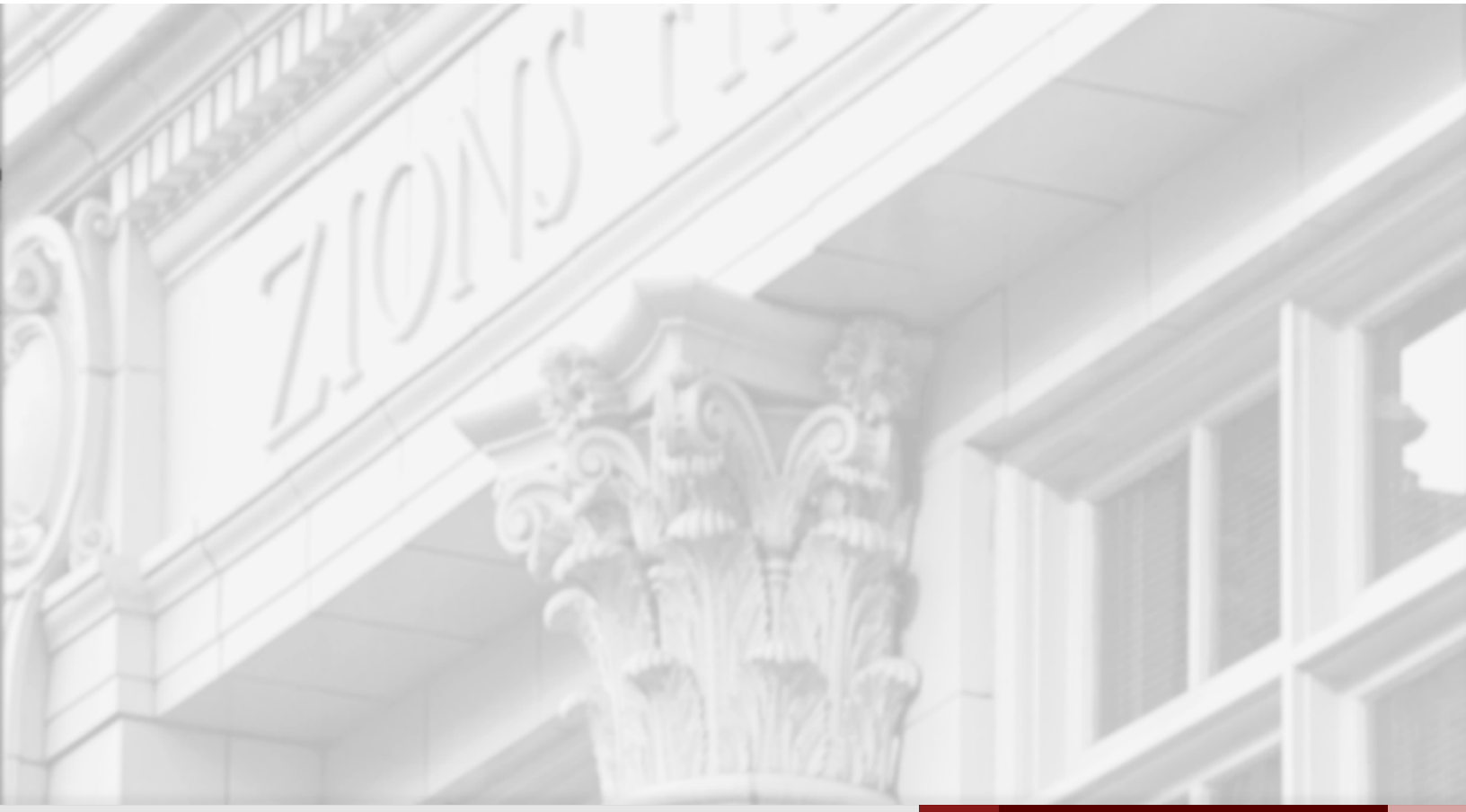


Prepared by

Zions Public Finance, Inc

for

Springville City

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Public Safety

Impact Fee Facilities Plan

September 2026

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/emergency services 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 protection 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, 2026-2036

Year	Single-Family Units	Multi-Family Units	Non-Residential Sf
2026	8,078	3,795	11,921,022
2027	8,222	3,862	12,133,788
2028	8,322	3,909	12,281,229
2029	8,448	3,968	12,466,522
2030	8,522	4,003	12,575,500
2031	8,586	4,033	12,670,131
2032	8,662	4,069	12,782,772
2033	8,840	4,153	13,045,906
2034	9,006	4,231	13,290,725
2035	9,156	4,301	13,511,428
2036	9,306	4,371	13,732,741

Source: Mountainland Association of Governments (MAG) RTP 2023; U.S. Census Bureau ACS 2024; Utah County Tax Parcels as of 04/01/2026; ZPFI

Police. Because of the projected growth, the police department projects 21,049 calls by 2036 – an increase of 2,777 calls over the number of calls projected in 2026 (18,272). Current facilities are expected to be at capacity by 2050.

Fire. The fire department projects 2,334 calls by 2036 – an increase of 308 over the number of calls projected for 2026 (2,026 calls). Current fire facilities are anticipated to be at capacity by 2028.

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) 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 received 17,848 calls for police service in 2025, the most recent year for which actual call data is available. Of these calls, an estimated 5 percent of the traffic calls (about 9 of 172 total traffic calls) are pass-through traffic. Pass-thru calls have not been included in the calculation of impact fees. During 2025, the City averaged 0.857 police calls per single-family unit, 0.587 calls per multi-family unit and 0.443 calls per 1,000 square feet of non-residential space.[1]

TABLE 2: POLICE CALLS 2025

Single-Family Calls	*Calls per Single-Family Unit*	*Multi-Family Calls*	*Calls per Multi-Family Unit*	*Non-Residential Calls*	*Calls per Non-Residential Square Foot*
6,761	0.857	2,174	0.587	5,158	0.000443

The City anticipates 18,272 police calls for service in 2026 and has 32,307 square feet of police facility space. This results in an existing service level of 1.77 square feet of building space per call. This service level will decline to 1.23 sf per call in 2050, the capacity year of existing police facilities, when the City anticipates 26,263 calls for service. At the proposed service level of 1.23 sf/call, the 18,272 calls in 2026 will utilize 22,478 sf of existing space,[2] leaving 9,829 sf of excess capacity,[3] anticipated to serve needs of new development through the capacity year (2050).

Fire. Springville received 1,979 calls for fire service in 2025, the most recent year for which actual call data is available. The City has planned for an addition to Station 42, part of which will serve new growth while the remainder will increase the level of service for existing development. Only the portion of the addition serving new growth, up to the existing level of service, is impact fee eligible. During 2025, the City averaged 0.108 fire calls per single-family residential dwelling unit, 0.090 calls per multi-family unit and 0.054 calls per 1,000 sf of nonresidential space.

TABLE 3: FIRE CALLS 2025

Single-Family Residential Calls	*Calls per Single-Family Unit*	*Multi-Family Residential Calls*	*Calls per Multi-Family Unit*	*Non-Residential Calls*	*Calls per Non-Residential Square Foot*
855	0.108	334	0.090	632	0.000054

[1] In addition to calls originating from residents and businesses, traffic calls (less pass-through traffic calls) have been allocated to single-family, multi-family, and nonresidential proportionally based on their respective shares of total calls.
[2] Calculated by multiplying the 18,272 calls in 2026 by the proposed level of service of 1.23 (18,272 × 1.23 = 22,478).
[3] Calculated by subtracting the 2026 space utilization of 22,478 sf from the existing building sf of 32,307 (32,306 – 22,478 = 9,829).

The existing fire station (28,760 sf) has excess capacity of 844 sf[4] which will serve new growth until the planned 14,420 sf addition in 2028. The existing facility has an existing (2026) service level of 14.20 sf per call.[5] This service level will decline to 13.78 sf per call by 2028, calculated by dividing the 28,760 current building sf by the anticipated 2,087 calls in 2028.

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 26,263 calls in the capacity year of current facilities (2050) — an increase of 7,990 calls over the number of calls projected in 2026 (18,272). The current service level is 1.77 sf of police facility space per call. However, this service level will decline to 1.23 square feet per call by 2050 when the current police facilities are anticipated to reach full capacity. At the proposed level of service of 1.23 sf/call, the growth of 7,990 calls will create demand for 9,829 sf of space, utilizing all existing excess capacity by 2050.

Fire. New development is anticipated to demand 4,243 additional sf through 2036, 844 sf of which will be served by existing excess capacity. The remaining 3,399 sf demanded by new development will be provided within the 14,420 sf addition. Because the addition provides space beyond what is demanded by new development through 2036, the addition will raise the level of service; however, increases to the level of service are *not* impact-fee-eligible. Only the portion of the addition serving new development at the 2028 proposed level of service of 13.78 is impact-fee-eligible — about 23.6 percent of the addition.[6]

Identify How the Growth Demands Will Be Met

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

Police. Existing police facilities are sufficient to meet current needs and rising demand as a result of new development through 2050; new development will utilize existing excess capacity and no new construction is planned throughout the timeframe of this study.

Fire. Existing fire stations are sufficient to meet needs through 2028 when the City plans for a 14,420 sf addition.

Consideration of Revenue Sources to Finance Impacts on System Improvements

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, transfers

[4] Calculated by subtracting the capacity used in 2026 (27,916 sf, equal to the 2,026 calls received in 2026 multiplied by the 2028 proposed level of service of 13.78 sf/call) from the existing building sf (28,760 existing sf – 27,916 sf used = 844 sf excess capacity).
[5] Calculated by dividing the 28,760 existing building sf by the 2026 projected calls (2,026).
[6] Calculated by dividing the sf demanded by new development through 2036 less existing excess capacity by sf of planned additions (3,399 ÷ 14,420 = 0.236).

from the General Fund, impact fees and anticipated or accepted dedications of system improvements.

Utah Code Legal Requirements

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

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

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.

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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) transfers from the General Fund

(e) impact fees; and

(f) anticipated or accepted dedications of system improvements.

Certification of Impact Fee Facilities Plan

Utah Code 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.

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Impact Fee Facilities Plan

Growth in Demand

Residential and nonresidential growth will create increased demand for public safety services as demonstrated by the increased calls for service that are projected to occur. This growth is projected as follows:

TABLE 4: GROWTH PROJECTIONS, 2026-2036

Year	Single-Family Units	Multi-Family Units	Non-Residential Sf
2026	8,078	3,795	11,921,022
2027	8,222	3,862	12,133,788
2028	8,322	3,909	12,281,229
2029	8,448	3,968	12,466,522
2030	8,522	4,003	12,575,500
2031	8,586	4,033	12,670,131
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2034	9,006	4,231	13,290,725
2035	9,156	4,301	13,511,428
2036	9,306	4,371	13,732,741

Source: Mountainland Association of Governments (MAG) RTP 2023; U.S. Census Bureau ACS 2024; Utah County Tax Parcels as of 04/01/2026; ZPFI

Police. The increased police calls for service are projected as follows for residential and non-residential development in the City. Additional calls are shown for pass-through traffic, public uses, and undefined (i.e., indeterminate land use or location not available) but these demand units are not included in the calculation of impact fees. Traffic calls other than pass-through traffic have been allocated to single-family, multi-family, and nonresidential uses proportionally based on their respective shares of total service calls.

TABLE 5: POLICE – PROJECTED GROWTH IN POLICE CALLS FOR SERVICE

Year	Single-Family Calls	Multi-Family Calls	Non-Residential Calls	Public + Undefined	Pass-Thru Traffic	**Total Calls**
2026	6,922	2,226	5,280	3,835	9	**18,272**
2027	7,046	2,266	5,375	3,904	9	**18,599**
2028	7,131	2,293	5,440	3,951	9	**18,825**
2029	7,239	2,328	5,522	4,011	9	**19,109**
2030	7,302	2,348	5,570	4,046	9	**19,276**
2031	7,357	2,366	5,612	4,076	9	**19,421**
2032	7,423	2,387	5,662	4,112	9	**19,593**
2033	7,575	2,436	5,779	4,197	10	**19,997**
2034	7,718	2,482	5,887	4,276	10	**20,372**
2035	7,846	2,523	5,985	4,347	10	**20,710**
2036	7,974	2,564	6,083	4,418	10	**21,049**

Source: Springville City; ZPFI

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

TABLE 6: FIRE – PROJECTED GROWTH IN FIRE CALLS FOR SERVICE

Year	Single-Family Calls	Multi-Family Calls	Non-Residential Calls	Public + Undefined	Pass-Thru Traffic	Total Calls
2026	875	342	647	161	2	**2,026**
2027	891	348	658	164	2	**2,062**
2028	901	352	666	166	2	**2,087**
2029	915	357	677	168	2	**2,119**
2030	923	360	682	170	2	**2,137**
2031	930	363	688	171	2	**2,153**
2032	938	366	694	172	2	**2,173**
2033	958	374	708	176	2	**2,217**
2034	976	381	721	179	2	**2,259**
2035	992	387	733	182	2	**2,296**
2036	1,008	394	745	185	2	**2,334**

Source: Springville City; ZPFI

Existing Service Levels

Utah Code 11-36a-302(1)(a)(i)

Police. In 2025, the City averaged 0.857 police calls per single-family unit, 0.587 calls per multi-family unit, and 0.000443 calls per non-residential square foot. By 2026, about 18,272 police calls for service are anticipated across 32,307 square feet of police facility space. This results in a service level of 1.77 square feet of building space per call.

Fire. During 2025, the City averaged 0.108 fire calls per single-family residential dwelling unit, 0.090 calls per multi-family unit and 0.000054 calls per non-residential square foot. In 2026, about 2,026 fire calls for service are anticipated across 28,760 square feet of fire facility space. This results in a service level of 14.20 square feet of building space per call.

Proposed Level of Service

Utah Code 11-36a-302(1)(a)(ii)

Police. The police department projects 26,263 calls by 2050 – an increase of 7,990 calls over the number of calls anticipated in 2026 (18,272). Capacity is expected to be reached in 2050 and the proposed level of service in 2050 is 1.23 sf per call, calculated by dividing the 32,307 existing sf by the projected calls for service (26,263) in 2050.

Fire. The fire department projects 2,087 calls by 2028 – an increase of 61 calls over the number of calls anticipated in 2026 (2,026). Capacity will be reached in 2028 and the proposed level of service in 2028 is 13.78 sf per call, calculated by dividing the 28,760 existing sf by the projected calls for service (2,087) in 2028.

Excess Capacity

Utah Code 11-36a-302(1)(a)(iii)

Police. The existing police station (32,307 square feet) has excess capacity of 9,829 sf which will serve new growth until 2050. No new facilities are planned at this time. The existing police facility has an existing (2026) service level of 1.77 sf per call.[7] This service level will decline to1.23 sf per call in 2050, calculated by dividing the 32,307 building sf by the anticipated 26,263 calls in 2050.

Fire. The existing fire station (28,760 square feet) has excess capacity of 844 sf which will serve new growth until 2028, at which time a 14,420 sf addition is planned to open. The existing facility has an existing (2026) service level of 14.20 sf per call.[8] This service level will decline to 13.78 sf per call in 2028, calculated by dividing the 28,760 building sf by the anticipated 2,087 calls in 2028.

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

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

Police. New development will create demand for 9,829 sf of police facility space by 2050, calculated by multiplying the proposed LOS of 1.23 sf per call by the projected growth of 7,990 calls by 2050. This demand will be met solely through existing excess capacity as no new construction of facilities is planned at this time.

Year	*Growth in Calls from 2026*	*Additional Police Facility Space Demand (sf)*
2027	326	401
2028	552	679
2029	836	1,029
2030	1,003	1,234
2031	1,148	1,412
2032	1,321	1,625
2033	1,724	2,121
2034	2,099	2,583
2035	2,438	2,999
2036	2,777	3,416
2037	3,143	3,867
2038	3,594	4,422
2039	4,013	4,937
2040	4,365	5,370
2041	4,841	5,955
2042	5,243	6,450
2043	5,714	7,029
2044	6,022	7,408
2045	6,324	7,780
2046	6,680	8,217
2047	7,028	8,646
2048	7,333	9,021
2049	7,694	9,464
2050	7,990	9,829

[7] Calculated by dividing the existing sf (32,307) by the 2026 calls (18,272).
[8] Calculated by dividing the existing sf (28,760) by the 2026 calls (2,026).

Fire. New development will create demand for an additional 4,243 sf of space by 2036, calculated by multiplying the proposed LOS of 13.78 sf per call by the projected growth of 2,334 calls by 2036. Non-residential growth will also need to pay for its fair share of fire vehicles with purchase costs in excess in $500,000. Ladder Truck 41 is an addition to the existing fleet while Engines 42, 43, 41, and the Water Tender, are replacements to existing vehicles that had original purchase costs under $500,000. New purchases and replacements in excess of $500,000 can be included in the impact fee for nonresidential development.

TABLE 7: FIRE VEHICLES

Asset	*Purchase Year*	*Apparatus Cost*
Existing Fire Vehicles Costing in Excess of $500,000		
Ladder Truck	2025	$1,197,748
Replacement Vehicles (over $500,000) to be Acquired in Timeframe of Study		
Engine 42	2029	$1,000,000
Engine 43	2032	$1,000,000
Engine 41	2034	$1,000,000
Water Tender	2035	$750,000

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

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

Police. Growth demands from new development, within the timeframe of this study, will utilize existing excess capacity of current facilities.

Fire. Existing excess capacity of 844 sf will serve projected growth through 2028, after which the planned 14,420 sf addition will serve the remaining 3,399 sf demanded by new development. Because the addition provides space beyond what is demanded by new development through 2036, the addition will raise the level of service; however, increases to the level of service are *not* impact-fee-eligible. Only the portion of the addition serving new development at the 2028 proposed level of service of 13.78 sf per call is impact-fee-eligible — about 23.6 percent of the addition.[9] New development is anticipated to create 2,334 additional calls by 2036. At the proposed service level of 13.78 sf/call, the 2,334 additional calls by 2036 are expected to demand 4,243 sf of facility space, utilizing all 844 sf of existing excess capacity as well as 3,399 sf of the planned addition.

Land for Station 43 is also anticipated to be acquired within the timeframe of this analysis but no construction at the site is planned within the next 10 years.

[9] Calculated by dividing the sf demanded by new development through 2036 less existing excess capacity by sf of planned additions (3,399 ÷ 14,420 = 0.236).

Manner of Financing for Public Facilities

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

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 affordable housing, although alternate sources of funding must be identified.

Grants. 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. The City has one bond outstanding for police, fire, and other City facilities originally issued in 2008. Based on the usage of the building, the police department is responsible for 33.39 percent of the bond and the fire department is responsible for 27.06 percent.

Transfer from General Fund. To the extent that the City is able to generate net revenues in its General Fund, it may choose to transfer all or a portion of the net revenues to the City's capital fund. It is most likely that, if net revenues should be generated, they will be used to reach higher service levels and not to offset the demands generated by new development, which is anticipated to be offset with impact fees.

Impact Fees. 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. 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.

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Certification

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;
    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.

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