Springville

# Impact Fee Facilities Plan Update

Adopted March 17th, 2026


METHODS CONSULTING

# TABLE OF CONTENTS



## TABLES



## FIGURES

# I. INTRODUCTION

## A. Background

This document is an update to the 2024 Springville City Impact Fee Facilities Plan (IFFP) completed by Horrocks and does not represent an entirely new project planning and impact fee process. This IFFP update is based on the 2024 Springville City Transportation Master Plan (TMP) completed by Horrocks. The following changes have been in coordination with Springville City staff as part of this update:

- Inflating project costs (5% per year) from 2024 TMP to represent 2026 costs
- Growing roadway volumes (2% per year) from the 2024 TMP to represent 2026 daily traffic volumes
- Minor updates in methodology to represent best practices
- Updates to inconsistencies in the 2024 IFFP
- Completed projects have been moved to the buy-in component
- Project funding sources have been updated to reflect the latest understanding of city versus outside funding splits

The 2024 TMP was not updated with the IFFP. Thus, the following was not changed:

- Project list (and specifically the need for these projects)
- Roadway capacities/cross-sections
- Original project cost estimates[1]
- Original existing and future traffic volumes estimates

The 2024 TMP provides traffic volumes for 2024 and 2040 scenarios, not 2033. However, 2033 traffic volumes are provided in the previous IFFP. Thus, the traffic volumes used in this update are taken from the previous IFFP. When the TMP is updated, this IFFP should also be updated to reflect the most current analysis and traffic volumes.

## B. Overview

The purpose of the Springville City Transportation Impact Fee Facilities Plan (IFFP) update is to identify public roadway improvements that are needed to accommodate anticipated development and to evaluate the amount that is impact fee eligible. Utah law requires cities to prepare an IFFP prior to preparing an impact fee analysis (IFA) and establishing an impact fee. According to Utah State Code Title 11, Chapter 36a, Section 302, the IFFP is required to accomplish the following:

- Identify the existing level of service (LOS)
- Establish a proposed LOS
- Identify any excess capacity to accommodate future growth at the proposed LOS
- Identify demands placed upon existing public facilities by new development activity at the proposed LOS
- Identify the means by which the political entity will meet those growth demands
- Include a general consideration of all potential revenue sources to finance system improvements

This analysis incorporates information from the Springville TMP (2024), which was completed by Horrocks. The TMP includes information regarding the existing and future demands on the transportation infrastructure and the proposed improvements to provide acceptable levels of service. The TMP also provides additional detail regarding the methodology used to determine future travel demand.

This document focuses on the improvements that will be needed over the next 6-10 years. Utah law requires that any impact fees collected for these improvements be spent within six years of being collected. This creates a rolling 6-10 year window depending on when fees are collected. Only capital improvements are included in this plan; all other maintenance and operation costs are assumed to be covered through the City's General Fund as tax revenues increase due to additional development. The city council may choose to adopt a fee lower than the maximum impact fee identified, but not higher.

[1] Cost estimates were updated for a few bridge/culvert projects where the previous cost estimates appeared to be unrealistically low

## C. Service Area

The service area for the transportation impact fee analysis is the city of Springville, shown below in **Figure 1**.

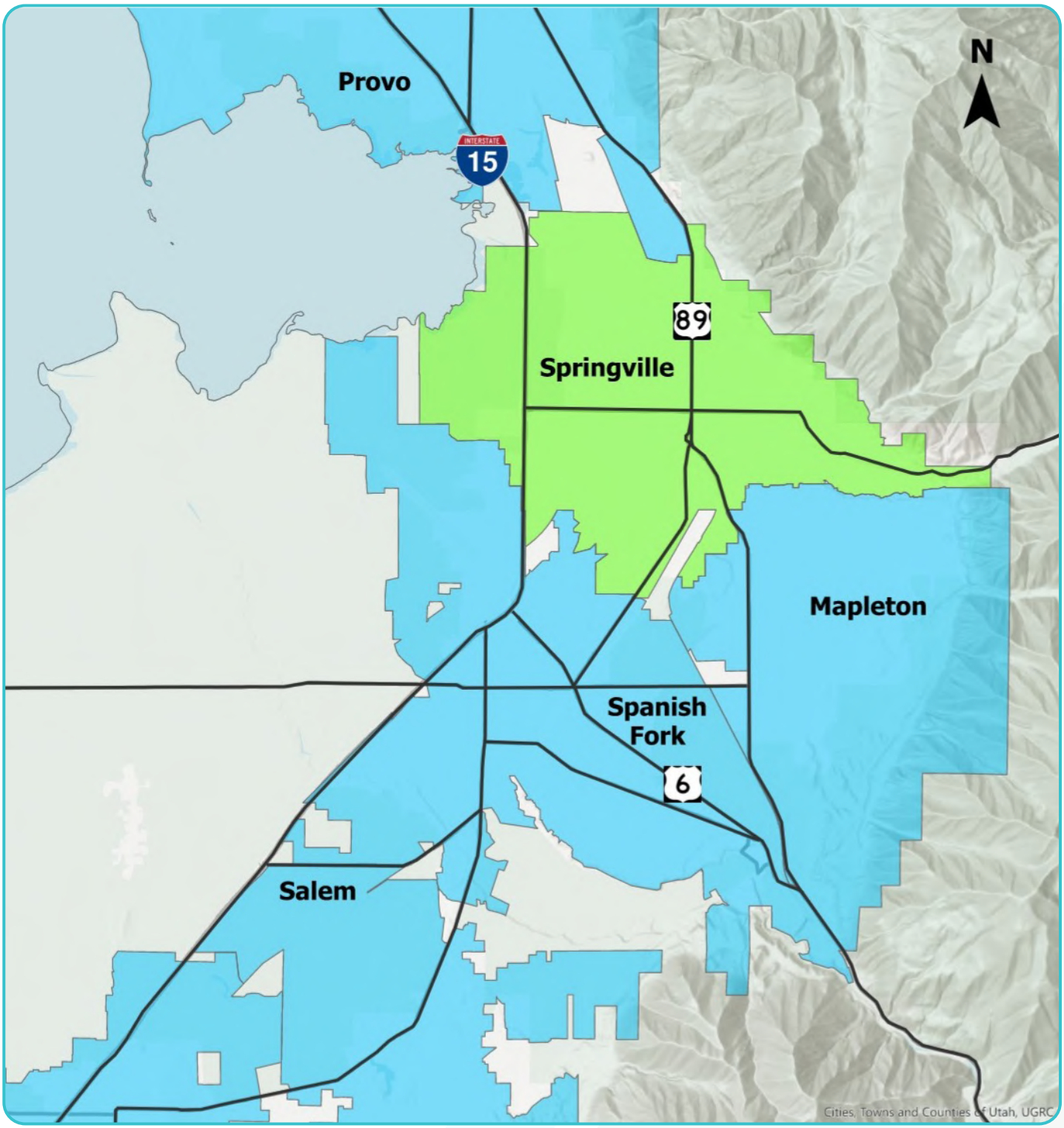


**FIGURE 1:** Service Area – Springville City

# II. ANALYSIS METHODOLOGY

## A. Purpose

The purpose of this chapter is to discuss the Level of Service (LOS) methodology and the proposed LOS threshold for Springville City roadways. According to Utah State Code Title 11, Chapter 36a, Section 102, LOS is defined as "the defined performance standard or unit of demand for each capital component of a public facility within a service area." The LOS of a roadway segment or intersection is used to determine if capacity improvements are necessary. LOS is measured on a roadway segment using its daily traffic volume and at an intersection based on a high-level analysis of the intersection.

## B. Proposed LOS

Level of Service (LOS) is a term that describes the operating performance of an intersection or roadway. LOS is measured quantitatively and reported on a scale from A to F, with A representing the least traffic congestion and F the most traffic congestion.

LOS methodology from the previous TMP (and thus also the IFFP) are utilized in this update. Information on their methodology is provided on Page 9 of the Springville TMP (2024). These daily capacity thresholds are based on providing LOS D or better during peak hours, and are provided below in **Table 1** and **Table 2**.

**TABLE 1: SUBURBAN ARTERIAL LOS CAPACITY CRITERIA IN VEHICLES PER DAY** (2024 IFFP TABLE 5)

| Lanes | LOS C | LOS D | LOS E |
|---|---|---|---|
| 3 | 12,400 | 15,100 | 17,700 |
| 5 | 28,500 | 32,800 | 40,300 |
| 7 | 43,000 | 50,500 | 63,400 |

*Source: Utah/Wasatch Front Specific Daily Capacity Estimates; MAG & WFRC*

**TABLE 2: SUBURBAN COLLECTOR LOS CAPACITY CRITERIA IN VEHICLES PER DAY** (2024 IFFP TABLE 6)

| Lanes | LOS C | LOS D | LOS E |
|---|---|---|---|
| 2 | 9,700 | 12,100 | 14,500 |
| 3 | 10,800 | 13,400 | 16,100 |
| 5 | 23,100 | 26,900 | 33,900 |

*Source: Utah/Wasatch Front Specific Daily Capacity Estimates; MAG & WFRC*

The proposed LOS provides a standard of evaluation for roadway conditions. This standard will determine whether or not a roadway will need improvements. According to Utah State Code Title 11, Chapter 36a, Section 302:

> "(b) A proposed level of service may diminish or equal the existing level of service.
>
> (c) A 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."

As noted in the Springville TMP (2024):

*LOS D was adopted by the Springville City Council with the general plan for system streets (collectors and arterials) as acceptable for future planning and was used in this TMP.*

Therefore, improvements are recommended and eligible for impact fees for roadways that are projected to operate at LOS E or F in the future.

## C. Excess Capacity

An important element of the IFFP is the determination of excess capacity on the roadway network. Excess capacity is defined as the amount of available capacity on any given street in the roadway network under existing conditions. This capacity is available for new development in the City before additional infrastructure will be needed. This represents a buy-in component from the City if the existing residents and businesses have already paid for these improvements.

New roads do not have any existing excess capacity, and roads that are not under city jurisdiction have their capacity information removed from the calculations. The excess capacity for roadways that are identified as needing improvements in the IFFP was calculated and accounted for in the impact fee calculations.

## D. Trips

The unit of demand for transportation impact is the PM peak hour vehicle trip. A vehicle trip is defined by the Institute of Transportation Engineers (ITE) as a "single or one-direction vehicle movement with either the origin or the destination (exiting or entering) inside a study site". The total traffic impact of a new development can be determined by the sum of the total number of vehicle trips generated by a development during the PM peak hour of a typical weekday. This trip generation number or impact can be estimated for an individual development using the ITE Trip Generation Manual. ITE's trip data is based on data collection at numerous sites over several decades.

According to the 2024 IFFP ITE trip generation rates were divided by one-half. This same approach was taken in this updated IFFP.

*There is a minor discrepancy in the way ITE calculates trips and the way trips or roadway volumes are calculated in the travel demand model used in the Springville TMP. This discrepancy is explained by the model roadway volumes and capacities being calculated using daily traffic volumes rather than trips on the roadway. Essentially, this means that a travel demand model "trip" or unit of volume is counted once as a vehicle leaves home, travels on the road network, and then arrives at work. These vehicles will only be counted as they travel on the roadway network. The ITE Trip Generation method uses driveway counts as its measure of a trip. Therefore, a vehicle making the same journey will be counted once as it leaves home and once again as it arrives at work for a total of two trips. This can be rectified simply by adjusting the ITE Trip Generation rates by one-half, this calculation will be evident in the IFA.*

An additional consideration is that certain developments generate pass-by trips. Pass-by trips are stops taken on the way from one development to another. An example of this is someone stopping at a gas station on the way home from work. The pass-by trip is still counted at the gas station access. However, the pass-by trip was completed by a vehicle already on the road due to other developments.

Pass-by trips do not add additional traffic to the roadway and, therefore, do not create additional impact. Many land-use types in the ITE Trip Generation Manual have a suggested reduction for pass-by trips where applicable. In each case, the trip reduction rate will be applied to the trip generation rate used in the IFA.

## E. Cut-through Trips

Trips that do not have an origin or destination within Springville City are referred to as "cut-through trips" or in the 2024 IFFP "pass-through trips". These trips need to be removed from the impact fee calculation. For example, if the driver of a vehicle starts a trip in Mapleton, travels through Springville City, and ends that trip in Provo, this trip adds traffic to a Springville roadway. However, the cost of the incremental congestion it adds to Springville City roadways cannot be recovered through impact fees. The details behind these calculations are described in Chapter 4 of this document. The details behind the cut-through trips were described on page 16 of the 2024 IFFP.

*This percentage is determined using the MAG Travel Demand Model. The Travel Demand Model determines pass-through traffic by keeping track of the origin, destination, and path for each vehicle trip generated. When the vehicle trip uses a roadway in Springville and the origin and destination of that trip is located outside of Springville, that trip is considered a pass-through trip.*

## F. Existing Overcapacity

If a project is identified for a roadway that is already operating with volumes in excess of the acceptable capacity, the volume of existing traffic that is above capacity is accounted for in calculating the percent of project cost that is eligible for inclusion in the impact fee. The volume of existing traffic that exceeds existing capacity is subtracted from the volume of future traffic that exceeds existing capacity when determining the amount of new development-related traffic projected to use the newly created roadway capacity.

No roadways in Springville with projects planned currently exceed their existing capacity, thus this category was not included in the final impact fee calculation table.

## G. Intersection Projects

If trips resulting from new growth require an intersection to be upgraded, the full cost of the intersection is impact fee eligible. If it weren't for new development, the existing intersection configuration would be adequate. Thus, excess capacity is not accounted for with intersection projects.

## H. System and Project Improvement

There are nine primary classifications of roads defined in the Springville TMP:

- Principal Arterial
- Major Arterial with Trail
- Major Arterial
- Minor Collector with 10' Trail
- Minor Collector (3-Lanes)
- Minor Collector (2-Lanes)
- Commercial Local
- Residential Local
- Country Lane

For the purpose of capacity in the IFFP, the capacities for arterials and collectors identified in the Existing Traffic Volumes and Level of Service section of the TMP were used.

Improvements made to collectors and arterials are considered system improvements as defined in the Utah Impact Fee Law, as these streets serve users from multiple developments. All intersection improvements on existing and future collectors and arterials are also considered system improvements. System improvements may include anything within the roadway, such as curb and gutter, asphalt, road base, sidewalks/trails, lighting, and signing for collectors and arterials. These projects are eligible to be funded with impact fees and are included in this IFFP.

According to the 2024 IFFP, the City responsibility cost for each new road is determined as the percentage of the total project cost beyond a local street classification. For example, a Minor Collector Street is 17% more costly than a local street. Thus, the City responsible (impact fee eligible) portion of a new Minor Collector is 17%.

# III. TRANSPORTATION DEMANDS

## A. Purpose

The purpose of this chapter is to identify the existing and future transportation demands on Springville roadway facilities. Future transportation demands are based on new development in the City. Once defined, the transportation demands help identify roadways that have excess capacity and those that require additional capacity due to high transportation demands.

## B. Existing Roadway Conditions

The existing LOS of major roadways in Springville City is shown in the TMP. As shown, all major City roadways are currently operating at an acceptable LOS (D or better). Two intersections are operating at LOS E or worse:

- Main Street (US-89) & 400 South (SR-77)
- 400 East & 400 South (SR-77)

## C. Future Roadway Conditions

2033 traffic volumes were obtained from the 2024 IFFP (Table 5 on page 17). These volumes were then grown 2% per year to represent 2036.

The 2024 IFFP estimated an existing **19,378 PM peak hour trips in 2024**. This was grown 2% per year to 20,153 in 2026. The previous 10-year growth estimate of 7,877 PM peak hour trips was utilized to provide an estimated 28,030 PM peak hour trips in 2036.

# IV. MITIGATION PROJECTS

## A. Purpose

The purpose of this chapter is to discuss the recommended improvements and new roadways that will mitigate capacity deficiencies on City roadways, as well as the cost of those improvements. The cost of the recommended improvements is critical in the calculation of the impact fees.

## B. Future Projects

Poor levels of service on roadways are generally mitigated by building new roads or adding travel lanes. In some cases, additional lanes can be gained by re-striping the existing pavement width. This can be accomplished by eliminating on-street parking, creating narrower travel lanes, or adding two-way left-turn lanes where they don't currently exist. Improvements can also be made at intersections to improve LOS by adding turn lanes or by changing the intersection type or the intersection control. At signalized intersections, methods to improve intersection LOS include additional left- and right-turn lanes and signal-timing improvements.

For the purposes of this IFFP, only projects that are planned to be completed by 2036 will be considered. These projects represent a list of needed projects developed in the 2024 TMP and IFFP and do not reflect a full update of evaluating new project needs. **Table 3** and **Table 4** shows all City projects expected to be constructed by 2036, and thus to be included in the IFFP analysis. Project numbering is consistent with the 2024 TMP and IFFP. UDOT projects will be funded entirely with state funds and are therefore not eligible for impact fee expenditure and are not included in this analysis. The roadway and intersection projects planned to be completed by 2036 are shown in **Figure 2** and **Figure 3**, respectively.

The costs shown herein represent current 2026 costs. The impact fee analysis should be updated regularly to account for changes in cost estimates over time.

| TABLE 3: SPRINGVILLE CITY 2036 ROADWAY PROJECT LIST | | | | | |
|---|---|---|---|---|---|
| # | Project | Type | Functional Class | Responsibility | 2026 Inflated Cost |
| 7B | 1200 West: 400 South to 550 North | New Construction | Major Arterial with Trail (5-Lanes) | Springville / MAG | $6,472,000 |
| 7C | 1200 West: 550 North to SR-75 | New Construction | Major Arterial with Trail (5-Lanes) | Springville / MAG | $7,998,000 |
| 7D | 1200 West: 1600 South to Canyon Creek Parkway | New Construction | Major Arterial with Trail (5-Lanes) | Springville / MAG | $2,616,000 |
| 8 | 1600 South: I-15 to State Street | Widening | Major Arterial (5-Lanes) | UDOT | $51,408,000 |
| 11A | 2600 West: 400 South to 500 North | New Construction | Major Arterial with Trail (5-Lanes) | Springville / MAG | $5,698,000 |
| 15 | 900 South: Spring Canyon Way to SR-51 | New Construction | Minor Collector (2-Lanes) | Springville / Developer | $7,323,000 |
| 17 | Connection of Wood Springs Drive and 1000 North | New Construction | Minor Collector (2-Lanes) | Springville / Developer | $1,294,000 |
| 19 | Center Street: Spring Oaks Drive to 2080 East | New Construction | Minor Collector (2-Lanes) | Springville | $593,000 |
| 45 | 1500 West: 400 South to 900 South | New Construction | Minor Collector (2-Lanes) | Springville / Developer | $7,173,000 |
| 46 | New Road: Mapleton to Spanish Fork | New Construction | Minor Collector (2-Lanes) | Springville | $8,557,000 |
| 47 | 1000 North: Spring Creek Road to 1000 North | New Construction | Commercial Local (2-Lanes) | Springville | $3,367,000 |
| 49 | 550 West: 550 West to 450 West | New Construction | Minor Collector (2-Lanes) | Springville / Developer | $4,732,000 |
| 51 | 700 South: 1500 West to 1250 West | New Construction | Minor Collector with Trail (3-Lanes) | Springville / Developer | $2,125,000 |
| 52A | Frontage Road: 1000 North to Center Street (excluding culvert) | New Construction | Minor Collector (2-Lanes) | Springville / Developer | $8,136,000 |
| 53 | 2600 West: 550 North to SR-75 | New Construction | Major Arterial with Trail (5-Lanes) | Springville / MAG | $11,153,700 |
| 60 | 900 South: 1750 West to 1500 West | New Construction | Minor Collector (2-Lanes) | Springville / Developer | $2,314,000 |
| 64 | 950 West: Realignment 700 North to 850 North | Realignment | Minor Collector (2-Lanes) | Springville | $1,046,000 |
| 66 | 1500 West: Center St to 400 S | New Construction | Minor Collector (2-Lanes) | Springville / Developer | $5,142,000 |
| 67 | 900 South: 1500 West to 1200 West | New Construction | Minor Collector (2-Lanes) | Springville / Developer | $2,690,000 |
| 70 | 450 West: 700 South to 1600 South | New Construction | Minor Collector (2-Lanes) | Springville / Developer | $9,265,000 |
| 71 | 1600 South to Project 46 | New Construction | Minor Collector (2-Lanes) | Springville | $7,786,000 |
| 77a | 1200 East: Canyon Road to 900 South (with signal) | New Construction | Minor Collector (2-Lanes) | Springville / School District | $4,614,000 |
| 77b | 620 South: Canyon Road to 900 South | Realignment | Minor Collector (2-Lanes) | Springville | $4,449,000 |
| 81 | Spanish Fork Main Street: 400 South to South Border | Widening | Major Arterial with Trail (5-Lanes) | Springville | $3,478,000 |
| 89 | 550 North: 1500 West to 950 West | Complete Streets | Minor Collector (2-Lanes) | Springville | $1,702,000 |
| 90 | 950 West: 550 North to 400 South | Complete Streets | Minor Collector (2-Lanes) | Springville | $1,863,000 |
| 92 | 950 West: 400 South to 1000 South | Widening | Minor Collector (2-Lanes) | Springville | $804,000 |
| 98 | 1150 North: Main Street to 200 East | Complete Streets | Minor Collector (2-Lanes) | Springville | $146,000 |
| 102 | 800 East: Center Street to 100 South | Complete Streets | Minor Collector (2-Lanes) | Springville | $25,000 |
| 103 | 800 East: Brookside Drive to 650 South | Complete Streets | Minor Collector (2-Lanes) | Springville | $147,000 |
| 104 | 900 East: 400 North to 200 North | Complete Streets | Minor Collector (2-Lanes) | Springville | $235,000 |
| 106 | Center Street/2080 East: Spring Oaks Drive to New Road | New Construction | Minor Collector (2-Lanes) | Springville | $513,000 |
| 108 | 2080 East: 700 South to Canyon Road | Complete Streets | Minor Collector (2-Lanes) | Springville | $529,000 |
| 109 | 2000 East: Canyon Road to Southeast Border | Complete Streets | Minor Collector (2-Lanes) | Springville | $1,321,000 |
| 110 | 600 West: 1450 South to Evergreen Road | New Construction | Commercial Local (2-Lanes) | Springville | $1,207,000 |
| 111 | Evergreen Road: State Street to 1200 West | New Construction | Minor Collector (2-Lanes) | Springville / Developer | $11,025,000 |
| 112 | 950 West: 1600 South to south border | New Construction | Minor Collector (2-Lanes) | Springville / Developer | $11,025,000 |

| TABLE 4: SPRINGVILLE CITY 2036 INTERSECTION PROJECT LIST | | | | |
|---|---|---|---|---|
| # | Intersection | Improvement | Responsibility | 2026 Inflated Cost |
| 11B | 2600 West / Center Street and 2600 West / 300 North | Roundabouts | Springville / Developer | $2,413,000 |
| 11C | 2600 West (between 400 South and 500 North) | Two TOUCAN bicycle signals | Springville / Developer | $560,000 |
| 13 | 1750 West / 1000 North | Roundabout | Springville | $1,207,000 |
| 21 | 2600 West / 400 South | Intersection Improvements | UDOT | $280,000 |
| 22 | 1200 West / 400 South | Intersection Improvements | Springville / MAG | $280,000 |
| 23 | Wood Springs Drive / 400 South | Intersection Improvements | UDOT | $280,000 |
| 27 | 1400 North / 1100 West | Intersection Improvements | UDOT | $280,000 |
| 28 | 1600 South / 1200 West | Intersection Improvements | UDOT | $280,000 |
| 29 | Wallace Drive / 1600 South | Intersection Improvements | UDOT | $280,000 |
| 30 | 1750 West / 1600 South | Intersection Improvements | UDOT | $280,000 |
| 35 | 400 North / 450 West | Railroad Crossing | Springville | $4,300,000 |
| 36 | 1500 West / 900 South | Railroad Crossing | UTA | $5,513,000 |
| 38 | 900 South / 600 West | Railroad Crossing | Springville | $777,000 |
| 52B | 1000 North / Frontage Road | Bridge/Culvert | Springville | $2,750,000 |
| 59 | Canyon Road / 620 South | Signal | Springville | $1,207,000 |
| 63 | 900 South / 800 East | Roundabout | Springville | $876,000 |
| 72 | 500 North / 1200 West and Center Street / 1200 West | Roundabouts | Springville | $4,826,000 |
| 73 | 1000 North / 1200 West | Intersection Improvements | Springville | $1,207,000 |
| 105 | Red Devil Drive / 620 South | Roundabout | Springville | $1,158,000 |
| 113 | 950 West / 1600 South | Intersection Improvements | UDOT | $1,207,000 |
| 114 | 600 West / 1600 South | Intersection Improvements | UDOT | $1,207,000 |
| 115 | 400 West / 1600 South | Intersection Improvements | UDOT | $1,207,000 |
| 116 | 1700 East / Canyon Road | Intersection Improvements | Springville | $1,207,000 |
| 117 | 400 East / Center Street | Roundabout | Springville | $1,207,000 |

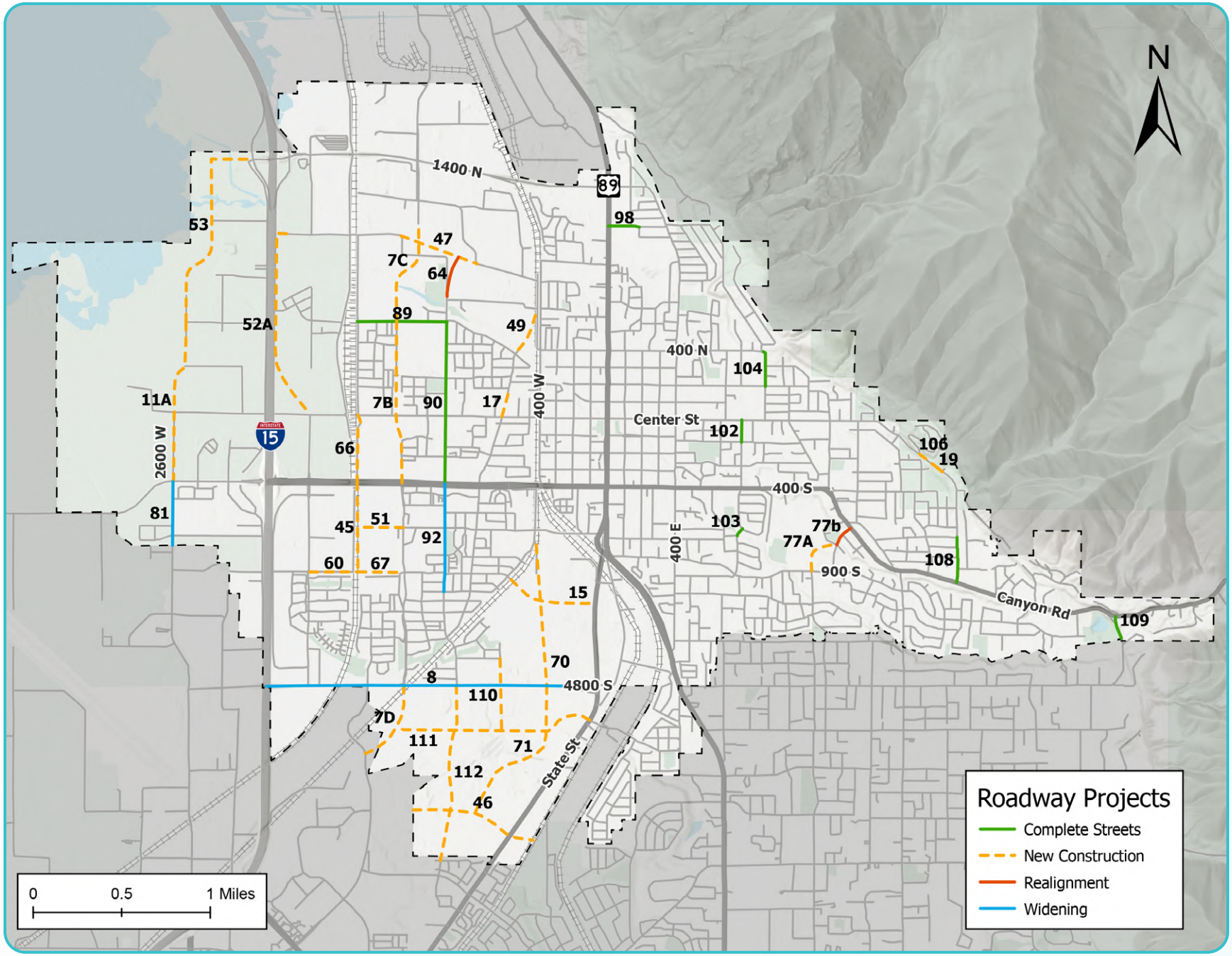


**FIGURE 2:** Phase 1 Roadway Projects

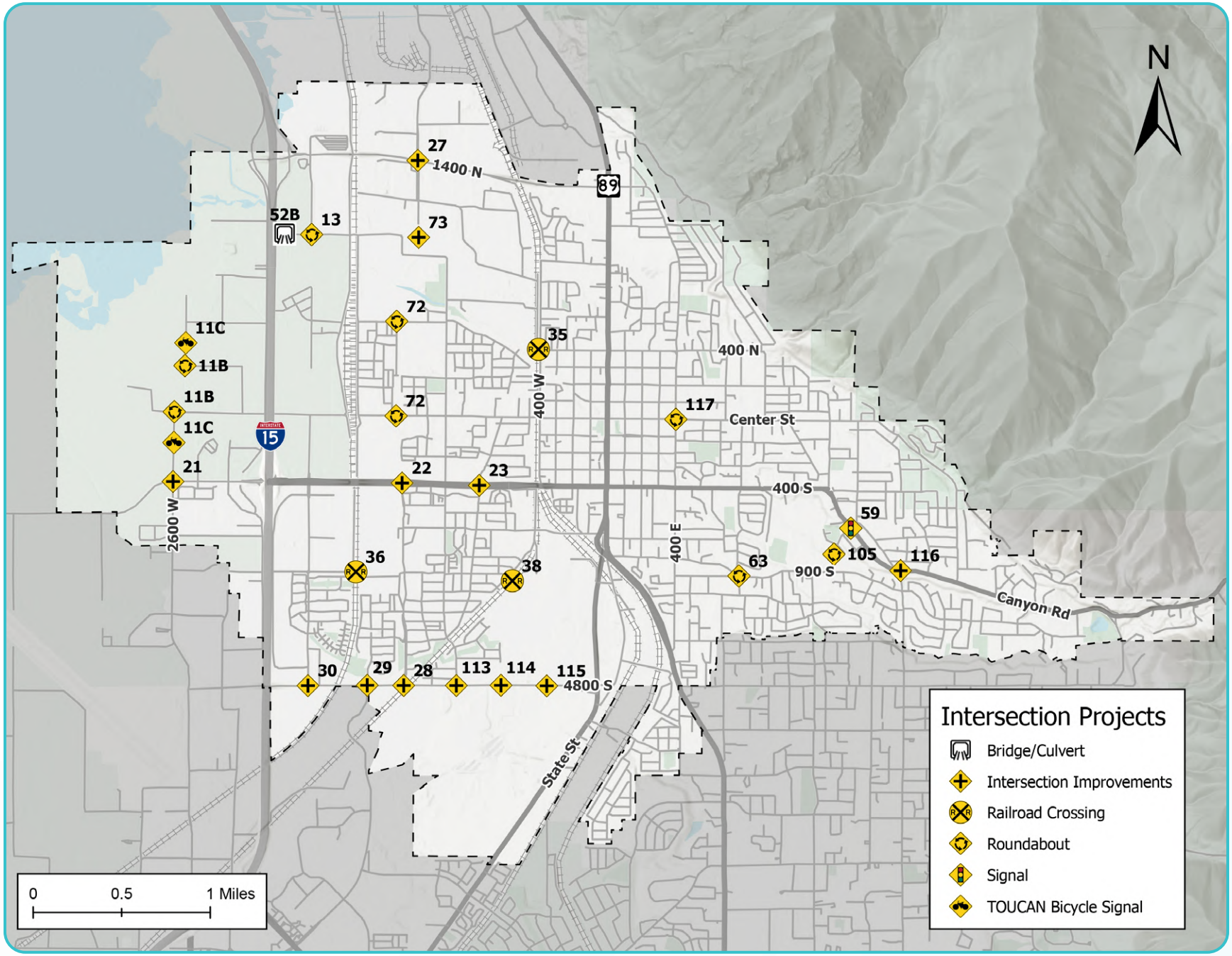


**FIGURE 3:** Phase 1 Intersection Projects

## C. Project Costs Attributable to Future Growth

**Table 3** and **Table 4** represent all projects expected to be constructed by 2036 based on the analysis in the TMP. The total cost for all projects is estimated to be **$234,760,700**. Only a portion of the total cost is impact fee eligible. Some projects are expected to be partially or fully funded by developers. Funding for regional projects can also come through other sources, such as the local metropolitan planning organization, UDOT, or the County. The City will need to find funding to cover the portion of the projects that are not impact fee eligible, and are not fully funded by developers or outside sources. The cost due to future growth can be shared by new development through the assessment of transportation impact fees.

The amount of each project to be funded by impact fees varies depending on the cut-through traffic, projected traffic volumes, and capacity of each roadway. A vehicle trip is considered cut-through when the origin and the destination for a specific trip occurs outside the city limits. Specific cut-through values were assigned to each project roadway based on **Table 5**. Cut-through values which were not provided in this table were estimated based on engineering judgment and previous travel modeling work done for adjacent cities.

**TABLE 5: CUT-THROUGH PERCENTAGES** (2024 IFFP TABLE 4)

| Project | Location | Added Capacity | Pass-Through Volume | Impact Fee Reduction% |
|---|---|---|---|---|
| **7B** | 1200 West: 400 South to 550 North (New Road) | 32,800 | 817 | **2%** |
| **7C** | 1200 West: 550 North to SR-75 (New Road) | 32,800 | 817 | **2%** |
| **7D** | 1200 West: 1600 South to Canyon Creek Pkwy (New Road) | 32,800 | 817 | **2%** |
| **14** | 900 South: 1200 West to RR Crossing (Project 38) | 5,000 | 279 | **6%** |
| **16** | Connection of Mattea Lane & 750 West (New Road) | 12,100 | 242 | **2%** |
| **45** | 1500 West: Center Street to 900 South | 5,000 | 17 | **1%** |
| **67** | 900 South: 1500 West to 1200 West | 12,100 | 484 | **4%** |
| **69** | 700 South New Road: 950 West to 450 West (New Road) | 5,000 | 15 | **1%** |
| **70** | 450 West New Road: 700 South to 1600 South | 5,000 | 195 | **4%** |
| **81** | Spanish Fork Main Street: 400 South to South Border | 6,500 | 1,173 | **19%** |

The impact fee eligibility of each project was calculated by dividing the total new development-related component of the future (2036) traffic volume that exceeds existing capacity by roadway capacity added with construction of the proposed project. This eligibility percentage was then multiplied by the project cost to calculate the impact fee eligible cost for each project. The following formulas outline how the impact fee eligible cost was calculated.

$$\textit{2036 ADT in Excess of 2026 Capacity} = \textit{2036 ADT} - \textit{2026 Capacity}$$

$$\textit{2026 ADT in Excess of 2026 Capacity} = \textit{2026 ADT} - \textit{2026 Capacity}$$

[1] *If 2036 ADT is greater than 2036 capacity, then use 2036 capacity*

$$\textit{\% Impact Fee Eligible} = \frac{\textit{2036 ADT in Excess of 2026 Capacity} - \textit{2026 ADT in Excess of 2026 Capacity}}{\textit{New Capacity}} \times (1 - \textit{\% cut through})$$

$$\textit{Impact Fee Eligible Cost} = \textit{\% Impact Fee Eligible} \times \textit{Total Project Cost}$$

A summary of the costs and impact fee eligibility of each project is shown in **Table 6** and **Table 7**. As shown, the total impact fee eligible cost for planned Springville City projects expected to be completed by 2036 is **$27,145,000**.

## TABLE 6: SPRINGVILLE CITY 2036 ROADWAY PROJECT IMPACT FEE ELIGIBLE COST SUMMARY

| Project Number | Project | Type | Functional Class | 2026 Inflated Cost[2,3] | Outside Funding Sources[1] | % Springville | Springville City Total | Existing Capacity | Built Capacity | Added Capacity | 2036 Volume | Excess Capacity | Excess Capacity % | % Cut-through | % Impact Fee Eligible | Impact Fee Eligible Cost |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| 7B | 1200 West: 400 South to 550 North | New Construction | Major Arterial with Trail (5-Lanes) | $6,472,000 | MAG | 6.77% | $438,000 | 0 | 32,800 | 32,800 | 27,900 | 4,900 | 15% | 2% | 83% | $364,000 |
| 7C | 1200 West: 550 North to SR-75 | New Construction | Major Arterial with Trail (5-Lanes) | $7,998,000 | MAG | 6.77% | $541,000 | 0 | 32,800 | 32,800 | 27,900 | 4,900 | 15% | 2% | 83% | $449,000 |
| 7D | 1200 West: 1600 South to Canyon Creek Parkway | New Construction | Major Arterial with Trail (5-Lanes) | $2,616,000 | MAG | 6.77% | $177,000 | 0 | 32,800 | 32,800 | 13,800 | 19,000 | 58% | 2% | 40% | $71,000 |
| 8 | 1600 South: I-15 to State Street | Widening | Major Arterial (5-Lanes) | $51,408,000 | UDOT FULLY FUNDED | | | | | | | | | | | |
| 11A | 2600 West: 400 South to 500 North | New Construction | Major Arterial with Trail (5-Lanes) | $5,698,000 | MAG | 50% | $2,849,000 | 0 | 32,800 | 32,800 | 21,400 | 11,400 | 35% | 0% | 65% | $1,859,000 |
| 15 | 900 South: Spring Canyon Way to SR-51 | New Construction | Minor Collector (2-Lanes) | $7,323,000 | Developer | 17% | $1,245,000 | 0 | 12,100 | 12,100 | 1,200 | 10,900 | 90% | 0% | 10% | $123,000 |
| 17 | Connection of Wood Springs Drive and 1000 North | New Construction | Minor Collector (2-Lanes) | $1,294,000 | Developer | 17% | $220,000 | 0 | 12,100 | 12,100 | 2,400 | 9,700 | 80% | 0% | 20% | $44,000 |
| 19 | Center Street: Spring Oaks Drive to 2080 East | New Construction | Minor Collector (2-Lanes) | $593,000 | - | 100% | $593,000 | 0 | 12,100 | 12,100 | 200 | 11,900 | 98% | 0% | 2% | $10,000 |
| 45 | 1500 West: 400 South to 900 South | New Construction | Minor Collector (2-Lanes) | $7,173,000 | Developer | 17% | $1,219,000 | 0 | 12,100 | 12,100 | 1,800 | 10,300 | 85% | 1% | 14% | $169,000 |
| 46 | New Road: Mapleton to Spanish Fork | New Construction | Minor Collector (2-Lanes) | $8,557,000 | - | 17% | $1,455,000 | 0 | 12,100 | 12,100 | 4,200 | 7,900 | 65% | 20% | 15% | $214,000 |
| 47 | 1000 North: Spring Creek Road to 1000 North | New Construction | Commercial Local (2-Lanes) | $3,367,000 | NOT IMPACT FEE ELIGIBLE (LOCAL ROADWAY) | | | | | | | | | | | |
| 49 | 550 West: 550 West to 450 West | New Construction | Minor Collector (2-Lanes) | $4,732,000 | Developer | 17% | $804,000 | 0 | 12,100 | 12,100 | 1,200 | 10,900 | 90% | 0% | 10% | $80,000 |
| 51 | 700 South: 1500 West to 1250 West | New Construction | Minor Collector with Trail (3-Lanes) | $2,125,000 | Developer | 17% | $361,000 | 0 | 13,400 | 13,400 | 2,100 | 11,300 | 84% | 0% | 16% | $57,000 |
| 52A | Frontage Road: 1000 North to Center Street (excluding culvert) | New Construction | Minor Collector (2-Lanes) | $8,136,000 | Developer | 17% | $1,383,000 | 0 | 12,100 | 12,100 | 6,100 | 6,000 | 50% | 0% | 50% | $697,000 |
| 53 | 2600 West: 550 North to SR-75 | New Construction | Major Arterial with Trail (5-Lanes) | $11,153,700 | MAG | 6.77% | $755,000 | 0 | 32,800 | 32,800 | 8,000 | 24,800 | 76% | 0% | 24% | $184,000 |
| 60 | 900 South: 1750 West to 1500 West | New Construction | Minor Collector (2-Lanes) | $2,314,000 | Developer | 17% | $393,000 | 0 | 12,100 | 12,100 | 3,400 | 8,700 | 72% | 4% | 24% | $95,000 |
| 64 | 950 West: Realignment 700 North to 850 North | Realignment | Minor Collector (2-Lanes) | $1,046,000 | NOT IMPACT FEE ELIGIBLE (NO ADDED CAPACITY) | | | | | | | | | | | |
| 66 | 1500 West: Center St to 400 S | New Construction | Minor Collector (2-Lanes) | $5,142,000 | Developer | 17% | $1,271,000 | 0 | 12,100 | 12,100 | 1,100 | 11,000 | 91% | 0% | 9% | $116,000 |
| 67 | 900 South: 1500 West to 1200 West | New Construction | Minor Collector (2-Lanes) | $2,690,000 | Developer | 17% | $457,000 | 0 | 12,100 | 12,100 | 3,400 | 8,700 | 72% | 4% | 24% | $110,000 |
| 70 | 450 West: 700 South to 1600 South | New Construction | Minor Collector (2-Lanes) | $9,265,000 | Developer | 17% | $1,575,000 | 0 | 12,100 | 12,100 | 1,600 | 10,500 | 87% | 4% | 9% | $145,000 |
| 71 | 1600 South to Project 46 | New Construction | Minor Collector (2-Lanes) | $7,786,000 | - | 100% | $7,786,000 | 0 | 12,100 | 12,100 | 1,800 | 10,300 | 85% | 4% | 11% | $847,000 |
| 77a | 1200 East: Canyon Road to 900 South (with signal) | New Construction | Minor Collector (2-Lanes) | $4,614,000 | - | 50% | $2,307,000 | 0 | 12,100 | 12,100 | 3,700 | 8,400 | 69% | 0% | 31% | $705,000 |
| 77b | 620 South: Canyon Road to 900 South | Realignment | Minor Collector (2-Lanes) | $4,449,000 | NOT IMPACT FEE ELIGIBLE (NO ADDED CAPACITY) | | | | | | | | | | | |
| 81 | Spanish Fork Main Street: 400 South to South Border | Widening | Major Arterial with Trail (5-Lanes) | $3,478,000 | - | 100% | $3,478,000 | 12,100 | 32,800 | 20,700 | 10,500 | 22,300 | 81% | 19% | 0% | $0 |
| 89 | 550 North: 1500 West to 950 West | Complete Streets | Minor Collector (2-Lanes) | $1,702,000 | NOT IMPACT FEE ELIGIBLE (NO ADDED CAPACITY) | | | | | | | | | | | |
| 90 | 950 West: 550 North to 400 South | Complete Streets | Minor Collector (2-Lanes) | $1,863,000 | NOT IMPACT FEE ELIGIBLE (NO ADDED CAPACITY) | | | | | | | | | | | |
| 92 | 950 West: 400 South to 1000 South | Widening | Minor Collector (2-Lanes) | $804,000 | ALREADY BUILT - MOVED TO BUY-IN | | | | | | | | | | | |
| 98 | 1150 North: Main Street to 200 East | Complete Streets | Minor Collector (2-Lanes) | $146,000 | NOT IMPACT FEE ELIGIBLE (NO ADDED CAPACITY) | | | | | | | | | | | |
| 102 | 800 East: Center Street to 100 South | Complete Streets | Minor Collector (2-Lanes) | $25,000 | NOT IMPACT FEE ELIGIBLE (NO ADDED CAPACITY) | | | | | | | | | | | |
| 103 | 800 East: Brookside Drive to 650 South | Complete Streets | Minor Collector (2-Lanes) | $147,000 | NOT IMPACT FEE ELIGIBLE (NO ADDED CAPACITY) | | | | | | | | | | | |
| 104 | 900 East: 400 North to 200 North | Complete Streets | Minor Collector (2-Lanes) | $235,000 | NOT IMPACT FEE ELIGIBLE (NO ADDED CAPACITY) | | | | | | | | | | | |
| 106 | Center Street/2080 East: Spring Oaks Drive to New Road | New Construction | Minor Collector (2-Lanes) | $513,000 | - | 100% | $513,000 | 0 | 12,100 | 12,100 | 200 | 11,900 | 98% | 0% | 2% | $8,000 |
| 108 | 2080 East: 700 South to Canyon Road | Complete Streets | Minor Collector (2-Lanes) | $529,000 | NOT IMPACT FEE ELIGIBLE (NO ADDED CAPACITY) | | | | | | | | | | | |
| 109 | 2000 East: Canyon Road to Southeast Border | Complete Streets | Minor Collector (2-Lanes) | $1,321,000 | NOT IMPACT FEE ELIGIBLE (NO ADDED CAPACITY) | | | | | | | | | | | |
| 110 | 600 West: 1450 South to Evergreen Road | New Construction | Commercial Local (2-Lanes) | $1,207,000 | NOT IMPACT FEE ELIGIBLE (LOCAL ROADWAY) | | | | | | | | | | | |
| 111 | Evergreen Road: State Street to 1200 West | New Construction | Minor Collector (2-Lanes) | $11,025,000 | Developer | 17% | $1,874,000 | 0 | 12,100 | 12,100 | 3,900 | 8,200 | 68% | 0% | 32% | $604,000 |
| 112 | 950 West: 1600 South to south border | New Construction | Minor Collector (2-Lanes) | $11,025,000 | Developer | 17% | $1,874,000 | 0 | 12,100 | 12,100 | 700 | 11,400 | 94% | 0% | 6% | $108,000 |
| | | | **ROADWAY TOTAL** | **$199,971,700** | | | **$33,568,000** | | | | | | | | **ROADWAY TOTAL** | **$7,059,000** |

[1] MAG STIP (State Transportation Improvement Program), UDOT, adjacent cities, or other external funding sources [2] Widening cost estimates represent the cost of widening for new growth. [3] Project and study costs based on actual costs or present day costs

| TABLE 7: SPRINGVILLE CITY 2036 INTERSECTION PROJECT IMPACT FEE ELIGIBLE COST SUMMARY | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|
| **Project Number** | **Intersection** | **Improvement** | **2026 Inflated Cost** | **Outside Funding Sources[1]** | **% Springville** | **Springville City Total** | **% Cut-through** | **% Impact Fee Eligible** | **Impact Fee Eligible Cost** |
| 11B | 2600 West / Center Street and 2600 West / 300 North | Roundabouts | $2,413,000 | - | 50% | $1,207,000 | - | 100% | $1,207,000 |
| 11C | 2600 West (between 400 South and 500 North) | Two TOUCAN bicycle signals | $560,000 | - | 50% | $280,000 | - | 100% | $280,000 |
| 13 | 1750 West / 1000 North | Roundabout | $1,207,000 | - | 100% | $1,207,000 | - | 100% | $1,207,000 |
| 21 | 2600 West / 400 South | Intersection Improvements | $280,000 | UDOT FULLY FUNDED | | | | | |
| 22 | 1200 West / 400 South | Intersection Improvements | $280,000 | MAG | 6.77% | $19,000 | - | 100% | $19,000 |
| 23 | Wood Springs Drive / 400 South | Intersection Improvements | $280,000 | UDOT FULLY FUNDED | | | | | |
| 27 | 1400 North / 1100 West | Intersection Improvements | $280,000 | UDOT FULLY FUNDED | | | | | |
| 28 | 1600 South / 1200 West | Intersection Improvements | $280,000 | UDOT FULLY FUNDED | | | | | |
| 29 | Wallace Drive / 1600 South | Intersection Improvements | $280,000 | UDOT FULLY FUNDED | | | | | |
| 30 | 1750 West / 1600 South | Intersection Improvements | $280,000 | UDOT FULLY FUNDED | | | | | |
| 35 | 400 North / 450 West | Railroad Crossing | $4,300,000 | - | 100% | $4,300,000 | - | 100% | $4,300,000 |
| 36 | 1500 West / 900 South | Railroad Crossing | $5,513,000 | UTA FULLY FUNDED | | | | | |
| 38 | 900 South / 600 West | Railroad Crossing | $777,000 | - | 100% | $777,000 | 6% | 94% | $730,000 |
| 52B | 1000 North / Frontage Road | Bridge/Culvert | $2,750,000 | - | 100% | $2,750,000 | - | 100% | $2,750,000 |
| 59 | Canyon Road / 620 South | Signal | $1,207,000 | - | 100% | $1,207,000 | 5% | 95% | $1,147,000 |
| 63 | 900 South / 800 East | Roundabout | $876,000 | MAG | 6.77% | $59,000 | - | 100% | $59,000 |
| 72 | 500 North / 1200 West and Center Street / 1200 West | Roundabouts | $4,826,000 | - | 100% | $4,826,000 | - | 100% | $4,826,000 |
| 73 | 1000 North / 1200 West | Intersection Improvements | $1,207,000 | - | 100% | $1,207,000 | - | 100% | $1,207,000 |
| 105 | Red Devil Drive / 620 South | Roundabout | $1,158,000 | ALREADY BUILT - MOVED TO BUY-IN | | | | | |
| 113 | 950 West / 1600 South | Intersection Improvements | $1,207,000 | UDOT FULLY FUNDED | | | | | |
| 114 | 600 West / 1600 South | Intersection Improvements | $1,207,000 | UDOT FULLY FUNDED | | | | | |
| 115 | 400 West / 1600 South | Intersection Improvements | $1,207,000 | UDOT FULLY FUNDED | | | | | |
| 116 | 1700 East / Canyon Road | Intersection Improvements | $1,207,000 | - | 100% | $1,207,000 | 5% | 95% | $1,147,000 |
| 117 | 400 East / Center Street | Roundabout | $1,207,000 | - | 100% | $1,207,000 | - | 100% | $1,207,000 |
| | | **INTERSECTION TOTAL** | **$34,789,000** | | | **$20,253,000** | | | **$20,086,000** |

[1] MAG STIP (State Transportation Improvement Program), UDOT, adjacent cities, or other external funding sources

# V. FUNDING SOURCES

## A. Purpose

The purpose of this chapter is to identify the funding sources that are available for roadway improvement projects. All possible revenue sources have been considered as a means of financing transportation capital improvements needed as a result of new growth. Funding sources for transportation are essential to enable the recommended improvements in Springville City to be built. This chapter discusses the potential revenue sources that could be used to fund transportation needs.

Transportation routes often span multiple jurisdictions and provide regional significance to the transportation network. As a result, other government jurisdictions or agencies often help pay for such regional benefits. Those jurisdictions and agencies could include the Federal Government, the State (UDOT), the County, and the local MPO (MAG). The City will need to continue to partner and work with these other jurisdictions to ensure adequate funds are available for the specific improvements necessary to maintain an acceptable LOS. The City will also need to partner with adjacent communities to ensure corridor continuity across jurisdictional boundaries (i.e., arterials connect with arterials, collectors connect with collectors, etc.).

## B. Federal Funding

Federal money is available to cities and counties through the federal-aid program. In Utah, UDOT administers these funds. To be eligible, a project must be listed on the five-year Statewide Transportation Improvement Program (STIP).

The Surface Transportation Program (STP) funds projects for any roadway with a functional classification of a collector street or higher as established on the Statewide Functional Classification Map. STP funds can be used for both rehabilitation and new construction. The Joint Highway Committee programs a portion of the STP funds for projects around the state in urban areas. Another portion of the STP funds can be used for projects in any area of the state at the discretion of the State Transportation Commission. Transportation Enhancement funds are allocated based on a competitive application process. The Transportation Enhancement Committee reviews all applications and then a portion of the applications are passed to the State Transportation Commission. Transportation enhancements include twelve categories ranging from historic preservation, bicycle and pedestrian facilities, and water runoff mitigation.

MAG accepts applications for federal funds from local and regional government jurisdictions. The MAG Technical Advisory and Regional Planning Committees select projects for funding every two years. The selected projects form the Transportation Improvement Program (TIP). In order to receive funding, projects should include one or more of the following aspects:

- **Congestion relief** – spot improvement and corridor improvement projects intended to improve levels of service and/or reduce average delay along those corridors identified in the Regional Transportation Plan as high-congestion areas
- **Mode choice** – projects improving the diversity and/or usefulness of travel modes other than single-occupant vehicles
- **Air quality improvements** – projects showing demonstrable air quality benefits
- **Safety** – improvements to vehicular, pedestrian, and bicyclist safety

## C. State/County Funding

The distribution of State Class B and C program funds is established by State Legislation and is administered by UDOT. Revenues for the program are derived from State fuel taxes, registration fees, driver license fees, inspection fees, and transportation permits. Seventy-five percent of these funds are kept by UDOT for their construction and maintenance programs. The rest is made available to counties and cities. As some of the roads in Springville fall under UDOT jurisdiction, it is in the interest of the City that staff are aware of the procedures used by UDOT to allocate those funds and to be active in requesting the funds be made available for UDOT-owned roadways in the City.

Class B and C funds are allocated to each city and county based on the following formula: 50 percent based on the percentage that the population of the county or municipality bears to the total population of the state, and 50 percent based on the percentage that the B and C road weighted mileage of the county or municipality bears to the total Class B and Class C road total weighted mileage. Class B and C funds can be used for maintenance and construction projects.

## D. City Funding

Some cities utilize general fund revenues for their transportation programs. Another option for transportation funding is to create special improvement districts. These districts are organized for the purpose of funding a single specific project that benefits an identifiable group of properties. Another source of funding used by cities is revenue bonding for projects intended to benefit the entire community.

Private interests often provide resources for transportation improvements. Developers construct the local streets within subdivisions and often dedicate right-of-way and participate in the construction of collector/arterial streets adjacent to their developments. Developers can also be considered a possible source of funds for projects through the use of impact fees. These fees are assessed as a result of the impacts a particular development will have on the surrounding roadway system, such as the need for traffic signals or street widening.

General fund revenues are typically reserved for operation and maintenance purposes as they relate to transportation. However, general funds can be used, if available, to fund the expansion or introduction of specific services. Providing a line item in the City budgeted general funds to address roadway improvements that are not impact fee eligible is a recommended practice to fund transportation projects, should other funding options fall short of the needed amount.

General obligation bonds are debt paid for or backed by the City's taxing power. In general, facilities paid for through this revenue stream are in high demand amongst the community. Typically, general obligation bonds are not used to fund facilities that are needed as a result of new growth because existing residents would be paying for the impacts of new growth. As a result, general obligation bonds are not considered a fair means of financing future facilities needed as a result of new growth. They may be considered as a reasonable method to address existing deficiencies.

Certain areas might have different needs or require different methods of funding than traditional revenue sources. A Special Assessment Area (SAA) can be created for infrastructure needs that benefit or encompass specific areas of the City. The municipality can create an SAA through a resolution declaring that public health, convenience, and necessity require the creation of an SAA. The boundaries and services provided by the district must be specified and a public hearing must be held before the SAA is created. Once the SAA is created, funding can be obtained from tax levies, bonds, and fees when approved by the majority of the qualified electors of the SAA. These funding mechanisms allow the costs to be spread out over time. Through the SAA, tax levies and bonding can apply to specific areas in the City needing to benefit from the improvements.

## E. Interfund Loans

Since infrastructure generally must be built ahead of growth, it is sometimes funded before expected impact fees are collected. Bonds are the solution to this problem in some cases. In other cases, funds from existing user rate revenue will be loaned to the impact fee fund to complete initial construction of the project. As impact fees are received, they will be reimbursed. Consideration of these loans will be included in the impact fee analysis and should be considered in subsequent accounting of impact fee expenditures.

## F. Developer Dedications and Exactions

Developer dedications and exactions can both be credited against the developer's impact fee analysis. If the value of the developer's dedications and/or extractions are less than the developer's impact fee liability, the developer will owe the balance of the liability to the City. If the dedications and/or extractions of the developer are greater than the impact fee liability, the City may reimburse the developer the difference.

## G. Developer Impact Fees

Impact fees are a way for a community to obtain funds to assist in the construction of infrastructure improvements resulting from and needed to serve new growth. The premise behind impact fees is that if no new development occurred, the existing infrastructure would be adequate. Therefore, new development should pay for the portion of required improvements that result from new growth. Impact fees are assessed for many types of infrastructure and facilities that are provided by a community, such as roadways. According to state law, impact fees can only be used to fund growth-related system improvements.

According to State statute, impact fees must only be used to fund projects that will serve needs caused by future development. They are not to be used to address present deficiencies. Only project costs that address future needs are included in this IFFP. This ensures a fair fee since developers will not be expected to address present deficiencies.

Legislation requires that impact fees should be spent or encumbered within six years after each impact fee is paid. Impact fees collected in the next six years should be spent on those projects outlined in the IFFP as growth related costs to maintain the City established LOS. Impact fees collected as buy-in to existing facilities can be allocated to the General Fund to repay the City for historic investment.

# VI. IMPACT FEE CERTIFICATION

## A. Overview

This report has been prepared in accordance with Utah Code Title 11, Chapter 36a, "Impact Fees Act." This report (including its results and projections) relies upon the planning, engineering, land use, and other source data provided in the Springville City TMP (2024) completed by Horrocks.

In accordance with Utah Code Annotate, 11-36a-306(1), METHODS Consulting certifies that this impact fee facilities plan:

1. Includes only the cost of public facilities that are:
    a. allowed under the Impact Fees Act; and
    b. actually incurred; or
    c. are projected to be incurred or encumbered within six years of 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 LOS supported by existing residents; and

3. Complies in each and every relevant respect with the Impact Fees Act.

This certification is made with the following limitations:

- All of the recommendations for implementing this IFFP and IFA are followed in their entirety by the City.
- If any portion of the IFFP is modified or amended in any way, this certification is no longer valid.

All information presented and used in the creation of this IFFP is assumed to be complete and correct, including any information received from the City or other outside sources.