



SOUTH JORDAN PUBLIC SAFETY
IMPACT FEE FACILITIES PLAN (IFFP)
AND IMPACT FEE ANALYSIS (IFA)

NOVEMBER 2019

PREPARED BY
LEWIS YOUNG ROBERTSON & BURNINGHAM, INC.

IMPACT FEE FACILITIES PLAN AND IMPACT FEE ANALYSIS CERTIFICATION

IFFP Certification

LYRB certifies that the attached impact fee facilities plans prepared for Police and Fire/EMS facilities:

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 (LOS) for the facilities, through impact fees, above the LOS that is supported by existing residents;
 - c. an expense for overhead, unless the expense is calculated pursuant to a methodology that is consistent with generally accepted cost accounting practices and the methodological standards set forth by the federal Office of Management and Budget for federal grant reimbursement; and,
3. complies in each and every relevant respect with the Impact Fees Act.

IFA Certification

LYRB certifies that the attached impact fee analysis prepared for Police and Fire/EMS facilities:

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 LOS for the facilities, through impact fees, above the LOS that is supported by existing residents; or,
 - c. an expense for overhead, unless the expense is calculated pursuant to a methodology that is consistent with generally accepted cost accounting practices and the methodological standards set forth by the federal Office of Management and Budget for federal grant reimbursement;
3. offsets costs with grants or other alternate sources of payment; and,
4. complies in each and every relevant respect with the Impact Fees Act.

LYRB makes this certification with the following caveats:

1. All of the recommendations for implementations of the IFFP made in the IFFP documents or in the Impact Fee Analysis documents are followed by City Staff and elected officials.
2. If all or a portion of the IFFP or Impact Fee Analysis are modified or amended, this certification is no longer valid.
3. All information provided to LYRB is assumed to be correct, complete, and accurate. This includes information provided by the City as well as outside sources.

LEWIS YOUNG ROBERTSON & BURNINGHAM, INC.

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SECTION 1: EXECUTIVE SUMMARY

The purpose of the Public Safety Impact Fee Facilities Plan (“IFFP”), with supporting Impact Fee Analysis (“IFA”), is to fulfill the requirements established in Utah Code Title 11 Chapter 36a, the “Impact Fees Act”, and help the City of South Jordan (the “City”) properly allocate growth-related costs to future development. This document will address the existing and future public safety infrastructure needed to serve the Service Area through the next ten years, as well as the appropriate impact fees the City may charge to new development to maintain the existing level of service (“LOS”).

- ☞ **Service Area:** The impact fees identified in this document will be assessed within the Service Area boundary of the City, as shown in **SECTION 3**.
- ☞ **Demand Analysis:** The demand unit used for this analysis is calls for police and fire/emergency service (“EMS”) generated from development within the Service Area. It is anticipated that future growth will affect the City’s existing services through the increase in calls for service. **SECTION 3** of this report outlines the growth in calls for service.
- ☞ **Level of Service:** The LOS for this analysis is based on an average call per land-use type, as well as an estimate of public facilities square feet (“SF”) per call. Additional details regarding LOS is found in **SECTION 3**.
- ☞ **Existing Facilities and Excess Capacity:** The combination of existing and future facilities will be needed to serve existing and proposed development in the Service Area. As a result of this shared impact on existing and future facilities, this analysis uses a “fair share” methodology, allocating a proportionate value of existing and future facilities to new development. Under this approach, it is assumed that new development will benefit from existing and future stations. As a result, future development will reimburse the City for a portion of existing facilities and new facilities. The portion of the impact fee related to existing facilities is considered a buy-in.
- ☞ **Outstanding Debt:** Approximately 49 percent of the proceeds related to the Series 2017 Sales Tax Revenue Bonds were used for the public safety building. The total interest associated with the Series 2017 Sales Tax Revenue Bonds is \$12,994,240, with \$6,358,668 (49 percent) allocated to the public safety building.
- ☞ **Future Capital Facilities:** The City anticipates funding approximately \$24,817,214M in new facilities in the next ten years, with a total of 46,800 new SF added to the system. In addition, the City will spend approximately of \$3,015,018 million to acquire additional fire suppression vehicles. This cost is allocated only to non-residential development.
- ☞ **Funding of Future Facilities:** The City will utilize a portion of proceeds from a sales tax revenue and refunding bond to finance the construction of Fire Station 64. Approximately 81 percent of the bond proceeds will be used for this public safety building. The total interest associated with the Series 2019 Sales Tax Revenue Bonds is \$5,475,378, with \$4,458,653 (81 percent) allocated to funding Station 64.

PROPOSED IMPACT FEE

The IFFP must properly complete the legislative requirements found in the Impact Fee Act if it is to serve as a working document in the calculation of appropriate impact fees. The calculation of impact fees relies upon the information contained in this analysis. Impact fees are then calculated based on many variables centered on proportionality share and LOS. **Table 1.1-1.2** illustrates the proportionate share analysis and cost per call calculations.

TABLE 1.1: POLICE PROPORTIONATE SHARE ANALYSIS

	TOTAL COST	% TO IFFP	COST TO IMPACT FEES	% TO GROWTH	COST TO GROWTH	TOTAL CALLS	COST PER CALL
Existing Stations and Facilities	18,026,222	63%	11,438,262	43%	4,964,545	25,069	198
Future Stations	24,817,214	9%	2,155,878	43%	935,715	25,069	37
Professional Expense	6,000	100%	6,000	100%	6,000	7,164	1
Facilities Impact Fee Cost	\$42,849,437		\$13,600,140		\$5,906,260		\$236

TABLE 1.2: FIRE PROPORTIONATE SHARE ANALYSIS

	TOTAL COST	% TO IFFP	COST TO IMPACT FEES	% TO GROWTH	COST TO GROWTH	TOTAL CALLS	COST PER CALL
Existing Stations and Facilities	24,934,044	37%	9,306,770	51%	4,728,820	4,618	1,024
Future Stations	24,817,214	88%	21,760,136	51%	11,056,441	4,618	2,394
Professional Expense	6,000	100%	6,000	100%	6,000	984	6
Facilities Impact Fee Cost	\$49,757,258		\$31,072,906		\$15,791,261		\$3,424
APPARATUS							
Existing Apparatus	2,954,348	100%	2,954,348	43%	1,282,275	1,693	757
New Apparatus	3,051,018	100%	3,051,018	43%	1,324,232	1,693	782
Total Apparatus	\$6,005,366		\$6,005,366		\$2,606,507		\$1,540
Facilities plus Apparatus Impact Fee Cost							\$4,964

Table 1.3 illustrates the proposed impact fee by land-use type and by function. It is important to note that a political subdivision or private entity may not impose an impact fee on residential development to pay for a fire suppression vehicle. As a result, there is a separate cost per call calculated for residential land uses and non-residential land uses.

TABLE 1.3: PROPOSED POLICE AND FIRE/EMS IMPACT FEE SCHEDULE

POLICE	COST PER CALL	CALLS PER UNIT	TOTAL IMPACT FEE PER UNIT	FIRE	COST PER CALL	CALLS PER UNIT	TOTAL IMPACT FEE PER UNIT
Single Family (per unit)	\$236	0.95	\$224.12	Single Family (per unit)	\$3,424	0.10	\$343.19
Multi-Family (per unit)	\$236	0.32	\$75.15	Multi-Family (per unit)	\$3,424	0.03	\$117.76
Commercial (per 1,000 SF)	\$236	1.26	\$298.36	Commercial (per 1,000 SF)	\$4,964	0.10	\$496.79
Office (per 1,000 SF)	\$236	0.24	\$57.08	Office (per 1,000 SF)	\$4,964	0.06	\$281.97
Industrial (per 1,000 SF)	\$236	0.17	\$39.24	Industrial (per 1,000 SF)	\$4,964	0.02	\$124.07
School (per 1,000 SF)	\$236	0.23	\$53.52	School (per 1,000 SF)	\$4,964	0.03	\$170.93
Church (per 1,000 SF)	\$236	0.11	\$25.21	Church (per 1,000 SF)	\$4,964	0.04	\$192.99
Nursing Home (per 1,000 SF)	\$236	0.08	\$18.84	Nursing Home (per 1,000 SF)	\$4,964	0.53	\$2,653.37

The combined public safety impact fee is shown in Table 1.4.

TABLE 1.4: PROPOSED PUBLIC SAFETY IMPACT FEE SCHEDULE

LAND USE	COMBINED MAX FEE	UNIT	EXISTING FEE	UNIT	CHANGE
Single Family	\$567.31	Unit	\$323.45	Unit	\$243.86
Multi-Family	\$192.92	Unit	\$207.79	Unit	(\$14.87)
Commercial	\$795.15	Per 1,00 SF	\$2,151.96	Acre	Varies
Office	\$339.05	Per 1,00 SF	\$1,456.60	Acre	Varies
Industrial	\$163.31	Per 1,00 SF	\$2,298.30	Acre	Varies
School	\$224.45	Per 1,00 SF	\$1,700.33	Acre	Varies
Church	\$218.20	Per 1,00 SF	\$570.84	Acre	Varies
Nursing Home	\$2,672.21	Per 1,00 SF	\$22,916.37	Acre	Varies

This IFA uses a “fair share” methodology, allocating a proportionate value of existing and future facilities to new development. Under this approach, it is assumed that new development will benefit from existing and future stations. As a result, future development will reimburse the City for a portion of existing facilities and new facilities. The portion of the impact fee related to existing facilities is considered a buy-in. The remaining portion of the fee is used for future facilities, new apparatus and professional expenses.

NON-STANDARD IMPACT FEES

The City reserves the right under the Impact Fees Act to assess an adjusted fee that more closely matches the true impact that the land use will have upon public facilities.¹ This adjustment could result in a different impact fee if the City determines that a particular user may create a different impact than what is standard for its land use. To determine the impact fee for a non-standard use, the City should use the following formula:

<p>POLICE NON-STANDARD CALCULATION Residential Police Impact Fee Calls per Unit x \$236 = Recommended Impact Fee</p> <p>Non-Residential Police Impact Fee Calls per Development x \$236 = Recommended Impact Fee</p>

<p>FIRE NON-STANDARD CALCULATION Residential Fire Impact Fee Calls per Unit x \$3,424 = Recommended Impact Fee</p> <p>Non-Residential Fire Impact Fee Calls per Development x \$4,964 = Recommended Impact Fee</p>

The analysis considers the potential other revenue sources to finance the impacts on system improvements. It is anticipated that private funds/dedications will be used to fund a portion of the proposed improvements. Development within the areas that provide these dedications may be entitled to a credit against their impact fees for the construction of these facilities.

NOTICE DRAFT

¹ 11-36a-402(1)(c)

SECTION 2: GENERAL IMPACT FEE METHODOLOGY

The purpose of this study is to fulfill the requirements of the Impact Fees Act regarding the establishment of an IFFP and IFA. The IFFP is designed to identify the demands placed upon the City's existing facilities by future development and evaluate how these demands will be met by the City. The IFFP is also used to outline the improvements which are intended to be funded by impact fees. The IFA is designed to proportionately allocate the cost of the new facilities and any excess capacity to new development, while ensuring that all methods of financing are considered. Each component must consider the historic LOS provided to existing development and ensure that impact fees are not used to raise that LOS. The following elements are important considerations when completing an IFFP and IFA.

Demand Analysis: The demand analysis serves as the foundation for the IFFP. This element focuses on a specific demand unit related to each public service – the existing demand on public facilities and the future demand as a result of new development that will impact public facilities.

Level of Service Analysis: "Level of service" or "LOS" means the defined performance standard or unit of demand for each capital component of a public facility within a service area. Through the inventory of existing facilities, combined with the growth assumptions, this analysis identifies the existing LOS that is provided to a community's existing residents and ensures that future facilities maintain these standards.

Existing Facility Inventory: In order to quantify the demands placed upon existing public facilities by new development activity, to the extent possible the IFFP provides an inventory of the entity's existing system facilities. The inventory valuation should include the original construction cost and estimated useful life of each facility. The inventory of existing facilities is important to determine the excess capacity of existing facilities and the utilization of excess capacity by new development.

Excess Capacity and Future Capital Facilities Analysis: The demand analysis, existing facility inventory and LOS analysis allow for the development of a list of capital projects necessary to serve new growth and to maintain the existing system. This list includes any excess capacity of existing facilities, as well as future system improvements necessary to maintain the LOS. Any excess capacity identified within existing facilities can be apportioned to new development. Any demand generated from new development that overburdens the existing system beyond the existing capacity justifies the construction of new facilities.

Financing Strategy: This analysis must also include a consideration of all revenue sources, including impact fees, future debt costs, alternative funding sources and the dedication of system improvements, which may be used to finance system improvements.² In conjunction with this revenue analysis, there must be a determination that impact fees are necessary to achieve an equitable allocation of the costs of the new facilities between the new and existing users.³

Proportionate Share Analysis: The written impact fee analysis is required under the Impact Fees Act and must identify the impacts placed on the facilities by development activity and how these impacts are reasonably related to the new development. The written impact fee analysis must include a proportionate share analysis, clearly detailing each cost component and the methodology used to calculate each impact fee. A local political subdivision or private entity may only impose impact fees on development activities when its plan for financing system improvements establishes that impact fees are necessary to achieve an equitable allocation of the costs borne in the past and to be borne in the future (UCA 11-36a-302).

² 11-36a-302(2)

³ 11-36a-302(3)

IMPACT FEE METHODOLOGIES

There are two methods generally employed in relation to calculating impact fees: the Growth-Driven Approach or the Plan Based Approach.

GROWTH-DRIVEN (PERPETUATION OF EXISTING LOS)

The growth-driven method utilizes the existing LOS and perpetuates that LOS into the future. Impact fees are then calculated to provide sufficient funds for the entity to expand or provide additional facilities, as growth occurs within the community. Under this methodology, impact fees are calculated to ensure new development provides sufficient investment to maintain the current LOS standards in the community. This approach is often used for public facilities that are not governed by specific capacity limitations and do not need to be built before development occurs (i.e. park facilities).

NEW FACILITY – PLAN BASED (FEE BASED ON DEFINED CAPITAL IMPROVEMENT PLAN (CIP))

Impact fees can be calculated based on a defined set of capital costs specified for future development. The improvements are identified in a capital plan or impact fee facilities plan as growth-related system improvements. The total cost is divided by the total demand units the improvements are designed to serve. Under this methodology, it is important to identify the existing LOS and determine any excess capacity in existing facilities that could serve new growth. Impact fees are then calculated based on many variables centered on proportionality and LOS.

This analysis uses the Plan Based Methodology.

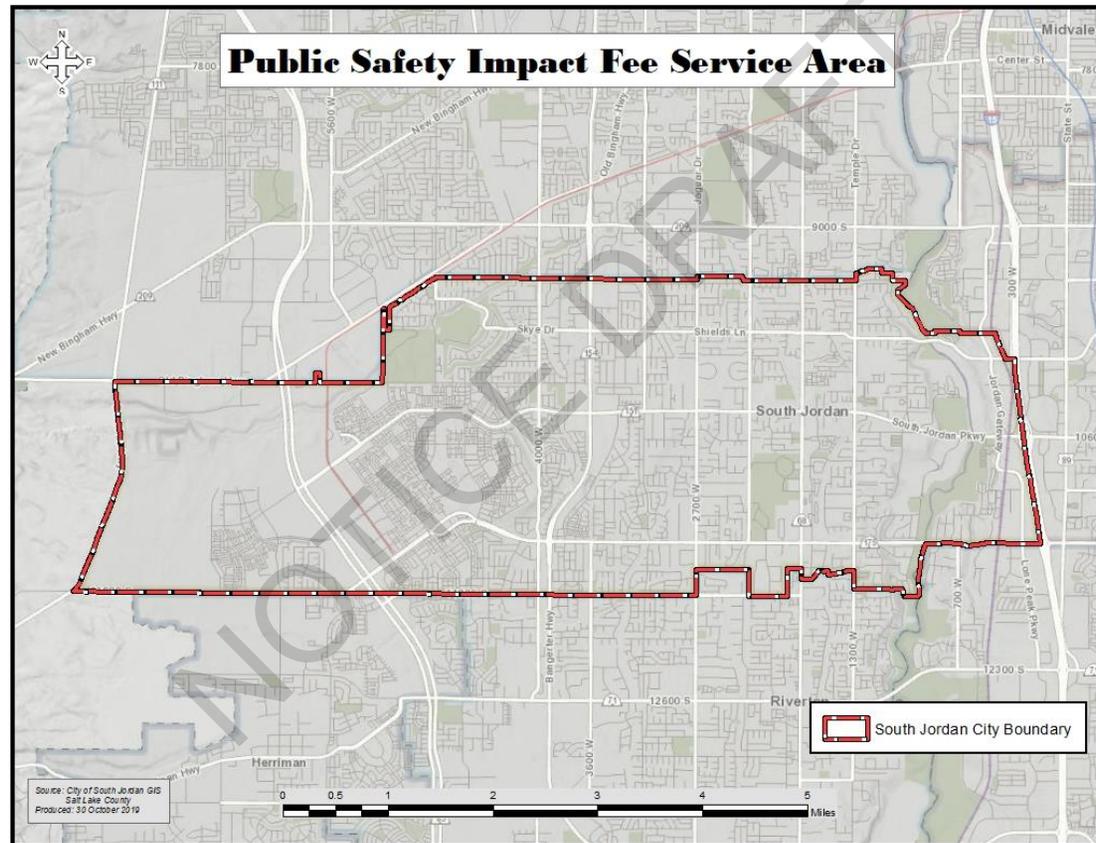
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SECTION 3: SERVICE AREA, DEMAND, AND LEVEL OF SERVICE

SERVICE AREA

Utah Code requires the impact fee enactment to establish one or more service areas within which impact fees will be imposed.⁴ The impact fees identified in this document will be assessed within the entire municipal boundaries as shown in **Figure 3.1**.

FIGURE 3.1: PUBLIC SAFETY IMPACT FEE SERVICE AREA



⁴ UC 11-36a-402(a)

EXISTING DEMOGRAPHICS & DEMAND UNITS

Table 3.1 summarizes the City's existing population estimates, with 2018 estimated at 74,149 residents. However, the City estimates the current population is closer to 72,065 residents based on existing housing units.

TABLE 3.1: DEVELOPMENT BY ZONING CLASS

	CENSUS	ESTIMATES BASE	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019 CITY ESTIMATE
South Jordan	50,418	50,473	51,307	53,316	55,878	59,185	62,501	66,100	68,595	71,027	74,149	72,065

Annual Estimates of the Resident Population: April 1, 2010 to July 1, 2018

The IFFP, in conjunction with the IFA, is designed to accurately assess the true impact of a particular user upon the City's infrastructure and prevent existing users from subsidizing new growth. Impact fees should be used to fund the costs of growth-related capital infrastructure based upon the historic funding of the existing infrastructure and the intent of the City to equitably allocate the costs of growth-related infrastructure in accordance with the true impact that a user will place on the system.

DEMAND UNITS

This element focuses on the specific demand unit related to police and fire/EMS services, which will be calls for service. The demand analysis focuses on two main elements:

1. The existing demand on public facilities; and,
2. The future demand as a result of new development that will impact public facilities.

To do this, two data sets are utilized: existing parcel land-use data and calls for service. The City geocoded existing call data and LYRB matched this data to current parcel records. While there may be differences in the data sets, this provides a way to reasonably allocate calls for service by land use type. As shown in **Table 3.2**, the City had an average of 32,689 calls for police service and 4,471 calls for fire/EMS services over the last three years. However, only a portion of those calls could be allocated to a specific land use type as shown in **Table 3.3**. This analysis also removes calls for service that are related to pass-by traffic and calls that are generated from demand that falls outside the Service Area.

TABLE 3.2: TOTAL POLICE AND FIRE/EMS CALLS FOR SERVICE

	2016	2017	2018	Average
Police Calls for Service	30,943	31,917	35,208	32,689
Fire/EMS Calls for Service	4,043	4,382	4,987	4,471

TABLE 3.3: POLICE AND FIRE/EMS CALLS ALLOCATED TO LAND USE TYPE

	3 YEAR AVERAGE	PER 2019 CAPITA	BUILDOUT CALLS	REMOVED	PASS BY	PASS BY EXCLUSION	CALLS ALLOCATED TO LAND USES
Total Police Calls	32,689	0.45	57,758	19,534	21%	4,088	28,601
Total Fire/EMS Calls	4,471	0.06	7,899	637	21%	133	4,337

Existing call data was analyzed in relation to the current parcel data within the Service Area to determine the current LOS by detailed land-use type. Call data was collected from 2016 through 2018 to determine the average calls for residential and non-residential development as shown in **Table 3.4**.

TABLE 3.4: RATIO OF CALLS PER DEVELOPED UNIT USING PARCEL DATA AND CALL DATA

POLICE	BUILDING SQUARE FEET	POLICE CALLS FOR SERVICE	UNITS	LOS	FIRE	BUILDING SQUARE FEET	FIRE CALLS FOR SERVICE	UNITS	LOS
Single Family Residential	65,062,396	15,706	16,552.00	0.95	Single Family Residential	65,062,396	1,659	16,552.00	0.10
Multi-Family Residential	2,665,860	1,797	5,649.00	0.32	Multi-Family Residential	2,665,860	194	5,649.00	0.03
Industrial	2,389,349	397	2,389.35	0.17	Industrial	2,389,349	60	2,389.35	0.02
Commercial	4,256,220	5,376	4,256.22	1.26	Commercial	4,256,220	426	4,256.22	0.10
Nursing	936,037	170	936.04	0.18	Nursing	936,037	540	936.04	0.58
Office	4,287,755	1,036	4,287.76	0.24	Office	4,287,755	244	4,287.76	0.06
Vacant	95,639	442	95.64	4.62	Vacant	95,639	59	95.64	0.61
Agricultural/Forest/Mining	47,472	83	47.47	1.74	Agricultural/Forest/Mining	47,472	5	47.47	0.11
Schools	108,536	383	108.54	3.52	Schools	108,536	823	108.54	7.58
Exempt & Church	279,521	982	279.52	3.51	Exempt & Church	279,521	110	279.52	0.39
Other	216,855	2,230	216.86	10.28	Other	216,855	218	216.86	1.01
Total	80,345,640	28,601			Total	80,345,640	4,337		
Non-Residential (Fire Only)		NA					2,207		
Estimate of Buildout Calls		57,758					7,899		

In order to determine the demand placed upon existing public facilities by new development, this analysis projects the additional call volume that undeveloped land-uses will generate. As shown in **Table 3.4**, the future police and fire/EMS calls are projected based upon the number of historic calls within general land-use categories. The call projections include calls to private land-uses within the Service Area only, as well as calls to public land-uses, including government buildings, parks, etc., to ensure facilities are allocated to all land-uses that benefit from these facilities. It is estimated that future calls for police service at buildout will be 57,758 while calls for fire/EMS services will be 7,899.

Schools, churches and nursing facilities were further analyzed as it appeared the parcel analysis did not capture the complete data for these categories. Based on City GIS data, a total of 1,635,973 SF related to school facilities, 943,130 of church facilities and 936,037 of nursing facilities was isolated to evaluate the LOS. In addition, the calls specifically attributed to these properties produced an alternative LOS, as shown in **Table 3.5** below. The future growth within the Service Area will impact the City's ability to provide adequate police and fire/EMS services throughout the Service Area.

LEVEL OF SERVICE STANDARDS

The LOS for this analysis is based on calls for service by land use type and the existing square footage LOS. **Table 3.5** illustrates the existing calls for service by land use type while **Table 3.6** illustrates the existing square footage LOS. The current square footage LOS is calculated for police services as follows: Existing Facility SF (23,779) / Average Calls (32,689) = 0.73 SF / call. The current square footage LOS is calculated for fire services as follows: Existing Facility SF (40,060) / Average Calls (4,471) = 8.96 SF / call.

To maintain the square footage LOS, the City will need to construct new facilities to mitigate the impacts of new development. Based on the square footage LOS, a total of 18,300 additional SF of police facilities and 30,719 SF of fire facilities will be required through buildout, as shown in **Table 3.7**.

TABLE 3.5: EXISTING CALL LEVEL OF SERVICE BY LAND USE TYPE

	POLICE LOS	FIRE LOS
Single Family Residential	0.95	0.10
Multi-Family Residential	0.32	0.03
Industrial	0.17	0.02
Commercial	1.26	0.10
Nursing	0.08	0.53
Office	0.24	0.06
Vacant	4.62	0.61
Agricultural/Forest/Mining	1.74	0.11
Schools	0.23	0.03
Exempt & Church	0.11	0.04
Other	10.28	1.01

TABLE 3.6: EXISTING SF LEVEL OF SERVICE

	3 YEAR AVERAGE
POLICE	
Total Police Calls	32,689
Total Police Building SF	23,779
SF per Call	0.73
FIRE	
Total Fire Calls	4,471
Total Fire Building SF	40,060
SF per Call	8.96

TABLE 3.7: NEW FACILITY SF NEEDED THROUGH BUILDOUT

	POLICE	FIRE
New Calls to Buildout	25,069	3,428
SF LOS	0.73	8.96
New Facility SF to Buildout	18,300	30,719

NOTICE DRAFT

SECTION 4: EXISTING FACILITIES ANALYSIS

The City currently uses multiple facilities to provide police and fire/EMS services. Many of these facilities are shared. The table below illustrates the total square footage for public safety facilities, divided by function. A total of 15,803 SF of the facilities is considered shared space and allocated proportionately to each function.

TABLE 4.1: SF OF EXISTING FACILITIES BY FUNCTION

USE	SF	% OF TOTAL	ALLOCATION OF SHARED SF	TOTAL ALLOCATED SF
Police	13,751	63%	10,028	23,779
Court	3,657	17%	2,667	6,324
Fire	2,884	13%	2,103	4,987
City	1,379	6%	1,006	2,385
Total	37,474		15,803	37,474
Shared SF	15,803			

VALUE OF EXISTING INFRASTRUCTURE

In order to quantify the demands placed upon existing public facilities by new development activity, the IFFP provides an inventory of the entity's existing system facilities. The inventory valuation should include the original construction cost and estimated useful life of each facility. The inventory of existing facilities is important to determine the excess capacity of existing facilities and the utilization of excess capacity by new development. The total value of all existing facilities inventory is \$18,575,375, with \$2,954,348 in eligible apparatus.

TABLE 4.2: VALUE OF EXISTING FACILITIES

ASSET DESCRIPTION	DATE OF ACQUISITION	ACQUISITION COST	EST. USEFUL LIFE	EST. SQUARE FEET (SF)	POLICE SF	FIRE SF
Total Projected Public Safety Asset	1/1/2019	\$11,667,554	50	37,474	23,779	4,987
Fire Station 61	7/1/1994	\$1,206,037	50	10,200	-	10,200
Fire Station 62	7/1/2002	\$1,390,076	50	12,228	-	12,228
Fire Station 63	5/1/2017	\$4,311,709	50	12,645	-	12,645
Total		\$18,575,375		72,547	23,779	40,060

TABLE 4.3: VALUE OF EXISTING APPARATUS

VEHICLE #	YEAR	MAKE	VEH MODEL	DESCRIPTION	PURCHASE DATE	PURCHASE PRICE	REPLACEMENT COST
311	2000	KENWORTH	T-300	RESERVE PUMPER	01/01/2000	\$212,000	\$800,000
5301	2015	PIERCE	QUANTUM	PUMPER	07/01/2015	\$609,348	\$830,000
5316	2015	PIERCE	QUANTUM	LADDER	07/01/2015	\$915,000	\$1,200,000
7325	2007	FREIGHTLINER	M2-TRACTOR	HEAVY RESCUE	02/22/2007	\$137,000	\$1,000,000
T7325	2007	HACKNEY	TRAILER		02/22/2007	\$170,000	
7328	2007	PIERCE	QUANTUM	PUMPER	08/24/2007	\$630,000	\$830,000
8302	2018	ROSENBAUER	PUMPER	NEW PUMPER	01/01/2019	\$800,000	\$800,000
						Impact Fee Eligible	\$2,954,348

In addition to the asset cost illustrated in the previous tables, the City utilized proceeds from a sales tax bond to finance the construction of the public safety facility, the remodeling of City Hall, and road improvements. Approximately 49 percent of the bond proceeds were used for the public safety facility. The total interest associated with the Series 2017 Sales Tax Revenue Bonds is \$12,994,240, with \$6,358,668 (49 percent) allocated to the public safety building. The total value of existing facilities, including financing cost, is estimated at \$24,934,044.

TABLE 4.4: TOTAL VALUE OF EXISTING FACILITIES

ASSET DESCRIPTION	ACQUISITION COST	FINANCING COST	TOTAL COST
Total Projected Public Safety Asset	\$11,667,554	\$6,358,668	\$18,026,222
Fire Station 61	\$1,206,037	-	\$1,206,037
Fire Station 62	\$1,390,076	-	\$1,390,076
Fire Station 63	\$4,311,709	-	\$4,311,709
Total	\$18,575,375	\$6,358,668	\$24,934,044

Based on the proportionate SF assigned to police and fire/EMS, the distribution of existing value is shown in Table 4.5.

TABLE 4.5: ALLOCATION OF EXISTING FACILITY AND APPARATUS COST BY FUNCTION

ALLOCATION OF EXISTING FACILITIES TO POLICE	TOTAL COST	% TO POLICE	COST TO POLICE
Total Projected Public Safety Asst	\$18,026,222	63%	\$11,438,262
Total	\$18,026,222	63%	\$11,438,262
ALLOCATION OF EXISTING FACILITIES TO FIRE	TOTAL COST	% TO FIRE	COST TO FIRE
Total Projected Public Safety Asset	\$18,026,222	13%	\$2,398,949
Fire Station 61	\$1,206,037	100%	\$1,206,037
Fire Station 62	\$1,390,076	100%	\$1,390,076
Fire Station 63	\$4,311,709	100%	\$4,311,709
Total	\$24,934,044	37%	\$9,306,770
APPARATUS			
Apparatus Value > \$500,000	\$2,954,348	100%	\$2,954,348

EXCESS CAPACITY

The combination of existing and future facilities will be needed to serve existing and proposed development in the Service Area. As a result of this shared impact on existing and future facilities, this analysis uses a “fair share” methodology, allocating a proportionate value of existing and future facilities to new development. Under this approach, it is assumed that new development will benefit from existing and future facilities. As a result, future development will reimburse the City for a portion of existing facilities and new facilities. The portion of the impact fee related to existing facilities is considered a buy-in.

MANNER OF FINANCING EXISTING PUBLIC FACILITIES

In addition to the asset cost illustrated in the previous tables, the City utilized proceeds from a sales tax bond to finance the construction of the public safety facility, the remodeling of City Hall, and road improvements. Approximately 49 percent of the bond proceeds were used for the public safety facility. The total interest associated with the Series 2017 Sales Tax Revenue Bonds is \$12,994,240, with \$6,358,668 (49 percent) allocated to the public safety building.

SECTION 5: IMPACT FEE FACILITIES PLAN ANALYSIS

According to Utah Code 11-36a-302, an impact fee facilities plan should consider the following:

- ☐ identify the existing LOS;
- ☐ establish a proposed LOS⁵;
- ☐ 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; and,
- ☐ identify the means by which the political subdivision or private entity will meet those growth demands.

SUMMARY OF IFFP ELEMENTS

EXISTING AND PROPOSED LOS

The LOS for this analysis is based on calls for service by land use type and the existing square footage LOS. **Table 3.5** illustrates the existing calls for service by land use type while **Table 3.6** illustrates the existing square footage level of service. The current square footage LOS for police 0.73 SF / call. The current square footage LOS for fire services is 8.96 SF per call.

EXCESS CAPACITY

The combination of existing and future facilities will be needed to serve existing and proposed development in the Service Area. As a result of this shared impact on existing and future facilities, this analysis uses a “fair share” methodology, allocating a proportionate value of existing and future facilities to new development. Under this approach, it is assumed that new development will benefit from existing and future stations. As a result, future development will reimburse the City for a portion of existing facilities and new facilities. The portion of the impact fee related to existing facilities is considered a buy-in.

DEMAND FROM NEW DEVELOPMENT

In order to determine the demand placed upon existing public facilities by new development, this analysis projects the additional call volume that undeveloped land-uses will generate. As shown in **Table 3.4**, the future police and fire/EMS calls are projected based upon the number of historic calls within general land-use categories. The call projections include calls to private land-uses within the Service Area only. Therefore, calls placed from public land-uses, including government buildings, parks, etc., calls that cannot be traced to identifiable land-uses, and calls outside of the Service Area have not been included in the LOS analysis. However, when estimating total calls through buildout, all calls are included to ensure facilities are allocated to all land-uses that benefit from these facilities. It is estimated that future calls for police service at buildout will be 57,758 while calls for fire/EMS services will be 7,899.

The future growth within the Service Area will impact the City’s ability to provide adequate police and fire/EMS services throughout the Service Area. Future development will: 1) increase the calls for service; 2) affect acceptable response times based on expansion of the Service Area’s developed areas; and, 3) contribute to increased roadway congestion resulting in decreased response times.

⁵ When evaluating levels of service, the Code clarifies that a proposed level of service may diminish or equal the existing level of service, or 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 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. See Utah Code 11-36a-302(1)(c).

PROPOSED NEW FACILITIES

To maintain the square footage LOS, the City will need to construct new facilities to mitigate the impacts of new development. Based on the square footage LOS, a total of 18,300 additional SF of police facilities and 30,719 SF of fire facilities will be required through buildout, as shown in **Table 3.7**. The City will construct an additional 3,826 new SF of police facilities and 41,375 SF of fire facilities, which will serve 5,421 police calls for service and 4,618, within the IFFP planning horizon. The calls for service served by the fire facilities exceeds the projected calls for service at buildout. Therefore, the proposed facilities will be spread over the calls served and not the projected calls at buildout, to ensure a proportionate allocation. The SF, cost and allocation assumptions for the proposed facilities can be found in **Tables 5.1-5.2**.

TABLE 5.1: ILLUSTRATION OF PROPOSED CAPITAL IMPROVEMENTS

ASSET DESCRIPTION	ORIGINAL COST	CONSTRUCTION DATE	CONSTRUCTION COST	ESTIMATED FINANCING COST	TOTAL COST	EST SF	POLICE SF	FIRE SF
Fire Station 64	\$14,870,247	2019	\$14,870,247	\$4,458,653	\$19,328,900	34,300	3,826	28,875
Fire Station 65	\$4,596,377	2025	\$5,488,314	-	\$5,488,314	12,500	-	12,500
Total Public Safety	\$19,466,623		\$20,358,561	\$4,458,653	\$24,817,214	46,800	3,826	41,375
Apparatus								
Station 64 Engine	\$800,000	2019	\$800,000	-	\$800,000			
Station 64 Ladder	\$1,200,000	2023	\$1,350,611	-	\$1,350,611			
Station 65 Engine	\$800,000	2023	\$900,407	-	\$900,407			
Total Apparatus	\$2,800,000		\$3,051,018		\$3,051,018			
						Demand Served	5,241	4,618

TABLE 5.2: ALLOCATION OF FUTURE CAPITAL IMPROVEMENTS BY FUNCTION

ALLOCATION OF FACILITIES TO POLICE	TOTAL COST	% TO POLICE	COST TO POLICE
Station 64	\$19,328,900	11%	\$2,155,878
Station 65	\$5,488,314	0%	\$0
Total	\$24,817,214	9%	\$2,155,878
ALLOCATION OF FACILITIES TO FIRE	TOTAL COST	% TO FIRE	COST TO FIRE
Station 64	\$19,328,900	84%	\$16,271,822
Station 65	\$5,488,314	100%	\$5,488,314
Total	\$24,817,214	88%	\$21,760,136

While the facilities above represent the known facilities needed to serve new development based on a SF LOS, additional facilities may be needed in the future to account for geographic response times and changes in LOS. The IFFP and IFA should be reviewed regularly and adjusted as needed relative to any changes in the analysis assumptions.

FUTURE APPARATUS ACQUISITION

In addition to physical facilities, the City will need to acquire additional fire suppression equipment. According to the Impact Fee Act, Section 102, Paragraph 17, public safety facilities include a fire suppression vehicle costing in excess of \$500,000. A total of \$3,051,018 is included in this analysis for fire suppression vehicles. This cost is allocated only to non-residential development.

SYSTEM VS. PROJECT IMPROVEMENTS

System improvements are defined as existing public facilities designed to provide services to service areas within the community at large and future public facilities that are intended to provide services to service areas within the community at large.⁶ Project improvements are improvements and facilities that are planned and designed to provide service for a specific development (resulting from a development activity) and considered necessary for the use and convenience of the occupants or users of that development.⁷ The Impact Fee Analysis may only include the costs of impacts on system improvements related to new growth within the proportionate share analysis. Since fire services serve the entire community, the construction of fire safety buildings and acquisition of apparatus with a value over \$500,000 is considered system improvements.

FUNDING OF FUTURE FACILITIES

The IFFP must also include a consideration of all revenue sources, including impact fees and the dedication of system improvements, which may be used to finance system improvements.⁸ In conjunction with this revenue analysis, there must be a determination that impact fees are necessary to achieve an equitable allocation of the costs of the new facilities between the new and existing users.⁹

PROPERTY TAX REVENUES

Property tax revenues are available to the City to fund repair and replacement needs, operations and maintenance, cure deficiencies and provide interim funds as needed for growth-related projects. If property taxes are used to fund growth-related projects, impact fee revenues can be used to pay back these funds.

GRANTS AND DONATIONS

If the City receives grant money to fund fire facilities, the impact fees will need to be adjusted accordingly to reflect the grant monies received. A donor will be entitled to a reimbursement for the value of the improvements funded through impact fees if donations are made by new development. It is anticipated that private funds/dedications will be used to fund a portion of the proposed improvements. Development within the areas that provide these dedications may be entitled to a credit against their impact fees for the construction of these facilities. The collection of impact fees is necessary to maintain a proposed LOS and ensure these facilities can be constructed.

IMPACT FEE REVENUES

Impact fees have become an ideal mechanism for funding growth-related infrastructure. Impact fees are charged to ensure that new growth pays its proportionate share of the costs for the development of public infrastructure. Impact fee revenues can also be attributed to the future expansion of public infrastructure if the revenues are used to maintain an existing LOS. Increases to an existing LOS cannot be funded with impact fee revenues. Analysis is required to determine the true impact of a particular user upon the City infrastructure and to prevent existing users from subsidizing new growth. The collection of impact fees is necessary to maintain a proposed LOS and ensure these facilities can be constructed.

⁶ UC 11-36a-102(20)

⁷ UC 11-36a102(13)

⁸ UC 11-36a-302(2)

⁹ UC 11-36a-302(3)

DEBT FINANCING

The Impact Fees Act allows for the costs related to the financing of future capital projects to be legally included in the impact fee. This allows the City to finance and quickly construct infrastructure for new development and reimburse itself later from impact fee revenues for the costs of issuing debt. The City may issue additional bonds to fund future facilities. The City will utilize a portion of proceeds from a sales tax revenue and refunding bond to finance the construction of Fire Station 64. Approximately 81 percent of the bond proceeds were used to for the public safety facility. The total interest associated with the Series 2019 Sales Tax Revenue Bonds is \$5,475,378, with \$4,458,653 (81 percent) allocated to the public safety building.

EQUITY OF IMPACT FEES

Impact fees are intended to recover the costs of capital infrastructure that relate to future growth. The impact fee calculations are structured for impact fees to fund 100 percent of the growth-related facilities identified in the proportionate share analysis as presented in the impact fee analysis. Even so, there may be years that impact fee revenues cannot cover the annual growth-related expenses. In those years, other revenues such as general fund revenues will be used to make up any annual deficits. Any borrowed funds are to be repaid in their entirety through impact fees.

NECESSITY OF IMPACT FEES

An entity may only impose impact fees on development activity if the entity's plan for financing system improvements establishes that impact fees are necessary to achieve parity between existing and new development. This analysis has identified the improvements to public facilities and the funding mechanisms to complete the suggested improvements. Impact fees are identified as a necessary funding mechanism to help offset the costs of new capital improvements related to new growth. In addition, alternative funding mechanisms are identified to help offset the cost of future capital improvements.

NOTICE DRAFT

SECTION 6: IMPACT FEE CALCULATION

The IFFP must properly complete the legislative requirements found in the Impact Fee Act if it is to serve as a working document in the calculation of appropriate impact fees. The calculation of impact fees relies upon the information contained in this analysis. Impact fees are then calculated based on many variables centered on proportionality share and LOS. The combination of existing and future facilities will be needed to serve existing and proposed development in the Service Area. As a result of this shared impact on existing and future facilities, this analysis uses a “fair share” methodology, allocating a proportionate value of existing and future facilities to new development. Under this approach, it is assumed that new development will benefit from existing and future facilities. **Table 6.1-6.2** illustrates the proportionate share analysis and cost per call calculations for police and fire facilities.

TABLE 6.1: POLICE PROPORTIONATE SHARE ANALYSIS

	TOTAL COST	% TO IFFP	COST TO IMPACT FEES	% TO GROWTH	COST TO GROWTH	TOTAL CALLS	COST PER CALL
Existing Stations and Facilities	18,026,222	63%	11,438,262	43%	4,964,545	25,069	198
Future Stations	24,817,214	9%	2,155,878	43%	935,715	25,069	37
Professional Expense	6,000	100%	6,000	100%	6,000	7,164	1
Facilities Impact Fee Cost	\$42,849,437		\$13,600,140		\$5,906,260		\$236

TABLE 6.2: FIRE PROPORTIONATE SHARE ANALYSIS

	TOTAL COST	% TO IFFP	COST TO IMPACT FEES	% TO GROWTH	COST TO GROWTH	TOTAL CALLS	COST PER CALL
Existing Stations and Facilities	24,934,044	37%	9,306,770	51%	4,728,820	4,618	1,024
Future Stations	24,817,214	88%	21,760,136	51%	11,056,441	4,618	2,394
Professional Expense	\$6,000	100%	6,000	100%	6,000	984	6
Facilities Impact Fee Cost	\$49,757,258		\$31,072,906		\$15,791,261		\$3,424
APPARATUS							
Existing Apparatus	2,954,348	100%	2,954,348	43%	1,282,275	1,693	757
New Apparatus	3,051,018	100%	3,051,018	43%	1,324,232	1,693	782
Total Apparatus	\$6,005,366		\$6,005,366		\$2,606,507		\$1,540
Facilities + Apparatus Impact Fee Cost							\$4,964

Table 6.3 illustrates the proposed impact fee by land-use type and by function. It is important to note that a political subdivision or private entity may not impose an impact fee on residential development to pay for a fire suppression vehicle. As a result, there is a separate cost per call calculated for residential land uses and non-residential land uses.

TABLE 6.3: PROPOSED POLICE AND FIRE/EMS IMPACT FEE SCHEDULE

POLICE	COST PER CALL	CALLS PER UNIT	TOTAL IMPACT FEE PER UNIT	FIRE	COST PER CALL	CALLS PER UNIT	TOTAL IMPACT FEE PER UNIT
Single Family (per unit)	\$236	0.95	\$224.12	Single Family (per unit)	\$3,424	0.10	\$343.19
Multi-Family (per unit)	\$236	0.32	\$75.15	Multi-Family (per unit)	\$3,424	0.03	\$117.76
Commercial (per 1,000 SF)	\$236	1.26	\$298.36	Commercial (per 1,000 SF)	\$4,964	0.10	\$496.79
Office (per 1,000 SF)	\$236	0.24	\$57.08	Office (per 1,000 SF)	\$4,964	0.06	\$281.97
Industrial (per 1,000 SF)	\$236	0.17	\$39.24	Industrial (per 1,000 SF)	\$4,964	0.02	\$124.07

POLICE	COST PER CALL	CALLS PER UNIT	TOTAL IMPACT FEE PER UNIT	FIRE	COST PER CALL	CALLS PER UNIT	TOTAL IMPACT FEE PER UNIT
School (per 1,000 SF)	\$236	0.23	\$53.52	School (per 1,000 SF)	\$4,964	0.03	\$170.93
Church (per 1,000 SF)	\$236	0.11	\$25.21	Church (per 1,000 SF)	\$4,964	0.04	\$192.99
Nursing Home (per 1,000 SF)	\$236	0.08	\$18.84	Nursing Home (per 1,000 SF)	\$4,964	0.53	\$2,653.37

The combined public safety impact fee is shown in **Table 6.4**.

TABLE 6.4: PROPOSED PUBLIC SAFETY IMPACT FEE SCHEDULE

	COMBINED MAX	EXISTING FEE	UNIT	CHANGE
Single Family (per unit)	\$567.31	\$323.45	Unit	\$243.86
Multi-Family (per unit)	\$192.92	\$207.79	Unit	(\$14.87)
Commercial (per 1,000 SF)	\$795.15	\$2,151.96	acre	Varies
Office (per 1,000 SF)	\$339.05	\$1,456.60	acre	Varies
Industrial (per 1,000 SF)	\$163.31	\$2,298.30	acre	Varies
School (per 1,000 SF)	\$224.45	\$1,700.33	acre	Varies
Church (per 1,000 SF)	\$218.20	\$570.84	acre	Varies
Nursing Home (per 1,000 SF)	\$2,672.21	\$22,916.37	acre	Varies

As discussed above, the impact fee analysis uses a “fair share” methodology, allocating a proportionate value of existing and future facilities to new development. Under this approach, it is assumed that new development will benefit from existing and future stations. As a result, future development will reimburse the City for a portion of existing facilities and new facilities. The portion of the impact fee related to existing facilities is considered a buy-in. The remaining portion of the fee is used for future facilities, new apparatus and professional expenses.

NON-STANDARD IMPACT FEES

The City reserves the right under the Impact Fees Act to assess an adjusted fee that more closely matches the true impact that the land use will have upon public facilities.¹⁰ This adjustment could result in a different impact fee if the City determines that a particular user may create a different impact than what is standard for its land use. To determine the impact fee for a non-standard use, the City should use the following formula:

POLICE NON-STANDARD CALCULATION
Residential Police Impact Fee
Calls per Unit x \$236 = Recommended Impact Fee

Non-Residential Police Impact Fee
Calls per Development x \$236 = Recommended Impact Fee

FIRE NON-STANDARD CALCULATION
Residential Fire Impact Fee
Calls per Unit x \$3,424 = Recommended Impact Fee

Non-Residential Fire Impact Fee
Calls per Development x \$4,964 = Recommended Impact Fee

The analysis considers the potential other revenue sources to finance the impacts on system improvements. It is anticipated that private funds/dedications will be used to fund a portion of the proposed improvements. Development within the areas that provide these dedications may be entitled to a credit against their impact fees for the construction of these facilities.

¹⁰ 11-36a-402(1)(c)

CONSIDERATION OF ALL REVENUE SOURCES

The Impact Fees Act requires the proportionate share analysis to demonstrate that impact fees paid by new development are the most equitable method of funding growth-related infrastructure. See **Section 5** for further discussion regarding the consideration of revenue sources.

EXPENDITURE OF IMPACT FEES

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 five to six years should be spent only on those projects outlined in the IFFP as growth-related costs to maintain the LOS.

PROPOSED CREDITS OWED TO DEVELOPMENT

The Impact Fees Act requires that credits be paid back to development for future fees that will pay for growth-driven projects included in the Impact Fee Facilities Plan that would otherwise be paid for through user fees. Credits may also be paid to developers who have constructed and donated facilities to the City that are included in the IFFP in-lieu of impact fees. This situation does not apply to developer exactions or improvements required to offset density or as a condition of development. Any project that a developer funds must be included in the IFFP if a credit is to be issued.

In the situation that a developer chooses to construct facilities found in the IFFP in-lieu of impact fees, the decision must be made through negotiation with the developer and the City on a case-by-case basis.

GROWTH-DRIVEN EXTRAORDINARY COSTS

The City does not anticipate any extraordinary costs necessary to provide services to future development.

SUMMARY OF TIME PRICE DIFFERENTIAL

The Impact Fees Act allows for the inclusion of a time price differential to ensure that the future value of costs incurred at a later date are accurately calculated to include the costs of construction inflation. An inflation component of three percent per year is applied to each project based on its construction year. The City has also included the interest cost associated with its outstanding bonds.

NOTICE DRAFT