# IMPACT FEE FACILITIES PLAN (IFFP) & IMPACT FEE ANALYSIS (IFA) PURSUANT TO 11-36A, UTAH CODE

**FIRE FACILITIES** 

NOVEMBER 2020

CITY OF ST. GEORGE, UTAH





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## IMPACT FEE FACILITIES PLAN & ANALYSIS CERTIFICATION

### **IFFP CERTIFICATION**

LYRB 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;
  - 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:

- 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;
  - 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 IFA documents are followed by City Staff and elected officials.
- 2. If all or a portion of the IFFP or IFA 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.



The purpose of the Fire 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 assist the City of St. George (the "City") in financing and constructing necessary fire capital improvements for future growth. This document will address the future infrastructure needed to serve the City through the next ten years, as well as the appropriate impact fees the City may charge to new growth to maintain the level of service ("LOS"). The City has provided much of the information utilized in this report.

- Final Impact Fee Service Area: The service area ("Service Area") includes all of the City and is defined in SECTION 3.
- Demand Analysis: The demand unit used for this analysis is calls for fire services 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 and illustrates the calls per developed unit calculations.
- 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. Response times were also considered in planning for future facilities. Additional details regarding LOS are found in SECTION 3.
- Existing Facilities and Excess Capacity: This analysis uses the Plan Based Methodology for calculating the impact fees, and assumes existing facilities are at capacity for the purposes of impact fee calculations. Future facility costs will be allocated to new development based on the growth-related calls for service anticipated within the IFFP planning horizon.
- Outstanding Debt: The City does not have any outstanding debt related to fire facilities and apparatus to consider in this analysis.
- Future Capital Facilities: The costs of future system improvements related to new growth and funded with future impact fees are estimated at \$12.72 million for three new fire stations, to expand existing stations, the relocation of the dispatch center, and for three new fire apparatus.
- **Funding of Future Facilities:** No financing costs are considered in this analysis and thus it assumes all future facilities will be funded on a cash basis.

### **PROPOSED IMPACT FEES**

The IFFP must meet the legislative requirements found in the Impact Fees Act if it is to serve as a working document in the calculation of 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.

### FIRE IMPACT FEE CALCULATION

Based on the growth-related projects, a cost per call for fire services is determined. Historic call volumes are taken from various land use categories, as determined by the City, and the number of calls per unit of development within each land use category is calculated. The fee per call is then applied to the calls per unit for residential and commercial users, as shown in **TABLE 1.1**.

	IMPACT FEE ELIGIBLE COST TO FIRE	CALLS SERVED	COST PER CALL
Station Expansion	\$10,944,644	2,647	\$4,135
Relocation of Dispatch Center	\$71,458	4,628	\$15
Professional Expense*	\$9,675	1,218	\$8
Facilities Total	\$11,025,778		\$4,158
Apparatus**			
New Apparatus	\$1,693,727	1,642	\$1,032
Apparatus Total	\$1,693,727		\$1,032
Total Impact Fee Cost per Call (Residential)	\$11,025,770		\$4,158
Total Impact Fee Cost per Call (Non-Residential)	\$12,719,505		\$5,190

TABLE 1.1: FIRE PROPORTIONATE SHARE ANALYSIS

\* The professional expense is allocated to demand in the next six years. The impact fee analysis should be updated within the 6-year horizon.

\*\* The apparatus portion can only be assessed to non-residential development. See Utah Code 11-36a-202(2)(a)(i)

**TABLE 1.2** illustrates the proposed impact fee by land-use type. 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 in relation to the fire impact fees.

### TABLE 1.2: PROPOSED FIRE/EMS IMPACT FEE SCHEDULE

LAND USE CATEGORY	COST PER CALL	CALLS PER UNIT	TOTAL FIRE IMPACT FEE PER UNIT	EXISTING IMPACT FEE	% CHANGE	\$ CHANGE
Single Family (per unit)	\$4,158	0.08	\$320	\$190	68%	\$130
Multi-Family (per unit)	\$4,158	0.16	\$657	\$280	135%	\$377
Mobile Homes	\$4,158	0.05	\$187	\$280	-33%	-\$93
Commercial (per 1,000 SF)	\$5,190	0.13	\$690	\$383	80%	\$307
Office (per 1,000 SF)	\$5,190	0.05	\$270	\$641	-58%	-\$371
Industrial (per 1,000 SF)	\$5,190	0.03	\$130	\$31	316%	\$99

### 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.<sup>1</sup> 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:

### FIRE NON-STANDARD CALCULATION

Residential Fire Impact Fee Calls per Unit x \$4,158 = Recommended Impact Fee Non-Residential Fire Impact Fee Calls per Unit x \$5,190 = Recommended Impact Fee

<sup>&</sup>lt;sup>1</sup> 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 IFA<sup>2</sup>. 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, as well as the future improvements required to maintain the existing LOS. The purpose of the IFA is 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. The following elements are important considerations when completing an IFA.

### DEMAND ANALYSIS

The demand analysis serves as the foundation for this analysis. 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 system facilities.

### LEVEL OF SERVICE ANALYSIS

The demand placed upon existing public facilities by existing development is known as the existing LOS. Through the inventory of existing facilities, combined with the growth assumptions, this analysis identifies the LOS which 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, the analysis provides an inventory of existing <u>system</u> facilities. The inventory of existing facilities is important to properly determine the excess capacity of existing facilities and the utilization of excess capacity by new development. Any excess capacity identified within existing facilities can be apportioned to new development.

### 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 level of service. 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.<sup>3</sup> 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.<sup>4</sup>

### **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).

<sup>2</sup>UC 11-36a-301,302,303,304

4 UC 11-36a-302(3)

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FIGURE 2.1: IMPACT FEE METHODOLOGY



<sup>&</sup>lt;sup>3</sup> UC 11-36a-302(2)



## SECTION 3: OVERVIEW OF SERVICE AREA, DEMAND, AND LOS

### **SERVICE AREA**

Utah Code requires the impact fee enactment to establish one or more service areas within which impact fees will be imposed.<sup>5</sup> The City's fire impact fees are assessed to all properties located within the City boundaries as shown in **FIGURE 3.1**. The City's dispatch center serves both police and fire services, as well as demand outside City boundaries. As such, this facility will be evaluated based on regional funding vs. local funding to ensure proportionality.





## **DEMAND UNITS**

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 ANALYSIS

This section focuses on the specific demand units related to fire 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 land-use data and calls for service. **TABLE 3.1** shows the breakdown of calls by land use type, specifically the number of calls per dwelling unit for residential land and per 1,000 SF for non-residential land. LYRB evaluated call data from 2015-2017, as this was the most recent call data available at the time this study was initiated. For purposes of calculating levels of service, 2017 call data was utilized.

LAND USE TYPE	DEVELOPED UNITS	2017 CALLS	EXISTING LOS (CALLS PER DEVELOPED UNIT)
RESIDENTIAL	Units	Fire	CALL DATA
Single Family Residential	30,879	2,374	0.08
Multi-Family Residential	7,296	1,156	0.16
Mobile Homes	1,325	60	0.05
Total Residential	39,500	3,590	
Non-Residential	Per 1,000 SF	Fire	CALL DATA
Commercial	8,631	1,150	0.13
Office	2,904	152	0.05
Industrial	4,792	118	0.03
Total Non-Residential	16,327	1,420	
Combined Total		5,010	

#### TABLE 3.1: FIRE CALLS PER LAND USE TYPE

A total of 5,010 calls for service were attributed to residential and non-residential development (not including calls placed from public land-uses or calls that cannot be traced to identifiable land-uses). Based on the estimated population, there are a total of .05 calls per capita. The level of service does not include calls outside City boundaries. This serves as the basis for the demand calculation in this analysis.

It is anticipated that new growth in the Service Area will increase call volumes as well as response times, which will in turn impact the City's existing facilities. Fire services will need to be expanded in order to maintain the existing LOS as development continues throughout the City. The IFFP, in conjunction with the impact fee analysis, are designed to accurately assess the true impact of a particular user upon the City's infrastructure. Projections of call data on a per capita basis into the future suggest the City will receive an increase of 2,211 fire calls by the year 2029. These additional calls will require additional staffing in each department, along with additional facilities to handle the increase in staff. Response times to calls are critical. As such, the City has put great effort into future planning to ensure that as growth continues, response times are not compromised, and the Fire Department is still able to provide the same service to future development as additional demands are placed on the system.

#### YFAR POPULATION **ADJUSTED CALLS ANNUAL % CHANGE** 2017 95,349 5,010 2018 98,028 2.73% 5,151 2019 100,822 5,298 2.77% 2.92% 2020 103,851 5.457 2021 107,600 5,654 3.48% 2022 111,484 5.858 3.48%

#### TABLE 3.2: PROJECTED CALLS FOR SERVICE

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YEAR	POPULATION	ADJUSTED CALLS	ANNUAL % CHANGE
2023	115,509	6,069	3.48%
2024	119,679	6,288	3.48%
2025	123,999	6,515	3.48%
2026	128,475	6,751	3.48%
2027	133,113	6,994	3.48%
2028	137,919	7,247	3.48%
2029	142,898	7,508	3.48%
2030	148,056	7,779	3.48%

### LEVEL OF SERVICE STANDARDS

The LOS for purposes of this analysis is the current building square feet per call. While the impact fee has been calculated to meet the demand in calls for service over the next ten years, the City may determine that additional facilities may be needed within this horizon. Should this occur, the impact fee will need to be revised to evaluate proportionate impact.

Impact fees cannot be used to finance an increase in the LOS to current or future users of capital improvements. Therefore, it is important to identify the LOS within the Service Area to ensure that the new capacities of projects financed through impact fees do not exceed the established standard.

**TABLE 3.1** above illustrates the existing calls for service by land use type, while **TABLE 3.3** shows the existing square footage LOS. The current square footage LOS is calculated as follows: Existing Facility SF to Service Area (48,510) / Current Estimated 2019 Calls (5,298) = 9.16 SF / call. The adopted LOS is 11.20 SF per call (as defined in the 2014 Fire IFFP and IFA), which exceeds the current LOS. The temporary decline in the current LOS is a result of the increasing call volumes from 2014 relative to existing

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IABLE	3.3:	FIRE	SF	LUS

	GENERAL FIRE FACILITIES
Total Current SF (per Table 4.1)	48,754
Adjustment for Calls Outside Service Area	99.5%*
SF Allocated to Service Area	48,510
Total LOS Calls (Est. 2019)	5,298
SF per Call	9.16
Adopted LOS SF per Call (2014 Analysis)	11.20
SF Need to Maintain Adopted LOS	59,333
Excess Capacity/(Deficiency)	(10,823)
Projected Calls in IFFP Planning Horizon	2,211
New Facility SF Needed	24,761

\*Approximately 0.5 percent of the fire calls for service occur outside the Service Area. This proportion of all of the proposed facilities is removed from the facility cost when assigning cost to growth. facility SF and the reality that facilities are not incrementally expanded each year to maintain the LOS. Typically, entities will collect impact fee revenues and other funding over time to construct facilities at a future point, which causes a fluctuation in the LOS in any given year. Impact fee revenues have been collected to maintain the 2014 LOS, but the facilities have yet to be constructed. Thus, impact fee fund balances will be used to maintain the adopted LOS, with future development maintaining the LOS through continued impact fee collections. As shown in **TABLE 3.3**, the City has existing deficiency of 10,823 SF. This is not a true deficiency, as the City has collected impact fees to maintain the LOS but has yet to construct the facilities. As a result, the impact fee fund balance will be used to maintain the LOS.

As traffic congestion increases and new developed areas require fire protection services, the Fire Department will need to construct new facilities to ensure the existing response times and service levels remain the same. While the LOS calculated in this report (based on sq. ft. per call) is intended to ensure that facilities similar to existing facilities are built for future development, the location and timing of the new facilities should be based on response times. **SECTION 5** identifies the new facilities needed for growth.

## **SECTION 4: EXISTING FACILTIES INVENTORY**

This section of the analysis is intended to summarize the existing public facilities related to fire services. The Impact Fees Act allows the City to recover the costs of buildings from all development activities; and also to recover the cost of fire suppression vehicles which have an original cost of over \$500,000 from non-residential development as determined by a proportionate share analysis. The City of St. George Fire Department covers approximately 75 square miles and serves approximately 100,000 residents and over 16 million SF of non-residential building space (commercial, office, industrial, etc.). The Department includes seven stations, located geographically throughout the City of St. George, which respond to fires, EMS calls, hazmat incidents, technical rescues, vehicle extractions, and other calls for assistance as needed within the city boundaries. In addition, the Department serves as backup on large incidents within the county. The Department also performs inspections for compliance with fire codes and provides advanced EMT services for the City.

The St. George Fire Department ("SGFD") currently operates the following stations:

- Station #1: 51 S. 1000 E. (Will Be Replaced)
- The Station #2: 155 N. Main Street (No Longer
- Active, Will Be Replaced)
- Totation #3: 2315 S. River Road
- The station #4: 3521 S. Manzanita Rd.

- Totation #5: 100 N. Dixie Drive
- The station #6: 184 N. 2450 E.
- The station #7: 1912 W. 1800 N.
- Totation #8: 1096 W. Bluegrass Way

Station #1 and Station #2 are included in this analysis to illustrate the historic provided LOS. The City anticipates replacing these facilities. The SF associated with the replacement of these facilities is not included in the calculation of the impact fee.

## **VALUE OF EXISTING FACILITIES**

Based upon the City's fixed asset schedule, the existing fire facilities are valued at approximately \$9.9 million, based on original cost, as shown in **TABLE 4.1**. The Fire Department currently shares two facilities with the Police Department, which are Stations 7 and 8, thus only the percent used by the Fire Department are included in the square footage and cost estimates that are factored into the LOS.

DESCRIPTION OF FACILITIES	TOTAL SF	TOTAL FIRE SF	% OF STATION	ORIGINAL COST	COST TO FIRE
Station #1*	10,000	10,000	100%	\$379,698	\$379,698
Station #2*	6,500	6,500	100%	\$239,301	\$239,301
Station #3	2,435	2,435	100%	\$215,684	\$215,684
Station #4	2,700	2,700	100%	\$150,000	\$150,000
Station #5	2,435	2,435	100%	\$206,637	\$206,637
Station #6	5,000	5,000	100%	\$409,421	\$409,421
Station #7	10,355	8,284	80%	\$1,201,061	\$960,848
Station #8	12,000	11,400	95%	\$2,381,083	\$2,262,029
Total Existing Facilities	51,425	48,754		\$5,182,885	\$4,823,619
Station 1, Pierce Heavy Duty Aerial Ladder Truck				\$896,962	\$896,962
Station 1, Pierce Pumper				\$571,637	\$571,637
Station 3, Pierce Pumper				\$516,521	\$516,521
Station 6, Pierce Velocity Fire Truck				\$674,863	\$674,863
Station 7, Pierce ladder/platform				\$774,097	\$774,097
Station 7, Pierce Velocity Fire Truck				\$674,863	\$674,863
Station 8, Pierce Velocity Fire Truck				\$674,863	\$674,863
Total Existing Apparatus**				\$4,783,806	\$4,783,806
Combined Total				\$9,966,691	\$9,607,425

TABLE 4.1: DESCRIPTION AND VALUE OF EXISTING FIRE FACILITIES & APPARATUS

\* Station #1 and #2 will be eliminated with the construction of the proposed new facilities. Station #2 is no longer in service. These facilities are included above to show the historic square footage provided to existing residents for purposes of determining LOS. The impact fee will be adjusted to remove any replacement square footage.

\*\* Note: Included in this total is the additional apparatus in service with an original value greater than \$500K.



## **EXCESS CAPACITY**

This analysis uses the Plan Based Methodology for calculating the impact fees (discussed further in **SECTION 5**), and assumes existing facilities are at capacity for the purposes of impact fee calculations. **TABLE 3.3** illustrates that new facilities are needed to maintain the adopted LOS. Future facility costs will be allocated to new development based on the growth-related calls for service anticipated within the IFFP planning horizon.

## MANNER OF FINANCING EXISTING INFRASTRUCTURE

The existing public safety infrastructure and apparatus has been funded through a combination of different revenue sources, including general fund revenues, impact fees, and capital equipment leases. Therefore, the City's existing LOS standards have been funded by the City's existing residents. The City does not anticipate receiving revenues from other entities (i.e. grants, federal or state funds, other contributions, etc.) to fund new facilities.

## **SECTION 5: CAPITAL FACILITY ANALYSIS**

The City of St. George has provided information for the 10-year planning horizon including capital project information, planning analysis and other information that has been compiled to prepare this IFFP and IFA. The City has provided all future capital project data including project descriptions and estimated project costs. The following paragraph describes the methodology used for calculating impact fees in this analysis.

### PLAN BASED (FEE BASED ON DEFINED CAPITAL IMPROVEMENT PLAN)

Impact fees can be calculated using a specific set of costs specified for future development. The improvements are identified in the IFFP or CIP as growth-related projects. The total project costs are divided by the total demand units the projects 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. As stated in **SECTION 4**, this analysis assumes existing facilities are at capacity for the purposes of impact fee calculations. Furthermore, the LOS discussion in **SECTION 3** illustrates the City will need to construct additional facilities to maintain the adopted LOS.

### SUMMARY OF FUTURE CAPITAL PROJECTS

Based upon the projected growth throughout the City, City staff has identified future facilities and apparatus that must be constructed or acquired over the next ten years to serve future development within the planning horizon. The costs of these projects are detailed in **TABLES 5.1-5.3**. The projects listed in the table below have a useful life of more than ten years. 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. A two percent annual construction inflation adjustment is applied to projects completed after 2019 (the base year cost estimate).

**TABLE 5.1** illustrates the new facility SF added to the City, while applying a credit for the replacement of existing SF, as this is not impact fee eligible. Based on this analysis, a total of 44,780 SF is being added to the system.

FACILITIES OR ENGINES	CONSTRUCTION YEAR	Total Sq. Ft.	% NEW SF	New SF	SF Funded with Current Impact Fee Funds	Added Capacity SF
Stations						
Station #9 (Little Valley/Fort Pierce)	2020	12,000	100%	12,000	3,129	8,871
Station #10 (Desert Canyon)	2023	12,000	100%	12,000	3,129	8,871
Station #11 (Ledges)	2025	12,000	100%	12,000	3,129	8,871
City Center Station (Main Street)	2027	22,000	25%	5,500	1,434	4,066
Station Subtotal		58,000		41,500	10,823	30,677
Apparatus						
Little Valley Apparatus	2020	NA	100%	-	-	-
Desert Canyon Apparatus	2023	NA	100%	-	-	-
Ledges Apparatus	2025	NA	10%*	-	-	-
Apparatus Subtotal		NA		-	-	-
Dispatch Center						
Relocation of Dispatch	2021	5,660	58%	3,280	-	3,280
Dispatch Subtotal		5,660		3,280		3,280
Total				44,780		33,957

#### TABLE 5.1: SUMMARY OF FUTURE CAPITAL FACILITIES SF ALLOCATION

\*According to the City, the apparatus for the station will primarily serve residential development, with 10% attributed to non-residential development.

As stated in **SECTION 3**, the LOS for this analysis is based on calls for service by land use type and the existing building square footage LOS, with a combination of existing impact fee funds and proposed new facilities will be needed to maintain the proposed LOS. The proposed new facilities will add new square footage to maintain the LOS for development that has paid impact fees since 2014 and for new development. Approximately, 10,823 SF of building space and a portion of future apparatus will be needed to maintain the LOS for historic development, which will be paid with existing impact fee fund balances. The remaining 33,957 SF is considered added capacity.



**TABLE 5.2** further refines the analysis by allocating the percent of each facility relative to fire services (a portion of Station #9 and Station #10 will serve as satellite space for police facilities and is included in the police impact fee). The analysis also removes the percentage of each facility that is allocated to calls outside the service area (an estimated 0.5 percent of calls are responded to outside the service area). The final cost and SF allocated to growth within the service area relative to fire services is \$14,889,608 and 30,185 SF, respectively.

#### TABLE 5.2: SUMMARY OF FUTURE CAPITAL FACILITIES COSTS

FACILITIES OR ENGINES	ESTIMATED COST	CONSTRUCTION YEAR COST	Cost to Growth	% to Fire	SF to Fire	% TO SERVIC E AREA	GROWTH COST TO FIRE & SERVICE AREA	SF TO ST. GEORGE DEMAND
Stations								
Station #9 (Little Valley/Fort Pierce)	\$3,600,000	\$3,672,000	\$3,672,000	95%	8,427	99.5%	\$3,470,958	8,385
Station #10 (Desert Canyon)	\$3,600,000	\$3,896,756	\$3,896,756	95%	8,427	99.5%	\$3,683,409	8,385
Station #11 (Ledges)	\$3,600,000	\$4,054,185	\$4,054,185	100%	8,871	99.5%	\$4,033,914	8,826
City Center Station (Main Street)	\$5,670,000	\$6,643,309	\$1,660,827	100%	4,066	99.5%	\$1,652,523	4,045
Station Subtotal	\$16,470,000	\$18,266,250	\$13,283,768		29,790		\$12,840,804	29,641
Apparatus								
Little Valley Apparatus	\$815,000	\$815,000	\$815,000	100%		99.5%	\$810,925	
Desert Canyon Apparatus	\$981,000	\$1,061,866	\$1,061,866	100%		99.5%	\$1,056,557	
Ledges Apparatus	\$981,000	\$1,104,765	\$110,477	100%		99.5%	\$109,924	
Apparatus Subtotal	\$2,777,000	\$2,981,631	\$1,987,343				\$1,977,406	
Dispatch Center								
Relocation of Dispatch	\$1,549,553	\$1,631,492	\$431,492	17%	546	99.5%	\$71,458	543
Dispatch Subtotal	\$1,549,553	\$1,631,492	\$431,492*				\$71,458	543
Total	\$20,796,553	\$22,879,373	\$15,702,603		29,790		\$14,889,688	30,185
*\$1.2M of the Dispatch Center Rel	ocation will be fun	ded from the Dispatch	Center Reserve	Fund. The	remaining	\$431,492 (2	6.45%) is the amou	nt that needs

\*\$1.2M of the Dispatch Center Relocation will be funded from the Dispatch Center Reserve Fund. The remaining \$431,492 (26.45%) is the amount that needs to be recovered through impact fees over the next 20-year period.

In addition to new stations, the City anticipates the need for new apparatus and relocating the existing dispatch center. The proposed dispatch center will increase capacity by approximately 58 percent based on the planned sizing of the new facility as compared to the existing center, as shown above. When determining the proportionate cost to new growth, several factors were considered. First, based on call data, 83 percent of the calls for service are related to police, with 17 percent related to fire. This distribution is used to allocate the dispatch center to the respective services. Second, the City will use \$1.2M of dispatch center reserve fund revenues to fund the dispatch center relocation. The remaining \$431,492 (26.45 percent) is the amount that needs to be recovered through impact fees over the next 20-year period. Finally, approximately 0.5 percent of all fire calls for service are responded to outside the Service Area. This percentage is removed from all facility and apparatus costs when assigning costs to growth. The total remaining impact fee eligible costs are shown in **TABLE 5.3**.



FACILITIES OR ENGINES	GROWTH COST TO FIRE & SERVICE AREA	Less Impact Fee Funds	Total Impact Fee Eligible Cost	Demand Served
Stations				
Station #9 (Little Valley/Fort Pierce)	\$3,470,958	(\$524,151)	\$2,946,807	
Station #10 (Desert Canyon)	\$3,683,409	(\$556,233)	\$3,127,176	
Station #11 (Ledges)	\$4,033,914	(\$578,705)	\$3,455,209	
City Center Station (Main Street)	\$1,652,523	(\$237,071)	\$1,415,452	
Station Subtotal	\$12,840,804	(\$1,896,160)	\$10,944,644	2,647*
Apparatus				
Little Valley Apparatus	\$810,925	(\$116,335)	\$694,590	
Desert Canyon Apparatus	\$1,056,557	(\$151,574)	\$904,983	
Ledges Apparatus	\$109,924	(\$15,770)	\$94,154	
Apparatus Subtotal	\$1,977,406	(\$283,678)	\$1,693,727	1,642**
Dispatch Center				
Relocation of Dispatch	\$71,458	\$0	\$71,458	
Dispatch Subtotal	\$71,458	\$0	\$71,458	4,628***
Total	\$14,889,688	(\$2,179,838)	\$12,709,830	

\* The demand served for the new stations is calculated based on the impact fee eligible SF of 29,641 divided by the LOS of 11.2 SF per call.

\*\* Demand served for apparatus is calculated using the estimated value of existing apparatus in today's dollars (2019) of \$5,465,652 divided by estimated 2019 calls for service of 5,298. This produces a value of \$1,032 per call. The total impact fee eligible apparatus cost (\$1,693,727) is then divided by \$1,032 to determine calls served.

\*\*\* The Dispatch Center is anticipated to serve development for the next 20 years. This represents the new fire calls in the next 20 years.

### FUTURE APPARATUS ACQUISITION

In addition to physical facilities, the Impact Fees Act<sup>6</sup> allows for the inclusion of fire suppression vehicles costing in excess of \$500,000 in the calculation of the impact fee. It should be noted, however, that these costs can only be allocated to non-residential development. The City anticipates the need to acquire additional fire apparatus during the 10-year time frame of this analysis.

## SYSTEM VS. PROJECT IMPROVEMENTS

System improvements are defined as existing and future public facilities that are intended to provide services to service areas within the community at large.<sup>7</sup> 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.<sup>8</sup> The Impact Fee Analysis may only include the costs of system improvements related to new growth within the proportionate share analysis.

### **FUNDING OF FUTURE FACILITIES**

Public safety facilities are generally funded using the following resources:

### **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**

The City does not anticipate receiving grants or donations to fund system improvements currently contemplated in this IFFP. However, the impact fees will be adjusted if grants become available, to reflect the grant monies received. A donor may be entitled to a reimbursement for the value of the system improvements funded through impact fees if donations are made by new development. **SECTION 6** further addresses proposed credits available to development.

### **IMPACT FEE REVENUES**

Impact fees are charged to ensure that new growth pays its proportionate share of the costs for the development of public

<sup>6 11-36</sup>a-102(17)

<sup>&</sup>lt;sup>7</sup> 11-36a-102(20)

<sup>8 11-36</sup>a102(13)



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. Impact fee revenues are generally considered non-operating revenues and help offset future capital costs.

#### DEBT FINANCING

In the event the City has not accumulated sufficient impact fees to pay for the construction of time sensitive or urgent capital projects needed to accommodate new growth, the City must look to revenue sources other than impact fees for funding. 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. However, the City does not anticipate utilizing debt financing for this 10-Year Plan and therefore no financing costs are included in this analysis.

### 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 IFA. Even so, there may be years that actual impact fee revenues cannot cover the annual growth-related expenses. In those years, growth-related projects may be delayed, or other revenues such as general fund revenues may be borrowed to make up any annual deficits. Any borrowed funds are to be repaid in their entirety through subsequent 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.



## SECTION 6: FIRE IMPACT FEE CALCULATION

## **PROPOSED IMPACT FEES**

The calculation of impact fees relies upon the information contained in this analysis. Impact fees are calculated based on many variables centered on proportionality and LOS. The proposed future facilities contemplated in this analysis will be needed to serve new development in the Service Area. As a result, this analysis uses a "plan-based" methodology. Impact fees can be calculated using a specific set of costs specified for future development. The improvements are identified in the IFFP or CIP as growth-related projects. The total project costs are divided by the total demand units the projects 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. **TABLE 6.1** illustrates the proportionate share analysis and cost per call calculations for fire facilities.

#### TABLE 6.1: FIRE PROPORTIONATE SHARE ANALYSIS

	IMPACT FEE ELIGIBLE COST TO FIRE	CALLS SERVED	COST PER CALL
Station Expansion	\$10,944,644	2,647	\$4,135
Relocation of Dispatch Center	\$71,458	4,628	\$15
Professional Expense*	\$9,675	1,218	\$8
Facilities Total	\$11,025,778		\$4,158
Apparatus**			
New Apparatus	\$1,693,727	1,642	\$1,032
Apparatus Total	\$1,693,727		\$1,032
Total Impact Fee Cost per Call (Residential)	\$11,025,778		\$4,158
Total Impact Fee Cost per Call (Non-Residential)	\$12,719,505		\$5,190

\* The professional expense is allocated to demand in the next six years. The impact fee analysis should be updated within the 6-year horizon.

\*\* The apparatus portion can only be assessed to non-residential development. See Utah Code 11-36a-202(2)(a)(i)

**TABLE 6.2** 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 fire cost per call calculated for residential land uses and non-residential land uses.

#### TABLE 6.2: PROPOSED FIRE/EMS IMPACT FEE SCHEDULE

LAND USE CATEGORY	COST PER CALL	CALLS PER UNIT	TOTAL FIRE IMPACT FEE PER UNIT	EXISTING IMPACT FEE	% CHANGE	\$ CHANGE
Single Family (per unit)	\$4,158	0.08	\$320	\$190	68%	\$130
Multi-Family (per unit)	\$4,158	0.16	\$657	\$280	135%	\$377
Mobile Homes	\$4,158	0.05	\$187	\$280	-33%	-\$93
Commercial (per 1,000 SF)	\$5,190	0.13	\$690	\$383	80%	\$307
Office (per 1,000 SF)	\$5,190	0.05	\$270	\$641	-58%	-\$371
Industrial (per 1,000 SF)	\$5,190	0.03	\$130	\$31	316%	\$99

### **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.<sup>9</sup> 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:

### FIRE NON-STANDARD CALCULATION

Residential Fire Impact Fee Calls per Unit x \$4,158 = Recommended Impact Fee Non-Residential Fire Impact Fee Calls per Unit x \$5,190 = Recommended Impact Fee

9 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 or encumbered on only those projects outlined in the IFFP as growth related costs to maintain the LOS or to reimburse existing development for excess capacity used.

## PROPOSED CREDITS OWED TO DEVELOPMENT

Development may receive a credit for the construction and/or donation of system improvements to the City that are included in the IFFP. Credits for system improvements may be available to developers up to, but not exceeding, the amount commensurate with the LOS identified within this Impact Fee Analysis. Credits will not be given for the amount by which system improvements exceed the LOS identified within this Impact Fee Analysis. This situation does not apply to developer exactions or system 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**

This analysis identities the known impact fee eligible costs related to growth. The City does not anticipate any other 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. A two percent annual construction inflation adjustment is applied to projects completed after 2019 (the base year cost estimate).