

Herriman City



Public Safety Impact Fee Facilities Plan



IMPACT FEE FACILITIES PLAN

Herriman City

Executive Summary

Background

This Impact Fee Facilities Plan (IFFP) was prepared to meet the requirements of Utah Code §11-36a and includes only police (law enforcement) facilities; it does not include any fire capital facilities. Impact fees are a one-time fee charged to new development to help offset the capital costs associated with new growth in a community. Herriman has determined that there is one city-wide service area for police services and that the service area is coterminous with existing City boundaries.

New Development and Growth

Herriman is experiencing rapid growth. Utah is one of the fastest-growing states in the nation and Herriman is one of the most rapidly-growing cities in the State. Residential and non-residential growth create the demand for new public safety capital facilities. Projected growth is shown in the following table:

TABLE 1: GROWTH PROJECTIONS, 2018-2028

Year	Population	Residential Units	Non-Residential SF
2018	51,681	13,150	3,246,332
2019	58,287	14,831	3,661,287
2020	62,010	15,779	3,895,146
2021	65,700	16,718	4,126,933
2022	69,327	17,640	4,354,762
2023	72,863	18,540	4,576,875
2024	76,284	19,411	4,791,765
2025	79,568	20,246	4,998,049
2026	82,697	21,042	5,194,596
2027	85,659	21,796	5,380,653
2028	88,445	22,505	5,555,656
BUILDOUT	120,000	30,534	7,537,777
Growth 2018-2028	36,764	9,355	2,309,324

Source: Herriman City

In 2018, the City received 14,955 calls for service,¹ with approximately 70 percent of those calls originating from residential units and the remaining 30 percent from non-residential units.²

New development places increased demand on police facilities. One way of measuring the increased demand is through the increased calls for service that result. This approach allows the City to identify the demands coming from within Herriman, as well as the demands originating from outside of Herriman (i.e., pass-thru traffic). Impact fees are only calculated based on the increased growth coming

¹ Source: VECC

² Source: Herriman City Police Department

from within Herriman and not for increased demand originating from development outside of Herriman, but for which Herriman must provide services (i.e., pass-thru traffic stops).

TABLE 2: PROJECTED GROWTH IN CALLS FOR SERVICE, 2018-2028

Year	Residential Calls	Non-Residential Calls	Pass-Thru Calls ³	Total Calls for Service
2018	9,871	4,230	853	14,955
2019	11,133	4,771	962	16,867
2020	11,844	5,076	1,024	17,944
2021	12,549	5,378	1,085	19,012
2022	13,242	5,675	1,145	20,061
2023	13,917	5,964	1,203	21,084
2024	14,570	6,244	1,260	22,074
2025	15,198	6,513	1,314	23,025
2026	15,795	6,769	1,366	23,930
2027	16,361	7,012	1,414	24,787
2028	16,893	7,240	1,460	25,593
Growth in Calls, 2018-2028	7,022	3,009	607	10,638

In order to identify the pass-thru traffic, and therefore the pass-thru calls for service, Herriman commissioned Parametrix to evaluate total traffic volumes and pass-thru traffic on major roads in Herriman. These volumes result in an overall pass-thru traffic rate of nearly 47 percent.

Identify the Existing and Proposed Levels of Service and Excess Capacity

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

The IFFP considers only *system* facilities in the calculation of impact fees. For the City, this has been determined to mean police buildings only. This includes the main police building, interior storage facilities and exterior storage facilities. No police vehicles are included in the analysis.

The City has most recently been served by the Unified Police Department (“UPD”) of Salt Lake County. The City now plans on constructing a new, 33,000-square foot police building within the next few years in order to provide its own police services in a manner consistent with those previously provided by UPD. In the interim, police services are housed in Herriman’s City Hall, but this is just a temporary location until the new facilities are built.

With growth in development, there is increased demand placed on police services. One way of measuring this increased demand is through the additional calls for service that result. These calls require more personnel to respond to police calls, and more space to house the personnel. Therefore, calls for service become the basic demand unit in this study.

³ Calculated by multiplying the 2018 traffic calls (1,822) by the percentage of traffic calls deemed to be pass-thru calls (46.84%). The percentage of pass-thru traffic calls was provided by Parametrix after an extensive review of traffic on major streets in Herriman. After 2018, the growth in pass-thru calls is projected at the same ratio to total calls as the 2018 ratio.

Service levels are based on police office facilities, as well as interior and exterior storage facilities. Existing service levels for buildings, interior storage and exterior storage are shown below and are stated as the number of square feet per call.

TABLE 3: EXISTING SERVICE LEVELS

	Total	Residential	Non-Residential
Existing Service Levels (Building)			
UPD Police Station Space Previously Used by Herriman and Pass-Thru Traffic - SF	13,204		
UPD Police Station Space Previously Used by Herriman Only (not including pass-thru) - SF	12,450	8,715.23	3,735.10
2018 Calls for Service – Herriman (not including pass-thru calls)	14,102	9,871	4,230
LOS – Existing Police Station Space per Call - SF		0.88290	0.88290
Existing Service Levels (Interior Storage)			
Interior Storage Space Used by Herriman and Pass Thru Traffic - SF	2,600		
Interior Storage Space Used by Herriman Only - SF	2,452	1,716.17	735.50
2018 Calls for Service – Herriman (not including pass-thru)	14,102	9,871	4,230
LOS – Existing Interior Storage SF per Call		0.17386	0.17386
Existing Service Levels (Exterior Storage)			
Exterior Storage Space Used by Herriman and Pass Thru Traffic – SF	8,134		
Exterior Storage Space Used by Herriman Only - SF	7,669	5,368.60	2,300.83
2018 Calls for Service – Herriman (not including pass-thru)	14,102	9,871	4,230
LOS – Existing Exterior Storage SF per Call		0.54387	0.54387

The City intends to maintain its existing service levels for interior and exterior storage. However, service levels for the main police building will increase slightly from existing levels – from 0.8829 square feet of building space per call to 0.950 square feet per call.⁴

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

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

The City has been served by the UPD in the past and intends to maintain a consistent level of services with those provided by the UPD. Therefore, the City intends to construct a 33,000 square foot police

⁴ The new police facility is designed for 33,000 square feet and will have the capacity to serve the City at buildout, which is anticipated to reach 34,724 calls for service. The proposed level of service is calculated by dividing the total building square feet (33,000) by the buildout calls for service (34,724), which results in 0.950 building square feet per call.

building. New residential development generates, on average, 0.75064 calls per residential unit, and nonresidential development generates, on average, 0.0013032 calls per 1,000 square feet. The City currently provides 0.88290 building square feet per call and proposes to provide 0.950 square feet per call at buildout.

Identify How the Growth Demands Will Be Met

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

The City intends to construct a new police building at a cost of \$13,000,000 (includes building and land) for 33,000 square feet of space. The City also intends to construct interior and exterior storage facilities to maintain existing service levels.

Consideration of Revenue Sources to Finance Impacts on System Improvements

Utah Code 11-36a-302(2)

This Impact Fee Facilities Plan includes a thorough discussion of all potential revenue sources for public safety improvements. These revenue sources include grants, bonds, interfund loans, transfers from the General Fund, impact fees and anticipated or accepted dedications of system improvements.

Utah Code Legal Requirements

Utah law requires that communities prepare an Impact Fee Facilities Plan before preparing an Impact Fee Analysis (IFA) and enacting an impact fee. Utah law also requires that communities give notice of their intent to prepare and adopt an IFFP. This IFFP follows all legal requirements as outlined below.

Notice of Intent to Prepare Impact Fee Facilities Plan

A local political subdivision must provide written notice of its intent to prepare an IFFP before preparing the Plan (Utah Code §11-36a-501). This notice must be posted on the Utah Public Notice website. The City has complied with this noticing requirement for the IFFP.

Preparation of Impact Fee Facilities Plan

Utah Code requires that each local political subdivision, before imposing an impact fee, prepare an impact fee facilities plan. (Utah Code 11-36a-301).

Section 11-36a-302(a) of the Utah Code outlines the requirements of an IFFP which is required to identify the following:

- (i) identify the existing level of service
- (ii) establish a proposed level of service
- (iii) identify any excess capacity to accommodate future growth at the proposed level of service
- (iv) identify demands placed upon existing facilities by new development activity at the proposed level of service; and
- (v) identify the means by which the political subdivision or private entity will meet those growth demands.

Further, the proposed level of service may:

- (i) exceed the existing level of service if, independent of the use of impact fees, the political subdivision or private entity provides, implements, and maintains the means to increase the existing level of service for existing demand within six years of the date on which new growth is charged for the proposed level of service; or
- (ii) establish a new public facility if, independent of the use of impact fees, the political subdivision or private entity provides, implements, and maintains the means to increase the existing level of service for existing demand within six years of the date on which new growth is charged for the proposed level of service.

In preparing an impact fee facilities plan, each local political subdivision shall generally consider all revenue sources to finance the impacts on system improvements, including:

- (a) grants
- (b) bonds
- (c) interfund loans
- (d) transfers from the General Fund
- (e) impact fees; and
- (f) anticipated or accepted dedications of system improvements.

Certification of Impact Fee Facilities Plan

Utah Code states that an impact fee facilities plan shall include a written certification from the person or entity that prepares the impact fee facilities plan. This certification is included at the conclusion of this analysis.

Growth in Demand

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

Impacts on public safety facilities will come from both residential and non-residential growth. This growth is projected as follows:

TABLE 4: GROWTH PROJECTIONS, 2018-2028

Year	Population	Residential Units	Non-Residential SF
2018	51,681	13,150	3,246,332
2019	58,287	14,831	3,661,287
2020	62,010	15,779	3,895,146
2021	65,700	16,718	4,126,933
2022	69,327	17,640	4,354,762
2023	72,863	18,540	4,576,875
2024	76,284	19,411	4,791,765
2025	79,568	20,246	4,998,049
2026	82,697	21,042	5,194,596
2027	85,659	21,796	5,380,653
2028	88,445	22,505	5,555,656
BUILDOUT	120,000	30,534	7,537,777
Growth 2018-2028	36,764	9,355	2,309,324

Source: Herriman City

Residential and nonresidential growth will create increased demand for police services as demonstrated by the increased calls for service that are projected to occur.

The increased police calls for service are projected as follows for residential and non-residential development in Herriman. Additional calls may be received for pass-through traffic, but these demand units are not included in the calculation of impact fees.

In order to identify the pass-thru traffic, and therefore the pass-thru calls for service, Herriman commissioned Parametrix to evaluate total traffic volumes and pass-thru traffic on major roads in Herriman. These volumes result in an overall pass-thru traffic rate of nearly 47 percent.

TABLE 5: PASS-THRU TRAFFIC ANALYSIS

	Daily Volume	Herriman Trips
11800 South West of MVC	37,958	18,003
11800 South East of MVC	8,388	3,076
Herriman Main Street West of 6400 West	14,588	12,423
Herriman Main Street East of 5600 West	24,948	22,631
MVC Southbound north of 12600 South	16,659	4,789
MVC Northbound north of 12600 South	14,699	2,359
MVC Southbound south of Rosecrest Road	4,967	2,287
MVC Northbound south of Rosecrest Road	5,566	2,360
TOAL	127,773	67,928

	Daily Volume	Herriman Trips
Herriman Traffic	53.16%	
Pass-Thru Traffic	46.84%	

Source: Parametrix Memorandum dated November 15, 2018; ZPFI

After accounting for pass-thru calls, total residential and non-residential calls in Herriman are shown in the table below:

TABLE 6: POLICE – PROJECTED GROWTH IN CALLS FOR SERVICE BY DEVELOPMENT TYPE

Year	Residential Calls	Non-Residential Calls	Pass-Thru Calls	Total Calls for Service	Residential Units	Non-Residential SF	Calls per Residential Unit	Calls per Non-Residential SF
2018	9,871	4,230	853	14,955	13,150	3,246,332	0.7506	0.0013032
2019	11,133	4,771	962	16,867	14,831	3,661,287	0.7506	0.0013032
2020	11,844	5,076	1,024	17,944	15,779	3,895,146	0.7506	0.0013032
2021	12,549	5,378	1,085	19,012	16,718	4,126,933	0.7506	0.0013032
2022	13,242	5,675	1,145	20,061	17,640	4,354,762	0.7506	0.0013032
2023	13,917	5,964	1,203	21,084	18,540	4,576,875	0.7506	0.0013032
2024	14,570	6,244	1,260	22,074	19,411	4,791,765	0.7506	0.0013032
2025	15,198	6,513	1,314	23,025	20,246	4,998,049	0.7506	0.0013032
2026	15,795	6,769	1,366	23,930	21,042	5,194,596	0.7506	0.0013032
2027	16,361	7,012	1,414	24,787	21,796	5,380,653	0.7506	0.0013032
2028	16,893	7,240	1,460	25,593	22,505	5,555,656	0.7506	0.0013032
Growth, 2018-2028	7,022	3,009	607	10,638	9,355	2,309,324		

Existing Service Levels

Service levels are based on police building space, as well as interior and exterior storage facilities. Existing service levels for buildings, interior storage and exterior storage are shown below and are stated as the number of square feet per call.

TABLE 7: EXISTING SERVICE LEVELS

	Total	Residential	Non-Residential
Existing Service Levels (Building)			
UPD Police Station Space Previously Used by Herriman and Pass-Thru Traffic - SF	13,204		
UPD Police Station Space Previously Used by Herriman Only (not including pass-thru related sf) - SF	12,450	8,715.23	3,735.10
2018 Calls for Service – Herriman	14,102	9,871	4,230
LOS – Existing Police Station Space per Call - SF		0.88290	0.88290
Existing Service Levels (Interior Storage)			
Interior Storage Space Used by Herriman and Pass Thru Traffic - SF	2,600		
Interior Storage Space Used by Herriman Only (not including pass-thru related sf) -	2,452	1,716.17	735.50

	Total	Residential	Non-Residential
SF			
2018 Calls for Service – Herriman	14,102	9,871	4,230
LOS – Existing Interior Storage SF per Call		0.17386	0.17386
Existing Service Levels (Exterior Storage)			
Exterior Storage Space Used by Herriman and Pass Thru Traffic - SF	8,134		
Exterior Storage Space Used by Herriman Only (not including pass-thru related sf) - SF	7,669	5,368.60	2,300.83
2018 Calls for Service	14,102	9,871	4,230
LOS – Existing Exterior Storage SF per Call		0.54387	0.54387

Proposed Level of Service

The City intends to maintain its existing service levels for interior and exterior storage. However, service levels for the main police building will increase slightly from existing levels – from 0.88290 square feet of building space per call to 0.950 square feet per call at buildout with construction of the new police station.⁵

Excess Capacity

Herriman has no existing, excess capacity in any police facilities. Based on input from Herriman City's Police Department, it is necessary to maintain existing service levels given the demands on the Police Department.

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

Police Building. Police building facilities will need to expand by 9,533 square feet by 2028 in order to reach proposed service levels, based on increased demand from Herriman development (not including pass-thru traffic). This reflects the proposed service level of 0.950 building square feet per call. However, impact fees can only be charged to offset existing service levels, as shown in the table below. Existing service levels require 0.8829 square feet per call. Existing service levels would require 8,857 additional building square feet of space by 2018.

⁵ The new police facility is designed for 33,000 square feet and will have the capacity to serve the City at buildout, which is anticipated to reach 34,724 calls for service. The proposed level of service is calculated by dividing the total building square feet (33,000) by the buildout calls for service (34,724), which results in 0.950 building square feet per call.

TABLE 8: FACILITIES NEEDED (POLICE BUILDING SQUARE FEET) TO MAINTAIN EXISTING POLICE SERVICE LEVELS

Year	Residential Calls	Non-Residential Calls	Total Calls Herriman	SF - Existing Attributable to Herriman	SF per Call	SF Needed - Herriman Existing Service Levels	SF Needed - Herriman Proposed Service Levels
2018	9,871	4,230	14,102	12,450	0.8829	12,450	13,402
2019	11,133	4,771	15,904	12,450	0.7828	14,042	15,115
2020	11,844	5,076	16,920	12,450	0.7358	14,939	16,080
2021	12,549	5,378	17,927	12,450	0.6945	15,828	17,037
2022	13,242	5,675	18,917	12,450	0.6582	16,701	17,977
2023	13,917	5,964	19,881	12,450	0.6262	17,553	18,894
2024	14,570	6,244	20,815	12,450	0.5981	18,377	19,781
2025	15,198	6,513	21,711	12,450	0.5735	19,169	20,633
2026	15,795	6,769	22,565	12,450	0.5518	19,922	21,444
2027	16,361	7,012	23,373	12,450	0.5327	20,636	22,212
2028	16,893	7,240	24,133	12,450	0.5159	21,307	22,935
Growth, 2018-2028	7,022	3,009	10,031			8,857	9,533

Interior Storage. Herriman needs to acquire 1,744 square feet of interior storage space by 2028 in order to maintain existing service levels, which is also the proposed service level.

TABLE 9: FACILITIES NEEDED (POLICE INTERIOR STORAGE SQUARE FEET) TO MAINTAIN EXISTING POLICE SERVICE LEVELS

Year	Residential Calls	Non-Residential Calls	Total Calls Herriman	Existing Storage SF	SF per Call	SF Needed - Herriman Maintain Existing Service Levels
2018	9,871	4,230	14,102	2,452	0.1739	2,452
2019	11,133	4,771	15,904	2,452	0.1542	2,765
2020	11,844	5,076	16,920	2,452	0.1449	2,942
2021	12,549	5,378	17,927	2,452	0.1368	3,117
2022	13,242	5,675	18,917	2,452	0.1296	3,289
2023	13,917	5,964	19,881	2,452	0.1233	3,457
2024	14,570	6,244	20,815	2,452	0.1178	3,619
2025	15,198	6,513	21,711	2,452	0.1129	3,775
2026	15,795	6,769	22,565	2,452	0.1087	3,923
2027	16,361	7,012	23,373	2,452	0.1049	4,064
2028	16,893	7,240	24,133	2,452	0.1016	4,196
Growth, 2018-2028	7,022	3,009	10,031			1,744

Exterior Storage. Herriman needs to acquire 5,456 square feet of exterior storage space by 2028 in order to maintain existing service levels, which is also the proposed service level.

TABLE 10: FACILITIES NEEDED (POLICE EXTERIOR STORAGE SQUARE FEET) TO MAINTAIN EXISTING POLICE SERVICE LEVELS

Year	Residential Calls	Non-Residential Calls	Total Calls Herriman	Existing Storage SF	SF per Call	SF Needed - Herriman Maintain Existing Service Levels
2018	9,871	4,230	14,102	7,669	0.5439	7,669
2019	11,133	4,771	15,904	7,669	0.4822	8,650
2020	11,844	5,076	16,920	7,669	0.4533	9,202
2021	12,549	5,378	17,927	7,669	0.4278	9,750
2022	13,242	5,675	18,917	7,669	0.4054	10,288
2023	13,917	5,964	19,881	7,669	0.3858	10,813
2024	14,570	6,244	20,815	7,669	0.3685	11,320
2025	15,198	6,513	21,711	7,669	0.3533	11,808
2026	15,795	6,769	22,565	7,669	0.3399	12,272
2027	16,361	7,012	23,373	7,669	0.3281	12,712
2028	16,893	7,240	24,133	7,669	0.3178	13,125
Growth, 2018-2028	7,022	3,009	10,031			5,456

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

The City will meet the estimated growth demands by constructing a new police station. The City has plans for a new 33,000 square foot police building, with an anticipated cost of \$13,000,000, including land. The City will also acquire additional exterior and interior storage space. Interior storage space costs have been provided by the City at a cost of \$178.82 per square foot; exterior storage space costs have been provided by the City at a cost of \$8.54 per square foot.

Manner of Financing for Public Facilities

Utah Code 11-36a-304(2)(c)(d)(e)

Impact fees will be used to fund the established growth-driven public safety services for police.

Credits Against Impact Fees

Utah Code 11-36a-304(2)(f)

The Impact Fees Act requires credits to be paid back to development for future fees that may be paid to fund system improvements found in the IFFP so that new development is not charged twice. Credits may also be paid back to developers who have constructed or directly funded items that are included in the IFFP or donated to the City in lieu of impact fees, including the dedication of land for system improvements. This situation does not apply to developer exactions or improvements required to offset density or as a condition for development. Any item that a developer funds must be included in the IFFP if a credit is to be issued and must be agreed upon with the City before construction of the improvements.

In the situation that a developer chooses to construct facilities found in the IFFP in lieu of impact fees, the arrangement must be made through the developer and the City.

The standard impact fee can also be decreased to respond to unusual circumstances in specific cases in order to ensure that impact fees are imposed fairly. In certain cases, a developer may submit studies and data that clearly show a need for adjustment.

At the discretion of the City, impact fees may be modified for low-income housing, although alternate sources of funding must be identified.

Grants

The City is unaware of any potential grant sources for future public safety facilities. However, should it be the recipient of any such grants, it will then look at the potential to reduce impact fees.

Bonds

The City has no outstanding bonds for police facilities.

Transfer from General Fund

To the extent that the City is able to generate net revenues in its General Fund, it may choose to transfer all or a portion of the net revenues to the City's capital fund to offset some of the costs associated with public safety capital improvements.

Impact Fees

Because of the growth anticipated to occur in the City, impact fees are a viable means of allowing new development to pay for the impacts that it places on the existing system. This IFFP is developed in accordance with legal guidelines so that an Impact Fee Analysis may be prepared and the City may charge impact fees for public safety.

Anticipated or Accepted Dedications of System Improvements

Any item that a developer funds must be included in the IFFP if a credit against impact fees is to be issued and must be agreed upon with the City before construction of the improvements.

Certification per Utah Code Section 11-36a-306(1)

Zions Public Finance, Inc. certifies that the attached Impact Fee Facilities Plan:

1. Includes only the costs of public facilities that are:
 - a. allowed under the Impact Fees Act; and
 - b. actually incurred; or
 - c. projected to be incurred or encumbered within six years after the day on which each impact fee is paid;

2. Does not include:
 - a. costs of operation and maintenance of public facilities;
 - b. costs for qualifying public facilities that will raise the level of service for the facilities, through impact fees, above the level of service that is supported by existing residents;
 - 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. Complies in each and every relevant respect with the Impact Fees Act.