



## Public Safety Impact Fee Facilities Plan



## IMPACT FEE FACILITIES PLAN SPRINGVILLE CITY

### Executive Summary

#### Background

This Impact Fee Facilities Plan (IFFP) was prepared to meet the requirements of Utah Code §11-36a. Public safety includes both police (law enforcement) and fire/EMS capital facilities. Impact fees are a one-time fee charged to new development to help offset the capital costs associated with new growth in a community. Springville City (“City”) has determined that there is one city-wide service area for police and fire services.

#### New Development and Growth

Residential and non-residential growth creates the demand for new public safety capital facilities. Projected growth is shown in the following table:

TABLE 1: GROWTH PROJECTIONS, 2023-2030

Year	Residential Units	Non-Residential Square Feet
2023	10,831	10,505,136
2024	11,010	10,678,709
2025	11,192	10,855,233
2026	11,376	11,033,696
2027	11,564	11,216,039
2028	11,755	11,401,292
2029	11,949	11,589,455
2030	12,146	11,780,527

*Source: Mountainland Association of Governments 2023 Socioeconomic Forecast, U.S. Census Bureau, ZPFI*

#### Identify the Existing and Proposed Levels of Service and Excess Capacity

##### *Utah Code 11-36a-302(1)(a)(i)(ii)(iii)*

The IFFP considers only *system* facilities in the calculation of impact fees. For the City, this has been determined to mean public safety buildings, as well as fire vehicles that have been acquired previously or will be acquired within the next six years at a cost of \$500,000 or more.

Existing service levels for both police and fire are based on the current capital facilities (i.e., building square feet) as measured per demand unit. Demand units increase with development which generates more calls for service and, therefore, the need for more public safety building space.

Police: The City had 25,449 calls for service in 2023. Of these calls, an estimated 10 percent of the traffic calls (8,285 total traffic calls) were for pass-through traffic. Pass-through calls and agency assists have not been included in the calculation of impact fees, resulting in a total of 24,620 calls eligible for impact fees.

Traffic calls, not including pass-through calls, have been allocated to residential and non-residential uses based on their relative percentage of total calls.<sup>1</sup> During 2023, the City averaged 1.81 police calls per residential unit and 0.473 calls per 1,000 square feet of non-residential space.

TABLE 2: IMPACT FEE ELIGIBLE POLICE CALLS IN 2023

Residential Unit Calls	Calls per Residential Unit	Non-Residential Calls	Calls per Non-Residential Square Foot
19,653	1.81	4,967	0.000473

There were a total of 25,449 police calls for service in 2023 and 32,307 square feet of police facility space. This results in an existing service level of 1.27 square feet of building space per call.

The City's current police facility was built with foresight to accommodate future growth. The City projects full capacity of its police facilities to be reached by 2050 when call volume reaches 38,995 per year. Therefore, the service level at capacity of the building is anticipated to decline to 0.83 square feet per call, which is identified as the proposed level of service.

TABLE 3: POLICE CALLS LEVELS OF SERVICE

2023 Total Calls	2023 Facility Square Feet	Current Level of Service (2023)	Total Capacity Calls (through 2050)	Anticipated Facility Square Feet (through 2050)	Proposed Level of Service (through 2050)
25,449	32,307	1.27 SF/call	38,995	32,307	0.83 SF/call

Fire: In 2023, the City had 2,165 fire/EMS calls. Of these calls, an estimated 10 percent of traffic calls (118 total traffic calls) did not originate in Springville. Mutual aid calls and calls that did not originate in Springville will not be included in the calculation of impact fees. There was a total of 55 mutual aid calls in 2023 and an estimated 12 traffic calls that did not originate in Springville. The total number of impact-fee eligible calls in 2023 was 2,098.

Traffic calls, not including pass-through calls, have been allocated to residential and non-residential uses based on their relative percentage of total calls.<sup>2</sup> During 2023, the City averaged 0.1521 fire/EMS calls per residential unit and 0.000043 calls per square feet of non-residential space.

TABLE 4: IMPACT FEE ELIGIBLE FIRE CALLS IN 2023

Residential Unit Calls	Calls per Residential Unit	Non-Residential Calls	Calls per Non-Residential Square Foot
1,647	0.1521	451	0.000043

The City's current fire facilities have 25,844 square feet of space, which results in a current service level of 11.94 square feet per call (2,165 total calls). Additionally, the current fire facilities have excess capacity to

<sup>1</sup> During 2023, the City had 13,703 residential calls and 3,461 non-residential calls for service. Therefore, residential calls represent 79.80% of non-traffic calls and nonresidential represents 20.20% of these calls. Traffic calls are then allocated proportionately (excluding pass-through calls), increasing the residential calls to 19,653 calls and nonresidential calls to 4,967 calls.

<sup>2</sup> During 2023, the City had 1,564 residential calls and 428 non-residential calls for service for fire. Therefore, residential calls represent 78.51% of non-traffic calls and nonresidential represents 21.49% percent of these calls. Traffic calls are then allocated proportionately (excluding calls that did not originate in Springville), increasing the residential calls to 1,647 calls and nonresidential calls to 451 calls.

serve up to 2,273 calls, indicating excess capacity to serve 108 more calls. This maximum capacity of calls is anticipated to be reached in 2026, with a service level of 11.37 square feet per call. This service level at capacity (11.37 square feet per call) is identified as the proposed level of service.

To accommodate future growth, the City has planned to expand one of its facilities by 9,000 square feet. After this expansion, the City will have 34,844 square feet of facility space and excess capacity in its fire facilities. The anticipated improvements will serve the City far into the future. The proposed level of service is 11.37 square feet per call.

TABLE 5: FIRE CALLS LEVELS OF SERVICE

2023 Total Calls	2023 Facility Square Feet	Current Level of Service (2023)	Proposed Level of Service	Anticipated Facility Square Feet (after planned improvements)
2,165	25,844	11.94 SF/call	11.37 SF/call	34,844

### Identify Demands Placed Upon Existing Public Facilities by New Development Activity at the Proposed Level of Service

#### *Utah Code 11-36a-302(1)(a)(iv)*

Police: The police department projects 28,641 calls by 2030 – an increase of 3,192 calls over the number of calls received in 2023 (25,449). This assumed increase would decrease the City’s service level of 1.27 square feet of building space per call to 1.13 by 2030. However, the police department’s current facilities have excess capacity to manage up to 38,995 calls (0.83 square feet per call) per year, and therefore, isn’t expected to grow its facilities in the near-term based on current projections. The proposed level of service is 0.83 square feet per call, aligning with the total capacity of the police station.

Fire: The fire department projects 2,427 calls by 2030 – an increase of 262 calls over the number of calls received in 2023 (2,165). In order to maintain the proposed level of service of 11.37 square feet per call, the fire department will need to expand by at least 1,752<sup>3</sup> square feet by 2030.

The existing fire department has capacity sufficient to serve the needs of new development through 2026, at which time it plans to expand an existing facility (Station 42) by 9,000 square feet. The new expansion will service future growth well into the future.

### Identify How the Growth Demands Will Be Met

#### *Utah Code 11-36a-302(1)(a)(v)*

Police: The police station has 32,307 square feet and excess capacity to serve up to 38,995 calls. In 2023, there were 25,449 calls for service (1.27 square feet per call), indicating excess capacity to serve 13,546 additional calls at a service level of 0.83 SF per call.<sup>4</sup>

<sup>3</sup> There was 25,844 square feet of facility space in 2023. In order to maintain the existing level of service into 2030, Springville will need 27,596 square feet of fire/EMS facility space (ratio of 2030 to 2026 calls [ $2,427/2,273 = 1.0678$ ] and multiplying by current facility space). Intermediate calculations are rounded. The difference of current facility space and required space is 1,752 square feet.

<sup>4</sup> Excess capacity of 13,546 calls was calculated by taking total capacity calls (38,995) and subtracting 2023 calls (25,449).

Fire: To accommodate future growth, the City has planned to expand one of its facilities by 9,000 square feet. After this expansion, the City would have 34,844 square feet of facility space and excess capacity in its fire facilities.

The estimated construction cost for the expansion is \$5,400,000. Additionally, non-residential growth will also need to pay its fair share of a new ladder truck vehicle and a new fire engine, to be acquired within the next 6 years at an estimated cost of \$2,200,000. Additionally, land for a future fire station will be acquired within the next 6 years.

### **Consideration of Revenue Sources to Finance Impacts on System Improvements**

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*Utah Code 11-36a-302(2)*

This Impact Fee Facilities Plan includes a thorough discussion of all potential revenue sources for public safety improvements. These revenue sources include grants, bonds, interfund loans, impact fees and anticipated or accepted dedications of system improvements.

## Utah Code Legal Requirements

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Utah law requires that communities prepare an Impact Fee Facilities Plan before preparing an Impact Fee Analysis (IFA) and enacting an impact fee. Utah law also requires that communities give notice of their intent to prepare and adopt an IFFP. This IFFP follows all legal requirements as outlined below. The City has retained Zions Public Finance, Inc. (ZPFI) to prepare this Impact Fee Facilities Plan in accordance with legal requirements.

### Notice of Intent to Prepare Impact Fee Facilities Plan

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A local political subdivision must provide written notice of its intent to prepare an IFFP before preparing the Plan (Utah Code §11-36a-501). This notice must be posted on the Utah Public Notice website. The City has complied with this noticing requirement for the IFFP.

### Preparation of Impact Fee Facilities Plan

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Utah Code requires that each local political subdivision, before imposing an impact fee, prepare an impact fee facilities plan. (Utah Code 11-36a-301).

Section 11-36a-302(a) of the Utah Code outlines the requirements of an IFFP which is required to identify the following:

- (i) identify the existing level of service
- (ii) establish a proposed level of service
- (iii) identify any excess capacity to accommodate future growth at the proposed level of service
- (iv) identify demands placed upon existing facilities by new development activity at the proposed level of service; and
- (v) identify the means by which the political subdivision or private entity will meet those growth demands.

Further, the proposed level of service may:

- (i) exceed the existing level of service if, independent of the use of impact fees, the political subdivision or private entity provides, implements, and maintains the means to increase the existing level of service for existing demand within six years of the date on which new growth is charged for the proposed level of service; or
- (ii) establish a new public facility if, independent of the use of impact fees, the political subdivision or private entity provides, implements, and maintains the means to increase the existing level of service for existing demand within six years of the date on which new growth is charged for the proposed level of service.

In preparing an impact fee facilities plan, each local political subdivision shall generally consider all revenue sources to finance the impacts on system improvements, including:

- (a) grants
- (b) bonds
- (c) interfund loans
- (d) impact fees; and
- (e) anticipated or accepted dedications of system improvements.



### Certification of Impact Fee Facilities Plan

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Utah Code 11-36a-306 states that an impact fee facilities plan shall include a written certification from the person or entity that prepares the impact fee facilities plan. This certification is included at the conclusion of this analysis.

## IMPACT FEE FACILITIES PLAN SPRINGVILLE CITY

### Existing Service Levels

*Utah Code 11-36a-302(1)(a)(i)(ii)(iii)*

### Growth in Demand

Impacts on public safety facilities will come from both residential and non-residential growth. This growth is projected as follows:

TABLE 6: GROWTH PROJECTIONS, 2023-2030

Year	Residential Units	Non-Residential Square Feet
2023	10,831	10,505,136
2024	11,010	10,678,709
2025	11,192	10,855,233
2026	11,376	11,033,696
2027	11,564	11,216,039
2028	11,755	11,401,292
2029	11,949	11,589,455
2030	12,146	11,780,527

*Source: Mountainland Association of Governments 2023 Socioeconomic Forecast, U.S. Census Bureau, ZPFI*

Residential and non-residential growth will create increased demand for public safety services as demonstrated by the increased calls for service that are projected to occur.

Police: The increased police calls for service are projected as follows for residential and non-residential development in Springville. Additional calls are shown for pass-through traffic and agency assists, but these demand units are not included in the calculation of impact fees.

TABLE 7: POLICE – PROJECTED GROWTH IN POLICE CALLS FOR SERVICE

Year	Residential Unit Calls	Non-Residential Calls	Pass-Thru Traffic	Total Calls
2023	19,653	4,967	829	25,449
2024	20,056	5,061	846	25,963
2025	20,387	5,144	860	26,391
2026	20,723	5,229	874	26,826
2027	21,064	5,316	888	27,268
2028	21,413	5,403	903	27,719
2029	21,766	5,493	918	28,177
2030	22,124	5,584	933	28,641

Fire: The increased fire calls for service are projected as shown in the following table. The pass-thru traffic calls are not included in the calculation of impact fees.

TABLE 8: FIRE – PROJECTED GROWTH IN FIRE CALLS FOR SERVICE

Year	Residential Unit Calls	Non-Residential Calls	Pass-Thru Traffic	Agency Assists	Total Calls
2023	1,647	451	12	55	2,165
2024	1,674	458	12	56	2,200
2025	1,702	465	12	57	2,236
2026	1,730	473	12	58	2,273
2027	1,759	480	13	59	2,310
2028	1,787	488	13	60	2,348
2029	1,817	497	13	61	2,388
2030	1,847	505	13	62	2,427

### Existing Service Levels

Police: During 2023, the City averaged 1.81 eligible police calls per residential unit and 0.473 eligible calls per 1,000 square feet of non-residential space. There were a total of 25,449 police calls for service in 2023 and 32,307 square feet of police facility space. This results in an existing service level of 1.27 square feet of building space per call.

Fire: During 2023, the City averaged 0.1521 fire calls per residential unit and 0.043 calls per 1,000 square feet of non-residential space. There was a total of 2,165 fire calls for service in 2023 and 25,844 square feet of fire facility space. This results in an existing service level of 11.94 square feet of building space per call.

### Proposed Level of Service

Police: The police station has 32,307 square feet and had 25,449 total calls for service in 2023. Therefore, existing level of service is 1.27 square feet per call. The police station has sufficient capacity to serve new growth well into the future and estimates that it can meet the demands of new growth through 2050 when the City anticipates 38,995 calls. Therefore, the service level at capacity of the building is anticipated to decline to 0.83 square feet per call, which is the proposed level of service.

The police department projects 28,641 calls by 2030 – an increase of 3,192 calls over the number of calls received in 2023 (25,449). This increase in calls falls well below the maximum capacity of the current police station (38,995 calls).

Fire: To accommodate future growth, the City plans to expand one of its facilities by 9,000 square feet. After this expansion, the City would have 34,844 square feet of facility space and excess capacity in its fire facilities.

The service level at capacity of the facilities is anticipated to be 11.37 square feet per call, which is the level of service of current facilities (25,844 square feet) which are projected to reach capacity in 2026. This figure (11.37 square feet per call) is identified as the proposed level of service.

## Excess Capacity

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Police: The police station has 32,307 square feet and excess capacity to serve up to 38,995 calls. In 2023, there were 25,449 calls for service (1.27 square feet per call), indicating excess capacity to serve an additional 13,546 calls, resulting in a proposed service level of 0.83 square feet per call.

Fire: The current fire facilities have excess capacity to serve up to 2,273 calls. In 2023, there were 2,165 calls, indicating excess capacity to serve up to 108 more calls. This max capacity of calls is anticipated to be reached in 2026.

However, call volume is expected to grow by 262 calls between 2023 and 2030 and overload current capacity of the existing facilities. The aforementioned expansion of one of its facilities will result in 34,844 square feet and excess capacity to serve the City into the future.

## Identify Demands Placed upon Existing Facilities by New Development Activity at the Proposed Level of Service

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Police: New development between 2023 and 2030 will consume capacity of 2,649 square feet of building space (8.20 percent of total capacity). This is calculated by taking the proposed level of service (0.83 square feet per call) and multiplying it by the growth in calls (3,192). Considering the total number of calls projected in 2030 (28,641 calls), 73.45 percent of the station's capacity would be utilized by the end of the decade (total capacity of 38,995 calls).

Fire: New development will account for 2,980 square feet of building space in 2030. This is calculated by subtracting the anticipated amount of space utilized in 2030 (27,596 square feet) and subtracting the amount of space utilized in 2023 (24,616)<sup>5</sup>. Considering the total number of projected calls in 2030 (2,427 calls), existing building facilities (25,844 square feet) won't be able to maintain the proposed level of service. The proposed level of service can be maintained by expanding current facilities.

## Identify the Means by Which the Political Subdivision or Private Entity Will Meet Those Growth Demands

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Police: The police station has excess capacity to meet growth demands.

Fire: To accommodate future growth, the City has planned to expand one of its facilities (Station 42) by 9,000 square feet. After this expansion, the City would have 34,844 square feet of facility space and excess capacity in its fire facilities.

The estimated construction cost for the expansion is \$5,400,000. Additionally, non-residential growth will need to pay its fair share of a new ladder truck vehicle and a new fire engine, to be acquired within the next 6 years at an estimated cost of \$1,200,000 and \$1,000,000, respectively. Land for an additional fire station will also be acquired within the next 6 years.

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<sup>5</sup> Refer to footnote 5 to determine how anticipated space utilized is calculated.

## Manner of Financing for Public Facilities

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*Utah Code 11-36a-304(2)(c)(d)(e)*

Impact fees will be used to fund the established growth-driven public safety services for law enforcement and fire.

## Credits Against Impact Fees

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*Utah Code 11-36a-304(2)(f)*

The Impact Fees Act requires credits to be paid back to development for future fees that may be paid to fund system improvements found in the IFFP so that new development is not charged twice. Credits may also be paid back to developers who have constructed or directly funded items that are included in the IFFP or donated to the City in lieu of impact fees, including the dedication of land for system improvements. This situation does not apply to developer exactions or improvements required to offset density or as a condition for development. Any item that a developer funds must be included in the IFFP if a credit is to be issued and must be agreed upon with the City before construction of the improvements.

In the situation that a developer chooses to construct facilities found in the IFFP in lieu of impact fees, the arrangement must be made through the developer and the City.

The standard impact fee can also be decreased to respond to unusual circumstances in specific cases in order to ensure that impact fees are imposed fairly. In certain cases, a developer may submit studies and data that clearly show a need for adjustment.

At the discretion of the City, impact fees may be modified for low-income housing, although alternate sources of funding must be identified.

## Grants

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The City is unaware of any potential grant sources for future public safety facilities. However, should it be the recipient of any such grants, it will then look at the potential to reduce impact fees.

## Bonds

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On July 6, 2011 the City reissued its Series 2008 bonds for \$6,110,000 Lease Revenue Bonds with a maturity date in 2031. The cost of the bond has been allocated to the police and fire stations based on their proportionate costs, share of building space and cash contributed to the project. Credits must be made so that new development is not charged twice – once for impact fees and then again in bond payments.

## Impact Fees

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Because of the growth anticipated to occur in the City, impact fees are a viable means of allowing new development to pay for the impacts that it places on the existing system. This IFFP is developed in accordance with legal guidelines so that an Impact Fee Analysis may be prepared and the City may charge impact fees for public safety.

## Anticipated or Accepted Dedications of System Improvements

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Any item that a developer funds must be included in the IFFP if a credit against impact fees is to be issued and must be agreed upon with the City before construction of the improvements.

## Certification

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Zions Public Finance, Inc. certifies that the attached impact fee facilities plan:

1. includes only the costs of public facilities that are:
  - a. allowed under the Impact Fees Act; and
  - b. actually incurred; or
  - c. projected to be incurred or encumbered within six years after the day on which each impact fee is paid;
  
2. does not include:
  - a. costs of operation and maintenance of public facilities; or
  - b. costs for qualifying public facilities that will raise the level of service for the facilities, through impact fees, above the level of service that is supported by existing residents; and
  
3. complies in each and every relevant respect with the Impact Fees Act.