

**Lehi City**

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## **Police Impact Fee Analysis**

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ZIONS  PUBLIC FINANCE, INC.

**May 12, 2016**

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## EXECUTIVE SUMMARY

Lehi City, Utah (the City) recently commissioned Bowen Collins & Association (BC&A) to prepare the Lehi City Public Safety Impact Fee Facilities Plan (IFFP). The City has also retained Zions Public Finance, Inc. (Zions) to calculate the City's impact fees in accordance with the IFFP and Utah State Law. An impact fee is a one-time charge to new development to reimburse the City for the cost of developing new infrastructure that will serve future development.

The impact fee will be assessed to a single, city-wide service area (Service Area). While the City does provide public safety services outside of the impact fee service area, only activity within the service area (or future development that is anticipated within the planned annexation areas) will be considered in the calculation of the updated impact fee. Emergency incidents the police department responds to in areas outside of the City are categorized as "pass through" and considered non-impact fee qualifying demand. These services are provided based on mutual aid agreements or are funded through service agreements where the entity receiving the benefit pays a service charge. Therefore, the extra cost associated with this service is defrayed and does not need to be included in the impact fee analysis.

The City has expended approximately \$1,397,052 to construct the existing police station and purchase land and will need to build another \$2,109,110 in the next ten years to expand the headquarters facility and construct a second facility. There is currently no debt outstanding related to police facilities and the City does not anticipate issuing new debt for any police projects on the horizon. Changes to these assumptions may require an update to the impact fee analysis. The total impact fee qualifying cost of ten year improvements is estimated to be \$498,578, or about 24% of the total anticipated cost of improvements.

Lehi City currently provides all police service within the City boundaries. It is expected that the demand will continue to grow, but that the service area will not extend beyond the City's current boundaries.

## Recommended Police Impact Fees

Figure ES.1 shows the maximum legal impact fee for residential and non-residential development. The impact fee is calculated per Equivalent Residential Unit (ERU) and demand equivalencies have been determined for multi-family and non-residential demand based on information provided by the Lehi City Police Department accounting for observed emergency response and impacts on the system.

FIGURE ES.1: MAXIMUM POLICE IMPACT FEE SCHEDULE

Police Impact Fees				
Development Type	ERUs		Cost per ERU	Impact Fee
Single Family / unit	1.00	\$	98.35	\$ 98.35
Multi-Family / unit	1.19		98.35	117.03
Private Non-Residential / ksf	0.98		98.35	96.67

Figure ES.2 provides a calculation of the impact fee for a non-residential user or non-standard residential user that may not fit the schedule provided in ES.1. The non-standard calculation will be used for all non-residential development and may also be used at the City’s discretion for residential development whose impact upon the system will differ from that of a standard residential user. The basis of the ERU multiplier for the non-standard calculation will be determined by the Police Chief according to the unique impact that a non-residential or non-standard residential land use will have on the City’s police stations and services. The Chief will assign a number of ERUs to the development by reviewing the potential frequency of police responses and by considering any specific needs or complexity of responding to an incident within the proposed development.

FIGURE ES.2: CALCULATION OF NON-STANDARD POLICE IMPACT FEE

Police Cost Per Emergency Response Incidents		Police Chief Determination of Unique Project		Assessment
\$98.35	x	# of ERUs	=	Customized Impact Fee

The recommended impact fee structure presented in this analysis has been prepared to satisfy the Impact Fees Act, Utah Code Ann. § 11-36-101 et. Seq. (the “Act”), and represents the maximum police impact fees that the City may assess within the Service Area. The City will be required to use other revenue sources to fund any other projects identified in the IFFP that constitute repair and replacement, cure any existing deficiencies, or maintain the existing level of service for current users.

# CHAPTER 1: OVERVIEW OF THE POLICE IMPACT FEES

## What is an Impact Fee?

An impact fee is a one-time fee, not a tax, charged to new development to recover the City's cost of constructing Police facilities with capacity that will be utilized by new growth. The fee is assessed at the time of building permit issuance as a condition of development approval. The calculation of the impact fee must strictly follow the Impact Fees Act to ensure that the fee is equitable, fair, and legally defensible.

This analysis provides documentation that there is a fair comparison, or rational nexus, between the impact fee charged to new development and the impact on the capacity of the system. Impact fees are charged to different types of development and the impact fee is scaled according to different levels of demand.

## Why Assess an Impact Fee?

Until new development utilizes the full capacity of existing facilities the City can assess an impact fee to recover its cost of latent capacity available to serve future development. The general impact fee methodology divides the available capacity of existing and future capital projects between the number of existing and future users. Capacity is measured in terms of Equivalent Residential Unit, or ERU, which represents the demand that a typical single family residence places on the system.

## Costs Included in the Impact Fee

The public safety services considered in this analysis are related to the Lehi City Police Department.

The impact fees proposed in the Police Impact Fee Analysis are calculated based upon the costs of constructing:

- New facilities required to maintain (but not exceed) the proposed level of service identified in the IFFP; only those expected to be built within ten years are considered in the final calculations of the impact fee
- Historic costs of existing facilities that will serve new development
- Cost of professional services for engineering, planning, and preparation of the impact fee facilities plan and impact fee analysis

## Costs Not Included in the Impact Fee

- Operational and maintenance costs
- Cost of facilities constructed beyond 10 years
- Cost of facilities funded by grants or other funds which the City is not required to repay
- Cost of renovating or reconstructing facilities which do not provide new capacity or needed enhancement of services to serve future development

## How Are the Impact Fees Calculated?

A fair impact fee is calculated by dividing the cost of existing and future facilities by the number of new ERUs that will benefit from the unused capacity. Only the capacity that is needed to serve the projected growth within in the next ten years is included in the fee. The proposed impact fees are comprised of the costs of future capital projects that benefit additional development within the Service Area, and professional expenses pertaining to the regular update of the IFFP and impact fee analysis.

## Description of the Service Area

The police impact fee has been calculated for one service area which is comprised of the incorporated boundaries of Lehi City. The impact fees exclude the costs of capacity that are required to respond to emergency incidents outside of the service area or within the service area that are related to pass through traffic.

## What is an Equivalent Residential Unit (ERU)?

The unit of measurement used for police services is the future demand by ERU and based on historic emergency response incident data. An ERU is equal to the demand of a typical single family residential home.

## Project Costs and Financing

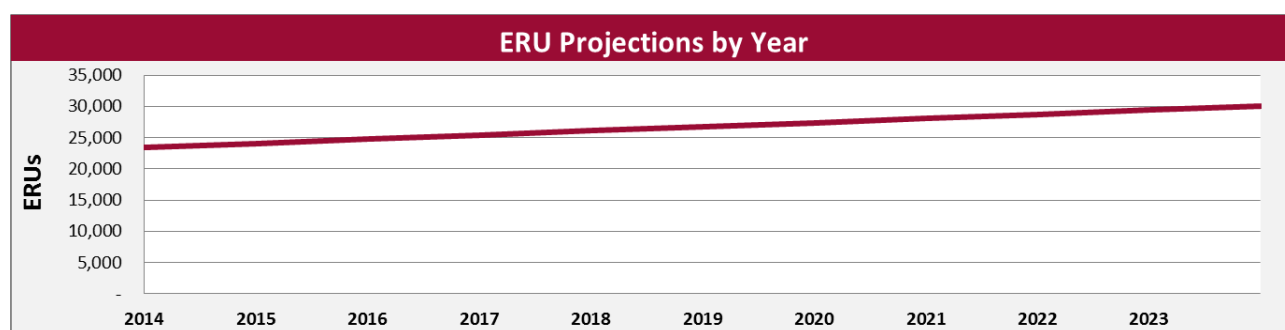
The City has recently purchased land for a new police facility and anticipates construction of the facility in 2018. A portion of the land and improvements have been allocated to ten year growth and included in the impact fee.

## CHAPTER 2: IMPACT FROM GROWTH UPON THE CITY'S FACILITIES AND LEVEL OF SERVICE

### Future Demand within the Service Area

Police demand within the City will increase as development activity rebounds and homes and businesses are built. Currently the City has 23,456 ERUs which are expected to grow by 6,596 to a total of 30,052 ERUs by 2023. The majority of this increase in demand will be attributable to new growth, but it is also expected that demand of 1,610 ERUs will be attributable to increased pass through demand. Only the increased demand from new growth, 5,817 ERUs, will be included in impact fee calculations.

FIGURE 2.1: PROJECTED GROWTH IN ERUS



### Level of Service Analysis

The Impact Fee Act specifically prohibits the use of impact fees to cure existing deficiencies in infrastructure or to construct infrastructure that provides a level of service (LOS) per user that is higher than the existing level of service. Furthermore, impact fees cannot be used to maintain a level of service for current system users by funding the repair and/or replacement of existing facilities.

The police department's primary goal is providing a safe community for residents. To help quantify that goal several performance standards have been identified. Response time (how long it takes for first responders to reach the scene of an incident), proactive community policing (such as patrols in neighborhoods), percentage of overall cases investigated, and the citizen survey are all monitored to provide an overall picture of how well the police department is meeting its goal to promote a safe community. More detail about each of these performance standards can be found in Section II of the IFFP. Overall, the City is adequately meeting most of the department's service goals. Currently there are 43 police officers and 8,800 sq. ft. of police facility space which equates to .00183 officer per ERU/.375 sq. ft. per ERU. When projecting future growth and their resulting impact on the police department these LOS standards were utilized.

### Pass Through Demand

As ERU projections were prepared attention was paid to pass through demand. Pass through demand represents the demand on City public safety facilities created by incidents not associated with existing or future Lehi City residents. ERUs associated with pass through have been based on historic records of incidents the police department responded to such as interlocal assists or traffic related incidents associated

with vehicles that were passing through Lehi to other communities. It was determined that 9.8% of total police ERUs relate to pass through incidents and thus are non-impact fee qualifying. The impact fee ERU projections used in this analysis have netted out ERUs attributable to existing pass through or future growth in pass through incidents.



## CHAPTER 3: FUTURE AND HISTORIC CAPITAL PROJECTS COSTS

The Impact Fees Act allows the City to recover the costs of police capital improvements in the calculation of the impact fees. Capital projects costs are today's estimated construction costs of growth-driven improvements and appropriate professional services without inflation from current dollars to construction year costs. The City does not have any debt outstanding related to the Police department and does not anticipate issuing future bonds related to police infrastructure.

### Existing Capacities Available for Growth

A portion of the capacity of the police headquarters and land, 5.75%, is available to serve ten year growth. Capacity of existing facilities is summarized in the table below.

Figure 3.1: Existing Capacity

System	% to Existing/ Passthrough	% to 10 Year Growth	% to Beyond 10 Year Growth	Cost to Existing	Cost to 10 Year Growth	Cost to Beyond 10 Year	Total Historic Cost
Police Headquarters	100.0%	0.0%	0.0%	\$ 695,206	\$ -	\$ -	\$695,206
Police Headquarters Land	98.2%	1.8%	0.0%	392,720	7,280	-	\$400,000
Additional Police Land	3.2%	24.2%	72.5%	9,659	73,047	218,929	\$301,846
<b>Totals</b>				<b>\$ 1,097,585</b>	<b>\$ 80,327</b>	<b>\$ 218,929</b>	<b>\$ 1,397,052</b>

### Future Project Capacities Available for Growth

The City intends to construct an additional police facility in 2018. The costs of future capital projects are defined in the corresponding Impact Fees Facilities Plan prepared by BC&A and are summarized in Figure 3.2.

FIGURE 3.2: CAPITAL PROJECT COSTS TO BE FUNDED THROUGH IMPACT FEES

Project Name	% to Existing / Project Level	% to Pass Through Growth	% Impact Fee Qualifying - 10 Year	% Impact Fee Qualifying - Beyond 10 Year	Year to be Constructed	Construction Cost with Inflation	10 Year Impact Fee Qualifying Cost	Impact Fee Qualifying Beyond 10 Years	Non Impact Fee Qualifying
<b>Future Police Capital Projects</b>									
Existing Police Facility Renovation	77.8%	2.6%	19.6%	0.0%	2014	\$ 266,000	\$ 52,136	\$ -	\$ 213,864
Additional Police Facility / Expansion	0.0%	3.2%	24.2%	72.5%	2018	1,843,110	446,442	1,336,869	59,799
<b>Police Ten Year Total</b>						<b>\$ 2,109,110</b>	<b>\$ 498,578</b>	<b>\$1,336,869</b>	<b>\$ 273,663</b>

Source: Bowen Collins & Associates Public Safety Impact Fee Facilities Plan Table ES-5

### Impact Fee Analysis Updates

As development occurs and capital project planning is periodically revised, the future lists of capital projects and their costs may be different than the information utilized in this analysis. For this reason, it is assumed that the City will perform updates to the analysis every three years. A 2016 cost of \$30,000 for preparing this analysis and the impact fee facilities plan has been included in the impact fee calculation.

### **Bond Debt Service and Grant Funds**

The City does not currently have any outstanding debt related to police service and does not anticipate any future bond issues. The City also does not anticipate receiving any grant funding for impact fee qualifying police projects.

## CHAPTER 4: PROPORTIONATE SHARE ANALYSIS

The Impact Fees Act requires the impact fee analysis to estimate the proportionate share of the cost for existing capacity that will be recouped as shown in Figure 3.1. The impact fee must be based on the historic costs and reasonable future costs of the system. This chapter will show in Figure 4.1 that the proposed impact fee for system improvements is reasonably related to the impact on the Police services from new development activity.

The proportionate share analysis considers the manner of funding utilized for existing public facilities. Historically the City has funded existing infrastructure with sources including the following:

- Property Tax Revenues
- Impact Fees

In the future, the City will primarily rely upon property tax revenues to fund the operations and maintenance of the system. Grant funding for impact fee qualifying police projects are not anticipated. However, if they are received, future impact fees will be discounted according to the size of grant and what it will be intended to fund.

### *Developer Credits*

If a project included in the Impact Fee Facilities Plan (or a project that will offset the demand for a system improvement that is listed in the IFFP) is constructed by a developer then that developer is entitled to a credit against impact fees owed. (Utah Impact Fees Act, 11-36a-304(2)(f)). There are currently no situations in this analysis or projects that would entitle a developer to a credit.

### *Time-Price Differential*

Utah Code 11-36a-301(2)(h) allows for the inclusion of a time-price differential in order to create fairness for amounts paid at different times. All users who pay an impact fee today or within the next six to ten years will benefit from projects to be constructed and included in the fee.

FIGURE 4.1: POLICE IMPACT FEE CALCULATION

Component	Total Cost to Component	% That will Serve Ten Year Demand	Dollar Amount that will Serve Ten Year Demand	Police ERUs	Cost per ERU
<b>Police Impact Fee</b>					
Future 10 Year Capital Projects	\$ 2,109,110	23.64%	\$ 498,578	5,817	\$ 86
Future Police Debt to be Issued - INTEREST ONLY	-	23.64%	-	5,817	-
Existing Police Assets	1,397,052	5.75%	80,327	5,817	14
Existing Police Debt - INTEREST ONLY	-	0.00%	-	5,817	-
<b>Subtotal</b>	<b>\$ 3,506,162</b>		<b>\$ 578,905</b>		<b>\$ 99.52</b>
<b>Professional Services / Credits</b>					
Unspent Impact Fee Funds	\$ (640,568)	5.75%	\$ (36,831)	5,817	\$ (6)
Professional Services/ Credits	30,000	100%	30,000	5,817	5
<b>Professional Services / Credits Subtotal</b>	<b>(610,568)</b>		<b>(6,831)</b>		<b>\$ (1)</b>
<b>Total Impact Fee Per ERU</b>	<b>\$ 2,895,593.89</b>		<b>\$ 572,074</b>		<b>\$ 98.35</b>

## Maximum Legal Police Impact Fees per ERU

As shown in Figure 4.1, the maximum legal impact fee per ERU is calculated to be \$98.35. This fee is the combination of individual fees for the buy in to existing facilities, future facilities, and professional fees. Each fee for individual components is based upon the historic and future costs divided by the total and available capacities. This results in a very precise impact fee per ERU and complies with the Impact Fees Act.

### Determination of Police Impact Fee

The impact fees to be paid by different residential and non-residential users are assessed according to ERUs. A single family home is one ERU. The impact fee is assessed according to Single Family or Multi-Family per unit and Non-Residential uses are assessed a fee per 1,000 square feet as shown in Figure 4.2.

FIGURE 4.2: MAXIMUM IMPACT FEE SCHEDULE

Police Impact Fees				
Development Type	ERUs	Cost per ERU	Impact Fee	
Single Family / unit	1.00	\$ 98.35	\$	98.35
Multi-Family / unit	1.19	98.35		117.03
Private Non-Residential / ksf	0.98	98.35		96.67

### Non-Standard Demand Adjustments

The City reserves the right under the Impact Fees Act (Utah Code 11-36-402(1)(c,d)) to assess an adjusted fee to respond to unusual circumstances and to ensure that the impact fees are assessed fairly. The non-standard calculation will be used at the City's discretion for development whose impact upon the system will differ from that of a standard user. The basis of the ERU multiplier for the non-standard calculation will be determined by the Police Chief according to the unique impact that a non-standard land use will have on the City's police stations and personnel. The Chief will assign a number of ERUs to the development by reviewing the potential frequency of police incidents and by considering any specific needs or complexity of responding to an incident within the proposed development. The non-standard impact fee formula is shown below in Figure 4.3.

FIGURE 4.3: CALCULATION OF NON-STANDARD IMPACT FEE

Police Cost Per Emergency Response Incidents		Police Chief Determination of Unique Project		Assessment
\$98.35	x	# of ERUs	=	Customized Impact Fee

## **APPENDICES: CERTIFICATION, SERVICE AREA MAP, IMPACT FEE CALCULATIONS**

In accordance with Utah Code Annotated, 11-36a-306(2), Zions Public Finance, Inc. (Zions), makes the following certification:

Zions certifies that the attached impact fee analysis:

1. includes only the cost 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. cost of 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. offset costs with grants or other alternate sources of payment; and
4. complies in each and every relevant respect with the Impact Fees Act.

Zions Public Finance, Inc. makes this certification with the following caveats:

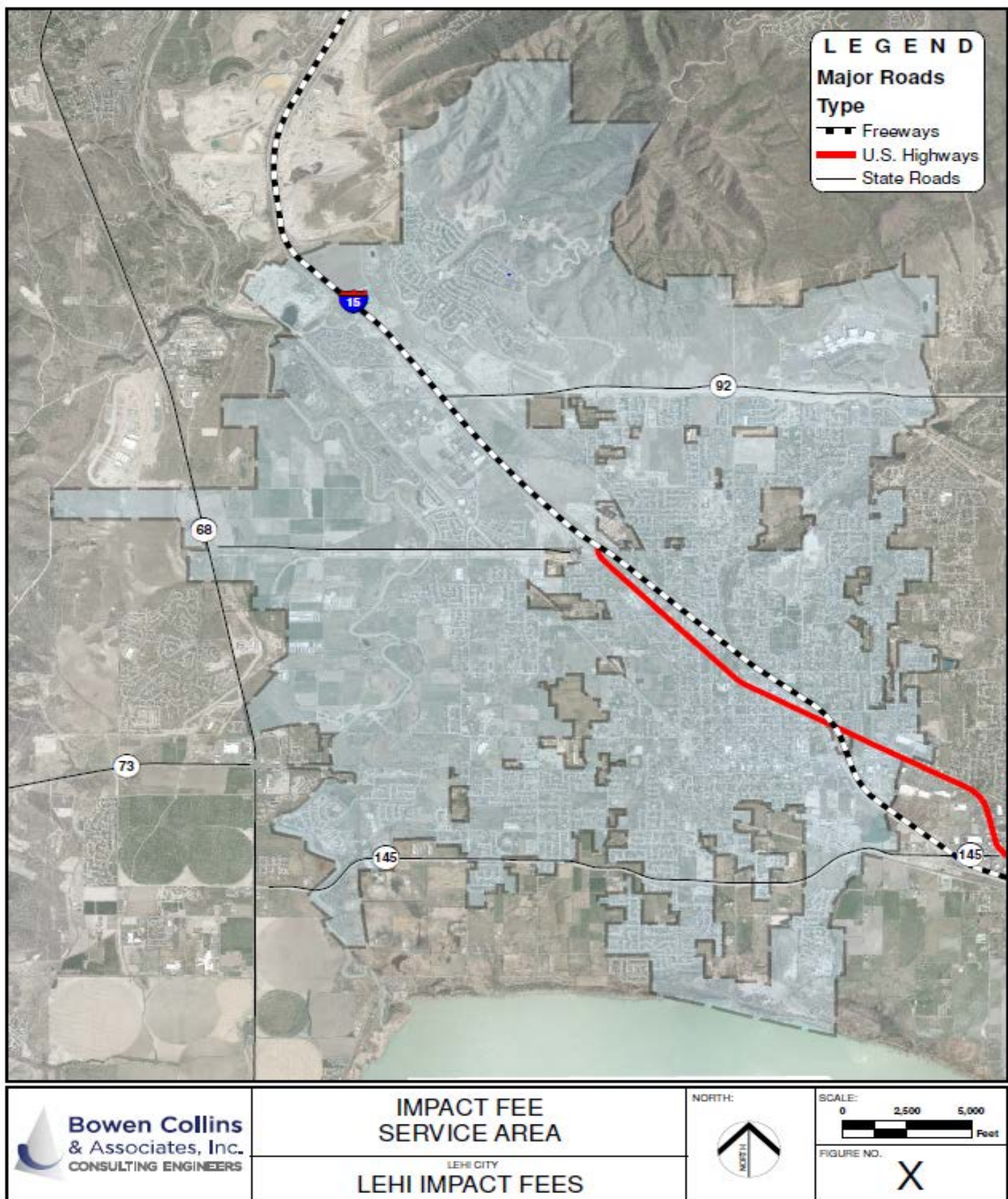
1. All of the recommendations for implementations of the Impact Fee Facilities Plan (IFFP) made in the IFFP or in the impact fee analysis are followed in their entirety by City staff and Council in accordance to the specific policies established for the Service Area.
2. If all or a portion of the IFFP or impact fee analysis are modified or amended, this certification is no longer valid.
3. All information provided to Zions Public Finance, Inc., its contractors or suppliers is assumed to be correct, complete and accurate. This includes information provided by Lehi City Corporation and outside sources. Copies of letters requesting data are included as appendices to the IFFP and the impact fee analysis.

Dated: 5/12/2016

ZIONS PUBLIC FINANCE, INC.



## APPENDIX A: MAP OF IMPACT FEE SERVICE AREA





Appendix B: Equivalent Residential Unit (ERU) Projections for Police

CURRENT AND FUTURE ERUs FOR THE POLICE SERVICE AREA

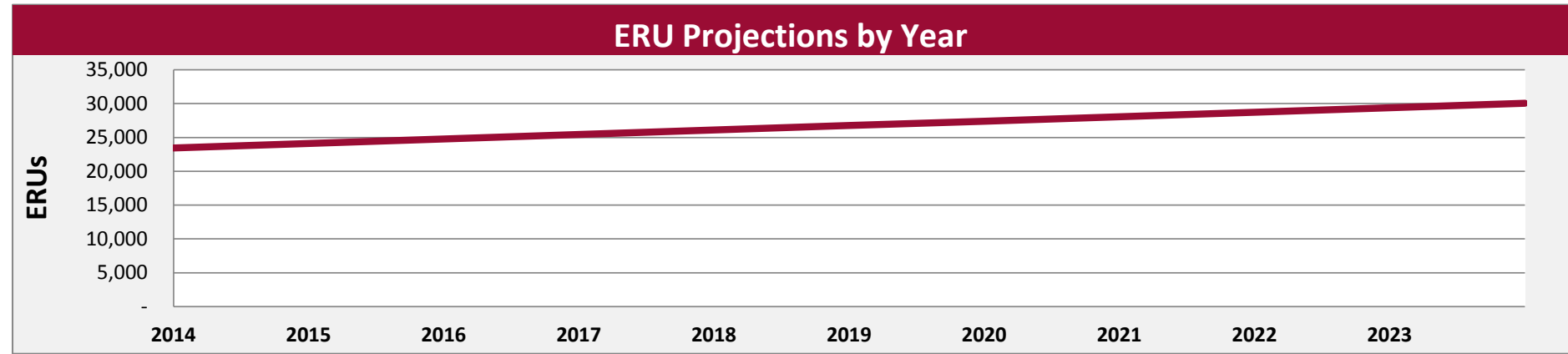
A B C D E F G H I J

TABLE B.1: CURRENT AND FUTURE POLICE ERUs

Year	Existing	Passthrough	Non-Residential	Multi-Family	Single Family	Total
2013	23,456	-	-	-	-	23,456
2014	23,456	78	328	161	93	24,116
2015	23,456	156	655	322	186	24,775
2016	23,456	234	983	483	280	25,435
2017	23,456	312	1,310	644	373	26,094
2018	23,456	390	1,638	805	466	26,754
2019	23,456	467	1,965	966	559	27,414
2020	23,456	545	2,293	1,127	652	28,073
2021	23,456	623	2,620	1,288	746	28,733
2022	23,456	701	2,948	1,449	839	29,392
2023	23,456	779	3,275	1,610	932	30,052

Source: Public Safety Impact Fee Facilities Plan prepared by Bowen Collins & Associates

TABLE B.3: CURRENT AND FUTURE POLICE ERUs



A B C D E F G H I J

TABLE B.2: POLICE ERUs

Police ERUs	
Current ERUs	23,456
Total 10 Year ERUs	30,052
10 Year Growth in ERUs	6,596
Impact Fee Qualifying	5,817

# Appendix C: Historic Asset Data

	A	B	C	D	E	F	G	H	
	Table C.1: Historic Asset Data Summary								
1	System	% to Existing/ Passthrough	% to 10 Year Growth	% to Beyond 10 Year Growth	Cost to Existing	Cost to 10 Year Growth	Cost to Beyond 10 Year	Total Historic Cost	1
2	Police Headquarters	100.0%	0.0%	0.0%	\$ 695,206	\$ -	\$ -	\$695,206	2
3	Police Headquarters Land	98.2%	1.8%	0.0%	392,720	7,280	-	\$400,000	3
4	Additional Police Land	3.2%	24.2%	72.5%	9,659	73,047	218,929	\$301,846	4
5									5
6	Totals				\$ 1,097,585	\$ 80,327	\$ 218,929	\$ 1,397,052	6
	A	B	C	D	E	F	G	H	

APPENDIX D: POLICE 10 YEAR CAPITAL PROJECTS

1	A	B	C	D	E	F	G	H	I	J	1
2	TABLE D.1: POLICE CAPITAL PROJECTS										2
3	Project Name	% to Existing / Project Level	% to Pass Through Growth	% Impact Fee Qualifying - 10 Year	% Impact Fee Qualifying - Beyond 10 Year	Year to be Constructed	Construction Cost with Inflation	10 Year Impact Fee Qualifying Cost	Impact Fee Qualifying Beyond 10 Years	Non Impact Fee Qualifying	3
4	Future Police Capital Projects										4
5	Existing Police Facility Renovation	77.8%	2.6%	19.6%	0.0%	2014	\$ 266,000	\$ 52,136	\$ -	\$ 213,864	5
6	Additional Police Facility / Expansion	0.0%	3.2%	24.2%	72.5%	2018	1,843,110	446,442	1,336,869	59,799	6
7											7
8											8
9	Police Ten Year Total						\$ 2,109,110	\$ 498,578	\$ 1,336,869	\$ 273,663	9
10	Source: Bowen Collins & Associates Public Safety Impact Fee Facilities Plan Table ES-5										10
	A	B	C	D	E	F	G	H	I	J	

APPENDIX E: CALCULATION OF THE IMPACT FEE PER EDU

	A	B	C	D	E	F	
	TABLE E.1: IMPACT FEE CALCULATION						
1	Component	Total Cost to Component	% That will Serve Ten Year Demand	Dollar Amount that will Serve Ten Year Demand	Police ERUs	Cost per ERU	1
2	Police Impact Fee						2
3	Future 10 Year Capital Projects	\$ 2,109,110	23.64%	\$ 498,578	5,817	\$ 86	3
4	Future Police Debt to be Issued - INTEREST ONLY	-	23.64%	-	5,817	-	4
5	Existing Police Assets	1,397,052	5.75%	80,327	5,817	14	5
6	Existing Police Debt - INTEREST ONLY	-	0.00%	-	5,817	-	6
7	Subtotal	\$ 3,506,162		\$ 578,905		\$ 99.52	7
8	Professional Services / Credits						8
9	Unspent Impact Fee Funds	\$ (640,568)	5.75%	\$ (36,831)	5,817	\$ (6)	9
10	Professional Services/ Credits	30,000	100%	30,000	5,817	5	10
11	Professional Services / Credits Subtotal	(610,568)		(6,831)		\$ (1)	11
12	Total Impact Fee Per ERU	\$ 2,895,593.89		\$ 572,074		\$ 98.35	12
	A	B	C	D	E	F	

Appendix F: Maximum Police Impact Fees

Table F.1: Residential Impact Fee

Police Impact Fees				
Development Type	ERUs	Cost per ERU		Impact Fee
Single Family / unit	1.00	\$	98.35	\$ 98.35
Multi-Family / unit	1.19		98.35	117.03
Private Non-Residential / ksf	0.98		98.35	96.67

TABLE F.2: Non-Standard Impact Fee Calculation

Police Cost Per Emergency Response Incidents	Police Chief Determination of Unique Project		Assessment	
\$98.35	x	# of ERUs	=	Customized Impact Fee
A	B	C	D	E

## Appendix - IFFP Update

### Lehi City Public Safety Impact Fee Facilities

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#### POLICE

Project Name	Construction Cost	Cost to New Growth	Updated Capital List FY2026
Excess Capacity of Current Facility	\$ 1,397,052	\$ 299,256	\$ -
Existing Police Facility Renovation	266,000	52,136	-
Additional Police Facility Expansion	1,843,110	1,783,311	-
2019 Construction New Police Station	18,956,360	4,005,355	4,005,355
<b>Ten Year Total</b>	<b>\$ 22,462,522</b>	<b>\$ 6,140,058</b>	<b>\$ 4,005,355</b>

#### FIRE

Project Name	Construction Cost	Cost to New Growth	Updated Capital List FY2026
Station #83	\$ 3,486,000	\$ 965,622	\$ 965,622
2018 Bond Debt Service	3,048,573	844,455	844,455
Station #84			3,250,000
2022 Bond Debt Service			3,023,568
<b>Ten Year Total</b>	<b>\$ 6,534,573</b>	<b>\$ 1,810,077</b>	<b>\$ 5,060,077</b>