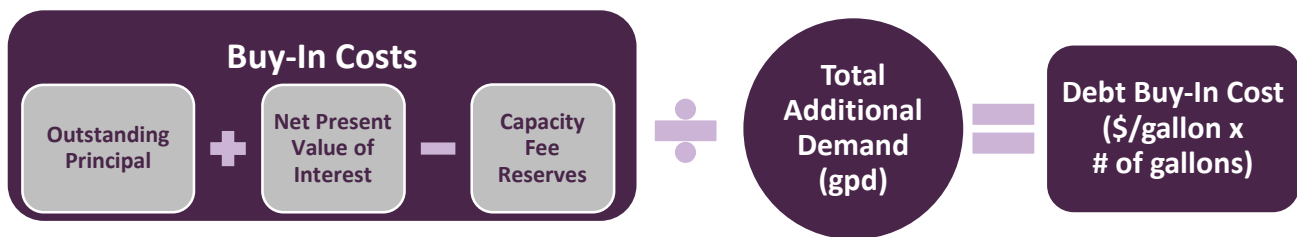
The basis of the Buy-In Method is to pay for existing facilities funded in advance of growth. This approach ensures new development and expanded connections buy into the utility system's existing facilities. For this study, only existing debt that funded growth-related facilities is included, as the District has historically built facilities in advance of growth by debt-financing the required improvements. In addition, the District tracks what projects were funded by debt and splits the corresponding debt obligations between existing ratepayers and growth. The portion of debt associated with ratepayers is for improvements related to the repair and replacement of existing facilities, which are secured by rate revenue. The portion of debt associated with growth is for capital improvements required to accommodate growth, which are secured by capacity fees. Therefore, the debt included in this report is the portion secured by capacity fees, and new development will pay an amount equal to their fair share of existing and proposed debt (Debt Buy-In). If capacity fees are insufficient to cover the annual debt payments, the District covers the shortage with the General Fund/property tax and is then reimbursed from future capacity fee receipts. Proposed debt issuances are based on the

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District’s estimates of debt financing needs for projects that exceed \$15M for water and \$6.5M for wastewater. Both water and wastewater include proposed debt issuances.

Once the total debt and capacity fee reserves are determined, dividing the total cost by the total additional demand derives the debt buy-in amount per Meter Equivalent (ME²) for potable water and recycled water, and per EDU for wastewater. Demand is commonly used for system design and planning. It is a primary driver for the system's current configuration and how it expands in the future. For each utility, demand is measured in gallons per day (gpd) and a cost per gallon of capacity is derived. For the water utilities, the cost per gallon is multiplied by the average daily demand of a single-family residence, equal to 500 gallons per day, which is equated to the baseline demand of an ME. For the wastewater system, the cost per gallon is multiplied by the daily flow represented by one EDU (the District utilizes 250 gallons per day for facility design) to determine the amount per EDU. Assignment of EDUs to a developing parcel will vary based on land use type and projected wastewater flows. Figure 2 shows the framework for calculating the amount related to the debt buy-in component.

Figure 2: Debt Buy-In Component



Incremental-Cost Method

The Incremental-Cost Method is based on the principle that new development should pay for improvements required to connect them to the system, including the need for any additional capacity and/or expansions. This approach is typically used when specific capital improvements are identified within planning documents and required for growth to occur. This study identifies the incremental project costs within the District’s recently completed Master Plans for the potable water, recycled water, and wastewater systems. Under the Incremental-Cost Method, growth-related capital improvements are allocated to new development based on their capacity requirements. Figure 3 shows the framework for calculating capacity fees using the incremental cost component.

Figure 3: Incremental-Cost Component



² Meter Equivalent or ME represents the average demand of a typical single-family residence within the District, equal to 500 gallons per day. This average daily demand is assigned to the base 3/4" meter. Larger-sized meters are assigned additional MEs based on the gallons per minute (gpm) for flow when compared to the 3/4" meter at 30 gpm.

Hybrid Method

When there is a buy-in component and incremental-cost component used to update capacity fees, the approach is commonly referred to as the Hybrid Method. ***For this study, the updated potable water, recycled water, and wastewater capacity fees are based on the Hybrid Method.*** The debt buy-in component will be used to capture existing facilities that were debt-financed in advance of growth and future interest payments of proposed debt. The Incremental-Cost Method will be used to capture future improvements required to accommodate new development.

Capacity Fee Analysis – Potable & Recycled Water

Step 1: Debt Buy-In Costs

Existing debt has been refinanced, and the current outstanding debt obligations for potable and recycled water include 2021A Water Revenue Bonds (Refund 2008 & 2011A) and 2016A Water Revenue Bonds (Refund 2007A & 2008A). In addition, the water utility has three general fund loans, two loans for the Western Municipal Water District (WMWD) Mills Pipeline with payments commencing in FY 2024 and FY 2025, and two SRRRA loans that funded tertiary treatment improvements. These existing debt obligations are directly related to expansions to serve new development. Based on the District's estimates of debt financing needs for projects that exceed \$15M, two debt issuances are proposed for water in FY 2025 and FY 2030, equal to \$62M and \$192M, respectively.

Therefore, these debt obligations are incorporated into this updated capacity fee study, as described below. This approach ensures new development and expanded connections pay a proportionate share of the debt obligations. Debt was grouped into two separate categories: Outstanding Principal and Outstanding Interest.

Outstanding Principal: Remaining outstanding principal payments of existing bonds and loans

Outstanding Interest: Remaining interest payments due from FY 2024 through maturity of existing debt and interest payments of the proposed debt issuances

Outstanding Interest of existing and proposed debt requires an additional step to derive the Net Present Value (NPV) of all future interest payments. The capacity fees are pledged to cover all future interest payments; however, interest is amortized over multiple years. Paying the total amount of future interest payments in advance, before the interest is incurred, would overcharge new connections. Therefore, the NPV of interest is calculated using a discount factor equal to the average yield since 2000 of the Treasury Securities at a 3-Year Constant Maturity (Treasury Securities), equal to 2.282%. Treasury Securities are a safe and conservative return on investment for public agency investments. The NPV calculation discounts the future interest payments by 2.282%, compounded annually. The NPV of outstanding principal is not required as the principal portion of the debt is directly related to the cost of the facilities already constructed, plus debt-related issuance costs.

The principal related to future debt issuances are not included because the cost of improvements to be funded are captured as part of the incremental-cost component. Therefore, the principal portion of these debts are not included so that new connections are not charged twice.

The water utility is made up of six capital funds as shown in Table 1. Each fund pays for improvements to the asset category for which it is named. For example, the Supply Facilities Participation Fund pays for improvements to the District's water supply and is funded by the Source of Supply component of the capacity fee. The Outstanding Principal and NPV of Outstanding Interest are allocated to the capital funds based on the type of project financed by the existing or proposed debt. However, it should be noted that the Temescal Valley Project (TVP) was funded in advance by a Community Facilities District (CFD), which included a special tax schedule for each year of the CFD as security on the bonds. Therefore, the CFD special tax schedule is used for the TVP capital fund (TVP Special Tax).

Table 1: Water Capital Funds

Water Capital Funds
Fund Name
Storage Participation
Temescal Valley Project Participation
Pumping Plant Participation
Transmission Facilities Connection Fees
Supply Facilities Participation
Regional Reclamation

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Table 2 identifies the amount of outstanding principal remaining for the existing debt for the water system, with FY 2024 as the starting point.

Table 2: Water Outstanding Principal

Water Outstanding Principal	
Outstanding Principal by Fund	Included Outstanding Principal by Fund
2021A Water Revenue Bonds (Refund 2008B & 2011A)	
Storage Participation	\$59,559
Pumping Plant Participation	\$49,280
Transmission Facilities Connection Fees	\$1,734,087
Supply Facilities Participation	\$1,262,124
Regional Reclamation	\$939,696
2016A Water Revenue Bonds (Refund 2007A & 2008A)	
Storage Participation	\$134,927
Pumping Plant Participation	\$759,490
Transmission Facilities Connection Fees	\$79,390
Supply Facilities Participation	\$8,043,928
Regional Reclamation	\$5,905,944
General Fund Loan - Transmission Facilities Connection Fees	
Transmission Facilities Connection Fees	\$3,600,000
General Fund Loan - Supply Facilities Participation	
Supply Facilities Participation	\$5,948,128
General Fund Loan - Regional Reclamation	
Regional Reclamation	\$1,150,000
EVMWD-WMWD Mills Pipeline Loan #1	
Supply Facilities Participation	\$8,167,881
EVMWD-WMWD Mills Pipeline Loan #2	
Supply Facilities Participation	\$8,167,881
SRRRA SRF Loan - Tertiary	
Regional Reclamation	\$493,415
SRRRA 2017 A&B - Tertiary	
Regional Reclamation	\$738,496
Total Outstanding Principal	\$47,234,226

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Table 3 shows the amount of outstanding interest and the net present value of the outstanding interest using the 2.282% discount factor, with FY 2024 as the starting point. The District does not charge interest on General Fund loans, which is reflected as \$0 within Table 3.

Table 3: Water NPV of Outstanding Interest

Water NPV of Outstanding Interest		
Net Present Value of Outstanding Interest	Total Outstanding Interest	Included Net Present Value of Outstanding Interest
2021A Water Revenue Bonds (Refund 2008B & 2011A)		
Storage Participation	\$23,545	\$21,411
Pumping Plant Participation	\$19,482	\$17,716
Transmission Facilities Connection Fees	\$685,532	\$623,376
Supply Facilities Participation	\$498,952	\$453,713
Regional Reclamation	\$371,488	\$337,806
2016A Water Revenue Bonds (Refund 2007A & 2008A)		
Storage Participation	\$27,167	\$25,554
Pumping Plant Participation	\$149,947	\$140,769
Transmission Facilities Connection Fees	\$15,984	\$15,036
Supply Facilities Participation	\$1,461,876	\$1,347,296
Regional Reclamation	\$1,148,198	\$1,076,206
General Fund Loan - Transmission Facilities Connection Fees		
Transmission Facilities Connection Fees	\$0	\$0
General Fund Loan - Supply Facilities Participation		
Supply Facilities Participation	\$0	\$0
General Fund Loan - Regional Reclamation		
Regional Reclamation	\$0	\$0
EVMWD-WMWD Mills Pipeline Loan #1		
Supply Facilities Participation	\$1,825,314	\$1,581,922
EVMWD-WMWD Mills Pipeline Loan #2		
Supply Facilities Participation	\$1,825,314	\$1,546,631
SRRRA SRF Loan - Tertiary		
Regional Reclamation	\$144,264	\$114,603
SRRRA 2017 A&B - Tertiary		
Regional Reclamation	\$188,603	\$165,432
Proposed Debt #1 - 2025		
Pumping Plant Participation	\$7,549,564	\$5,792,820
Transmission Facilities Connection Fees	\$13,815,902	\$10,601,014
Supply Facilities Participation	\$8,987,576	\$6,896,214
Proposed Debt #2 - 2030		
Storage Participation	\$8,556,173	\$5,864,838
Pumping Plant Participation	\$15,099,128	\$10,349,715
Transmission Facilities Connection Fees	\$8,411,373	\$5,765,585
Supply Facilities Participation	\$61,914,414	\$42,439,307
Total Net Present Value of Outstanding Interest		\$95,176,963

Step 2: Adjustments

It is important to identify any adjustments or credits to apply to the debt buy-in component. Special consideration may be required when assets are acquired through debt financing, significant developer contributions, and grant funding. For this study, the adjustments impacting the debt buy-in component are the existing FY 2024 Capacity Fee Reserves. These reserves are funded through paid capacity fees and provide funding for future capital projects and are shown as a credit. However, the Supply Facilities Participation reserve had a negative balance at the beginning of FY 2024. Therefore, a positive value is shown, reflecting the advancement of funds to cover previously built projects associated with that asset category.

Table 4 identifies adjustments applied to the updated capacity fees.

Table 4: Water Capacity Fee Reserves Adjustments

Water Capacity Fee Reserves	
Capacity Fee Reserves	FY 2024 Included Capacity Fee Reserves
(-) Storage Participation	(\$15,010,807)
(-) Pumping Plant Participation	(\$11,231,062)
(-) Transmission Facilities Connection Fees	(\$1,283,883)
(-) Supply Facilities Participation	\$2,250,891
(-) Regional Reclamation	(\$1,244,653)
Total Capacity Fee Reserves	(\$26,519,514)

Step 3: System Demand/Capacity

The existing average day demand on the potable water system is 24.4 million³ gpd (MGD). However, the water master plan estimates that the average day demand will increase to 38.6 MGD by FY 2050. Similarly, the existing average day demand on the recycled water system is 1.5 MGD and the recycled water master plan estimates that the average day demand will increase to 1.8 MGD. The existing and proposed debt obligations are secured and paid for by capacity fees. Therefore, the outstanding debt obligations are recovered over the additional demand projected to come online over the Planning Period. For Regional Reclamation, the future demand includes both potable and recycled as both benefit from recycled water improvements. Table 5 summarizes the additional demand of the potable and recycled water systems.

³ Page 3-15 of Water System Master Plan. 2023 water production in million gallons.

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Table 5: Existing and Future Water System Demand

Water System Information		
Units of Service		Demand (gpd)
Potable		
Existing Average Day Demand	(Line 1)	24,421,863
2050 Demand	(Line 2)	38,641,465
Potable Additional Demand (2050)	<i>(Line 3 = Line 2 - Line 1)</i>	14,219,602
Recycled		
Existing Average Day Demand	(Line 4)	1,540,000
2050 Demand	(Line 5)	1,820,000
Recycled Additional Demand (2050)	<i>(Line 6 = Line 5 - Line 4)</i>	280,000
Potable & RW Additional Demand	<i>(Line 7 = Line 3 + Line 6)</i>	14,499,602

Step 4: Debt Buy-In Component Calculations

The previous steps identified outstanding debt principal, net present value of outstanding interest, adjustments, and system capacity. The debt buy-in component can be determined by deriving the cost per gallon of debt and adjustments. Table 6 summarizes the cost per gallon of credits and each debt obligation, with the associated cost per ME.

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Table 6: Water Reserves & Debt (\$ per ME)

Reserves & Debt						
Summary by Fund	Value (\$)	Allocation Basis	Units of Service	Unit Rate	Conversion Factor	\$ per ME
	[A]	[B]	[C]	[D] = A÷C	[E]	[F] = D×E
(-) Capacity Fee Reserves						
Storage Participation	(\$15,010,807)	Potable - Additional Demand (2050)	14,219,602	(\$1.06)	500	(\$527.82)
Temescal Valley Project Participation	\$0	Potable - Additional Demand (2050)	14,219,602	\$0.00	500	\$0.00
Pumping Plant Participation	(\$11,231,062)	Potable - Additional Demand (2050)	14,219,602	(\$0.79)	500	(\$394.91)
Transmission Facilities Connection Fees	(\$1,283,883)	Potable - Additional Demand (2050)	14,219,602	(\$0.09)	500	(\$45.14)
Supply Facilities Participation	\$2,250,891	Potable - Additional Demand (2050)	14,219,602	\$0.16	500	\$79.15
Regional Reclamation	(\$1,244,653)	Potable & RW Additional Demand	14,499,602	(\$0.09)	500	(\$42.92)
Capacity Fee Reserves	(\$26,519,514)					(\$931.65)
(+) Outstanding Debt Principal						
Storage Participation	\$194,486	Potable - Additional Demand (2050)	14,219,602	\$0.01	500	\$6.84
Temescal Valley Project Participation	\$0	Potable - Additional Demand (2050)	14,219,602	\$0.00	500	\$0.00
Pumping Plant Participation	\$808,770	Potable - Additional Demand (2050)	14,219,602	\$0.06	500	\$28.44
Transmission Facilities Connection Fees	\$5,413,476	Potable - Additional Demand (2050)	14,219,602	\$0.38	500	\$190.35
Supply Facilities Participation	\$31,589,942	Potable - Additional Demand (2050)	14,219,602	\$2.22	500	\$1,110.79
Regional Reclamation	\$9,227,550	Potable & RW Additional Demand	14,499,602	\$0.64	500	\$318.20
Outstanding Principal	\$47,234,226					\$1,654.62
(+) Net Present Value of Outstanding Interest						
Storage Participation	\$5,911,803	Potable - Additional Demand (2050)	14,219,602	\$0.42	500	\$207.88
Temescal Valley Project Participation	\$0	Potable - Additional Demand (2050)	14,219,602	\$0.00	500	\$0.00
Pumping Plant Participation	\$16,301,019	Potable - Additional Demand (2050)	14,219,602	\$1.15	500	\$573.19
Transmission Facilities Connection Fees	\$17,005,011	Potable - Additional Demand (2050)	14,219,602	\$1.20	500	\$597.94
Supply Facilities Participation	\$54,265,083	Potable - Additional Demand (2050)	14,219,602	\$3.82	500	\$1,908.11
Regional Reclamation	\$1,694,047	Potable & RW Additional Demand	14,499,602	\$0.12	500	\$58.42
NPV of Outstanding Interest	\$95,176,963					\$3,345.53

The cost per ME can be separated between potable or recycled connections based on the allocation basis shown in column B of Table 6. Table 7 summarizes the cost per ME by connection type and the total debt buy-in amount per ME rounded to the nearest dollar.

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Table 7: Water Debt Buy-In by Connection Type (\$ per ME)

Debt Buy-In by Connection Type (\$/ME)		
Summary by Fund	Potable	Recycled
(-) Capacity Fee Reserves		
Storage Participation	(\$528)	\$0
Temescal Valley Project Participation	\$0	\$0
Pumping Plant Participation	(\$395)	\$0
Transmission Facilities Connection Fees	(\$45)	\$0
Supply Facilities Participation	\$79	\$0
Regional Reclamation	(\$43)	(\$43)
(+) Outstanding Debt Principal		
Storage Participation	\$7	\$0
Temescal Valley Project Participation	\$0	\$0
Pumping Plant Participation	\$28	\$0
Transmission Facilities Connection Fees	\$190	\$0
Supply Facilities Participation	\$1,111	\$0
Regional Reclamation	\$318	\$318
(+) Net Present Value of Outstanding Interest		
Storage Participation	\$208	\$0
Temescal Valley Project Participation	\$0	\$0
Pumping Plant Participation	\$573	\$0
Transmission Facilities Connection Fees	\$598	\$0
Supply Facilities Participation	\$1,908	\$0
Regional Reclamation	\$58	\$58
Debt Buy-In per ME	\$4,067	\$333

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Step 5: Incremental Costs

The capacity fee includes planned capital projects required to accommodate new development based on the updated Master Plans. These projects include transmission and distribution mains, pump stations, storage reservoirs, water supply improvements, and Indirect Potable Reuse (IPR). These capital projects were allocated to their respective capital funds based on the type of improvement being made to the water system. For example, the IPR project was allocated to the Supply Facilities Participation capital fund because it will provide an additional water supply source. Additionally, it is anticipated that the District will receive grant funding to partially offset the cost of two water supply projects. The share of grant funding related to the new development portion of these projects is \$5.6M. This grant funding is shown as a credit. New development's share of the planned capital projects equals approximately \$468M, as shown in Table 8.

Table 8: Water Incremental Costs

Incremental Costs	
Capital Projects by Fund	Projected Cost
Storage Participation	\$81,379,000
Pumping Plant Participation	\$97,935,000
Transmission Facilities Connection Fees	\$130,649,000
Supply Facilities Participation	\$164,150,129
Grant Funding - Supply	(\$5,678,580)
Regional Reclamation	\$0
Total	\$468,434,549

Step 6: Incremental-Cost Component Calculations

All the incremental costs are associated with the construction of additional capacity to serve new development over the Planning Period. Therefore, the project cost of each asset category is spread over the additional demand projected to come online. Table 9 summarizes the cost per gallon of incremental capital projects and the associated cost per ME.

Table 9: Water Incremental-Cost Component (\$ per ME)

Incremental-Cost Components						
Capital Projects by Fund	Projected Cost	Allocation Basis	Units of Service	Unit Rate	Conversion Factor	\$ per ME
	[A]	[B]	[C]	[D] = A÷C	[E]	[F] = D×E
Storage Participation	\$81,379,000	Potable - Additional Demand (2050)	14,219,602	\$5.72	500	\$2,861.51
Pumping Plant Participation	\$97,935,000	Potable - Additional Demand (2050)	14,219,602	\$6.89	500	\$3,443.66
Transmission Facilities Connection Fees	\$130,649,000	Potable - Additional Demand (2050)	14,219,602	\$9.19	500	\$4,593.98
Supply Facilities Participation	\$164,150,129	Potable - Additional Demand (2050)	14,219,602	\$11.54	500	\$5,771.97
Grant Funding - Supply	(\$5,678,580)	Potable - Additional Demand (2050)	14,219,602	(\$0.40)	500	(\$199.67)
Regional Reclamation	\$0	Potable & RW Additional Demand	14,499,602	\$0.00	500	\$0.00

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The cost per ME is then allocated to potable connections based on the allocation basis shown in column B of Table 9. Table 10 summarizes the cost per ME by capital fund and the total incremental amount per ME rounded to the nearest dollar.

Table 10: Water Incremental-Cost Component (\$ per ME)

Incremental-Cost Component (\$/ME)	
Incremental	Potable
Storage Participation	\$2,862
Pumping Plant Participation	\$3,444
Transmission Facilities Connection Fees	\$4,594
Supply Facilities Participation	\$5,772
Grant Funding - Supply	(\$200)
Regional Reclamation	\$0
Total Incremental Project Cost	\$16,472

Updated Potable & Recycled Water Capacity Fees

Table 11 summarizes the updated potable water capacity fee per ME by combining the debt buy-in component, TVP Special Tax for FY 2025 (shown in Appendix A), and the incremental-cost component.

Table 11: Potable Water Capacity Fee Summary

Proposed Potable Water Capacity Fee (\$/ME)							
Capacity Fee Components	Storage Participation	Temescal Valley Project Participation	Pumping Plant Participation	Transmission Facilities Connection	Supply Facilities Participation	Regional Reclamation	Total (\$ per ME)
(-) Capacity Fee Reserves	(\$528)	\$0	(\$395)	(\$45)	\$79	(\$43)	(\$932)
(+) Outstanding Debt Principal	\$7	\$0	\$28	\$190	\$1,111	\$318	\$1,654
(+) Net Present Value of Outstanding Interest	\$208	\$0	\$573	\$598	\$1,908	\$58	\$3,345
(+) Incremental	\$2,862	\$0	\$3,444	\$4,594	\$5,572	\$0	\$16,472
(+) TVP Special Tax	\$0	\$3,634	\$0	\$0	\$0	\$0	\$3,634
Total Proposed Potable Water Capacity Fee	\$2,549	\$3,634	\$3,650	\$5,337	\$8,670	\$333	\$24,173

Table 12 summarizes the updated potable water capacity fee by meter size, with the 3/4" meter set as the base ME. Capacity fees for new connections increase as the size of the meter increases based on the capacity ratios.

Table 12: Proposed Potable Water Capacity Fee

Proposed Potable Water Capacity Fee by Meter Size			
Meter Size	Capacity (gpm)	Capacity Ratio	Proposed Capacity Fee
	[A]	[B] = A ÷ 30	[C] = \$24,173 x B
3/4"	30	1.000	\$24,173
1"	50	1.667	\$40,288
1 1/2"	100	3.333	\$80,577
2"	160	5.333	\$128,923
3"	320	10.667	\$257,845
4"	500	16.667	\$402,883
6"	1,000	33.333	\$805,767
8"	1,600	53.333	\$1,289,227
10"	4,200	140.000	\$3,384,220
12"	5,300	176.667	\$4,270,563

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Table 13 summarizes the updated recycled water capacity fee per ME which includes all components under Regional Reclamation.

Table 13: Recycled Water Capacity Fee Summary

Proposed Recycled Water Capacity Fee (\$/ME)							
Capacity Fee Components	Storage Participation	Temescal Valley Project Participation	Pumping Plant Participation	Transmission Facilities Connection Fees	Supply Facilities Participation	Regional Reclamation	Total (\$ per ME)
(-) Capacity Fee Reserves	\$0	\$0	\$0	\$0	\$0	(\$43)	(\$43)
(+) Outstanding Debt Principal	\$0	\$0	\$0	\$0	\$0	\$318	\$318
(+) Net Present Value of Outstanding Interest	\$0	\$0	\$0	\$0	\$0	\$58	\$58
(+) Incremental	\$0	\$0	\$0	\$0	\$0	\$0	\$0
Total Proposed Recycled Water Capacity Fee	\$0	\$0	\$0	\$0	\$0	\$333	\$333

Table 14 summarizes the updated recycled water capacity fee by meter size, with the 3/4” meter set as the base ME. Capacity fees for new connections increase as the size of the meter increases based on the capacity ratios.

Table 14: Proposed Recycled Water Capacity Fee

Proposed Recycled Water Capacity Fee by Meter Size			
Meter Size	Capacity (gpm)	Capacity Ratio	Proposed Capacity Fee
3/4"	30	1.000	\$333
1"	50	1.667	\$555
1 1/2"	100	3.333	\$1,110
2"	160	5.333	\$1,776
3"	320	10.667	\$3,552
4"	500	16.667	\$5,550
6"	1,000	33.333	\$11,100
8"	1,600	53.333	\$17,760
10"	4,200	140.000	\$46,620
12"	5,300	176.667	\$58,830

Annual Capacity Fee Adjustment

In conjunction with adopting the updated potable and recycled water capacity fees, IB Consulting recommends adjusting the capacity fee annually to keep pace with inflation by applying the Engineering News Record Construction Cost Index for Los Angeles (ENR). The District should also review its capacity charges every five years, in conjunction with its master plan updates, to capture any significant changes and ensure capacity fees remain equitable.

Capacity Fee Analysis – Wastewater

Step 1: Debt Buy-In Costs

Existing debt has been refinanced and the current outstanding debt obligations for wastewater include 2021A Water Revenue Bonds (Refund 2008 & 2011A) and 2016A Water Revenue Bonds (Refund 2007A & 2008A). In addition, the wastewater utility has existing debt associated with the Regional WRF expansion, two general fund loans, and two SRRRA loans that funded improvements to the collections system and primary and secondary treatment. These existing debt obligations are directly related to expansions needed to serve new development. Based on the District’s estimates of debt financing needs for projects that exceed \$6.5M, six debt issuances are proposed for wastewater in FY 2024, FY 2030, FY 2035, and FY 2040, equal to \$246.3M, \$49.1M, \$9.4M, and \$3M, respectively. In FY 2024 and FY 2030, the District plans on using two separate debt issuances in each fiscal year. Therefore, in FY 2024 and FY 2030, two debt issuances are shown, reflecting different financing terms of each⁴.

Therefore, these debt obligations are incorporated into this updated capacity fee study, as described below. This approach ensures new development and expanded connections pay a proportionate share of the debt obligations. As with potable and recycled water, debt was grouped into two separate categories: Outstanding Principal and Outstanding Interest.

Outstanding Principal: Remaining outstanding principal payments of existing bonds and loans

Outstanding Interest: Remaining interest payments due from FY 2024 through maturity of existing and proposed debt

The principal related to future debt issuances are captured as part of the project costs within the Incremental-Cost Component. Therefore, the principal portion of these debts is not included so that new connections are not charged twice for the same cost.

The wastewater utility is made up of two capital funds, as shown in Table 15. Each fund pays for improvements to the asset category for which it is named and is funded by the corresponding component of the capacity fee. The Outstanding Principal and NPV of Outstanding Interest are allocated to the capital funds based on the type of project financed by the existing or proposed debt.

Table 15: Wastewater Capital Funds

Wastewater Capital Funds	
Fund Name	
	Plant Capacity - Treatment
	Sewer - Collection

⁴ Proposed debt in FY 2024 includes \$180M at a 0.9% interest rate over 30 years and \$65M at 2.79% interest rate over 30 years. Proposed debt in FY 2030 includes \$29.4M at a 2.79% interest rate over 30 years and \$19.7M at 1.75% interest rate over 30 years

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Table 16 identifies the amount of outstanding principal remaining for the existing debt for the wastewater system.

Table 16: Wastewater Outstanding Principal

Wastewater Outstanding Principal	
Outstanding Principal by Fund	Included Outstanding Principal by Fund
2021A Water Revenue Bonds (Refund 2008B & 2011A)	
Plant Capacity - Treatment	\$829,811
Sewer - Collection	\$2,576,750
2016A Water Revenue Bonds (Refund 2007A & 2008A)	
Plant Capacity - Treatment	\$4,246,063
Sewer - Collection	\$11,291,963
RWRF Expansion Planning	
Plant Capacity - Treatment	\$3,270,507
General Fund Loan - Plant Capacity - Treatment	
Plant Capacity - Treatment	\$6,000,000
General Fund Loan - Sewer - Collection	
Sewer - Collection	\$11,927,000
SRRRA SRF Loan - Primary/Secondary	
Plant Capacity - Treatment	\$2,939,480
SRRRA 2017 A&B	
Plant Capacity - Treatment	\$3,379,371
Total Outstanding Principal	\$46,460,945

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Table 17 shows the amount of outstanding interest and the net present value of the outstanding interest using the 2.282% discount factor.

Table 17: Wastewater NPV of Outstanding Interest

Wastewater NPV of Outstanding Interest		
Net Present Value of Outstanding Interest	Total Outstanding Interest	Included Net Present Value of Outstanding Interest
2021A Water Revenue Bonds (Refund 2008B & 2011A)		
Plant Capacity - Treatment	\$328,047	\$298,304
Sewer - Collection	\$1,018,660	\$926,300
2016A Water Revenue Bonds (Refund 2007A & 2008A)		
Plant Capacity - Treatment	\$853,910	\$803,179
Sewer - Collection	\$2,204,501	\$2,068,056
RWRF Expansion Planning		
Plant Capacity - Treatment	\$0	\$0
General Fund Loan - Plant Capacity - Treatment		
Plant Capacity - Treatment	\$0	\$0
General Fund Loan - Sewer - Collection		
Sewer - Collection	\$0	\$0
SRRRA SRF Loan - Primary/Secondary		
Plant Capacity - Treatment	\$859,441	\$682,742
SRRRA 2017 A&B		
Plant Capacity - Treatment	\$768,517	\$687,463
Proposed Debt #1 - 2024		
Plant Capacity - Treatment	\$26,196,090	\$20,755,025
Proposed Debt #2 - 2024		
Plant Capacity - Treatment	\$32,455,137	\$25,471,230
Proposed Debt #3 - 2030		
Sewer - Collection	\$14,402,591	\$9,872,273
Proposed Debt #4 - 2030		
Sewer - Collection	\$3,820,969	\$2,832,543
Proposed Debt #5 - 2035		
Sewer - Collection	\$4,592,651	\$2,812,214
Proposed Debt #6 - 2040		
Sewer - Collection	\$1,488,942	\$814,462
Total Net Present Value of Outstanding Interest		\$68,023,791

Elsinore Valley Municipal Water District – Capacity Fee Study

Step 2: Adjustments

Similar to the Water Utility, the adjustment impacting the debt buy-in component is the FY 2024 existing Capacity Fee Reserves. These reserves provide funding for system improvements and will be spent on future capital projects, which are shown as a credit.

Table 18 identifies adjustments applied to the updated capacity fees.

Table 18: Wastewater Capacity Fee Reserves Adjustments

Wastewater Capacity Fee Reserves	
Capacity Fee Reserves	FY 2024 Included Capacity Fee Reserves
(-) Plant Capacity - Treatment	(\$1,147,044)
(-) Sewer - Collection	(\$1,556,341)
Total Capacity Fee Reserves	(\$2,703,385)

Step 3: System Demand/Capacity

The Regional WRF has a current maximum capacity of 8 MGD and the Railroad Canyon WRF has a current maximum capacity of 1.3 MGD for a total capacity of 9.3 MGD. The existing and proposed debt obligations are secured and paid for by capacity fees. Therefore, the outstanding debt obligations are recovered over the additional demand projected to come online over the Planning Period. Two expansions are shown in the recently updated master plan: a 4.0 MGD expansion in 2024 and a 4.8 MGD expansion in 2040 for a total of 8.8 MGD. Additionally, the Horsethief WRF has a planned expansion of 0.3 MGD. Accounting for the additional wastewater capacity added from all future expansions is necessary to ensure a new EDU is only charged once for its projected discharge. Therefore, the total additional capacity is used when deriving capacity-related unit rates. Table 19 summarizes the existing capacity and additional demand for the wastewater system.

Table 19: Existing and Future Wastewater Demand

Wastewater System Information		
Units of Service		Demand (gpd)
Regional WRF Capacity	(Line 1)	8,000,000
Railroad Canyon WRF Capacity	(Line 2)	1,300,000
Horsethief WRF Capacity	(Line 3)	500,000
Existing Capacity	<i>(Line 4 = Line 1 + Line 2 + Line 3)</i>	9,800,000
Additional Capacity from Expansions		
Regional Capacity Expansion (2024)	(Line 5)	4,000,000
Regional Capacity Expansion (2040)	(Line 6)	4,800,000
Total Regional Expansion	<i>(Line 7 = Line 5 + Line 6)</i>	8,800,000
Horsethief WRF Capacity - Expansion	(Line 8)	300,000
Total Expansions	<i>(Line 9 = Line 7 + Line 8)</i>	9,100,000

Elsinore Valley Municipal Water District – Capacity Fee Study

Step 4: Debt Buy-In Component Calculations

The previous steps identified outstanding debt principal, net present value of outstanding interest, adjustments, and system capacity. The debt buy-in component can be determined by deriving the cost per gallon of debt and adjustments. Table 20 summarizes the cost per gallon of credits, each debt obligation, and the associated cost per EDU.

Table 20: Wastewater Reserves & Debt (\$ per EDU)

Reserves & Debt						
Summary by Fund	Value (\$)	Allocation Basis	Units of Service	Unit Rate	Conversion Factor	\$ per EDU
	[A]	[B]	[C]	[D] = A÷C	[E]	[F] = D×E
(-) Capacity Fee Reserves						
Plant Capacity - Treatment	(\$1,147,044)	Total Regional Expansion	8,800,000	(\$0.13)	250	(\$32.59)
Sewer - Collection	(\$1,556,341)	Total Expansions	9,100,000	(\$0.17)	250	(\$42.76)
Capacity Fee Reserves	(\$2,703,385)					(\$75.34)
(+) Outstanding Debt Principal						
Plant Capacity - Treatment	\$20,665,232	Total Regional Expansion	8,800,000	\$2.35	250	\$587.08
Sewer - Collection	\$25,795,713	Total Expansions	9,100,000	\$2.83	250	\$708.67
Outstanding Principal	\$46,460,945					\$1,295.75
(+) Net Present Value of Outstanding Interest						
Plant Capacity - Treatment	\$48,697,943	Total Regional Expansion	8,800,000	\$5.53	250	\$1,383.46
Sewer - Collection	\$19,325,848	Total Expansions	9,100,000	\$2.12	250	\$530.93
NPV of Outstanding Interest	\$68,023,791					\$1,914.39

The cost per EDU is then further allocated to the two service areas with planned expansions, Regional and Horsethief, based on the allocation basis shown in column B of Table 20. Table 21 summarizes the cost per EDU by service area and the total debt buy-in amount per EDU rounded to the nearest dollar.

Table 21: Wastewater Debt Buy-In by Service Area (\$ per EDU)

Debt Buy-In by Service Area (\$/EDU)		
Summary by Fund	Regional	Horsethief
(-) Capacity Fee Reserves		
Plant Capacity - Treatment	(\$33)	\$0
Sewer - Collection	(\$43)	(\$43)
(+) Outstanding Debt Principal		
Plant Capacity - Treatment	\$587	\$0
Sewer - Collection	\$709	\$709
(+) Net Present Value of Outstanding Interest		
Plant Capacity - Treatment	\$1,383	\$0
Sewer - Collection	\$531	\$531
Debt Buy-In per EDU	\$3,134	\$1,197

Elsinore Valley Municipal Water District – Capacity Fee Study

Step 5: Incremental Costs

The capacity fee includes the share of planned capital projects associated with accommodating new development based on the updated Master Plans. These projects include gravity mains, force mains, lift stations, and WRF expansions. These capital projects were allocated to their respective capital funds based on the type of improvement being made to the wastewater system. For example, WRF expansions are allocated to the Plant Capacity – Treatment capital fund because it will provide additional capacity to the wastewater plants. Additionally, the District will receive grant funding of \$9.3M, which will offset the cost of the Regional WRF expansion. This grant funding is shown as a credit. The total cost of the planned capital projects equals approximately \$441.8M, as shown in Table 22.

Table 22: Wastewater Incremental Costs

Incremental Costs	
Capital Projects by Fund	Projected Cost
Regional Incremental Costs	
Plant Capacity - Treatment	\$281,367,103
Grant Funding - Treatment	(\$9,300,064)
Sewer - Collection	\$145,482,550
Horsethief Incremental Costs	
FY 2023 0.3 MGD Upgrades/Expansion	\$24,249,536
Total	\$441,799,125

Step 6: Incremental-Cost Component Calculations

All the incremental costs are associated with the construction of additional capacity to serve new development over the Planning Period. Therefore, each incremental project cost is spread over the additional capacity needed to serve new connections. Table 23 summarizes the cost per gallon of incremental capital projects and the associated cost per EDU.

Table 23: Wastewater Incremental-Cost Component (\$ per EDU)

Incremental-Cost Components						
Capital Projects by Fund	Projected Cost	Allocation Basis	Units of Service	Unit Rate	Conversion Factor	\$ per EDU
	[A]	[B]	[C]	[D] = A÷C	[E]	[F] = D×E
Regional Incremental Costs						
Plant Capacity - Treatment	\$281,367,103	Total Regional Expansion	8,800,000	\$31.97	250	\$7,993.38
Grant Funding - Treatment	(\$9,300,064)	Total Regional Expansion	8,800,000	(\$1.06)	250	(\$264.21)
Sewer - Collection	\$145,482,550	Total Regional Expansion	8,800,000	\$16.53	250	\$4,133.03
Horsethief Incremental Costs						
FY 2023 0.3 MGD Upgrades/Expansion	\$24,249,536	Horsethief WRF Capacity - Expansion	300,000	\$80.83	250	\$20,207.95

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The cost per EDU is then further allocated to the service area based on the allocation basis shown in column B of Table 23. Table 24 summarizes the cost per EDU by service area and the total incremental amount per EDU rounded to the nearest dollar.

Table 24: Wastewater Incremental-Cost Component by Service Area (\$ per EDU)

Incremental-Cost Component by Service Area (\$/EDU)		
Incremental	Regional	Horsethief
Regional Incremental Costs		
Plant Capacity - Treatment	\$7,993	\$0
Grant Funding - Treatment	(\$264)	\$0
Sewer - Collection	\$4,133	\$0
Horsethief Incremental Costs		
FY 2023 0.3 MGD Upgrades/Expansion	\$0	\$20,208
Total Incremental Component	\$11,862	\$20,208

Updated Wastewater Capacity Fees

Error! Reference source not found. and Table 26 summarizes the updated Regional wastewater capacity fee and Horsethief wastewater capacity fee on an EDU basis, respectively. Developing parcels will be assigned EDUs on a case-by-case basis to account for total residential dwelling units, total flow and strength loading in relation to an EDU.

Table 25: Regional Wastewater Capacity Fee Summary

Proposed Regional Wastewater Capacity Fee (\$/EDU)			
Capacity Fee Components	Treatment	Collection	Total
(-) Capacity Fee Reserves	(\$33)	(\$43)	(\$76)
(+) Outstanding Debt Principal	\$587	\$709	\$1,296
(+) Net Present Value of Outstanding Interest	\$1,383	\$531	\$1,914
(+) Incremental	\$7,729	\$4,133	\$11,862
Total Proposed Regional Wastewater Capacity Fee	\$9,666	\$5,330	\$14,996

Table 26: Horsethief Wastewater Capacity Fee Summary

Proposed Horsethief Wastewater Capacity Fee (\$/EDU)			
Capacity Fee Components	Treatment	Collection	Total
(-) Capacity Fee Reserves	\$0	(\$43)	(\$43)
(+) Outstanding Debt Principal	\$0	\$709	\$709
(+) Net Present Value of Outstanding Interest	\$0	\$531	\$531
(+) Incremental	\$20,208	\$0	\$20,208
Total Proposed Horsethief Wastewater Capacity Fee	\$20,208	\$1,197	\$21,405

Annual Capacity Fee Adjustment

In conjunction with adopting the updated wastewater capacity fees, IB Consulting recommends adjusting the capacity fee annually to keep pace with inflation by applying the Engineering News Record Construction Cost Index for Los Angeles (ENR). The District should also review its capacity charges every five years, in conjunction with its master plan updates, to capture any significant changes and ensure capacity fees remain equitable.

Appendix A

Table 27: TVP Special Tax Schedule

EXHIBIT "C"

Prepayment Amounts for CFD with EVMWD Connection Fee
EDU¹ to Finance Temescal Valley Project

Year	Prepayment Amount per EDU in CFD ²	EVMWD Approval Connection Fee ³ (Extrapolated After 2010)	
		\$/EDU	FY
0 ⁴	\$ 732	\$ 763	1999
1	725	847	2000
2	718	897	2001
3	710	951	2002
4	701	1,008	2003
5	692	1,069	2004
6	683	1,133	2005
7	673	1,200	2006
8	663	1,273	2007
9	651	1,349	2008
10	639	1,430	2009
11	627	1,516	2010
12	614	1,607	2011
13	599	1,703	2012
14	584	1,805	2013
15	569	1,913	2014
16	552	2,028	2015
17	534	2,150	2016
18	515	2,279	2017
19	495	2,416	2018
20	474	2,561	2019
21	451	2,715	2020
22	427	2,878	2021
23	402	3,051	2022
24	375	3,234	2023
25	347	3,428	2024
26	316	3,634	2025
27	284	3,852	2026
28	251	4,083	2027
29	215	4,328	2028
30	177	4,588	2029
31	136	4,863	2030
32	93	5,155	2031
33	48	5,464	2032
34	0	5,792	2033